MOPAN Assessment Report

World Food Programme (WFP)

Technical analysis

MOPAN

Multilateral Organisation Performance Assessment Network

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ANNEX A – PERFORMANCE ANALYSIS

Strategic Management

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

KPI 1 overall score: 3.00, Satisfactory

Overall summary for KPI 1

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 SDGs 2 (zero hunger) and 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 and 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.

MI 1.1: Strategic plan is based on clear comparative advantage and addresses global commitments and need in the crises of today and tomorrow.

Overall MI rating	Satisfactory
Overall MI score	**3.00**
Element 1: A publicly available people-centred strategic plan (or equivalent) focuses on global commitments and addressing, with a view to ending, humanitarian need in the crises of today, and preventing (where appropriate) and anticipating the crises of tomorrow and is aligned with humanitarian principles and International Humanitarian Law.	4
Element 2: The strategic vision is based on a clear analysis and articulation of comparative advantage including how the organisation fits into the international humanitarian and crisis response system.	3
Element 3: The strategic vision is accompanied by an operational plan that identifies intended results, and assigns clear responsibility for their achievement	3
Element 4: The strategic vision is prioritized against a realistic assessment of available resources.	2
Element 5: Strategic vision and operating framework are regularly reviewed and revised as needed to ensure continued relevance, paying attention to emerging and escalating crisis risks	3
Evidence Confidence	High confidence
Evidence Documents	
1, 3, 54, 58, 59, 64, 66, 254, 427	

Analysis

1.1.1: A publicly available people-centred strategic plan (or equivalent) focuses on global commitments and addressing, with a view to ending, humanitarian need in the crises of today, and preventing (where appropriate) and anticipating the crises of tomorrow and is aligned with humanitarian principles and International Humanitarian Law.

WFP has a clear long-term vision and strategy, with two publicly available strategic plans covering the assessment period of 2019 to 2024. In 2016, WFP launched the Integrated Road Map, to bring together its planning and strategic frameworks. The previous MOPAN assessment of WFP (2017-18) noted that the 2017-21 plan was clear and explicit in its long-term vision (MOPAN, 2019). Similarly, the Strategic Plan 2022-25 (WFP, 2021) sets out a strategic focus for the four-year period, with a vision clearly linked to the 2030 Agenda for Sustainable Development and specifically with two of the Sustainable Development Goals (SDG 2 – Zero Hunger, and SDG 17 – Partnerships for the Goals). 77% of respondents to the MOPAN survey strongly agreed or agreed with the statement that *"WFP has a clearly articulated strategy that sets out its unique role."*

WFP is committed to humanitarian principles and International Humanitarian Law. WFP's cross-cutting priorities as expressed in the strategic plan (protection, accountability to affected populations, gender equality and women's empowerment, nutrition and environmental sustainability) align with the humanitarian principle of humanity and focus attention on the most vulnerable. WFP's commitment is further embedded in its grounding principles of being humanitarian-principled, country-owned, and context-

specific. WFP's reputation for neutrality is, however, under strain. In its own work, WFP must demonstrate its continuing neutrality in conflicts, and be committed 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.

One of the seven principles of the WFP Strategic Plan 2022-2025 is the desire to be "people-centred". The strategic plan makes a commitment to "put people, including those most at risk of being left behind, at the centre of programming." WFP increasingly works on anticipating crises, where possible, through preparedness and early warning systems at country level. Country strategies are forward looking over a five-year period.

1.1.2: The strategic vision is based on a clear analysis and articulation of comparative advantage including how the organisation fits into the international humanitarian and crisis response system.

WFP's strategic vision is built on its comparative advantage as a rapid response humanitarian agency with excellent logistics and a field presence supporting efforts to address chronic hunger in a wide range of countries. The Strategic Plan analyses the level of global need and lays out WFP's approach to maximising its impact in a rapidly changing environment. Although the corporate direction is clear, there is continuing internal discussion on the balance between 'saving lives' and 'changing lives', with the latter seen as important for WFP to work across the humanitarian, development, and peace (HDP) nexus and for resource mobilisation, but with the risk of increased competition and mandate overlap with other agencies. WFP's crisis response continues to account for the largest share of the implementation plan for 2024 at 80%, with resilience building at 17% and addressing root causes of hunger at 3%. WFP's senior leadership has reaffirmed that 'saving lives; and 'changing lives' go hand-in-hand to ensure sustainability and address growing needs globally. 77% of respondents to the MOPAN survey strongly agreed or agreed with the statement that "*WFP has a clearly articulated strategy that sets out its unique role.*"

In 2007, WFP commissioned an analysis of its comparative advantage, strengths and weaknesses (WFP, 2007). The analysis presented nine comparative advantages including deep field presence, extensive field network and quick emergency response, including on a large scale. These remain largely unchanged and are reflected in the current strategy, but the analysis has not been specifically updated since then. The current Strategic Plan 2022-25 (WFP, 2021) recognises the importance of partnerships with governments, civil society and other multilateral organisations. WFP's comparative advantage is not always well-articulated and understood by external stakeholders. Some external stakeholders feel that the "changing lives" agenda is beyond WFP's comparative advantage, and as funding for the humanitarian sector shrinks, is being pursued primarily to boost revenue through new sources of financing and partnerships. The Strategic Evaluation of Funding WFP's work concluded that some donors are "sceptical about the role of WFP beyond emergency response" (WFP, 2020, p. v). The same evaluation concludes that the Integrated Road Map has "helped WFP to better articulate its ambitions from activity to outcome level and has brought more cohesion to the narrative regarding WFP's dual mandate." (WFP, 2020, p. vii).

WFP is clear on where it fits into the international system. It is the world's largest humanitarian organisation and often takes a leadership role within the international humanitarian and crisis response in the context of its own unique strengths. WFP has invested strongly in the cluster system, which is the set of structures and processes which works to coordinate humanitarian action, under the overall leadership of the UN Humanitarian Coordinator, when a national government requests international support. WFP acts as the lead for the telecommunications and logistics clusters and co-lead, with FAO, of the food security cluster. The selection of countries chosen for our assessment demonstrate strong WFP collaboration with governments, which is a demonstration of its comparative advantage as a UN agency.

1.1.3: The strategic vision is accompanied by an operational plan that identifies intended results, and assigns clear responsibility for their achievement.

WFP has a structured hierarchy of plans that implement its strategic vision. The Management Plan is WFP's comprehensive annual plan of work which, in conjunction with the Corporate Results Framework (CRF), identifies intended results and responsibilities. The new CRF was approved by the Executive Board at the first regular session of 2022 and became effective in January 2023 (WFP, 2022). The CRF is linked to SDGs 2 and 17 and is constructed around a clear three-tier results chain (impact, outcome, and output). It sets out the expected results and targets, together with indicators for monitoring and reporting across the organisation as a whole. It includes measures on WFP's support to partner government and cross-cutting issues.

WFP's Global Operational Response Plans (WFP, 2023) are publicly available and provide WFP's stakeholders, including government partners, policymakers and humanitarian counterparts, with an update of the evolving needs within the strategic plan cycle, and WFP's priorities. The plans include identified countries of particular concern and a section explaining WFP's global response including procurement and the split between cash-based transfers, commodity vouchers and in-kind contributions. The reports also provide a summary people reached over the past year and targets for the year ahead.

WFP's vision is operationalised at country level through Country Strategic Plans (CSPs), which have clear results frameworks and resource allocations, focused at the activity and output levels. Responsibility is clearly assigned to the country office. CSPs articulate how WFP's assistance in each country contributes to national plans and priorities and are forward looking over a five-year period. CSPs act as a "roadmap" for the intended results and focus areas for each country office. There is a gap however, between the operational requirements laid out in the CSPs and implementation plans based on expected resources, currently running at less than half of this level.

The Country Portfolio Budget that accompanies each CSP consolidates all operations and resources in a country into a single structure. It demonstrates the relevance, performance and impact of WFP's work by creating a "Line of Sight" (LoS) that transparently links strategy, planning and budgeting, implementation and resources obtained to the results achieved (WFP, 2020). WFP's line of sight is the central planning framework for CSPs and the key communication and advocacy instrument for all stakeholders. The LoS summarises focus areas, strategic outcomes, outputs and activities in relation to the strategic plan.

1.1.4: The strategic vision is prioritized against a realistic assessment of available resources.

WFP seeks to raise funding on the basis of identified need to meet its vison while recognising that resources will fall short. The extent of this shortfall has been increasing over time and is hard to predict. WFP faces the challenge of being dependent on short-term voluntary contributions, which are 93% earmarked, often down to activity level, and has very limited unearmarked core funding. This makes future funding in the medium to long term hard to predict. The previous MOPAN assessment of WFP (2017-18) noted that WFP's 2016 Financial Framework Review (FFR) represented a full revision of the corporate budget model towards more realistic financial planning, enhanced accountability, streamlined processes and harmonised financial and results frameworks (MOPAN, 2019). It made changes to WFP's funding model for closer alignment between resources and results. Under the FFR, the Country Portfolio Budget (CPB) aims to ensure adequate funding for operations in a predictable way. The FFR, including the CPB, is geared to ensure detailed prioritisation based on available resources, funding forecasts and operational challenges.

WFP's Management Plan (WFP, 2022; WFP, 2023) sets out a comprehensive annual plan of work and is one of its key financial planning documents. It provides detailed breakdowns of corporate budgets and an

overall analysis of WFP's budget at the country level. The plan includes an outline of WFP's projected operational needs, drawn from CSPs, the provisional global implementation plan and forecasted resources to meet those needs. It also presents WFP's business operations budget and its Programme Support and Administrative (PSA) budget with calculations to justify the Indirect Support Cost (ISC) rate charged by WFP to donors and the use of central funds to balance operations.

WFP uses a bottom-up strategic budgeting exercise for the costing of programmes and business operations. Strategic and Management Plans are underpinned by CSPs with clear responsibilities. Country offices plan on the basis of needs, but have to respond based on available resources. Needs-based funding targets are adjusted to create operational plans with implementation budgets based on forecasted contributions at the country level. The resources available for implementation are currently, on average, about half the needs-base estimates. This requires major prioritisation and hard choices at country level. Country offices were seeking more guidance from headquarters on these difficult decisions.

Overall resources available to WFP have been a "accordion" - expanding rapidly in the period up to 2022, and then contracting sharply in 2023. Head office and regional bureaux costs have grown rapidly over the past five years and are now being reduced as part of the restructuring exercise. Some external interviewees suggested that WFP has been slow to respond to the current downturn in corporate resources and is now having to make rapid and large cuts. The budget submitted as late as November 2023 did not reflect the expected reduction in resources for 2024. The Strategic Evaluation of Funding argued that WFP's funding ambitions are not entirely realistic and are often not backed up by commensurate efforts to achieve them (WFP, 2020).

1.1.5: Strategic vision and operating framework are regularly reviewed and revised as needed to ensure continued relevance, paying attention to emerging and escalating crisis risks.

Progress on WFP's strategic plan is reviewed regularly by the Executive Board. The annual Management Plan is a point at which the Board reviews the planning and operating framework. The strategic plan is subject to a mid-term evaluation which along with other inputs, including the MOPAN report, feeds into the development of the next plan. WFP does not, however, revise its vision between its strategic plans, and there is limited scope for changing corporate priorities within the plan period. The 2022-25 strategic plan (WFP, 2020) demonstrates a clear response to MOPAN recommendations from the previous assessment in 2017-18.

The Risk Management Division provides consolidated analysis of oversight findings from internal and external audit, integrity reviews and the UN Joint Inspection Unit reports, linking these to corporate risks. Twice a year, the Oversight and Policy Committee produce a consolidated overview of priority oversight issues to inform WFP's global risk profile and accordingly proposes updates to the Corporate Risk Register. WFP's management reviews off-cycle requests for activities to be implemented through periodic prioritisation and allocation exercises. Resources may be allocated depending on available PSA adjustments and unspent balances. The Operating Framework and operational plans are annual, and reviewed from the previous year.

WFP monitors emerging crisis risks on a systematic basis, but heavy earmarking limits its flexibility to respond. Unearmarked funding decreased from 19% in 2002, to 12% in 2011 to 5% in 2017, but has improved to 9% in 2023. The Immediate Response Account (IRA) enables a rapid response to emerging crises allowing Country Directors to access USD 0.5 million of funding for three months. CSPs are generally flexible, identifying risks and challenges and including adaptation strategies. Programmatic shifts due to rapid changes in country circumstances, however, have not been accompanied by explicit adjustments to the internal logic of the CSPs and have raised questions on the relevance of some intervention strategies.

MI 1.2: Organisational structure and governance arrangements are set up to deliver on the strategic plan.

Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: Organisational architecture is aligned to the strategic vision, promotes and incentivises strong co-operation across the organisation, including field-regional-headquarters, and across thematic areas.	2
Element 2: Governance structures provide adequate oversight and do not allow for abuse of power at any level.	3
Element 3: Internal oversight capacity is right-sized – focused on ensuring good governance and the delivery of effective and efficient results, and avoiding disincentives that may cause harm either to the operating context, to the programme, or to the organisation.	4
Element 4: Organisational structure provides flexibility for adaptation as contexts and risks evolve.	3
Evidence Confidence	High confidence
Evidence Documents	
1, 56, 57, 60, 192, 206, 255	

Analysis

1.2.1: Organisational architecture is aligned to the strategic vision, promotes and incentivises strong co-operation across the organisation, including field-regional-headquarters, and across thematic areas.

The previous MOPAN assessment of WFP (2017-18) concluded that WFP had continued its trajectory of change towards greater country focus and had made considerable progress in adapting its organisational architecture and operating model to deliver on its strategy (MOPAN, 2019). Decentralisation has continued since the last MOPAN assessment and authority is delegated effectively to country offices. Country offices are able to call on support from both HQ and regional bureaux, but sometimes express frustration on not knowing who to call on. The organisation has grown rapidly during the assessment period and WFP management has recognised problems of duplication and siloed working under the old organisational structure. This is being addressed through a major corporate restructuring exercise, which has coincided with this MOPAN assessment.

WFP's new organisational structure, implemented from February 2024, reflects the vision and core activities of the organisation and includes a division of labour between HQ, regional bureaux and country offices. The current organisational restructuring exercise is attempting to respond to the identified lack of coordination, duplication and lack of clarity of roles and responsibilities, including the division of advisory functions between the departments within the global headquarters and regional bureaux. It is safeguarding oversight functions, although concerns have been expressed that cross-cutting functions may be under threat. In October 2023, WFP issued an addendum to the WFP management plan (WFP, 2023) which presented the first phase of restructuring to "bolster coordination, clarify roles, and streamline internal bureaucracy". This reduced the number of corporate divisions to encourage more joined up working and has been followed in February 2024 by restructuring at the departmental level, with more work to follow on regional bureaux. The aims and vision of the restructuring are positive, but it is too early for MOPAN to form a judgement on the effectiveness of this new structure and whether it will improve co-operation and efficiency across WFP.

The phased approach to restructuring poses risks to staff morale and effectiveness, due to uncertainty about future job prospects across the organisation, especially since restructuring is being combined with 25% cuts in operating budgets at HQ level and for regional bureaux. It has however been accomplished at

a rapid pace which has minimised these risks. The budget cuts may also have implications for the support that HQ and regional bureaux can provide to country offices. It will be important that the new responsibilities are clearly defined so that country offices know who to go to for what they need – something that is already a challenge given the complexity of the organisation.

Country office staff felt that enabling services have professionalised over the assessment period and are providing better support to the country offices than in the past. External stakeholders recognised strengths in WFP's architecture and integration including responsiveness and speed of transformation. Perceived weaknesses included a lack of innovative thinking, communications in a decentralised organisation, partner relations, and an emphasis on quantitative over qualitative reporting. Donors requested more support or advice to country offices from HQ and regional bureaux, particularly around the transition of work from humanitarian to development. The role of regional bureaux was felt by donors to be unclear.

1.2.2: Governance structures provide adequate oversight and do not allow for abuse of power at any level.

We judge that WFP's governance structures provide adequate oversight for the organisation. They reflect the founding of the organisation by FAO and the UN General Assembly. The Executive Board is WFP's governing body, and comprises 36 member states, equally split between those elected by the FAO Council and by the Economic and Social Council of the United Nations. The Board publishes its documents and makes its proceedings accessible to interested parties. The Board provides policy direction and supervision of WFP's activities. In accordance with Appendix B to the General Regulations of the Executive Board (WFP, 2022), the membership of the Executive Board is elected for a term of three years, and comprised of;

- 21 members from 'Developing Countries'; eight members from states included in list A, seven members from the states included in list B, five members from states included in List C and one rotating member; and
- 15 members from 'Economically Developed Countries'; twelve members from states included in list D, and three members from states included in list E.

Board members provide oversight and strategic direction for WFP through their contributions to policy formulation processes.

Overall, WFP has a culture of transparency. We found that stakeholders, including staff at all levels, were willing to speak out about issues of concern. WFP publishes the vast majority of its Board papers, policy papers, evaluations and other scrutiny reports. A range of organisations are invited to attend the Executive Board as observers.

Donors believe that WFP's governance is generally effective and transparent, but Board members would appreciate a more strategic approach. We saw no evidence of governance structures allowing for abuse of power at any level. The Board often gets involved at a very detailed level and as far back as 2000, the Executive Board agreed that it should focus on strategy, policy, oversight and accountability. However, the 2023 Governance Review (İskit, 2023) argued that the Board focus has still not been strategic enough. The review reported that there is inadequate understanding of the governance role of the Board which leads to limited engagement in sessions, inefficiencies and delays in reaching consensus on decisions. Representation of member states on the Executive Board is characterised by the limited resource and capacity of some member states which creates inequality among Board members. Some Board members do not have the time and opportunity to provide reassurance or strategic direction due to lack of capacity and the late submissions of the Board reports or their translations. The Review recommended the rationalisation and simplification of reporting to the Board to enable strategic discussions and decision

making, including related to accountability. The Governance Review also identified weaknesses in WFP's board procedures covering the conduct of formal and informal Board sessions, production and communication of documentation, and timeliness of briefings. Donors would like to see this review fully implemented.

WFP's annual performance report is the primary accountability report of the management to the Executive Board and donors. The report includes updates on programme resources and results and provides an overview of performance for the year.

Since 2019, the Ethics Office have delivered regular briefings to the Executive Board, to update them on the status of its work. The Ethics Office provides quarterly briefings on ethics matters to the Independent Advisory Oversight Committee (IOAC). The IOAC terms of reference also stipulate that "The Inspector General and Director of the Oversight Office, the Director of the Ethics Office and the Chief Ethics Officer, the Director of Evaluation and the External Auditor shall have unrestricted and confidential access to the IOAC".

WFP's "three lines of defence" model provides assurance and is an effective means of preventing abuses of power. WFP's comprehensive governance and assurance framework is summarised in Figure 1 below (WFP, 2018). The IOAC serves as an expert advisory capacity to assist the Board and Executive Board with their governance responsibilities. Since 2016, the committee has been briefed on the priority oversight issues, global risk profile and corporate risk register. In all matters relating to the financial administration of WFP, the Board draws on the advice of the United Nations Advisory Committee on Administrative and Budgetary Questions (ACABQ) and the Finance Committee of FAO.

WFP governance and assurance architecture
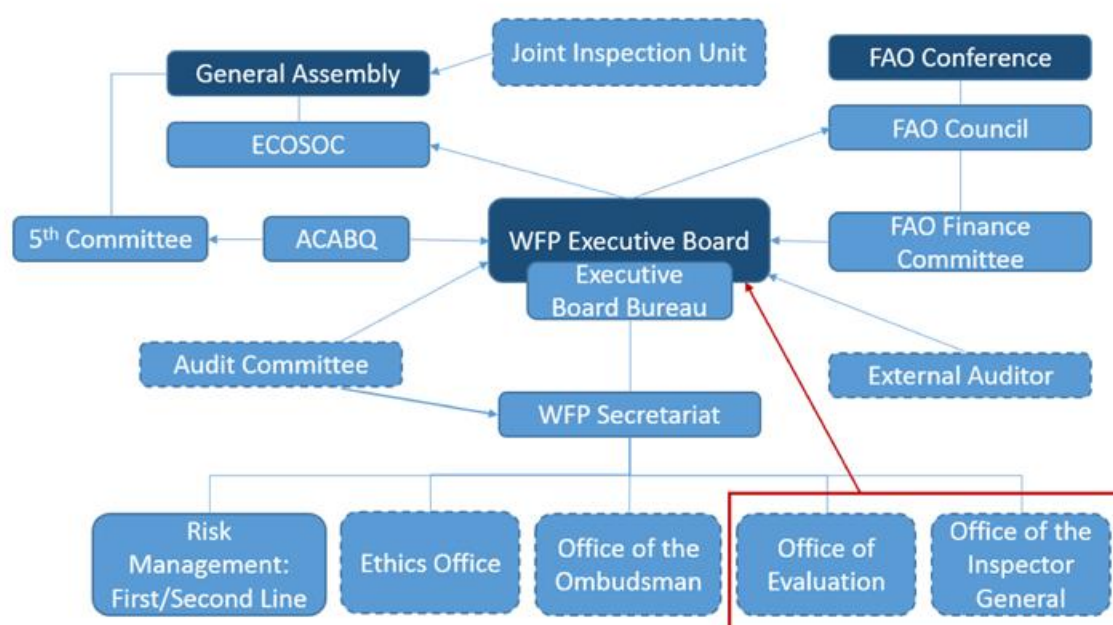
Governance structures also provide oversight and inputs for the delivery of WFP's strategy through their inputs to the Country Strategic Plans (CSPs). WFP has a two-step consultation process for CSPs which includes consultation with member states and Executive Board approval. Despite these structures and

systems, WFP continues to face high risks in some of the environments in which it operates. External stakeholders argued that the fraud exposed in the Ethiopia aid diversion case in 2023, in which food was diverted from needy communities to the national army, was an example of how WFP's governance system had failed to provide enough internal oversight, although this was related primarily to programme design rather than abuse of power by WFP staff.

1.2.3: Internal oversight capacity is right-sized – focused on ensuring good governance and the delivery of effective and efficient results, and avoiding disincentives that may cause harm either to the operating context, to the programme, or to the organisation.

We judge that WFP's internal oversight capacity is right-sized. The previous MOPAN assessment of WFP (2017 - 18) concluded that WFP structures include strong independent oversight mechanisms in audit, investigations and evaluations (MOPAN, 2019). These mechanisms have been further strengthened over the assessment period and staffing levels fall within the UN Joint Inspection Unit (JIU) recommended parameters. The revised Charter of the Office of the Inspector General (OIG), agreed in 2019, strengthens its independence by requiring elevation of important matters beyond the Executive Director to the IOAC and the Executive Board. OIG makes recommendations to improve governance and the delivery of effective and efficient results. There is no evidence of oversight functions creating disincentives that may cause harm to the organisation. The OIG caseload has, however, drastically increased over the last five years, with the ratio of investigator-to-investigations handled, growing from 1:7 in 2018 to 1:20 in 2022.

The Executive Director is committed to ensuring that OIG is provided with necessary resources in terms of appropriate staffing, adequate funds and training to achieve its mission and maintain its independence. The OIG budget increased from USD 14.6 million in 2021 to USD 17.9 million in 2022, primarily for OIG to support investigations of the continuing increase in allegations received (WFP, 2023). To ensure independence, the Inspector General has managerial responsibility and control over the human and financial resources of the Division, while abiding by WFP's rules and regulations. The IOAC advises the Executive Director and the Executive Board on the staffing and resources for the Division (WFP, 2019). The number of budgeted personnel positions within OIG increased from 63 at year-end 2021 to 87 at year-end 2022 (WFP, 2023). All OIG professional staff in position have relevant professional certifications (WFP, 2023). More details on independent oversight are given under 4.4.

1.2.4: Organisational structure provide flexibility for adaptation as contexts and risks evolve.

During the assessment period, WFP's budget has grown rapidly allowing the development and expansion of new functions. Individual country programmes have responded flexibly to crises based on available funding. Staffing has increased across a range of functions and has been scaled down in country offices as crises have receded. The corporate organisational structure has evolved as contexts and risks have evolved, but without clear planning. The current organisational restructuring exercise is seeking to address these issues. With rising resources, WFP has been able to expand key functions and create new ones. This approach is being challenged under the current resource reductions.

MI 1.3: Financial framework supports mandate implementation.

Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: A single integrated budgetary framework brings together core-funded priorities and programming under earmarks, ensures transparency, and has clear needs-based criteria for core funding allocations	3
Element 2: The organisation is financially stable – based on liquidity, level and diversity of funding sources, core vs earmarked funding ratio, asset and inventory management, surplus/deficit, financial reporting (internal and external), and financial risk management	2

Element 3: Financing provisions are in place for anticipatory actions and for contingencies arising from sudden onset and emerging crisis situations, including concurrent large-scale crises	4
Evidence Confidence	High confidence
Evidence Documents	
42, 56, 58, 59 63, 256, 257	

Analysis

1.3.1: A single integrated budgetary framework brings together core-funded priorities and programming under earmarks, ensures transparency, and has clear needs-based criteria for core funding allocations.

WFP has a single integrated financial framework. WFP's budgetary framework is needs-based and presents funding by impact areas (protect, respond, empower and solve), and is also structured by region. WFP's management plan (WFP, 2022; WFP, 2023) provides detail on an annual basis of the provisional implementation plan for the upcoming year, including financial and operational requirements. The plan provides provisional implementation costs by each of the strategic outcomes, then by activity category (WFP programme areas, advisory solutions and service delivery areas), and finally by transfer modality and cost category.

WFP is challenged by the high percentage of donor funding which is earmarked even down to the activity level. This limits its ability to allocate resources in line with needs. Flexible funding, including softly earmarked funding, as a percentage of total contributions was 9.2% in 2022 and 14% in 2023, In absolute numbers, however, there was a decrease in the amount of flexible funding from 2022 to 2023 (in line with the overall increase in contributions). Such funding covers overheads, but is also used strategically to meet priority needs and to fund innovative financing mechanisms.

Flexible funding is not increasing in line with growing needs. Before the introduction of a definition of flexible funding that also included softly earmarked contributions, the share of flexible funding to WFP was on average 6% per year (2016-2021). In comparison, in 2022, excluding softly earmarked contributions from the definition, WFP saw flexible funding decrease to 4.4% of the total, due to the exponential increase in earmarked contributions that led to a record US$14 billion revenue that year. In 2023, the share of flexible funding (excluding softly earmarked contributions) increased again to 7% due to the decrease in overall contributions. In absolute value, unearmarked funding saw the following trend: $420 million in 2018-2019; $480 million in 2020; $570 million in 2021; $630 million in 2022; and $595 million in 2023.

Where possible, WFP prioritises on the basis of need at country level and invests heavily in needs and vulnerability assessments. It is responding to budget cuts at country level by a range of strategies including improving targeting based on need, cutting the number of beneficiaries and cutting the size of rations. These difficult decisions are made at country level. Flexible resources such as Programme Support and Administrative Budget (PSA) are divided by organisational level and strategic pillars based on perceived need (WFP, 2023). Donors are unclear what PSA can be used for at country level, and note that there is no consistency between different countries.

1.3.2: The organisation is financially stable – based on liquidity, level and diversity of funding sources, core vs earmarked funding ratio, asset and inventory management, surplus/deficit, financial reporting (internal and external), and financial risk management.

WFP's balance sheet is strong, but it faces significant financial risks based on its lack of diversity of funding. WFP's top three donors provided 69.1% of contributions in 2022 (WFP, 2023). Audited accounts for 2022 state that the USA's contributions for 2022 increased by USD 3.6 billion compared with 2021 and

accounted for 52% of the contribution revenue (WFP, 2023). Looking at data available for six countries within our country sample, we found that in five of them the USA was the biggest donor, and for the sixth, it was the second biggest donor. WFP has made successful efforts to obtain funding from multilateral development banks to support resilience programming in hard-to-reach areas. It is also increasing collaboration with the private sector and seeking to access private donations, although these efforts remain small in comparison to resources raised from traditional donors.

WFP is a voluntary funded agency and does not enjoy the core funding of many other UN agencies. The previous MOPAN assessment of WFP (2017 - 18) noted the short-term and earmarked nature of WFP's funding. Single-year contributions constituted 86% of WFP's overall funding in 2018 and this is now 90%. The short-term, earmarked nature of funding impairs WFP's ability to implement a needs-based operational model. In 2022, WFP received USD 1.4 billion (10% of its total contributions) as multi-year funding from 31 donors, a decrease of 5% from 2021 (WFP, 2023). This poses a risk of funding gaps and pipeline breaks.

WFP has enjoyed unprecedented revenue growth during the assessment period. Audited accounts for 2022 state that contribution revenue reached an all-time high of USD 14.1 billion, an increase of USD 4.7 billion or 49.5 percent compared with USD 9.4 billion in the financial year 2021. WFP carries a historically high level of reserves. 2022 reserves were USD 895.8 million, compared with 2021 reserves of USD 508.9 million, but this will be challenged by the significant decline in donor funding in 2023 (WFP, 2023). Radical action is being taken to reduce costs to maintain financial stability, but this may risk damaging key functions within the organisation.

WFP's revenue is backloaded during the year. 34.3% of the 2022 contribution revenue was confirmed in the last quarter, of which 18% was received in December. Receiving contributions late in the year constrains WFP's management ability to deploy resources in the same financial year (WFP, 2023).

The Strategic Evaluation of WFP's funding in 2020 concluded that: "WFP's funding model is risky and not fully suited to the changing funding environment in which it operates. Total dependence on voluntary contributions means WFP is particularly vulnerable to donor perceptions of priorities within its mandate, short-term donor funding cycles and shifts in donor budgets and priorities. An emphasis on funding from government sources rather than private donors has further limited WFP's flexibility, and future ambitions for growing private sector contributions will depend on the level of investment that the organization is able to make. Donor commitments to provide more predictable and flexible funding have not yet had a substantial impact on WFP's funding." (WFP, 2020, p. ix)

1.3.3: Financing provisions are in place for anticipatory actions and for contingencies arising from sudden onset and emerging crisis situations, including concurrent large-scale crises.

Over the past five years WFP has expanded its work in anticipatory actions. It has successfully managed an increasing number of concurrent crises, many of them sudden onset, through emergency financing provisions, while seeking to prioritise overall resources in line with need and within the limits of donor earmarking. WFP has increased its use of forecast-based financing for anticipatory action, as a way to ensure financial resources are used efficiently and effectively. It has demonstrated on numerous occasions, including in Ukraine, its ability to scale up rapidly and at short notice. Scaling down again remains more of a challenge.

The Immediate Response Account (IRA) is a funding facility which allows WFP to respond rapidly to emergencies. IRA-financed assistance can be deployed within 24 hours of the onset of a crisis. In 2022, WFP revitalised the IRA to ensure that the advance financing mechanism is able to provide appropriate financing for life-saving emergency assistance. The IRA enables WFP to provide immediate assistance of flexible multilateral funds to critical activities in the absence of forecast contributions.

Despite record levels of direct contributions and recycled funds, the IRA came under considerable strain in 2022. This was due to the combination of the global food crisis, climate emergencies and record food insecurity, meaning that allocations from the IRA to country offices reached a record high of USD 385 million for activities under 36 CSPs (WFP, 2023). As a result, the account required the largest ever injection of funding from multilateral contributions and unearmarked general funds (WFP, 2023).

WFP has three strategic financing facilities – corporate service financing, internal project lending and the Global Commodity Management Facility, none of which require donor funding. WFP undertakes robust forecasting and trend analysis to manage internal project lending. It also engages in dialogue with donor governments, seeking to increase predictability and flexibility of grant validity periods (WFP, 2023). WFP finance mechanisms, such as the advance financing mechanism and the global commodity facility, are used to provide immediate support, reducing the lead-time for the transfer of resources. The ceiling for these mechanisms was increased in 2022 to USD 950 million.

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

KPI 2 overall score: 2.35, Unsatisfactory

Overall summary for KPI 2

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. 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 Corporate Results Framework (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 Country Strategic Plans (CSPs). Climate change is not classified as a cross-cutting issue by WFP, but is included alongside environment in the MOPAN framework.

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, Annual Country Reports (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 headquarters 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 CFM, 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 CFM mechanisms. 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 out 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 Corporate Results Framework (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 Annual Country Reports, 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 on 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 it 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 standards, but 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, primarily focused on insurance-based schemes for farmers to build their resilience, in 41 WFP country offices in 2022. 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.

MI 2.1: Appropriate safeguards are in place, and respected, to ensure the respect of humanitarian principles in all aspects of operations.

Overall MI rating	Unsatisfactory
Overall MI score	2.25
Element 1: Humanitarian principles are explicitly referenced in strategic plans, job descriptions, programming documents, contingency plans and other relevant documents.	2
Element 2: Mandatory training programmes are in place for all front-line staff on humanitarian principles	2
Element 3: Systems or spaces for dialogue and debate are in place to support decisions on applying humanitarian principles in practice, particularly in complex dilemmas	3
Element 4: Mechanisms are in place to regularly track the implementation of humanitarian principles and International Humanitarian Law in all aspects of the MO's work in crises, to reflect and learn, and to implement course corrections when required.	2
Evidence Confidence	High Confidence

Evidence Documents

2, 3, 33, 54, 73, 80, 87, 93, 100, 155, 157, 172, 173, 199, 233, 237, 256, 262, 265, 270, 295, 299, 301, 302, 317, 318, 320, 321, 322, 324, 326, 332, 333, 428, 429, 430, 431

Analysis

2.1.1: Humanitarian principles are explicitly referenced in strategic plans, job descriptions, programming documents, contingency plans and other relevant documents.

WFP's previous MOPAN assessment of WFP (2017 - 18) reported on a different indicator which was more focused on human rights. It noted that while WFP did adhere to humanitarian principles (as expressed in a Board statement in 2004) and had an Access Policy (2006), neither of these had been updated (MOPAN, 2019). The evaluation of WFP's Humanitarian Protection Policy (2018) noted that WFP's framework for protection was aligned with humanitarian principles and referenced in other policy documents, but an efficient system for measuring progress and a theory of change were both lacking (WFP, 2018).

A large number of WFP plans, policies and tools developed since the last MOPAN mention that WFP's work is grounded in adherence to humanitarian principles including WFP's Strategic Plan 2022-25, Protection and Accountability Handbook 2021, Emergency Preparedness Policy (2017), and the recent (2023) WFP Aviation Policy. The Corporate Results Framework (CRF) does not make an explicit reference to humanitarian principles, but it recognises WFP's mandate to respond to humanitarian needs. Through "Outcome 5: Humanitarian and development actors are more efficient and effective", the CRF makes an implicit reference to WFP's mandated and on-demand humanitarian services. The 'quality of these services' is not, however, assessed on humanitarian principles, but instead based on the 'percentage of users satisfied with the services provided' (WFP, 2021; WFP, 2022).

There are gaps in the explicit referencing of humanitarian principles. Of ten randomly selected WFP job descriptions from different locations, staff levels and areas, the review team only found references to "humanitarian principles" being a requirement for three vacancies (WFP, 2024; WFP, 2024; WFP, 2024).

The remaining vacancies, including some with a strong ethics, oversight and compliance focus, did not explicitly mention humanitarian principles, but made implicit reference by mentioning WFP's Code of Conduct which includes the humanitarian principles of "humanity, impartiality and independence", but not neutrality (WFP, 2023; WFP, 2024; WFP, 2024; WFP, 2024; WFP, 2024; WFP, 2024; WFP, 2024).

The MOPAN assessment team reviewed five Annual Country Reports (ACRs) for 2022 and found that humanitarian principles were not explicitly mentioned (WFP, 2023; WFP, 2023; WFP, 2023; WFP, 2023; WFP, 2023). Both the 2021 and 2022 WFP Annual Performance Reports (APRs) mention that WFP experienced challenges with humanitarian access, but do not mention the connections between access and humanitarian principles (WFP, 2023; WFP, 2022).

Overall, the picture was mixed in terms of explicit mentions of humanitarian principles in Country Strategic Plans (CSPs) and Country Strategic Plan Evaluations (CSPEs). The 2023 Evaluation of WFP's CSP Policy reported issues with the operationalisation of humanitarian principles and highlighted challenging environments where WFP struggled to ensure adherence with humanitarian principles both internally and within its supply chain. These issues were not adequately addressed in the CSP policy or in programming guidance (WFP, 2023). The evaluation recommended that WFP ought to improve the effectiveness of its emergency preparedness, readiness, and response mechanisms, and that particular attention should be devoted to supply chain management and adherence to humanitarian principles (WFP, 2023).

A review of CSP evaluations by the MOPAN assessment team found that a number of CSP evaluations, including Burkina Faso, Haiti, Mozambique and South Sudan, did explicitly mention humanitarian principles, how they were upheld and the challenges encountered (WFP, 2022; WFP, 2022; WFP, 2023; WFP, 2023). Some CSP evaluations, such as Cambodia and Chad, did not explicitly mention adherence to humanitarian principles (WFP, 2019; WFP, 2023; WFP, 2022). Although the assessment team found mixed results on considerations of Humanitarian Principles in CSP evaluations, we acknowledge that the principles will not be equally significant in all country contexts (WFP, 2022). Both the evaluations of South Sudan's Interim CSPE (ICSPE) and Haiti's CSP found that the complex operating environments presented a challenge for WFP in terms of ensuring adherence to humanitarian principles (WFP, 2022; WFP, 2022; WFP, 2023).

2.1.2: Mandatory training programmes are in place for all front-line staff on humanitarian principles

The previous MOPAN assessment of WFP (2017 - 18) reported from the 2018 Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts that a higher percentage of staff than previously understood and applied humanitarian principles to their work (WFP, 2018). The evaluation recommended that WFP should strengthen staff capacity on humanitarian access and principles. At the time, trainings and peer exchanges were optional, despite being included in staff terms of reference (WFP, 2018).

Headquarters interviews by the current MOPAN assessment team found that trainings and webinars on humanitarian access and conflict sensitivity are still not mandatory. We have not yet seen statistics on attendance. WFP HQ staff reported that they engage with external organisations such as the Centre of Competence on Humanitarian Negotiation (CCHN), to deliver specific training, for example on how to best to approach context-specific dilemmas.

2.1.3: Systems or spaces for dialogue and debate are in place to support decisions on applying humanitarian principles in practice, particularly in complex dilemmas.

The previous MOPAN assessment of WFP (2017 - 18), based on findings from the 2018 Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts, reported weaknesses in policy dissemination and understanding, inconsistent understanding on contentious aspects of access, and external stakeholders that were not always in agreement with WFP's stance on neutrality (WFP, 2018; MOPAN, 2019).

According to WFP's Strategic Plan 2022-25, WFP is actively engaged in humanitarian dialogue platforms that support the application of humanitarian principles (WFP, 2021). WFP's Communication, Advocacy and Marketing (CAM) Division's Performance Plan (2022) has as an objective to "influenc[e] the global humanitarian agenda by strengthening relationships with humanitarian agencies and partners" (WFP, 2022:3).

The assessment team noted several examples of WFP taking a leading role in dialogues and debates relevant to humanitarian principles. For instance, since its formation in 2016, the WFP, EU and FAO alliance, the Global Network Against Food Crises ((GNAFC, 2024)), has brought humanitarian and development actors together to create spaces for dialogue on issues such as protection of civilians, social protection and community resilience (GNAFC, 2024). Another example is WFP's Nutrition Learning Platform, which was created in 2018 as a space to share WFP's experience, lessons learned and research on nutrition with internal and external stakeholders (WFP, 2018). In 2021, WFP warned the UN Security Council about extreme levels of famine, which led to the development of the Famine Prevention and Mitigation Compact (Khorsandi, 2021; WFP, 2021).

The 2023 Aviation Policy also includes humanitarian principles within its operational goals. WFP's Operational Access and Humanitarian-Military Interaction Unit works with WFP's Aviation Service and engages in dialogue with military, civil, security and humanitarian stakeholders (WFP, 2023). The Aviation Policy states that each UNHAS operation will fully adhere to humanitarian principles by ensuring that only passengers travelling on humanitarian missions shall be accepted on UNHAS flights; that no humanitarian donor funding shall be used for transportation of exceptional categories of passengers; and that carriage of military personnel is not permitted except for close protection personnel (WFP, 2023).

At country level, there were several examples of WFP engagement to support dialogue on the application of humanitarian principles in practice. The Cambodia ACR 2022 notes the application of humanitarian principles as part of the coordination of humanitarian partners for enhanced emergency preparedness (WFP, 2022). WFP's ACR of Burkina Faso from 2022 advocates for humanitarian principles to gain access and to ensure the safety and security of all. Programmatic adjustments were made in response to rising insecurity, resulting in the closure of an integrated resilience programme (WFP, 2023). There was also evidence of systems and platforms existing to support dialogue on the application of humanitarian principles in Mozambique (WFP, 2023). In Ukraine, we heard about WFP's recurring, albeit unsuccessful, attempts to deliver equitable aid across all Ukrainian territory, due to a lack of access to certain regions that are under Russian Federation control.

During interviews, headquarters staff acknowledged the ongoing challenges of fully adhering to other humanitarian principles while seeking to meet need in line with the "humanity" principle, Haiti's CSP evaluation for 2018-2022 corroborates this: "Although humanitarian principles and protection formed an integral part of WFP action, some compromises regarding independence were necessary to ensure the protection and safety of people and property" (WFP, 2023). There is learning and dialogue around different approaches within WFP, with research underway to steer the implementation of programmes in complex situations. Some donors felt they were not kept informed about access negotiations which may affect adherence to humanitarian principles, for example in Yemen.

2.1.4: Mechanisms are in place to regularly track the implementation of humanitarian principles and International Humanitarian Law in all aspects of the MO's work in crises, to reflect and learn, and to implement course corrections when required.

The previous MOPAN assessment of WFP (2017-18) noted that the 2018 Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts "found that WFP principles and policies were not operationalised" (MOPAN, 2019). The evaluation found that the tracking of these principles would prove difficult since an implementation guide was lacking and partnerships can compromise impartiality, neutrality and operational independence (WFP, 2018).

The 2021 Protection and Accountability Handbook provides some, albeit limited, coverage on the application of WFP's humanitarian principles of humanity, impartiality, neutrality and independence (WFP, 2021). To apply protection in practice, the Handbook notes the need to strengthen the capacity of WFP employees and cooperating partners in the areas of humanitarian principles, protection mainstreaming and ensuring accountability to affected populations. The Handbook requires that negotiating humanitarian access in complex settings should be guided by humanitarian principles, while addressing and mitigating protection risks. The situation remains that, without more detailed guidance on the application of humanitarian principles, it remains challenging to track their implementation in practice.

The CRF Indicator Compendium contains a menu of indicators for the cross-cutting issues of accountability to affected populations; accountability to vulnerable groups and communities; gender equality and the empowerment of women; nutrition; and the environment (WFP, 2023). There are no explicit indicators for tracking the implementation of humanitarian principles or mention of international humanitarian law, but the Evaluation Office noted that, for relevant evaluations, adherence to humanitarian principles is a standard part of evaluation questions.

Donor feedback reported the need for some improvements in how WFP works within humanitarian principles. One donor mentioned that red lines are not always clear in terms of the compromises that WFP is willing to make when negotiating humanitarian access. However, one external interviewee reported that the humanitarian principles are principles rather than rules, and that WFP colleagues are good at applying these principles in their work. The tracking of implementation of humanitarian principles is nevertheless an area in need of further strengthening.

MI 2.2: There are systems and processes in place, and respected, to ensure that protection, including child protection, and human rights are at the centre of all operations.

Overall MI rating	Unsatisfactory
Overall MI score	2.00
Element 1: Guidance, processes and/or other systems and checks are in place to ensure that the most critical protection and human rights concerns are addressed in a given context.	2
Element 2: Analysis of protection and human rights issues is part of MO standard needs and risk analyses.	2
Element 3: Guidance and good practice are in place on how to resolve protection and human rights dilemmas into operations	2
Element 4: Practical actions are in place to target and support the most vulnerable groups and individuals, and is sufficiently resourced	2
Evidence Confidence	High confidence
Evidence Documents	
1, 2, 3, 24, 33, 34, 54, 73, 77, 80, 100, 136, 157, 190, 196, 199, 232, 262, 264, 333, 367, 368, 369, 370, 372, 413.	

Analysis

2.2.1: Guidance, processes and/or other systems and checks are in place to ensure that the most critical protection and human rights concerns are addressed in a given context.

The 2017-18 MOPAN assessment found that despite WFP having a policy on humanitarian access and humanitarian principles, there was a gap in implementation systems to operationalise this (MOPAN, 2019). The Management Response to the 2017-18 review stated that the updated humanitarian protection policy would include accountability to affected populations (AAP) and protection of disabled people. It would focus on field-level operationalisation, partnership development, and capacity gaps across the three organisational levels (WFP, 2019). Since the last MOPAN, the guidance, process, systems and checks to support protection have improved, but gaps remain such as a specific Child Safeguarding Policy and dedicated resourcing to implement it. The Evaluation Office noted that it is mandatory for evaluations to include protection as part of their standard structure and evaluation questions. The assessment team nevertheless found little evidence on whether processes and systems are in place and sufficiently strong to put the guidance into practice in particular contexts, which is the reason for the low score for this element.

The 2020 WFP Protection and Accountability Policy sets out the definitions, principles, theory of change and systems in place to ensure that the most critical protection and human rights needs are mainstreamed across all WFP's work (WFP, 2020). The 2021 Protection and Accountability Handbook is a practical guide for WFP staff to implement the 2020 Policy, providing guidance on how to implement a protection-mainstreaming approach in real-world situations (WFP, 2021). The Handbook recognises that protection considerations must run through all stages of a project management cycle and that the mainstreaming of protection will take on different guises according to the specifics of particular contexts (WFP, 2021). The WFP Code of Conduct for employees, implemented since 2014, is based on expected standards and values relating to fundamental human rights, social justice, the dignity and worth of the human person, respect for equal rights for men and women, as well as competence, integrity, impartiality and discretion (WFP, 2023).

While WFP does not have a separate Child Protection Policy, it does have a Guidance Note on 'How to Mainstream Child Protection into Programme and Operations: Step by Step Guidance' and child protection considerations are included in the WFP Protection and Accountability Policy (2020). The guidance note is intended to provide WFP and partners with practical information on how to implement actions and decisions that respect the best interests of the child (WFP, 2022). There is also a Guidance Note on Preventing and Addressing Child Labour which outlines key child labour considerations that need to be mainstreamed in the assessment, analysis, design, implementation, adaptation, and monitoring and evaluation of projects. The guidance note on child labour lists the signs of child labour and provides seven channels and pathways that staff are legally required to use to report cases of child labour. It also provides guidance on how child labour messaging should be conveyed to children and caregivers. The guidance provides links to associated documents and relevant contacts (WFP, 2020).

According to the Strategic Plan (2022-25), WFP co-leads the logistics and emergency telecommunications clusters, and the food security cluster (with FAO) with the intent of "supporting more efficient, effective and coordinated interventions" to inform decision-making (WFP, 2021, p. 30). In Burkina Faso, for example, WFP provided valuable support to the national food security agenda (WFP, 2023). The food security cluster (FSC) has played a vital role in advocating for those left further behind in humanitarian crises, supporting joint analyses, learning and coordination, and serving as an inter-agency forum for child protection issues to be raised (WFP, 2023; WFP, 2020). The Guidance Note on Preventing and Addressing Child Labour clearly states that "WFP staff and partners may identify, detect or report (alleged) cases of child labour through a variety of ways", one of which includes the FSC, child protection sub-cluster and/or other relevant sector groups (WFP, 2020, p. 24).

More work is needed to develop WFP's protection guidance, processes and systems. WFP headquarters staff acknowledged that WFP lacks a child protection and safeguarding policy and dedicated resourcing despite WFP doing a lot of work with schools on nutrition, but argued that guidance on child protection is embedded within the Protection Policy. They noted that resources and results on protection varied, with Niger cited as an example where human resources for protection were inadequate. There is also an analytical gap in considering child-headed households.

There was evidence of consideration of protection considerations in a range of WFP frameworks and policies:

- The Cash Assurance Framework provides standards and measures based on good practice in cash-based transfers (CBT) which has become central to WFP's approach to delivering protection. Upholding these principles and protecting beneficiaries requires good operational controls which the Cash Assurance Framework offers (WFP, n.d.).
- WFP's Environmental and Social Sustainability Framework (ESSF) is guided by the "leave no one behind" principle and contains an annex with a non-exhaustive list of environmental and social risks that WFP could encounter in programming, including a number of protection challenges such as violations of labour rights, and not adequately consulting with affected populations during design or implementation (WFP, 2021).
- WFP's Aviation Policy promotes disability inclusion, states a zero-tolerance approach to sexual exploitation and abuse, and requires strict adherence to personal data protection principles (WFP, 2023).
- A donor interview stated that the protection [and accountability] policy (updated in 2020) was being implemented.

WFP developed a Disability Inclusion roadmap (2020-22), which supported the implementation of the UN's Disability Inclusion Strategy (UNDIS) and complemented WFP's approach to addressing the rights of persons with disabilities in its programming (WFP, 2020). There has been a positive trend in WFP's disability reporting against the benchmarks of the UN Disability Inclusion Strategy (UNDIS) targets (WFP, 2021). WFP received a positive review from the UN Secretary General stating that: "At the end of 2021, in a span of 2-3 years, WFP went from completely missing, to meeting or exceeding benchmarks on 38% of the UNDIS indicators, and approaching more than 50% of the benchmarks. This is better than the systemwide average performance". There was also evidence of WFP collaborating with external partners to develop the 'WFP Disability Inclusion Helpdesk', delivered by a team of disability inclusion advisors offering technical advice on disability-inclusive programming approaches to WFP staff (WFP, 2024). WFP has made progress on cross-cutting issues over the years, with the disability inclusion roadmap and collaboration with Trinity College Dublin on disability issues. While the assessment team recognises that WFP's disability inclusion road map takes a planned, phased approach, with some regions further along than others, it also notes that progress needs to be sustained and that funding cuts may jeopardise progress.

2.2.2: Analysis of protection and human rights issues is part of MO standard needs and risk analyses.

The previous MOPAN assessment of WFP (2017 - 18) reported that the 2018 Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts found that access restrictions (including visas, food import and infrastructure restrictions) negatively affected needs assessments and monitoring (WFP, 2018). In response to a recommendation for more investments into needs assessments, WFP indicated that more innovative technology would be developed to strengthen vulnerability assessments (WFP, 2018).

The 2021 Protection and Accountability Handbook provides guidance on the consideration of protection and human rights issues in food security assessments, nutrition assessments and surveys, as well as context analyses (WFP, 2021). Protection risks are among the areas required to be covered in context analyses, including consideration of the negative coping strategies adopted by women, men, girls and boys and people with disabilities to meet their food security needs. Protection is also integrated into food security analyses by ensuring adequate coverage of the affected population's needs including analysis according to demography, coping mechanisms and safety and access. Nutrition assessments and surveys must similarly consider the basic needs of various groups and any challenges they face in accessing support (WFP, 2021).

WFP has set up the VAM Resource Centre, a collaborative online space to gain skills and access tools for conducting food security assessments, analyses and monitoring. It provides e-learning trainings to all staff on how to conduct essential needs assessments, food security assessments, targeting and prioritisation; and minimum expenditure baskets, but the extent to which protection considerations are integrated into the training is unclear (WFP, 2020). Similarly, it is not clear to what extent protection considerations are reflected in WFP's remote monitoring system (mVAM), which was launched in in Bangladesh in July 2022 to provide near real-time analytics on food security and essential needs analysis across the country (WFP, 2024).

In an interview, WFP reported that of 20 Country Strategic Plans (CSPs) presented to the Executive Board, 18 of them had broken down their analysis on population groups and conducted contextual analysis. On risk analysis, if country offices have capacity, they do risk assessment and context analysis and If there is insufficient capacity, there is a tool available to do a light-touch contextual analysis or technical experts can be provided to provide support. It is not clear if protection issues are central to these risk analyses. Feedback from cluster interviews reported that protection was mainstreamed in partnership proposals.

Consideration of protection issues relating to children requires further improvement. The Food Security Cluster recognises that it is responsible for mainstreaming child protection in the food security guidance documents that it distributes and, as reported in 2.2.1, there is a guidance note on preventing and addressing child labour (WFP, 2020). However, during interviews, HQ acknowledged there was an analytical gap in terms of considering the specific needs of child-headed households in their work and the lack of a Child Protection Policy.

HQ interviewees acknowledged that large country offices may be better resourced to assess protection issues than smaller ones. There has been a positive trend in terms of the degree of integration of human rights and protection issues into programming, risk and context analyses through the CSPs. WFP HQ interviewees were very pleased with the implementation of protection policies, and observed a notable shift from protection being an "add-on" to becoming a priority.

Country office interviewees reported some knowledge gaps in terms of protection risks. One country office reported that it had participated in a series of protection studies over the last few years, including studies focused on disability, protection in conflict, and the elderly. Meanwhile, the Haiti CSP Evaluation (2023) found that the targeting of protection to vulnerable groups was negatively affected by an incomplete vulnerability analysis. It was reported that children in very poor and remote areas were being excluded from school feeding due to the schools not having canteen facilities (WFP, 2023).

2.2.3: Guidance and good practice are in place on how to resolve protection and human rights dilemmas in operations.

The previous MOPAN assessment of WFP (2017 - 18) found that guidance material lacked accountable persons and that staff struggled to implement good practice. It also highlighted that protection mainstreaming was not as prioritised as gender mainstreaming (MOPAN, 2019). The evaluation of WFP's

humanitarian protection policy (2018) recommended that WFP should increase awareness of humanitarian principles among its partners. In their response, WFP agreed to fully integrate humanitarian principles into its due diligence and selection process of contractors (WFP, 2018).

During HQ interviews for this MOPAN assessment, WFP provided South Sudan, Syria and Ethiopia as examples of how it has responded to conflicts of interests and barriers to humanitarian principles, in relation to protection dilemmas that have occurred in the areas of partnerships and procurement:

- In South Sudan, WFP needed to engage with a non-state armed group to build a road. It hired them to partially build the road and then procured another group to complete it, demonstrating neutrality. There was also a sensitisation campaign with the local community to secure buy-in;
- The aid diversions in Ethiopia led WFP to restructure its work in the country;
- WFP's Syria country office tried to instigate a new initiative, but abandoned it due to conflict sensitivities and to the need to ensure adherence to humanitarian principles.

There is some guidance available on resolving protection and human rights related dilemmas. WFP's Guidance Note on Preventing and Addressing Child Labour provides staff, partners and vendors with guidance and good practice case studies on how to avoid and tackle unethical child labour dilemmas. The guidance document provides a suggested list of cash-based transfer, school-feeding, nutrition, unconditional resource transfer, food assistance for assets and social protection measures to avoid and tackle unethical child labour dilemmas (WFP, 2020). The Cash Assurance Framework provides standards and measures based on good practice in cash-based transfers (CBT). Upholding these principles and protecting beneficiaries require good controls in operations, which the Cash Assurance Framework offers (WFP, n.d.).

There are gaps in the degree of consideration of protection needs and human rights dilemmas for certain groups, for example persons with disabilities. Interviewees highlighted challenges with tackling human rights dilemmas during operations, particularly with regard to gender-based violence and aid redirection (WFP, 2023), reflecting a lack of practical guidance on how to address such dilemmas. Targeting by vulnerability can be politically sensitive within crises contexts. Two donors raised concerns about the protection of women and girls, suggesting that WFP needs to move beyond compliance and invest more towards developing innovative solutions in contexts where the human rights and protection needs of women and girls, among others, are under pressure.

2.2.4: Practical actions are in place to target and support the most vulnerable groups and individuals, and is sufficiently resourced.

The previous MOPAN assessment of WFP (2017 - 18) noted that WFP had delivered protection well, but there were still some imbalances in the level of protection received by some groups and that the scope of protection reported was limited to programmes and not beyond (WFP, 2018). WFP's Evaluation Office also notes that there are gaps in the targeting of vulnerable groups, including people living with disabilities, due to insufficiently nuanced targeting approaches, or the use of national systems which do not always identify the most vulnerable.

The response to MI 5.1 provides analysis of WFP's strategies and approaches to targeting the greatest need and people most left behind. While there is guidance in the form of the 2021 Targeting and Prioritisation Operational Guidance Note, there were a range of ongoing debates in WFP at the time of preparation of this MOPAN assessment, concerning approaches to prioritisation of support, including on cutting rations, prioritising areas of critical malnutrition (IPC 4 and above) rather than serious malnutrition

(IPC 3) and above, and moving from blanket geographical support to more vulnerability-based targeting (VBT).

Donors expressed some dissatisfaction with WFP's approach to targeting with some indicating that the numbers of populations presented to donors for support were very high, indicating an absence of targeting (for example in Mozambique). Donors also reported they perceived WFP to be slow in the application of VBT. From interviews, we learnt that the move towards VBT in Mozambique was donor driven, with donors pushing for a change in targeting approaches, as funding reduced.

Evidence from some country offices illustrates that challenges remain in targeting and supporting the most vulnerable. It was observed that some vulnerable groups remained underserved in South Sudan, specifically pastoralists, the elderly, and people with disabilities (WFP, 2022). There are however, several examples of WFP working to increase targeting towards the most vulnerable groups in countries including Colombia, Ukraine, Haiti and Cambodia (WFP, 2021; WFP, 2023; WFP, 2023; WFP, 2022). In Colombia, for example, the organisation has provided specific assistance to migrants and returnees and focused on supporting indigenous and afro-descendent communities, ex-combatants, women and young girls. WFP Colombia has also been focusing on individuals, households, and communities in government prioritised areas that have been affected by the largest multidimensional impacts (WFP, 2021). Ukraine's Transitional Interim CSP addresses considerations for persons with disability and a disability inclusive cash feasibility assessment was conducted (WFP, 2023). According to the Summary report on the evaluation of the Haiti CSP (2023), the targeting of vulnerable groups was negatively affected by incomplete vulnerability analyses of vulnerable groups, although a separate queuing system was set up for vulnerable groups to help with targeting and a new CFM system was introduced (WFP, 2023). In Cambodia, WFP "has also sought to adhere to the principle of impartiality by utilizing the Government's geographical and other vulnerability-based targeting systems. For example, the IDPoor system, considered by the United Nations in Cambodia to be a non-discriminatory system, was used by WFP for targeting those most vulnerable during the floods for emergency response assistance" (WFP, 2022, p. 47).

MI 2.3: Organisation is set up to deliver gender outcomes, including at global level.

Overall MI rating	Unsatisfactory
Overall MI score	2.50
Element 1: Dedicated policy statement on gender equality and women's empowerment available and showing evidence of application, including on sexual and gender-based violence	3
Element 2: Gender indicators and targets including the IASC and OECD gender marker, and sex- and age-disaggregated data are fully integrated into the MO's strategic vision and corporate objectives, and systematically measured, from baselines to results	2
Element 3: An assessment of the gender context, including an overview of gender relationships and coping strategies of women, girls, men and boys is used to inform programme design	2
Element 4: Programming supports gender equality in participation, leadership and access to resources, and guards against unintended results	3
Element 5: Human, financial and training resources are available and used to address gender equality issues	3
Element 6: Gender balance and participation is taken into account across all aspects of the programming cycle, including a systemic approach to disaggregated data, and key gender stakeholders are systematically consulted and participate, including in feedback mechanism.	2
Evidence Confidence	High confidence
Evidence Documents	
2, 3, 5, 35, 36, 49, 72, 74, 87, 93, 101, 116, 123, 136, 157, 170, 171, 181, 182, 184, 185, 189, 195, 198, 201, 220, 230, 233,	

255, 262, 375, 377, 378, 379

Analysis

2.3.1: Dedicated policy statement on gender equality and women's empowerment available and showing evidence of application, including on sexual and gender-based violence.

The previous MOPAN assessment of WFP (2017 - 18) reported that WFP experienced challenges in integrating gender in its programmes, with the available guidance inconsistently used. WFP's management response indicated that the Gender Equality Office would work closely with relevant departments to ensure integration of gender in Vulnerability Analysis and Mapping (VAM) (WFP, 2019).

The WFP Gender Policy is of good quality, with a dedicated policy statement on gender equality and women's empowerment through its goal, three objectives and four priorities, and a diagram of the Gender Action Plan's Theory of Change (WFP, 2022; WFP, 2022). The Theory of Change sets out WFP's goal, objective, priorities, essential enablers and expectations of its systems and processes in this area. WFP's Strategic Plan 2022-25 provides an explicit statement on how they will integrate protection from PSEA into operations and contains a section discussing WFP's commitment and strategy on gender equality and women's empowerment (WFP, 2021).

The MOPAN assessment team heard from interviewees at headquarters about the considerable efforts since the last MOPAN review towards strengthening the application of gender equality and women's empowerment in WFP's work, including the following:
- Update and revamp of the Gender Equality Policy in 2022;
- Expansion of the gender team;
- Deepening and scaling up of the Gender Equality Certification Programme (formerly known as the Gender Transformation Programme) and Gender and Age Marker (GAM).

The Gender Equality Policy is partially tracked and monitored through the Gender and Age Marker while the Gender Equality Certification Programme (GECP) supports country offices to accelerated progress in their gender equality efforts internally and externally. It follows a six-stage process: Understand GECP; Create Team; Baseline assessment; Improvement Plan; Final Assessment; Certification (WFP, 2023). GECP, when applied to participating country offices, requires them to conduct a participatory Gender based Violence (GBV) risk analysis and develop an action plan to tackle these issues (WFP, 2023). The annual monitoring of the GaM for all country offices, alongside implementation of GECP Benchmarks by participation country offices clearly show that not only does WFP have an organisational statement on gender equality, but also tracks its application and advocacy at country office level.

The Evaluation of the Gender Policy, 2015-2020 confirmed that there is evidence of application of the Gender Action Plan (WFP, 2020), but WFP has not always been able to translate policy to action. The evaluation also found that WFP generally focused on equity of participation rather than the more transformative approach aimed at in the policy. Interviews at headquarters level noted that while the gender policy provides an ambitious framework for regional bureaux and country offices to aim for, the policy does not have specific targets for implementation. Targets are described as a devolved responsibility for regional bureaux and country offices to set and implement. Gender and age markers - GAM-D (for design) and GAM-M (for monitoring) - serve as a useful tool for gender mainstreaming within CSPs and programming at country level to ensure activities apply a gender focus and lens.

Donors expressed a variety of views on WFP's work on gender equality. One donor had a positive perception about WFP's work on gender equality seeing it as proactive and having improved over the years. Another argued that there has been insufficient attention paid to gender-based violence by WFP. A

third noted that although WFP has a policy for gender and can provide good practice examples of its work in this area, it does not track its implementation across operations.

In fact, the ACRs are organised to track implementation, but there are inconsistencies across country offices in the scope and quality of results. Cambodia's ACR 2022 offers a strong example of the implementation of GEWE and the Gender Equality policy. "Gender was fully integrated into the implementation of activities that contribute to SO1 [emergency food assistance] as evidenced by WFP's GAM-Monitoring (GAM-M) score of 4. WFP ensured both girls and boys had access to one nutritious meal per day at school". (2022, p. 18)

2.3.2: Gender indicators and targets including the IASC and OECD gender marker, and sex- and age-disaggregated data are fully integrated into the MO's strategic vision and corporate objectives, and systematically measured, from baselines to results.

WFP has made progress since the last MOPAN in further developing its metrics to assess performance on gender equality and women's empowerment (GEWE). However, country offices do not systematically report results disaggregated by age and gender. The Gender and Age Marker (GAM) and the Gender Equality Certification Programme (GECP) provide and track WFP's gender indicators and targets from HQ. The Indicator Compendium of the Corporate Results Framework (CRF) contains a menu of indicators for cross-cutting issues, including indicators for gender equality and women's empowerment (2023). The GECP contains a dashboard tracking all 38 participating country offices' gender transformation progress (WFP, 2023). GECP has seven benchmarking categories for country offices to reach certification. Category 7 on M&E assesses the extent that country offices integrate M&E tools and processes, as well as how systematically country offices gather, analyse and use qualitative and quantitative, disaggregated data in programming (WFP, 2023).

WFP has adopted the Integrated Cross-Cutting Context Analysis and Risk Assessment tool. This has been used by country offices to produce easily adaptable and context-specific analysis (WFP, 2023). The CRF (2022) includes organisation-wide mandatory indicators for measuring the extent to which WFP is achieving its policy objectives in each of the four cross-cutting areas, including gender equality and women's empowerment. The CRF also makes provision for disaggregation of data by sex, age and disability (WFP, 2022). Four new indicators on gender equality and women's empowerment were introduced in the most recent CRF including two which use mixed methods reporting (including qualitative assessment) and two which are tracked through GAM monitoring (WFP, 2023). We found gender-disaggregated data, including in the 2019-23 country strategic plan (CSP) for Chad (WFP, 2018) and in the Annual Country Reports for Cambodia and Mozambique (2022; WFP, 2023), which disaggregated targets on food and cash-based transfers. The WFP Gender Policy 2022 uses WFP's response in Haiti in 2021 as an example of the use of sex- and age-disaggregated data to inform humanitarian response (WFP, 2023).

While this is a good set of gender indicators and markers, the 2023 Evaluation Synthesis of WFP's Performance Measurement and Monitoring found that they are not always used (WFP, 2023). Of the evaluations covered in the synthesis report, 30% found that monitoring data was not appropriately disaggregated by sex, status, disability or age. The synthesis also listed a number of CSP evaluations that questioned the quality and usefulness of the data generated by gender indicators and markers (WFP, 2023). The evaluation of WFP's Gender Policy found that the policy was informed by best practice and global standards, but that gender indicators and targets were not adequately contextualised (WFP, 2020). The evaluation flagged that quantitative indicators were not accompanied by qualitative data and GAM scores were too generic and not context specific (WFP, 2020). A country office interviewee also reported that qualitative data collection is limited. On personal safety and security and intra-household dynamics,

past evaluations on the use of GEWE performance measurement suggest that the shortage of qualitative data hindered WFP's ability to measure and analyse GEWE (and GBV) (WFP, 2023). In the synthesis evaluation of performance measurement, Burkina Faso was cited as an example of a country showing improvement in the quality of its sex-disaggregated data. The 'Burkina Faso, Gender: A thematic evaluation' found that gender indicators and targets are systematically integrated into programming (WFP, 2020).

The synthesis of evaluations on WFP's performance measurement found limited integration of gender equality and women's empowerment indicators into monitoring frameworks and an over-reliance on quantitative data (WFP, 2023). The evaluation of WFP's gender policy stated that gender equality needed to be integrated into first- and second-generation mid-reviews and evaluations of CSPs, as well as frameworks and guidance documents. WFP agreed with these findings and used the integration of the IASC gender-age marker as an example(WFP, 2020). The new gender equality indicators in the 2022-25 Corporate Results Framework (CRF) have introduced qualitative data collection methodologies, and capacity building and pilots are currently under way in Cambodia, Lebanon, Mozambique and Somalia, with the aim of progressively mainstreaming their use across the organisation. Qualitative evidence will be available from the 2024 reporting period – after this MOPAN assessment was conducted.

2.3.3: An assessment of the gender context, including an overview of gender relationships and coping strategies of women, girls, men and boys is used to inform programme design.

The 2020 evaluation of WFP's Gender Policy found that overall gender context analysis and needs were not adequately captured, integrated and reported on in programmes (WFP, 2020). There were weaknesses in data disaggregation and insufficient equality in participation. WFP has responded positively to this report and has improved its use of gender assessments in programme design. WFP's 2022 Gender Policy sets out the requirements for gender analysis which include the following; relationships between men and women, taking into account gender roles, access to and control of resources and the constraints they face relative to each other (WFP, 2022). Consideration of coping strategies is considered part of WFP's needs assessment work (WFP, 2022).

The Integrated Cross-Cutting Context Analysis and Risk Assessment (ICARA) tool has been used by country offices to complement the GAM and GECP by producing easily adaptable and context-specific analysis (WFP, 2023). GECP's programming benchmark assesses the extent to which country offices conduct intersectional gender analyses and GBV risks are addressed in CSPs, operational documentation and performance reports (WFP, 2023).

There were a number of examples of country offices conducting gender analysis. South Sudan's ICSPE indicated that a "gendered situational analysis was conducted signifying good practices" (WFP, 2022). Interviews with cooperating partners in South Sudan confirmed WFP's strong guidance on gender mainstreaming (WFP, 2022). The Somalia country office conducts gender analysis and assesses the role gender plays in accessing assistance. The Ethiopia country office conducted gender analysis to identify how digital vouchers address gender-related issues and contribute to gender equality and women's empowerment (WFP, 2023). According to the Evaluation of the Haiti CSP, the country office has made some progress in analysing gender inequality but has not sufficiently accounted for intersectionality, social and behavioural change and GBV issues (WFP, 2023). A rapid gender analysis was undertaken for Ukraine's ICSP (WFP, 2023). In Burkina Faso, gender context analysis was undertaken and feedback from women has informed changes to programming (WFP, 2023).

While there are many examples of gender analyses being conducted, there is less evidence on whether and how such analyses inform programming. As we mention in element 2.3.4, a recent (2023) synthesis

evaluation on performance measurement found that although gender-balanced participation was captured, inadequate analyses on gender dynamics and qualitative data hindered impact (WFP, 2023).

2.3.4: Programming supports gender equality in participation, leadership and access to resources, and guards against unintended results.

The previous MOPAN assessment of WFP (2017 - 18) reported that there were three CRF indicators which measured equality in decision-making, participation and remuneration noting these indicators reflect "a slightly more progressive approach than under the former CRF, and are now accompanied with guidance on approaches to ensure the adoption of the more transformative measures advised by evaluation evidence." (MOPAN, 2019)

The recent (2023) synthesis on performance measurement found that although gender-balanced participation was captured, the equality of beneficiary participation, impact on unintended harm and access to resources were hindered by inadequate analyses on dynamics and qualitative data (WFP, 2023). The evaluation of the gender policy found that although most women and men reported an ability to access services and assistance, the overlap between protection and gender indicators, and policy, caused issues for analysis of unintended outcomes, including GBV and refugee-host tensions (WFP, 2020).

The review team identified some illustrative examples of how WFP's work supported gender equality in participation, leadership and access to resources:

- WFP's Gender and Risk Finance report (2022), presents four beneficiary case studies reflecting how WFP's climate risk insurance work has been able to positively impact women's lives in terms of access to resources, economic agency and leadership.
- WFP's cash-based transfers and gender window pre-analysis plan (2021), explored the extent to which targeting women with work opportunities outside the household and receiving a salary affected women's autonomy across dimensions including earnings, time use, agency, attitudes, norms, and well-being.
- WFP's Digital Financial Inclusion through Cash Transfers report (2024), cites examples of WFP implementing activities and programme to support gender equality in participation, leadership and access to resources.
  - For example, in Somalia, WFP prioritises women in rural areas, opening mobile wallets for 200,000 women, even in male-headed households. WFP with GSMA (the worldwide association of mobile network operators) are now rolling out training to build women's confidence and skills as they engage with mobile money;
  - In Haiti, WFP assisted the government to build a digital public infrastructure for more inclusive social protection that enables women and men to make and receive payments easily. This work has resulted in a substantial number of people (10,000 – 66 percent women) to be able to access official identification for the first time.

At country office level, while there are still gaps, there have been positive developments in WFP programming's support of gender equality in participation, leadership and access to resources. The Evaluation Office noted that in 2023, 41 evaluations met the UNSWAP criteria of integrating gender equality and women's empowerment. According to the Evaluation of the Gender Policy (2015-20), "in 2018, WFP country offices reported that over 90% of women and men benefiting from WFP programmes were able to access assistance without protection challenges" (2020, p. 24). The evaluation also presented examples of how WFP's Joint Programme on Accelerating Progress towards Rural Women's Economic Empowerment in Kyrgyzstan and Rwanda supported equal participation of women and men, ultimately leading to women "using new networks to seek or provide advice and model gender [equal] relations" (2020, p. 21). An evaluation of the Zimbabwe CSP (2017-21) found that significant efforts were made to

adapt food assistance to the needs of women, ensuring equal participation and decision-making, but reported there was too much focus on numbers rather than social change (WFP, 2022). In Cameroon, in order to scale-up school health and feeding programmes, WFP adjusted school meal programmes to incentivise girls' return to school post-COVID-19. They also supported gender equality in leadership, decision-making and participation in Cameroon by complementing in-kind food assistance with awareness-raising on shared decision-making in households (WFP, 2022; WFP, 2022).

Some external stakeholders and evaluations suggested that WFP needs to further strengthen its work on women's inclusion. For example, the Burkina Faso CSP evaluation found challenges in terms of women's participation, specifically around women accessing the WFP supply chain (WFP, 2023). Similarly, some donors were less positive about WFP's role in supporting women's decision-making and leadership, particularly noting that WFP's response to the Taliban government banning female staff in Afghanistan was not in line with other NGOs and UN agencies and that it did not adequately stand up for women's rights or participation. However, Afghanistan's CSP Evaluation held a more positive view that not only was WFP on the right track with its gender equality, inclusion and protection commitments, but they also "served as a precursor in access negotiations and as a promoter of community-based approaches" (WFP, 2022, p. 60). Both external donors and the evaluation agreed, however, that WFP Afghanistan needed to improve their complaints and feedback mechanism to ensure better functionality and accessibility to vulnerable groups, including women.

2.3.5: Human, financial and training resources are available and used to address gender equality issues.

The previous MOPAN assessment of WFP (2017-18) found that WFP had insufficient human and financial resources to implement its gender equality objectives (MOPAN, 2019). In its management response to the gender policy evaluation, WFP stated that it would increase gender resources in 2020-22 (WFP, 2019).

There have been improvements in WFP's consideration of gender in its programming since the last MOPAN assessment (see 2.3.1), although the 2020 evaluation of WFP's gender policy highlighted insufficient resources available to implement the policy. The evaluation found that progress towards gender parity had been slow, human resources for gender equality insufficient, GEWE funding targets unmet, and a lack of training and capacity development opportunities (WFP, 2020). The evaluation suggested that WFP should increase investment into HR resources for gender and WFP agreed to introduce a cadre of gender advisors (WFP, 2020). In 2023, the number of gender advisors increased to 11 in the six regional bureaux and 15 staff (permanent and consultants) at headquarters, of which two work on gender-based violence.

WFP has a clearly structured Gender Office, with the team divided into distinct pillars to manage specific mechanisms, such as GECP, GAM and advocacy. While headquarters interviews confirmed that while the Gender Office is well-resourced compared to previous years, there were concerns that financial budget cuts and organisational restructuring might affect the structure and capacity of the Gender Office going forward. Interviewees reported there was little to no consultation on the restructuring and its impact on WFP's work on gender equality and empowerment.

Country office interviews reported that gender focal points are often part time, junior and have other responsibilities. WFP Haiti has made an effort to increase HR in gender and protection. HQ stated that although WFP is perceived to have a focus on gender, and not a wider focus on GESI, they emphasised that there are in-house inclusion experts with specialist staff covering thematic areas of disability inclusion, Indigenous Peoples and protection and accountability to affected populations.

The UN System Wide Action Plan's target of 15% of budgets for gender, specifically *targeting gender equality* and the empowerment of women and girls, remains a standard for WFP. The Gender Office notes that all country strategic plans submitted to the Executive Board in 2023 met this target. However, it is not

systematically applied by country offices and it has been argued that ringfencing 15% of operational modalities could be difficult in the current restrictive funding environment. The evaluation of the gender policy reported that systems for tracking corporate funding on Gender Equality and Empowerment of Women were withdrawn in 2017. WFP has contracted a gender expert to support it in proposing an approach for budgeting to support its work on gender equality and empowerment. According to the Gender Policy Evaluation (2020), WFP's total programme support and administrative budget allocations for the Gender Office fell between 2016 and 2019, thereby affecting the organisation's ability to secure gender expertise and support gender mainstreaming activities. During interviews, the MOPAN Assessment team heard that in recent years, there had been a shift in attention to how gender equality was being resourced, in terms of human resources and budgeting. The CSP Policy Evaluation, further corroborated this by stating that the funding allocated to gender has increased, with opportunities for mobilising further funding. Interviewees, however, flagged concerns of a potential reduction in gender resourcing due to WFP's organisational restructuring. The CSP Policy Evaluation also mentioned that despite country offices being aware of the 15% target, the tracking of gender in corporate budget and performance reporting has remained a challenge due to countries lacking clarity on how to implement this commitment (WFP, 2023).

Evidence on resourcing for GEWE at country office level was broadly favourable. In Colombia, gender activities had received a 7.5% budget share across WFP's operations (WFP, 2023). Burkina Faso's CSP, stated funds would be allocated to gender equality activities through a specific annual gender action plan (WFP, 2018). Somalia's country office reported that resources were invested into gender officers to ensure projects adequately consider gender. According to country office interviews in Mozambique, capacity and resources for gender within WFP Mozambique country office have been limited to date. The summary report on the evaluation of the Haiti CSP (2023) reported that despite the introduction of measures to address gender inequality, capacity gaps undermined the implementation of measures and the effective use of CFM by beneficiaries.

There are a number of resources available to COs to support gender mainstreaming or specific gender focused interventions in WFP's work. The GECP programming benchmark assesses COs on the level of financial, human resource and training investments made towards gender equality actions, as well as, how they invest in strengthening gender equality capacities within cooperating partners (WFP, 2023). The GECP also assesses the rate of staff training completion on basic GEWE courses. GECP contains a 'WFP Gender Toolkit' which provides COs with a comprehensive variety of resources to help them achieve each transformational benchmark and target (WFP, 2023). WFP holds gender equality brown bag sessions to share knowledge and experiences between and across offices (WFP, 2023).

2.3.6: Gender balance and participation is taken into account across all aspects of the programming cycle, including a systemic approach to disaggregated data, and key gender stakeholders are systematically consulted and participate, including in feedback mechanisms.

The previous MOPAN assessment of WFP (2017 - 18) did not focus on gender balance and participation in programming cycles. The 2020 Evaluation of WFP's Gender Policy found that there was insufficient equal participation of women and men in programme design, but there was more evidence of increased decision-making opportunities for women with transformational results (WFP, 2020).

WFP's People Policy speaks to gender parity in the workplace. According to the Gender Equality Certification Programme (GECP) and its benchmarks for compliance and certification, all 38 participating countries offices would have had to account for gender balance and participation across all aspects of their programming cycles. However, there are mixed results on how systematically this has been done over the past four years (WFP, 2023). Benchmark Category 4 provides a list of gender equality indicators and sources of evidence which include one example of disaggregated data. These indicators assess the extent to which:

- Gender equality has been integrated into resource mobilisation;
- Intersectional gender analyses are systematically undertaken at planning, implementation and reporting stages;
- Gender-based violence risk analysis is undertaken with an appropriate action plan;
- Investments are made to strengthen the gender capacities of cooperating partners; and
- CSPs include budget for and track gender equality actions.

While the 38 participating country offices had accounted for gender balance and participation across their programming cycles during their baseline assessments, not all the countries had continued this practice systematically. The 23 participating offices that systematically implemented the GECP improvement plan until their final self-assessment (three years later) had scored significantly higher than their baseline (WFP, 2023). Nevertheless, some of the published final self-assessment scores are now outdated, being three years old, which raises questions on whether gender balance and participation continues to be systematically accounted for in programming. We have also seen that although 12 country offices completed their baseline assessment, albeit with low scores, their improvement plan was never implemented, thereby suggesting that gender balance and participation was neither prioritised nor accounted for (WFP, 2023).

Concerns were raised in the 2023 synthesis of evaluations on performance measurement around how inclusive participation and feedback mechanisms were pursued during COVID-19 data collection which saw greater male participation (WFP, 2023). WFP's strategic evaluation on the use of technology in constrained environments reported that across all case study countries there was a general lack of awareness of hotlines and other accountability to affected population mechanisms which translated into a low level of usage of these mechanisms (WFP, 2022). On average, in the countries studied, there was a lower awareness of these mechanisms by women. The evaluation also reported that women faced digital and phone access constraints which may limit the effectiveness of hotlines as a means to report feedback (WFP, 2022). Headquarters interviewees stated that they rated feedback mechanisms as good but acknowledged that referral pathways and the process of closing loops on complaints was poor. Data and cases are captured but are not processed or responded to. WFP's strategic evaluation on the use of technology reported poor follow-up to complaints reported on community feedback mechanisms, in part due to unclear responsibilities (WFP, 2022). See 5.7.4 for more evidence on CFM.

At country office level, there was evidence of gender balance and participation being considered in needs assessment exercises (for example Chad which was able to capture structural issues in terms of gender equality and gender access to food in their analysis). In Burkina Faso, gender was built into the CSP and programmes deliver thematically and specialised gender programmes such as financial inclusion and female leadership programmes. All programmes included consultation processes such as focus group discussions to develop an understanding of which specific areas needed focus in the programme. Evidence from the evaluation of the Zimbabwe CSP (2017-21) showed that significant efforts were made to adapt food assistance to the needs of women, ensuring equal participation and decision-making, although it was also reported that there was too much focus on numbers rather than supporting social change (WFP, 2022).

MI 2.4: Organisation is set up to deliver results on global commitments for the environment and climate change.

Overall MI rating	Satisfactory
Overall MI score	2.67
Element 1: Dedicated policy statements on environment and climate change available and showing evidence of application	3
Element 2: Commitments on environment and climate change are delivered by empowering and investing in local action	3
Element 3: Appropriate and informed investments are made in climate and disaster risk management	3
Element 4: Recovery from crises and shocks includes efforts to green and promote a more resilient future	3
Element 5: Environmental protection mechanisms and climate adaptation are part of programming systematically	2
Element 6: The organisation is promoting efforts to green its own operations	2
Evidence Confidence	High Confidence
Evidence Documents	
3, 36, 37, 71, 75, 76, 93, 101, 126, 160, 164, 171, 172, 180, 191, 199, 200, 220, 233, 246, 255, 256, 262, 279, 280, 302, 358, 394	

Analysis

2.4.1: Dedicated policy statements on environment and climate change available and showing evidence of application.

WFP has a dedicated policy statement on climate change in its Climate Change Policy (WFP, 2017). It includes a clear statement of WFP's objectives and how it will contribute to efforts to tackle the impact of climate change on food security, hunger and malnutrition. WFP's goal is for vulnerable people, communities and governments to be able to address the impacts of climate on food security and nutrition and to adapt to climate change" (WFP, 2017, p. 1). The policy provides WFP staff with guiding principles and programmatic options for integrating activities to address climate change into their work, with a focus on supporting adaptation and reducing loss and damage from climate extremes (WFP, 2017). WFP also has a dedicated statement on environmental sustainability in its Environmental Policy (WFP, 2017). In this policy, WFP presented its commitment to developing planning and implementation tools that could support the organisation with mitigating and managing environmental risks while also identifying the environmental benefits of WFP's interventions. We have seen and heard of evidence of the policy's implementation through the various guidance documents that have been developed and used. These include environmental screening processes and the environmental sustainability and social framework.

Donors, WFP specialist staff, and a recent evaluation all note a need to update the policy and ensure its implementation across different country contexts (WFP, 2023). Specialist staff submitted that WFP's policy on climate change was not well promoted for implementation and active consideration by country offices. The implementation of the policy across operations is dependent on country-level budgets which are controlled by country offices. At country level, the Burkina Faso Country Strategic Plan Evaluation (CSPE) found no formal policy in place for reducing WFP's environmental impact (WFP, 2023). The Ethiopia country office did have a contextualised climate policy, although it was not clear whether the policy was being implemented in practice.

The 2022 Evaluation of WFP's Climate Change and Disaster Risk Reduction policies recommended that WFP update its climate change policy to strengthen its applicability to different contexts and cross-cutting

issues, by the end of 2024, as a high priority (WFP, 2023). As recommended by the evaluation, WFP is strengthening the costing of its climate change policy and developing an implementation plan to identify resource requirements as a high priority by the first quarter of 2025 (WFP, 2023). According to the Compendium of policies relating to the strategic plan (2023), it is anticipated that the climate change policy will be presented to the Board at the second regular session in November 2024. Informal consultations are due to start in April 2024 (WFP, 2023; WFP, 2024).

The WFP Strategic Plan 2022-25 contains a section discussing WFP's commitment and strategy on environmental sustainability (WFP, 2021). In the 'Helping countries increase climate change resilience to achieve zero hunger' report, WFP stated its environmental and climate change mitigation objectives and provided a summary of its Policy and Programme Principles for climate action (WFP, 2023).

In headquarters interviews, WFP told the MOPAN assessment team that it intends not to integrate its climate and environmental policies, but to maintain a clear separation between mainly internal-facing action on environmental sustainability (covering the impact on the environment from WFP's own facilities, supply chains, etc., as well as the impact that WFP programmes may have on local environments) and external-facing programmatic contributions towards climate change action. The implementation of the environmental sustainability policy is supported by an environment management system, safeguarding and risk screening, and a cohort of Environmental and Social Safeguards (ESS) advisors. However, the use of ESS advisors and the conduct of environmental risk screening are not mandatory (unless required by donors). ESS advisors are more widely used than screenings, but they remain under-resourced, partly because they have not been prioritised by donors.

WFP has developed environmental KPIs to measure CO_2 emissions from its aviation operations and is using the data generated to inform operational and strategic decision-making. The Aviation Service also engages in the Carbon Offsetting and Reduction Scheme for International Aviation dialogue events.

2.4.2: Commitments on environment and climate change are delivered by empowering and investing in local action.

WFP's climate change policy (2017) presents 11 guiding principles for country offices for climate action, which include a focus on promoting local action and designing participatory and contextualised activities (WFP, 2017). The policy includes objectives focusing on: i) strengthening local, national and global institutions and systems; and ii) integrating an enhanced understanding of the impacts of climate change on food security and nutrition into local, national and global policy and planning (WFP, 2017). WFP's Environmental Policy (2017) similarly presents a set of guiding principles that are aligned with humanitarian principles and accountability to affected populations. The policy includes a focus on driving sustainable consumption (where possible) by working with "partners to engage local communities in the protection and sustainable use of natural resources and increasing awareness of the linkages between healthy ecosystems and food security" (2017, p. 17).

The MOPAN assessment team learnt during interviews that environmental and social standards (ESS) has been more widely adopted than screenings, but remain under-resourced if not prioritised or requested by donors. It may present a challenge for WFP to acquire sufficient funding to strengthen their capacity for organisation-wide implementation. WFP headquarters is planning, in collaboration with regional bureaux, to define procedures to identify and analyse climate-risk priority countries and to support country office level action by Q2 of 2024 (WFP, 2023).

WFP's Note on "Helping Countries increase climate change resilience to achieve zero hunger" broadly sets out how WFP supports local action and empowerment via analysis of links between climate change

and food security, collaboration with national governments, integration of climate solutions in programming and national systems. An Infographic fact sheet shows how WFP empowers and invests in the development of climate resilience tools to address the impacts of climate change on food security and nutrition, with a brief overview of where and how they deliver support and a list of notable achievements (WFP, 2023).

The Anticipatory Action Year in Focus 2022: Scaling Up Anticipatory Actions for Food Security (2023) report gives an overview of the various tools, resources and investments that WFP has made towards local action against climate change in accordance with the environmental policy. Some interviewees noted that country offices may be more driven by the financial savings acquired from environmentally-friendly practices than the ethical benefits. Nonetheless, headquarters are happy to encourage this approach as a means of facilitating the wider adoption of more environmentally-friendly practices such as solar panel installations.

The number of country offices with screened environmental and social risks (ESRS) activities has risen from 26 in 2021 to 39 in 2022, which shows progress, but remains relatively low. There are some positive examples at country level of WFP empowering and investing in local action relating to climate change:
- WFP's summary report on the evaluation of the CSP for Haiti gave an example of WFP empowering and investing into local action through the "Clean Cooking" project in school canteens and systematic analysis of social and environmental risks linked to food assistance for asset creation activities (WFP, 2023).
- Burkina Faso's country office mentioned that participatory approaches put local populations at the centre of decision making to integrate climate sensitivity in programming and strengthen social cohesion.
- According to Colombia's 2022 ACR, WFP has been working to leverage indigenous knowledge of native plants and ancestral pastoral knowledge to develop community training materials and help support adaptation to climate change (WFP, 2023).

While these are positive developments, further action is needed to achieve broad-based investment in local action across country offices. There is a risk that resourcing of local climate action will be difficult in the current funding environment.

2.4.3: Appropriate and informed investments are made in climate and disaster risk management.

The previous MOPAN assessment of WFP (2017 - 18) did not explore investments into climate and disaster risk management, but asked if human and financial resources were available to address environmental and climate change issues more broadly. It concluded that "while there is a commitment to ensuring technical capabilities in climate, there are no references to resources" (MOPAN, 2019)

The MOPAN assessment team heard from interviewees that WFP's Disaster Risk Reduction and Management (DRRM) Policy is due to be mainstreamed with a white paper being developed to accompany the policy in 2024. The Evaluation of WFP's DRRM and Climate Change Policies (2023) however, flagged that the policy was outdated and needed to be integrated with related thematic policies like the Resilience policy and the emergency preparedness policy. WFP's work in the area of climate and disaster risk management is reported in WFP's Annual Performance Report for 2022 (WFP, 2023). The report noted that, during 2022:
- "15.2 million people benefited from one or more climate risk management solutions implemented by 41 WFP country offices. Of that total, 3.6 million people received USD 21 million in cash-based transfers, food and training through the climate activities.

- WFP provided assistance to approximately 10 million people through asset creation and livelihood activities, almost 3.4 million people through climate risk insurance or anticipatory actions and nearly 845,000 people through its smallholder agricultural market support programmes" (WFP, 2023, p. 9;39).

The assessment team saw evidence of a sharp increase in the climate action portfolio and numbers of beneficiaries, between 2019 to 2022, including provision of insurance and information services and anticipatory action. Country offices reporting on these issues also rose, from between zero and ten in 2019, to between fifteen and twenty-five in 2022. A country specific illustration of WFP's work in this area is seconding a disaster risk management expert to Rwanda's Ministry in charge of Emergency Management in 2022 to provide technical support on disaster risk management processes (WFP, 2023).

The internal presentation of the evolution of WFP's climate action portfolio has shown that since 2019, there has been a large rise in climate risk insurance, adaptation, information services and anticipatory action (WFP, 2023). At country office level, the Mozambique ACR 2022 provides evidence of investments made towards climate and Disaster Risk Reduction and Management (DRRM) (WFP, 2023). In Haiti, investments towards climate and DRRM have been made via the climate risk insurance facility, the micro-insurance programme, early warning and anticipatory action work. WFP Mozambique has successfully secured multi-year funding and funding from innovative funding sources including climate finance funds and foundations to support climate-focused programming. In Colombia, WFP is investing in DRRM by encouraging '3R initiatives' (Reduce, Re-use and Recycle) to combat climate and environmental risks (WFP, 2023). The South Sudan Country Office Multi-Year Review (2023) reported that the country office risk register includes natural disasters and climatic risks and that investments have been made towards flood mitigation infrastructure (WFP, 2023). Cambodia's ACR (2022) reports on WFP's investments in climate and disaster risk management efforts and national capacity building efforts to support climate risk management, including a web-based platform for Real-time Impact and Situation Monitoring (PRISM) to rapidly assess climate hazard risks and their impact to inform disaster risk reduction and social protection.

Based on the 2023 Evaluation of WFP's policy on disaster risk reduction and management and climate change, there were insufficient context-specific resources made available for DRRM. WFP intends to update its climate change policy and improve investments (WFP, 2023). WFP's Climate and Disaster Risk Reduction Programmes Service (PROC) states that as a high priority, they will develop a conceptual model for DRRM and integrate it into the new climate policy by the end of 2024. In their Management Response, WFP agreed to the Partnerships and Advocacy (PA) Department working on diversification of the donor base to support its DRRM and climate related work (WFP, 2023). WFP also agreed to appraise staffing needs and to invest more towards strengthening global, regional and country-level capacities and skills to implement the climate change policy as a high priority by the second quarter of 2025 (WFP, 2023).

2.4.4: Recovery from crises and shocks includes efforts to green and promote a more resilient future.

WFP's MOPAN 2017-18 did not explore efforts to green operations or promote post-shock or crisis resilience. The Climate Change Policy (2017) outlined entry points to guide Country Strategic Plan (CSP) implementation, such as tools and activities focusing on: 1) emergency preparedness and response; 2) analysis, early warning and climate services; 3) community resilience; and 4) policy (WFP, 2017). WFP's presentation of its climate action portfolio to the MOPAN assessment team showed that, since 2019, there has been a sharp rise in climate adaptation assets and practices, with similarly high reporting by country offices across the entire portfolio (WFP, 2023). The Environmental Policy provided examples of how WFP approached the implementation of its guiding principles, by ensuring that "the planning and design of

resilience-building, productive safety nets, disaster risk reduction and preparedness activities" all included consideration of environmental issues (2017, p. 17). WFP also explicitly stated its commitment to engaging beneficiary communities to identify and resolve their environmental issues and increase their resilience as part of interventions (2017).

As reported under 2.4.3, WFP's Annual Performance Report for 2022 provides evidence of WFP investing in climate risk insurance instruments, village savings and loan schemes and anticipatory actions ahead of climate shocks, all of which are classified as actions which help promote a resilient future for vulnerable people. For example, WFP's climate risk insurance instruments protected 3.8 million vulnerable people in 19 countries in 2022. The financial coverage by those instruments were reported to reach USD 365 million, twice the level of 2021. The climate risk insurance products rolled out in areas affected by floods and droughts provided 1.8 million people with pay-outs totalling USD 14.5 million, triple the amount paid out in 2021. WFP's promotion of village savings and loan associations were another tool designed to build resilience in supported communities. In 2022, WFP enabled 334,000 participants, 70 percent of whom were women, to save USD 7.5 million and obtain access to loans for USD 6.6 million, strengthening the capacity of the participants to cope with future shocks. There was also a reported scale up by WFP of anticipatory actions, reaching some 1.7 million people, and enlarging the scope of those actions to cover tropical cyclones. Almost half a million people received USD 8.7 million in anticipatory CBTs together, with early warning messaging, to mitigate against impacts of predicted droughts and floods (WFP, 2023, p. 39).

An external partner stated that WFP has been a key partner on resilience, early action and climate loss and damages, suggesting that WFP has been successful in supporting recovery responses from crises and shocks. The Cambodia ACR (2022) provides illustrative examples of efforts made to support national shock response capacity. The Burkina Faso CSP includes programming designed to mitigate effects of climate change and integrate climate change considerations into resilience programming (WFP, 2018). The Evaluation of WFP's Disaster Risk Reduction and Climate Change Policy stated that both the objectives of the disaster risk reduction management and climate change policies were well-aligned with the resilience policy, with the convergence of the three "contributing towards positive effects at country level" (2023, p. vi). However, it was also flagged that "more clarity is needed on the interlinkages between the three topics, [with] greater integration of the policies" (2023, pp. 61-62). It was further suggested that "a WFP position and conceptual framework that encompasses all [three] entry points" would be beneficial in stakeholder engagement.

WFP is seeking to promote more environmentally friendly and green agricultural practices, for example in conservation agriculture through its resilience-building development programming. WFP's Innovation Accelerator is working with Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) and its Fund for the Promotion of Innovation in Agriculture. commissioned by the German Federal Ministry for Economic Cooperation and Development, to seek out scalable innovative solutions that support farmers and other agriculture stakeholders to build capabilities to mitigate effects of climate change (WFP, 2024).

2.4.5: Environmental protection mechanisms and climate adaptation are part of programming systematically.

As noted above, WFP's MOPAN 2017-18 did not explore whether "environmental protection mechanisms and climate adaptation were part of programming, but instead reported that while there are commitments to develop environmental screening systems, these are not yet in place" (2019, p. 69). WFP's Environment Policy is currently being evaluated, with the report expected to be published in 2025.

Headquarters interviews indicated that WFP considers itself to be well set-up to deliver results for environmental sustainability and climate change with the support of embedded staff within programme

division and the availability of screening tools. However, it was also reported by headquarters respondents that the Environmental and Social Stability Framework (ESSF) custodianship and monitoring of the environmental policy have not been fit for purpose. WFP does not conduct environmental impact assessments (EIA) unless requested by donors or governments. The frequency of environmental risk screenings is rising although their use is not yet mandatory. Overall, while there were some examples of environmental protection mechanism and climate adaptation in programming, the lack of systematic use of tools like EIAs is a shortcoming.

Some of the notable examples of programming reflecting environmental protection considerations was the use of reusable recyclable bags for packaging food in Mozambique. WFP Ethiopia Annual Review (2023) provided examples of activities and associated budget for climate risk management and climate shock interventions. South Sudan provided examples of climate resilience programming (WFP, 2023). Burkina Faso CSP reported that land and water management and storage facilities would be created using environmentally friendly packages (WFP, 2023). There was also evidence in Cambodia's 2022 ACR of WFP's environmental protection efforts (WFP, 2022).

2.4.6: The organisation is promoting efforts to green its own operations.

The previous MOPAN assessment of WFP (2017-18) did not explicitly explore the extent to which WFP was promoting efforts to green its own operations. The current assessment found a range of WFP policies and plans that address environmental sustainability. Its Climate Change Policy addresses programmatic work tackling climate change for the global population, while its Environmental Policy focuses on the impact of WFP's work on the environment (WFP, 2017; WFP, 2021). The Aviation Policy contains a section that focuses on environmental sustainability and how the WFP intends to reduce its impact on the environment through aviation activities, in line with the Environmental Policy (WFP, 2023).

WFP's update on the implementation of the Aviation Policy lists several achievements of greening operations, including:

   i)   The enforcement of Environmental Management Systems;

   ii)   Incorporating environmental indicators in aviation service procurement processes; and

   iii)   The development of cabin waste management guidelines (WFP, 2023, pp. 3-4).

WFP's management plan (2023) sets out the organisation's intent to enhance the tracking of environmental and social risks and risk mitigation measures. The Indicator Compendium (2023) contains a menu of indicators for cross-cutting issues including the environment.

The Management Services team is custodian of supporting country offices with transitioning to clean energy and the environmental sustainability of WFP's operations, driving and advocating for the environmental sustainability agenda within the organisation. The team's efforts include the encouragement of car-pooling through the UN FLEET vehicle leasing. A target has been set to reduce emissions from WFP's use of generators by 90%, but the Management Services team believes that WFP need to do more to accelerate energy efficiency (WFP, 2023).

On the Greening the Blue website, WFP reports on the various activities, tools and frameworks that it has developed and is implementing to green its own operations, such as the Environmental Management Systems (EMS) Framework, decarbonization and waste reduction. The COVID-19 pandemic led to reduced greenhouse gas (GHG) emissions, but since then the larger number of crises have increased emissions due to the need for more logistical responses (WFP, 2024). WFP's Global Logistics Cluster initiated an environment and climate project in 2021 focusing on knowledge exchange with partners on GHG emissions, circular economy, green procurement and waste management. According to interviews

with WFP's Supply Chain Unit, WFP have established a supply chain-focused team responsible for ensuring that supply chain activities and delivery are sustainable, with a focus on reducing WFP's carbon emissions by purchasing commodities closer to deliver points.

At the country office level there are some illustrative examples of WFP's work on environmental sustainability. Cambodia and Mozambique's 2022 Annual Country Reports offered examples of WFP greening their operations (WFP, 2022; WFP, 2023). Mozambique's country office claimed to be more advanced than most because 45% of their operations were powered by solar energy, with staff also having access to bicycles.

Headquarters interviews reported that there has been significant progress internally on promoting environmental sustainability and sensitising staff to its importance. An Environmental Management System to guide day to day decisions has been adopted and there are corporate indicators and online training available for all staff. WFP contributes to the annual UN Greening the Blue report. WFP is in the process of developing a large energy dashboard to improve, monitor and track its carbon footprint, decarbonisation, cost-savings and energy efficiency. However, the synthesis of WFP's evaluations on performance measurement reported that unlike gender equality "[previous central and decentralised] evaluations made little reference to the monitoring of environmental issues and where they did, they typically referred to gaps" (WFP, 2023). It was also reported by interviewees that, with the rise in humanitarian need, there will be a trade-off in progress on greening operations, justified by the need for WFP's humanitarian response.

Operational Management

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

KPI 3 overall score: 2.68, Satisfactory

Overall summary for KPI 3

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. We have not observed 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 2023-2025 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. A key area where WFP should strive for improvement in its funding is in the area of earmarking. We note throughout the report the constraints that earmarking places 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 should 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 USA. Private funding is limited, but significant, and individual giving is growing from a low base, but 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 and strategic approach will be needed to address future challenges.

Despite these issues and not having 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 has 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 headquarters 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 Staffing Framework 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 the funding.

MI 3.1: The organisational structure, including decentralised approaches, is set up to deliver context-appropriate results.

Overall MI rating	Unsatisfactory
Overall MI score	2.25
Element 1: The organisational structure, including decentralisation, helps enable appropriate planning and resourcing decisions, in line with overall organisation strategic directions and policies, and global commitments.	3
Element 2: Regional structures/offices enable collaboration across borders and appropriate engagement with regional issues and bodies, and provide appropriate oversight of field operations.	1
Element 3: Decision making authority is delegated sufficiently to empower staff, with safeguards to ensure that global organisational policy, guidance and international commitments are respected.	3
Element 4: Field level operations and contextual issues are fed back into organisational policy, standard setting and systems, and into global policy work.	2
Evidence Confidence	High confidence
Evidence Documents	
1,3,54,58,87,172,173,178, 192, 245, 276, 346, 348,351, 352, 380, 381, 384, 393, 411	

Analysis

3.1.1: The organisational structure, including decentralization, helps enable appropriate planning and resourcing decisions, in line with overall organisation strategic directions and policies, and global commitments.

The last MOPAN Assessment concluded that WFP had a highly decentralised operating model in place and had adjusted organisational design and staffing to ensure that decentralisation supports relevance and agility at country level (MOPAN, 2019). The current MOPAN assessment finds that WFP has further strengthened in this area and is able to deliver appropriate planning and resourcing decisions. Decentralisation is now fully rolled out and allows for context specific decision-making, although the need for widespread organisational restructuring has been identified and is ongoing. At the end of 2023, 87% of WFP staff were based in the field (WFP, 2024). 73% of stakeholders who responded to the MOPAN survey agreed with the statement that *"Decentralisation of WFP's work helps to deliver better, more context-appropriate results."*

At the time of the previous MOPAN assessment (MOPAN, 2019) WFP was implementing extensive organisational change, through the 'Integrated Road Map.' Over the assessment period this process has continued, and along with the embedding of the new financial framework and Corporate Results Framework, has helped to enable appropriate planning and resourcing decisions (WFP, 2022). The Country Strategic Plan (CSP) policy was approved by the Board in November 2016. The policy provided a mechanism for interim CSPs (ICSPs) to act as a bridge to full CSPs, transitional ICSPs for countries that had neither a CSP nor an ICSP ready for approval by February 2018, and Limited Emergency Operations in countries where WFP does not have an operational presence or CSP in place (WFP, 2023). Implementation of the CSP policy since 2016 has required extensive organisational change to train and equip staff for the rollout of the framework to all country offices (WFP, 2019). In close consultation with Member States, amendments were approved to the WFP General Rules and Financial Regulations on delegations of authority, full cost recovery policies and terminology (WFP, 2020). WFP has maintained provisions for ICSPs, transitional ICSPs, and Limited Emergency Operations under the General Rules (WFP, 2022). Currently, CSPs are being realigned with WFP's new strategic plan and Corporate Results Framework (CRF) (WFP, 2022). The duration of the CSPs has been extended to five years and the delegation of budget authority to Country Directors has improved forward planning and flexibility.

Country Directors are the key decision makers on resource mobilisation and management, with decisions taken primarily at country level. Country managers and staff feel empowered. The WFP Management Plan 2023-2025 (WFP, 2022) introduced a critical corporate initiative: 'Country office support model optimization and simplification' (COSMOS). This is aimed at improving the effectiveness and efficiency of country office support from HQ and regional bureaux, provided through dedicated global support teams, to enable country offices to focus their efforts on delivering operations. USD 3 million for the second year of the initiative has been approved as part of the WFP Management Plan 2024-2026, to add more regions and functions to the pilot model (WFP, 2024).

Since 2022, every WFP country operation has had a CSP, an interim CSP or a limited emergency operation, and 40 percent (36 countries) are – or soon will be – operating under a second-generation CSP (WFP, 2023). Country level evidence of effective organisational structure included:

- Chad: The organisation's strong operational network of sub-offices has enabled it to reach the most vulnerable people and communities (WFP, 2023).
- Mozambique: Field offices are given decentralised authority in Mozambique, which they report is working well.

3.1.2: Regional structures/offices enable collaboration across borders and appropriate engagement with regional issues and bodies, and provide appropriate oversight of field operations.

Our evidence from country offices suggests that regional bureaux are not currently effective in enabling cross-border collaboration or engaging with regional issues in a consistent way. They are meant to act as an intermediary between country offices and HQ, but lines of communication and authority are not always clear in practice. The regional bureaux have expanded rapidly over the past five years, often doubling in size. Their scope of work has grown, but their role is not sufficiently clear, especially as viewed from the country offices. For example, country offices felt that regional bureaux have overlapping mandate with HQ on policy. Although the regional bureaux are supposed to be the first line of support for the country offices, this is often not the case, with more direct support provided by HQ.

Regional bureaux do not provide consistent oversight of field operations. Their role and activities vary between regions. There is a lack of clarity on the lines of responsibility between headquarters, regional bureaux and country offices. Some staff at country level felt that the support they receive from regional bureaux is inadequate, leading staff to often reach out to their personal connections. A global staff survey conducted in September 2023 also identified lack of clarity and duplication of roles and responsibilities as a key area of improvement (WFP, 2024). Phase three of the ongoing organisational restructuring, the Regional Configuration Review, aims to address these issues by the end of 2024, to "refine clear roles and responsibilities of HQ and regional bureaux in strategic guidance, technical support and management oversight" (WFP, 2024).

WFP has implemented the COSMOS pilot, which is looking at a new model for providing HQ and regional bureaux support to country offices, particularly for IT, cash-based transfers and supply chain. Regional Bureaux Directors are supportive of the exercise, but expressed concern that the pilot risks taking away power and resources from regional bureaux.

Regional bureaux are characterised as 'an extension of HQ', but there was widespread concern among WFP interviewees that this framing is ineffective as it blurs the distinct role of regional bureaux. It was, suggested that regional bureaux should be better placed than HQ to provide technical assistance relevant to particular country or regional contexts. Country offices felt that regional bureaux could play more of a role in cross-border issues (including regional supply chains, refugee movements, cross-border biometric data, climate and cross-border hazards) than they currently do. Currently engagement with cross-border issues is often personality driven and differs across regions. Country offices would welcome more exchange and learning across countries within their region. There is no formal set-up for cross-learning between country offices and such learning to date has been informal and coordinated by specialist staff on their own (WFP, 2022). The Chad Country Strategic Plan Evaluation (CSPE) noted that risks linked to the regional context, such as weak national capacities and climate change, were insufficiently considered in the design of the CSP and the implementation of interventions (WFP, 2023).

Regional bureaux draw together regional perspectives and have some engagement with regional issues and institutions. It has been recognised to some extent that regional response plans are needed for conflict and climate crisis (e.g., Sahel Integrated Resilience Scale-Up Strategy, WFP Regional Resilience Framework North Africa, Middle East, Central Asia and Eastern Europe Region), but WFP retains a fundamentally country-based model. HQ-level strategic documents say that WFP will work with regional bodies, but do not specify the role of regional bureaux in this engagement (WFP, 2021). The Strategic Plan (2022 - 2025) notes that "WFP will increase its engagement as a broker of South–South and triangular cooperation through the WFP centres of excellence, regional bureaux and headquarters" (WFP, 2021). In practice, however, WFP has very limited regional-level programming.

Across the sample country offices, the MOPAN assessment found that regional bureaux vary in their effectiveness, and that country offices with higher capacity have much less need of regional bureaux support. We conclude that there is an urgent need to clarify the role of regional bureaux in different

contexts. The role of the regional bureaux could become more demand driven, with differentiated relationships in the various regions based on country office capacity.

3.1.3: Decision making authority is delegated sufficiently to empower staff, with safeguards to ensure that global organisational policy, guidance and international commitments are respected.

Country offices are empowered within the overall WFP corporate policy framework. The last MOPAN concluded that WFP's documentation clearly sets out procedures and significant levels of delegated authority to decentralised level. CSPs have increased the practical levels of delegation within the organisation. Country offices operate within and respect the range of corporate policies. Alignment with corporate policies is reviewed in the context of the preparation of CSPs and is subject to evaluation both of the CSP itself, and through wider country and thematic evaluations.

Effort is made to engage decentralised staff in corporate decisions. Whenever there are important internal consultations at HQ on strategic issues, a selection of field staff from country offices (usually Country Directors) and from regional bureaux are invited. This was the case for recent discussions on the organisational structure review when Country Directors took part in the meetings and discussions. Country offices were also involved in phase II of the Bottom-Up Strategic Budgeting Exercise (BUSBE), which aimed to develop a more equitable model for the allocation of PSA funds to country offices (WFP, 2021). A draft document describing this model was shared with the regional bureaux and more than half of all country directors for comment.

HQ has not set guidelines on budget cuts, and we found that country offices would appreciate more advice and support on this issue. At the start of the restructuring process, there was an ambition to set out guidelines on budget cuts for country offices, but it was concluded that country office contexts are very different and guidelines set at HQ would not be appropriate. Donors noted that country offices had authority over budget reductions and that these are very challenging decisions.

Country offices felt that they have a great deal of authority and freedom to innovate at the field level. Regional bureaux staff also feel empowered to make decisions, but were concerned that decentralisation means that policies can be developed in isolation and become contradictory. The same point was made in the strategic evaluation of WFP's capacity to respond to emergencies (WFP, 2020). The evaluation of the country strategic plan for Chad (2019–2023) however concluded that through decentralisation WFP has developed more coordinated decision-making processes and invested in mechanisms, technical guidance and tools, although gaps remain and systems to support their application and for monitoring still need further development (WFP, 2023).

Donors were rightly concerned about unaddressed negative implications of decentralisation. They noted that delegating authority to country budgets means the implementation of policies differs and is dependent on country level decision making process. Although HQ sets standards, implementation at country level is driven fundamentally by the available budget. We support the donors' recommendations that WFP should follow the practice of some other organisations and ensure that budgets are secured for certain functions to ensure standardized quality. This depends in part, however, on donors' willingness to fund these functions.

The evaluation of the WFP Response to the COVID-19 Pandemic (2022) found that there were different perspectives on WFP's response, with headquarters and the six regions experiencing the emergency in different ways at different times. Greater trust and more autonomy in regional and country authorities were requested (WFP, 2022).

3.1.4: Field level operations and contextual issues are fed back into organisation policy, standard setting and systems, and into global policy work.

We have not observed a systematic approach for feeding back field level issues into WFP's corporate policy. Weaknesses in knowledge management are also hindering WFP's efforts in this area, since incorporating lessons from field level operations requires adequate knowledge management at multiple levels. This needs to include both country offices and regional bureaux, but there is insufficient evidence of how the regional bureaux act in this intermediate role. In the past, knowledge exchange in WFP has happened largely by personal contacts and staff rotation. 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.

More positively, the practice of incorporating field level operations in organisational policy is facilitated through WFP's decentralised structure and ongoing consultations with country office staff. For example, the Strategic Partnerships Division consulted stakeholders in regional bureaux and country offices as part of their 'fit for the future exercise' to incorporate contextual issues into the strategic partnerships policy. Country-level evaluations, notably of CSPs, feed back into corporate processes. Regional Directors organise periodic regional leadership meetings for all Country Directors in their region and key staff from their regional bureau. Part of these meetings are used to discuss country office level insights, and feedback into WFP policies. Country offices felt that regional bureaux could also help to bridge HQ strategic commitments with country office operations. However, while these are important initiatives, more could be done.

In 2019, the Innovation and Change Management Division was given the corporate mandate to implement the Knowledge Management Strategy (WFP, 2023) and in 2020 the corporate Knowledge Management team was established. This corporate approach has been supplemented by a series of knowledge management strategies and plans at the regional level. In a June 2023 presentation, the Knowledge Management Working Group noted: "With the increasing investment in knowledge management across WFP's Centres of Excellence, Knowledge Hubs, Innovation Hubs, Technical Divisions, regional bureaux, there has been a growing request for a coordinated, systematic, and global approach to Knowledge Management" The working group concluded it would work to integrate feedback from the field to collate good practice lessons (WFP, 2023).

In 2023, the Knowledge Management Working Group distributed a survey to WFP staff members at HQ (61% of respondents), country office (16%), and regional bureaux (14%) levels. Based on the survey results, the working group concluded that "Overall, most are not capturing Lessons Learned. If Lessons Learned are being captured, it is done so by the KM focal-point. The process of capturing Lessons Learned is not integrated into ways of working. If Lessons Learned are being captured, the process is ad-hoc and their impact is rarely measured" (WFP, 2023). The survey found that a Lessons Learned Management System would be welcomed by almost all respondents, and over 90% of those surveyed noted they would make time to populate the system (WFP, 2023). The number one risk identified in the new strategic plan 2022-2025 is the "Suboptimal use of evidence in designing new interventions and unsystematic approach to Knowledge Management" (WFP, 2021).

The limitations of WFP's ability to incorporate lessons from field operations through knowledge exchange was also acknowledged during the development of regional knowledge management strategies. For example, the regional bureau for East Africa conducted knowledge management assessments in four countries and seven field offices, which identified an absence of a systemic approach to knowledge management (WFP, 2021).

However, there are positive examples of knowledge exchange at the country and regional level:

- <u>South Sudan:</u> The country office's learnings and innovation had fed into global policy on a range of issues, helping policy setting to be grounded in field realities.

- <u>The regional bureau for East Africa went on to</u> develop a knowledge management strategy tailored to country needs and contexts. The strategy aimed to support the bureau as well as the countries in the region, to effectively and efficiently capture, synthesize, manage, use, and share knowledge emerging from their CSP implementation in order to increase programme quality and effectiveness (WFP, 2021).

MI 3.2: Resource mobilisation and financing efforts ensure the organisation has the financing in place to deliver the strategic plan and work towards ending the greatest needs.

Overall MI rating	Unsatisfactory
Overall MI score	2.20
Element 1: Financing strategies are in place, including for field offices and strategic priorities, to support more effective and rapid resource mobilisation.	2
Element 2: Appropriate capacity for donor/fundraising intelligence, engagement, visibility and communications is in place at all levels of the organisation	2
Element 3: Approach to fundraising and partnerships with funders – including public, private, domestic and international sources – is sufficiently diversified to avoid dependency	2
Element 4: Processes are in place to monitor disbursements and ensure early engagement with donors regarding no-cost extensions on earmarked funding	3
Element 5: Appropriate engagement with innovative financing streams as a thought leader or user, depending on skills and comparative advantage, including efforts to adapt organisation systems and procedures to attract and absorb innovative finance.	2
Evidence Confidence	Medium confidence
Evidence Documents	
42,58,59,64, 65,82,83,87,171,351, 375, 384, 419	

Analysis

3.2.1: Financing strategies are in place, including for field offices and strategic priorities, to support more effective and rapid resource mobilisation.

WFP has been effective at resource mobilisation during the assessment period, although total need has continued to exceed funding by a significant margin and its income in 2023 fell sharply (as did that of most humanitarian organisations). Contributions to WFP increased by 92% between 2015 and 2021, which was more than for UNICEF or UNHCR. Money is raised effectively at both corporate and country level, with the vast majority of resources coming from government donors. Certain protracted crises are proving difficult to continue funding due to donor fatigue. Funding from the private sector is limited. Most of WFP's money from private donors comes from businesses and foundations, who were collectively WFP's sixth biggest donor in 2023 with a total of USD 270 million. According to WFP's 2020 - 2025 Private Sector Partnerships and Fundraising Strategy, WFP aims to increase funding from the private sector significantly – primarily from individuals (WFP, 2019). Individual donations are rising from a low base and WFP has been slow to enter this segment in comparison with some other UN agencies. It is now investing substantially in this source of income, of which a substantial proportion is unearmarked.

The strategic evaluation of WFP's funding (2020) noted that WFP does not have an overarching funding strategy, but suggested that stakeholders do not feel this has had a negative impact on WFP's resource mobilisation (WFP, 2020). WFP staff interviewed for this MOPAN assessment also felt that fundraising had been highly successful despite the absence of a strategy. WFP's management plan 2023-2025 acknowledged that resource requirements are outpacing the funding available, and therefore it would 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 (WFP, 2022).

A key area where WFP should strive for improvement in its funding is in the area of earmarking. We note throughout the report the constraints that earmarking places 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.

External interviewees noted that WFP country offices often do not have an emergency reserve of funding. The Strategic Evaluation of funding of WFP's work (2020) identified capacity gaps at country office level, particularly smaller offices, who require additional support from regional bureaux and HQ for fundraising and partnerships, especially with the private sector (WFP, 2020).

WFP's adoption of a private sector strategy for the period 2020 to 2025 was an important step forward (WFP, 2020). The private sector partnerships and fundraising strategy aims to ensure that country offices are well-equipped financially to manage partnerships and donations of expertise or services. The 2020 evaluation recommended that WFP fully implement the private sector strategy and redouble efforts to ensure the full realization of aims of the Integrated Road Map (WFP, 2020). These efforts have born some fruit: WFP's annual review for 2022 recorded the organisation's highest ever funding from the private sector, especially driven by donations for its operations in Ukraine (WFP, 2022, p. 14).

The previous MOPAN assessment of WFP 2017 - 18) noted the hope that the design of the new generation of Country Strategic Plans (CSPs) would attract more multi-year contributions from new and longstanding donors that would allow for greater work in support of the humanitarian, development, and peace (HDP) nexus (WFP, 2022). The strategic evaluation of funding of WFP's work (2020) concluded that donor commitments to provide more predictable and flexible funding have not yet had a significant impact on WFP's funding, which is still short term with little room for internal prioritisation. WFP is, however, slowly increasing the number of multi-year partnership agreements it has with donors, underpinned by strategic partnership agreements which state the joint objectives and affirm interest areas for focus.

3.2.2: Appropriate capacity for donor/fundraising intelligence, engagement, visibility and communications is in place at all levels of the organisation.

WFP has substantial fundraising and donor relations capacity, but this may require further expansion. The Partnerships (and Advocacy) Department is responsible for relationship management across all donors, with one division (Strategic Partnerships, now Multilateral and Programme Country Partnerships) responsible for International Finance Institutions (IFIs), another (Private Partnerships and Fundraising, now Private Partnerships) for the private sector, and a third division (Public Partnerships and Resourcing, now Global Partner Countries) responsible for engaging with government donors, with a number of offices in donor capitals. There are Global Offices in Berlin and Brussels, Geneva, New York and Washington - all reporting directly to the Assistant Executive Director, as well as nine other global offices around the world, reporting to either the Multilateral and Programme Country Partnerships division or the Global Partner Countries division. The Partnerships Department told the MOPAN assessment team that the

organisational structure for fundraising will require restructuring and realignment at HQ level as the funding landscape changes and resources from traditional streams are reducing.

Some donors appreciate the 'the spirit of partnership' with WFP including the approachability of senior management and the holistic approach to partnership within the CSPs. Other donors, however, are critical of WFP's communications. Some donors felt distanced from the issues identified at country level, and the actions WFP has taken to address them, and requested more frequent communication. In 2023, WFP started to report on "softly earmarked" funding, which will provide due recognition of donor contributions that are earmarked at the regional or thematic level (WFP, 2022).

The Strategic Evaluation of Funding WFP's work recommends that WFP should increase and sustain its efforts and allocate more budget for resource mobilisation, communications, marketing and advocacy personnel to help drive funding efforts (WFP, 2020). The Partnerships Department does not feel that WFP has appropriate capacity across the organisation and at all levels of the organisation for exhaustive up-to-date donor intelligence, and proposes that WFP should review and prioritise its research in the context of the changing funding environment to ensure appropriate capacity and focus, for instance on climate, private sector, and social protection. WFP has previously conducted a review (under the previous Executive Director) including participation from country offices and regional bureaux to assess how WFP should be better structured for donor intelligence and fundraising to generate resources for operations.

While fundraising capacity is strong at HQ level, it is less so at country office level. The strategic evaluation of funding for WFP's work found that internal capacity for partnerships, resource mobilization and related functions is limited at the country office level and recommended that WFP further develop its coordination processes for capturing intelligence on donors and opportunities, with clear roles and responsibilities (WFP, 2020). WFP has worked to address these gaps by expanding and investing in Salesforce as a corporate forecasting and partner relationship management tool to improve impact measurement and evidence generation (2023 – 2025 Management Plan). The 2023 CSP policy evaluation found that country offices were expected to enhance partnerships with international financial institutions, private sector and civil society actors. It found that country offices had made progress, but suffered from a lack of clarity on how to embark on or improve the desired engagements. With the second generation of CSPs, WFP is proving to be better equipped with corporate guidance on planning and engaging strategically in partnerships and is seeking to generate more unearmarked funding (WFP, 2023). The Private Partnerships and Fundraising Division, now Private Partnerships Division, has created a technical partnerships team to support regional bureaux and country offices in their private sector fundraising (WFP, 2020). A shortage of expertise on specific topics, such as gender and climate change, and on innovative financing, has however prevented WFP from developing new partnerships, tapping into dedicated resources on particular themes and accessing new funding sources at scale (WFP, 2020). A corporate critical initiative called Workstream 4 of Strategic Plan of Implementation (WS4) was initiated in 2022 to support a set of 12 pilot countries to identify organization changes to enhance corporate capacity to leverage thematic (non-humanitarian) funding for the organisation.

3.2.3: Approach to fundraising and partnerships with funders – including public, private, domestic and international sources – is sufficiently diversified to avoid dependency.

WFP has sought to diversify its funding sources, but is very reliant on a small number of government donors, especially the US. The Partnerships (now Multilateral and Programme Country Partnerships) division at HQ notes that WFP is not always well positioned for engagement with potential diversified partners or for innovative financing streams, stating the need to build up WFP's credibility in this area. The Management Plan 2023-25 recognises the need to diversify WFP's funding base including strengthening engagement with IFIs, particularly for the implementation of WFP's second generation CSPs (WFP, 2022).

To diversify funding, the Management Plan aims to further enhance partnerships with national governments, international financial institutions, the private sector and thematic and multilateral funds (WFP, 2022). WFP has pointed to some evidence of diversification of its funding base, but notes that this takes time.

WFP has recently taken actions to address its reliance on donor humanitarian funding sources. In 2021, a new unit was created within the Public Partnerships and Resourcing (now Global Partner Countries) division tasked with identifying new and additional thematic funding opportunities to resource WFP's changing lives agenda, focusing on the area of climate and resilience, social protection, nutrition and school feeding. In addition, a corporate climate advocacy, finance and partnership coordination group was established in 2022, involving representatives from Partnership and Innovation Department, Programmes and Operation Department, as well as Office of Chief of Staff and CFO to enable coordination, mutual support and collaboration for more concerted effort for the organization to tap into climate financing opportunities from public and private, bilateral and multilateral sources. A corporate climate resource mobilisation plan developed as a collaborative effort across all Partnership Department divisions in 2023 sets out a roadmap on WFP's ambition to raise climate finance. These recent efforts have shown promise, but WFP is still heavily dependent on a small number of government donors.

The 2020 Strategic Evaluation of Funding WFP's Work found that private sector contributions had declined in the last decade (WFP, 2020). This has been reversed and WFP anticipates that the funding from the private sector will grow rapidly in the next few years. In 2022 WFP received a total of USD 540 million from the private sector – of which USD 276 million came from foundations and charities, USD 160 million from corporations and corporate foundations and USD 104 million from individual giving (WFP, 2023). WFP's philanthropy function has created an engagement strategy to explore and pursue innovative private sector fundraising modalities including public-private partnerships and Zakat fundraising from individuals. The Private Sector Partnership Strategy emphasises the need to diversify funding via individuals, foundations, and businesses (WFP, 2019).

The evaluation of WFP's CSP policy found that first-round CSPs did not result in more strategic partnerships. WFP struggled to form strong partnerships with IFIs, private sector, and civil society organisations (CSO) actors and needed greater clarity in how to embark on or improve these. The second round of CSPs saw some improvements (WFP, 2023). Country examples include:
- <u>Colombia:</u> Funding appeals when supported by the US have been successful, however there is too much reliance on this one donor and funding stream.
- <u>Burkina Faso</u> has been deploying methods to widen its donor base, including contributions from Russia and China, and extending discussions with the World Bank, African Development Bank and other UN agencies.

Individual giving brought in 50% more new donors in 2022, and raised USD 104m in total income with USD 15.3 million of expenditure (WFP, 2022). In 2023, individual giving grew further to USD 115m total income. The proportion of donations from private donors more than doubled between 2021 and 2022 (WFP, 2022). WFP was the second fastest-growing organisation for private sector funding in 2021 (WFP, 2022). Attempts have been made to capitalise on the rise of the global billionaire population and increase funding from this source. The first two contributions from ultra-high net-worth individuals (UHNWIs) were secured in 2022 (WFP, 2022). Private philanthropic contributions quintupled between 2019 and 2021 (WFP, 2022).

3.2.4: Processes are in place to monitor disbursements and ensure early engagement with donors regarding no-cost extensions on earmarked funding.

At the country level, Budget and Programme officers are responsible for the day-to-day monitoring of grant disbursements. Regional Bureau Budget and Programming staff are responsible for monitoring grant utilisation and the HQ Budget and Programming team monitors the financial health of CSPs. Five times a year, WFP conducts global forecasts asking all account holders to give their best estimates of where funding is going, broken down by donors. This includes country office views so that they have an understanding of shared responsibilities. The country office strategic forecast is done twice a year and is used to validate donor account updates. This gives country offices the ability to anticipate trends, which feed into the management planning processes.

The monitoring of disbursements is carried out through various dashboards at all levels of the organisation, including the CSP data portal. The 2023 – 2025 Management Plan notes that the monitoring of donor contributions has been automated through real-time reporting tools including FACTory and Grants 360 to enable more efficient management of contributions (WFP, 2022).

No cost extensions are processed on a routine basis in line with donor requirements. We have seen examples of such extensions, including the multi-donor trust fund in South Sudan, the Adaptation Fund in Egypt and Mauritania, and an extension to the food distribution programme in Jordan due to the impact of COVID-19.

3.2.5: Appropriate engagement with innovative financing streams as a thought leader or user, depending on skills and comparative advantage, including efforts to adapt organisation systems and procedures to attract and absorb innovative finance.

WFP is open to innovative financing, but has not maximised its potential in this area. The Strategic Partnerships (now MPC) division at HQ notes that WFP is not always well positioned for engagement with potential diversified partners or for innovative financing streams. WFP's Management Plan 2023-2025 states that WFP will continue to explore innovative financing modalities including co-financing and triangular co-operation (WFP, 2022). As part of this, WFP continues to promote twinning arrangements, mobilising resources with other donors to meet costs.

WFP's private sector partnerships and fundraising strategy aims to explore income-generating activities through innovative financing mechanisms such as the Agri-Business Capital Fund of the International Fund for Agricultural Development; and expand partnerships with the technology sector, which WFP considers a leader in innovation (WFP, 2019). WFP has the potential to leverage the contribution of its Innovation Accelerator which was started in 2015 and has grown to address a wide range of social impact and sustainability issues, including climate change, primary healthcare, gender equality, and emergency response. Utilising WFP's network of regional and country innovation hubs, the Accelerator shares practices with other Rome-Based Agencies and leverages WFP's role as a co-founder and co-lead of the UN Innovation Network. Since 2022, the Innovation Accelerator has significantly enhanced WFP's role as a thought leader in innovative finance by i) collaborating with the World Economic Forum on their first-ever Humanitarian and Resilience Investing Challenge to find investable start-ups; ii) Positing WFP as the first and only United Nations entity to be part of the Google for Startups network; and iii) Developing the Innovative Finance and Venture Launchpad, which collaborates with other innovative finance teams across WFP to attract and blend different sources of capital (WFP, 2023).

WFP also engaged with the United Nations Capital Development Fund (UNCDF) to launch WFP Bridge in 2023, a loan fund aimed at scaling innovations and further developing SheCan, WFP's digital financing platform supporting financial inclusion through private donors (WFP, 2024). However, the Strategic Evaluation of WFP's Use of Technology in Constrained Environments found that WFP has not fully leveraged the benefits of these initiatives, noting SheCan and similar initiatives are 'positive, but remain

largely limited in scope or lacking empirical evidence on their empowering effects to date' (WFP, 2022). Building on this multifaceted involvement with the private sector, WFP can now build innovations up from the local level in response to country office needs, including through a range of blended finance options supporting access to savings, credits and loans, as well as microinsurance coverage to support financial resilience. WFP is also working with regional entities including the Africa Risk Capacity (ARC) Group, Caribbean Catastrophe Risk Insurance Facility (CCRIF), Southeast Asia Disaster Risk Insurance Facility (SEADRIFF) and Pacific Catastrophe Risk Insurance Company (PCRIC) to enhance sovereign risk insurance products, while exploring opportunities with the World Bank to launch a catastrophe bond from 2025 to address extreme weather events.

The 2020 Strategic Evaluation of Funding states that WFP's approach to innovative financing has generated some success, particularly for forecast-funding, but WFP has fallen behind its peers in Islamic social finance (Zakat) (WFP, 2020). It found that "The inability of WFP to apply flexible indirect support cost rates has made it less competitive than other organizations, including when attempting to access innovative financing. This is likely to become increasingly relevant as discussions on value for money within the funding chain continue and affect donor decision making" (WFP, 2020). The evaluation recommends for WFP to invest more in specialised staff including national staff with expertise in innovative financing, marketing and advocacy, having found that field offices did not have sufficient resources (WFP, 2020).

A cross-functional steering committee has been set up to define WFP's strategy on innovative financing, investigate and prioritize programmatic and thematic areas, assess resource mobilization opportunities and develop and pilot financing mechanisms. The innovative finance initiative is co-led by the departments of Resource Management, Partnerships and Advocacy, and Programme and Policy Development (WFP, 2020).

Country examples include:
- Mozambique: WFP Mozambique has led on supporting efforts to securing insurance for droughts and floods for the nation. As a result, the Mozambican government has purchased sovereign insurance and tropical cyclone insurance through support given by the World Bank.
- Somalia: Engagement with innovative financing streams is ongoing and has helped ensure advance financing. The country office has USD 9 million programme with AfdB, which includes insurance of livestock. WFP is also working with TV companies on telecoms and cash transfers.

MI 3.3: The organisation has systems and processes in place to ensure that it has the right staff, with the right skills, in the right place, at the right time.

Overall MI rating	Satisfactory
Overall MI score	2.86
Element 1: Investments are made in the strong and fully capacitated leadership, especially at country level and in major crisis contexts	3
Element 2: Solutions and incentives are in place to reduce staff turnover, especially in hardship duty stations, and key staff are officials, rather than consultants. There is evidence of appropriate succession planning. Recruitment is conducted in a timely manner, gaps between staff are limited.	2
Element 3: Effective workforce planning processes are in place to ensure capacity needs are identified, and resources are allocated in line with organisation and contextual priorities.	2
Element 4: Appropriate staff rotation policies are in place to cross-fertilize headquarters to field knowledge and experience, as well as refreshing the staffing pool with external expertise and talent, including young professionals	4
Element 5: Sufficient attention is paid to build the capacity of local staff, enable a career path, and avoid the distortion of local labour markets, and to avoid the recruitment of key staff from local organisations	3

Element 6: A system is in place, and used, to require all staff, regardless of seniority, to undergo performance assessment. Effective procedures are in place, and used, to deal with issues of underperformance and cases of sexual exploitation and abuse, and sexual harassment.	3
Element 7: Duty of care, particularly around safety and security of staff, is prioritized, especially in high-risk environments	3
Evidence Confidence	High confidence
Evidence Documents	
20, 74, 76, 85, 87, 88, 92, 257, 350, 356, 359, 361, 362, 363, 385, 386, 395, 412, 432	

Analysis

3.3.1: Investments are made in the strong and fully capacitated leadership, especially at country level and in major crisis contexts.

WFP invests in its potential leaders with substantial and comprehensive training. It aims to ensure that staff with the right skills are in leadership positions, including at country level and in crisis contexts. It is difficult to assess the effectiveness of this approach and we do not have direct evidence on this. WFP's Global Strategy Workplace Plan final report in 2021 noted that Senior Officers Directors, especially at country office level, needed to possess enhanced leadership skills (WFP, 2021). WFP has invested in a Country Director/Deputy Country Director Induction Programme, which is designed to support first-time, incoming Country Directors and Deputy Country Directors during the first six months of their new role. It includes a face-to-face workshop in Rome to meet colleagues, share experiences and gather information, plus personal coaching sessions to deepen applied understanding. This is supplemented by webinars with peers and reference materials. There is also a 12-week training programme for the Heads of Field Offices. 64% of respondents of the MOPAN survey strongly agreed with the statement that *"WFP has effective leadership in place in the field."*

WFP has a range of corporate leadership programmes. The "Leading People, Leading Teams" programme is a 21-week virtual blended leadership programme for mid-level managers leading people and teams built around the four dimensions of Emotional Intelligence to help develop leadership and the ability to influence and inspire. The Supervisory Skills Programme is a 15-week blended programme designed for new supervisors and managers in need of support and practical tools that will support their team to achieve results.

The WFP management plan 2023-25 states that WFP will continue to prioritise talent management, and workplace planning, both of which were identified as "significant risk and control issues" by the 2021 and 2022 management reviews. The plan supported the second year of the critical corporate initiative on investing in WFP people (USD 27 million) to achieve WFP's vision on "delivering excellence in people management.". WFP's Evaluation Office will commission an evaluation of workforce management in 2026 (WFP, 2023).

In Mozambique, staff noted the need to push for a more diverse leadership, including more staff from Africa. The Global Executive Inclusive Leadership Programme, which was implemented following the publication of the People Policy, includes an Inclusive Leadership Index (ILI) of inclusivity, a 'business narrative of inclusivity', and assesses blind spots (WFP, 2023).

The strategic evaluation of WFP's capacity to respond to emergencies recommended that WFP should "[d]evelop a detailed capacity development plan and strategy for employee skills and expertise that is designed to meet the operational needs for emergency response, including Leadership skills (e.g., for emergency coordinators)." The evaluation of WFP's Policy on Country Strategic Plans (CSPs) found that efforts are made to invest in and retain senior staff at country level, but noted that funding realities make it difficult to get appropriate and fully capacitated staff into country offices (WFP, 2023). In the Burkina Faso

country office, senior leadership had expanded in response to significant scale up of programme with two deputy director positions established.

3.3.2: Solutions and incentives are in place to reduce staff turnover, especially in hardship duty stations, and key staff are officials, rather than consultants. There is evidence of appropriate succession planning. Recruitment is conducted in a timely manner, gaps between staff are limited.

Staff turnover remains a problem in challenging environments. WFP aims to ensure that it has staff with right technical skills in leadership positions and to avoid turnover of critical positions at the same time, especially leaders. CSPs aim to look at staffing needs, including leadership, over the next five years which is the strategic workforce horizon. WFP's Staffing Framework states that consultants (affiliate staff) are not intended to fill the role of a staff member, but rather provide temporary, timebound services or expertise (WFP, 2021). Long term decision-making, or critical roles should be filled by staff members. Decision-making authority should not to delegated to consultants, nor should financial or people-management responsibilities. Posts can only be filled by consultants for 4 years before they must become fixed-term posts.

The Human Resources Division notes that it is increasingly difficult to get the younger generation to go to hardship duty stations as they want flexibility in working arrangements. WFP built a range of "Future International Talent" pools seeking to create a reserve of talents with appropriate skills to be ready for international deployment (for example Francophones in Mali and Chad, and specialists in difficult-to-fill functions to address any gaps arising from reassignment). FIT Pools have also created a career path for talented national staff and affiliate workforce. It is also difficult to get women to work in hardship duty stations and WFP is trying to focus on gender parity and balance, creating better living and working conditions for women and ensuring the provisioning of facilities and services they need. The Executive Director has also committed to eliminating barriers affecting the proportional representation of women employees, including setting a target for WFP to increase the number of women on the front lines of its work. Concerns related to hardship duty stations were noted in a 2018 letter from the WFP Professional Staff Association (PSA) Statement to the Executive Board, which noted that since 2016, conditions of service have declined drastically with the reduction and removal of key benefits for hardship duty postings meaning that staff may become more reluctant to relocate when the organisation needs it most (WFP Professional Staff Association, 2018).

The strategic evaluation of WFP's capacity to respond to emergencies (2011–2018) noted that factors influencing skill gaps go beyond the availability of employees with skills and expertise. Continuing areas of concern include high turnover rates of staff and slow human resource procedures that hinder rapid scale-up and continuity in the staffing of responses. High turnover is a constraint on plans to grow internal emergency response capacity. The evaluation of the CSP Policy noted that "Although WFP's 2021 people policy is guiding a more strategic approach to workforce planning, staff turnover and challenges to the stability of national-level staffing persist, reducing the capacity to retain talent, although improvements have been made in the type and duration of contracts" (WFP, 2023). The evaluation recommended that WFP should prioritise the strategic management of human resources to ensure talent retention, in particular in areas of the WFP portfolio where more expertise in leveraging international and domestic resources and playing an enabling role is required (WFP, 2023). The evaluation of WFP's Gender policy highlighted that staff retention had become problematic due to lack of training, career pathways and capacity development resources (WFP, 2020).

Examples from interviews with country offices include:
- In Colombia, there is a lack of contractual stability, because it is difficult to ensure multi-year funding on key workstreams.

- In Cambodia, short term staff are not well incentivised to extend contracts and there is no protection for senior roles to be on long-term contracts. Consultants are in practice just full-time staff on precarious contracts. These short contracts are particularly bad for older staff, as they need benefits.
- In Chad, the recruitment process is too slow and not well incentivised with extended periods of duty in harsh conditions.
- In Mozambique, there are issues due to the differing contracts held by staff including short term, annual renewal and long-term contract types.

3.3.3: Effective workforce planning processes are in place to ensure capacity needs are identified, and resources are allocated in line with organisation and contextual priorities.

The last MOPAN assessment noted that comprehensive workforce planning had commenced, but had some way to go before it could provide the full complement of expertise where needed. WFP presented a new corporate framework on Workforce Planning to the Executive Board at the end of October 2018. It noted that the framework model was skills-based, future-focused and aligned to the Country Strategic Plans and Functional Policies. WFP had developed a Human Resources Analytics Dashboard to provide a workforce overview noting that for the first time CDs, Division Directors, Staffing Coordinators, and senior human resource staff had easy access to their workforce data (WFP, 2018).

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 country strategic plans. The initiative is helping WFP to anticipate future workforce needs for each function, and to build functional capabilities and surge capacity (WFP, 2018).

Meeting humanitarian staff requirements is a constant challenge. Long term planning is constrained by earmarked funding and the need to keep the majority of staff on non-permanent contracts. The number of consultants hired has increased, and the workforce includes a high proportion of short-term staff. Exploring new approaches is therefore essential and one area currently being looked at is the localisation of long-term expertise. WFP has invested significantly in developing and implementing a people strategy involving major changes to the way in which it manages personnel. The Performance and Competency Enhancement (PACE) system has been strengthened by the addition of a real-time feedback tool that can help recognise and reward successful performance and reinforce line manager accountability.

The Staffing Framework (SF) is a new development since 2021. Previously, elements were embedded in various human resources policies. The Staffing Framework brought them together, and updated them, in a single framework. Under the SF, the objectives set in the Strategic Plan, CSPs, and Annual Performance Plans in each office form the basis for assessing staffing needs in terms of the number of posts and types of skills required to meet those objectives" (WFP, 2021). The Strategic Workforce Planning (SWP) pilot was initiated in September 2020 and established in 2021, while roll out to country office level started in 2022 (WFP, 2021). As of February 2024, a global SWP exercise, 26 country office SWPs and 11 functional SWPs had been completed.

External audit noted in 2023 that "the new staffing framework and service contract conversion exercises have helped to shift WFP's workforce from 61 percent short-term in 2021 to 50 percent in 2022. Nevertheless, funding constraints affect the ability to offer long-term contracts. While improved, WFP's recruitment process remains long and cumbersome, calling for greater flexibility to speed up the filling of positions. In the External Audit performance report on support services for financial year 2022, management accepted the recommendation for WFP to continue to regularize posts in line with staffing needs and the stipulations of the staffing framework" (WFP, 2023).

WFP's Technology division is working with the Human Resources Division (HRM) on a workforce plan, to ensure they have the right structure and engagement for IT needs, and to deliver on the new IT strategy. Challenges include being able to hire the right talent as the cyber security market is highly competitive and with high turnover. The UN needs to offer more competitive salary scales in order to recruit more staff for cyber security.

The CSP Evaluation found that "workforce planning has been insufficiently adapted to needs, and the skills of staff are not optimally aligned with WFP's ambition to play a catalytic and more upstream role" (WFP, 2023). WFP's management Response to the CSP evaluation was to commit to review and update programme and policy job profiles in line with the programme and policy strategic workforce plan, with a particular focus on technical skills (WFP, 2023).

On cross-cutting issues, WFP has agreed to review staffing needs and invest towards strengthening governance, risk and compliance capacity and skills to implement the climate policy as high priority by Q2 2025, which would also be aligned with CSP design and implementation (WFP, 2023). WFP has made investments in response to recommendations from the Evaluation of WFP's Gender Policy, which showed that gender equality and women's empowerment (GEWE) capacity needs were not being met and workforce planning required more investment (WFP, 2020).

Country examples include:

- A number of country offices had significant increases in staff over the review period. The Mozambique country office grew following multiple emergency responses including cyclones and COVID-19. The Burkina Faso country office grew from 100 to 340 staff between 2020 and 2023.

- In Cambodia, it has proved hard to get the workforce needed on short-term contracts, people tend to just move on to better and more stable contracts rather than renew precarious, short-term contracts.

- Having staff on fixed term positions is costly for country offices who have limited PSA support. Mozambique has 31 eligible staff whom they could convert onto fixed contracts, but this would cost USD 1 million per year.

- In Burkina Faso, several organisational staffing reviews have helped ensure expertise in response to changing needs including accessibility, accountability for affected populations, energy experts related to climate change, climate risk financing, social cohesion, and food safety.

- The Somalia office argued that workplace planning could better allocate expertise, such as software designers, to regional bureaux to reserve country office expenditure.

3.3.4: Appropriate staff rotation policies are in place to cross-fertilize headquarters to field knowledge and experience, as well as refreshing the staffing pool with external expertise and talent, including young professionals.

WFP's staff rotation is a core characteristic of the organisation. The assessment team was struck by the high percentage of headquarters staff who have had recent country office experience. An Internal Audit report on the reassignment process in WFP noted that, with most international staff being rotational, the reassignment process that manages the rotation of staff is an essential tool for the organization to cover its staffing needs in putting the right people with the right skills in the right roles. It also offers opportunities for WFP to grow, through rotation, the profiles it will need in the future, be it skills, cross functional expertise, or gender equality, protection, inclusion and diversity. The audit noted that the Human Resources Manual and other related guidance were not always clear and explicit on the rules and procedures of the reassignment process, including upstream assessment and evaluation of qualifications. It concluded that reassignment relies on the strength of the interconnected processes of workforce planning, performance

management and career management. "Efforts are under way to strengthen these areas; yet, in the auditor's view, not with the sense of urgency required for such a key area which indeed requires major efforts. Weaknesses in these processes negatively impact reassignment; for example, in anticipating qualified staff or skills deficits for a faster filling of vacancies, especially in key hardship and emergency duty stations; in relying on performance assessments; or on a Career Framework that is not widely implemented and inconsistently used" (WFP, 2021). FIT Pools and WFP restructuring are helping to address these gaps. WFP participates in the UN-wide Junior Professional Officers (JPO) Programme to bring in talented young people (under 35) from around the world. In the past six years, 70% have been women, 90% have had a Masters degree, and 80% have had more than three years of professional experience (WFP, n.d.). WFP had a total of 57 JPOs in post as of 15 April 2024 and employs interns from over 50 countries (WFP, 2023).

The Annual report of the Inspector General for 2021 noted that workforce planning was at an early maturity stage (in combination with protracted vacancies in key positions, staff turnover and staff capacity) and was a recurrent root cause of issues which adversely impacted field operations requiring major improvement or rated as unsatisfactory (WFP, 2022).

Country level evidence included:
- <u>South Sudan:</u> Interviewees suggested that WFP staff should start in country offices not HQ.
- <u>Mozambique:</u> WFP met requirements for cyclone Freddy support by rotating staff from the country offices to the field on 2-week cycles, and a "people exchange" programme which allowed for temporary reassignment to other countries for staff rotation, learning and knowledge exchange from across different operating contexts.
- <u>Burkina Faso:</u> Staff noted that the classification of countries is critical for staff rotation incentives.

3.3.5: Sufficient attention is paid to build the capacity of local staff, enable a career path, and avoid the distortion of local labour markets, and to avoid the recruitment of key staff from local organisations.

WFP invests in the development of local staff and we judge this to be sufficient, although some concerns remain among national staff about career development. The Staffing Framework states that WFP helps to develop local capacity in countries where it operates as well as nationalizing ownership of WFP programmes and operations (WFP, 2021). The WFP HORIZON Programme is a 12-week virtual development programme designed to support individuals to develop their careers, either nationally or internationally. The WFP HORIZON Programme is open to National Officers of any grade or equivalent Service Contract Holders at professional grades who meet the selection criteria (WFP, n.d.).

The People Policy comments that career development for national employees will reflect the importance of local knowledge, programme continuity and the contributions made by this, the largest part of the workforce. Career development will not always involve promotion, but may include opportunities for job enrichment, lateral progression within WFP and the wider United Nations system, and progression into international positions. It states that everyone should expect to be recognised, valued and supported (WFP, 2021) and seeks to give staff opportunities to be deployed to other countries in emergencies. In practice, this may be limited by visa issues.

National staff in Mozambique have access to the energiser booster programme (sessions held every 2 months), training materials on the WeLearn platform, and a mentorship programme for 6 months, which all build capabilities and skills. UN salaries for staff based in Mozambique are said to be higher than those of EU delegation staff in country. One external interviewee argued that UN staff salaries distort the local labour market, creating inequality. The country office, however, argued that WFP does not distort the local

market, as there are many international companies coming into the country, particularly in the north, for the oil and gas sector, paying similar salaries to those of the UN agencies.

Other points from country offices included:

- <u>In South Sudan,</u> there were some concerns including nationalisation of posts, career opportunities and having the time for national staff to participate in training. As the CO's institutional memory in-country, national staff should be recognised and consulted more systematically on programme and operations decisions. Key staff were brought in from local university; the logistics team started a programme to bring in 11 graduates from Juba university.
- <u>In Cambodia,</u> national staff are on very short-term contracts. Staff are often thrust into leadership because of technical skills, but this does not necessarily translate into having good management skills.
- <u>In Mozambique,</u> the majority of staff are nationals (90%), with 10% international staff. The country office invests in strengthening and empowering local staff, and now has fewer international staff taking up leadership positions within the country office. Staff training materials are often in English, French and Spanish, but Mozambique country office staff hope that training materials will be available in Portuguese from 2024. Prospects of long-term career progression of local staff is uncertain.
- <u>In Somalia,</u> the country office argued that recruitment of national staff should be based on potential to learn rather than years of experience, enabling positive career paths.

3.3.6: A system is in place, and used, to require all staff, regardless of seniority, to undergo performance assessment. Effective procedures are in place, and used, to deal with issues of underperformance and cases of sexual exploitation and abuse, and sexual harassment.

Evidence from the last MOPAN assessment was that performance assessment was comprehensively applied across the organisation, but auditors questioned the extent to which it was used to "critically appraise" WFP staff. This current assessment confirms that the performance assessment system remains in place for all staff and that WFP has expanded it to include protection and gender equality and inclusion. WFP scrapped mandatory mid-term reviews in 2022, leaving only annual reviews, which has weakened the system. Interim performance assessments have since been left to manager discretion. For SEA and SH see micro-indicators 4.9 and 4.10.

Staff noted that in comparison to sister UN agencies, WFP's staff performance system is deemed to be simple and conducive for conversations between the supervisor and staff member. Staff felt that the staff performance assessment allows for a conversation with their line manager; helping to set out clear objectives for the coming year and reviewing the previous years' tasks. Staff felt that the process allowed for constructive feedback. In the case of underperformance, the employee's direct supervisor should set up a 6-month performance plan to assist with progress.

In Mozambique, we heard that WFP has made improvements to its performance appraisal process, with performance improvement plans introduced three years ago. Staff who have worked at WFP for many years appreciate the changes made. The number of staff on performance improvement plans has increased and there is commitment to seeing change. However, contract staff expressed the view that WFP does not adequately reward contract staff for their good work and that progression is slow.

3.3.7: Duty of care, particularly around safety and security of staff, is prioritized, especially in high-risk environments.

WFP works in the most dangerous countries in the world and takes its duty of care responsibilities very seriously. This is a vital factor enabling it to operate in high-risk environments. Duty of care is a top priority in crises like Afghanistan and the evolving conflicts in the Middle East. WFP's corporate risk register recognises its duty of care to staff and commits to assessing employee health, safety, and security (WFP, 2020). WFP is grappling with how to extend duty of care for national staff who cannot be evacuated, noting that some national staff voluntarily relocate to other parts of their countries in crises, without WFP having to take any action. This may or may not be enough to ensure their safety depending on the nature of the crisis. Overall, we judge on the evidence that we have seen that WFP's duty of care is strong.

We found many good examples at country level:
- In South Sudan, staff receive a security brief within 72 hours of arriving. There are regular radio checks and 1-1s with staff as part of a pro-active approach to security. The WFP access team calls commissioners in every county on the route, and calls armed groups as well not asking permission, but giving notice. WFP does not distinguish between international and national staff in how it provides security. Staff appreciate the country office's approach to duty of care.
- In Somalia, duty of care is seen to be "really good", but threats to national staff may be under-reported. Risk is managed through active intelligence gathering.
- In Mozambique staff expressed that they felt that WFP look after them well. Duty of care structures are clear and adequate, including security focal points who are tasked with communicating any risks to staff within their district including evacuation.

MI 3.4: The organisation's logistics, procurement, equipment and information systems and procedures enable the delivery of timely and efficient results.

Overall MI rating	Satisfactory
Overall MI score	2.80
Element 1: Operational planning and logistics maintain stock control, manage transport and creates a healthy supply chain for goods, ensuring timely delivery of appropriate relief and other items.	3
Element 2: The procurement system is fit for purpose for crisis contexts, enabling timely delivery, value for money and including anti-fraud and anti-corruption measures. Local procurement is used where possible, where that would not lead to market distortions, and care is taken to ensure that international procurement does not adversely impact local markets	3
Element 3: All staff, especially those in the field, have the appropriate tools, equipment and energy supply to deliver results, and these are regularly maintained	3
Element 4: Internal information systems, including data, workflow and decision making, and dashboards, are in place to enable efficient operations, and appropriate data protection measures are in place	2
Element 5: [UN] Common operations are used, where available, to drive greater cost-effectiveness	3
Evidence Confidence	Medium confidence
Evidence Documents	
61,63,87,171, 173, 206, 261, 350, 353,355,356, 357, 373, 375, 384,387, 388, 389, 426	

Analysis

3.4.1: Operational planning and logistics maintain stock control, manage transport and creates a healthy supply chain for goods, ensuring timely delivery of appropriate relief and other items.

Planning and logistics are strengths of WFP. Supply chains are mainly led from country offices. Metrics include tonnage of food, quality, timeliness and cost. The supply chain function generally looks for the

cheapest prices in the market, but sometimes needs to prioritise timeliness. Countries call down regional bureau and HQ experts where needed. VAM and programmes usually lead on carrying out assessments to promote local procurement, while supply chain notes practicalities of delivery and executes the given strategy. Assessments are made to avoid market distortions and local markets are used wherever possible.

WFP's ongoing Reassurance Project is focused on 31 high risk country offices and includes a Supply Chain workstream. The WFP Supply Chain Division is 'revamping their functional oversight framework'. Actions include providing more services to country offices, contracting third party companies and assessing supply chain networks (WFP, 2023). As part of the Reassurance Action plan, the Supply Chain division and function is undertaking five actions (WFP, 2023):

- L.E.S.S Last Mile Application (begun in 2018)
- Track and Trace Initiative (A combination of process simplification and new technology for identification)
- Third party review of supply chain network design
- Third party physical inventory checks
- Expanding coverage of video surveillance in WFP warehouses.

The Supply Chain Division launched the Last Mile application in 2018 to enable real time recording of goods received at the Final Delivery Point. Countries piloting this tool have seen the average delay in receipts reduce from 26 to 4 days. However, funding constraints and competing priorities at the country office level led to a low uptake of this tool, with only 19 field operations adopting the solution to date. A clearer mandate and corporate funding support are needed to increase the adoption of this tool, which seems to generate time and staff cost savings that would offset the roll-out investment.

The 2023 annual report of the Inspector General and the Management Review of significant risk and controls in 2022 highlighted supply chain operations (comprising WFP procurement, logistics and commodity management) as one of four current and emerging areas for improvement (WFP, 2023). It noted that: "While evolving, controls in logistics and procurement still need improvement, specifically in vendor management …undertaking regular logistics assessments; and in improving the effectiveness of management committees. In a context of high commodity prices, enhancements in these areas are fundamental to ensure the transparency, efficiency, and effectiveness of the procurement process across regions, improve warehousing practices and adequately safeguard the quality and safety of the distributed food." (WFP, n.d.).

In Burkina Faso, WFP benefits from its good reputation in the country for its expertise and leadership in supply chain management. WFP purchases from smallholder farmers in food-surplus regions (55 percent of whom are women) to increase food availability in food-deficit areas, while supporting local development (WFP, 2018). In Mozambique staff felt that WFP's supply chain systems and processes have professionalised over time. In South Sudan nearly every stakeholder complimented the work of the Logistics Cluster and of UNHAS - "we wouldn't be able to work in South Sudan without them". Additionally, in South Sudan the country office increased their use of canoes for delivery in 2022. This practice employs local people to deliver their own food and utilises thousands of canoes, belonging to the villages, thus earning them more money, and building up the supply chain, with the added value of being cheaper, and with lower carbon emissions. The Chad Country Strategic Plan Evaluation (CSPE) recommended strengthening dialogue with the Government on supply chains, and improving planning systems for better anticipation of bottlenecks in key WFP supply corridors (WFP, 2023).

3.4.2: The procurement system is fit for purpose for crisis contexts, enabling timely delivery, value for money and including anti-fraud and anti-corruption measures. Local procurement is used where possible, where that would not lead to market distortions, and care is taken to ensure that international procurement does not adversely impact local markets.

WFP has clear guidelines for procurement and seeks to support local markets. Anti-corruption measures have been found to be wanting (for example in Ethiopia and Somalia) and are being addressed, but at increased cost. Where possible, WFP purchases commodities regionally or locally to support local economies, recognising that purchasing locally sometimes costs more. The WFP local and regional food procurement policy (LRFPP), approved by the Executive Board in November 2019, was designed to boost local and regional purchases including from smallholder farmers while taking into consideration the cost-efficiency principle that drives WFP food procurement. The implementation of the LRFPP has been divided into two phases: i) The transition phase (2020–2022), during which WFP developed and tested the systems and tools needed to operationalize the LRFPP; and ii) The mainstream and sustain phase (2023–2027), when these systems and models will be mainstreamed into WFP business processes while procurement capacity, efficiency and sustainability are maintained (WFP, 2022). Updates on the implementation of the local and regional food procurement policy were presented at the Board's sessions in December 2021 and June 2023. Achievements to date indicate the LRFPP pilot has been successful: In 2022, WFP scaled up local and regional food procurement to USD 1.6 billion, up from USD 787 million in 2020, with 51 percent of global WFP tonnage sourced locally and regionally and a 103 percent increase in value injected into local economies during this period. In 2022, 95 percent of the total food procured for Latin American and Caribbean country offices was sourced in the Latin America and the Caribbean Region under the "LAC feeds LAC" initiative, representing a 46 percent increase compared to the previous year."

Through the Global Commodity Management Facility (GCMF), WFP purchases and pre-positions food commodities as part of its corporate working capital management, before the food inventories are transferred to country operations (WFP, 2022). The GCMF has been widely adopted by country offices. In 2022 65% of volume was purchased through the GCMF, and they were "able to receive their food in an average of 34 days, 72% faster than the average 120 days for conventional procurement" (WFP, 2023, p. 9).

WFP uses local markets if possible and assessments are made to avoid market distortions. The local and regional food procurement policy noted that investment was needed at the corporate level to strengthen the capacities of country offices, regional bureaux and headquarters units to analyse value chains and market trends in order to inform procurement decisions, particularly in situations of market distortion (WFP, 2019). The Global Commodity Management Facility (GCMF) also purchases locally where possible. In 2022, 37% of country office food purchases from the GCMF were sourced from local and regional markets. This also supports income-generating opportunities (WFP, 2023). WFP's Cash Assurance Framework provides guidance on how country offices should approach procurement of financial service providers and cooperating partners. Retailers are regularly monitored and evaluated (WFP, n.d.).

Country evidence included:
- Ukraine: The focus on localisation included procurement with 80% of commodities bought in Ukraine.
- South Sudan: WFP is active in forward purchase arrangements, to lower costs and enable more rapid responses.
- Mozambique: Although WFP's procurement systems and processes are strong, access to and engagement with local markets is difficult as local markets systems are weak and require capacity strengthening to comply with WFP standards.

WFP's procurement expertise goes beyond food commodities to include a range of services including trucking and other transportation services, which support both its own operations and the wider humanitarian community. In 2022 WFP procured USD 1.2 billion of non-food goods and services from over 10,000 vendors, with an emphasis on sustainability.

3.4.3: All staff, especially those in the field, have the appropriate tools, equipment and energy supply to deliver results, and these are regularly maintained.

Staff have appropriate tools, equipment and energy supply to deliver results. WFP's support services provide all the necessary services for operations. For example, Mozambique country office staff all have access to laptops, from which they can access the majority of the systems away from the office. This has allowed them to transition to new ways of working, including during COVID−19. WFP's Fast IT and Telecommunications Emergency and Support Team (FITTEST) provides data connectivity, secure telecommunications, digital assistance services and equipment services to field staff and partners (WFP, 2022). FITTEST advises and assists with equipment sourcing, management, shipping and maintenance, often working in collaboration with the Emergency Telecommunications Cluster (ETC) (WFP, 2022). As the global lead of the ETC, WFP has supported the development and maintenance of connectivity infrastructure in highly constrained contexts. Country offices in constrained environments have utilised innovative equipment including Remotely Piloted Aircraft Systems (RPAS) for supply delivery operations. WFP recognises the need to prioritise digital solutions to ensure WFP systems are effective and that the systems integrate with each other to allow for agile decision making (WFP, 2023). Access to digital solutions has been enhanced through WFP's partnerships with the private sector, including telecommunication and digital technology service providers. The Strategic Evaluation of WFP's Use of Technology in Constrained Environments consulted stakeholders at the country offices level, who agreed that tools were available to mitigate risks from the use of digital technologies (WFP, 2022). However, the evaluation also found that WFP's approach to monitoring the use of technology and deployment of digital technologies is ad hoc, with potential for non-compliance by country offices and insufficient training, and there is limited guidance for evaluating the performance of digital technologies used in constrained environments. These limitations have been acknowledged in WFP's 2023–2026 Information and Technology Strategy, which highlights the need to review potential areas for centralisation, including network equipment, as a priority action to limit the risk of non-compliance (WFP, 2022).

3.4.4: Internal information systems, including data, workflow and decision making, and dashboards, are in place to enable efficient operations, and appropriate data protection measures are in place.

WFP has a large range of internal information systems. Tools are generally appropriate, but staff complain that there are too many systems that do not speak to each other. This is endorsed by the Office of Internal Audit (OIGA) and the Office of Inspections and Investigations (OIGI) reports that WFP's IT is fragmented, and that there is a proliferation of IT systems, tools and programmes which differ across country offices and regional bureaux, with low interoperability. Since October 2023, WFP has been implementing a corporate Information and Technology Strategy 2023-2026, endorsed by the Executive Director.

WFP's Technology Division looks at how to protect information and what architecture is needed at country office level. They also review internal systems, updating systems and controls, with checks each year and quarterly penetration testing. WFP has identified the potential of Artificial Intelligence (AI) to manage food and cash delivery, monitor hunger, nutrition, health and education, and improve efficiency and effectiveness. WFP is actively assessing AI's potential costs, risks and benefits to the organisation. Since 2019, the Technology Division has made policy changes towards better investment in cyber security and

risk assessments. The division is now more organised and engaged with the rest of the organisation in shaping policies.

Examples from country programmes include:
- <u>Colombia:</u> WFP has not yet moved towards the future in terms of information management and still suffers from internal systems that are not speaking to each other well.
- <u>Syria</u>*:* Technology options have been over-emphasised as solutions to fix identity management issues. What is needed are standards and principles which fit the regulatory environment, being clear on who can own and see data and negotiating better data sharing agreements.

External interviewees emphasised that in setting up, boosting or utilising existing telecommunications infrastructure, the WFP Emergency Telecommunications Cluster (ETC) coordinator must be careful of vulnerabilities when collecting data, especially for beneficiaries, to ensure data is adequately protected. As the operating organisation, WFP bears responsibility.

SCOPE is WFP's beneficiary information and transfer management platform. An internal audit study (WFP, 2021) found that the adoption of SCOPE was partial in many country offices, with a lack of preparation by country offices leading to major data quality issues that the organisation is still struggling to resolve. It noted that WFP has designed policies to protect the data and privacy of beneficiaries and comply with local requirements, but these have not yet been effectively implemented and that major improvement was needed.

WFP's Global Data Strategy (2024-26) acknowledges weaknesses in data management and has a pillar on data management and data governance (WFP, 2024). It commits WFP to protecting personal data with the highest standards of security. It will be important to monitor the rollout of this strategy and to ensure that ongoing data risks are assessed and mitigated. We were not made aware of any significant data breaches which have affected WFP during the assessment period.

3.4.5: [UN] Common operations are used, where available, to drive greater cost-effectiveness.

WFP has very clear alignment to UN common systems for operations and is a major provider of UN common operations. One of the reasons for providing and utilising UN systems is to reduce costs. WFP leads the logistics cluster and provides on-demand services to other organisations on a regular basis. WFP leads on some mandated services (including the UN air service) that other UN organisations rely on.

WFP and the United Nations Office for Project Services (UNOPS) are co-chairs of the global shared services inter-agency task team. WFP utilizes UNDP payroll services for fixed-term national staff and receives global security support from the United Nations Department of Safety and Security. WFP uses the UN Global Marketplace for procurement. WFP also uses the centralized public auction service of the Office of the United Nations High Commissioner for Refugees to dispose of used and obsolete equipment' (WFP, 2023).

WFP manages the United Nations Humanitarian Air Service (UNHAS), created in 2003, and is rightly proud of this unique service. UNHAS provides common air services, including passenger and light cargo transport for the wider humanitarian community to and from areas of crisis. This is particularly important for destinations the humanitarian community needs to reach which are not served by adequate commercial air operators. A wide range of aid workers from NGOs and international organisations rely on UNHAS and 390,000 passengers were flown in 2022 to 320 regular destinations. UNHAS uses a fleet of 75 aircraft and helicopters chartered from commercial air operators and was particularly valued during the COVID-19 pandemic when most commercial air services were prevented from operating.

WFP currently has 11 staff serving as resident coordinators, its highest number to date; this amounts to 9.1% of all resident coordinators. In 2022, WFP and UNHCR set up an independent service, UN FLEET, to help sister UN organisations to lease vehicles needed for operations. Seven United Nations entities have signed service agreements with UN FLEET: UNICEF, the United Nations Office in Nairobi, WHO, the International Labour Organization (ILO), the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and FAO. WFP is part of the United Nations Implementing Partner PSEA Capacity Assessment Tool, with UNICEF, UNFPA and UNHCR (in consultation with other IASC members and the UN SEA Working Group). WFP is the third biggest source of resident coordinators in the system, after UNDP and external recruitment (WFP, 2023). As of December 2023, WFP and IFAD libraries merged their catalogues, creating a unique collection of 26,000+ records visible to all WFP and IFAD users, opening opportunities for active collaboration on collection development and interlibrary loan (WFP, n.d.).

Developed and managed by WFP, the United Nations Booking Hub is a global inter-agency platform which connects supply and demand for humanitarian services in the field. It enables humanitarian staff to book field services easily and United Nations service providers to manage services more effectively. Present in more than 1,500 field service points in 111 countries and with 17 United Nations partners, the United Nations Booking Hub has served 2.4 million humanitarian clients to date. Services that can be booked through the Hub include accommodation, air and ground passenger transportation, carpooling, facilities management, staff wellness support and medical consultations.' (WFP, 2023). UN partners have mutually recognized WFP policies and procedures, which has thus resulted in a faster adoption of the same common provision service agreement, with easier internal checks and approvals" (Business Innovations Group, 2022). The largest and fastest growing shared service, United Nations Mobility (comprising WFP passenger transportation and carpooling services) is operational in 98 countries and involves 6,000 United Nations vehicles and 4,800 United Nations drivers. To date, this service has served 2 million passengers (WFP, 2023).

The evaluation of WFP's Policy on Country Strategic Plans (CSPs) found that the CSP policy provided generally good alignment with common processes across the UN system and harmonisation with other United Nations entities (WFP, 2023). In Chad, one of the six strategic outcomes in the CSP is "Humanitarian and development partners in Chad have access to common services enabling them to reach and operate in targeted areas all year" (WFP, 2018).

MI 3.5: Financial and administrative processes are fit for purpose.

Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: Adaptive management techniques are deployed to respond to high risk fast evolving contexts	3
Element 2: Appropriate criteria are in place to guide resource trade-off decisions, prioritizing the greatest needs	3
Element 3: Simplified financial and administrative procedures – but with adequate safeguards – are in place to enable timely and appropriate disbursement in crisis contexts	3
Element 4: Appropriate internal control frameworks are in place, – in line with the Three Lines of Defense model	3
Evidence Confidence	High confidence
Evidence Documents	
57,58,59,61,62,63, 64,87, 103, 257,262, 425	

Analysis

3.5.1: Adaptive management techniques are deployed to respond to high risk fast evolving contexts.

Adaptive management is defined by USAID as" an intention al approach to making decisions and adjustments in response to new information and changes in context" (USAID Learning Lab, 2018). The USAID guidance also notes that "adaptive management is not about changing goals during implementation, it is about changing the path being used to achieve the goals in response to changes." WFP responds rapidly in fast-changing environments and is adaptable in its approaches to achieve its objectives. Usually, WFP faces rapidly evolving contexts in countries where it already has a presence. WFP uses innovative financing and logistics mechanisms to respond, and through the Global Commodity Management Facility (GCMF) will sometimes have stock in the region in case this is needed. Experienced country office staff felt that WFP's finance and administration policies and processes are professional and allow for necessary flexibility.

One country example of adaptive management techniques responding to changing contexts was in Haiti, where WFP has employed adaptive management to respond to high-risk, fast-evolving contexts. Since 2019 WFP has shifted its response to focus more heavily on emergency preparedness after consecutive crises (WFP, 2023).

Some country offices noted that the Country Strategic Plan (CSP) revision process can impede rapid response, especially when these revisions concern strategic outcomes, or multiple focus areas. CSPs are not always aligned to support rapid response from WFP, such as in Lebanon in 2021 when WFP was charged by the Resident Coordinator to support fuel procurement and a budget revision was required for CSP to accomplish this (WFP, 2023). Similarly, in Laos, WFP had no funding for emergency preparedness built into the CSP, and when heavy flooding hit the region, the country office had to quickly request funding from HQ to support augmentation of national capacity to respond (WFP, 2023). In Somalia, policies and procedures were felt to be overly complex and to impact the speed of response. However, the commitment of staff has allowed WFP to work around these barriers.

Adaptive management was powerfully illustrated in WFP's response to the COVID-19 pandemic. 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. Country Strategic Plans (CSPs) were revised to meet new conditions as the pandemic unfolded. Sixty-six CSPs were revised in 2020, with 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 takes on average between four and five months, including approval. WFP has taken measures to streamline the revision process in response to this evaluation.

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 in urban targeting, in which WFP had little recent experience. Refugees, internally displaced persons and resident beneficiaries in urban areas were reached in greater numbers than prior to the pandemic. Cash-based transfer programmes expanded significantly, with a 37 percent 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. WFP supported governments in 65 countries 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 percent (97.1 million). In all, 93 percent of targeted beneficiaries were reached, with a range of 84–100 percent 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, earned it significant international appreciation and respect. The timeliness and agility of WFP's service provision was highly valued by all partners.

3.5.2: Appropriate criteria are in place to guide resource trade-off decisions, prioritising the greatest needs.

WFP's overarching criteria for resource allocation and programming are based on need. WFP undertakes vulnerability and needs assessments to underpin these decisions. WFP is the primary agency generating data to support the Integrated Food Security Phase Classification System (IPC) which is the principal driver for decision making for WFP and the international community as a whole in food crises. This then translates into WFP's needs-based budgets and donor appeals. Most subsequent donor contributions to WFP are tightly earmarked at activity level, however, which is an obstacle to WFP's ability to make resource trade-offs and prioritisation according to the greatest needs.

WFP is able to allocate unearmarked funding in line with agreed corporate priorities, including to fund financial response mechanisms and to increase allocations to meet the greatest needs as funding allows. Unearmarked contributions have increased in recent years, but only account for 9.2% of total contributions (WFP, 2023). In 2022, WFP received a record USD 1.3 billion in flexible funding including unearmarked multilateral contributions, contributions to the Immediate Response Account (IRA) and softly earmarked funding. WFP also began reporting on "softly earmarked" funding in 2023 (WFP, 2023). Individual fundraising is WFP's largest private sector contributor to flexible funding, with an estimated 30-35% of all individual contributions being flexible, which allows WFP to prioritise the greatest needs for resource allocation (WFP, 2023).

WFP's minimum assurance measures include the use of evidence-based targeting and maintaining a digitised list of beneficiaries at household level to help aid in resource decisions (WFP, 2023). In 2022, the organisation began using strategic financing for programmes provided through internal project lending and the IRA, creating greater flexibility for WFP to respond to changing needs (WFP, 2023). WFP has three strategic financing facilities that serve as internal tools for flexibly managing operations and do not require contributions from donors. However, the ceiling amounts on these facilities are low. WFP proposes to change the ceilings from a fixed monetary amount to a percentage of its global contribution forecast. This more dynamic approach would make management of the ceilings more efficient and increase WFP's ability to rapidly deploy strategic financing for large-scale, sudden onset emergencies (WFP, 2022).

Donors do not feel that CSPs are helpful for guiding resource trade-off decisions. They find that there is a discrepancy in WFP's priorities in the light of funding cuts and that WFP resorts to limiting rations in some areas, but continues to fund projects in non-humanitarian countries without clarity on prioritisation. This, however, is primarily a challenge to donors since WFP responds in areas where donors are providing funding. In Chad, the criteria for resource trade-off decisions were felt to be unclear including the balance of operational cost, government needs and priorities, donor requests, and budget predictions.

The strategic evaluation of WFP's funding found that WFP's internal resource allocation mechanisms have alleviated some pressure with regard to the funding of core functions and strategic initiatives. WFP's funding model is, however, dependent on donor funding and donor preferences continue to drive WFP's operations. The evaluation also found that WFP's Programme Support and Administrative (PSA) budget has in a limited way been able to support funding to country offices with a proportional decrease in HQ allocations. Emerging funding gaps have been filled by short-term funding from the Equalisation Account or earmarked contributions (WFP, 2020).

3.5.3: Simplified financial and administrative procedures - but with adequate safeguards - are in place to enable timely and appropriate disbursement in crisis contexts.

The previous MOPAN assessment of WFP (2017 - 18) found that many country offices were struggling to introduce new systems while simultaneously conducting business as usual. Elements identified as requiring attention included the simplification of procedures such as processes for budgeting and cost reporting and fine-tuning the system to ensure flexibility while maintaining accountability.

WFP does not generally vary systems in crisis contexts or by size of programme, since most of its work takes place in crisis contexts (See 3.6.5). WFP is able to make timely and appropriate disbursements in those contexts. There is room for improvement of financial and administrative processes, which are to some extent slowed down by bureaucratic processes, and a review is currently underway. The staffing policy allows for fast-tracking of selection procedures for Consultants in L2/L3 emergencies (WFP, 2021). There are no simplified financial procedures in crises, but contracting is quite agile in these situations. WFP can arrange early release for commodities if needed to move food faster. Interviewees argued that there are occasions when procedures could be simplified, not necessarily in crisis contexts, but for smaller programmes.

Some administrative tasks are cumbersome, such as the uploading and downloading of donor agreements in WFP's document management system, and the WINGS system fails to provide a simplified overview of agreements (WFP, 2023). Payroll is outsourced to a service provider, but often payroll data held by WFP and by the service provider are not fully consistent. Additionally, country offices have very little visibility over the payroll process coordinated by the Service Provider (WFP, 2023).

The 2019 Evaluation of WFP's Capacity to Respond to Emergencies found there were concerns within WFP that the CSP system would be more time-consuming and less flexible and would slow WFP emergency responses. While the evaluation noted that the development of guidance to support CSP revision should ensure continued flexibility in emergency contexts, it recommended that WFP 'make explicit the criteria for decision-making procedures, including CSP revisions, so that framework enables relevant and flexible responses' (WFP, 2020). This recommendation was partially accepted by management and the Emergency Operations Division revised the operational framework for emergency response, including the scope of and criteria for activation of a response and delegations of authority (WFP, 2020). However, WFP has made limited progress in addressing the constraints of the CSP revision process. The 2023 CSP policy evaluation noted that while "WFP maintains its reputation for rapidly responding to emergency needs, the speed, flexibility and efficiency gains envisioned in the CSP policy are sometimes constrained by certain

aspects of the CSP revision process, which is designed for medium-term planning and budgeting" (WFP, 2023). The evaluation recommended that WFP simplify the country strategic plan approval and revision processes and "simplify the financial framework so as to lighten the associated workload for country office budget management and country strategic plan revisions".

Cooperating partners argued that WFP's financial and administrative processes are slow, especially delaying payments to partners, which can have significant consequences. These delays mean that only partners with reserves can work with WFP. In Mozambique, the physical signing of documents is a common practice leading to cumbersome processes and delays. Financial and administrative procedures are the same across all operational offices within the country, with no differences for crisis context operations.

3.5.4: Appropriate internal control frameworks are in place - in line with the Three Lines of Defence model.

WFP's high-level committee on management endorsed the three lines of defence model in November 2014 and WFP formally adopted the model as part of the update of its internal control framework in 2015 and the Oversight Framework (WFP, 2018). The three lines of defence are operationalised as follows (WFP, 2018):

- The first line of defence is all functions across all levels of the organisation (including country offices and regional bureaux) taking ownership of business risk decision-making and being responsible for identifying and assessing risk within established risk appetite.
- The second line of defence comprises management and advisory functions across WFP who monitor risks and controls, set policies and standards for control. Activities include monitoring operational activities, functional management and business transition.
- The third line of defence is the Office of the Inspector-General (OIG) and the Office of Evaluation.

In first- and second-line activities, HQ and regional bureaux provide support to country offices including oversight of implementation of strategies and policies, operational oversight and ensuring coherence at regional and country level. To support the first and second lines, WFP has established a risk and compliance adviser role to assist countries and regional directors in providing advice and recommendations for internal control systems, monitoring and management of risks and optimisation of resources. In 2017, the Enterprise Risk Management Division was established. The division forms part of WFP's second line of defence, and is grounded by the Enterprise Risk Management Policy, the Risk Management Integrated Framework and the Internal Control Framework.

The Independent Oversight Advisory Committee (IOAC) 2023 report makes suggestions for regional bureaux to be given a greater role in risk management at country level, thus strengthening the second line of defence (WFP, 2023). IOAC underscores the importance of minimising the burden of risk management activities on country offices. In addition to the internal controls and three lines of defence, external lines of defence have been established through the work of external auditors and the Joint Inspection Unit (JIU).

WFP is particularly strong on policies for handling cash. The WFP 2023 Cash Policy seeks to reduce risk and ensure meeting of accountability requirements by ensuring the application of WFP's cash assurance framework and PSEA measures when delivering cash-based assistance (WFP, 2023). Clear control frameworks are in place in the Cash Assurance Framework Technical Note, which specifies when and how country offices are required to mitigate and report fraud, human error, other administrative divergence during transactions with beneficiaries.

Donors felt the Ethiopia aid diversion incident in 2023 raised red flags over weaknesses in WFP's internal oversight mechanisms, as operational misconduct can be concealed in a large organisation. As a response to the Ethiopia scandal, countries with a high risk of fraud that are giving cash-based assistance now

complete fraud risk assessments with the support of a HQ-led mission and are within the global reassurance plan in which WFP is rolling out additional control mechanisms to ensure that delivery is conducted to expected standards in the country, and that all controls are complied with.

MI 3.6: Organisation can effectively scale up to deliver in new and escalating crises, including significant concurrent crises.

Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: Appropriate criteria are in place, and followed, for determining when scale-up/surge is required	3
Element 2: Fast track recruitment and back-up expert surge mechanisms are in place and functioning for new and escalating cries, including: senior leadership, appropriate sectoral experts, co-ordination experts (where required), assessment professionals, communications staff etc. – and provision is made for back-filling the positions these experts are temporarily vacating	4
Element 3: Safeguards are in place to ensure that new staff are well qualified and have no black marks against them related to Sexual Exploitation and Abuse. Systems are in place to track abusers and prevent their hire	2
Element 4: Dedicated funding windows are set aside for anticipatory action and major contingencies, including seed funding for new and escalating crises	4
Element 5: Simplified procurement, logistics and other administrative measures are in place for scale up situations	3
Element 6: Organisation effectively supports system wide approaches in scale up situations, including supporting leadership, co-ordination structures, common plans/appeals etc.	3
Element 7: Appropriate procedures, including triggers, are in place to transition out of surge/scale up processes towards regular operations	2
Evidence Confidence	High confidence
Evidence Documents	
3,58,127,136, 157,270,328,349,350, 390,391,393	

3.6.1: Appropriate criteria are in place, and followed, for determining when scale-up/surge is required.

WFP is able to surge rapidly based on need and has demonstrated this in a number of countries over the past five years. Scale up is normally determined by a call from the Executive Director for a surge in Level 3 emergency countries. This is based on need and projected trends in food security. The exact criteria for scale up and its extent are not clearly defined, but we recognise the importance of WFP exercising its judgement to address priority needs based on its unique global monitoring and forecasting capacity. Scale up can be pre-funded within the organisation but ultimately, scale up depends on the judgement of donors who provide the funding. 63% of respondents of the MOPAN survey agreed with the statement that *"WFP is able to quickly surge and scale up for new and escalating crises."*

The Emergency Preparedness Policy (2017) notes that WFP will continue to pursue a "no regrets" approach to emergency preparedness, deploying and leveraging its field presence, networks and global reach to ensure that lives are saved. In a "no regrets" approach, cost-efficient measures are taken to mitigate an expected threat before the threat occurs. The rationale for doing so is that even if the actual threat is less severe than expected, the measures will have yielded other valuable benefits (WFP, 2017). Donors were clear that WFP needs freedom to be able to scale up and scale down in line with humanitarian needs, while noting that the system is not perfect.

There is mixed evidence of appropriate and necessary scale up at country level:
- Haiti: A corporate scale-up effort was conducted during 2022-23 that particularly aided the Haiti country office. This scale up was still able to be conducted even during a time of budget cuts across the organisation.
- Syria: Scale-up seems to have been done more at discretion of the Country Director based on the contextual needs of beneficiaries, rather than being determined by explicit criteria.

A strong example is Ukraine. The WFP Regional Bureau in Cairo undertook a scoping mission to Kyiv in May 2021. Following this preparatory work, in late February 2022, as Russia started its invasion of Ukraine, WFP launched the Limited Emergency Operations for Ukraine. The WFP Concept of Operations (CONOPS) and the Supply Chain strategy supported the launch of the Limited Emergency Operation, providing supply chain solutions to the humanitarian community through the activation of the logistics cluster (WFP, 2023). The original needs-based budget was USD 50 million (for three months) and aimed to reach 200,000 beneficiaries (WFP, 2023). In December 2022, the Ukraine Transitional Interim Country Strategic Plan (T-ICSP) (2023–2024) was approved with a budget of USD 1.9 billion and aiming to reach 4.9 million beneficiaries (WFP, 2023). The Ukraine T-ICSP notes: "Under the Limited Emergency Operation, WFP has been one of the leading agencies responding to the humanitarian needs of crisis-affected populations across Ukraine, providing food and cash assistance to almost 3 million people a month, supporting the restoration of supply chains and strengthening food systems, as well as providing school meals to crisis-affected schoolchildren and providing services to humanitarian and development partners" (WFP, 2023).

3.6.2: Fast track recruitment and back-up expert surge mechanisms are in place and functioning for new and escalating crises, including: senior leadership, appropriate sectoral experts, co-ordination experts (where required), assessment professionals, communications staff etc. - and provision is made for back-filling the positions these experts are temporarily vacating.

The 2022-2025 Strategic Plan commits WFP to the mobilisation of operational, administrative and financial resources within 72 hours of an emergency (WFP, 2021). WFP staff are prepared to be deployed and respond at short notice, at all staff levels. WFP has created a Global Surge Unit for training, in response to a recommendation from the strategic evaluation of WFP's capacity to respond to emergencies (2011–2018) to provide guidance to staff on training and development opportunities that will allow them to progress through emergency responses (WFP, 2020). No specific evidence was found on back-filling of posts.

The main Human Resource Management tool used to respond to rapid intervention needs is the Emergency Response Roster (ERR), which has received some criticism from internal auditors. Not considered to be representative of high-level staff, 90% of staff included in ERR are local, although it is open to all staff categories. It has vastly varying use in different country contexts, for example 13% of deployments being from ERR in Nepal versus 45% in Iraq. The nature of deployments made from the ERR are also not necessarily connected to the scale or duration of an emergency situation. The auditor has suggested having all WFP staff serve on the ERR roster for at least one post in their career (WFP, 2018).

Workforce 2020 (see 3.3.3) is helping WFP to build surge capacity (WFP, 2018). There is also capacity for fast-track recruitment and scaling up for support for the Emergency Telecoms Cluster, providing that the host country is willing to let the cluster in. This is particularly noticeable in the West Bank and Gaza Strip, where staff are having trouble being approved to enter. Some WFP national staff have problems with getting visas to contribute to surge capacity in other countries, which slows down WFP's ability to get national staff deployed to crises. This problem was, for instance, mentioned in the Mozambique country office. However, some staff have diplomatic-level United Nations Laissez-Passer (UNLP) visas which can

help circumvent these issues. During periods of natural disasters, the Country Office in Maputo has sometimes redeployed staff internally for surge capacity support, notably for Cyclone Freddy. Staff were deployed to the office on two-week rotations to ensure they had adequate rest time during the crisis.

In Burkina Faso, which saw significant scale up with an increase from 100 to 340 staff between 2020 and 2023, country office staff noted that several organisational staffing reviews have been conducted to meet staffing requirements in the context of changing needs. This included securing expertise in accessibility, PSEA, accountability for affected population, risk and compliance, climate change, social cohesion, and food safety. Additionally, two deputy director positions were created in 2022.

3.6.3: Safeguards are in place to ensure that new staff are well qualified and have no black marks against them related to Sexual Exploitation and Abuse. Systems are in place to track abusers and prevent their hire.

WFP screens new staff for sexual abuse via a UN Wide Database (ClearCheck)**.** The *WFP Code of Conduct* was revised in June 2022, reinforcing WFP's 'zero tolerance' towards SEA, and framing WFP's approach within five corporate values – collaboration, commitment, humanity, integrity and inclusion (WFP, 2022). All WFP employees, regardless of contract type, including consultants, contractors, casual labourers and interns, sign the Code of Conduct upon signing their contract, which is managed and monitored by the Department for Human Resources Management (HRM).

In 2023, HRM revised its pre-recruitment forms to include more targeted questions on conduct and behaviour, such as specific questions about whether the candidate has been subject to any prior investigations or disciplinary and administrative measures or sanctions for misconduct in the workplace. The form also specifically enquires about engagement in sexual exploitation and abuse. In connection with this revision, a series of technical webinars were delivered to all HR officers globally to ensure consistent implementation. These processes will be automated in the near future with the implementation of the new HR digital system which should decrease the risk of human errors and ensure consistency. WFP has also been using the services of "One HR" for background checks (academic, professional, criminal) at the recruitment stage.

The Emergency Response Roster (ERR) has been criticised by internal auditors because the admission criteria for the roster differ according to the supervisor, and there is no way to ensure that the candidate's individual performance is taken into account (WFP, 2018). Further details are given in Element 4.9.1 and 4.9.2.

3.6.4: Dedicated funding windows are set aside for anticipatory action and major contingencies, including seed funding for new and escalating crises.

WFP has financial facilities in place to allow it to fund new emergencies and to pre-fund responses pending donor approval of funds. WFP's Immediate Response Account (IRA) facility ensures resources are available for emergency response and is a pre-emptive action. This is considered to be "WFP's life-saving funding facility". It is controlled by the Emergency Operations Division and IRA-funded assistance can be deployed within 24 hours of the onset of a crisis. The 2023 Management plan confirmed that anticipatory action, including forecast-based financing, will continue to be promoted to optimise the efficient and effective use of financial resources (WFP, 2022).

WFP has three strategic financing facilities - corporate service financing, internal project lending and the Global Commodity Management Facility (GCMF), none of which require donor funding. To manage the Internal Project Lending, WFP undertakes robust forecasting and trend analysis. Internal Project Lending (IPL) is an advanced financing mechanism which enables country offices to act immediately by receiving

corporate spending authority prior to contributions being confirmed or received. (WFP, 2022). WFP's operations in Ukraine benefited from the use of IPL, where 12 advances totalling USD 382.8 million were used to provide flexible food and cash assistance, a process which was able to begin 23 days before confirmation of contributions (WFP, 2023).

WFP has invested in seed funding to use in Central America, particularly Guatemala, Honduras and El Salvador, to explore the feasibility of implementing anticipatory action in these countries (WFP, 2023). In South Sudan, prepositioning with financing and procurement has been a great success, particularly in conjunction with the Global Commodity Management Facility and has helped to leverage donor pledges. In Morocco, the IRA account was notably deployed during the earthquake in Marrakech in 2023.

Further details are given in Element 1.3.3.

3.6.5: Simplified procurement, logistics, and other administrative measures are in place for scale-up situations

WFP does not have separate procedures for scale up as distinct from other emergencies, but its processes and measures respond to the emergency being faced and are designed to facilitate scale up. WFP has particular criteria for how to engage across different levels of emergencies (L1, L2 and L3) which guide the procurement, logistics, and administrative decisions taken. The External Auditor recommended in 2018 clarifying the terms of the activation protocol for scale-up, including target duration for start phase in a crisis, detailing objectives, creating a simplified chain of command, revising the format of mandatory reporting and specifying criteria for, and stages of, deactivation (WFP, 2018). The Management Response agreed to revise the activation protocols. The Emergency activation protocol has since been completely revised, including a new classification of emergency phases aligned with the IASC system. The criteria for activation, duration, de-activation, and the chain of command have been revised and clearly defined, and the principles and practices governing emergency activation have also changed.

WFP holds stockpiles of food and can advance food to strategic locations in anticipation of a crisis, arranging early release of commodities where needed to move food faster. The Emergency Response Register tool exists for mobilising staff to crisis areas where needed, although this system has some weaknesses (outlined in element 3.6.2). Experience from Chad suggested that scale up for emergencies could be improved. The current process requires too much clearance and regional bureau oversight of scale up is less efficient than HQ. In Ukraine on the other hand, WFP did not have a presence prior to the full-scale invasion. The team quickly developed an ICSP, now a full CSP in progress, with four pillars of work established under Relief, Restoration, Stabilisation and Recovery.

See Element 3.5.3 for more details.

3.6.6: Organisation effectively supports system-wide approaches in scale up situations, including supporting leadership, co-ordination structures, common plans/appeals etc.

WFP is a mainstay of the cluster system as outlined under 1.1.2 and other elements of the assessment. When the cluster system is activated, WFP exercises leadership and support in relevant clusters alongside the scale up of its own operations. WFP provides personnel and funding to system responses and is active in co-ordinating and promoting emergency appeals. WFP has a system-wide approach to scaling up in new emergencies. IASC emergency protocols were revised in 2018 for system-wide activation of responses and for empowered leadership at country level (WFP, 2020). A range of policies are in place, although these are not fully joined up. WFP's leadership in the cluster system is vital to system-wide approaches for scale up of the global humanitarian response. The clusters would like to see more

rationalization for the activation of clusters in scale-up countries and for making clusters dormant given resource constraints.

COVID-19 provided an example of how WFP operations can rapidly change and scale up. WFP's system wide approach and ability to scale-up in unprecedented times was recognised particularly for the Humanitarian Air Service (HAS) which WFP provides. This was an essential lifeline for the humanitarian community during the COVID-19 pandemic.

WFP actively contributed to finalisation of three inter-agency Anticipatory Action (AA) frameworks in West Africa. It has continued engagement with OCHA on the Central Emergency Response Fund (CERF) AA allocations, and has helped mainstream AA, now included in country-based pool fund guidelines which guide funding for humanitarian country teams (WFP, 2023). WFP has partnered with donors in multiple countries (South Korea, Australia, Denmark, European Union, etc.) to help fund anticipatory action for disaster risk management across SE Asia and Africa (WFP, 2023). We saw good coherence in South Sudan between WFP's Interim CSP and the UN cooperation framework (WFP, 2022).

3.6.7: Appropriate procedures, including triggers, are in place to transition out of surge/scale up processes towards regular operations.

WFP aims to have "no regrets" in the early months of scaling up and would rather over-mobilise resources than not scale up to meet need. However, transition procedures from surge back to normal working are not clearly defined. Scaling down is normally determined by funding. If there is inadequate funding, WFP tries to get the same reach with less staff and, as programmes mature, to nationalise staff. One country office noted that: "Scaling up is very easy, scaling down is difficult". WFP states that its role in interventions is to build and support beneficiary resilience. In order to do this, WFP needs to refine its targeting criteria, especially as overall funding for the organisation continues to decline, in order to eventually scale down. The external auditor concluded in a 2018 report that WFP protocols have not provided criteria or details of the steps involved in the deactivation of an emergency or total withdrawal of WFP (WFP, 2018). This has not been addressed to date.

Syria is an example where it is not currently possible for WFP to scale down without exacerbating insecurities. Although a lack of funding is forcing scale-down and the cutting of rations, funding has declined much more rapidly than it is possible to scale down the office. WFP in Mozambique has responded to a reduction of funding for food assistance by greater targeting based on vulnerability, and a change from a 'saving lives' to a 'changing lives' agenda in the country. It now works to contribute to peacebuilding and promoting social cohesion between IDPs and host communities.

External stakeholders consulted for this MOPAN assessment argued that WFP's role is to provide emergency assistance, and that it should not aim to stay in the country for a long period of time. External stakeholders felt that WFP does not have appropriate exit strategies. WFP needs to consider the country context it operates in and concentrate its efforts from the beginning to understand what an exit strategy looks like.

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

KPI 4 overall score: 2.98, Satisfactory

Overall summary for KPI 4

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 anti-fraud and anti-corruption (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 (OIG) 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 (VfM) 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 VfM 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 (LNOB), 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. WFP has demonstrated a strong contribution to inter-agency efforts to prevent and respond to SEA at headquarters, country and field level, often taking a leading role in coordination of PSEA with other organisations. WFP has 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 headquarters 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 headquarters-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, as well as 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.

MI 4.1: Policies, procedures and systems exist to prevent, detect, investigate and sanction cases of fraud, corruption, and other financial irregularities, as well as conflict of interest.

Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: A clear policy/guidelines on fraud, corruption and any other financial irregularities is/are available and made public. Ethics is a priority for the organization with a strong tone from the top, an appropriate code of conduct in place, and processes to prevent conflict of interest.	3
Element 2: The policy/guidelines clearly define/s the management and staff roles in implementing/complying with them, and the system is adequately resourced	4
Element 3: Mandatory staff training/awareness-raising is provided on policy/guidelines with additional more specialized trainings provided where appropriate.	4
Element 4: There is evidence of policy/guidelines implementation, e.g. appropriate measures are taken and reported and there are effective channels/mechanisms in place for reporting any suspicion of misuse of funds, evidence of timely investigations being undertaken, proportionate and dissuasive sanctions applied and recovery of defrauded funds.	2

Element 5: Cases of fraud and corruption are referred to national legal bodies under both criminal and civil liability	3
Element 6: Appropriate reporting is taking place, including immediate reporting of cases to donors as well as frequent reporting on cases of fraud, corruption and other irregularities, including actions taken, and ensuring that the outcomes of investigations are made public.	2
Evidence Confidence	High confidence

Evidence Documents

13,17,62,70,121,197,202, 206,272,327,335, 342,343

Analysis

4.1.1: A clear policy/guidelines on fraud, corruption and any other financial irregularities is/are available and made public. Ethics is a priority for the organization with a strong tone from the top, an appropriate code of conduct in place, and processes to prevent conflict of interest.

WFP has a clear and public policy for Anti-Fraud and Anti-Corruption (AFAC), revised and issued in May 2021. The policy updates the previous AFAC policy from May 2015, which was also revised in January 2017 (WFP, 2021). The policy aligns to the standards of conduct as set out in the Charter of the United Nations and the Standards of Conduct for the International Civil Service. Updates made to the AFAC Policy form part of the broader enhancements made to WFP's governance and oversight during the assessment period. The policy is clear that it applies to WFP employees, cooperating partners, vendors, other contracted third parties including donors, beneficiaries and host communities (WFP, 2021). However, the updated AFAC policy does not reference SEA risk.

WFP has been hugely affected by the aid diversion scandals in Ethiopia and to a lesser extent in Somalia. This has led to a strengthening of policies and procedures on fraud and corruption at some cost to the organisation. 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 work includes clarifying accountabilities where necessary, strengthening systems, streamlining processes and making sure that country offices are getting the advice and support they need (WFP, 2023). The measures being proposed are likely to increase costs associated with implementation for most country offices; the magnitude of their impact on country portfolio budgets is currently being analysed. The bulk of expenditure relies on contributions from each country's budget for monitoring, identity management, cooperating partner management and supply chain (WFP, 2023).

Ethics is a priority for the organisation with a strong lead from the top. The new Executive Director has made this a clear priority from the start of her tenure, making it clear that she would focus on addressing and preventing aid diversion. In June 2022, WFP issued a new Code of Conduct which emphasises WFP's commitment to anti-fraud, anti-corruption and abuse of power and reflects the humanitarian principles of impartiality (WFP, 2022). Compliance with the Code of Conduct is required from all personnel.

The Ethics Office administers an annual mandatory disclosure programme to "identify, mitigate and address actual, perceived and potential conflicts of interest". The fourteenth disclosure programme exercise was launched in April 2022 covering, 2,903, or 13.2 percent, of employees. By the end of the calendar year the completion rate was 99 percent, in line with 100 percent in 2021 (WFP, 2023).

4.1.2: The policy/guidelines clearly define/s the management and staff roles in implementing/complying with them, and the system is adequately resourced.

The previous MOPAN assessment of WFP (2017 - 18) noted that the Anti-Fraud and Anti-Corruption

(AFAC) Policy outlined specific obligations of vendors, third parties and WFP management and staff involved in procurement processes. The same is the case for the new 2021 AFAC policy: which clearly defines roles and responsibilities, including the specific roles to be played by Directors, and makes clear that it is the responsibility for all WFP employees to adhere and implement the policy. The policy covers entities with contractual arrangements with WFP, including cooperating partners, government entities, NGOs, UN organisations, vendors and other contracted third parties. WFP's Code of Conduct requires all listed parties to adhere to the AFAC.

The new AFAC policy (WFP, 2021) also strengthens management accountability. The policy has clearer definitions of prohibited practices and the definitions are expanded to include theft, money laundering and financing of terrorism. The role of Directors for timely remedial action to better address any control weaknesses is outlined. Revisions made to the Policy include clarification of the reporting requirements of employees, who must "promptly report any reasonably suspected case of fraud and corruption, or any attempts thereof, to the Office of the Inspector General and may do so on an anonymous basis using the WFP hotline. WFP employees are strongly encouraged also to report to the Office/Division Director, as appropriate" (WFP, 2021). WFP staff have access to guidance on reporting in line with the AFAC policy (WFP, 2021).

The system is adequately resourced. The Risk Management Division is the custodian of the AFAC Policy, "setting standards, providing training and agreeing risk appetite measures at corporate level as well as assisting HQ functions and field operations to develop suitable metrics" (WFP, 2021). The Risk Management Division and its global network of risk officers and focal points supports the relevant functions in headquarters, regional bureaux and country offices in reviewing and, where needed, revising risk registers and adopting measures to mitigate known risks. Internal audit also provides advisory services to the task force to highlight issues that have been the subject of audit observations and the degree to which the plan will address them." (WFP, 2023).

Senior management at HQ are responsible for overseeing and maintaining fraud prevention programmes and ensuring that the resources needed to effectively manage fraud prevention are made available. Following the country experiences of aid diversion in Ethiopia and Somalia, WFP have tightened their procedures. 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. 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 (PSA) budget, critical corporate initiatives and funding from trust funds as well as country budgets (WFP, 2023). Sustaining these efforts will require greater support from donors, especially as WFP faces PSA budget cuts.

4.1.3: Mandatory staff training/awareness-raising is provided on policy/guidelines with additional more specialized trainings provided where appropriate.

WFP has extensive mandatory training on Anti-Fraud and Anti-Corruption (AFAC). Country-level self-assessments are being rolled out to all high-risk countries as a matter of urgency. The previous MOPAN assessment of WFP (2017 - 18) noted that mandatory online training for all employees was introduced in 2015 on prevention of fraud and corruption. As of 19 April 2024, WFP reported that 93% of active staff had completed this training. A circular from the Executive Director was sent to all staff to notify them of the AFAC policy update in July 2021 (WFP, 2021). Following the Ethiopia aid diversion scandal, new AFAC training was updated and launched on 5 September 2023, and as of 31 December 2023 the completion rate for the training was high, at 84% 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.

The AFAC team at HQ have engaged with all six regional bureaux and with the identified 31 high-risk country offices, including in-person missions to support with AFAC self-assessment exercises with the high-risk country offices. We observed one of these missions in Mozambique. The Independent Oversight Advisory Committee (IOAC) recommends that WFP should train cooperating partners on preventing and addressing cases of misconduct (WFP, 2023), but the Mozambique country office stated that there is currently limited support available for partners under the AFAC policy to undertake this work**.**

WFP has utilised its global network of risk and compliance officers and focal points across their operations to support with the dissemination and implementation of the revised policy, as well as in supporting functions at regional bureaux and country offices to review and where necessary revise risk registers and adapt measures to mitigate known risks (WFP, 2023).

4.1.4: There is evidence of policy/guidelines implementation, e.g. appropriate measures are taken and reported and there are effective channels/mechanisms in place for reporting any suspicion of misuse of funds, evidence of timely investigations being undertaken, proportionate and dissuasive sanctions applied and recovery of defrauded funds

WFP has appropriate channels for reporting fraud. It routinely investigates instances of fraud and seeks recovery of defrauded funds or goods. WFP's Anti-Fraud and Anti-Corruption (AFAC) policy is strong. There have, however, been serious failures of implementation during the assessment period. The aid diversion incidents in both Ethiopia and Somalia highlighted weaknesses both in the systems and procedures in place and in the reporting and investigation of fraud. Although these are now being addressed, we have marked down WFP's performance in this area as a result of these problems.

Additional anti-corruption measures were put in place after the Ethiopia aid diversion incident through the reassurance plan. These have given impetus to the strengthening of anti-fraud measures and it will be important for WFP to continue to monitor the rollout and implementation of the new measures. It will take some time to assess their effectiveness. Staff agreed that it is also vital to ensure that people have refresher training and are carrying out established anti-fraud measures in full. Interviewed staff showed an awareness of how to report suspected cases of fraud and corruption, noting that they felt more comfortable reporting this form of misconduct, which was perceived to be less personal than reporting misconduct such as SEA and SH.

The Office of the Inspector General (OIG) reports that the number of fraud cases reported has drastically increased over the last 5 years, with AFAC matters representing 56 percent of the new cases in 2023 (WFP, 2024). The OIG annual report states that the increased awareness of policies including the AFAC policy is a key contributing factor for this. OIGI aims to acknowledge receipt of the complaint within one week (Roscher, 2020). Complaints are assessed, and only those complaints warranting investigation are forwarded to the investigation teams, thus ensuring the most effective use of resources (WFP, 2023). There is a target timeline line of six months for the full investigation to be conducted (Roscher, 2020). The 2020 JIU report found that the average time for investigations was 6-8 months (Roscher, 2020).

Consolidated audits of country operations found that third-party monitoring required attention, specifically for cooperating partners. OIG's annual report states that there is "major room for improvement for the processes for selecting, assessing, monitoring and measuring performance of third parties and as well as building their capacity in handling fraud and SEA risk for which there is downstream implications in controls to prevent food diversion and SEA". The report noted that this requires corporate risk-based guidance for the management of cooperating partners (WFP, 2023).

WFP publishes data on substantiated allegations in the Annual Report of the Inspector General. This includes a detailed annex disaggregating allegations by region and into categories including theft, embezzlement and fraudulent and corrupt practices, by subject (cooperating partner employee, WFP staff

member, Service Contract staff member etc), the amount substantiated in USD and the amount recovered in USD (WFP, 2023).

4.1.5: Cases of fraud and corruption are referred to national legal bodies under both criminal and civil liability.

WFP has an Executive Director's circular on delegation of authority to initiate legal action or refer cases to local authorities where criminal activity may have occurred. The circular states that "where criminal activity may be involved, WFP may refer the case to local law enforcement entities. WFP may also refer to local authorities where criminal activity arises in other contexts" (WFP, 2012). Criminal activity that can be reported to local law authorities includes those committed by staff, non-staff employees, cooperating partners, suppliers and other third parties.

The Inspector General may recommend that cases involving criminal activity, which breach the AFAC Policy, be referred to national authorities (WFP, 2021). Delegated authority is granted to the Deputy Executive Director to refer cases involving possible criminal activity to local authorities or to initiate legal action to recover losses except those involving senior WFP staff members (WFP, 2012). The legal office is not aware of any referrals to the Deputy Executive Director by local authorities or any legal action initiated.

Country offices submit that it is often difficult to engage national legal bodies (police and military) in misconduct cases as they are often weak institutions and also corrupt. However, in the case of the Ethiopia aid diversion scandal, a number of persons have been arrested and are subject to court procedures. In a recent case of aid diversion in Mozambique, the allegation was identified and flagged by an NGO. The case was then reported by WFP to the Mozambican government, police and the Attorney General's office. As a result, the government launched its own investigation and has arrested four people.

4.1.6: Appropriate reporting is taking place, including immediate reporting of cases to donors as well as frequent reporting on cases of fraud, corruption and other irregularities, including actions taken, and ensuring that the outcomes of investigations are made public.

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. Donors initially felt that they were hearing news from the media and other donors, but not from WFP. The previous MOPAN assessment of WFP (2017 - 18) noted that the Annual Report of the Inspector General, published on the Executive Board website, indicates the numbers, types and status of cases investigated along with the losses incurred and level of recovery. The Audited Annual Accounts provide additional detail. These are publicly available. The new Reassurance Action Plan has improved the quality of reporting with quarterly updates on the plan's implementation to the Executive Board (WFP, 2023; WFP, 2023).

WFP's protection and accountability policy is clear on accountability: "Whether to affected populations, to donors or internally, WFP's management is accountable". Reporting of misconduct including cases of financial misconduct to donors is stipulated in some bilateral donor contracts. For example, USAID's Bureau for Humanitarian Assistance (BHA) has a 72 hours donor reporting rule. In interviews we have conducted, donors have largely been dissatisfied with WFP's level of transparency on these issues and its delayed reporting of incidents to donors. Many felt that WFP are slow to report, and by the time they do report to donors, the news has spread through other channels, noting that WFP is only contractually obliged to report corruption if it directly relates to the donor's funding, rather than at the country level. We agree that WFP needs to improve the speed of its reporting to donors and is now attempting to do so.

Feedback on fraud reporting from country offices was generally positive. In Somalia, donors felt WFP reporting on fraud was sufficient. Since October 2023, WFP in Somalia has provided the humanitarian donor group with a monthly incident report. In South Sudan, WFP holds monthly donor meeting at which any fraud or corruption cases are raised. In Colombia, cases of fraud are relatively common and are always reported to HQ and donors when they occur.

MI 4.2: Transparent decision making for resource allocation, consistent with priorities that may shift over time.

Overall MI rating	Satisfactory
Overall MI score	3.20
Element 1: Core/non-earmarked funding is allocated to priority themes/countries/ regions as set out in the strategic vision	4
Element 2: There is specific consideration and allocations for underfunded crises, and for the regional and cross-border impacts of crises	3
Element 3: Allocation criteria are flexible and allow for adaption as protracted crisis contexts evolve positively or negatively	2
Element 4: All resourcing, including resource allocation decisions from core or unearmarked funding, are made public, including through IATI and/or the OECD Creditor Reporting System	4
Element 5: There is cost recovery from programme activities, sufficient to resource required programmatic oversight	3
Evidence Confidence	Medium confidence
Evidence Documents	
56,59. 199,231, 256,279	

Analysis

4.2.1: Core/non-earmarked funding is allocated to priority themes/countries/ regions as set out in the strategic vision.

WFP has a clear system for the allocation of core funding and seeks to make this available in a flexible way to strategic instruments and countries facing the greatest need. Non-earmarked funding is used to pre-fund emergency responses and create flexible financing mechanisms. This is only a small part of the overall budget, however, due to earmarking. The previous MOPAN of WFP (2017 - 18) concluded that the new financial model launched under the Financial Framework Review sought to link resources more closely to results, further supporting implementation of WFP's mandate. We conclude from this assessment that WFP allocates its core funding to priorities in line with its vision, as far as it is able.

Non-earmarked funding is used to fund overheads and also to fund strategic financial instruments which increase WFP's flexibility and ability to respond rapidly to disasters. Unearmarked funds are managed through two mechanisms: the Immediate Response Account (IRA), which identifies priority operations for deployment within 24 hours of the onset of a crisis, and the use of unearmarked multilateral funds managed by a Multilateral Budget Committee and regional bureaux with final approval from the Executive Director (WFP, 2023).

WFP's baseline budget is linked to management results areas set out in Management Plans (WFP, 2023). For 2024, WFP states that: "91 percent of the activities in the baseline budget will be linked to a management result, compared with 85 percent in 2023. The increase is due in part to the implementation of a new approach that takes into account the fact that certain activities contribute to more than one management result" (WFP, 2023, p. 2). In addition to strategic priorities, WFP has four thematic cross-

cutting priorities (gender equality and women's empowerment, protection, and accountability to affected populations, environmental sustainability, and nutrition integration) that span both management results and programmatic work. The baseline budget does not provide detail for the amount to be assigned to each of these priorities.

4.2.2: There is specific consideration and allocations for underfunded crises, and for the regional and cross-border impacts of crises.

Due to heavy earmarking, WFP has limited ability to direct funds to underfunded crises. There is also very little funding for cross-border and regional work. Resources for WFP continue to be well below estimates of need. Total contributions in 2022 were USD 14.1 billion, which was a record, but total budgetary needs were estimated at USD 21.4 billion. This gap is widening in the current budgetary context. Almost all country programmes are underfunded and budgetary cuts have already been felt across many of the 79 WFP operations globally, including in Afghanistan, Bangladesh, Democratic Republic of Congo (DRC), Haiti, Jordan, Palestine, South Sudan, Somalia and Syria.

WFP highlights the needs of under-funded crises through its needs-based budgeting and appeals to donors on this basis. The reality of outcomes, however, is that countries' budgets are financed dependent on donor priorities. WFP routinely agrees adjustments to country budgets under delegated authority as crises develop, based on increased donor contributions. There is only limited attention to the regional and cross-border impact of crises given the structure of budgeting. WFP recognises the regional dimensions of crises but has very little regional funding. For more on regional and cross-border impacts of crises, see 5.1.4.

WFP activated a corporate scale-up in June 2022 to assist a record 160 million food-insecure people while prioritizing efforts to prevent mortality. The corporate scale-up to address the global food crisis aligned with the Executive Director's revised emergency activation protocol, which introduced three new emergency phases that better reflect the Inter-Agency Standing Committee's emergency classification approach. The protocol supported country offices in responding to 23 "corporate attention" and five "corporate scale-up" emergencies in 2022 by clarifying responsibilities, enabling WFP to strategically manage risks, concentrating support where it was needed and improving access to WFP's human, financial and material resources. WFP allocated more than USD 385 million from the Immediate Response Account to life-saving activities in 36 countries and deployed more than 750 personnel to augment capacity in the field (WFP, 2023, p. 18).

4.2.3: Allocation criteria are flexible and allow for adaption as protracted crisis contexts evolve positively or negatively.

We have not seen evidence of an allocation criterion for budgeting. Protracted crises, such as those for Syrian refugees, continue to be funded depending on donors' commitments. WFP faces excess demand for limited flexible resources. In 2022, 70 percent of confirmed contributions to WFP were earmarked at the activity level, compared with 64 percent in 2021. The implication of this for protracted crises is that WFP is only able to sustain its engagement as long as donor funds are maintained. A good example is that 13 years into the Syrian crisis, WFP is having to make cuts across the region as donors' funding is reduced and reallocated to other more high-profile emergencies.

One response has been for WFP to expand its work on resilience and development in order to maintain its presence. This involves efforts to harmonise work on 'saving lives' and 'changing lives' that need to go hand-in-hand for sustainable approaches. See the analysis on 6.4 about how WFP works across the

humanitarian, development and peace (HDP) nexus.

WFP has created some flexibility through the IRA, but this cannot substitute for donor contributions, The Management Plan notes that "As of mid-2023, the current average monthly allocation from the IRA is USD 38 million, suggesting that allocations are on track to exceed the record levels of 2022. Given the projected funding gap between expected operational requirements of USD 22.7 billion in 2024 and the global contribution forecast of USD 10 billion, the demands on the IRA will increase and the need for sustainable replenishment through donor contributions to the IRA will intensify." (WFP, 2023). The urgency of this situation should send a strong message to donors about the need for more flexible contributions which would allow WFP to prioritise against need, rather than being driven by donor priorities.

4.2.4: All resourcing, including resource allocation decisions from core or unearmarked funding, are made public, including through IATI and/or the OECD Creditor Reporting System

WFP is fully transparent in publishing its resource allocation decisions. WFP joined the International Aid Transparency Initiative (IATI) standard in 2013. It reports through the OECD Creditor Reporting System. WFP budget amendments are published online.

4.2.5: There is cost recovery from programme activities, sufficient to resource required programmatic oversight.

WFP have a full-cost recovery policy which covers all contributions to WFP and is extended to services provided by WFP. The full-cost recovery policy on contributions ensures that donors are contributing an amount that funds all of the cost associated with an activity; for example, transfer value, transfer costs, implementation costs, direct- and indirect-support costs.

Mandated Services such as the UN Humanitarian Air Service (UNHAS), are funded through a mixed-model; through donor contributions or payments by customers. WFP's Aviation Policy (WFP, 2023) states that over time, all UNHAS operations are to apply a cost-recovery funding model. The South Sudan country office has recently introduced cost recovery for UNHAS.

WFP has three main funding models for cost-recovery:

- o Full cost recovery: operations are funded entirely by the users of the service including operational costs including staff, facilities and logistics and administrative support.

- o Partial cost recovery: costs are partly recovered by donor contributions.

- o Fully donor-funded: total cost of an operation is covered solely by donor contributions.

The WFP logistics cluster, which used to be free to use, has begun to charge as a way for WFP to recover costs. No stakeholder blamed WFP for charging and all felt that it was reasonable.

WFP levies charges on funding to contribute to central reserves which fund oversight and high-level programme management. WFP generally charges an indirect support cost rate of 6.5% on donors' contributions, which covers programme support, management and administration. This is also covered in 4.5.3.

MI 4.3: Results based budgeting is in place, appropriate and used.

Overall MI rating	Unsatisfactory
Overall MI score	2.00
Element 1: Corporate budgets are organized by corporate objectives and outcome areas	2
Element 2: Budget allocation decisions are driven by strategic decisions around intended results under each corporate objective, informed by an understanding of trade-offs and opportunity costs. Consideration is given to the value of preventive action and investments in resilience, to organize high-cost emergency response	2
Element 3: Each spending programme is aligned with a corporate objective and outcome area in the RBM system. This drives aggregation of expenditure to outcomes and objectives, for budget reporting	2
Evidence Confidence	Low confidence
Evidence Documents	
55,59,64,68, 87,88, 256, 257	

Analysis

4.3.1: Corporate budgets are organised by corporate objectives and outcome areas.

WFP does not produce an easily accessible corporate budget, which provides detailed analysis by corporate objectives and outcome areas of both individual country implementation plans and corporate budgets. The most useful document is the Annual Management Plan 2024-26 which includes corporate budgets and a consolidated CSP budget. Table 3.1 illustrates the enormous gap (of more than 50%) between operational requirements for 2024 of USD 22.7 billion and the provisional implementation plan of USD 11.0 billion (WFP, 2023; WFP, 2023). Section IV of the Management Plan covers the programme support and business operations budgets in some detail, which for 2024 total less than USD 1 billion, while Country Strategic Plan (CSP) budgets total over USD 10 billion, but have only very limited and high-level analysis by region, focus area and SDG contribution, activity categories and modalities (WFP, 2023). Individual CSPs, which are approved throughout the year, also provide budget at this level of details with relevant indicators and targets. The Annual Performance Report then provides retrospective analysis of expenditure and beneficiary numbers (WFP, 2023).

There is limited acceptance of Results Based Budgeting as an appropriate approach for WFP. Budgets are organised in terms of needs, broad objectives and priorities, but not linked to results. WFP's budgetary framework presents funding by impact areas (protect, respond, empower and solve), and is also presented by region across these impact areas. Budgets for management results areas for 2024 are as follows (WFP, 2023):

- Management result 1: Effectiveness in emergencies (USD 139.4 million for 2024, compared to USD 121.9 million in 2023)
- Management result 2: People management (USD 110.7 million for 2024, compared to USD 92.5million in 2023)
- Management result 3: Engage in effective partnerships (USD 167.8 million for 2024, compared to USD 137.9 million in 2023)
- Management result 4: Effective funding for zero hunger (USD 101.3 million for 2024, compared to USD 99.7 million in 2023)
- Management result 5: Evidence and learning (USD 113.8 million for 2024, compared to USD 104.9 million in 2023)

- Management result 5: Leverage technology (USD 78.5 million for 2024, compared to USD 66 million in 2023)
- Management result 7: Leverage innovation (USD 28.2 million for 2024, compared to USD 18.7 million in 2023)

The Annual Performance Reports and external audits help to communicate the link between funding and activities completed, but these are retrospective rather than being incorporated in plans and budgets.

4.3.2: Budget allocation decisions are driven by strategic decisions around intended results under each corporate objective, informed by an understanding of trade-offs and opportunity costs. Consideration is given to the value of preventive action and investments in resilience, to minimise high-cost emergency response.

WFP focuses on emergency responses. It is only able in a small way to manage across preventative action and resilience to minimise emergency responses. Budget allocation decisions are primarily driven by donor interest through their funding and earmarking. Donors do, however, fund against corporate objective (indicators) and impact areas for which they have expressed interest. WFP has also published a number of reports outlining the cost of inaction and the estimated impact on food security in the case of budget cuts. See also evidence on criteria for resource trade-offs in 3.5.2 and scale up criteria in 3.6.1.

The hierarchy of WFP's corporate priorities is unclear, and it is thus unlikely that strategy drives financing decisions. The Strategic Evaluation of funding WFP's work concludes that the core function resource requirements must be reviewed given fluctuations in WFP's income (WFP, 2020). It is easier for WFP to measure activities than outcomes and so it tends to budget by activity which is then aggregated into strategic areas.

In response to a recommendation of the evaluation of WFP's Policy on CSPs (2023) on strengthening and streamlining accountability and learning for results-based management (RBM), WFP responded that they already implement outcome-based budgeting and the new iteration of CSPs will improve on that (WFP, 2023). Allocations are by results relating to output or outcome level, but not based on performance (WFP, 2023).

WFP's dual mandate gives consideration to the value of preventative action and resilience building to minimise high-cost emergency response, but also to ensure resilience and sustainability. WFP is commissioning studies of "doing nothing" as an advocacy piece for donors to understand its impact.

4.3.3: Each spending programme is aligned with a corporate objective and outcome area in the RBM system. This drives aggregation of expenditure to outcomes and objectives, for budget reporting.

WFP does not have an explicit system for RBM, which is complex to implement in humanitarian organisations, and there is not a widespread acceptance of the value of this approach with the organisation. The WFP Financial Framework Review states that Country Portfolio Budgets should be results-oriented with clear links to WFP Strategic Results and Strategic Outcomes (WFP, 2016). Spending programmes are aligned to corporate objectives (impact areas). CSPs outline strategic objectives, strategic results and strategic outcomes, which are linked to outcome categories and focus areas. For individual CSPs, financial reporting is done through the results chain and line of sight from activity to strategic outcome and SDG, but overall corporate spending cannot be aggregated to outcomes and objectives, beyond basic humanitarian indicators. WFP's audited accounts present the aggregation of expenditure to strategic results areas in USD millions (WFP, 2023). WFP has a Resources to Results (R2R) initiative which seeks to improve how it links financial resources and performance results, against the set of CSP baselines and targets. The Corporate Results Framework (CRF) is expected to provide additional insights.

MI 4.4: Effective independent mechanisms ensure appropriate oversight and provide assurance to management, governing bodies and other stakeholders.

Overall MI rating	Satisfactory
Overall MI score	3.50
Element 1: Oversight and judicial bodies are truly independent, with no relationship with the organization or broader system	4
Element 2: Oversight and judicial bodies are adequately resourced to fulfill their mandate.	3
Element 3: Oversight, investigations and judicial staff are hired by an independent body, their terms are fixed and there are processes to ensure there is no possibility of employment or reemployment for these staff or their family members. These staff have the right specialist expertise, particularly regarding SEA investigations	4
Element 4: External audit and other reviews, [UN] including OIOS and UN system audits and the Joint Inspection Unit, are regularly conducted and confirm compliance with internationally accepted standards.	4
Element 5: Internal audit function is independent, adequately resourced, meets internally accepted standards has an appropriate and risk-based audit plan in place, is delivering adequate audit coverage, regularly conducted, and does not disincentivize staff from taking measured programming risks and taking forward innovative approaches. The internal audit function meets transparency expectations from all stakeholders.	4
Element 6: Issues identified by external and internal reviews and processes are followed up and deficiencies corrected in a timely manner. Criminal actions are immediately referred to national authorities, and are not considered covered by diplomatic immunity	2
Evidence Confidence	High confidence
Evidence Documents	
11, 205, 206, 247, 255, 355, 364, 365,366	

Analysis

4.4.1: Oversight and judicial bodies are truly independent, with no relationship with the organisation or broader system.

WFP has a strong structure of independent oversight. WFP's principal governance bodies are the General Assembly, FAO Conference and the WFP Executive Board. Independent entities providing oversight functions are the Office of the Inspector General, the Office of Evaluation, the Office of the Ombudsman, the Independent Oversight Advisory Committee (Audit Committee), and the External Auditor; all reporting to the Board. The Joint Inspection Unit as an independent external oversight body of the United Nations system, reports Directly to the General Assembly. The External Auditor is independent and has reserved rights to audit any topic or area of WFP's activities as deemed necessary within the professional judgement of the auditor (WFP, 2023).

The Office of the Inspector General (OIG) is independent, "operating free of management influence or interference," (WFP, 2023, p. 2) and operates rigorous internal audit and investigation functions. The revised charter of the OIG, published in October 2019, strengthens its independence by requiring elevation of important matters beyond the Executive Director to the Audit Committee and the Executive Board (WFP, 2019). The Inspector General functionally reports, and is accountable, to the Executive Director without prejudice to operational independence in discharging their oversight duties and responsibilities (WFP, 2019).

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. WFP's Evaluation Office adheres

to the UNEG norms 4 and 5 of independence and impartiality. Moreover, there are mechanisms in place to ensure that evaluations commissioned outside of OEV are free from undue influence and that reporting is unbiased and transparent.

The Office of the Ombudsperson and Mediation Services (ODB) is an independent office, established in 2005 to provide an impartial and independent service to informally address employment-related concerns and to provide conflict resolution services. The Independent Oversight Advisory Committee (IOAC) provide independent, expert advice to the Executive Board and the Executive Director in fulfilling their governance responsibilities. Since the role of the IOAC is to provide objective advice, members remain independent of the WFP Secretariat and the Executive Board, to avoid any real or perceived conflict of interest (WFP, 2023).

Although the Ethics Office reports to the Executive Director, the office is independent. To ensure its independence, since 2018 the Ethics Office have provided an annual report (unchanged by Management) to the Executive Board. The Ethics Director is subject to a term limit of 4 years, renewable once for 4 years, after which they cannot work for WFP.

4.4.2: Oversight and judicial bodies are adequately resourced to fulfil their mandate.

Oversight and judicial bodies are adequately resourced, have been allocated an increasing share of WFP's corporate budgets and are being protected from current budget cuts. The OIG budget increased by USD 3.3 million, from USD 14.6 million in 2021 to USD 17.9 million in 2022, primarily for OIGI to support the continuing increase in allegations received (WFP, 2023). Staffing levels for oversight and judicial bodies fall within the United Nations JIU's recommended parameters.

The Executive Director is committed to ensuring that OIG is provided with necessary resources in terms of appropriate staffing, adequate funds and training to achieve its mission and maintain its independence. The Audit Committee advises the Executive Director and the Executive Board on the staffing and resources for the Division (WFP, 2019). The number of budgeted personnel positions within OIG increased from 63 at year-end 2021 to 87 at year-end 2022 (WFP, 2023), with the additional posts being gradually made available throughout 2022. 6 in OIGA (mainly for data analytics); 17 in OIGI (to handle the increasing caseload), and 1 in OIG (in the administrative team to support the whole of OIG) (WFP, 2023). On 31 December 2023, 72 of the 90 positions were filled and consultants continued to be extensively used to compensate for vacancies and increase capacity, especially for OIGI (WFP, 2024).

Programme funds from country portfolio budgets are made available to the Office of Evaluation for the conduct of country strategic plan evaluations. A total of USD 9.34 million was budgeted for the decentralised evaluation function in 2022 (WFP, 2023). WFP has a contingency evaluation fund, which provided essential support to five countries in 2022 to be able to conduct decentralised evaluations, three countries for country strategic plan evaluations and one country for both types of evaluations.

4.4.3: Oversight, investigations and judicial staff are hired by an independent body, their terms are fixed and there are processes to ensure there is no possibility of employment or reemployment for these staff or their family members. These staff have the right specialist expertise, particularly regarding SEA investigations.

Oversight investigations and judicial staff are hired independently with appropriate expertise. Processes are in place to guard against conflicts of interest. The Inspector General is appointed by the Executive Director on the advice of the Audit Committee with the consent of the Executive Board on a four-year term, renewable once without the possibility of further employment within WFP at the end of the final term. The Executive Director takes all decisions regarding the appointment, renewal, non-renewal or dismissal of the IG on advice of the Audit Committee and with prior consent of the Executive Board (WFP, 2019). Given that Board scrutiny and approval is also required, we do not judge that the role of the Executive Director constrains the independence of the Inspector General.

Recruitment of the OIGA and OIGI staff follows the normal HR recruitment of staff. The appointment of the IG however requires sign-off from IOAC and the Executive Board, which is consistent with the UN recruitment of this position across the system (WFP, 2019). All OIGI and OIGA staff are subject to the conflict disclosure process which includes an annual conflict of interest declaration and completion of a questionnaire (WFP, 2019). OIGI and OIGA staff are non-rotational positions and do not change their duty station (WFP, 2019).

All OIGA professional staff in position have relevant professional certifications (Certified Internal Auditor, Certified Public Accountant or Chartered Accountant), and specific certifications (Certified Fraud Examiner, Certified Information Systems Auditor, Certification in Cybersecurity Audit, Certification in Control Self-Assessment, and Certification in Risk Management Assurance). Auditors have prior experience at international auditing firms, often with additional experience with another United Nations entity or humanitarian organization. Investigators have a law enforcement, investigatory or legal background, some having also forensics, accounting or auditing certifications and experience (WFP, 2023).

The Director of Evaluation is appointed by the Executive Director with the support of the Human Resources Division which reviews candidates in line with recruitment policies. Candidates selected have the required technical skills and knowledge for the role, including expert knowledge of evaluation practice and ethics, and quality assurance. A selection panel conduct interviews and recommend the top-rating candidates to be submitted to the Executive Director for consideration. The recruitment of the position of Director of Evaluation is subject to the approval of the Executive Board. The Director of Evaluation is appointed on a five-year term, with the possibility of renewal for a second term. At the end of their term, the Director of Evaluation cannot re-enter the organisation (WFP, 2022; WFP, 2023).

The Director of the Ombudsman and Mediation Service is administratively managed by the Workplace and Management Department, and reports to the Executive Director. The Ombudsman serves for a term of four year which is renewable once, for another four years. Following this, their term of service, the Ombudsman is not eligible for re-recruitment for any other position in WFP.

The OIGI ensures that investigators work across all themes, with no specific specialist focus. All investigators have dedicated PSEA training, and the OIGI's expertise has led to the OIGI delivering training to other organisations on interviewing vulnerable victims and witnesses. The OIGI also has a 2023 OIGI Standard Operating Procedure (SOP) on a Victim Centred Approach which investigators are expected to use.

4.4.4: External audit and other reviews, [UN] including OIOS and UN system audits and the Joint Inspection Unit, are regularly conducted and confirm compliance with internationally accepted standards.

External and UN system audits are regularly undertaken and recommendations are followed up. External audit and other reviews including JIUs and MOPAN assessments are regularly conducted and are all compliant with internationally accepted standards. Within the review period 2019 to 2023, JIU issued approximately 18 reports and 1 note that required WFP action. Numbers of reports have fallen from 7 in 2019 to 5 in 2021 and 3 in 2023. External auditors conduct an annual financial audit, and performance audits.

OIOS do not conduct audits or investigations of WFP. Internal audits and investigations are carried out by the Office of the Inspector General (OIG), with the exception that the revised Charter restricts the Office of Inspector General from performing investigations of alleged fraud or misconduct by the Executive Director. It adds a requirement to refer these matters to the attention of the Director-General of the Food and Agricultural Organization (FAO) and the Secretary-General of the United Nations.

This MOPAN assessment is the third assessment of WFP, which was first assessed in 2013, and then again in 2017-18.

4.4.5: Internal audit function is independent, adequately resourced, meets internally accepted standards has an appropriate and risk-based audit plan in place, is delivering adequate audit coverage, regularly conducted, and does not disincentivise staff from taking measured programming risks and taking forward innovative approaches. The internal audit function meets transparency expectations from all stakeholders.

The internal audit function is active and meets international standards. The Office of Internal Audit (OIGA) is under the Office of the Inspector General (OIG). Through the Charter of the Office of the IG, OIGA as a function is independent. Except for functions or activities for which OIG has direct management responsibility, OIGA has responsibility to conduct all internal audits within WFP using a risk-based approach for selecting and scoping audits. Audits are regular and transparent, being published on the WFP website as well as presented to the Board. The scope of work of internal audit includes all programmes, systems, processes, operations and activities undertaken by WFP.

To maintain independence and objectivity, OIGA will normally not perform internal audits that evaluate the effectiveness of the controls designed by OIGA for at least a two-year period. However qualified external consultants may be engaged to independently assess the controls of these areas during the period (WFP, 2019). Activities of the Office of the Inspector General adhere to the International Standards for Professional Practice of Internal Auditing from the Institute of Internal Auditors, and the Uniform Principles and Guidelines for Investigations from the Conference of Internal Investigators (WFP , n.d.).

The internal audit function is adequately resourced (see Element 2 above). as part of WFP enhancements of governance and oversight, the Charter of the OIG has been updated to establish its authority to conduct proactive integrity reviews which target fraud risk assessments at their discretion without prior allegations.

4.4.6: Issues identified by external and internal reviews and processes are followed up and deficiencies corrected in a timely manner. Criminal actions are immediately referred to national authorities, and are not considered covered by diplomatic immunity.

The 2023 Governance Review finds that there are follow-up mechanisms for some oversight and advisory reports and recommendations, but not for all (İskit, 2023). Recommendations from audits and reviews are generally followed up and there is a high level of sign-off of completed recommendations. WFP closed more than 80 percent of external oversight recommendations from the External Audit management letters issued in 2019 and 2020 (WFP, 2023).

Implementation and closure levels of agreed actions arising from OIG reports have continued to improve since mid-2019 and the overall number of outstanding actions reached its lowest level at the end of 2022 (meaning most actions had been taken by management). A total of 171 actions remained outstanding at year-end of 2022, in comparison to 180 outstanding in year-end 2021. A total of 134 agreed actions were closed in 2022, compared to 126 in 2021.

Nonetheless, OIG has expressed concerns about the follow up of recommendations: "while management oversight was found to be conducted in a more rigorous and regular fashion, room for improvement exists in ensuring a systemic and more robust follow-up of issues and recommendations" (WFP, 2023, p. 9).

WFP has an Executive Director's circular on delegation of authority to initiate legal action or refer cases to local authorities where criminal activity may have occurred. The circular states that "where criminal activity may be involved, WFP may refer the case to local law enforcement entitles. WFP may also refer to local authorities where criminal activity arises in other contexts" (WFP , 2012). Criminal activity that can be

reported to local law authorities includes those committed by staff, non-staff employees, cooperating partners, suppliers and other third parties. In cases involving potential criminal conduct of a WFP member of staff who has diplomatic immunity, WFP would need to consider a waiver of that immunity; granted by the UN Secretary-General and the FAO Director-General.

MI 4.5: The organisation provides value for money.

Overall MI rating	Unsatisfactory
Overall MI score	2.50
Element 1: There is a clear definition, agreed with stakeholders, of what value for money means for the organization, to avoid expectation gaps	2
Element 2: Economy – there are processes in place to ensure cost minimisation in all budgeting and programming. Budget variance analysis is in place.	3
Element 3: Economy - there is a clear and regularly reviewed justification for the overhead cost rate applied to grants. Headquarters costs funded from overhead costs recovery provide value for money.	3
Element 4: Efficiency – Value for Money audits are correctly scoped and regularly conducted (also called performance audits, technical audits, procurement audits, system audits, process audits)	2
Element 5: Effectiveness – Value for money is part of the planning process. The MOPAN survey and other organizational tools and reviews demonstrate the effectiveness of the delivery of valuable outputs versus the cost of those outputs. Plans are reviewed based on lessons learnt.	2
Element 6: Equity – the approach to value for money incorporates a commitment to reaching marginalized groups and those most at risk, (even when costs to deliver to this population may be higher), and harder to measure activities are not disadvantaged	3
Evidence Confidence	Low confidence
Evidence Documents	
68, 157, 257, 324, 325, 376, 421	

Analysis

4.5.1: There is a clear definition, agreed with stakeholders, of what value for money means for the organisation, to avoid expectation gaps.

WFP has no clear value for money policy or technical notes. Th nearest thing is an article from the CFO dated November 2021 on "How WFP maximises value for money…" (Juneja, 2021). This argues value for money is about making each dollar go further. It notes that WFP had managed to reduce its overhead from 15 percent to 6.1 percent over the previous five years demonstrating improved cost efficiency. It demonstrates the efforts put into improving management systems and ensuring effective oversight, but does not provide even a basic value for money framework.

Across the documents that we have reviewed, there is little evidence of comprehensive value for money methodologies being applied by WFP. There is some analysis of the economy and cost effectiveness of alternative approaches, but not a fully-fledged VfM system. WFP's 2016 Financial Framework Review defines value for money as "getting the best results for our beneficiaries by using our resources wisely", and seeks the optimal balance between economy, efficiency and effectiveness. It states that value-for-money criteria are applied at all stages of internal budgeting (WFP, 2016). WFP seeks to maximise the efficiency of its use of resources during planning and programming. Approaches to effectiveness and equity are not clearly articulated in plans and programmes, although they are assessed by evaluations MOPAN lessons and recommendations are acted upon by the organisation. WFP has a strong

commitment to reaching people in greatest need and to LNOB. There is, however, limited systematic analysis of equity issues and the cost versus coverage trade-offs involved.

4.5.2: Economy – there are processes in place to ensure cost minimisation in all budgeting and programming. Budget variance analysis is in place.

WFP seeks to minimise costs in delivering its services. Cost effectiveness criteria are applied at all stages of internal budgeting (WFP, 2016). Where conditions allow - stable government, economy, and food market supplies – cash-based transfers (CBTs) are used as a modality to reduce transaction costs. Shifting from food to vouchers and cash is probably the biggest value for money shift that WFP can make. WFP is utilising the cash-based transfers modality more than ever before, referencing the benefits to the local economy and the empowerment of beneficiaries. Within the review period, WFP's use of cash as a modality for delivery increased. VfM theories have long stated that cash not only demonstrates greater VfM but is also a more equitable and inclusive modality that empowers beneficiaries to be active agents.

WFP has well defined procurement processes designed to minimise costs. WFP prepositions food aid to avoid market surges, and to reduce the cost of purchases, however price volatility is a challenge for the WFP supply chain. As a voluntary funded organisation, WFP cannot always guarantee that commodities are procured at an optimal time. Cost effectiveness analysis is done on a working basis, with no specific studies or frameworks. WFP's Mozambique partners highlighted that WFP do market assessments to inform modality choices.

WFP reports annually on efficiency gains which represent money saved across the full range of the organisation's activities including, for example, supply chain, asset disposal, foreign exchange, business services and vehicle procurement.

Budget variances are monitored and analysed at country level. As a voluntary funded organisation, budget variance is inevitable. Budgetary needs are much higher than contributions received, so adjustments are made at all levels of the organisation. Costed workplans for CSPs are adjusted based on available resources and funding forecasts, accounting for operational challenges such as the PSA budget cuts this financial year.

4.5.3: Economy - there is a clear and regularly reviewed justification for the overhead cost rate applied to grants. Headquarters costs funded from overhead costs recovery provide value for money.

The WFP cost overhead recovery is reasonable by international standards and is subject to review. WFP charges an Indirect Support Cost rate of 6.5%. This is in line with UNHCR and slightly below the IOM overhead rate of 7%. Any unspent ISC income is moved to PSA Equalisation Account and, with the approval of the Executive Board, the PSA Equalisation Account can then be used for a defined variety of actions including critical corporate initiatives (WFP, 2021). The indirect support cost budget is presented annually to the Executive Board through the Management Plan and the budget and indirect support cost rate are approved annually through this document.

Growth in staffing and costs over the assessment period raises questions about the value for money of HQ recovery costs, especially given the submissions from country offices on the variable levels of support that they are given. Staff and affiliated workforce costs increased by USD 147 million to USD 1,410 million in 2022, a 12 percent increase compared to 2021. The average headcount increased by 9% in 2022 compared to 2021, and the total number of staff and affiliated workforce at year end was 23,226 (WFP, 2023). Overall indirect costs have been rising from USD 423 million in 2019, to USD 492 million in 2021

and USD 564 million in 2022, but as a proportion of operating costs these figures have been falling from 5.8% in 2019 to 5.6% in 2021 and 4.8% in 2022.

4.5.4: Efficiency – Value for Money audits are correctly scoped and regularly conducted (also called performance audits, technical audits, procurement audits, system audits, process audits)

WFP undertakes limited performance audits, and these audits do not have a strong focus on VfM. WFP audit reports do not include value for money judgement statements, because these are classified as low priority recommendations and are discussed with management directly. Low priority actions are not included in audit reports. WFP's CSP evaluations provide comments on the extent to which WFP activities are cost-efficient. Market assessments are conducted to check viability of cash-based transfers. Supplemental reporting on the top ten efficiency gains, an annex to the annual performance reporting, is produced annually (WFP , 2022). In 2022, WFP generated USD 247 million from the top ten efficiency gain initiatives.

Our review of WFP evaluations provided limited evidence for assessing the extent to which WFP interventions were resource- and cost-efficient. The issue was not addressed at all in half of evaluations that were reviewed. In the other half of the evaluations issues of cost efficiency was only addressed in a limited way. In terms of results on cost efficiency, the move towards Cash Based Interventions as a replacement of in-kind food assistance programmes was assessed as the biggest measure that was reducing costs for WFP. Both the CSP evaluations for Cambodia and Mozambique drew this conclusion. The greater use of local (as opposed to international) procurement was another cost saving measure although only drawn out as a finding for the school feeding evaluation for Syria. The South Sudan evaluation also identified logistical efficiencies in terms of pre-positioning and transport options as another means to reduce costs.

Here are some analyses of value for money in country programmes, but these are not systematic. Examples we identify from our country sample include:

- **Sudan**: "Since 2019, the Sudan country office performed well in terms of minimizing losses compared to possibly comparable countries in the region, and Africa more widely. (…)" (WFP, 2022).

- **Cambodia:** "WFP demonstrated cost-efficiency in its delivery of CSP results, facilitated by the conversion from in-kind food provision to the use of CBTs. Costs per beneficiary were higher for in-kind food distributions than for CBTs owing to the additional requirements associated with the purchase, transportation, storage and distribution of food. Measures for keeping costs in check included ongoing monitoring, including through market-price studies. There were insufficient data to assess the cost-efficiency of capacity strengthening activities" (WFP, 2022).

- **Mozambique:** "The cost-efficiency and cost-effectiveness analysis for moderate acute malnutrition treatment shows that transport costs explain the observed differences across regions. In 2021, WFP conducted a costing analysis of moderate acute malnutrition treatment comparing the costs per recovered child under 5 in different regions. The analysis provides an estimate for the cost-efficiency of moderate acute malnutrition treatment (cost-per-child and pregnant and lactating woman treated). In both cases, the analysis shows important differences across regions, attributed to access and transport costs. For example, Zambezia, which is easy to access, had the most cost-efficient and cost-effective programme. Nampula, where smaller amounts of food are dispatched to distant points, was the least cost-efficient and cost-effective programme" (WFP, 2020).

4.5.5: Effectiveness – Value for money is part of the planning process. The MOPAN survey and other organizational tools and reviews demonstrate the effectiveness of the delivery of valuable outputs versus the cost of those outputs. Plans are reviewed based on lessons learnt.

Value for money is not analysed in the planning process in a rigorous and comprehensive manner. The underlying culture of WFP seeks to maximise cost effectiveness during the planning and implementation processes, but this is not clearly articulated as part of a broader VfM approach. Both the corporate Strategic Plan and Country Strategic Plans are subject to evaluations, which feed lessons learned into the next iteration of the plans. MOPAN lessons and recommendations are monitored and acted upon by the organisation. 62% of respondents to the MOPAN survey agreed with the statement *"WFP allocates resources where they are most needed"* and 71% of respondents agreed with the statement *"WFP prioritise a results-based approach – for example when engaging in policy dialogue, planning and implementing interventions".*

WFP's line of sight aims to link WFP's activities, outputs, direct outcomes, results and strategic objectives. The Financial Framework Review states that costing will be performed at the activity level and as such activities will play a central role in linking resources to results and demonstrating value-for-money. WFP will provide detailed information on activity planning, implementation, budgeting, monitoring and evaluation in CSPs and through Country Operations Management Plans. The new system of country portfolio budgets bases WFP's operational needs on results to be achieved. Once the Country Strategic Plan has been established, the resulting budget should reflect the results to be achieved, expressed in terms of strategic outcomes, outputs and activities. The new cost structure makes it easier to identify cost drivers.

Mozambique provides an example of lesson learning to improve value for money through modality choice, being applied to planning and procurement following significant post-delivery losses in 2018 and 2020. Evidence suggests that measures have been taken to address their causes. These include replacing maize meal with rice where possible, as the latter has a longer shelf life (WFP, 2020).

4.5.6: Equity – the approach to value for money incorporates a commitment to reaching marginalized groups and those most at risk, (even when costs to deliver to this population may be higher), and harder to measure activities are not disadvantaged.

WFP has a strong commitment to equity and Leaving No-one Behind (LNOB). It seeks to reach people in greatest need. There is limited systematic analysis of equity and the cost versus coverage trade-offs involved. WFP's field presence means that the cost to deliver to the population is not a calculation, but rather a norm for the organisation.

Budget cuts have caused WFP to think more explicitly about the equity trade-offs involved. In Mozambique, WFP has undertaken a change of approach from blanket support to a more targeted approach to reach those most at risk. In Syria WFP has reduced beneficiaries to focus only on the most vulnerable to maintain food rations, reducing the total number of people, but maintaining or improving assistance. WFP utilises the expertise of Vulnerability Analysis and Mapping (VAM) for market assessments whilst also calculating appropriate level of assistance.

We note that maintaining support to groups most at risk may lead to increasing unit costs which will need to be agreed with donors. However, interviewees generally supported WFP's approach and would like to see WFP do more to address marginalised groups and those most at risk. External interviewees criticised WFP for a lack focus and attention for persons living with disabilities who are often amongst the most vulnerable.

MI 4.6: Organisation complies with counterterrorism, relevant anti-money laundering and terrorist financing laws and regulations and other sanctions related restrictions.

Overall MI rating	Highly satisfactory
Overall MI score	4.00
Element 1: Organisation is aware of relevant counterterrorism and other sanctions related and legal restrictions, and can demonstrate how it is actively applying these to programming and operations decisions	4
Evidence Confidence	High confidence
Evidence Documents	
336,337, 338,339	

Analysis

4.6.1: Organisation is aware of relevant counterterrorism and other sanctions related and legal restrictions, and can demonstrate how it is actively applying these to programming and operations decisions.

WFP complies with counterterrorism, money laundering and other legal and sanctions related restrictions. These are considered in programming and operations decisions. WFP has an Executive Director circular on compliance with UN Security Council Consolidated Lists (WFP, 2022). WFP has detailed guidance on vetting and reviewing WFP contractors, which is undertaken under a centralised process for which the corporate finance division are responsible for vetting against UN Security Council list. (WFP, 2022).

The European Union Restrictive Measures (EURM) list is also reviewed by WFP, for the use of EU funds. The list impacts whether WFP can use EU funds to pay contractual partners, however in principle the result of a review will not prevent WFP from working with the contractual partner when the funds are not from the EU.

WFP operates, in partnership with UNHCR, the UN Digital Solutions (UN DSC), which has developed a Joint Sanctions Screening (JSS) solution using Robotic Process Automation (RPA) to streamline repetitive, manual and inefficient vendor screening processes. The RPA solution works round the clock to:

- Enhance compliance reporting, early detection of fraud and security control.
- Free up the time of skilled resources for value-adding activities.
- Improve the quality, accuracy, efficiency and speed of work.
- Reduce operational costs (i.e., fixed price for core product, with option to customize and enhance per organizational requirements).

In the first year alone, this JSS solution performed over 150 billion comparisons for member organizations (WFP, 2020). Contractors are required to ensure that all subcontractors are checked and cleared against the latest available consolidate UN Security Council sanctions list, available on the UNSC website (WFP, n.d.).

WFP has an Executive Director circular on compliance in donor agreements, stating that WFP will review against donor lists and the "restrictive clauses in agreements relating to payment to selected contractual partners." (WFP, 2022, p. 1) This does not prevent WFP from working with contractual partners, but may require consultation with the given donor or adjustment of funding sources (WFP, 2022). Over the years, donors have increasingly pushed for WFP to also apply their own sanctions, but WFP seeks to limit this to

the UN Security Council Consolidated List. Sanctions also feed into concerns about humanitarian principles of neutrality.

MI 4.7: Organisation manages data and information responsibly.

Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: Organisation complies with data responsibility, including organisation-level data responsibility diagnostics, maintaining an organisation-level data asset registry, contributing to data ecosystem mapping exercises, conducting data impact assessments, incorporates data responsibility into data management activities, establishes data sharing agreements to govern the transfer of personal and sensitive data, and enforces SOPs for data incident management	3
Element 2: Organisation's approach to mis- and disinformation is embedded in its communication strategies, process and online and offline engagement with affected communities.	3
Evidence Confidence	High confidence
Evidence Documents	
58,61,62,357, 375,423	

Analysis

4.7.1: Organisation complies with data responsibility, including organization-level data responsibility diagnostics, maintaining an organization-level data asset registry, contributing to data ecosystem mapping exercises, conducting data impact assessments, incorporates data responsibility into data management activities, establishes data sharing agreements to govern the transfer of personal and sensitive data, and enforces SOPs for data incident management.

WFP takes data protection seriously, with strong links to conflict sensitivity and human rights issues. Since the last MOPAN, WFP has demonstrated that privacy is a priority and has appointed a Global Data Protection Officer (DPO) and established an independent Global Privacy Office – the first of its kind in the UN system. The Global Privacy Office has a dual mandate of protecting people and protecting WFP and reports directly to the Chief of Staff. WFP processes personal data across complex scenarios and countries – some of which would be highly regulated in the private sector, spanning financial, healthcare, wellness, aviation, logistics, social protection, travel, drones, security and technological services to human resources, recruitment, profiling, advertising and more. The Global Privacy Office acts as a one stop shop for privacy and data protection matters across WFP's diverse operational and corporate contexts, providing technical and strategical support to ensure that the organization is aligned with international standards and best practices. The Global Privacy Office also contributes by producing and issuing policy and guidance document. The GPO is acknowledged for their contributions to improving WFP's data responsibility including at country office level, for which they also provide support particularly on beneficiary data management and data sharing, and also at global level, where GPO lead the signature of a Global Data Transfer Agreement with ICRC in 2023.

The inaugural WFP Global Data Strategy 2024-26 was published in March 2024. This covers the full range of WFP's data activities and will further improve the direction and goals for managing WFP data and information responsibly. As part of this exercise a Data Maturity Level Assessment was conducted. WFP has also developed a Cybersecurity Incident Response Plan. WFP has established a Data Governance Board and Data Management Committee. The Data Governance Board takes a bird's eye view of all data

policies and keeps divisions accountable for their own data domains. Meanwhile, the Data Management Committee acts a watchdog over these data policies (Klien, 2021).

In 2021, Internal Audit undertook a review of SCOPE, WFP's digital platform for management of beneficiaries (WFP, 2021). The audit comes to an overall conclusion that the assessed governance arrangements, risk management and controls were generally established and functioning, but needed major improvement to provide reasonable assurance that the objectives of SCOPE would be achieved.

The Analysis of Policy Gaps identified data privacy protection as an area lacking a policy, although the organization adhered to 2018 UN Data Protection and Privacy Principles. WFP has, since 2021, progressed in its privacy maturity, moving from a diffused approach based on guidelines to a structured, centralized, and consistent treatment of privacy backed the Executive Director's Circular on the Personal Data Protection and Privacy Framework (released in March 2024). The Privacy Framework, which is accompanied by an Implementation Plan, creates the comprehensive normative framework for the processing of personal data by WFP or on behalf of WFP. It is also aligned with the most relevant international data protection standards. The Implementation Plan of the Privacy Framework prioritizes critical areas of privacy compliance supported by evolving product development and services that support these products.

Through its strategic priorities, the Global Privacy Office also promotes data protection standards through risk management automation. In its aim to shift from a reactive to proactive risk management approach, the Global Privacy Office is embedding internal controls and automating various processes and tools, especially by introducing OneTrust privacy software to WFP, automating Privacy Impact Assessments (PIAs), and templatizing recurring privacy tasks.

The WFP Management Plan 2023-2025 pledged that WFP will "continue to prioritise the actions it is taking in response to the 2021 management review, which found that WFP faced significant risk and control issues in areas including beneficiary management" (WFP, 2022). Identity management was also identified as an area requiring improvement both in the Management Review of Significant Risk and Controls 2022, and the 2023 annual report of the Inspector General (WFP, 2023). WFP is strengthening assurance for identity management and data responsibility following cases in Ethiopia and Somalia in recent years. As an immediate step to improve identity management (IDM), all 31 high-risk countries attended a learning lab where they worked with global experts to develop a two-year identity management action plan (WFP, 2023).

The 2022 Strategic evaluation of WFP's use of technology in constrained environments concluded that WFP has "invested heavily to enhance its approach towards risks to protection and security for people served by WFP and the organization itself in relation to the use of technology". This includes efforts to improve data protection and safeguard sensitive and personal information from potential breaches and efforts to enhance the cyber security of networks, systems and programmes (WFP, 2022). The Strategic Evaluation, however, flags concerns about identity management and data storage of this information: "the use of biometrics or data retention, for example, guidance is not specific enough. This leaves WFP unable to meet both its growing responsibility to the people it serves from holding such volumes of sensitive data and unable to hold its partners to account for the management of WFP beneficiary data, a major concern particularly in constrained environments." (WFP, 2022).

WFP has a "zero trust" approach to IT security (WFP, 2023). The 2023 Reassurance Plan document for the Executive Board notes that WFP's minimum assurance measures include the use of a maintained digitized list of beneficiaries at household level for verification at least once a year for future distribution and transfer cycles (WFP, 2023). Identity management is part of WFP's reassurance framework. For Cash Based Transfers, banks and data systems help to provide greater reassurances for identity checks, ensuring that the cash is being given to the right recipient.

At country office level, data sharing protocols apply to a range of partners, including for transfers to financial service providers and sharing platforms with NGOs. Data sharing policies are context-specific to ensure privacy and accessibility. In Mozambique, WFP shares data with the government's National Institute of Disaster Management, which it welcomes as a cross-check of data and the "real situation on the ground." In South Sudan, WFP has created secure mobile apps to share information. WFP is good at applying conflict sensitivity to data before sharing it with other actors.

4.7.2: Organisation's approach to mis- and disinformation is embedded in its communication strategies, process and online and offline engagement with affected communities.

WFP seeks to actively communicate its messages to affected communities and the general public and to address misinformation. The Communications, Advocacy and Marketing Division (CAM) is responsible for WFP's communications strategies and approach to mis- and dis-information. In the new organizational structure, CAM is now under the responsibility of the Chief of Staff. CAM has continued to implement its core reputational risk management processes to protect the organization's work, in cooperation with partners and governments, as emergencies, crises or inquiries from media and social media arise. CAM states that it will examine the current risk tolerance framework to identify areas for improvement or adjustment. A Reputation Risk Management team was formed in 2020 to manage risk in a way that minimizes any damage to the integrity and reputation of WFP and its partners. A new knowledge management structure helps capture information and provides a framework to monitor reputational risk issues with regards to media coverage and ranks them, using a traffic light system. A comprehensive media monitoring and social media listening tool helps assess risk exposure and track potential chatter which might escalate.

The CAM unit monitors social media platforms to flag, escalate and remove information threats or fake social media pages impersonating WFP. The CAM 2023 Performance Plan included an outcome that "WFP's brand and reputation are protected, and reputational risk managed in order to minimize damage to the integrity of WFP's brand and of its partner" As part of this, the CAM unit stated that they would like to develop a specific disinformation and misinformation strategy.

MI 4.8: Whistle-blowers are protected.

Overall MI rating	Satisfactory
Overall MI score	3.40
Element 1: There is a dedicated whistleblower protection policy to protect reporting and prevent retaliation against whistleblowers, enforced by an independent body. The policy outlines scope of protection (all forms of wrongdoing including abuse of power), outlines simplified processes for disclosing wrongdoing and provides remedies for victims of retaliation. A reversed burden of proof is in place in cases of alleged retaliation	4
Element 2: There is an independent, full time, and appropriately resourced, ethics office.	3
Element 3: There are appropriate incentives in place for whistleblowing, potentially including monetary rewards or compensation, restoration of employment and promotion as well as clear sanctions on wrongdoers, and clear follow-up mechanisms for whistleblowing actions, including timelines.	3
Element 4: All staff – including management and oversight/governance staff – are aware of their rights and responsibilities and the resources available to them to support the whistleblowing process. Regular awareness campaigns and trainings are conducted. Staff are sanctioned for noncompliance.	4
Element 5: Data, benchmarks and indicators relative to whistle-blower protection systems are in place to ensure effectiveness and monitor performance, including anonymized data on the number and nature	3

of complaints of retaliation received, the number upheld, the number of staff sanctioned for wrongdoing or retaliation as a result, and the results of surveys on the satisfaction of the whistle-blower with remedies.	
Evidence Confidence	**High confidence**
Evidence Documents	
58,61,62,357, 375,423	

Analysis

4.8.1: There is a dedicated whistleblower protection policy to protect reporting and prevent retaliation against whistleblowers, enforced by an independent body. The policy outlines scope of protection (all forms of wrongdoing including abuse of power), simplified processes for disclosing wrongdoing and provides remedies for victims of retaliation. A reversed burden of proof is in place in cases of alleged retaliation.

WFP has a well-established whistleblower protection policy with widespread awareness among staff. The Protection against Retaliation Policy (Whistleblower Protection Policy), (WFP, 2020) has the primary objective of ensuring that WFP employees can report allegations of wrongdoing and misconduct without fear of retaliation. WFP employees who cooperate in good faith with any audits, inspections, investigations, proactive integrity reviews or evaluations have the right to be protected against retaliation, as well. The Policy outlines protection measures that may be recommended to protect whistleblowers and states that a reversed burden of proof is in place in case of investigations of alleged retaliation.

The policy outlines the scope of protection. It is clear that rumours are not a protected activity and" disagreements regarding work performance, conduct or related issues do not constitute per se retaliation under the Circular". Abuse of power is not explicitly mentioned in the Circular, but it encourages staff to report misconduct (including abuse of authority) through established internal mechanisms, in line with the Executive Director's Circular on Policy on Harassment, Sexual Harassment, Abuse of Authority and Discrimination (2018).

The Ethics Office is the custodian of the Whistleblower Protection Policy. The current policy, issued in December 2020, supersedes the Executive Director's Circular 2008/009 on Protection against retaliation for reporting misconduct and for cooperating with duly authorised audits and investigations (Whistleblower Policy) (WFP, 2020). Following the rollout of the revised whistleblower protection policy at the end of 2020, the Ethics Office created standard operating procedures for reviewing requests for protection against retaliation and revised the form used to facilitate the preliminary assessment (WFP, 2023). During the period of review (2019-2023), there are seven prima facie cases of retaliation referred for investigation to OIGI by the Ethics Office and one case of substantiated retaliation.

4.8.2: There is an independent, full time, and appropriately resourced, ethics office.

WFP's Ethics Office is independent and was established in 2008 as an "independent and formal office to assist the Executive Director in nurturing a culture of ethics throughout WFP" (WFP, n.d.). The Director of the Ethics Office is appointed by and reports directly to the Executive Director and performs an independent whistleblower protection role together with their office (WFP, 2018). Following the latest restructuring exercise, the Ethics Office now report administrative matters to the Chief of Staff. The Ethics Director is subject to a term limit of 4 years, renewable once for 4 years, and after which they cannot work for WFP.

The Ethics Office feels that it is "reasonably resourced", but note that for whistleblowing, it does not have a dedicated member of staff focusing on these cases as the number of cases tends to fluctuate. The Office does have access to additional resource if needed. Assigned programme support and administrative (PSA) budget for 2024 has slightly reduced to USD 2.5 million from USD 2.6 million in 2023 (a 4% reduction) (WFP, 2023).

4.8.3: There are appropriate incentives in place for whistleblowing, potentially including monetary rewards or compensation, restoration of employment and promotion as well as clear sanctions on wrongdoers, and clear follow-up mechanisms for whistleblowing actions, including timelines.

WFP does not accept that financial incentives are appropriate for whistleblowers, and we accept the organisation's argument in this regard. Under WFP's Whistleblower Protection Policy, interim protection measures can be taken to protect from retaliation. These can be recommended by the Ethics Office to the Executive Director or other officials pending the completion of the preliminary review, or the completion of the OIGI investigation. They may include "alternative duties or changes of reporting lines between the affected person and the alleged retaliator(s), temporary suspension of the implementation of the action reported as retaliatory or, with consent of the complainant, his or her temporary reassignment or placement on special leave in accordance with applicable rules and procedures" (WFP, 2020, p. 8).

For actions where there is a *prima facie* case of retaliation, the policy states that "OIGI will seek to complete its investigation and submit its report to the Director of the Ethics Office and, if substantiated, also to the Executive Director within six months of such referral. If there is an unavoidable delay in completing the investigation, OIGI will notify the affected person in writing, with the Ethics Office in copy, of the delay and will advise as to when the investigation is expected to be completed." (WFP, 2020, p. 8) It further notes that "Retaliation constitutes misconduct. If retaliation is established, appropriate action will be taken against the perpetrator, including administrative or disciplinary measures. Any such action will be taken even if the affected person did not apply for protection under this Circular." (WFP, 2020, p. 9)

The Executive Director also has authority, if retaliation is substantiated, to amend the negative impacts suffered by the complainant and, if relevant, other employees, as a result of the retaliation. Possible actions include reinstatement, and, if requested by the complainant, transfer to another job for which the complainant is qualified (WFP, 2020).

4.8.4: All staff – including management and oversight/governance staff – are aware of their rights and responsibilities and the resources available to them to support the whistleblowing process. Regular awareness campaigns and trainings are conducted. Staff are sanctioned for noncompliance.

There is wide awareness among staff of the whistleblowing policy. The Ethics Office has provided enhanced clarity regarding what "protected activity" and "retaliation" mean under the whistleblower protection policy compared with other forms of abusive conduct set out in the Executive Director's circular, "Prevention and Response to Abusive Conduct (Harassment, Sexual Harassment, Abuse of Authority and Discrimination)". The Ethics Office has been working on the development of an outreach toolkit and training to provide all staff with clear and straightforward information on the whistleblower protection policy. Awareness raising is regularly conducted as part of the outreach and training activities of the Ethics Office.

Mandatory e-learning courses on ethics in Arabic, English, French and Spanish continue to be available (WFP, 2023). In November 2023, the Ethics Office replaced the 3 e-learning modules with a single module. As of April 2024, 93 percent of the active workforce had completed the e-learning module. The Ethics Office submits that the improvement may be a result of personalised emails asking regional directors to

share the completion rates of their staff and for their support in urging their staff to complete the modules (WFP, 2023). Non-compliance is also evident through the PACE performance evaluation process, which notes the completion of mandatory corporate training.

Retaliation constitutes misconduct. If retaliation is established, appropriate action is taken against the perpetrator, including administrative or disciplinary measures. There are several situations, including in Ethiopia, where there is an a priori argument that whistleblowing should have taken place.

4.8.5: Data, benchmarks and indicators relative to whistle-blower protection systems are in place to ensure effectiveness and monitor performance, including anonymized data on the number and nature of complaints of retaliation received, the number upheld, the number of staff sanctioned for wrongdoing or retaliation as a result, and the results of surveys on the satisfaction of the whistle-blower with remedies.

Data and indicators, but not benchmarks, are in place to ensure effectiveness and monitor performance. The Ethics Office has its own confidential mailbox and database where it keeps track of requests for protection against retaliation and the status of each request. Generic anonymized information is included in the Ethics Office's annual reports. Data on staff sanctioned for misconduct is owned by the Staff relations Branch. The Ethics Office Annual Reports provide data on the number of addressed matters relating to protection against retaliation. The 2022 annual report states that in 2022, the Ethics Office addressed 25 matters relating to protection against retaliation, of which 11 matters resulted in formal requests for protection against retaliation under the whistleblower protection policy. Two of those cases were closed because no prima facie case was established, one was closed at the request of the complainant owing to material changes in the office concerned, one was closed because the complainant stopped providing information to the Ethics Office, one remained open after being referred to OIGI for investigation, and six were still under review at the end of 2022 (WFP, 2023).

MI 4.9: Appropriate safeguards are in place and enforced to prevent sexual exploitation and abuse.

Overall MI rating	Satisfactory
Overall MI score	2.63
Element 1: Organisation-specific dedicated policy statement and code of conduct that address SEA are available, aligned to international standards, and applicable to all categories of personnel.	3
Element 2: Mechanisms/structures are in place and are being used to track the status of implementation of the SEA policy regularly at HQ and at country/programme/field levels.	2
Element 3: Dedicated resources and processes are in place to support SEA policy/action plan implementation at HQ and in country/field programmes (covering safe reporting channels and procedures for access to sexual and gender-based violence services).	2
Element 4: Quality training of personnel on SEA policies (including responsibilities of managers) and awareness-raising of affected populations on the obligations of the organization and its personnel.	3
Element 5: The organization has clear standards, due diligence processes and monitoring in place to ensure that implementing partners prevent and respond to SEA.	3
Element 6: The organization can demonstrate its contribution to inter-agency efforts to prevent and respond to SEA at country/programme/field level, and SEA policy/best practice co-ordination fora at HQ.	4

Element 7: Actions taken on SEA allegations are timely and the number of allegations, related basic information and actions taken, are reported publicly.	2
Element 8: The organization adopts a victim-centred approach to SEA and has a victim support function in place (stand-alone or part of existing structures) in line with its SEA exposure/risk.	2
Evidence Confidence	High confidence

Evidence Documents

4, 5, 6, 8, 10, 13, 17, 18, 19, 23, 26, 31, 38, 53, 54, 55, 77, 97, 98, 103, 104, 106, 109, 136, 160, 202, 206, 208, 216, 217, 219, 312, 313

Analysis

4.9.1: Organisation-specific dedicated policy statement and code of conduct that address SEA are available, aligned to international standards, and applicable to all categories of personnel.

During this MOPAN assessment period, WFP has improved its prevention of sexual exploitation and abuse (PSEA) normative framework, which is aligned to international standards and applicable to all personnel. WFP has an organisation-specific *Executive Director (ED) Circular on PSEA*, published in May 2023, improving on the 2014 ED Circular (WFP, 2023). The circular is applicable to all who are involved in the activities and operations of WFP, regardless of contract type, including staff, consultants, contractors, casual labourers, interns and cooperating partners. The 2023 ED Circular on PSEA also clarifies WFP's obligations towards stakeholders such as cooperating partners and victims, following the update to the 2003 UN Secretary General's Bulletin on SEA, the 2019 UN Protocol on the Provision of Assistance to Victims of SEA and the 2018 UN Protocol on Allegations of SEA involving Implementing Partners. Furthermore, the definition of victim has been broadened to cover any person, not just beneficiaries, who has been subject to SEA by a WFP employee, or the employee or another related personnel of a cooperating partner. While the ED Circular does not hold the same status as a policy, in the 2024 external strategic evaluation of PSEA, the normative framework was considered an overall appropriate measure. However, it was suggested through interviews with country offices that the ED Circular does not sufficiently address specific contexts, such as emergencies, high risk contexts or contextually specific vulnerable groups.

The *WFP Code of Conduct* was revised in June 2022, reinforcing WFP's 'zero tolerance' towards SEA, and framing WFP's approach within five corporate values – collaboration, commitment, humanity, integrity and inclusion (WFP, 2022). All WFP employees, regardless of contract type, including consultants, contractors, casual labourers and interns sign the Code of Conduct upon signing their contract, which is managed and monitored by the Department for Human Resources Management (HRM).

WFP has a range of accompanying policies and notes. This includes the *2020 Executive Director's Circular on Protection against Retaliation Policy* (or *Whistleblower Protection Policy*), and the *2017 Ethics guidance note on Prohibition on engaging in prostitution services* applicable to all WFP personnel including non-staff personnel (WFP, 2017; WFP, 2020). WFP employees must also comply with FAO staff regulations and staff rules. The *2020 Protection and Accountability Policy* includes a clause on SEA, referring to it as a "significant protection concern for WFP" and mandates all projects to have measures in place to safeguard affected populations (WFP, 2020). Similarly, WFP's *2023 Cash Policy* acknowledges that cash assistance comes with risks including SEA, and commits to safe programming (WFP, 2023).

4.9.2: Mechanisms/structures are in place and are being used to track the status of implementation of the SEA policy regularly at HQ and at country/programme/field levels.

WFP have a range of mechanisms and structures to implement and monitor some of the actions outlined in the ED Circular at HQ and regional level. However, country-level reporting on policy implementation is not mandatory or enforced, and resources are variable.

PSEA Strategy and Action Plan

The WFP Ethics Office has a specific *2021-2023 Strategy on Prevention of and Protection from Sexual Exploitation and Abuse (PSEA)* based on a previous review of gaps, best practices, consultations with stakeholders and recommendations from a WFP sub-working group on PSEA (WFP, 2021). This is not an organisational strategy providing a framework for WFP Leadership, but a strategy endorsed by the Executive Board for the Ethics Office to carry out its role. A resource plan and action plan exist to accompany the strategy, however the action plan detailing how PSEA implementation is tracked was not shared with the MOPAN assessment team. It was confirmed via interview that the *2021-2023 Strategy* is still active and being adhered to beyond 2023, as WFP await the findings and recommendations of an external evaluation on PSEA, which took place at the same time as this MOPAN assessment. WFP has a set of key performance indicators within the *WFP Corporate Results Framework* which WFP monitors against (WFP, 2022). While sexual exploitation and abuse (SEA) and sexual harassment (SH) have different organisational homes, both PSEA and preventing SH (PSH) indicators sit within the same set of KPIs. PSEA indicators include those for training, resourcing and implementation of outreach tools, but only the mandatory training KPI has a baseline and target associated with it. The indicators were launched in 2022 for reporting in 2023, and therefore there is no performance data available. Furthermore, it is unclear as to how the data will be monitored, analysed and reported on, and how the learnings be integrated into programme design or adaptation.

Organisational Structures

Since mid-2018, the Ethics Office (ETO) has been WFP's organizational focal point for PSEA. At its inception, the PSEA Unit, which sits under the Ethics Office consisted of one full-time P4 position and a junior consultant for 50% of their role. As of May 2024, the PSEA team is made up of five full time staff members, three of whom are consultants, and one part-time staff member. There is an intention to fill 3 additional roles to bring the team to nine staff members (WFP, 2023). At the headquarters level, the PSEA Unit in the Ethics Office works on implementing the PSEA policy framework and on protection, while the Office of Inspections and Investigations (OIGI) conducts SEA investigations, and Human Resources Management (HRM) is responsible for disciplinary processes relating to SEA. The PSEA team commented on a marked culture change at the leadership level in the last five years including better coordination and integration across internal departments. This includes yearly PSEA retreats and quarterly calls with regional bureaux, including PSEA focal points and regional gender, accountability to affected populations (AAP), protection and humanitarian advisors. At the headquarters level, OIGI, the Ethics Office, HRM, the Legal Office and the Office of the Ombudsman make up an interdisciplinary committee to discuss PSEA policy implementation and to coordinate efforts to promote respectful, diverse and inclusive workplaces. It is chaired by the Assistant Director for Workplace Culture. It is not a forum for coordinating on responses to allegations and SEA cases.

As of late 2023, across the operational level, 523 PSEA focal points had been recruited appointed. As per the ED Circular on PSEA, each WFP country office requires two focal points at country-level: a PSEA Focal Point (the Deputy Country Director where possible otherwise the most senior WFP employee aside from the head of office); and Alternate Focal Point, usually an advisor with other similar cross-cutting responsibilities. In addition, all WFP field offices are required to have one PSEA focal point. The list of field and country focal points is available on WFP's intranet site, WFPgo, for staff information. These focal points are not fully dedicated to PSEA tasks and responsibilities, except for in specifically identified high-

risk locations where dedicated PSEA advisors have been periodically recruited to manage, among others, increased cooperating partner and inter-agency activities. At the end of 2023, South Sudan was the only country office to have a full time PSEA Advisor. While resourcing efforts have been made across all levels of the organisation, interviewees remain concerned about the lack of dedicated PSEA capacity at country and field-level, with resources being limited and fluctuating, based on advocacy of country leadership, and WFP's reputational risk. Interviewees also highlighted that although those who are a PSEA focal point may be passionate about PSEA, they may not necessarily have the expertise and are under-resourced to take on the level of effort required to conduct PSEA activities, as they are given the position on top of their regular roles and responsibilities.

Evidence of reporting on implementation of action plans at all levels

WFP has a range of mechanisms for organisational stakeholders to update and report on the progress and challenges of implementing the PSEA Circular and Strategy. As well as PSEA activity updates to the Executive Board in the publicly available *Annual Ethics Reports and Bi-Annual Briefings*, since 2019, the Ethics Office also shares key updates on PSEA activities through *Annual and Mid-Year Highlights reports*, including examples of where the Ethics Office has supported country offices on PSEA initiatives, and statistics on the number of requests for PSEA advice from across the organisation (WFP, 2023; WFP, 2023; WFP, 2023). The OIGI publicly reports to the Executive Board on PSEA, through *Annual OIGI Assurance Statements*. An external evaluation of PSEA has also been taking place alongside this MOPAN assessment which will be published and publicly available on completion.

There is coordination and consultation with focal points and advisors at regional level, and case studies of country activities are shared twice a year in the Ethics Office's PSEA annual and mid-year reports. But the assessment team found no evidence of country offices contributing to the regular, formal reporting on or monitoring of the implementation of PSEA activities. WFP's 2024 strategic external evaluation on PSEA found that while PSEA commitments are increasingly mentioned in country strategic plans (CSPs), only a handful of CSPs articulate operational PSEA actions and collection of data at country level is limited. PSEA self-assessment action plans were created for country offices, but only one example of a completed 2023/24 action plan was shared with the assessment team, from the only country office with a dedicated PSEA advisor. The action plans are not part of mandatory compliance reporting. Interviewees commented that only country offices with more resources are able to complete the action plans, and that there is no systematic way of following up on the activities of country-level focal points.

4.9.3: Dedicated resources and processes are in place to support SEA policy/action plan implementation at HQ and in country/field programmes (covering safe reporting channels and procedures for access to sexual and gender-based violence services).

WFP has invested in capacity, procedures, structures and tools to support SEA policies. While mechanisms for prevention have improved, reporting and response mechanisms are variable across operations. There are limited context-appropriate reporting mechanisms and no systematic support mechanisms for victims.

Dedicated resources – funds and technical capacity to implement strategy.

During this assessment period, PSEA has been housed under the Ethics Office, which has a core budget covering all elements of ethics including PSEA activities. PSEA activities are also conducted by country offices that have their own budgets to manage. However, funding is *ad hoc* in line with the resources available at the time, and the needs that are identified. There is no specific, committed funding for PSEA activities or for victim support at headquarters nor country level.

While specific funding is not earmarked, there has been significant resource investment in PSEA technical capacity. For example, a PSEA and partnerships consultant was recruited to support roll out of the UN PSEA capacity assessment tool (see 4.9.5). The OIGI staff consists of 42 people in Rome and Nairobi across operations and investigations support, quality assurance and policy. The OIGI has a conscious approach of ensuring investigators work across all themes with no specific focus, but all investigators have dedicated PSEA training and their expertise has led to the OIGI delivering training on interviewing vulnerable victims and witnesses to other organisations. As explained in 4.9.2, at the headquarters level, OIGI, the Ethics Office, HRM, the Legal Office and the Office of the Ombudsman make up an interdisciplinary committee to discuss PSEA policy. However, as also highlighted in 4.9.2, while there is well-stated commitment to PSEA, the capacity and resource at the country level is variable and not aligned to the needs of country offices.

Specific procedures and structures in place for prevention, reporting, and response.

WFP has a range of procedures for the prevention and response to SEA. On prevention, WFP has a due diligence procedure available on the WFP Intranet, WFPgo, including information on the use of ClearCheck, the screening platform used by UN agencies to screen against sexual misconduct. Beneficiary safety is included in the *2018 Enterprise Risk Framework Policy,* but the framework was created prior to the 2023 ED Circular on PSEA and does not specifically address SEA by WFP employees and cooperating partners (WFP, 2018). On response, there are a range of standard operating procedures (SOPs) such as the *2023 OIGI SOP on a Victim Centred Approach* and the process for SEA-related disciplinary proceedings in the *Human Resources Manual* (WFP, 2023). At country-level, the *2023 Mozambique Inter-agency SOP for PSEA* has been adopted by the Mozambique country office, and PSEA is listed as an operational risk in country risk registers, such as in South Sudan and Ukraine (IASC, 2023; WFP, 2023; WFP, 2022). In interviews, it was suggested that while WFP develops guidance regularly, country offices are expected to roll out initiatives with limited support or resources.

For reporting, the OIGI hotline is the main platform available for anonymous reports, with a ticketed system and a phone number available in each country WFP operates it. It is not a dedicated mechanism for SEA reports. The *Corporate Results Framework* includes a KPI on access to Community Feedback Mechanisms (CFM) for reporting PSEA, and the WFP Ethics Office's PSEA Unit contributed to an inter-agency CFM standardisation process. In South Sudan, the PSEA advisor supported the set-up of CFMs in multiple field offices, while in Syria there has been a small increase in reports of SEA to the CFM. However, WFP acknowledges that ensuring effective CFMs remains a challenge and WFP's 2024 Strategic External Evaluation on PSEA noted that the CFM is the backbone of WFP's reporting system but that WFP guidance does not specifically require CFMs to be adapted for cases of a sensitive nature, such as SEA. Stakeholders confirmed in interviews WFP's good understanding of PSEA reporting processes, but noted that the mechanisms may not be accessible or approachable at field-level due to reasons such as intimidation.

WFP's ED Circular on PSEA commits to facilitating victim access to specialised services at country-level through inter-agency mechanisms. However, there is no systematic process for ensuring victims' access to sexual and gender-based violence (SGBV) services, except for where there are dedicated PSEA advisors or other technical experts who understand contextual challenges and the inter-agency support mechanisms available.

4.9.4: Quality training of personnel on SEA policies (including responsibilities of managers) and awareness-raising of affected populations on the obligations of the organisation and its personnel

WFP has a comprehensive suite of training for WFP personnel and cooperating partners and has addressed training gaps for senior staff and PSEA focal points. However, awareness-raising activities for

affected populations is limited to HQ initiatives and country offices that have dedicated PSEA resource and capacity. We have scored this as satisfactory, but this is a marginal judgement.

Training of personnel is required by WFP's SEA policy, mandatory for all personnel, risk-based, and adequate frequency.

In September 2023, WFP updated its mandatory e-learning on PSEA and AFAC (anti-fraud and corruption) and updated the e-learning course for PSEA Focal Points. The Corporate Results Framework indicator on mandatory PSEA training has a target of 95% for 2024 (WFP, 2023). In the *Executive Director's Annual PSEA Update to the UN Secretary General* in January 2024, the completion rate for the mandatory PSEA training was 81%, as the roll out of the refreshed training is currently taking place (WFP, 2024). The training must be re-taken by all WFP employees, regardless of contract type, every three years. There are a variety of contextual trainings on PSEA, including a Senior Managers Training, for which the Ethics Office employed a learning company to develop an interactive, scenario-based course. After being piloted in Colombia and Yemen in 2022, it was rolled out more broadly and a session was also included in the 2023 Country Director/Deputy Country Director Induction Programme Webinar Series. Additionally, HRM conducts a training and offers guidance resources on safer recruitment, and at the 2022 Human Resources Management Staff Relations (HRMSR) retreat, conducted training on due diligence of candidates. Across the training packages, the assessment team found limited evidence of feedback or follow-up to show changes in knowledge, attitude and practice in those trained. Furthermore, WFP's 2024 Strategic External Evaluation on PSEA found a substantial gap in WFP staff's understanding of their PSEA responsibilities, suggesting PSEA is yet to be mainstreamed.

In 2018, in response to feedback that there was limited support for PSEA focal points to understand their role, an online mandatory training course was created. This was further updated in subsequent years and most recently in 2023, and is complemented by a repository of tools and resources available through WFP intranet, which includes for example guidance document for PSEA considerations during COVID-19. A survey in the WFP Strategic External Evaluation of PSEA found that 62% of focal point survey respondents preferred internal WFP tools and guidance to interagency resources. In addition to specific trainings, there are a range of examples of PSEA being integrated into other departmental training, such as Partnerships training, and Safe & Secure Approaches to Field Environments (SSAFE) trainings. At country level, many ad hoc examples of training initiatives have been shared through the Bi-Annual PSEA Updates. Of note, in South Sudan, there have been active efforts to focus training and sensitisation efforts for less skilled cadres of staff e.g., drivers, cleaners and security guards. However, this example is an exceptional case of a specific contextual initiative implemented due to the resources available.

Awareness-raising of affected populations/beneficiaries, and cooperating partners, including inter-agency efforts.

There are some examples of WFP leading or facilitating PSEA awareness raising and sensitisation activities for affected populations and cooperating partners. However, this is limited to headquarters initiatives and country that have dedicated PSEA resource and capacity. For example, the Cash-Based Transfers (CBT) and Protection Team partnered to make a PSEA education video for retailers involved in cash assistance, and WFP is currently developing a mobile technology tool to pilot PSEA surveys and sensitisation to staff, partners and beneficiaries. At country level, PSEA is mainly incorporated through inter-agency initiatives for community communication and sensitisation. This includes the IOM/UNHCR led '*Say No to Sexual Misconduct'* learning package, which WFP contributed to and adapted (WFP, 2021). This is a one day in-person training using case studies, testimonies, group discussions and videos, based on field validation in Turkey in partnership with the Syria Cross Border PSEA Network. It also includes the 2022 'PSEA at the frontline' joint initiative by WFP and IOM, in partnership with Translators Without Borders, aimed at providing frontline workers (such as drivers, security guards, enumerators, translators, other contractors) with critical knowledge on PSEA in an accessible and easy-to-understand way.

(WFP, 2023). As a follow-up to the launch of the UN Implementing Partner Capacity Assessment (explained below in 4.9.5), to support field implementation of the digitalized tool, WFP conducted a regional training of trainers for the West Africa region and a series of multilingual interagency webinars reaching more than 3000 UN staff and NGO partners globally. In Colombia, the PSEA focal point conducts quarterly PSEA trainings with cooperating partners, and the Mozambique Country Office has a specific KPI for stakeholder training within its PSEA Action Plan (IASC, 2023). However, interviewees highlighted that the often-high turnover of staff within cooperating partners was a challenge to achieving training targets.

4.9.5: The organisation has clear standards, due diligence processes and monitoring in place to ensure that implementing partners prevent and respond to SEA.

WFP has clear standards in place to ensure that implementing partners prevent and respond to SEA, but has insufficient capacity to implement and monitor due diligence processes.

WFP acknowledges that it has an increased reliance on cooperating partners, mainly non-governmental organisations (NGOs), and that there is a high likelihood of allegations stemming from cooperating partners, as opposed to the victims themselves. The *2023 Independent Oversight Advisory Committee Report* also noted a trend in the increase of reports from cooperating partners. A Corporate Results Framework (CRF) Indicator has been created as part of a commitment to only working with cooperating partners that have been assessed through the UN Implementing Partner PSEA Capacity Assessment tool.

Contractual agreements with cooperating partners

The 2023 ED Circular on PSEA specifically states that contracts between WFP and its cooperating partners, as well as other suppliers, shall have specific information on WFP's Code of Conduct and a copy of the bulletin must be attached and agreed to, with agreements on monitoring arrangements and consequences of breaches (WFP, 2023). These contractual agreements known as Field Level Agreements (FLAs) were revised in 2021 to clearly state the prohibition of SEA in a dedicated clause, and requires the cooperating partner to abide by the SG Bulletin on SEA and any new policy or guidelines WFP imposes (WFP, 2022). The FLAs also have a clause on investigations, stating that these should be conducted by the cooperating partner, but reserves the right for WFP OIGI to investigate if they deem fit. Furthermore, FLAs state that a failure to comply with PSEA clauses can lead to termination or suspension of the agreement.

Due diligence processes and capacity assessments

WFP implements the UN IP PSEA Capacity Assessment Tool across the organisation, and played a leading role in the launch of the initiative.[1] As part of the roll-out, more than 500 WFP PSEA/cooperating partner management Focal Points and approximately 700 WFP cooperating partner staff were briefed on the UN Implementing Partner Protocol, trained on the PSEA Capacity Assessment tool, and/or provided guidance on how to develop PSEA capacity strengthening implementation plans. This included 34 country offices that have been onboarded, of which around 30 are implementing the PSEA Capacity Assessment tool at various stages with the Ethics Office's support. The Ethics Office also conducted in-person missions to the Nairobi Regional Bureau and the Kenya, Ethiopia, Lebanon, Democratic Republic of the Congo, and the South Sudan country offices. It was confirmed by one interview with a cooperating partner that training was provided in a range of areas, including PSEA, on signing of the FLA. However, while WFP shared an example of a Capacity assessment template, the MOPAN assessment team did not see any specific

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[1] The United Nations Implementing Partner PSEA Capacity Assessment tool is a tool for partners, developed by WFP, UNFPA, UNICEF and UNHCR in coordination with IASC and UN SEA Working Group members, to strengthen accountability and capacity of cooperating partners, ensure partner organizations in the field have sufficient mechanisms in place to prevent and respond to SEA, and harmonize processes among agencies and avoid duplication of efforts. As of June 2023, all partner organizations registered in the UN Partner Portal (UNPP) are to complete a digitalized version of the PSEA Capacity Assessment. This represented a key step towards harmonization and coordination between UN agencies to manage SEA risks with partners and to protect communities.

examples of completed capacity assessments, and there were no references made by WFP to the capacity improvement plans that are to be initiated for cooperating partners that do not score appropriately on the assessment.[2] Furthermore, in interview, there was a strong sense among country offices that there is not enough resource at country-level to conduct UN PSEA assessments for all partners, even where there are dedicated advisors, and that the processes is not yet efficiently integrated with WFP's internal mechanism for due diligence.

Although WFP recognises it works with a range of partners, the PSEA team has prioritised and focused efforts on Cooperating Partners through the UN Partner Portal, but also recognises the power imbalance within government partnerships as a risk that requires sector-wide coordination, including from donor member states. WFP also recognises that implementing partners involved in cash-based interventions, such as banks and regulation authorities, may have older policies and procedures, while service contractors (such as drivers, security guards, enumerators, translators) are sensitised only where PSEA capacity is available. The 2024 Strategic External Evaluation on PSEA explains that WFP's current compliance-based approach is not sufficient enough to manage the increasingly diverse range of partnerships or to mitigate the SEA risks they pose.

4.9.6: The organisation can demonstrate its contribution to inter-agency efforts to prevent and respond to SEA at country/programme/field level, and SEA policy/best practice co-ordination fora at HQ.

WFP has demonstrated a strong contribution to inter-agency efforts to prevent and respond to SEA at HQ, country and field level, sometimes taking a leading role in coordination.

Headquarters-level inter-agency coordination

The Ethics Office *2021-2023 PSEA Strategy* states WFP's commitment to maintaining and enhancing its role as a key stakeholder at the UN inter-agency level (WFP, 2021). At the HQ level, WFP is a member of the IASC technical advisory group, and both the Executive Director and the Ethics Office took part in a range of inter-agency events and initiatives during the assessment period. This included participating in an IASC mission to the Central African Republic, to review and strengthen PSEA efforts, and the Director of Ethics representing WFP at the OECD DAC reference group on PSEA (WFP, 2021; WFP, 2020). WFP also played a leading role in the development of the UN IP Capacity Assessment Tool described in 4.9.5, including supporting the digitalisation of the tool into the UN Partner Portal, for better information sharing between UN entities, and organising inter-agency sensitisation sessions and consultations with UN agencies and implementing partners (IASC, 2021; WFP, 2023). In 2024, WFP also takes on the IASC Championship to signal its commitment.

Country and field-level inter-agency coordination

At the field level, the approach to funding and involvement in inter-agency activities has changed over the assessment period. While in 2020, WFP was funding designated IASC coordinators in a variety of countries such as Afghanistan, Colombia, Mozambique, Sudan and Nigeria, inter-agency support is now broadly delivered through WFP's own PSEA advisors in high-risk contexts and where resource is available to carry out inter-agency activities (WFP, 2020). However, at field level, interviewees commented on the high levels of effort needed to be involved in inter-agency activities, on top of other PSEA duties. For example, the South Sudan PSEA coordinator acted as co-chair of the country-level inter-agency PSEA group in 2021-22, and in Colombia, WFP's PSEA advisor currently leads inter-agency coordination. Additionally, WFP has a lead role in developing the PSEA at the Front Line 'Together We Say No' project, which was launched

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[2] WFP stated confidentiality and data protection issues as the reason for not sharing real examples of Capacity Assessments. Redacted copies were requested but not supplied.

and rolled-out in several Country Offices, including Ukraine (WFP, 2022). While these inter-agency efforts seek to improve coordination with implementing partners and improve understanding of PSEA among communities, cooperation with government was highlighted as a key challenge.

4.9.7: Actions taken on SEA allegations are timely and the number of allegations, related basic information and actions taken, are reported publicly.

WFP reports publicly and regularly on SEA cases and monitors the overall timeliness of responding to cases, however WFP acknowledges that there is not an embedded feedback mechanism to relevant management or involved parties. WFP also acknowledges that there is underreporting across its high-risk countries, in line with trends across the sector.

Timely response and appropriate follow up to proven allegations

WFP's OIGI has a set of *Investigations Guidelines*, updated in 2020, that have specific SEA instructions (WFP, 2020). OIGI prioritises sexual misconduct, including SEA, at intake and investigation stages, and has a timeline benchmark of six months for investigations. However, in interviews, there was a mixed understanding of benchmarks, and it was acknowledged that any timeliness targets for responding to cases of SEA was an aspirational timeline, with cases taking much longer to investigate and close, sometimes up to two years. OIGI monitors its own performance against timeliness goals, but an approach to take as much time as needed so as to not pressurise the victim's mental health, and to account for factors outside of their control. The WFP 2024 Strategic External Evaluation on PSEA notes that investigation times for SEAH cases has improved and the backlog is being reduced, but highlights that improvements may not be sustainable if budgets plateau and cases rise in line with WFP's operational footprint.

Where dedicated PSEA advisors exist at country level, there is a clear understanding of process when an allegation is made, and the need to consider contextual factors, however the MOPAN assessment team found limited evidence of the structures' effectiveness.

Sharing of information, and public reporting in line with UN standards.

WFP complies with its requirement to report on allegations of SEA via the UN SEA Portal, with 117 allegations uploaded between 2018 and 2023, and to the UN Secretary General through the *Annual Statement* (WFP, 2024). WFP also uses ClearCheck which is a formal part of WFP procedures (UN, 2023; WFP, 2023; WFP, 2023).

The Office of the Inspector General submits its *Annual Report to the Executive Board*, which is publicly available, with the latest available report covering the year ended 31 December 2022. The report includes anonymous details on allegations, across regions, against personnel and cooperating partners. In 2022, OIGI concluded 37 SEA investigations, 14 of which were from cooperating partners. In interviews, WFP acknowledged that there is a challenge of underreporting and recognised the need to probe further if there are no reports within high-risk countries.

4.9.8: The organisation adopts a victim-centred approach to SEA and has a victim support function in place (stand-alone or part of existing structures) in line with its SEA exposure/risk.

WFP has recently introduced a victim-centred approach (VCA), but it is early on in its journey, and more can be done to strengthen and embed a culture that supports a quality VCA.

Defined and embedded commitment to a Victim Centred Approach

The *2023 Executive Director Circular on PSEA*, states that "WFP prioritizes prevention of SEA in its activities and operations as well as effective response based on a victim-centred approach when SEA violations are alleged" (WFP, 2023). The Ethics Office also has a clear commitment to a victim-centred approach (VCA) in its *2021-23 PSEA Strategy* WFP has committed to a definition of a VCA where "the

Victim's dignity, experiences, considerations, needs, and resiliencies are placed at the centre of the process to respond to an allegation of SEA". There is no specific guidance for a VCA in PSEA. The OIGI adopted the *UN SOP for a VCA in Investigations* in November 2023, as a guidance for investigators, but it is not shared wider across the Organisation, and it is too early to ascertain its application and impact on SEA investigations (WFP, 2023). While there have been significant coordination efforts between the PSEA unit, HRM and OIGI on developing an approach to VCA, the new ED Circular on PSEA simply introduces the provision for assistance and support to Victims of SEA. It was acknowledged across WFP that the organisation is at the start of its VCA journey, with limited structures and information available and a need to move towards robust, mandatory standards and guidance. Similar gaps were highlighted by the WFP 2024 Strategic External Evaluation on PSEA, where stakeholders expressed concerns about insufficient guidance, lack of clarity on obligations and a lack of systematic funding for victim support.

Creating an environment of trust, through reporting and quality referral mechanisms

According to the *2023 Executive Director Circular on PSEA*, WFP's support system is based on inter-agency referral pathways established at the country-level in line with the UN Protocol on the provision of assistance to Victims of SEA (WFP, 2023). Focal points, as part of their remit, are to facilitate referral to victim assistance, as there are no dedicated case management or victim support positions at WFP (WFP, 2023). The list of field and country office PSEA Focal Points is available on the WFPgo website, however this is not accessible to community members and affected populations.

We found some specific ad hoc examples of victim-centred initiatives at both headquarters and country-level At field level, the Mozambique office adheres to the Inter-agency SOP for recording and processing complaints of PSEA (IASC, 2023). At headquarters level, the Ethics Office have supported and sat on the technical advisory group for the Global Institutes' programme 'Empowered Aid' which uses risk-reduction research to reduce the risk of SEA in humanitarian programming. The Ethics Office and the Technology Division have also been working on a PSEA digitalisation project which seeks to leverage the use of technology to enhance the VCA to PSEA through safe and accessible reporting and assistance services while also improving information analysis to facilitate evidence-based prevention, detection, response and mitigation of SEA (WFP, 2021). The tool is yet to be launched and it is unclear whether victims or communities have been consulted to ensure the tool is fit for purpose.

Interviewees felt that quality VCA support could be strengthened. The budget for victim support is not core funding, but provided through ad hoc funding, generally from country offices. Across country offices, there are varying degrees of understanding of reporting and referral mechanisms due to the variable levels of expertise, capacity and resources. In terms of reporting, the OIGI investigation hotline is the main platform available for anonymous reporting, and while there are general inter-agency CFMs for victims or others to report, there are no dedicated SEA reporting mechanisms accessible to communities. Additionally, it was suggested by interviewees that WFP's feedback loops apply to the victim, but do not apply to a whistleblower or reporting individual, which was highlighted as a weakness when many allegations are not from the victims themselves.

MI 4.10: Appropriate safeguards are in place and enforced to prevent sexual harassment.

Overall MI rating	Satisfactory
Overall MI score	2.57
Element 1: Organisation-specific dedicated policy statement and codes of conduct that address SH are available, aligned with international standards, and applicable to all categories of personnel.	3
Element 2: Mechanisms are in place to regularly track the status of SH policy implementation at HQ and at field levels.	3

Element 3: The organization has clearly identifiable roles, structures, and resources in place for implementing its policy/guidelines on SH at HQ and in the field: a support channel for victims, a body coordinating the response, and clear responsibilities for following up with victims.	2
Element 4: All managers have received training on preventing and responding to SH, and all personnel have been trained to set behavioral expectations (including with respect to SH)	3
Element 5: Multiple mechanisms can be accessed to seek advice, pursue informal resolution, or formally report SH allegations.	2
Element 6: The organization ensures that it acts in a timely manner on formal complaints of SH allegations	2
Element 7: The organization transparently reports the number and nature of actions taken in response to SH in annual reporting and feeds into inter-agency HR mechanisms	3
Evidence Confidence	High confidence

Evidence Documents

13, 24, 26, 27, 28, 29, 51, 52, 55, 96, 104, 111, 137, 141, 143, 145, 146, 147, 206, 208, 212, 217, 219, 361

Analysis

4.10.1: Organisation-specific dedicated policy statement and codes of conduct that address SH are available, aligned with international standards, and applicable to all categories of personnel.

WFP has a strong policy framework for abusive conduct, which includes sexual harassment, that applies to all WFP personnel.

WFP has a separate and distinct ED Circular for addressing workplace abusive conduct. This circular includes sexual harassment (SH) and is separate from the Executive Director Circular on PSEA (WFP, 2022). For the majority of the assessment period, WFP adhered to the 2018 ED Circular on Abusive Conduct. This was replaced with the 2022 ED Circular on the Prevention and Response to Abusive Conduct: Harassment, Sexual Harassment, Abuse of Authority, and Discrimination (herein, ED Circular on PRAC) which is currently in force. WFP's definition and policy structure on SH align with the Secretary General's 2019 Bulletin on Addressing Discrimination, Harassment, including SH, and Abuse of Authority, even if the two circulars do not mention the Bulletin explicitly. WFP's SH definition and policy also align with the Charter of the UN, FAO/WFP staff rules and Standards of Conduct for the International Civil Service. The definition acknowledges power dynamics and a culture of discrimination being the cause of harassment and sexual harassment, as explained in the dedicated 'SpeakUp Toolkit' (WFP, n.d). The 2022 Code of Conduct, signed by all personnel at the start of their contracts, also prohibits harassment, including SH, under the banner of a 'respectful workplace free of abusive conduct' (WFP, 2022). The 2022 Circular and Code of Conduct apply to all WFP employees, defined as international and national professional staff members, general service staff members, persons engaged on service contracts and special service agreements, short-term personnel, volunteers, and interns.

Adherence to the Code of Conduct and 2022 ED Circular on PRAC is integrated at various levels of the organisation. Supervisors have a performance goal assigned to them for dealing with inappropriate behaviour in a timely manner, and WFP Directors are required to share an annual assurance statement with the Executive Director, with specific updates on policy implementation and on the challenges of abusive conduct, including SH. However, this MOPAN assessment did not find evidence of these initiatives at a country level. A view felt by staff across interviews was that, while there is active awareness raising of the prevention of sexual harassment (PSH) across headquarters and country leadership, the trust in the reporting processes and trust in appropriate actions being taken, is low. The 'zero tolerance' policy to SH is not absolute: while the most recent allegations of SH have led to substantiated cases leading to dismissal, it is not the case that all substantiated SH cases would lead to dismissal under the current reporting and response framework.

4.10.2: Mechanisms are in place to regularly track the status of SH policy implementation at HQ and at field levels.

There are several mechanisms to monitor the implementation of activities related to protection against abusive conduct. Some are specific to SH whereas others are related to the abusive conduct framework with no specific SH component.

PSH falls under the remit of the Director for the Department of Human Resources Management (HRM), who, under the restructured organisation of WFP as of 2024, reports to the Assistant Executive Director for Workplace and Management. The Director for HRM has overall responsibility for monitoring the implementation effectiveness of the 2022 Executive Director Circular on PRAC and proposing appropriate revisions to the circular (WFP, 2022). The Executive Director is involved in The Inter-agency CEB Task Force, which since January 2024 has transitioned into the Executive Group on Prevention and Response to SH, for which WFP leads on two workstreams – the annual survey of UN entities reporting on SH, and the results framework.

Many improvements to WFP's harassment, sexual harassment, and abusive conduct (HSHAAC) infrastructure have been made following a 2019 External Review of Workplace Culture, which stated that the results were 'startling' with a 'considerable number' of survey respondents experiencing or witnessing SH in the field and at headquarters (Willis Towers Watson, 2019). While it was the least reported abusive behaviour, the external review noted that SH is likely to be downplayed or culturally denied, and that there was an opportunity to improve the culture of WFP, and remove staff from exposure to SH. There are now 16 Corporate Results Framework (CRF) PSEA and PSH indicators which are monitored through a Comprehensive Action Plan (CAP) developed in 2020 and annually updated for presentation to the Executive Board. In addition, abusive conduct is captured in the WFP corporate risk categorization framework, although this is a broad framework that does not specifically capture PSH risks. WFP Directors, (including Deputy Executive Directors, Regional and Country Directors, WFP divisional directors and global office heads), are required to share a checklist with the Executive Director, with specific updates and improvement suggestions on policy implementation and the challenges of abusive conduct, including SH. However, this assessment did not see evidence of these checklists or updates from Regional or Country Directors. As of 2024, WFP standard field level agreements (FLAs) contain specific clauses on the protection and response to SH and as such, CPs are required to adhere to specific PSH standards.

The Office of the Inspector General (OIG) reports on the number of cases of SH in a publicly available annual report to the Executive Board (WFP, 2023; WFP, 2022). The OIG has contracted a third-party subject matter expert to join the OIGI to assess WFP's policy effectiveness, embedment and reporting loops for investigations.

4.10.3: **The organization has clearly identifiable roles, structures, and resources in place for implementing its policy/guidelines on SH at HQ and in the field: a support channel for victims, a body coordinating the response, and clear responsibilities for following up with victims.**

WFP has a structure in place to support protection against abusive conduct, but not all mechanisms have specific elements for the protection against sexual harassment.

Roles and structures to support the implementation of the SH policy.

As detailed in 4.10.2, PSH sits under HRM within the sphere of abusive conduct. There are sixteen staff members in the Staff Relations (HRMSR) team who work on prevention and response activities related to abusive conduct, two of whom are the main focal points including an advisor who is on a one-year loan from the legal department. The OIGI staff includes 42 people in Rome and Nairobi across investigations support, operations, quality assurance and policy. The OIGI has a conscious approach of ensuring investigators work across themes, having no specific focus, but all investigators have dedicated PSH training and their expertise has led to the OIGI delivering training to other organisations on interviewing

vulnerable victims and witnesses. OIGI also has a dedicated standard operating procedure (SOP) for a victim-centred approach (VCA) in investigations, but as this was published in November 2023, it is too early to assess its impact (WFP, 2023). As a coordination mechanism, OIGI, the Ethics Office, HRM and the Office of the Ombudsman make up an interdisciplinary committee (IC) to discuss case and non-case related matters of PSH, the Terms of Reference (TOR) for which is annexed in the 2022 Executive Circular. However, in interview, the assessment team were informed that the IC do not discuss reported cases, and therefore it is unclear if a formal body does exist to coordinate responses to SH allegations.

Respectful Workplace Advisors (RWAs) are nominated staff members who can provide guidance on informal and formal dispute resolution services within WFP (WFP, 2021). Before taking up the role, RWAs undergo a five-day intensive training course. They also serve as Ethics Ambassadors, raising awareness of the Code of Conduct and related policies. There are no specific victim support officers to support those who have reported allegations.

Budgetary commitment to SH

As confirmed in interviews, there is no specific budgetary commitment to the prevention and response of SH. SH can be included in all Preventing HSHAAC initiatives where a budget has been allocated through the regular budgeting process and country offices are encouraged to implement protective measures through their own budgets. Any novel funding for PSH can be applied for and attributed at a corporate level from the Critical Cooperate Initiative for People (CCI for People).

Mechanisms for reporting, victim support and case management

The Speak Up Toolkit for Improving Working Environment, available on the WFPGo platform, clearly documents information and guidance for reporting abusive conduct, including SH, for victims, witnesses & managers (WFP, n.d). This includes a range of support services such as Staff Counselling Service, the Ethics Office (also for matters of retaliation under the Whistleblower Protection Policy), RWAs, Medical Services, security officers, representatives of the Professional Staff Association (PSA), or the FAO/WFP Union of General Service Staff (UGSS). A weakness of the toolkit is that it also advises that local authorities could be contacted, but does so without taking into account the cultural and legal contexts victims may be operating in (for example, where victims themselves may be punished for being the victim of SH). Furthermore, the 2021 Human Resources Management Staff Relations SOP on Feedback to Affected Persons in matters related to HSHAAC has detailed guidance and templates, but does not have specific guidance on how to handle situations of SH (WFP, 2021).

4.10.4: All managers have received training on preventing and responding to SH, and all personnel have been trained to set behavioural expectations (including with respect to SH).

WFP has a comprehensive training package and range of campaign activities to foster a respectful workplace and aims to tackle the culture that leads to sexual harassment being perpetrated.

Training of managers and all staff

HSHAAC training is mandatory at WFP, and the online, interactive training Preventing & Responding to Abusive Conduct at WFP includes SH within the modules. The CRF KPI target for 2023 and 2024 of 90% completion rate for the mandatory training was exceeded, with 95% of employees completing the training (WFP, 2023). As well as HSHAAC training, the Ethics Office and HRM collaborate on a range of trainings on sexual misconduct, covering both PSEA and PSH.

WFP has specific mandatory 5-day training for RWAs, so that they can provide guidance on informal and formal dispute resolution services within WFP, and a mandatory online training for supervisors and managers on "How can I promote a respectful and inclusive workplace for my team". There is also a range of non-mandatory awareness raising courses and trainings available for staff, although these have only been completed by 4-10% of personnel. This includes highly interactive, face to face trainings such as the

Global Executive Inclusive Leadership Programme for Participating Leaders 2023, run by the Diversity and Inclusion Unit, about being role models for an inclusive workplace (WFP, 2021; Symmetra, 2023). It also includes a suite of trainings online such as, "How can I become an active bystander" and "What should I do if someone has spoken up about me?" (WFP, 2023; WFP, 2023). The latter training is also made mandatory in the context of disciplinary action or management interventions as a follow-up to the cautioning of employees who have been the subject of complaint.

While the trainings are not specific to SH, and cover the broader spectrum of abusive conduct, country office interviewees confirmed that there was good awareness of SH training and on how to report SH concerns. However, country offices also commented that it is difficult to track the knowledge acquired during online training, and the trainings lack feedback mechanisms or opportunities to share opinions. Where country offices had more resources, they sought to address this challenge through additional trainings and awareness raising efforts, with one country office offering quarterly in-person refreshers, and another office offering female staff security awareness training to provide a safe space to discuss protection issues.

Awareness raising via internal communications

During the assessment period, WFP conducted a campaign of non-mandatory 'Speak Up Sessions', aimed at new personnel, for which 12,201 employees across the Organisation have attended. The campaign was developed based on a pilot programme in Mozambique, where it was highlighted, that local culture can deter a 'speak up' culture, with HRMSR aiming to broaden the training to field offices. Sessions are accompanied by a Speak Up Infographic and Toolkit (WFP, n.d). During the course of the assessment period, there has been a range of email communications from the Deputy Executive Director and the Director of HRM on mandatory training requirements, reminders of the prohibition of SH, and announcing the launch of new Preventing Abusive Conduct policies and training (WFP, 2022; WFP, 2020; WFP, 2022).

4.10.5: Multiple mechanisms can be accessed to seek advice, pursue informal resolution, or formally report SH allegations.

WFP has informal, formal and middle-ground reporting options, but there is a lack of trust in the system and the victim-centred approach is yet to be mainstreamed.

Mechanisms for reporting

The three avenues to report allegations or concerns of SH are informal resolution, the formal process that launches an investigation, and a newly introduced middle-ground process known as 'management intervention' launched in February 2022 (WFP, n.d). Concerns can also be reported through the WFP Hotline. If the perpetrator is WFP personnel, the three channels are available regardless of whether the victim is an employee or not (WFP, 2022). All channels are communicated through a variety of avenues, such as through emails from leadership, posters and the SpeakUp Toolkit available on WFPGo, including a flow chart depiction of actions taken once abusive conduct, including SH, is reported.

For cases that are reported formally to OIGI, a preliminary assessment is conducted to determine whether an investigation will be opened. The OIGI may contact HRM, Ethics Office and Ombudsman offices to discuss the case, including necessary protective measures. Some exceptional cases may also be brought to the attention of the Interdisciplinary Committee on an ad hoc basis which is comprised of the heads of OIGI, LEG, HRM, Ombuds and Ethics for discussion including on protective measures. For cases where OIGI does not find the allegation to be substantiated enough for a formal process, management intervention is considered. It is a formal, mid-way response that aims to appropriately address abusive conduct issues through intervention by HR, a supervisor, or a manager, putting the alleged perpetrator on notice of behavioural concerns with the aim of ensuring accountability, and addressing the concern through targeted training on WFP standards of behaviour. Where a full investigation is considered appropriate, OIGI carry through the investigation, with the Director of Human Resources making a recommendation on

any disciplinary actions to the Assistant Executive Director, Workplace and Management who has the delegated authority to impose disciplinary measures or close the case.

Outside of cases formally reported and investigated by OIGI, (for which disciplinary measures are taken and reported on in the annual Report on practice in disciplinary matters), WFP does not collect statistics on the various reporting channels used by victims. The Staff Relations Branch (HRMSR) release an Annual Report on addressing inappropriate and abusive conduct through management interventions but do not disaggregate the data for sexual harassment or other forms of harassment. Concerns that are addressed through informal resolution risk going unnoticed, as supervisors do not report on local, informally-resolved cases.

Retaliation against whistleblowers

In the cases of protecting whistleblowers from retaliation, the Ethics Office conducts a prima facie review of complaints, which are then referred to the OIGI for investigation. Both the 2022 Code of Conduct and the 2020 Whistleblower Protection Policy prohibits retaliation and states the right for all those who report concerns to be protected (WFP, 2022). WFP's intranet houses a webpage stating that staff can request protection against retaliation and the intranet page includes an outline of the process, as well as a link to the form to request protection.

As described in the 2019 External Review of Workplace Culture, fear of retaliation was the main reason interview participants were reluctant to report abusive behaviour, and there was a lack of trust that the reported allegation would be shared with perpetrators. This MOPAN assessment found no evidence to suggest that this perspective had improved. On the contrary, WFP interviewees across multiple departments acknowledged that the reporting mechanisms are yet to be intentionally gender-sensitive or developed with a victim-centred approach in mind. This was highlighted as a challenge and a risk, as both SEA and SH are housed separately, while both requiring an aligned VCA. It was also suggested in one interview that female staff can be put off working in harsh duty stations in high-risk contexts, due to working conditions including the risk of sexual harassment.

4.10.6: The organization ensures that it acts in a timely manner on formal complaints of SH allegations.

WFP has a clear process for investigating and concluding substantiated SEA cases, but there is a risk of informal and mid-way responses leading to SH issues not being escalated.

The 2022 Executive Director Circular on PRAC states that WFP will collect data for monitoring its response to abusive conduct and do so through a published annual report with anonymised data (WFP, 2022). While the 2020 OIGI guidelines have a benchmark of six months for formal sexual misconduct investigations, in interviews it was acknowledged across WFP that the timeliness targets for responding to cases of sexual misconduct, including SH, were aspirational (WFP, 2020). Cases take much longer to investigate and close, sometimes up to two years. For formal reporting, OIGI does not monitor its own performance against timeliness goals for investigations of SH or report this along-side case data within the annual OIG report. For management intervention, while there are no timeliness benchmarks or formal timeliness monitoring, it was suggested that the average timeline is 38 days, and it is common for the perpetrator to be cautioned with no other disciplinary action taken. From the experience of HRMSR, management intervention provided an avenue for victims to voice their allegations when they did not feel comfortable reporting formally, or wanted a timelier solution (although it is important to note that this is not specifically for SH, but for broader abusive conduct). For both instances, sexual misconduct is prioritised at all stages.

In terms of the formal reporting process, once an SH allegation filed with OIGI, HRMSR may be consulted where OIGI in its preliminary assessment identify a need for protective measures during the investigation, and an action of staff suspension is considered at the initial review as an interim protective measure to protect the victim from the perpetrator, alongside other protective measures. Confirmed in interviews, as

of December 2023, 29 staff members were under suspension, of which 12 were regarding allegations of SEA or SH.

This MOPAN assessment found a mixed understanding across the organisation on the existence of timeliness benchmarks, and there were variable impressions among staff as to whether WFP's responses were timely. WFP does not collect statistics on the various reporting channels used by victims. Concerns that are addressed through informal resolution risk going unnoticed, as supervisors do not report on local, informally-resolved cases.

4.10.7: The organization transparently reports the number and nature of actions taken in response to SH in annual reporting and feeds into inter-agency HR mechanisms.

WFP transparently reports the number and nature of actions taken in response to SH in annual reporting and feeds into mandatory inter-agency HR mechanisms.

Annual reporting on SH cases

WFP anonymously reports on the number of cases and nature of actions taken in response to SH in multiple ways. The Office of the Inspector General (OIG) submits its publicly available annual report to the Executive Board. The latest report details the type of perpetrator, the type of SH to occur in each case, disaggregated by region (WFP, 2023). By the end of 2022, 34 SH investigations were in progress, two of which were against senior D1 members of WFP. In the same year, OIGI concluded nine SH cases, three of which were substantiated. WFP's HRM also submits an Annual Report on Practice in Disciplinary Matters, which is shared with WFP employees but is not made public. This report lists confirmed anonymised misconduct cases, disaggregated by type of abuse, including SH, and details if the perpetrator is a former or active employee. While in 2020 and 2021, any active employee perpetrators were subject to dismissal, in the 2022, all four alleged perpetrators left WFP during the process, and were banned from future employment at WFP (WFP, 2020; WFP, 2021; WFP, 2022). For cases addressed through management intervention, HRM submits a separate annual report on Addressing Inappropriate and Abusive Conduct through Management Interventions, but does not disaggregate cases by type of abusive conduct. The Office of the Ombudsman also presents a public annual report to the Executive Board, which includes figures on SH allegations reported to them across the year. In 2022, sexual harassment and violence constituted 8% of HSHAAC issues reported to the Ombudsman (WFP, 2022).

Recruitment reference checks and participation in inter-agency mechanisms

WFP's Executive Director Circular on PRAC specifically states that WFP has a responsibility to ensure reference checks, internal disciplinary record screenings and ClearCheck verifications during the recruitment process (WFP, 2022). ClearCheck is also a formal requirement stated in the WFP HR Manual and the formal Due Diligence procedure, alongside a requirement to check against internal databases relating to conduct and integrity, disciplinary and performance (WFP, 2023). During the course of the assessment period, there have been 16 substantiated SH cases which all resulted in the perpetrator being entered into ClearCheck, as well as an employment ban or dismissal. This does not include perpetrators whose case was handled through management intervention, for which ClearCheck is not initiated. WFP does not participate in any other inter-agency information sharing scheme for the prevention of rehiring of perpetrators, such as the Misconduct Disclosure Scheme.

Relationship Management

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

KPI 5 overall score: 3.03, Satisfactory

Overall summary for KPI 5

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 Country Strategic Plans. At the time of preparation of this MOPAN assessment, 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 headquarters 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. We 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 UNHAS 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. The Global Privacy Office has 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 there is a new Executive Director's Circular on Data Protection and Privacy in place which 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 Corporate Results Framework 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 internally displaced persons (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 which 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.

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. WFP's Strategic Plan 2022-25 outlines the focus of WFP's 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) which demonstrates 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.

MI 5.1: Strategies and programming target the greatest need and people most left behind.

Overall MI rating	Satisfactory
Overall MI score	2.60
Element 1: In-depth assessments and multidimensional analysis – joint or shared where possible – are conducted to inform programme design and are monitored and updated regularly. As part of this, there is a clear evidence base and baseline around needs, special groups such as women and the disabled, and people most left behind, including poorest of poor, but also elderly, disabled, and other marginalized groups	4
Element 2: Specialized staff are available and used from the outset to support planning processes, especially on thematic and sector specific issues	3
Element 3: There are clear criteria for prioritization and ranking the severity of needs and crises	2
Element 4: Downstream and cross-border impacts of crises are assessed or projected and factored into programming.	2
Element 5: All evidence bases contain disaggregated data, including by sex, age and disability. Data from local actors and other key stakeholders is integrated into needs analysis and programme design	2
Evidence Confidence	High Confidence
Evidence Documents	
3, 78, 79, 87, 114, 157, 172, 259, 280, 307, 308, 324, 325, 397, 398, 399	

Analysis

5.1.1: In-depth assessments and multidimensional analysis – joint or shared where possible – are conducted to inform programme design and are monitored and updated regularly. As part of this, there is a clear evidence base and baseline around needs, special groups such as women and the disabled, and people most left behind, including poorest of poor, but also elderly, disabled, and other marginalized groups.

WFP conducts a large number of in-depth needs assessments and multi-dimensional analyses, which are used to inform the design of country strategic plans (CSPs). These include country-led national zero hunger strategic reviews as well as evaluations, joint needs assessments and feasibility studies (WFP, 2016). In addition, WFP conducts capacity assessments, market analyses and food security analyses. For example, in Chad, WFP undertakes economic and market analyses to monitor shocks that would have implications for food security. This allows WFP to design transfer modalities, assess the effectiveness of its response and align its programmes to the CSP.

WFP has supported over 35 National Zero Hunger Strategic Reviews (either completed or ongoing) (WFP, 2023). WFP also supports Integrated Food Security Phase Classification (IPC) processes. For example, in South Sudan, WFP co-leads the IPC process. At country office level, CSPs are informed by gender analysis, conflict analysis and context analysis. Headquarters guidance outlines that the CSPs are developed following wide ranging and open consultations, and "should result in a comprehensive analysis of the challenges the country faces in achieving zero hunger by 2030" (WFP, 2016). The Integrated Cross Cutting Context Analysis and Risk Assessment Policy outlines how to combine context analysis with risk analysis for programme teams, and cross cutting priorities are included in the analysis (WFP, 2023).

Targeting criteria are vulnerability based and people with disabilities and the most vulnerable are included (WFP, 2022). Vulnerability analysis and mapping, early warning and emergency needs assessments are used to provide the basis for food assistance and set the parameters for targeting (WFP, 2006). In Somalia,

WFP has developed a user framework that looks at the barriers that elderly and women end users face. In South Sudan, there was acknowledgement of "the specialised access team, vulnerability assessment missions, door-to-door assessments and logistical planning which helped to identify the most vulnerable and reach those in most need" ….'. (WFP, 2022). However, the South Sudan Interim CSP Evaluation reported that some vulnerable groups may have been underserved, for example pastoralists and the elderly and those with disabilities due to delivery challenges, although these groups are included in the targeting criteria (WFP, 2022).

WFP also shares data and evidence gathered with UN and other partners. For example, in Burkina Faso, WFP undertakes and supports surveys on agricultural production, market functioning, household vulnerability and nutrition, as well as monitoring overall food security. The results of this work are used by the humanitarian community and national institutions to identify needs, as well as informing WFP's planning for its beneficiary caseloads (WFP, 2023). It conducts joint needs assessments with other UN agencies and partner governments, for example in Zambia in relation to refugees in the Mantapala Settlement with UNHCR, and with the government in flood-affected areas (WFP, 2023).

The data from Research, Assessment and Monitoring (RAM) analyses is collated and published on HungerMap live ecosystem, which 'in 2022 alone had over 100,000 users from over 200 countries. The ecosystem monitors over 80 countries and generates a suite of actionable data products including over 30 daily reports and analyses at global, regional and national levels' (WFP, 2023). The RAM team are also a major data provider for the IPC and Humanitarian Needs Overviews (WFP, 2023). WFP's RAM team maintains the world's largest price database, which covers approximately 2,100 markets in 57 countries, with the price data used across WFP operations for food security analysis, early warning and programme design. In addition, "WFP's Market Functionality Index brings together actionable information from market assessments conducted in 4,400 marketplaces across 70 countries, thanks to its innovative end-to-end data pipeline that provides results with 24 hours from data collection.' (WFP, 2023)

WFP also has a Vulnerability Analysis and Mapping (VAM) Resource Centre which serves as a space for WFP staff to gain skills and access tools for conducting food security assessments, analyses and monitoring. WFP has innovative positioning tools including GIS (Geographic Information System), which provides spatial analysis for Country Offices. WFP can then use these tools to complement other approaches, in order to analyse the location and impacts of shocks.

5.1.2: Specialized staff are available and used from the outset to support planning processes, especially on thematic and sector specific issues.

CSPs are the key planning document used by WFP at the country level and a CSP Policy was approved by WFP's Executive Board in 2016, strengthening WFP's approach to country level planning. While dedicated teams from headquarters were involved in the pilot phase of the CSP policy and later its expansion, staff at regional bureaux played a key role in supporting country offices by distilling the implications of the CSP policy for country planning and implementation processes (WFP, 2023).

Nonetheless, the 2023 Evaluation of the Policy on CSPs recommended more resources are needed to support country planning. WFP's management response to the evaluation included commitments to enhancing coordination of headquarters and regional bureaux support to country offices, including provision of timely, strategic and design support and tailored scoping workshops and more sharing of lessons and experiences on CSP development among regional bureaux and country offices. The evaluation also recommended the need to scale up strategic workforce planning, with continued investment in the development of WFP staff skills in line with the WFP people policy and evolving need. The evaluation also noted that 'the CSP processes led WFP to position itself in areas for which boundaries

were not well defined and where it did not consistently have the required expertise, as in the case of country capacity strengthening'. There were reported shortcomings in WFP's expertise in Jordan in relation to livelihoods and agriculture, in comparison with other partners. However, bringing in external expertise on nutrition-sensitive programming during CSP planning was rated positively in El Salvador.

In order to resource country offices with the specialised skills to support needs assessment and monitoring, WFP has a dedicated Research, Assessment and Monitoring (RAM) Team which supports two main functions – vulnerability assessments (VAM) and monitoring, with the VAM element focused on providing food security and vulnerability analysis to help design programmes, prioritize resources, select optimal transfer modalities and target those most in need. In 2022, the RAM team conducted over 140 assessments, and provided tailored support to nearly 20 countries. As noted above (5.1.1) the RAM team has capacity and skills to conduct a range of thematic and sector specific analysis – for example, the RAM Team is a major data provider for the IPC and Humanitarian Needs Overviews and also collates a significant volume of price data, as well as data from market assessments (WFP, 2023).

5.1.3: There are clear criteria for prioritization and ranking the severity of needs and crises.

WFP's Targeting in Emergencies Policy indicates that targeting is a process that spans the life of a food aid operation and is based on vulnerability analysis and mapping, early warning and emergency needs assessment results (WFP, 2006). While geographic targeting is sometimes the only feasible level of targeting, it must be complemented with household and individual targeting.

Despite the availability of the 2021 Targeting and Prioritization Operational Guidance Note, there are a range of ongoing debates across WFP concerning approaches to prioritisation of support. At the time of preparation of this MOPAN assessment, country offices were facing exceptionally difficult prioritisation and targeting decisions in the face of difficult contexts, protracted crises and underfunded CSPs. The MOPAN Assessment Team heard from many country offices that there was an overall lack of guidance coming from headquarters, particularly around the balance between 'saving lives' and 'changing lives' in a restricted funding context. More explicit corporate guidelines on targeting in highly challenging situations are needed to guide country office decision-making on choices such as ration reductions versus a shift towards greater prioritisation. Country offices were clearly committed to making proactive and responsible decisions around prioritisation and targeting, informed by rigorous context and conflict analyses by VAM teams.

For some country offices, to address funding shortfalls, WFP is prioritising on the basis of location. One example is Ukraine where WFP moved away from a blanket approach to focusing on the most vulnerable and conflict-affected people within 30km from the front line. In other countries, such as South Sudan, targeting is based on prioritising IPC 4 or above areas (rather than IPC 3 and above which has been the stated focus of WFP intervention). In Haiti, WFP has been regularly obliged to cut rations by a half or a quarter. Some Country Directors are also starting to discuss Operational Plans with donors rather than Needs Based Plans. Headquarters advice in 2023 to Country Directors was to reduce needs-based plans by 30% although Country Directors are concerned that this also reduce funds received.

Donors expressed a range of views on the prioritisation issues, noting that vulnerability-based targeting has been used too late by WFP during the current funding crisis. Donors expressed a preference for greater consultation by WFP on these issues, rather than being informed ex post of ration reductions or other action. In response to the critical decisions that are needing to be made in reducing assistance to beneficiaries, WFP's Regional Bureau in Nairobi has published a report on the impacts of the cost of inaction on WFP food assistance in East Africa, reporting that "The Cost of Inaction on WFP's food assistance in Eastern Africa in 2022 translates into 24.5 million acutely food insecure (IPC 3, 4 or 5) people

NOT receiving any assistance. By December 2022 nearly 40 percent of the IPC acutely food insecure across 10 countries in Eastern Africa received no assistance from WFP" (WFP, 2023).

5.1.4: Downstream and cross-border impacts of crises are assessed or projected and factored into programming.

WFP operations often span borders in view of supporting people fleeing crises and conflicts. The Policy on CSPs (covered in 5.1.1) outlines the numerous analyses which Cos should undertake, including an analysis of downstream and cross border impacts of crises which need to be factored into programming and these analyses form part of the CSP design process (WFP, 2016). WFP remains strongly focused, however, on its individual country operations with limited regional programming. The MOPAN Assessment Team heard from Cos that regional bureaux could play a larger role in considering cross border impacts, as it is difficult for Cos to share data.

5.1.5: All evidence bases contain disaggregated data, including by sex, age and disability. Data from local actors and other key stakeholders is integrated into needs analysis and programme design.

WFP's strategic plan 2022-25 states that it will 'strengthen its evidence collection by transforming robust, sex-, age-, and disability disaggregated data into information and knowledge to facilitate strategic decision making and optimise its response to humanitarian and development needs' (WFP, 2021). In terms of disaggregation of data according to disability, WFP seeks to use the questions of the Washington Group on Disability Statistics as the standardised tool and WFP's data is disaggregated by disability (Washington Group on Disability Statistics, n.d.). In 2021, WFP published a Technical Note: Mainstreaming of Disability Disaggregation, which included guidance on how to implement the Washington Group questions throughout the programme cycle. In 2022, WFP published guidance on data stratification and disaggregation to guide the collection and analysis of data.

The template for the Executive Brief on [Country] Comprehensive Food and Security and Vulnerability Analysis (CSFVA) provides guidance on the profiling of vulnerable people including a description of their livelihoods, gender and age (WFP, 2019). There was partial application of this guidance in the Sudan CSFVA- Summary Report (WFP, 2023), which included gender disaggregated data but not age and disability disaggregated data in the section profiling the food insecure population. There is limited mention of data disaggregation in the Handbook of Reporting Emergency Food Security Assessments (EFSA) (WFP, 2009). WFP's Live HungerMap dashboard (which aggregates data from numerous global sources) and WFP's VAM Data Visualisation dashboard Dataviz (which aggregates data from a range of sources) do not disaggregate data, although they are useful tools in reporting on food insecurity and nutrition in WFP supported countries.

There was a mixed picture at the country office level in terms of disaggregation of data. Some country offices disaggregate data by sex, age and disability, for example South Sudan, Chad and Colombia. Mozambique also disaggregates data according to gender, age and disability and has new indicators in place on economic empowerment and women's attendance at community committees. However, the 2023 synthesis of evidence and lessons on WFP's performance measurement and monitoring from centralised and decentralised evaluations (2018-2021) reported that more than 30% of decentralised, and half of decentralised, evaluations noted insufficient disaggregation of data by sex, status (refugee or host country national), disability or age (WFP, 2023) . The 2020 Evaluation of the Gender Policy noted improvements in reporting sex disaggregated data although the evaluation synthesis points to the need to strengthen disaggregation of data especially in relation to gender equality and women's empowerment and in the analysis of intra- and inter-household needs (WFP , 2020).

In the implementation of data disaggregation and its impacts on more inclusive programme design, CSP evaluations, including Mozambique and Cambodia, found that while disability was included as vulnerability criteria, there was a lack of systematic mainstreaming in programmes.

MI 5.2: Conflict sensitivity applied to programming to avoid unintended negative impacts and do no harm.

Overall MI rating	Unsatisfactory
Overall MI score	2.33
Element 1: Conflict analysis is systematically undertaken, and the findings are used to inform project design, implementation, monitoring and evaluation	2
Element 2: Conflict analysis is regularly updated, and programmes adapted accordingly	2
Element 3: Conflict sensitivity is also applied to organization policies and processes, especially those related to human resources, procurement and communications	3
Evidence Confidence	Medium Confidence
Evidence Documents	
3, 40, 41, 130	

Analysis

5.2.1: Conflict analysis is systematically undertaken, and the findings are used to inform project design, implementation, monitoring and evaluation.

In 2020, WFP was awarded the Nobel Peace Prize for its efforts to combat hunger, promote peace in conflict-affected areas, and prevent the use of hunger as a weapon of war and conflict. WFP undertakes conflict analysis, and it is identified as important at the strategic level, but it is not systematic. WFP's Strategic Plan 2022-25 views in-depth context and conflict analysis as critical factors in shaping WFP's programming (WFP, 2021). The earlier Peacebuilding Policy of 2013 also emphasised conflict analysis, seeing it as part of two of its three key policy directions; and "conducting conflict and risk analyses in transition settings as an inclusive process encompassing conflict and political economy analysis; using conflict-sensitive programming" (WFP, 2023). More recently WFP's 2023 Conflict Sensitivity Mainstreaming Strategy sets out a comprehensive framework designed to refine how WFP operates in areas where conflict dynamics intersect with its mission (WFP, 2023). Conflict sensitivity mainstreaming is about integrating conflict considerations into all phases of WFP's programme cycle - design, implementation and monitoring of interventions including assessment and analysis, CSP design, strategic planning and readiness, implementation and monitoring and evaluation.

The Conflict Analysis Division at headquarters generates geopolitical analysis and early warning analysis. At country level, WFP works with partners that can tap into community dynamics. WFP develops in-depth conflict and context analyses as part of the CSP development process and to inform programming and strategic decisions. Somalia and South Sudan serve as illustrative examples of WFP undertaking comprehensive conflict analysis.

However, only slightly over half survey respondents strongly agreed or agreed with the statement *"WFP makes sure its work is sensitive to conflict dynamics and avoids harm".* The evaluation of the policy on WFP's role in peacebuilding in transition settings (WFP, 2023) commended WFP's work on food insecurity, resilience and livelihoods as WFP's main contribution to peacebuilding, "but remaining gaps in conflict-sensitive programming require a renewed effort to use existing analytical insights into how WFP's presence

and assistance may affect peace and conflict dynamics, and to adapt programmes and processes accordingly". The evaluation reported that despite investments in conflict analysis and conflict sensitivity at the country level, application of both was inconsistent and constrained. In response to this recommendation, WFP has developed the conflict sensitivity mainstreaming strategy to strengthen operational support to staff in this area, so going forward, and once this strategy is fully implemented and rolled out across the organisation, WFP's score under this element is likely to improve.

5.2.2: Conflict analysis is regularly updated, and programmes adapted accordingly.

Interviews conducted by the MOPAN Assessment Team confirmed that conflict analyses were regularly updated, for example in Somalia and South Sudan. However, the 2023 Evaluation of the Policy on WFP's Role in Peacebuilding in Transition Settings questioned the extent to which programmes were adapted in response to conflict analyses: *"Even when conflict analyses are produced it is unclear whether and how they influence programming and country office planning documents and, with some exceptions, reports include relatively little discussion of conflict dynamics and conflict sensitivity."* (WFP, 2023) More positively, the evaluation went on to report that efforts were made to adapt programmes and processes to avoid contributing to tensions. The adaptations mentioned the most frequently included improved communication on beneficiary selection criteria, adjusted targeting, the establishment of complaints and feedback mechanisms and enhanced community-based planning. The evaluation also highlighted a small number of examples of use of adaptation measures such as the facilitation of local dialogue and the inclusion of conflict resolution mechanisms in programme design. For example, in Iraq, in the context of internal displacement, one programme included regular community meetings focusing on mutual acceptance and a dedicated conflict resolution mechanism. In Burkina Faso, WFP made school feeding conditional on the communities in conflict agreeing to protect the school feeding together (WFP, 2023).

5.2.3: Conflict sensitivity is also applied to organisation policies and processes, especially those related to human resources, procurement and communications.

WFP's Conflict Sensitivity Mainstreaming Strategy (2023) seeks to mainstream conflict sensitivity across the organisation and all its functions (human resources, supply chains, donors, relations with host countries) (WFP, 2023). The strategy is relevant to all staff and functional areas and provides clear direction for staff to mainstream conflict sensitivity in their areas of responsibility (WFP, 2023). The strategy also provides country offices with frameworks and support to conduct conflict analysis, examine the results and improve conflict sensitivity integration into corporate workforce planning exercises, CSPs, and annual reviews (WFP, 2023).

Some examples of consideration of conflict sensitivity issues in WFP operations include sensitivity to language considerations in Ukraine, with communications by Call Centre staff now in both Ukrainian and Russian with the first response always in Ukrainian. In Syria, conflict sensitivity is mainstreamed with staff responsible for security analysis interfacing with staff making decisions on programme design and considering the impact of programming decisions on social cohesion. In South Sudan the timing of simultaneous distributions to different counties is designed to minimise the potential for conflict.

However, the peacebuilding evaluation reported some underserved areas in terms of embedding conflict sensitivity in the practices of WFP's cooperation partners, with the competitive contracting environment making some partners reluctant to share concerns about conflict sensitivity or negative experiences. While national staff are key to conflict awareness, they are often not involved in strategic discussions. However the evaluation also highlighted several good practices in relation to engaging cooperating partners on conflict sensitivities, such as training workshops and structured interactions with cooperating partners on

these issues in Iraq and Sudan, the discontinuation of partner contracts in cases of clearly expressed political allegiance (Colombia) and the sharing of responsibilities for targeting and implementation among cooperating partners to avoid perceptions of favouritism (DRC, Libya).

MI 5.3: Risk assessment, monitoring and management drives more relevant and agile programming.

Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: Organisation has, and uses, a system to identify, monitor and manage risks, with clear lines of responsibility for decision making and accountability, including effective escalation processes	2
Element 2: Risks covered by the system include contextual, programmatic and institutional risks	4
Element 3: Risk tolerance/appetite levels are set at appropriate level, monitored, and used effectively to inform risk management and escalation. The organization's risk tolerance/appetite is communicated to all staff	3
Element 4: The risk management process also factors in "the risk of doing nothing" and does not lead to risk aversion	3
Evidence Confidence	High Confidence
Evidence Documents	
7, 46, 57, 61, 62, 78, 90, 136, 216, 255, 259, 270, 272	

Analysis

5.3.1: Organisation has, and uses, a system to identify, monitor and manage risks, with clear lines of responsibility for decision making and accountability, including effective escalation processes.

WFP has made progress in the area of risk management and has good corporate risk systems. The Ethiopia aid diversion revealed weaknesses in practices at the country level, which is why this element has been marked down. WFP has responded appropriately by conducting an end-to-end review and launching a series of remedial actions in high-risk contexts. The 2023 Independent Oversight Advisory Committee report (WFP, 2023) noted the roll out of the revised anti-fraud and anti-corruption policy and the implementation of the risk and recommendation tracking system and the corporate risk register. It also noted, however, that there was a need to strengthen risk management at country level and effective escalation processes by having more contact between country risk officers and the risk management function in HQ and giving regional bureaux a greater role in country office risk management.

The Enterprise Risk Management Policy (WFP, 2018) outlines risk roles and responsibilities. Risk-based decision making is highlighted in WFP's Strategic Plan, which includes a risk assessment for the organisation. All CSPs are designed to include an analysis of risks associated with interventions, along with associated mitigation measures. In some country offices, we found that these risk processes were well established, with risk officers in place and risk assessments integrated into planning and strategy documents (WFP, 2022; WFP, 2023). The PSEA Self-Assessment was designed as a checklist that can be used as a tool to identify risks and internal control issues that merit escalation to senior management and require focused attention. However, the assessment team did not see any guidance for country offices on how to assess SEA risks or any examples of the checklists completed by country offices in varying risk profile settings.

There is recognition that WFP works in high-risk environments. WFP's approach to risk management in South Sudan typifies the rigorous approach that allows it to operate in remote and high-risk locations, which we also found exemplified in Somalia. In South Sudan, WFP is one of the only agencies to work in most remote areas, where there is the greatest need. The messaging to staff is that everyone is responsible for knowing the risks that they face, and mitigating them. A designated risk officer follows up on all risks. Where relevant, risks are scaled up to the Regional Bureau or to HQ. Senior management are briefed on risks on a weekly basis, high risk issues are immediately flagged. The Community Feedback Mechanism is also used as a way for communities to flag risks.

Risks concerning aid diversions came to the fore in 2023 when WFP chose to temporarily suspend food aid to Ethiopia because its supplies were being diverted. To mitigate and manage these risks, the ED of WFP launched a global assurance project high level task force *"activating the whole organization in order to put "end-to-end" assurance and internal control measures in place across all high-risk operations."* (WFP , 2023) The Global Assurance Framework was launched to make sure the right people receive WFP's assistance. The framework comprises a set of global standards that all operations must meet and minimum measures that need to be in place in order to effectively mitigate the majority of risks. It sets the direction for corporate guidance and support and helps country directors know what to focus on. 31 operations were identified as high risk based on access impediments, the number and capacity of cooperating partners, monitoring challenges, data protection and identity   management constraints, and systems integration and connectivity issues. All 31 country offices were required to immediately review and update their risk registers and conduct a fraud risk assessment to help them prioritize the   implementation of new measures and controls (WFP , 2023). All country offices had completed this by March 2024, with the exception of Palestine country office (delayed due to conflict) and Madagascar (rescheduled for early June).

5.3.2: Risks covered by the system include contextual, programmatic and institutional risks.

Two thirds (66%) of MOPAN survey respondents strongly agreed or agreed with the statement that "*WFP actively manages risk – in the context, in programming and risk to the organisation"*.

WFP has a plethora of policies, tools and frameworks to manage risks:
- WFP's Enterprise Risk Management Policy covers protection-related, strategic, operational and fiduciary (including fraud, breach of obligations, cyberattacks and programme design) and financial risks (WFP, 2018). The risk management framework is event-based and is designed "to identify and respond to risks at the point of impact" (WFP, 2018) .
- WFP plans to use the Global Reassurance Framework to have conversations with donors about risks and sharing risks in high-risk countries.
- The Internal Capital Adequacy and Risk Assessment (ICARA) system includes context and related risks, as well as operational risks, related mitigation measures and communities' coping strategies (WFP, 2023).
- WFP's Oversight Framework links a consolidated analysis of oversight findings (from internal audit, proactive   integrity review, external audit, and Joint Inspection Unit reports), to corporate risks "to facilitate a structured, evidence-based and action-oriented discussion of priority oversight issues with executive management*"* (WFP, 2018)*.*
- The Communications, Advocacy and Marketing Division has a reputation risk management structure with weekly internal red-risk reports and daily social media monitoring and analysis on high-risk issues (WFP, 2022).
- The Technology Division reported improvements, over the last five years, in levels of investment in cyber security and risk assessments.

- The Ethics Office, the Risk Management Division, Emergencies and Transitions Unit and the NGO Partnerships Unit worked together to update a PSEA Self-Assessment (WFP, 2022).
- OIGA and OIGI report that the system of risk compliance officers works well, and the presence of PSEA focal points at field level enables them to report concerns to OIGI.

At the country level, risk analysis (including contextual, institutional, programmatic and security risks) are incorporated into the development of CSPs (WFP, 2016). There was evidence of management of a diverse range of risks at country office level – for example in Syria WFP looked at the risk of increased operating costs due to a fuel crisis (WFP, 2022) and in South Sudan climate change and flooding featured on its risk register. To address risks associated with commodity management, the South Sudan office created a reassurance action plan. Colombia managed risks to transition to a new Government (WFP, 2022). However, some country offices regarded the systems in place to manage risk as heavy, limiting their capacity to respond to certain crises.

5.3.3: Risk tolerance/appetite levels are set at appropriate level, monitored, and used effectively to inform risk management and escalation. The organisation's risk tolerance/appetite is communicated to all staff.

The WFP Oversight Framework includes a statement on WFP's risk appetite setting out the vision for how risks are viewed within the organization and to facilitate discussions with partners and stakeholders about acceptable levels of risk. It is the responsibility of the Executive Board to ensure that WFP's risk appetite reflects an acceptable level of risk (WFP, 2018)*.*

WFP's 2018 Risk Appetite Statement (WFP, 2018) sets out appetite for different categories of risk. For strategic risks, WFP can be characterized as 'risk hungry' in view of the different contexts it operates in and must continually adapt its business model to changing needs and operating environments. For operational and financial risks, WFP seeks to be 'risk averse', continually seeking to improve its internal controls and mitigate risks within the constraints of cost and efficiency. For fiduciary risks, WFP aims to be 'highly risk averse', meaning that the organisation understands that it faces potential exposure to these risks because it is committed to continuing operations to save lives in high-risk environments. WFP maintains high standards of financial reporting and holds staff personally accountable for their actions, subject to duty of care in critical incidents. WFP is highly risk averse towards fraud and corruption and has zero tolerance for inaction. WFP seeks to minimise fraud while recognising that it will occur, although this approach has yet to be agreed with all donors.

The risk statement has been communicated to staff. Some country office interviewees recognised that WFP's risk appetite and tolerance was broader and higher than other agencies in view of the inherent risks in the countries that the organisation operates in. However, some Cos perceive that the Ethiopian aid diversions had somewhat reduced WFP's risk appetite. Some Cos also raised concerns about WFP's risk appetite in a context of reduced funding. Some HQ interviewees on the other hand perceive that the Ethiopian aid diversions have not led to risk aversion, but rather helped WFP in becoming "more clever and efficient" in deploying controls that can make a difference to bringing risk exposure levels down to reasonable levels.

Overall, we judge that WFP's risk tolerance and appetite levels are set at an appropriate level and are subject to regular review. However, some donors perceive that WFP's risk appetite is not well communicated and are keen on a more risk aware approach and greater transparency by WFP on the risks that it is dealing with.

5.3.4: The risk management process also factors in "the risk of doing nothing" and does not lead to risk aversion.

WFP does not explicitly factor in the risk of doing nothing, but rather operates with a 'no regrets' approach', as outlined in their Emergency Preparedness Policy: "WFP will continue to pursue a "no regrets" approach to emergency preparedness, deploying and leveraging its deep field presence, extensive network and global reach to ensure that lives are saved" (WFP, 2017). We saw no evidence of risk aversion in its operations as a result of this approach, however, and WFP is active in areas where no other agencies are present.

In relation to inaction in Somalia to a major food crisis in 2017, humanitarian actors including WFP did not have the green light to proceed with the response that would have saved lives. This was despite the fact that WFP was viewed as having a higher risk threshold than other agencies. In its response to the Ethiopia aid diversion, WFP decided to suspend much of its operations, with serious consequences for beneficiaries. In late 2023 WFP suspended operations in north Yemen due to limited funding and disagreements with local authorities on beneficiary targeting.

WFP's first cost of inaction study aimed to quantify the impacts of its funding shortfalls in the Eastern Africa region in 2021 and 2022, looking at the potential impacts on food insecure populations and WFP's future operations. It is not clear if or how the findings from this study will be used to inform WFP's risk management processes.

MI 5.4: Organisation contributes to the overall response effort, according to its comparative advantage.

Overall MI rating	Satisfactory
Overall MI score	3.17
Element 1: Organisation actively participates in country co-ordination efforts, including IASC, HCT, Clusters and other structures. Adequate human and other resources are deployed to support cluster and other co-ordination responsibilities fully.	3
Element 2: Organisation actively participates in joint risk and needs assessments exercises, to ensure that the response is focused on the needs of the most vulnerable.	3
Element 3: Organisation participates and shares data, information and analysis - respecting privacy and protection considerations - with common assessment processes and relevant partners	3
Element 4: Country, regional and/or sector strategies identify the organization's comparative advantage to ensure potential synergies (advocacy, knowledge and skills etc.) and integrated responses (joint programming, warm handoffs, cost savings and efficiencies etc.) with partners.	3
Element 5. In protracted crisis settings, the organisation develops multi-year planning and programming approaches	3
Element 6. Organisation demonstrates how it applies comparative advantage to contribute to the overall response in each context.	4
Evidence Confidence	High Confidence
Evidence Documents	
3, 40, 58, 78, 65, 87, 91, 94, 100, 120, 134, 136, 149, 155, 157, 170, 171, 200, 279, 400, 401, 402	

Analysis

5.4.1: Organisation actively participates in country co-ordination efforts, including IASC, HCT, Clusters and other structures. Adequate human and other resources are deployed to support cluster and other co-ordination responsibilities fully.

WFP is a leading participant in the international humanitarian system, playing an active role in UN coordination, humanitarian country teams (HCTs) and within all aspects of the Inter-Agency Standing Committee (IASC), including within emergency director groups and IASC Results Groups. At both corporate and country levels, WFP works closely with other UN agencies including UNHCR and UNICEF to deliver specific assistance in humanitarian situations, leveraging the comparative advantage of each agency to deliver a humanitarian response.

WFP is very active in the cluster system established by the IASC to strengthen humanitarian response capacity in high-risk countries. WFP leads the Emergency Telecommunications Cluster (ETC) and the Logistics Cluster and co-leads (with FAO) the Food Security Cluster, demonstrating its strong comparative advantage in emergency response, food security and logistics. These clusters coordinate the work of many agencies across multiple operations and countries, for example through the Food Security Cluster, WFP and FAO coordinate work across 34 operations in 30 countries, operating at both global and local levels. Through the ETC, WFP engages with 29 organisations working together to provide shared communications services, and the ETC has responded to over 40 humanitarian emergencies since its establishment (WFP, 2023).

WFP provides 10 full time staff for the Global Food Security Cluster (a P5, two P4s, and 7 P3s). The Food Security Cluster team sits within the information division of WFP, and reports to the Emergency Unit and the Director of Emergencies. Budget cuts have not impacted on the cluster system to date, ensuring the system can continue to perform. However, WFP is looking at partners' capacities, such as standby partners to support based on technical expertise, albeit that the WFP baseline structure and team will remain. Interviewees noted that Cluster system was able to respond quickly in the evolving conflicts in the Middle East, as the structure had been kept in place. Partners commended WFP's collaboration at both the senior and technical level in the clusters, its colocation in the field and its country office cluster co-leadership, such as in South Sudan.

Through the United Nations Humanitarian Air Service (UNHAS), WFP makes a strong and valued contribution to facilitating operational access of humanitarian and development actors to communities in need. "Between January and November 2023, WFP provided air transport services in 21 operations, reaching over 400 destinations across three continents and connecting over 350,000 humanitarian and development actors to communities most in need" (WFP , 2024). Through the WFP managed United Nations Humanitarian Response Depot (UNHRD), USD 84.1 million worth of relief items and support equipment were sent to 135 countries and territories in 2022. The 2022 Evaluation of WFP's response to the COVID-19 pandemic found that WFP had supported the international response through supply chain and logistics services. WFP supported storage management and global transport for WHO procurement, distributing 9,000m^3 of PPE and respiratory items across 56 countries. However, WFP's Management Plan 2024-26 flags a significant increase in the costs of UNHAS and UNHRD with operational requirements expected to grow by USD 230 million in 2024 in comparison with 2023 (reaching USD 1.3 billion), prompting WFP to establish a capacity building element in its service provision to encourage governments to develop their own capacity to procure goods and services (WFP, 2022).

5.4.2: Organisation actively participates in joint risk and needs assessments exercises, to ensure that the response is focused on the needs of the most vulnerable.

WFP actively engages in joint needs assessments to ensure the response focuses on the most vulnerable and their needs. Country Strategic Plans are founded in joint needs assessments, feasibility studies, and open consultations with partners and government (WFP, 2016).

WFP's Management Response (2018) to the evaluation of WFP Policies on Humanitarian Principles and access reported that WFP's VAM Unit works closely with food security clusters at the global and country levels on assessing food and other basic needs. "Examples of this work include the joint urban assessment project, dialogue on the intersectoral needs framework and joint assessments at the country   level, such as the Rohingya emergency vulnerability assessment in Cox's Bazar, Bangladesh" (WFP, 2018). [See 5.1.1 for further details].

The UNHCR/WFP Hub supports UNHCR and WFP operations seeking to conduct joint assessments and analysis on the needs of refugees. The Hub provides support to country offices, including on tools, methods and training to develop joint assessments. UNHCR/WFP Joint Assessment Mission (JAM) Guidelines provide guidance on organisation of joint assessments. There were several examples of joint assessments. In 2021, in Rwanda, UNHCR/WFP developed a Joint Targeting Strategy for refugees in camps (UNHCR, WFP, 2021). In 2021, WFP reported that the majority of the needs assessments they conducted were with partners and governments (WFP , 2022). In South Sudan WFP and UNHCR undertake joint needs assessments for the refugee population, which inform targeting. WFP has changed from a blanket approach (status based) to targeted, and that decision was supported by the joint needs assessments.

In terms of the conduct of joint risk assessments, joint needs assessments cover risk analysis as well as other issues such as needs and vulnerabilities of, for example, refugees, returnees and IDPs. There are also two other examples of WFP collaborations with others in the area of risk analysis and mitigation:

- INFORM is a multi-stakeholder forum for developing shared, quantitative analysis relevant to humanitarian crises and disasters. WFP is a member of INFORM's Steering Committee and one of INFORM's tools that supports risk assessments for humanitarian crises is the INFORM risk Index which is an example of collaboration by organisations from across the multilateral system on risk analysis.
- WFP's and IFAD's joint Weather Risk Management Facility is another example of a tool to help smallholder farmers mitigate weather risks.

5.4.3: Organisation participates and shares data, information and analysis – respecting privacy and protection considerations – with common assessment processes and relevant partners.

WFP is active in the collection and sharing of data and analysis and participates in multiple common assessment processes. WFP participates in the Integrated Food Security Phase Classification Global Steering Committee, the Joint Intersectoral Analysis Group, and the Food Security Information Network. WFP also contributes to the State of Food Security and Nutrition in the World Report (with FAO, IFAD, UNICEF and WHO), as well as the Global Report on Food Crises (with 16 partners) (WFP, 2022). WFP runs the HungerMap Live, which covers over 90 countries and makes data available to all its partners for joint analyses (WFP, 2022). WFP conducts essential needs analyses, with support from partners and in-country cash working groups (WFP, 2022). Through the Aid Diversion Task force set up in the aftermath of the Ethiopian aid diversions, WFP shares experience with different partners including USAID and the Joint Emergency Operation (JEOP), a USAID-funded emergency food distribution programme in Ethiopia.

Evidence indicates that data protection considerations are taken seriously, considering that 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'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 there is a new Executive Director's Circular on Data Protection and Privacy in place which 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.

Interviews in South Sudan confirmed that data protection considerations were taken seriously in data collection and analysis. Partners appreciated the country office's approach to joint assessments and the sharing of data. Further progress is underway on disaggregated data (for example on disability), and on faster biometric registration of refugees. UNHCR does the biometric registration and shares the data with WFP. However, more generally, donors noted that biometric registration and lack of sharing information between agencies was an issue, especially in Africa. A 2022 Strategic evaluation of WFP's use of technology in constrained environments noted that in the case of the use of biometrics or data retention, guidance is not specific enough. "This leaves WFP unable to meet both its growing responsibility to the people it serves from holding such volumes of sensitive data and unable to hold its partners to account for the management of WFP beneficiary data, a major concern particularly in constrained environments." (WFP, 2022). There are plans underway in Burkina Faso for WFP to allow government and partners to use WFP's SCOPE beneficiary data and to transfer the management system to register beneficiaries into a single national registry (WFP, 2018). In Chad, WFP plays the main coordination role in terms of data collection and analysis, and financial contributions to government.

While co-operating partners identified data protection as an area which has improved, it still needs more work. There are different interpretations of how field level actors should collaborate on data sharing at field level, but with recognition that this is an issue across the sector. It was also noted by co-operating partners that European data protection rules and local regulations can impact on what they can do at field level, in terms of sharing of data. The Analysis of Policy Gaps identified data privacy as an area lacking a policy, although WFP adhered to 2018 UN Data Protection and Privacy Principles and developed a specific guide on data protection including a set of principles and red lines to guide the use of personal data as well as principles concerning sharing data with governments. Moreover, WFP has approved in March 2024 an Executive Director's Circular on Data Protection and Privacy which 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 and best practices. [For further material on data protection, see 4.7.1].

WFP's Office of Evaluation (OEV) reflected that there had not been enough Joint Evaluations commissioned. So far, there has been a joint impact evaluation in South Sudan, and a joint evaluation for Rome Based Agencies. OCHA coordinates interagency humanitarian evaluations and the UN Secretary General has recently set up a system-wide evaluation office. WFP is also involved in the coalition for the SDGs evaluation group, recently chaired the UN Evaluation Group, and is involved in the Inter Agency Humanitarian Evaluation Steering and management Groups, as well as the OECD DAC COVID-19 evaluation coalition.

5.4.4: Country, regional and/or sector strategies identify the organisation's comparative advantage to ensure potential synergies (advocacy, knowledge and skills etc.) and integrated responses (joint programming, warm handoffs, cost savings and efficiencies etc.) with partners.

WFP's strategies and plans set out the alignment of WFP's role with its areas of comparative advantage. WFP's Strategic Plan also identifies the importance of country level collaboration and alignment for example with other agencies, as well as the importance of partnerships both strategic and at country level to deliver contributions to collective outcomes (WFP, 2021). Country Strategic Plans, the key document for partnerships, provide a framework which sets out WFP's position, role and specific contribution based on the country needs and WFP's strengths. The WFP policy on CSPs was developed in 2016 and is still active (WFP, 2016). CSP evaluations provide compelling evidence of WFP comparative advantage as an emergency responder, which is appreciated by partner countries (WFP, 2023; WFP, 2022).

CSPs are aligned to the United Nations Sustainable Development Cooperation Framework (UNSDCF) in each country, and WFP is a full member of UN Country Teams and contributes to joint programming. The Country Strategic Plans also highlight the role that HQ can play in helping advocate jointly for Rome-based agency funding (WFP, 2016). The CSP approach, according to the evaluation of CSP Policy, has significantly helped WFP to clarify where it can complement the work of other agencies and take advantage of opportunities for joint programming. However, the evaluation also flagged that some stakeholders perceive that WFP is stretching its mission beyond its original goals and there is a lack of clarity on its alignment with UN humanitarian and development frameworks. The evaluation of Rome-based Agencies (RBAs) stated that there were mixed results in strengthening collaboration between RBAs, noting that coordination was most effective when there were clear advantages to cooperation and in thematic and advocacy work, rather than in formal operational project settings, where transaction costs are higher and joint action may be slower to arrange (WFP, FAO, IFAD , 2021). Donors expressed the view that WFP could be more of a team player, for example by explaining the rationale for cuts to assistance better and bringing more of its strategic discussions to the UN Country Team.

WFP is planning to invest in scoping, and engagement strategies with other UN agencies to facilitate the identification of opportunities and strategies for collaboration, as well as resourcing and to identify areas of overlap and complementarity based on respective strengths. The Cluster System (see response to Element 5.4.1) acts as a conduit for joint working between agencies, as well as being a space in which experience is shared between members, including on WASH, nutrition and health, supporting intersectoral collaboration. There are multiple demonstrations of effective joint working at country level including WFP working with UNICEF on school feeding in South Sudan and partnerships with UNFPA and UN Women for shelters for women in Ukraine. During the COVID-19 pandemic, joint proposals were submitted to the UN Secretary General's Multi-Partner Trust Fund, for example with UNICEF (WFP, 2020).

5.4.5. In protracted crisis settings, the organisation develops multi-year planning and programming approaches.

The Country Strategic Plans reviewed by the MOPAN assessment team were all multi-year, with the exception of Ukraine which was a Transitional Interim Country Strategic Plan which covered one year (2023-24) (WFP, 2016 ; WFP, 2022; WFP, 2023; WFP, 2022; WFP, 2018; WFP, 2021; WFP , 2018; WFP, 2022). Country Strategic Plans are typically designed for a period of up to 5 years and Country Directors are able to allocate funding for that time period, however, most allocate funding in line with what has been earmarked by donors (WFP, 2016). In the case of protracted crises, WFP's ability to adopt a multi-year planning and programming approach is severely constrained by heavy earmarking and short-term nature of funding, which means it is only able to sustain its engagement for as long as donor funds are maintained.

CSPs are derived from common programming frameworks and UNSDCF planning processes which are multi year (WFP, 2023). However, evaluations have emphasised that short-term funding horizons impact programming timelines, and pose a difficulty in finding good partners for social cohesion work in some countries. Evaluations note that contributing to peace takes time, in order to develop a strong contextual understanding of the local situation and allow time for relationships of trust to emerge. While the multi-year CSPs support multi-year funding and longer-term planning, contracts with cooperating and peace building partners are often for limited periods - as short as six months in some cases (WFP, 2023).

5.4.6. Organisation demonstrates how it applies comparative advantage to contribute to the overall response in each context.

As noted in 5.4.4, WFP's CSPs specify the activities, outputs, and outcomes that WFP will deliver in supported countries based on the organisation's key strengths. The majority of WFP's work focuses on

emergency response (80%) (WFP, 2023) and CSP evaluation evidence strongly supports the assertion that this is WFP's key comparative advantage (WFP, 2023). In some countries, such as South Sudan, WFP has sought to clarify its overall role in response efforts through Memoranda of Understanding (MoUs) and dialogue. Its contributions and collaborative approach are appreciated by partners, donors, and other UN agencies. The vast majority of MOPAN survey respondents (87%) strongly agreed/agreed that WFP *"actively participates in the humanitarian architecture and overall response".*

As noted in 5.4.1, WFP uses its strengths to contribute to the cluster system and leads the UN Humanitarian Air Service and the UN Humanitarian Response Depot. Other WFP contributions to the overall response effort include:

o The UN Fleet partnership with UNHCR provides vehicles to UN agencies, leasing over 30,000 vehicles.
o Providing guest houses, including an online booking tool for UN staff to book guest houses. UNHCR uses WFP's system and WFP has streamlined duty of care and living standards for accommodation. 290 guest houses use the platform for bookings.
o During COVID-19, WFP was a provider of last resort and transported relief items for a range of agencies.

Another contribution of WFP to overall response efforts is in the area of innovation, where WFP is increasingly investing. The Innovation Accelerator, which was launched in 2015, has taken on a bigger role and innovation and technology are listed as an enabler in WFP's Strategic Plan. Other agencies are now using WFP's innovation accelerator, including GIZ and the Gates Foundation. WFP has the potential to further leverage the contribution of its Innovation Accelerator which has grown to address a wide range of social impact and sustainability issues, including climate change, primary healthcare, gender equality, and emergency response. Utilising WFP's network of regional and country innovation hubs, the Accelerator shares practices with other Rome-Based Food Agencies and leverages WFP's role as a co-founder and co-lead of the UN Innovation Network.

MI 5.5: Intervention designs include an analysis of cross-cutting issues (as defined in KPI 2).

Overall MI rating	Satisfactory
Overall MI score	3.50
Element 1: Approval procedures require an assessment of the extent to which cross-cutting issues have been integrated in the design	4
Element 2: Plans for intervention monitoring and evaluation include attention to cross-cutting issues	3
Evidence Confidence	Medium Evidence
Evidence Documents	
2, 48, 87, 101, 233	

Analysis

5.5.1: Approval procedures require an assessment of the extent to which cross-cutting issues have been integrated in the design.

The previous MOPAN assessment of WFP (2017 - 18) reported that implementation of cross cutting priorities was highlighted as an area that needed improvement, in particular in the areas of implementation of organisational commitments to gender equality and the shortage of activities focused on climate change and environmental sustainability. In response, WFP committed to continue to integrate gender into its programming and activities, including Vulnerability Analysis and Mapping (VAM) and other analytical tools

to ensure the designs of country strategic plans (CSPs) are informed by gender analysis. WFP Management Response also reported that the organisation has sought to better integrate climate change issues into its programming with 75% of all approved CSPs now incorporating climate related issues and actions. 16 countries reported use of an environment screening tool (WFP, 2019).

The Country Strategic Plan Policy outlines that CSPs are also part of the approval process for programming. The 2023 evaluation of WFP's Policy on CSPs reports that the policy has promoted the systematic integration of cross-cutting issues across WFP's entire portfolio of activities, and found that " [the CSP Policy] marked a substantial shift in the WFP approach to programme planning, oversight, and approval" (WFP, 2023). Participatory approaches, climate change, and other social policies are part of CSP design and approval. The evaluation reported that country offices are finding that operationalising these commitments is challenging, due to gaps in resourcing, but also noted an upward trend in corporate resourcing for cross-cutting issues. The CSP Guidance Manual noted that guidance documents on implementing cross-cutting issues are continuously being updated on the basis of lessons learnt. There were examples at the country office level of better integration of nutrition objectives into programmes to make them more nutrition sensitive, and greater attention to protection and accountability to affected populations in Mozambique after a gap in coverage was picked up in the CSP mid-term review (WFP, 2023).

The CSP policy evaluation also covered the approval policies for CSPs, noting there were a number of stages in the drafting of CSPs allowing for comments or meetings at each stage. The evaluation noted that frequent topics for Board comments included the quality and inclusion of gender, protection, accountability to affected populations and disability as well as the humanitarian, development, and peace nexus, and that these have subsequently influenced CSP design. This illustrates that the approval processes for CSPs are actively considering cross-cutting issues. Participatory approaches, climate change and other social policies are part of CSP design and approval, as listed in WFP's 2022 compendium of policies related to the strategic plan (WFP, 2023).

WFP's 2023 Analysis of Policy Gaps document indicated that WFP is undertaking a review of the various strands of inclusion, notably disability, gender, Indigenous Peoples and age, building on the disability inclusion road map (2020) and the gender policy (2022) to explore the extent to which inclusion is reflected in policies, tools and operational documents. This review is seen as the first step to ensuring inclusion is better reflected in policies and programme implementation (WFP , 2023). WFP's Gender Equality Office is also currently undertaking a performance measurement initiative to look at how well the Gender and Age Marker (GaM) is measuring progress in terms of gender equality and women's empowerment. This will result in a shift away from the GaM towards a gender equality accountability for results approach that responds to the needs of country offices more effectively.

5.5.2: Plans for intervention monitoring and evaluation include attention to cross-cutting issues.

WFP's Strategic Plan for 2022–2025 sets out seven principles that will guide WFP's work, including identification of four cross-cutting priorities that represent commitments that WFP has made to maximize programme effectiveness. These are protection and accountability to affected populations, gender equality and women's empowerment, nutrition integration and environmental sustainability (WFP, 2021).

WFP's Corporate Results Framework includes core indicators to assess cross cutting issues. WFP's Gender Equality Office is presently restructuring the organisation's Gender and Age Marker (GaM) in response to feedback from country teams to accommodate a shift by country offices from direct delivery to Technical Assistance and Country Capacity Strengthening. In terms of coverage of cross cutting issues, some stakeholders interviewed felt climate change was well incorporated, and all targeting had a gender

lens. However, there were challenges on how to track and measure cross-cutting issues properly. WFP has provided training to partners on gender and protection, including on monitoring these issues. Other stakeholders felt there had been an improvement in monitoring and evaluation, including coverage of environment and climate change issues.

The 2023 synthesis of evidence and lessons on WFP's performance measurement and monitoring from centralized and decentralized evaluations (2018-2021) reported limited coverage of accountability to affected populations, as well as environmental issues in monitoring practices, systems and guidance (WFP, 2023). Monitoring efforts for gender equality and women's empowerment largely focused on reporting beneficiary numbers and there was limited integration of gender indicators in monitoring frameworks. Evaluations frequently mentioned the need to improve monitoring frameworks and practices in relation to gender-specific outcomes and collection of disaggregated data. There was also limited and fragmented evidence across evaluations on accountability to affected populations, protection and environmental sustainability, as well as evaluations noting shortcomings in the availability of outcome and qualitative data in relation to gender outcomes.

For conducting evaluations, WFP's evaluation quality assurance system includes guidance, checklists, and templates, which set out how to incorporate cross cutting issues such as gender and equity, environment, AAP and disability throughout the evaluation process. These are mandatory for evaluation teams to include. WFP also has dedicated technical notes on integrating gender and other cross cutting issues in evaluations.

MI 5.6: There are systems in place for anticipatory responses.

Overall MI rating	Highly Satisfactory
Overall MI score	3.67
Element 1: Early warning systems and structures are in place and used, and warnings are heeded and acted upon in a timely manner	3
Element 2: Contingency planning is in place and regularly updated in emergency and protracted crisis settings. Contingency plans are used should they be triggered.	4
Element 3: Funding envelopes or instruments are in place to ensure timely anticipatory responses, where needed	4
Evidence Confidence	High Confidence
Evidence Documents	
63, 120, 127, 164, 222, 329, 330, 331	

Analysis

5.6.1: Early warning systems and structures are in place and used and warnings are heeded and acted upon in a timely manner.

WFP's early warnings systems are part of its risk assessment and conflict analysis process. They inform decisions on resource allocation and operational readiness building on evidence-based analyses and risk assessments for conflict, natural or economic hazards which may affect current WFP operations or create new humanitarian needs. Targeted geospatial analyses show the immediate impact of natural disasters, focusing on affected populations and existing assets or ground operations. These analyses then inform CSPs and programming, and we have seen that WFP responds to early warning systems for example in Ukraine, where WFP advocated for the use of double distributions ahead of warnings of bombardments)

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. WFP's Strategic Plan 2022-25 outlines the focus of WFP's 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 3,202,770 people with anticipatory action and last-mile early warning information in 28 countries in 2022 (WFP, 2023).
- WFP provided technical support to government partners to integrate Anticipatory Action (AA) in national Disaster Risk Management and social protection systems.
- WFP also supported the development of learning and internal guidance for AA, including the AA resource space, internal webinars and a number of guidance notes on taking AA into account in CSPs and linking anticipatory action and social protection to support WFP country offices (WFP, 2023).
- WFP has mainstreamed AA within corporate emergency response frameworks and has revised its Immediate Response Account to allow COs to access financing. The Immediate Response Account has no financial ceiling (WFP, 2023).
- In 2022, WFP contributed to "the finalisation of three Inter-agency AA frameworks eligible for CERF funding in West Africa (Burkina Faso, Chad, and Niger), and also updated existing ones in Bangladesh, Malawi, Nepal and the Philippines". This work has helped mainstream AA in the wider humanitarian system and AA is now included in the Country Based Pool Fund guidelines (WFP, 2023).

Other contributions of WFP include the publication by FAO and WFP of the 'Hunger Hotspots' reports which provide early warnings on acute food insecurity (FAO and WFP , 2023). WFP also coordinates with OCHA and the IASC's Early Warning, Early Action and Readiness (EWEAR) Group providing early warning and analysis that is shared with the IASC Emergency Directors Group (FAO and WFP , 2023).

There is substantial evidence at country level (WFP, 2023) which demonstrates 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. Innovations supported by WFP benefitting the authorities and people in Mozambique include the introduction of drones since 2018, allowing the mapping of river basins and risk mapping at community level. WFP's Mozambique country office delivered training on early warnings to the food security cluster and developed an anticipatory framework in 11 out of 40 vulnerable districts.

5.6.2: Contingency planning is in place and regularly updated in emergency and protracted crisis settings. Contingency plans are used should they be triggered.

WFP provides technical support to integrate anticipatory action into national and sub-national contingency plans, and other national planning documents (WFP, 2023). WFP has used Emergency Preparedness Response Planning (EPRP) rather than contingency planning since 2012. Each country office has an EPRP in place. EPRPs are interoperable with the Inter Agency Contingency Planning Guidelines. The EPRP is functioning well for WFP and is more dynamic than contingency planning. We saw examples in South Sudan and Ukraine of WFP revising programmes based on risks.

The Emergency Preparedness and Response Package consists of three parts including guidance on conducting a risk assessment, various emergency preparedness, readiness, and response checklists for country offices and guidance for regional bureaux (WFP, n.d.). As part of regular risk assessments (revised every 6 months), the country office selects critical indicators to monitor which support country office decision making on whether the threshold has been reached that requires it to increase its preparedness level from Minimum Preparedness Actions (MPAs) to Emergency Response Actions (ERAs) (WFP, n.d.).

In an emergency, during the first 72 hours, the Standard Operating Procedures are followed. The Concept of Operations (CONOPs) is then put in place to structure the response activities, and coordinate with the host government, donors and UN partners (WFP, n.d.).

At country office level, external stakeholders reported that contingency planning is used within clusters and also in the UN Multi-Partner Trust Fund (UNMPT) which is coordinated by the UN Resident Coordinator. Evidence at country office level also indicates that each year the country office updates the contingency plan based on forecasts, and WFP also supports the government to review the contingency plan.

5.6.3: Funding envelopes or instruments are in place to ensure timely anticipatory responses, where needed.

There are a number of advance financing mechanisms in place to support timely anticipatory action, for example the Immediate Response Account (IRA), the internal project lending (IPL) ceiling (up to USD 950 million), corporate services advances, and the Commodity Management Facility (GCMF). The IRA enables WFP to provide immediate assistance (advances drawn directly from the IRA reserve) in life-threatening situations and in the absence of forecast contributions. The IRA reserve is replenished through donor contributions and repayments or transfers from reserves or other internal accounts.

The IPL provides advance funding to programmes allowing WFP to spend funds advanced to it before forecast contributions are confirmed. The forecast contributions serve as collateral for the advances. Within IPL there is a macro advance facility which provides spending authority based on robust overall funding projections rather than specific forecast contributions serving as collateral (WFP, 2022).

The Global Commodity Management Facility (GCMF) is a strategic financing mechanism, for the purchase of food in anticipation of operational needs and confirmed contributions and is designed to reduce lead times in supply, as well as ensure cost efficient procurement. Through GCMF operations WFP maintains food inventories for supply lines in East, West and Southern Africa, the Middle East and Asia plus a global inventory of food available for all WFP country offices (WFP, 2023). Strengthening the GCMF was listed as a priority in the WFP Strategic Plan, for example in increasing the flexibility and agility of its supply chain and strengthening sourcing and delivery planning. There is considerable use of GCMF in food purchase; for example in 2022 over two-thirds (65 percent) of food purchases, by volume were purchased through GCMF, allowing COs to get their food on average 72 percent faster than conventional procurement (WFP, 2023). An even higher proportion (93 percent) was delivered to COs from the GCMF to operations under corporate attention or corporate scale up (WFP, 2023).

In addition to the above, to support anticipatory actions, food security financing can be disbursed rapidly to countries with Anticipatory Action Plans (due to support from donors including Germany, Norway, Denmark, Ireland, CERF, EU, USA, Adaptation Fund and Green Climate Fund) (WFP, 2023). Increasingly, WFP is using insurance as a modality to support anticipatory responses. For the last decade, WFP has offered Climate Risk Insurance, providing advanced financial protection for communities and households to build resilience and recover from losses and damage due to climate. "In 2022, WFP provided financial protection to over 3.8 million people across 21 countries in Africa, Asia, Latin America and the Caribbean through climate risk insurance instruments." (WFP, 2023)

MI 5.7: The organisation is set up to deliver accountability to affected populations.

Overall MI rating	Satisfactory
Overall MI score	2.67

Element 1: The organisation has set out the AAP commitments that it will be held accountable for, and how they will be delivered, including through recruitment and training, partnership agreements, Terms of Reference etc.	3
Element 2: AAP is effectively integrated into country strategies, programme design, monitoring and evaluation, recruitment, training and performance management, partnership agreements and highlighted in reporting	3
Element 3: Accessible and timely information on organisational procedures, structures and processes that may impact communities is provided, and supports informed decisions and engagement with communities as dialogue	2
Element 4. The views of communities are actively sought to improve policy and practice in programming. Feedback and complaints mechanisms are streamlined, appropriate and robust to handle complaints about breaches in policy and stakeholder dissatisfaction	2
Element 5: Clear guidelines and practices enable communities to play an active role in decisions that will impact their lives, including ensuring that the most marginalized and at risk are represented and have influence	3
Element 6: The goals and objectives of programmes are designed, monitored and evaluated with the involvement of affected populations, feeding learning back into the organisation on an on-going basis and reporting on progress	3
Evidence Confidence	Medium Confidence

Evidence Documents
1, 3, 40, 54, 73, 78, 81, 101, 115, 120, 152, 155, 157, 171, 196, 259, 375, 403, 404

Analysis

5.7.1: The organisation has set out the AAP commitments that it will be held accountable for, and how they will be delivered, including through recruitment and training, partnership agreements, Terms of Reference etc.

The previous MOPAN assessment of WFP (2017-18) raised concerns about AAP practices indicating more operationalisation was needed and noting that evaluations suggested that the systems for supporting AAP relied on mechanistic reporting procedures which may not be aligned with beneficiary needs (MOPAN, 2019). The 2018 evaluation of the WFP Humanitarian Protection Policy reported the need for improved data collection and analysis, partnerships and stakeholder engagement and strengthened risk management and accompanying human and financial resources, strong leadership and a clear policy framework (WFP, 2018). Following the MOPAN Assessment and the 2018 policy evaluation, a new protection approach was developed based on consultations with affected communities, and ongoing work with Translators without Borders to ensure communications with the communities were in the languages of the affected populations (WFP, 2020). The new Protection and Accountability policy was published by WFP in 2020, seeking to strengthen and adapt corporate systems, processes and tools to better support field level implementation (WFP, 2020).

WFP's Strategic Plan 2022-25 outlines WFP's AAP commitments as central, emphasising a "people-centred, needs-driven approach to ensure communities and people have decision-making power and, through appropriate and accessible mechanisms, are able to express their priorities, the risks and challenges that they face and how they can overcome them." (WFP, 2021)

The Protection and Accountability 2020 policy is the key policy document at HQ level, which brings together protection principles and accountability for WFP operations (WFP, 2020). It sees systematic engagement with affected populations, internal and external accountability measures and inclusion as central to meeting WFP's strategic objectives. This policy applies in all contexts where WFP works – emergency,

development and, increasingly, protracted crisis settings. WFP commits in the policy to strengthening inclusive engagement and the empowerment of affected populations through enhanced approaches, processes and mechanisms for accountability. The policy covers employment, training, partnerships, communications and investing in engagement with affected populations through adapted and accessible materials. The policy is accompanied by the WFP Protection and Accountability Implementation Plan, which supports the delivery of the Strategic plan's objectives around protection and accountability. The implementation plan outlines the human, financial and technical resources needed to meet commitments (WFP, 2020).

In addition, a Protection and Accountability Handbook was published in 2021 providing guidance and resources to WFP staff on protection and accountability and including specific resources, tools and checklists on AAP (WFP, 2021). Examples of the resources available to COs include rules on communication of WFP programming and information to affected communities, a short capacity assessment questionnaire providing a health check for accountability practices at local level and a network methodology for mapping different kinds of relationships and community structures.

A Community Engagement for Accountability to Affected Populations (AAP) Strategy (WFP, 2022) was developed in 2021, superseding the 2017-2021 AAP Strategy. This strategy positions AAP as central to empowering affected populations to interact and influence WFP at each stage in its project cycle through a range of communication channels that are accessible and appropriate to the local context. The 2021 Strategy was updated in May 2023 to reflect a number of changes, most notably an update to the Information and Knowledge Management pillar of the AAP framework to strengthen the link to utilisation of feedback data.

WFP is part of the IASC results group on accountability and inclusion, which provides technical support, tools and guidance through the IASC Accountability and Inclusion Resources Service Directory and Portal. A key tool developed by this group was the AAP Framework and the results tracker (WFP, 2022). WFP co-led the IASC task force to advance recommendations and prioritise collective AAP (WFP, 2022).

5.7.2: AAP is effectively integrated into country strategies, programme design, monitoring and evaluation, recruitment, training and performance management, partnership agreements and highlighted in reporting.

AAP is effectively integrated across the full range of WFP's strategies, programmes, staffing issues and partnerships (see Element 1 above). WFP sees systematic engagement with affected populations, internal and external accountability measures and inclusion as central to meeting its strategic objectives. There are requirements to consult 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 the affected populations. However, evaluation evidence highlighted the low usage of CFM, with the numbers of beneficiaries reporting complaints being very small relative to the population of beneficiaries, citing issues of possible under reporting by cooperating partners or low levels of awareness by beneficiaries of these mechanisms. 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 out ways to make CFM more accessible to vulnerable groups who may or may not be able to call the hotline.

Following the management response to the evaluation of WFP's humanitarian protection policy, AAP was built into the Corporate Results Framework as a cross cutting priority (WFP, 2018). As a result, WFP's

Corporate Results Framework has six mandatory indicators on accountability that countries must report against (WFP, 2022). There are also requirements to consult with affected populations for a range of analyses. For example, the Policy on Country Strategic Plans requires that Zero Hunger reviews which inform the CSP should involve a wide range of stakeholders from government, private sector, civil society and international organisations (WFP, 2016). In the ICARA methodology, for context and risk analysis (which informs programming), sampling and the requirement to seek the views of all groups in the community (including marginalised and most at risk) are included in the guidance (WFP, 2023). The Peacebuilding Policy 2013 has three key policy directions, and the third is 'working with peacebuilding partners, encompassing strong two-way communication with affected populations, partnerships with peace and reconciliation specialist organisations and cooperation with other United Nations entities" (WFP, 2023).

During the implementation phase, WFP has a number of mechanisms in place to consult with affected populations including Community Feedback Mechanisms (CFM), Post-Distribution Monitoring and Project Management Committees which include representation of diverse groups in the affected population. CFM data feeds into WFP's online database for capture of beneficiary feedback. Use of these mechanisms is assessed in the response to 5.7.4. WFP's CSPs set out country office commitments to AAP. For example, South Sudan's CSP indicates that community-based participatory planning tools will be used by the country office to ensure that the needs and experiences of local communities are central to programming and implementation (WFP, 2022).

All CSP evaluations are required to cover an assessment of AAP as a cross cutting principle of WFP operations. COs are required to report data from CFM to regional bureaux, although data from the multiple sources is not collated into one report to provide a holistic overview of all feedback from affected populations. The Evaluation Synthesis of WFP's performance Monitoring viewed the evidence on AAP in evaluations as limited to a "few mentions of data availability and use" (WFP, 2023). There was no evidence available to the MOPAN assessment team to explore coverage of AAP in recruitment, training, performance management and partnerships.

5.7.3: Accessible and timely information on organisational procedures, structures and processes that may impact communities is provided, and supports informed decisions and engagement with communities as dialogue.

In the CSF, there is a key indicator on accessible and timely information, namely "Percentage of beneficiaries reporting they were provided with accessible information about WFP programmes, including PSEA" for country offices to report against (WFP, 2022).

Communications with communities about decisions concerning ration cuts and changes to distribution plans are conducted by country offices. For example, in Somalia, each time prioritisation is revised, there is communication to make sure beneficiaries are aware of changes. The Chad country office communicates to the affected community before applying ration cuts and also uses surveys to find out how communities have been affected. The country office then uses this information to inform discussions with donors. However, the Chad country office noted that there was no specific guidance on how to discuss ration cuts with communities. The Ethiopia country office reported heavy engagement with communities to ensure they understood the pause to programming in 2023 following the aid diversions. WFP in South Sudan has at times had to delay payment to beneficiaries and there are concerns about how cuts were communicated to beneficiaries. Implementing partners reflected that when cutting rations, WFP has not always talked to communities, and it can sometimes be left to the implementing partners to undertake these communications, which puts them in a difficult position.

5.7.4. The views of communities are actively sought to improve policy and practice in programming. Feedback and complaints mechanisms are streamlined, appropriate and robust to handle complaints about breaches in policy and stakeholder dissatisfaction.

Community Feedback Mechanisms (CFMs) are WFP's complaints and feedback mechanism. To ensure effective CFMs, WFP has issued country offices with a set of standards, guidelines and tools to provide safe, inclusive and accessible channels for affected communities to report concerns, lodge complaints, ask questions and provide feedback on humanitarian assistance. CFMs are designed to "also facilitate incident reports of a sensitive nature such as gender-based violence, sexual exploitation or abuse, fraud, corruption, theft, and environmental and social harm." (WFP , 2023)

The Cash Assurance Framework outlines the standards for a good CFM including information on the requisite staffing, channels, procedures and referral and reporting processes. The Cash Assurance Framework also outlines the importance of feedback to improve policy, and systems to handle complaints, "Two-way communication with communities is a good way to gauge people's level of satisfaction with WFP's assistance, and to collect their suggestions for improving." (WFP, n.d.)

Since the last MOPAN assessment, WFP has been innovating to improve its feedback systems. WFP's SugarCRM (Client Relationship Management) system is being developed and has been rolled out to 50% of WFP countries. It will collate data from CFMs in all country offices. The SugarCRM E-Learning modules allow country offices to manage and track recipients' feedback that users can access offline. This digital CFM was initially launched in eight countries – Afghanistan, Chad, Iraq, Malawi, Mali, Mozambique, Philippines and Uganda. WFP reported that feedback from Afghanistan indicated that the new system has increased women's engagement and enabled the WFP country office to make timely programme adjustments that better meet beneficiaries' needs (WFP, 2020). In Lebanon, WFP has also been working with digital applications which allow customers for cash-based programmes to give feedback.

Country offices are investing to improve feedback mechanisms:

- The country office in Syria has made significant investments so that beneficiaries have hot line access to a call centre with 23 staff who take 2,500 calls per month. The WFP country office talks with beneficiaries several times a week. The country office also conducts key informant interviews with beneficiaries, including key representatives for the disabled, women and the elderly, to build their views into community-based targeting. The Syria country office is also working with communities to explain why WFP is not targeting as many people as previously, in order to reduce operational risks.
- Ukraine's CFM has had a high volume of calls, for example, some 30,000 phone calls in first week.
- Hotlines in Jordan receive upwards of 100,000 calls per year (2020) (WFP, 2022).
- The Burkina Faso country office has also invested in increasing support for accountability systems over the last two years. The toll-free number is staffed in different languages and the CFM is now fully digitalised. Burkina Faso has put in place a committee which deals with all issues escalated from the CFM; this provides senior management with an overview of the level of responsiveness to complaints and issues raised and allows them to assess the quality of the response.
- The South Sudan country office publishes regular reports on community engagement and outlines the ways in which community engagement has shaped its programming (WFP, 2023).
- The Mozambique country office has helpdesks and complaint boxes at all distribution centres. Supported communities tending to prefer to report issues to help-desk officers since they can facilitate a more immediate response.
- Third party monitoring is in place in Haiti to monitor any complaints received concerning implementing partners.

The evidence was somewhat mixed on effectiveness of WFP's feedback mechanisms. More than two thirds (67%) of MOPAN survey respondents strongly agreed or agreed with the statement that *"WFP has effective mechanism to get feedback from affected populations"* while 60% agree with the statement that *"WFP incorporates feedback from affected populations into its work".* However, the evaluation on the use of technology in controlled environments reported that across all case study countries there was a general lack of awareness of hotlines and other accountability to affected population mechanisms, which translates into low usage. In South Sudan, the evaluation of the CSP also found that the number of beneficiaries making complaints was very small relative to the total numbers of beneficiaries, citing possible issues with underreporting by cooperating partners and insufficient visibility of CFM among beneficiaries (WFP, 2022). Similarly, the Burkina Faso CSP Evaluation noted the need to improve awareness of CFM, although WFP has made many efforts to improve its accountability to affected populations, including the establishment of various feedback mechanisms (WFP, 2023). Donors and external stakeholders also raised concerns about CFMs, noting that WFP need to be more creative with CFM, and should seek out ways to make CFM more accessible to vulnerable groups who may not be able to call the hotline. The view was also expressed that the mechanisms in place are not fit for purpose, and that there is a risk of cooperating partners underreporting complaints. However, there are challenges with properly responding to the feedback once received. The 2023 synthesis of WFP's performance measurement and monitoring from centralised and decentralised evaluations (2018-2021) reported that evaluations provided insufficient evidence on AAP and only reported a few programmatic adjustments that were made as a result of the feedback received.

5.7.5: Clear guidelines and practices enable communities to play an active role in decisions that will impact their lives, including ensuring that the most marginalized and at risk are represented and have influence.

WFP Participatory Approaches Policy (2000) is a key policy document setting out WFP's people centric approach and how participatory approaches are operationalised (WFP, 2000). There are a number of principles guiding WFP's approach to participation including flexibility and designing programmes suited to the local context, strengthening representation of the poorest and most marginalised, creating opportunities for women's voices to be heard and increasingly involving community members in decision-making. Project Management Committees (PMC) play a critical role in ensuring community involvement and participation in project activities. In South Sudan, WFP held regular meetings with PMCs, to solicit community feedback in order to feed into programming and delivery decisions. Already in 2018, PMCs were established in 80 percent of project sites, exceeding the target of 70 percent, thereby putting in place an important engagement mechanism for community feedback (WFP, 2022).

WFP's Protection and Accountability Policy recognises people living with disabilities as being amongst the most marginalised groups and commits WFP to breaking down barriers to their inclusion. WFP's Gender Policy 2022 also contains commitments for WFP to facilitate access to services for all marginalised groups who are defined as "people who face discrimination based on more than one attribute, including but not limited to sex, age, disability, race, ethnicity, religion, gender, sexual orientation and gender identity, and find themselves to be on the margins of society with unequal access to or control over their basic needs, priorities, opportunities and experiences".

There are several illustrative examples of WFP making programming changes in response to community feedback. The Somalia country office used feedback from communities, gathered via mobile VAM in a difficult security context, to make adjustments to the design of their programmes. Somalia has also developed a strategy to improve community engagement with local partners and government. South Sudan country office changed food distribution points following a request from communities. Based on feedback from beneficiaries, WFP's Ukraine country office contracted a local bank and post office to create more

convenient ways for beneficiaries to receive cash. The general food basket in Ukraine has gone through four different iterations based on feedback from beneficiaries.

5.7.6: The goals and objectives of programmes are designed, monitored and evaluated with the involvement of affected populations, feeding learning back into the organisation on an on-going basis and reporting on progress.

WFP's Strategic Plan 2022-25 outlines the importance of affected populations feeding into programmatic approaches, with WFP's programmatic approaches required to be informed by performance, monitoring and evaluation findings, as well as "knowledge produced by communities, governments and partners" (WFP, 2021). The Cash Assurance Technical Note emphasises the need for country office management to analyse issues raised in the CFM to determine if any programme adaptations are needed (WFP, n.d.)

CSP designs are based on detailed needs assessments of the affected populations, as well as consultations with in-country governments partners and agencies. Monitoring and evaluation activities also engage with affected populations, for example in the collection of data via post-distribution monitoring and surveys and consultations with beneficiaries in the context of site visits conducted as part of CSP evaluations. There is some evidence, albeit limited, of ongoing sharing of lessons. For example, the South Sudan country office, before the beginning of each year, works with key partners who share feedback from communities which helps to design new programmes. The Burkina Faso CSP evaluation also noted the successful establishment of feedback mechanisms, with some improvement still to be made on sharing information on WFP interventions (WFP, 2023).

MI 5.8: The organisation is set up to prevent, respond to and achieve durable solutions for internally displaced people (IDPs).

Overall MI rating	Satisfactory
Overall MI score	3.33
Element 1: Organisation has systems in place to advocate for, and support, the state in prioritising solutions for IDPs, including through local, national and regional actors	3
Element 2: Organisation has systems in place to ensure IDPs can exercise their rights in society and participate in decision making processes around questions that concern them. Protection is at the centre of all IDP responses.	3
Element 3: The organisation supports coordination efforts for IDP solutions	3
Element 4. The organisation actively addresses the drivers of displacement and reduces displacement risks	3
Element 5: Resourcing for IDP situations is on an equal basis to other crisis contexts, including allocations from core funding.	4
Element 6: The organisation reports on action on internal displacement in its regular reporting, including to Executive Board	4
Evidence Confidence	High Confidence
Evidence Documents	
1, 2, 3, 90, 120, 256, 333, 334, 405, 406	

Analysis

5.8.1: Organisation has systems in place to advocate for, and support, the state in prioritising solutions for IDPs, including through local, national and regional actors.

IDPs are routinely incorporated into WFP's targeting of vulnerable persons and there are no specific policies or programming in place for IDPs. However, in several countries, including Syria and Ukraine, the majority of WFP beneficiaries are IDPs. Please see "MI 5.1: Strategies and programming target the greatest need and people most left behind" for how WFP targets vulnerable groups, including IDPs.

WFP advocates for the inclusion of IDPs (and all people they work with) in national systems. In Syria, and Central Sahel, WFP is advocating for IDPs to be included in the national systems and with government. UNHCR and IOM have the larger advocacy role for IDPs in the UN system as a whole.

In the WFP Strategic Plan 2022-25, WFP commits to supporting the United Nations quadrennial comprehensive policy review from 2020 on how to achieve SDGs for vulnerable groups, including IDPs (WFP, 2021). The Strategic Plan also outlines WFP's partnership with UNHCR to support those 'on the move' including IDPs (WFP, 2021). WFP is part of the Protection Cluster, which supports IDPs. WFP commissioned a strategic evaluation on its support to refugees, internally displaced persons, and migrants in November 2023, and will be presented to the Executive Board in June 2025.

In Syria, IDPs are a priority in WFP interventions, in terms of both geographical and household level targeting and remain the largest beneficiary group due to their high exposure to food insecurity. IDPs' characteristics are heavily represented in the vulnerability criteria for defining the targeting of assistance. If IDPs enter an area, they have priority and have access to a specific helpline to get WFP's assistance within 48 hours. Older IDPs are a particular priority. From March 2024, there will be an emergency hotline for IDPs in the event of new conflicts breaking out, to ensure provision of emergency and food rations to newly displaced people and their host communities (WFP, 2022).

In the Central Sahel (Burkina Faso, Mali, Niger), in response to the need to support over 4 million displaced people, including around 3 million IDPs who need humanitarian assistance, WFP is preparing a Regional Supply Chain and a Humanitarian Access Strategy to support food delivery in a rapidly deteriorating security context (WFP, 2023). In Iraq, WFP is advocating for the inclusion of IDPs in the Government of Iraq's Social Safety Net programme (WFP, 2023).

5.8.2: Organisation has systems in place to ensure IDPs can exercise their rights in society and participate in decision making processes around questions that concern them. Protection is at the centre of all IDP responses.

IDPs were not directly referenced in the previous MOPAN assessment of WFP (2017-18). However, the previous MOPAN assessment found that WFP did not have an explicit human rights policy statement, as it was established in a "set of humanitarian principles and a policy on Humanitarian Access, which are drawn from existing international humanitarian law and human rights instruments" (MOPAN, 2019). The previous MOPAN assessment also noted that a recent evaluation had found that the operationalisation of those principles was inadequate due to poor implementation systems (MOPAN, 2019). WFP's Management Response indicated that WFP's updated policy on protection would provide more coverage of human rights (WFP, 2019).

The revised 2021 Protection and Accountability Policy and associated Handbook do give more explicit coverage to human rights considerations and the exercise of the human rights and protection of IDPs is covered in organisational systems. The policy emphasises the importance of applying a human rights and normative framework beyond the humanitarian response. There is recognition that WFP's obligation to mainstream protection is grounded in international human rights law, international humanitarian law and international refugee law. This applies fully to IDPs. WFP's approach is further grounded in 2030 Agenda

for Sustainable Development, the aim of "leaving no one behind" and the Secretary General's "call to action for human rights" (WFP, 2020; WFP, 2021).

WFP does not have a particular focus on IDPs, or systems in place specifically related to their rights and participation, but equally seeks to include them as appropriate in all responses. The Protection and Accountability Handbook emphasises the need for empowerment and participation by individuals and communities, as part of implementing a human-rights based approach and recommends that community based participatory processes should encourage the participation of diverse groups, including IDPs (WFP, 2021). In addition, the handbook notes possible protection risks for IDPs in situations when community tensions could increase as a result of IDPs residing in host communities and benefitting from unconditional assistance, or IDPs lacking identification documentation which may impact on their access to support (WFP, 2021).

5.8.3: The organisation supports coordination efforts for IDP solutions.

Partners noted that durable solutions and IDPs are cross-cutting agendas which require agencies to work together, but acknowledged there were some overlaps between WFP and other agencies. Other evidence demonstrates that WFP supports coordination efforts for IDPs, for example after the High-level Panel on Internal Displacement report, WFP engaged in the process of considering the humanitarian systems collective responses to internal displacement "focusing on the system's role in life saving and protection, evidence-based results and the challenges posed by the current funding architecture for addressing protracted internal displacement crises." (WFP, 2022)

There is good evidence to demonstrate that WFP engages in coordination efforts for IDP, as illustrated by the examples below:

- In Syria, WFP conducts joint rapid needs assessments and works with agencies to ensure coordination in access to more than one line of assistance and funding. Additionally in Syria, WFP is looking to work better to complement assistance from other agencies, and let other agencies take the lead in their areas of comparative advantage to reduce duplication. WFP noted that the best coordination happens during rapid emergencies.

- In Ukraine, WFP initially worked with Government-run institutions who were receiving IDPs, and partnered with local institutions to provide centres and locations for IDPs. As the crisis continued, WFP started to segment IDPs into different sub-groups, differentiating between those displaced for a year or more and those displaced in the last three months. The current focus of the programme is more on residents in the East of Ukraine than IDPs.

- Mozambique is one of 15 countries with a special advisor for action to support IDPs. WFP is also part of a solutions working group made up of different agencies. There is a data sharing agreement with IOM for IDP registration and WFP also supports the government in relation to IDP biometric registration to avoid irregularities.

5.8.4: The organisation actively addresses the drivers of displacement and reduces displacement risks.

in the majority of WFP-supported countries, the main driver of displacement is conflict. Addressing the drivers of displacement and displacement risks is not a primary focus of WFP, but it is often a by-product of its work. WFP's award of the Nobel Peace Prize recognised the contribution that it makes to peace and thus to addressing the drivers of displacement and displacement risks. WFP considers carefully the nature and timing of distributions to different communities within its programmes in the same geographical areas to minimise conflict. In Syria, WFP targets both IDPs and host communities in an attempt to reduce tensions, although there are concerns that budget cuts could contribute to rising displacement. In Ukraine,

WFP is concerned about the 'return' of displaced people over time, prioritising the need for durable solution style thinking around people's ability to return, including recognition of the importance of economic factors. Issues concerning durable solutions were also raised by donors concerning Northern Mozambique where there are large numbers of IDPs in camps, with donors recognising that permanent infrastructure should possibly have been built from the outset. One donor indicated that they have had many conversations with both WFP and government about the need for durable solutions and resilience.

5.8.5: Resourcing for IDP situations is on an equal basis to other crisis contexts, including allocations from core funding.

Country portfolio budgets are mapped to country strategic plan outcomes, which are not specific to IDPs. Resourcing for IDP situations is on an equal basis with other vulnerable groups, as WFP operates by vulnerability targeting to define the humanitarian response. IDP budget allocations are not specifically mentioned in the Flexible Funding Report, CSPs or Management Response Plans. Although the programmes that WFP undertakes are primarily mandated by donor contributions, there is no discrimination against IDPs in WFP's procedures or internal resource allocation.

5.8.6: The organisation reports on action on internal displacement in its regular reporting, including to Executive Board

Actions supporting Internally Displaced Persons are reported on in the Annual Performance Report for 2022, "The total number of people reached increased by 25 percent compared with 2021, and included 26 percent more residents, 38 percent more internally displaced persons and 8 percent fewer refugees." (WFP, 2023) The Annual Performance Report is presented to WFP's Executive Board for approval.

Country level food security assessments often set out the food security situation of IDPs, for example the 2023 Gaza Food Security Assessment and Chad's Emergency Food Security Assessment (WFP, 2023). Reporting on IDPs is also included in the Annual Country Reports, for example in Syria Annual Country Report, in a context where IDPs constitute one third of the country's population (WFP, 2022).

MI 5.9: Where appropriate, the organisation enables national governments to discharge their duty of care towards people affected by crises.

Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: The organisation has clear policies and practices regarding working with national governments, and in line with these, builds national capacity and aligns programming with national systems where appropriate.	3
Evidence Confidence	High Confidence
Evidence Documents:	
3, 90, 95, 157, 117, 171, 325, 407, 408	

Analysis

5.9.1: The organisation has clear policies and practices regarding working with national governments, and in line with these, builds national capacity and aligns programming with national systems where appropriate.

WFP has clear policies on national capacity building and systems strengthening. Working with and strengthening national programmes and systems is enshrined in WFP's Strategic Plan 2022-25, noting

that "stronger, transparent, accountable national systems are a necessary condition for more cost-efficient responses and sustainable outcomes" (WFP, 2021).

Concerns were raised in the previous MOPAN assessment of WFP (2017-18) about the degree of consistency of WFP's focus on capacity strengthening of national partners, the limited capacity of WFP and the lack of overall progress in this area (MOPAN, 2019). WFP's management response to MOPAN reported that significant progress had been made in this area since the 2015 evaluation of the capacity development policy, including grounding the tools and guidance for national stakeholder capacity assessment in a comprehensive Theory of Change, and an extensive field testing of the latest tools and approach to capacity assessment (WFP, 2019). The management response also reported that WFP's core HQ Capacity Strengthening team was articulating an internal learning and development plan and communications strategy for capacity strengthening to contribute to internal awareness raising and capability across the organisation (WFP, 2019).

The assessment team came across many examples of WFP's engagement on country capacity strengthening, which is very diverse according to stakeholder interviews, Country Strategic Plans and CSP Evaluations. For example, in Mozambique WFP is working with INGD (the government agency responsible for disaster risk reduction) to register IDPs, and mapping of areas needing support. WFP has active partnerships with national bodies in Burkina Faso included the National Refugee Council and the National Council for Emergency Assistance and Rehabilitation (WFP, 2018). WFP has also supported national stakeholders in early warning systems and emergency responses (see 5.6), as well as joint assessments and analyses (see 5.4.2). Social protection is another strong area of support to partner counties.

WFP works through national systems where this is appropriate. This is constrained by two main factors, namely the need for rapid response in emergency situations and the prevalence of corruption and poor governance in some of the countries in which WFP operates. It is important, however, that WFP seeks to maximise its use of local systems where this is appropriate, and does not assume that it will be impossible to do so.

WFP has contributed to social protection for decades (WFP, 2021). WFP's Strategy for Support to Social Protection of 2021 sets out WFP priorities in social protection and how WFP will contribute to the building of high quality national social protection systems. WFP's Cash Based Transfers programme works closely with national governments, and where appropriate, works with social protection programmes. In 2020, WFP supported national social protection systems in 78 countries, especially in response to COVID-19 (WFP, 2021). In Haiti, WFP is an implementor of the Government's Social Protection programme funded by the World Bank, and in Colombia much of WFP's work is focused on country capacity strengthening, acting as a partner of choice in food safety and nutrition, WFP's support has sought to strengthen the delivery and targeting of national social protection systems (WFP, 2021). Support to government on school feeding has featured in many of WFP's operations. In 2022, WFP supported governments in the establishment or expansion of national school feeding programmes, which reached 107 million children. WFP also directly provided meals, snacks or cash-based transfers in 59 countries to more than 20 million schoolchildren, often using locally-grown or produced food. WFP has also scaled up school meal operations in humanitarian or fragile settings in 16 countries (WFP, 2023). Additionally, WFP mobilized "USD 608 million for national food security and nutrition systems in 2022.

WFP delivers Country Capacity strengthening through five pathways: Policy and legislation; Institutional effectiveness and accountability; Strategic planning and financing; Programme design and delivery; and Engagement of non-government actors. National partners value WFP support. They appreciate the transparent and helpful way that WFP works and the strong relationships that WFP has built with them (WFP, 2021). Almost three quarters of survey respondents to MOPAN's survey (74%) strongly agreed or

agreed with the statement that *"WFP effectively supports national governments to help people affected by crises."*

However, the evidence also captured a number of challenges to WFP's capacity strengthening work including the limited capacity and resources of some government partners which threaten likely sustainability (WFP, 2022). CSP evaluations noted the need for WFP to develop a more holistic, strategic approach to Country Capacity strengthening, better linking CCS to programmes across the CSP, and also to strategic frameworks with national governments (WFP , 2022; WFP, 2023). The CSP Policy Evaluation noted that CSPs gave insufficient attention to the conditions necessary to sustaining results and a transition to national ownership. Interviews in Mozambique raised concerns about the lack of exit strategies. Aid dependency was an issue raised by most stakeholders in South Sudan. In Ethiopia, an audit in 2022, identified issues relating to working with government, highlighting that the country office lacked well defined operating procedures or guidance on how to work with governments and recommended that safeguards and guidance on how the country office works with others need to be strengthened. Some HQ staff raised concerns about how WFP works with host governments and concerns that sometimes WFP can be implicated in difficult political situations.

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

KPI 6 overall score: 2.99, Satisfactory

Overall summary for KPI 6

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 (FLAs) 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 international NGOs, 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 International Financial Institutions (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 FLAs in a given period. FLA 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. We 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 (HDP) nexus, which was identified as a weakness in the previous MOPAN assessment (2017-18). 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.

MI 6.1: Partnerships are based on an explicit statement of expected results and engagement, and are rooted in equality.

Overall MI rating	Satisfactory
Overall MI score	2.83
Element 1: The Principles of Partnership - Equality, Transparency, Result-oriented approaches, Responsibility and Complementarity - are respected in engagement with implementing partners and informed by appropriate due diligence	3
Element 2: Key stakeholders are a key part of the organisation's programme cycle, both in global strategic planning but also related to country operations - including strategic advice, guidance, information and co-creation – while respecting humanitarian principles	3
Element 3: Downstream partnerships with international and local actors are selected based on a solid shared understanding of the capacity, limitations, expectations and interests of each partner.	3
Element 4: Where possible, partnerships start long before an emergency arises, and continue into recovery and development.	3
Element 5: Partnership agreements, including expected results and timeframes, clearly outline the roles, responsibilities and mutual benefits to each party – especially on fraud, corruption, safeguarding and financial and reporting arrangements and capacity needs - and uneven power dynamics are addressed	3
Element 6: Results reporting and monitoring ensures that partners are able to criticise one another, adapt, learn from one another, and continue working with positive outcomes.	2
Evidence Confidence	Medium Confidence

Evidence Documents

1, 3, 48, 61, 78, 120, 129, 131, 133, 151, 172, 226, 266, 269

Analysis

6.1.1: The Principles of Partnership - Equality, Transparency, Result-oriented approaches, Responsibility and Complementarity - are respected in engagement with implementing partners and informed by appropriate due diligence.

WFP recognises the need for partnerships, in order to deliver its mandate and reach beneficiaries. Partnerships are a cornerstone of WFP's Strategic Plan, which states that "WFP will employ the full range of its operational capacities – many of which are realized through partnerships – to meet the immediate needs of people and protect individuals' and communities' ability to live in safety and dignity." (WFP, 2021). In our survey, 71% of MOPAN survey respondents strongly agreed or agreed with the statement that *"Partnerships with WFP are respectful, constructive and rooted in equality."*

WFP is a signatory to the 2007 UN Principles of Partnership (Equality, Transparency, Result-oriented approaches, Responsibility and Complementarity), and these principles are embedded in its 2014 Corporate Partnership Strategy (WFP, 2014). The Strategy also states that WFP has due diligence processes that must be followed before entering into partnership agreements, and will keep these under review (WFP, 2014). Cooperation with other UN agencies is covered by UN agreements or specific MoUs (for example with UNHCR and FAO). In relation to IFIs, it is WFP which is more of a delivery partner. Partnerships with the private sector remain limited, despite attention since the last MOPAN assessment.

WFP's corporate NGO Partnerships Unit has grown from 1 to 12 staff since 2018, with three teams: Knowledge Management and Outreach, Digital Solutions, and Support to Country Offices through regional bureaux. It has set up templates and guidance for country offices, on what they should look into when setting up a partnership, and how to assess the partner's capacity and performance, including invoicing and monitoring and evaluation. The Executive Board has consulted over 30 of WFP's local and international NGO partners on how to improve collaboration (WFP , 2022).

In 2022, WFP worked with more than 1,000 NGOs globally, 85% of which were local organisations (WFP , 2023). WFP's relationships with the largest international non-governmental organisations (INGOs) are on a relatively equal footing, but small NGOs can be treated more as delivery partners and gave feedback in the survey to this effect. WFP signs field-level agreements (FLAs) with NGO partners. These are results oriented and transparent, but not equal, since there is a fundamental power imbalance and WFP defines the terms. Due diligence is undertaken. External stakeholders reflected that WFP has improved at partnering, but noted that its dominant position can undermine equity in its partnerships.

In South Sudan, WFP shares information from due diligence processes with other UN agencies to cut back on duplication and streamline partnership work. Reimbursements are made when commodities were delivered, which can create liquidity risks for partners. In Mozambique, the Assessment Team heard of partnerships on short term contracts and with late payments, which has created financial stress for partners.

6.1.2: Key stakeholders are a key part of the organisation's programme cycle, both in global strategic planning but also related to country operations - including strategic advice, guidance, information and co-creation – while respecting humanitarian principles

The previous MOPAN assessment of WFP (2017-18) found that WFP was working increasingly with partners in both the humanitarian and development spheres, moving away from its historic 'go it alone' approach. MOPAN recognised WFP's comparative advantage in providing expertise in high-risk contexts, knowledge of supply chains and logistics, and systems for rapid deployment (MOPAN, 2019).

WFP maintains regular contact with INGOs at the global level. Annual Partnership Consultations have

been in place since 1995, where partners gather at WFP headquarters and engage in strategic discussions (WFP, n.d.). We heard from WFP's main international partners that WFP consults widely during strategy development and that they participate in policy development and governance structures. WFP is very transparent in giving access to its governance processes to outsiders.

The involvement of stakeholders at country level is variable. Partners are consulted in the development of Country Strategic Plans (CSPs), which provide a framework for dialogue on strategy. CSPs go through national consultations with partners (including governments, donors and cooperating partners) and the final CSPs, and their operational plans are generally aligned to critical National Plans (WFP, 2016). In countries with high staff turnover amongst partners, not all partners are aware of the CSPs. WFP noted difficulties in aligning elements of CSPs with government partners where there are differences in agenda, particularly around human rights. Member states also provide feedback on CSPs at HQ level at three stages: drafting, consultation and approval. However, the extent of member state involvement depends on their internal capacity.

Our country office case studies and survey confirmed that partnerships are considered essential for WFP to deliver its programmes and achieve its strategic objectives. However, national partners are sometimes treated as implementers of WFP programmes rather than equal partners, and strategic shifts are not adequately discussed with local partners (WFP, 2023).

6.1.3: Downstream partnerships with international and local actors are selected based on a solid shared understanding of the capacity, limitations, expectations and interests of each partner.

WFP assesses potential cooperating partners on an ongoing basis in terms of their capacity to deliver programmes. Cascading down from the HQ level Corporate Partnership Strategy document, partnership action plans are key to the development of CSPs at country level (WFP , 2023). WFP's reassurance plan states that the selection of cooperating partners, suppliers, transporters, financial services providers and employees should be based on fair competition and rigorous due diligence (WFP , 2023).

WFP undertakes due diligence of partners and holds orientation sessions with them to set expectations for gender equality, protection, accountability to affected populations and preventing sexual exploitation and abuse. We heard from some partners that relationships can be contractual, and that they are treated as implementers rather than strategic partners. Examples given included a lack of input on strategy, and short timeframes for proposals. WFP is currently working on further policies and guidelines for cooperating partner management, following a series of recommendations from audit and evaluation reports. The Assessment Team heard from HQ staff that there were still challenges to strategically engaging the private sector and IFIs (compared to well established partnerships with traditional donors).

At country level, WFP participates actively in the cluster system, and works closely with other UN agencies, including UNICEF on nutrition programming and UNHCR in refugee communities. These relationships are based on a shared understanding of the capacities of each agency. WFP is the lead agency in the Logistics Cluster and the Emergency Telecommunications Cluster and co-leads the Food Security Cluster with FAO.

A report of the External Auditor on the Management of Cooperating Partners in 2022 stated that arrangements for the management of government partners should be defined more clearly. It also suggested that requirements for INGOs could be relaxed in line with their capacity. It noted that strengthening the capacity of local NGOs, which is part of the Grand Bargain, was not yet the subject of a specific strategy (WFP , 2022).

6.1.4: Where possible, partnerships start long before an emergency arises, and continue into recovery and development.

WFP has strong ongoing partnerships with other multilateral agencies, including UNICEF, UNHCR, IOM and the other Rome-based agencies. These relationships are stable and long-term, and can be built on in emergencies. A key instrument for emergency preparedness and response is the cluster system, which draws in a wide range of other agencies. Alongside the clusters that WFP leads or co-leads, it is actively engaged in the Protection and WASH clusters. In South Sudan, WFP is co-located with UNICEF for all school feeding programmes, and regularly undertakes joint programmes with FAO, ILO, UNHCR and UNICEF.

The report of the External Auditor on the Management of Cooperating Partners in 2022 concluded that WFP works in collaboration with other United Nations entities in most countries, often using the same partners but without specific coordination in this area. The report recommended that improved sharing of information would help with the identification of reliable partners, and reduce the risks and administrative burdens faced by country offices (WFP , 2022).

WFP pre-selects local and international NGO partners in order to be prepared for emergencies. WFP has established and resourced partnerships with INGOs, with contingency funding available, which helps both react quickly to emergencies. These arrangements favour high-capacity INGOs, rather than local partners. WFP country offices also pre-select local partners with experience for emergency contexts who have worked with WFP in the past. We saw good examples of this in Mozambique. Those trusted partners often have a long-term relationship with WFP and may receive multiple FLAs in a given period. These relationships continue beyond emergencies into recovery and development, but the ongoing relationship is dependent on donor funding, which may reduce when the emergency has passed. WFP has over 1,000 NGO partners which it can draw on for an emergency response. One country office reflected that much depends on personal relationships, the team and the context.

6.1.5: Partnership agreements, including expected results and timeframes, clearly outline the roles, responsibilities and mutual benefits to each party – especially on fraud, corruption, safeguarding and financial and reporting arrangements and capacity needs – and uneven power dynamics are addressed.

WFP has a standard structure for partnership agreements, which includes roles, expected results, timeframes and the responsibilities and mutual benefits for each party. Partners are asked to comply with WFP commitments, especially on fraud, corruption, protection, safeguarding and financial reporting and capacity needs. Agreements are regularly updated to include emerging WFP compliance requirements. WFP uses Salesforce to track Legal Agreements with partners.

The type of partnership agreement varies depending on the partner. WFP operates under agreed UN cooperation guidelines with other UN agencies. It also has specific MoUs with some UN agencies, including the Rome-based Agencies, and other partners such as the World Bank. These lay out roles, responsibilities and ways of working. For donor partners, partnership agreements also vary. WFP is in the process of evolving its due diligence processes with partners, including developing registration and payment systems with the World Bank.

Country level partnerships are delivered through Field Level Agreements (FLAs). These specify expected results and timeframes, roles and responsibilities, and include clauses on fraud and corruption and sexual exploitation and abuse. WFP conducts investigations if they have concerns about the capacity of a cooperating partner (WFP , 2022; WFP, 2023). The FLAs are agreed on WFP's terms and there is a

fundamental imbalance of power in the relationships, which is generally not addressed. We heard from country office teams that developing FLAs can be a lengthy process, often taking a year or more. A lighter approach is needed. The report of the External Auditor on the Management of Cooperating Partners in 2022 concluded that there was need to streamline the administrative processes for FLAs, which are often burdensome and untransparent (WFP , 2022).

We have noted in element 6.1.1 that there are fundamental power imbalances with national partners. For private foundations that fund WFP, the power dynamic is more balanced. Funding from foundations is flexible and often covers aspects which traditional institutional donors are not interested in. Foundations can use their own templates, including non-standard legal clauses in areas such as risk, insurance and treatment of interest. WFP has initiated conversations with key foundation partners to address problematic areas and agree on a standard agreement template for all grants.

6.1.6: Results reporting and monitoring ensures that partners are able to criticise one another, adapt, learn from one another, and continue working with positive outcomes.

Results reporting tends to be for the benefit of WFP and its donors. We have seen limited evidence of mutual criticism and learning. This is more likely to take place within the cluster system than in bilateral NGO partnerships. The cluster system acts as a coordinating mechanism for partners, and the information that partners bring to the cluster is useful for triangulation and learning.

The report of the External Auditor on the Management of Cooperating Partners in 2022 found that there were weaknesses around the optimization of information systems, as well as the monitoring and evaluation of partners' performance, with gaps found in reporting of cooperating partner results. It noted that effective management of cooperating partners requires reliable data. This information is distributed across several IT tools and platforms, with significant discrepancies between data from different sources. The report also concluded that the concept of a cooperating partner and registration processes are insufficiently formalized at country level to prevent disparities (WFP , 2022).

The External Auditor has also noted gaps in reporting on cooperating partners. It notes that WFP's actions and operational results are closely monitored by management and clearly presented to the Executive Board, but information on cooperating partners remains limited, both in the annual performance report and in annual country reports (WFP , 2022). The WFP Reassurance Plan outlines how co-operating partnership management is reviewed at each step of the partnership cycle and promises that a digital platform will provide "more granular data to improve programmes, accountability and oversight." (WFP , 2023)

At country level, we found an open and transparent culture of both WFP staff and partners. Although WFP is dominant in terms of size, country-based partners were happy to share their views. In Mozambique, partners were forthright in both their praise and concerns about the financial challenges of working with WFP in terms of overheads and payment performance. In South Sudan, WFP holds monthly partner meetings with donors and debates on key topics, including prioritisation. Project management committees also act as a feedback mechanism for partners to report learning and adaptations throughout the programme cycle.

MI 6.2: Organisation passes on quality funding to partners.

Overall MI rating	Satisfactory
Overall MI score	3.00

Element 1: The organisation passes on a fair share of the quality funding it receives (e.g. multi-annual, flexible) to its partners, including local organisations	3
Element 2: Reasonable and justifiable overhead costs are allowed as part of the partnership funding arrangements	3
Evidence Confidence	High confidence

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Evidence Documents

3, 48, 160, 409

</div>

Analysis

6.2.1: The organisation passes on a fair share of the quality funding it receives (e.g. multi-annual, flexible) to its partners, including local organisations.

WFP wants both to receive and to pass on high quality funding, but is unable to do so in high volumes. On average, it receives a poor quality of funding from its donors, which is often short term and heavily earmarked (93%) and cannot therefore provide substantial multi-year and flexible funding to its partners. Only 40% of respondents to the MOPAN survey strongly agreed or agreed with the statement that *"WFP's funding to its partners is flexible, long-term and timely."*

WFP does, however, pass on quality funding where possible, and regards its approach as fair. WFP commits to advocating for more flexible funding and multi-year financing in its Strategic Plan: "to enable the organization to be more agile, to bolster its response to those most in need and to facilitate sustainable assistance in protracted crises." (WFP, 2021; WFP , 2023)

At the country office level, CSPs are the key partnership and planning tool. They are multi-year and involve consultation with partners. At the country office level, some large and active partnerships do receive multi-annual funding and deliver long-term programmes with WFP, but this is not necessarily formalised. Country directors can issue Field Level Agreements (FLAs) for the duration of the CSP, but more often FLAs are issued for the duration of WFP's funding, which can be as short as three months. There are a few examples of country offices (such as Haiti) having 10-year contracts for resilience programming, and 1-2 years for social protection. Partners commented on the difficulty of moving beyond emergency response activities without longer-term funding. In South Sudan, partners do not always have clarity on budget upfront, and sometimes received short notice when projects were ended.

FLAs include a legal clause that allows WFP to exit partnerships if there is not enough funding. Partners have faced issues where there is a time gap between different FLAs, and have sometimes had to continue working without funding while waiting for a renewal. It is the responsibility of the country office to manage partnerships and to ensure funding-related risks are communicated. Delays in vendor payments is listed as a risk to the effective delivery of programmes and supply chains in some country office risk registers (WFP , 2023). We heard through the MOPAN survey and directly from cooperating partners about the financial challenges of partnering with WFP, with delayed payments and insufficient overheads. This has serious implications for partners, including a risk of bankruptcy in some cases.

External stakeholders acknowledged the challenges to WFP of its heavily earmarked funding, but also commented that WFP does not do enough to offer flexible funding or multi-year funding to partners, and is not fulfilling Grand Bargain commitments in this area. We heard from external stakeholders the importance of WFP being careful when negotiating budget cuts, to ensure that the burden is not unfairly loaded on partners.

6.2.2: Reasonable and justifiable overhead costs are allowed as part of the partnership funding arrangements.

WFP provides standard levels of overhead which are generally viewed as fair. Both International and National Organisations receive overhead costs fixed at 7%. These are an unrestricted contribution to partners' overhead costs. This contribution does not need to be reported against, is not audited and does not need to be spent within the project time period (Development Initiatives, 2023). The 7% figure is typical of the level provided by other UN agencies including UNICEF, OCHA IOM and UNHCR (for international partners).

Overheads are normally included in programme budgets. At the Country Level, the Assessment Team heard from the MOPAN survey and directly from partners that managing overhead costs can a challenge, noting that amounts are insufficient and that reimbursement can take 3-4 months. Only 45% of respondents to MOPAN's survey strongly agreed or agreed with the statement that *"WFP's funding to its partners allows for reasonable overhead costs."*

WFP itself levies Indirect Support Costs of 6.5% on the donations that it receives to fund its own internal costs through the Programme Support and Administration budget.

MI 6.3: The organisation is set up to enable localisation.

Overall MI rating	Satisfactory
Overall MI score	2.86
Element 1: Processes are in place, and used, to first consider local capacity, including government, local authorities and local organisations, including women led organisations, and to build on existing structures and capacities rather than establishing parallel international mechanism	3
Element 2: Local and national partners are included in emergency preparedness, needs assessment and analysis, and planning, implementation and monitoring/feedback processes	3
Element 3: The organisation shares risk with local partners in an ethical manner.	3
Element 4: Localisation practices and strategies are explicitly referenced in planning documents.	2
Element 5: Capacity strengthening strategies and activities for local and national partners and structures, including for governance and administration, and not just technical skills, are in place and implemented.	3
Element 6: The organisation passes on the same quality of funding it receives to its local partners	3
Element 7: Partnerships with local actors are based on equality, mutual respect and mutual accountability, including not passing on unreasonable safety and security risks to local partners, supporting local leadership, and giving visibility to local partners in reporting and public communications.	3
Evidence Confidence	High confidence
Evidence Documents	
3, 44, 48,119, 123, 155, 156, 169, 172, 241, 242, 262, 264 ,265, 267, 268, 270, 271, 272	

Analysis

6.3.1: Processes are in place, and used, to first consider local capacity, including government, local authorities and local organisations, including women led organisations, and to build on existing structures and capacities rather than establishing parallel international mechanism.

WFP is committed to localisation, which was an area of concern in the previous MOPAN assessment of WFP (2017-18) . It aims to mainstream localisation at all levels and to work towards the ideal of being "as local as possible, as international as necessary*". (WFP, UNDP , 2023) WFP works through local

organisations by preference, and where it works through INGOs, they in turn often have local partners. In 2022, 85% of WFP's NGO partners were local. In 2022, WFP channelled 21.2 percent of the value of all confirmed contributions through national and local actors. While that level falls short of WFP's Grand Bargain commitment of 25 percent, it represents a record USD 3 billion and 65 percent of all the funds channelled through cooperating partners in 2022. This was USD 0.8 billion more than in 2021. (WFP , 2023)

WFP also seeks to work through local structures and capacities where this is possible. WFP works regularly with governments and sometimes uses national systems, but often implements through its own procedures, especially in fast-moving emergency contexts. This is due to the need for rapid response and concerns about corruption or effectiveness of government partners. In situations where WFP is undertaking longer term work, such as disaster preparedness and social protection systems, it is able more easily to work with government systems.

There is need for a localisation policy to provide a more consistent approach in this area and this has been identified as a gap in existing organisational policies by WFP. The 2023 Analysis of Policy Gaps report outlines steps that are underway to address this. It notes that WFP plans to formulate a localisation framework, building on the key components of localisation – partnerships, capacity strengthening, funding, participation and coordination. This will be evidence-based and build on a mapping of existing localisation efforts and risks and extensive consultations This work "will likely be followed by the development of a WFP policy on localisation." (WFP , 2023)

Despite the lack of a localisation policy, the CSP development and operationalisation process ensures that local capacity is considered, and that government, local organisations, local authorities, and women-led organisations are consulted in the preparation of CSPs. See also evidence on capacity development under 6.3.5.

The Gender Policy states that localisation requires respecting, supporting and strengthening local leadership and capacity, including in gender equality and women-led organizations at the local level (WFP , 2022)

The South-South Triangulation Cooperation (SSTC) Policy (2015, updated in 2023) is another key policy through which WFP supports localisation (WFP , 2015; WFP , 2023). In 2021, 91% of WFP's Country Offices were engaged with host governments on SSTC, and there are three centres of excellence in Brazil, China and Côte d'Ivoire. The updated SSTC policy has an objective for WFP to enable institutions and individuals in Global South countries to sustainably share, adapt and implement zero hunger solutions in order to strengthen their national and local food security and nutrition systems (WFP , 2023).

We saw examples of localisation in programming for both humanitarian and development programmes, with WFP both enhancing local capacity and establishing independent systems when required. At country level, localisation is integrated into CSPs. Across our country sample, local partnerships were respected as integral to WFP operations and enable WFP to reach remote areas and strengthen local capacity. WFP's commitment to localisation in programming is evidenced in countries such as Colombia, where 93% of its partners are local organisations (WFP, 2021; WFP, 2022), in Somalia 80% of coordinating partners are national NGOS, in South Sudan 19 out of 90 partners are local community NGOs. In Ukraine, WFP programming was initially an international humanitarian response, as WFP did not have offices in country. The partnership approach changed over time, and WFP made sure to use specifically regional partners with an emphasis on recruiting national staff. 11 out of WFP's 14 partners in Ukraine are now local.

There remain challenges to localisation across WFP's portfolio. In some countries donors are hesitant when WFP communicates that it is working with the country government as a partner. Donors have raised concerns about the risk of fraud associated with greater localisation practices. The Assessment Team heard from external stakeholders that WFP could improve its capacity building and use of local resources rather than just using local organisations as implementers. This was also supported by Country Office interviews. There are, however, good examples of WFP and their INGO partners working well in this space, where capacity building has led to local partners taking over roles previously held by INGOs.

6.3.2: Local and national partners are included in emergency preparedness, needs assessment and analysis, and planning, implementation and monitoring/feedback processes.

Local partners are included in preparedness, analysis and planning under WFP's leadership. WFP's Emergency Preparedness and Response Policy (EPRP) recognises partners and their capacities throughout, and includes the importance of joint analyses with partners as part of anticipatory measures (WFP , 2017). On monitoring and feedback processes, the EPRP notes that findings from monitoring inform decision-making regarding support for country offices, the design of policies and tools and the allocation of resources (WFP , 2017).

The EPRP uses a "Three-Pronged Approach" which includes partners in joint assessment and analysis, planning and implementation:

1. The first prong of the approach is an analytical and consultative process that uses integrated context analysis to position preparedness strategies spatially and align them with early warning, safety net and disaster risk reduction strategies at the national level.
2. The second prong of the approach is seasonal livelihood programming, whereby consultations are held at the subnational level to determine the relationship between shocks and various categories of livelihoods, essentially identifying vulnerable groups and patterns of vulnerability.
3. The third prong is community based participatory planning, in which affected populations serve as the primary contributors to developing and implementing their own preparedness, risk reduction and resilience-building plans based on community prioritisation.

Gender is central to all three prongs with participants identifying gender issues and identifying opportunities for furthering gender equality and women's empowerment (WFP , 2017).

WFP also partners with countries and partners for Food Security Assessments, which, when compiled, develop the IPC Assessments with National Governments.

As WFP looks ahead to greater budget limitations, WFP HQ is aware of the danger of excluding local partners if it has to close offices in small countries. WFP is currently engaged in working on how to stay linked with emergency preparedness in countries, and is exploring the idea of shrinking the WFP footprint, but using emergency preparedness expertise to establish toolkits and technical support in order to be able to scale up rapidly if required.

6.3.3: The organisation shares risk with local partners in an ethical manner.

WFP shares risk ethically with local partners. WFP staff in multiple country offices stated that they would not send partners where WFP staff were unwilling to go. Despite this, however, local NGOs can still end up taking a larger burden of security risks. This is because UN systems require WFP staff to go through security clearance processes with UNDSS, which WFP staff feel can limit their ability to get to remote areas. As local partners do not have the same constraints, they are often the 'fallback' for WFP and other UN Agencies where it is not possible to get clearance. This is not specifically or predominantly a problem for WFP, but applies across the UN system.

WFP country offices coordinate with partners to identify, monitor and manage risks. The WFP Risk Appetite Statement is shared with partners, to *"engender proactive engagement in operational decision making"* (WFP, 2018). How the organisation shares risk with local partners in an ethical manner, however, is not mentioned. Partners feed into risk registers, and local partners play a particular role in understanding local dynamics, conflict sensitive approaches and navigating security risks. Risk management is incorporated into CSPs.

The Assessment Team heard from country offices and partners that there are inherent risks working in high conflict zones, such as South Sudan, and local partners have lost staff members. In Ukraine, WFP has a high-risk appetite, serving 900,000 people a month within 15km of the front line. WFP responds to partners communicating risk and adapts programming, for example by doing a double distribution to limit staff exposure to risk. When withdrawing from areas due to conflict, a WFP partner noted that local NGOs tend to stay and INGOs tend to leave.

6.3.4: Localisation practices and strategies are explicitly referenced in planning documents.

WFP has some clear commitments to localisation embedded in its planning documents. The Strategic Plan 2022-25 states, "In line with the Grand Bargain localisation workstream, WFP is committed to investing in the long-term institutional capacity of local actors, to promoting more equal partnerships and to ensuring better integration with local coordination mechanisms". It also notes that WFP will continue to prioritize partnerships with national and local organizations, including women's and youth groups, and to strengthen their long-term sustainability (WFP, 2021)*.*

WFP management recognises that localisation remains a work in progress. The Executive Director has tasked a team of Directors to discuss and create a position paper and to publish a policy on localisation in 2024. It is expected that this will bring together an overview of localisation practices and strategies. The Analysis of Policy gaps (November 2023) acknowledges that this is a gap and states that WFP plans to formulate a localisation framework, building on the key components of localisation – partnerships, capacity strengthening, funding, participation and coordination. The report notes that this work will likely be followed by the development of a WFP policy on localisation (WFP , 2023).

Localisation practices and strategies are explicitly mentioned in all CSPs reviewed. Country offices have requested greater support from both regional bureaux and HQ on engagement with governments, and how to build their capacity. This may require more capacity within country offices, since the current partnership officer role is more geared towards donor relations.

6.3.5: Capacity strengthening strategies and activities for local and national partners and structures, including for governance and administration, and not just technical skills, are in place and implemented.

WFP provides extensive training for partners across a wide range of skills, including governance and administration. Capacity strengthening is listed in CSPs as a priority for WFP, with emergency preparedness, school feeding and social protection often mentioned as areas for focus (WFP, 2021; WFP, 2021; WFP, 2022; WFP, 2023).

The Country Capacity Strengthening (CCS) Policy update builds on other WFP policies, to show an integrated approach to capacity development. Policies it complements include the 2021 Social Protection strategy, the 2020 priorities of the school feeding strategy, 2017 nutrition policy, 2015 SSTC policy, 2021 protection and accountability policy, 2022 gender policy and corporate documents on emergency

preparedness, disaster risk reduction, climate change and resilience, cash-based transfers, supply chain and information technology (WFP, 2022).

WFP provided a CCS Policy Update in June 2022 with various examples of how the policy had been implemented. The Assessment Team also found many examples of WFP's capacity strengthening activities, which are putting the CCS policy into practice including:

- o In South Sudan, WFP provides monitoring and evaluation, advocacy and resource mobilisation support for partners. National NGOs viewed WFP as a trusted partner that was helping to build the capacity of the government through technical support and training. South Sudan has also paired local NGOs with larger international NGOs to provide mentorship and capacity strengthening support.
- o In Mozambique, WFP has strengthened the capacity of the National Institute for Disaster Management
- o In Somalia, WFP helped develop the government's Social Protection Policy and is supporting the government develop its social registry.
- o In Haiti, WFP's technical collaboration with the Government has enabled it to establish a constructive partnership for implementing the national social protection policy (WFP, 2023)

External stakeholders reflected that, for WFP, localisation can be seen as a way of channelling money to local actors, rather than about power transfer or capacity development. However, donors do not provide incentives for WFP to undertake this deeper capacity strengthening. Other stakeholders stated that WFP is good at direct engagement with government, looking for gaps and addressing needs, and has built capacity in a lot of government institutions. Responses to MOPAN's survey on about WFP's capacity building, 72% of responses were positive, 15% were negative and 13% were neutral.

South-South Technical Co-operation has been a major channel through which WFP has promoted local capacity development. The 2021 Evaluation of the SSTC concluded: "WFP-supported South–South and triangular cooperation has facilitated improvements in national capacity at the policy, institutional and community levels, contributed to strengthening regional and global partnerships and, in some cases, aided countries in resource mobilization, but it has varied in the extent to which it has incorporated gender equality, equity and inclusion considerations." (WFP, 2021)

WFP is also seeking to learn in order to improve its approach to country capacity development. The synthesis of evidence and lessons on country capacity strengthening from decentralized evaluations in 2021 concluded that successful CCS interventions require needs assessments and expertise at the design stage (WFP, 2021). It notes that CCS results have been achieved, particularly strengthening the capacities of state actors, but not systematically measured or reported (WFP, 2021). In response to this evaluation WFP reaffirmed its commitment to CCS and formed a CCS task force in 2020 to guide the ongoing organizational change process (WFP, 2021).

6.3.6: The organisation passes on the same quality of funding it receives to its local partners.

WFP passes on quality funding as it is able, which is to a very limited extent. It is subject to criticism from both partners and external stakeholders. This is addressed more fully under Element 6.2.1.

6.3.7: Partnerships with local actors are based on equality, mutual respect and mutual accountability, including not passing on unreasonable safety and security risks to local partners, supporting local leadership, and giving visibility to local partners in reporting and public communications.

Note: Safety and security risks are discussed in Element 6.3.3 above, the principles of partnership are covered in Element 6.3.1.

WFP values its local partners and treats them with respect, but is clearly in command in defining and implementing the terms of the relationship. Local organisations make up the majority of WFP partnerships, and they are prominently featured in the Annual Reports and Impact stories, and given credit in evaluations and results reporting (WFP , 2023).

In terms of support to local leadership, the WFP Management Plan 2023 - 2025, in response to the 2021 management review, 'found that WFP faced significant risk and control issues in … the management and mentoring of nongovernmental organizations (NGOs)" (WFP, 2022). In South Sudan, national NGO partners viewed the relationship as professional, supportive and consultative. WFP consults with local leadership, including authorities and government.

MI 6.4: Organisation works effectively across the humanitarian development peace nexus.

Overall MI rating	Unsatisfactory
Overall MI score	2.50
Element 1: The organisation has a strategy and/or procedure for nexus approaches [UN Adherents] and delivering on the DAC Recommendation on the HDP Nexus, including a common understanding of what the nexus means for the organisation and how staff should engage in HDP nexus processes	2
Element 2: The organisation proactively engages in joint analysis setting collective outcomes, including sharing its own data and analysis, and aligns its programming accordingly, and supports coordination across the nexus	2
Element 3: The organisation uses political engagement and other tools to prevent doing further harm or further eroding peace, and where its mandate allows, actively works to prevent crises, resolve conflicts and build peace	3
Element 4: Programming focuses on ending need of vulnerable people, prioritizes prevention and integrates peace aspects, where this is in line with its mandate	2
Element 5: Programming is conflict-sensitive and risk-informed and sufficiently flexible to evolve with the risk environment - and uses humanitarian, development and/or peace approaches in the right way to ensure a focus on ending need	3
Element 6: National and local capacities are systematically used to set priorities, design and implement programmes.	2
Element 7: Monitoring, evaluation, learning and evidence spans the nexus, and promotes learning across agencies working on the nexus	3
Element 8: The organisation contributes to financing strategies for collective outcomes, and develops instruments that span the nexus where relevant	3
Evidence Confidence	Medium confidence
Evidence Documents	
1,2,40, 41, 42, 45, 48, 58, 65, 76, 77, 87, 88, 113, 117, 120, 155, 158, 166, 171, 172, 245, 262, 273, 274	

Analysis

6.4.1: The organisation has a strategy and/or procedure for nexus approaches [UN Adherents] and delivering on the DAC Recommendation on the HDP Nexus, including a common understanding of what the nexus means for the organisation and how staff should engage in HDP nexus processes.

WFP is committed to the humanitarian, development, and peace nexus principle, although it often prefers not to use the term, and to working across the humanitarian, development and peace continuum. This was identified as a weakness in the previous MOPAN assessment of WFP (2017-18), which noted "gaps in

strategies for transition, resilience and recovery" (MOPAN, 2019). The WFP Management Response stated that country offices had been advised to strengthen this aspect of their CSPs. WFP was also working to provide for better and more realistic handover strategies (WFP, 2019). This has been an area of improvement since the last MOPAN, particularly though CSPs, but there is still not a common understanding of what nexus means for the organisation.

The Strategic Plan 2022-25 states: "Guided by the principles of the humanitarian-development–peace nexus of the [OECD], WFP will operationalize the triple nexus through action that prioritizes "prevention always, development wherever possible and humanitarian action when necessary"" (WFP, 2021). It also noted that WFP was committed to pursuing integrated, sequenced and layered humanitarian and development activities, strengthening people's long-term resilience and pursuing social cohesion and contributions to peace.

The Analysis Policy Gaps paper in 2023 noted that the triple nexus is embedded in WFP's existing policies, such as the peacebuilding policy (2013), and will be key in formulating forthcoming policy updates, such as for the policy on resilience. Rather than being encapsulated in a separate policy, it suggested that the triple nexus would be operationalised through country strategic plans that prioritize joint analysis and programming, mainstreaming of the conflict sensitivity strategy, and the establishment of a repository of best practices and tools for country offices (WFP , 2023).

WFP adheres to the OECD Nexus Guidelines, and is involved in the multilateral groups on the nexus via the Inter-Agency Standing Committee. At HQ level, the new conflict sensitivity strategy is about to be applied to CSPs, and HQ is now focused on strengthening WFP's 'contribution for peace' approach. Interim CSPs are recognised as a helpful step in fragile states.

WFP undertakes reliance and peacebuilding work at country level as funding allows. The extent of nexus work varies by country. WFP makes efforts to put in place handovers as its work reduces in a given country, but does not have a systematic approach to developing exit strategies. Country offices reported conflicting views at HQ level on 'saving lives' and 'changing lives', and see the distinction as increasingly unhelpful in terms of strategic programming guidance. 'Changing lives' involves new types of partners, including local and national governments, International Financial Institutions and local private sectors. Country offices will need the right systems, processes, staff skillsets, risk monitoring and planning parameters to adapt to this new way of working.

There is mixed evidence on WFP's nexus work from evaluations reviewed as part of this Assessment:

- The 2023 Evaluation of WFP's role in peacebuilding in transition settings noted the lack of implementation and resourcing requirement for peacebuilding while noting positive contributions including through capacity building, establishing a community of practice for peace and conflict experts and providing support for country offices in conducting conflict analyses (WFP, 2023). It recommended developing an explicit theory of change, strengthening the links to gender, protection and other cross-cutting issues, and reflecting on recent changes in the external context." (WFP, 2023).
- The 2023 evaluation of WFP's policy on building resilience for food security and nutrition concluded that most resilience programmes align, to some extent, with the principles underlying the resilience policy design. Many of the countries reviewed, however, viewed resilience programming as a set of activities rather than an intermediate outcome for WFP. In emergency settings the evaluation noted that there is a tendency to view resilience-building as part of livelihoods work, rather than to integrate resilience thinking into emergency response and humanitarian programming' (WFP, 2023).

External partners reflected that they cannot always see WFP engaging in nexus work. Often donors themselves are segmented in terms of the programmes that they will fund, as are the structures of national agencies that support the humanitarian, development and peace aspects of WFP's work.

6.4.2: The organisation proactively engages in joint analysis setting collective outcomes, including sharing its own data and analysis, and aligns its programming accordingly, and supports coordination across the nexus.

WFP supports collective outcomes, especially in terms of data and analysis, but remains primarily committed to delivering its own programmes. WFP is active in sharing data in the cluster context and undertakes a range of data gathering and analysis on behalf of the broader humanitarian community, including vulnerability assessments. The previous MOPAN assessment of WFP (2017-18) noted that: "Improvements in joint assessments are underway, but parallel business processes persist. WFP actively participates in joint progress and performance reviews with partners. WFP's partner survey found that the organisation scored lower for shared (communication) procedures, due to the lack of such procedures or failure to use those already in place" (MOPAN, 2019).

WFP's update on its role in the Collective Humanitarian Response in 2021 stated that it had participated in efforts to map existing tools and guidance on the pillars of the humanitarian, development and peace nexus through the Inter-Agency Standing Committee, the 'DAC-UN dialogue', the Global Network Against Food Crises and the Joint Steering Committee to Advance Humanitarian and Development Collaboration. WFP and the International Council of Voluntary Agencies continue to manage a community of practice within IASC results group four on humanitarian-development collaboration. WFP also works with the Global Network Against Food Crises to tackle the root causes of food crises and promote sustainable solutions through shared analysis and knowledge, strengthened coordination in evidence-based responses and collective efforts across the nexus (WFP, 2022).

Twice a year WFP and FAO jointly issue an update of Monitoring Food Security in Countries with Conflict Situations for the UNSC. The report provides analyses of countries where conflict and insecurity are the primary drivers of acute food insecurity (WFP, 2022). At cluster level, WFP is looking at how to collaborate with other clusters and ensure there is no duplication of rations, finding ways to do joint targeting, planning and analysis so eventually a consolidated ration can happen. Pilots are currently underway in Yemen and South Sudan on joint assessments.

We found a mixed picture on coordination in country programmes:
- In South Sudan WFP provides vulnerability analysis and data to other organisations, and conducts assessments with UNHCR, IOM, UNAIDs and UNICEF (WFP, 2022).
- In Chad, WFP undertakes joint assessments and shares data with government and other agencies.
- In Somalia, coordination structures are in place, managed at national and subnational level, but there is still room for improvement with coordination at subnational level.
- In Cambodia, WFP is leading in coordination in the humanitarian space, but the mandate in development can get confused with FAO.
- In Mozambique, cumbersome administrative systems are a barrier to agencies working together.

External interviewees commented that WFP is good at taking part in joint and collective efforts, particularly around Disaster Management. WFP takes a lead in collecting data and coordination. Donors reflected that WFP has a role to play linking humanitarian and development work. WFP could work better with other UN agencies. There were also concerns around weaknesses in WFP's relations with sister agencies, including confusion between WFP's and FAO's work on resilience building, and overlaps with UNICEF on nutrition.

6.4.3: The organisation uses political engagement and other tools to prevent doing further harm or further eroding peace, and where its mandate allows, actively works to prevent crises, resolve conflicts and build peace.

WFP's receipt of the Nobel Peace Prize in 2020 was an acknowledgement of the organization's efforts to combat hunger, contribute to improved conditions for peace and prevent the use of hunger as a weapon of war. WFP has had an active involvement in peace advocacy in conflict settings such as Ethiopia, South Sudan and Yemen. Overall, these factors have led WFP to increase its focus on, and contribution to, peace alongside its mandate of 'saving lives' and 'changing lives'. WFP has leveraged the Nobel Prize award for subsequent partnerships, notably with the Stockholm International Peace Research Institute (SIPRI). The partnership with SIPRI is examining how WFP contributes to peace via resilience pathways and social protection, and how WFP operates in different contexts. WFP has been grappling with how to measure peace, and a new hub in New York is looking into this, and working on a paper on 'contribution to peace' to be published in 2024.

WFP is often a trusted partner of governments and seeks to work with government counterparts to improve their policies and capacities including crisis preparedness and prevention. At the Country Office level, WFP's peace work is often embedded in their programmes through conflict sensitivity. The evaluation of the policy on WFP's role in peacebuilding in transition settings concluded that partners, donors, external and internal stakeholders all felt that WFP's potential contribution to peace lies mainly sharing its expertise in addressing food insecurity and strengthening local food production by building local markets as part of broader stabilization or peacebuilding initiatives (WFP, 2023).

The organisation also found that WFP has engaged in high-level peace advocacy. WFP maintains contact with various parties to a conflict primarily for the purposes of negotiating humanitarian access. In future, the evaluation argues, the activities of WFP headquarters should be clearly communicated to country offices in advance and be coordinated with country strategies. WFP country offices should be involved in broader United Nations and political discussions relating to peace to determine how WFP might support those processes and to ensure that WFP does not undermine other efforts by "going it alone"" (WFP, 2023).

The current WFP strategic plan for 2022–2025 emphasizes the conflict-sensitive and principled approach of WFP and refers to "taking steps to develop peace outcomes," stating that WFP will engage in humanitarian diplomacy and peace advocacy. The plan does not define the level of WFP's ambition for peacebuilding work. The coverage of conflict sensitivity in annual planning and reporting documents remains at a low level, but consideration of the "do no harm" principle has increased slightly over time (WFP, 2023).

The evaluation of the CSP Policy concluded that the policy was useful in providing general guidance, including through the introduction of a five-year planning horizon, but was insufficiently clear with regard to the role of WFP in peacebuilding and did not strategically identify the comparative advantage of WFP, which was negatively affecting strategic prioritization (WFP, 2023).

6.4.4: Programming focuses on ending need of vulnerable people, prioritizes prevention and integrates peace aspects, where this is in line with its mandate.

WFP's programming has a strong focus on meeting the need of vulnerable people, which is central to its role as a humanitarian agency. It has some focus on addressing the root causes of those needs, in terms of prevention and peace. WFP promotes peace through conflict sensitive programming, as recognised by the Nobel Prize. WFP takes part in the UN Peacebuilding Fund, and has undertaken initiatives such as a joint programme focused on resilience in Sudan with UNICEF, and preventing and managing inter-

community tensions through natural resource management in Eastern Chad with UNHCR (Peacebuilding Fund, 2023).

WFP undertakes vulnerability assessments to highlight those in greatest need. WFP introduced a new Protection and Accountability policy in 2020 which commits it to preventing and responding to protection risks associated with hunger in all contexts and to achieving successful protection outcomes for the people it assists. Country examples include:

- In South Sudan the CSP sets out how 'WFP will prioritise five integrated outcomes to ensure that those furthest behind are reached first, with an emphasis on creating incentives for peace and deterring violence" (WFP, 2022).
- The Burkina Faso CSP Evaluation found that the country office used appropriate strategies to operationalize the humanitarian, peace and development nexus, yet the effectiveness and sustainability of these approaches, and of conflict sensitivity work, was still to be demonstrated (WFP, 2023).

There was concern from external stakeholders that WFP is responding to cuts at HQ level in a way that is "anti-nexus", driven by donors who want to see WFP more focused on its humanitarian role. We have not seen any analysis on the potential impact of the budget cuts on WFP's nexus work. External stakeholders reflected how WFP can commit to a changing lives agenda to extend its presence in non-fragile contexts, for example in India, Laos, Malawi and Mozambique. WFP works towards handovers as its work reduces in a given country, but does not have a systematic approach to developing exit strategies and, when they are discussed, it is often in the context of 10-to-20-year time horizons.

The evaluation of WFP's role in peacebuilding in transition settings concluded that WFP "pays limited attention" to how its presence and assistance may interact with conflict and peace dynamics. The evaluation analysed all the WFP country planning and reporting documents issued from 2012 to 2022, showing that conflict awareness has increased only slightly since 2013. It identified three blind spots: the influence of WFP assistance on power relations; the interaction between WFP and host governments, especially when a government is a party in a conflict; and the intersection of the affiliations and backgrounds of employees, contractors and cooperating partners with the conflict setting.

6.4.5: Programming is conflict-sensitive and risk-informed and sufficiently flexible to evolve with the risk environment - and uses humanitarian, development and/or peace approaches in the right way to ensure a focus on ending need.

WFP works hard to implement conflict sensitive and risk informed programming. This is part of its contribution to peacebuilding. WFP seeks to evolve programming in line with changing risks and has a clear focus on ending need. In addition to conflict sensitivity guidance, there is also guidance provided in 'WFP's Role in Peacebuilding in Transition settings' policy (WFP, 2013). See 5.2 and 5.3 for detailed information on conflict sensitivity and risk management.

6.4.6: National and local capacities are systematically used to set priorities, design, and implement programmes.

WFP sets priorities, and designs and implement programmes, with some involvement from national and local capacities, but this is not systematic. Priorities are primarily set, and programmes designed and implemented, by WFP itself at headquarters, regional and country level. WFP has done well, however, in helping governments to build shock-responsive national social protection systems.

Please refer to 6.3.1 and 6.3.2 on how national and local capacities are used to set priorities design and implement programmes and 5.9 on building governments' capacities.

Additional examples from Country Offices where national and local capacities were used include:

- In Burkina Faso, the resilience package of programming planned for beneficiaries to be gradually enrolled in national social safety net systems, thus strengthening the humanitarian-development-peace nexus (WFP , 2018).
- In South Sudan, the country office has Memorandums of Understanding (MoUs) with Government Departments, which set out clear roles and responsibilities. WFP has set up working groups and units within government, particularly around early warning and emergency preparedness response. UNDP and WFP have commissioned a joint study to explore the relationship between humanitarian assistance and state building, with CSOs, national and local institutions and faith-based organisations all involved (WFP, 2023).

6.4.7: Monitoring, evaluation, learning and evidence spans the nexus, and promotes learning across agencies working on the nexus.

Monitoring, evaluation and learning span the full range of WFP activities, including the nexus. The Evaluation Office has commissioned evaluations spanning the nexus, and findings are followed up with a management response and incorporated into new policies and CSPs. Alongside CSP evaluations which include a nexus lens, evaluations have included: WFP's role in peacebuilding in transition settings, South-South and Triangular Cooperation Policy, WFP's policy on Country Strategic Plans, evaluation of WFP's policy on building resilience for food security and nutrition (WFP, 2021; WFP, 2023; WFP, 2023; WFP, 2023). The 2020 Protection and Accountability Policy identified a theory of change and considered how protection programming will be reported (WFP, 2020).

After winning the Nobel Peace Prize, WFP set up a new hub in New York to look at how to measure WFP's contributions to peace, in partnership with the Stockholm International Peace Research Institute. WFP has also undertaken joint work with UNHCR and the Rome-Based agencies to learn lessons across the different organisations.

Country and regional examples include:

- In Mozambique, WFP does work on the nexus, but no indicators are defined. It is primarily driven by the activities and there are technical challenges to this.
- In 2023, the Regional Bureau in Dakar undertook a learning exercise to collate information on how WFP country offices in Western Africa design and implement HDP Nexus approaches. The goal is to inform and build WFP's evidence and advocacy with the latest practices from the field (WFP, 2023).

Other evidence from evaluations includes:

- The evaluation of WFP's role in peacebuilding in transition settings found examples of policy implementation ranging from the strengthening of support structures, to capacity building activities, the establishment of a community of practice, the provision of operational support, and, the broadening of the evidence base for WFP's contribution to peace (WFP, 2023).
- The evaluation of WFP's disaster risk reduction and climate change policies recommended 'improving monitoring, evaluation and learning on climate-change-related action and disaster risk reduction and management, including their contribution to resilience and to strengthening the triple nexus.' In its management response WFP said it was developing a results framework due in the fourth quarter of 2025 (WFP, 2023).
- The evaluation if WFP's policy on building resilience for food security noted that WFP's corporate reporting and monitoring systems were not set up to capture WFP's resilience achievements effectively, although efforts were being made to improve resilience measurement (WFP, 2023).
- The WFP management response to the evaluation of WFP's policy on Country Strategic Plans

committed, by April 2024, to adopt five-year theories of change for work at the humanitarian, development and peace nexus and on the "changing lives" components of all country strategic plans (WFP, 2023).

6.4.8: The organisation contributes to financing strategies for collective outcomes, and develops instruments that span the nexus where relevant.

WFP is involved in financing strategies for collective outcomes in major emergencies through the clusters and as part of the UN system. The latest WFP management Plan states that WFP will continue to prepare for and respond to the requirements of United Nations development system reform and will identify cost efficiency gains within WFP and the wider United Nations system." (WFP, 2022). At country level, WFP is part of the United Nations Sustainable Development Cooperation Framework which is a collective financing strategy.

One of the major challenges for WFP in addressing the nexus is the short-term nature of much of its funding in a context where long-term approaches are required. In the management response to the Strategic Evaluation of Funding WFP stated that "it consistently highlights the importance of adequate, predictable and flexible funding to its ability to respond quickly and appropriately when and where it is most needed. In its ongoing dialogue with partners WFP also promotes multi-year funding as an important contributor to the sustainability of programmes and operational continuity" (WFP, 2020).
The Strategic Partnerships (now MPC) Division is restructuring to encourage more engagement with International Financial Institutions at country level, trying to secure better partnerships with the World Bank and other development agencies for funding. The Emergency Division reflected on the challenge of shrinking funding, after a period of increased funding, for changing lives, and is looking at how to manage this in regards to working with development and peace partners and actively supporting their work, and whether WFP is the right organization to do that type of work in a shrinking funding environment.

Country Strategic Plans (CSPs) are listed in the WFP management plan as the tool for countries to fundraise for addressing the nexus. It notes that resilience building is a pathway to sustainability, with a high return on investment. This will require WFP to attract additional, multiyear contributions from new development and thematic funding streams. The plan is that CSPs will be designed so that WFP can attract contributions from humanitarian, development and thematic sources and thereby operationalize the humanitarian, development and peace nexus more effectively (WFP, 2022).

Examples of effective financing strategies at country level include:
- In Haiti, WFP successfully coordinated between multiple agencies and donors to fund and develop the national social protection and promotion policy. However, challenges remain around competition for resources at country level and whether WFP is going beyond its mandate and areas of expertise (WFP, 2023).
- In South Sudan WFP has a concept note outlining its strategic engagement with the World Bank, and is building a positive working relationship (WFP, n.d.).

Donors were positive about WFP's capacity to implement. However, donors are split in what they want their money used for in terms of nexus programming, with some advocating for WFP to focus on the humanitarian and others on development and peace approaches.

Evaluations advocate for the need for more multiannual funding for nexus activities, as well as strategic investment by WFP. The 2020 Strategic Evaluation of Funding WFP's work notes that WFP has not yet tapped into development financing at scale, and expected changes in flexible, predictable and adequate funding have not yet materialized (WFP, 2020). Private sector fundraising has been limited thus far, but it is expected to increase gradually in line with the new strategy (WFP, 2020). The evaluation of WFP's role in peacebuilding in transition settings comments that the short-term programming horizon noted in many

WFP evaluations makes it difficult to find good partners for social cohesion work in some countries. Contributing to peace requires time to develop sufficient understanding of local dynamics and for relationships of trust to emerge, while existing contracts with cooperating and peacebuilding partners are for short periods, some as brief as six months (WFP, 2023).

MI 6.5: Organisation engages in effective global policy efforts and advocacy, including towards ending need.

Overall MI rating	Highly Satisfactory
Overall MI score	3.75
Element 1: Organisation engages in global policy efforts, global advocacy and for global public goods, related to its mandate	3
Element 2: Organisation actively participates in system-wide co-ordination – on policy, advocacy and operational issues - including leading these efforts when its mandate requires.	4
Element 3: Organisation's role in these global efforts reflects its comparative advantage – leading, enabling/catalyzing, contributing, and/or monitoring progress and learning as appropriate.	4
Element 4: There is a process to integrate global policy changes and commitments into the organization's operating model and way of doing business.	4
Evidence Confidence	High confidence
Evidence Documents	
3, 46, 48, 70, 118, 120, 127, 132, 148, 273	

Analysis

6.5.1: Organisation engages in global policy efforts, global advocacy and for global public goods, related to its mandate.

WFP engages in global policy and advocacy efforts, often together with its partners. Its policy and advocacy efforts are predominantly focused on food security, which is seen by stakeholders as a strength since it shows that WFP is sticking to its comparative advantage. 74% of respondents to MOPAN's survey strongly agreed or agreed with the statement that "*WFP plays an active and effective role in global policy efforts and advocacy.*"

The Food Systems Summits are a key focus for advocacy action, as set out in the WFP Strategic Plan: "The 2021 United Nations food systems summit set the stage for global food systems transformation to achieve the SDGs, catalysing public mobilization and motivating actionable commitments by thousands of stakeholders*" (WFP, 2021). WFP Senior Leadership reflect that other UN agencies have more of a role to play in advocacy, but WFP's core is delivery in the field.

WFP's global policy priority is Building Resilient Food Systems, including advocacy and coalition building, as outlined in the Analysis of Policy Gaps document. This notes that WFP is working closely with the Food and Agriculture Organization of the United Nations and the International Fund for Agricultural Development as part of the inter-agency United Nations food systems coordination hub to bring together knowledge and expertise and facilitate progress on national priorities related to food systems in support of the Sustainable Development Goals. While a dedicated policy on food systems is not currently envisioned, the Policy Gap report notes that upcoming policy updates on resilience and climate change will provide an opportunity to articulate WFP's contributions, delivered through partnerships, towards strengthening food systems (WFP , 2023).

WFP's Accountability and Protection Implementation plan notes that advocacy and communications are essential for systemic change. Actions and good practice are documented and circulated externally, and protection is embedded in external communications materials (Report, 2020).The Communications, Advocacy and Marketing division (CAM) is positioning WFP as a trusted partner, and 'CAM Division plays a key role in ensuring brand positioning and coherent, content creativity and quality and reputation protection' (WFP, 2022). CAM formulated new corporate strategies following the Nobel Prize win, and established the Changing Lives unit in 2021 for focused attention to WFP's changing lives agenda. CAM has provided significant examples and results from its social media campaigns, especially related to famine prevention (WFP, 2022).

6.5.2: Organisation actively participates in system-wide co-ordination – on policy, advocacy and operational issues – including leading these efforts when its mandate requires.

WFP actively participates in system-wide coordination through the cluster system, established by the Inter-Agency Standing Committee (IASC) to strengthen humanitarian response capacity in high-risk countries. WFP leads the Emergency Telecommunications Cluster (ETC) and the Logistics Cluster and co-leads (with FAO) the Food Security Cluster, WFP takes part in the Cash Working Group at global level, as well as technical working level groups at country level. WFP is part of the dedicated high level task force to prevent famine, alongside other UN agencies and at the request of several NGOs, WFP and its partners launched the Famine Prevention and Mitigation Compact at the WFP 2021 annual partnership consultation (WFP , 2022).

WFP's Strategic Plan sets out WFP's role in the food systems summit: "WFP has engaged throughout the process, serving as the anchor agency for the action area on building resilience to vulnerabilities, shocks and stressors" (WFP, 2021). WFP intends at the country level, and through its CSPs, to support government priorities and summit commitments, and to scale up integrated programming to achieve SDG 2 (WFP, 2021). Several coalitions co-led by WFP emerged from the summit process, including the School Meals Coalition, the Fighting Food Crises Along the Humanitarian, Development and Peace Nexus Coalition, the Climate Resilient Food Systems Alliance, the Social Protection for Food Systems Transformation Consortium, the Resilient Local Food Supply Chains Alliance and the Coalition of Action for Healthy Diets from Sustainable Food Systems for Children. All these coalitions are in the process of consolidating membership, developing governance structures and building workplans (WFP, 2022).

WFP also plays a leading and coordinating role on Anticipatory Action and Early Warning work. WFP has participated in sessions during the Humanitarian Network and Partnership Week, highlighting evidence-based approaches and best practices for anticipating and mitigating the impact of climate-induced hazards. WFP has engaged in the Global Platform on Disaster Risk Reduction, the Multi Hazard early Warning, the Cairo Roundtable on Early Warnings (contributing to the Early Warning for All Initiative). WFP is part of the Anticipatory Action Task Force and has participated in global events for advocacy. WFP had an active and funding role in the Global Platform for Humanitarian Anticipatory Action, as well as in the Regional Platforms in Asia-Pacific, Africa, Latin America and the Caribbean" (WFP, 2023).

The 2018 MOU between Rome-Based Agencies states that FAO, IFAD and WFP "intend to reorient their strategy for collaboration at the global regional and country-level" (FAO,IFAD,WFP, 2023). Donors would like UN agencies, including the Rome Based Agencies, to work more closely together, including in their strategic thinking.

6.5.3: Organisation's role in these global efforts reflects its comparative advantage – leading, enabling/catalysing, contributing, and/or monitoring progress and learning as appropriate.

WFP plays multiple roles in global policy and advocacy efforts on hunger and early warning systems, reflecting its comparative advantage. WFP is happy to lead as appropriate, but also to collaborate and support other agencies to achieve global goals. The Global Advocacy Team was set up in 2019 at the same time as African Union's engagement plan for school-based programs, on which WFP collaborated. The Advocacy team has highlighted WFP's roles in the School Health Nutrition ten-year advocacy strategy and the AU Engagement Plan for School Based Programmes. WFP also supported Common Services advocacy in response to the COVID-19 pandemic through IASC and NGO networks. A new advocacy toolkit and training programme in regional organisations will help form a new group of WFP advocates.

WFP is a member of the Risk-informed Early Action Partnership Board, Technical Advisory Group and Secretariat. WFP has contributed to the development of key advocacy documents such as the REAP State of play on Early Action report for 2022, and the REAP Glossary of the Early Action terms. WFP's leadership in the REAP partnership enabled strong collaboration during the United Nations Framework Convention on Climate Change (UNFCCC) 27th Conference of the Parties (COP27) with the United Arab Emirates (UAE), which resulted in a side event during COP27 and engagement with the UAE for the definition of the COP28 roadmap and priorities.

WFP has a global Communication, Advocacy and Marketing (CAM) strategy which has three objectives:
1. Position WFP as a thought leader and partner, addressing the root causes related to hunger.
2. Mobilize stakeholders to increase resourcing for programmes that address the immediate and underlying causes of hunger, malnutrition, and food insecurity.
3. Advocate with partners on behalf of those furthest behind to ensure hunger-related issues are a top-level priority on political agendas globally (WFP, 2022).

CAM uses AMEC (a globally recognized measurement tool) to assess the impact and outcome of its work to build visibility, recognition and share of voice (WFP, 2022).

6.5.4: There is a process to integrate global policy changes and commitments into the organisation's operating model and way of doing business.

WFP is actively involved in global policy development and seeks to integrate global policy changes and commitments into its own operating model. WFP's Strategic Plan is the key document in which its global commitments are recognised and operationalised. The 2022-25 plan recognises the centrality of the SDGs, the World Humanitarian Summit and Security Council Resolution 2417 (2018) on hunger and conflict (WFP, 2021). WFP also works as part the UN system to operationalise a range of UN commitments and initiatives.

Corporate commitments are then cascaded down to country level through Country Strategic Plans which include detailed sections on progress towards the 2030 Agenda for Sustainable Development and the specific contributions at country level towards targets for SDGs 2 and 17. CSPs also seek to align with national government priorities and the UN Sustainable Development Cooperation Framework in each country, which in turn provides a channel to reflect international policies and commitments.

WFP's advocacy work on hunger and food systems aligns closely with its operations in these areas. WFP's involvement in global policy and debates helps its operating model to reflect global policy changes and commitments, which are regularly reviewed through the planning process. SDG commitments are integrated into CSPs. The Grand Bargain is an example of a global commitment which is integrated into the operating model, as discussed under localisation, but is not clear the extent to which all the Grand Bargain elements are being prioritised by WFP.

WFP signed up to the 'Peace Promise' at the World Humanitarian Summit in 2016, as well as the OECD

DAC Humanitarian, Development and Peace (HDP) nexus Recommendations. Both these commitments oblige WFP to engage in conflict-sensitive programming, to ensure that vital crisis response programming is sequenced and layered with longer-term programming to address the drivers of humanitarian need over time, and more broadly to contribute to peace outcomes (WFP, 2022).

Performance Management

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

KPI Score: 2.63, Satisfactory

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 Corporate Results Framework (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 (ToCs) 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 Corporate Results Framework 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 strategic plans (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) (herein, the Synthesis of Evaluations on WFP's Performance Measurement) (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.

MI 7.1: Systematic use of theory of change to link country, regional and global programming.

Overall MI rating	Satisfactory
Overall MI score	2.67
Element 1: Corporate strategies set out theories of change that articulate how the organization proposes to achieve its expected outcomes, linking activities and outputs to corporate objectives	3

Element 2: Regional and country strategies set out more detailed, context and needs based theories of change, linked to global organisational objectives	2
Element 3: Where necessary, organisational restructuring, including decentralization and matrixing organization structure, is planned or underway to facilitate horizontal working across outcome areas.	3
Evidence Confidence	High confidence

Evidence Documents:

41, 43, 45, 54, 60, 77, 87, 88, 117, 126, 136, 157, 163, 172, 258, 263, 411

Analysis

7.1.1: Corporate strategies set out theories of change that articulate how the organisation proposes to achieve its expected outcomes, linking activities and outputs to corporate objectives.

Theories of Change (ToCs) are increasingly used by WFP, but are not yet systematic, largely because they are not yet mandatory at country level. The development of a corporate ToC was reported as a key step in the development of the 2022-25 WFP Strategic Plan (2021). This plan includes a ToC describing the five pathways that WFP takes to help save lives and change lives. Each provides a roadmap demonstrating how outputs, immediate and intermediate outcomes collectively lead to, and align with, organisational goals and the 2030 vision of a world that has eradicated food insecurity and malnutrition and achieved the Sustainable Development Goals (SDGs). The ToC also integrates several cross-cutting themes, aligned to the principles and standards applied to the design and implementation of activities, such as: humanitarian principles, conflict sensitivity and contributions to peace, accountability to affected populations (AAP), gender equality and women's empowerment, nutrition integration, environmental sustainability, and innovation and digitisation (WFP, 2021).

Beneath this overarching ToC, there are multiple examples of operational, thematic, and strategic policies articulating the linkages between activities and outputs upwards to corporate objectives – for example WFP's Evaluation Policy (2022); WFP's Protection and Accountability Policy (2020); WFP's Cash Policy (2023) and WFP's Gender Policy (WFP, 2022). However, there are also policies without a ToC such as WFP's Policy on Building Resilience for Food Security and Nutrition (also referred to as the Resilience Policy) (2023). While policy-oriented ToCs are written so as to be non-prescriptive and flexible, to allow adaptation to local contexts, there is a lack of clear guidance on how they should be applied at the country level. A good example of a policy-oriented ToC is WFP's Protection and Accountability Policy (2020), which contains a ToC mapping WFP's intermediate outcomes and overall protection outcomes and impact, in line with the SDGs, the WFP Code of Conduct (2023), international human rights and international humanitarian and refugee laws. It emphasises the need to analyse the unique characteristics of each context, requiring an understanding the character of a threat, its source and the main actors, behaviour, policy or practice driving it (WFP, 2020).

At a country level, there is no requirement to use ToCs to guide the design of CSPs, but country offices are encouraged to do so. Instead, there are requirements to follow a 'line-of-sight' approach, making explicit how CSP activities and outcomes link to corporate objectives. However, according to a recent Evaluation of WFP's Policy on Country Strategic Plans (2023), CSP strategic outcomes must be linked to a single corporate strategic outcome and tagged to only one focus area (crisis response, resilience building or root causes). In practice, this has resulted in a strong vertical siloing effect and the absence of deliberate programme linkages and complementarities across distinct, multiple strategic outcomes in CSP designs. This undermines the coherence envisioned by the CSP Policy and presents an impediment to effective and impactful resilience programming, which requires programme layering and integration at multiple levels, as mentioned in WFP's Resilience Policy (WFP, 2023).

7.1.2: Regional and country strategies set out more detailed, context and needs-based theories of change, linked to global organisational objectives.

There is inconsistent use of ToCs at country level, which are not yet mandatory for country offices, although there is a requirement that CSPs develop a 'line-of-sight' to show alignment between CSP activities and outputs to corporate strategic outcomes and SDG targets. There are plans to make TOCs a requirement for CSPs. Under WFP's three-phase organisational transformation plan, ToCs will become mandatory for CSPs in the next (third) phase. Currently, there are no regional strategic plans, with regional bureaux required to provide assistance on a demand-led basis to country offices.

Country offices have access to support for articulating ToCs. The Management Response to the CSP Policy Evaluation (2023) indicated that it was a management priority to enhance CSP designs and that WFP would "develop and disseminate new corporate guidance on developing ToCs." (WFP, 2023). However, officials at headquarters raised concerns that many country offices have little time or resources to invest in the ToC process, particularly for those with major humanitarian operations, which tend to operate in emergency mode. Introducing ToCs at this level is therefore likely to require cultural change. WFP headquarters is planning to communicate the value of the ToC approach in new corporate guidance on ToCs. WFP has also hired an external consultant to conduct a stocktake of CSPs and ToCs. When conducting evaluations of CSPs, some evaluation teams have worked with country offices to construct a ToC if one did not exist, setting out assumptions on the local needs and context (WFP, 2022). However, in other cases, evaluations have pointed to the need for country offices to articulate their ToC (WFP, 2023).

7.1.3: Where necessary, organisational restructuring, including decentralisation and matrixing organisation structure, is planned or underway to facilitate horizontal working across outcome areas.

For some time, WFP has experienced challenges in coordination of humanitarian and development programming, as reported in the previous MOPAN assessment of WFP (2017-18), and this remains the case. In a context of severely constrained financial resources, a major organisational restructuring is underway in WFP, in parallel to this assessment. The process is seen as an opportunity to address duplication of functions and a siloed working approach, with insufficient linkages between humanitarian and development programming. WFP has identified five key challenges in its current organisational structure (WFP, 2024):

1. Large number of departments and divisions with duplication and overlaps within WFP headquarters (horizontal), leading to a lack of coordination and collaboration, with ineffective governance.
2. Unclear roles of headquarters and regional bureaux in strategic guidance, technical support and management oversight, signifying that key processes will need a major revamp to guarantee vertical accountability.
3. Over-proliferation of policies, procedures, systems and guidance, hampering agility in decision-making and response times.
4. Resources across departments and divisions not strategically distributed, with WFP investing in duplicative systems.
5. Uncertain strategic guidance at global and departmental level on organisational priorities.

Key changes, recently introduced (February 2024), in the organisational structure included: (i) the merger of two departments into the Workplace and Management Department; (ii) a dedicated Operations Department for end-to-end programme delivery to harness WFP's expertise and foster greater collaboration; and (iii) creation of a Partnership Department to deepen WFP's traditional relationships, and

to explore new opportunities to diversify its funding base (WFP, 2023). According to interviews at headquarters and regional bureaux levels, the restructuring is an opportunity to reduce siloing and strengthen WFP's ability to pursue a nexus approach to changing and saving lives.

Another factor contributing to siloed working, according to the Evaluation of WFP's Policy on CSPs, is the line-of-sight requirement that CSPs link their activities to a single strategic outcome and focus area. This discourages country offices from identifying programme linkages and complementarities across multiple strategic outcomes during the design and implementation of CSPs (WFP, 2023). For example, the Evaluation of Chad's CSP flagged the disconnect between humanitarian, development, and social cohesion components (WFP, 2023). The Evaluation of Cambodia's CSP also noted that the country office's "flat" staffing structure and insufficient human resource capacity during the CSP design hindered their ability to not only deliver on the CSP's objectives, but also contributed to a siloed way of working (WFP, 2023).

In its management responses to evaluation recommendations, WFP provides a table setting out planned and ongoing actions and identifies both the responsible departments and other supporting departments, as well as a timeline for implementation. This suggests that WFP does seek to encourage horizontal working (WFP, 2018; WFP, 2020; WFP, 2020; WFP, 2021; WFP, 2023; WFP, 2023). However, lesson-learning was identified as a high priority area in the Management Response to the CSP Policy Evaluation, which committed that, by December 2023, improvements would be made to facilitation and sharing of lesson learning across the three levels of the organisation (headquarters, regional bureaux and country offices) and there would be improvements in the coordination of headquarters and regional bureaux support to county offices (WFP, 2023).

MI 7.2: Results architecture aligns country, regional and global results.

Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: The RBM system mandates or encourages the use of standardized indicators, to facilitate aggregation of results	3
Element 2: Menus of standard indicators are based on a smaller set of indicators, even if only a subset of results are aggregated	3
Element 3: Individual programmes are permitted to use customized indicators to meet their own management and reporting needs	3
Element 4: Standard indicators are backed with clear definitions and guidance and training on their accurate use, to minimize data cleaning requirements	3
Element 5: Procedures are in place to capture the results from emergency humanitarian operations into the corporate RBM system at an appropriate point in the project cycle	3
Evidence Confidence	High Confidence
Evidence Documents	
41, 43, 45, 54, 87, 88, 101, 102, 130, 163, 232, 233, 234, 235, 236, 258, 303, 396.	

Analysis

7.2.1: The RBM system mandates or encourages the use of standardized indicators, to facilitate aggregation of results.

There are standardised indicators which are set out in an Indicator Compendium and mandated for use across the organisation to support results aggregation. However, findings from evaluations suggest that

the Corporate Results Framework (CRF) has not been very effective at encouraging the use of standardised indicators across the entire organisation, due to varied local contexts and capacity issues in country offices.

The Management Response to the 2017-18 MOPAN Review noted that the revised CRF was intended to provide updated guidance, tools, and an indicator compendium as a tool for planning and programming. The CRF for 2022-25 mandates the use of standardised indicators to support results aggregation. A total of 40 outcome indicators have been prioritized to measure and report on WFP results; these indicators are mandatory for country offices to measure when implementing associated activities and are reported in Annual Country Reports (WFP, 2022). Regional bureaux are expected to support and encourage the use of standardised indicators at country level.

There are tools available to support staff with the use and application of standardised indicators. Several normative RBM frameworks have been developed since 2015 to encourage the use of standardised indicators, for example the Monitoring Strategy; CRF (updated); CRF business rules; Standard Operating Procedures (SOP) for CSP monitoring; integrated roadmap; creation of Research Assessment and Monitoring (RAM) (WFP, 2023). One of the many data collection tools available in the Vulnerability Analysis and Mapping (VAM) Resource Centre is 'Survey Designer' (developed in 2022), which is intended to help field users quickly and easily build standardised assessments and monitoring surveys, mainly for the collection of quantitative data (WFP, 2022). The Research, Assessment and Monitoring (RAM) Division is tasked with leading actions in standardising and automating the use of outcome monitoring data for decision-making via the Survey Designer across country offices (WFP, 2023). In addition, the Conflict Sensitivity Mainstreaming Strategy (2023) makes provision for the introduction of conflict sensitivity indicators into WFP's corporate and country-level MEL processes (WFP, 2023).

However, findings from evaluations suggest that the CRF has not been very effective at encouraging the use of standardised indicators across the organisation, due to context and capacity issues faced by country offices. The CSP Policy Evaluation confirmed that "the [CRF] and its indicators [fell] short of enabling country offices to effectively measure, analyse and report on progress in the full spectrum of their activities." It noted in particular limitations on measuring resilience building for the humanitarian, development and peace nexus (WFP, 2023). In addition, the Evaluation of Cambodia's CSP commented that the lack of adequate corporate indicators to capture capacity strengthening hindered WFP ability to analyse the effectiveness of its activities (WFP, 2023). The Synthesis of Evaluations on WFP's Performance Management found that, although there were corporate outcomes and output indicators available for WFP to aggregate data, they did not allow for effective measurement of interventions at country level (WFP, 2023). The Management Response to the CSP Policy Evaluation indicated that WFP would conduct a review on fragmentation-related challenges from outcome tagging in CSPs by July 2024 and would integrate a set of common indicators to help regional bureau and country office reporting and decision-making by December 2024 (WFP, 2023).

Other notable areas for improvement in terms of monitoring indicators and measurement include climate change indicators, the environmental and social sustainability framework and the gender and age markers standardised methodology, all of which were identified in interviews as having shortcomings.

7.2.2: Menus of standard indicators are based on a smaller set of indicators, even if only a subset of results is aggregated.

The menu of standard indicators is categorised in five sub-groups and there is some operational flexibility for country offices to choose the indicators that they use.

The adapted MOPAN framework used for this assessment scrutinises the use and application of indicators and emergency monitoring functions more deeply than the previous framework.[3] WFP's Indicator Compendium (2023) contains five indicator categories: i) outcome indicators; ii) output indicators; iii) cross-cutting indicators; iv) high-level targets; and v) management KPIs. Within these categories, there is a long list of indicators, spanning over 1,300 pages. These are organised by category and thematic area, in some cases with additional subsets of indicators. The indicator methodologies outline the mandatory indicators under the relevant strategic outcomes and activity tags for country office monitoring and reporting. There is some operational flexibility in the choice and management of indicators for specific activities, thereby serving the dual purpose of gathering evidence to meet users' needs, as well as allowing for the aggregation of results for corporate trend analysis and reporting. The compendium also provides guidance on how to report on each indicator, covering areas such as: interpretation and rationale; sampling requirements; calculations; how to use data entry tools; disaggregation; frequency of data collection; establishing a baseline; setting targets; ownership; and reporting examples (WFP, 2023).

However, there was some frustration expressed by country office staff that there were too many new indicators. For example, 44 new indicators for capacity strengthening were introduced in 2023. There were also concerns about the reporting requirements for such a large number of indicators, especially for smaller country offices. However, some country offices expressed satisfaction with the indicator set, suggesting it would generate information with genuine value.

7.2.3: Individual programmes are permitted to use customized indicators to meet their own management and reporting needs.

WFP country offices can use country specific indicators to meet their own management and reporting needs and to better align with the programme context. WFP's corporate indicators must be used in CSP log frames where relevant to programming included in the CSP. Country offices can also use 'country-specific indicators' to meet their own management and reporting needs for individual programmes (WFP, 2022). A methodology for each country-specific indicator is then developed in consultation with the country office and reviewed by headquarters technical staff for inclusion in WFP's Indicator Compendium.

The Indicator Compendium (2023) states that, although there are mandatory indicators for each strategic outcome and activity tag, there is operational flexibility in the choice and management of indicators for specific activities (WFP, 2023). However, headquarters interviewees acknowledged that standardised indicators (those available in the Indicator Compendium) are not always suitable for emergency contexts. Country offices flagged concerns around alignment with corporate standards (indicators) and felt that they could not be creative in choice of indicators, as well as raising the challenge of being unable to use the same indicators for internal reporting, for the UN and for donors.

7.2.4: Standard indicators are backed with clear definitions and guidance and training on their accurate use, to minimize data cleaning requirements.

WFP's Indicator Compendium (2023) is one of a series of new resources made available across the organisation to guide staff on the accurate use of indicators. There is also an e-learning platform to provide staff training on data management and a set of resources, including WFP's Data Quality Guidance, which sets out data cleaning requirements.

The Corporate Results Framework serves a dual function: as a tool to guide country offices in their CSP

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[3] Element 7.2.3 in the previous MOPAN evaluated whether "Guidance for setting results targets and developing indicators is clear and accessible to all staff".

design, results formulation and measurement; and as a framework for corporate reporting purposes" (WFP, 2022, p. 2). It contains an annex with a methodological note to explain key elements of the performance assessment architecture and how they fit together and menus and descriptions of all the mandatory indicators, output activities and output categories (WFP, 2022).

The management response to the 2017-18 MOPAN assessment indicated that the revised CRF would provide updated guidance, tools and an indicator compendium. This compendium was developed in 2023, serving as a reference tool for WFP staff and other partners in understanding and using indicators. It sets out definitions and methodologies for how to collect, interpret, calculate and report on all WFP indicators, enhancing the quality and credibility of country office evidence generation activities, as well as corporate reporting. Indicator methodological notes, which all follow a standard format, provide explanations as to the applicability of the indicators, when designing a CSP log frame or preparing a corporate report. When new indicators are included in the Indicator Compendium or when indicators are revised, headquarters technical units host webinars to sensitise and guide field colleagues on the indicator methodologies, ensuring that colleagues have the capacity and necessary knowledge to collect and analyse the indicators (WFP, 2023). Other resources supporting the accurate use and collection of indicator data are the VAM Resource Centre which contains a catalogue of tools and guidance documents to support field teams with conducting food security assessments, analyses and monitoring at different stages of a project lifecycle and an e-learning platform offering staff access to online courses on data management (WFP, 2020; WFP, 2024).

WFP's Data Quality Guidance sets out guidance on data cleaning for country offices, including the frequency and segregation of duties concerning data cleaning and recommends 'preventive measures' to ensure that monitoring systems produce high quality data. One of these preventive measures is regular training of enumerators, call centre operators, partners and activity managers before, during, and after data collection, as well as distribution of relevant guidelines. The Guidance Note on Data Stratification and Disaggregation is contained within WFP's Monitoring Handbook and therefore is widely available for WFP staff use (WFP, 2024). A survey was conducted with country offices in December 2022 to track the use of monitoring guidance, tools and reports. Through this survey, 78% of country offices (40 out of 51) reported that they are referring to WFP's Guidance Note on Data Stratification and Disaggregation either sometimes or regularly (WFP, 2020).

WFP uses a number of platforms to support good quality data collection. The Mobile Operational Data Acquisition (MoDA) is WFP's Data Collection Platform, supporting the monitoring of performance and assessment of the results of WFP interventions. MoDA has been globally rolled out to enable the production of a quarterly performance analysis and dashboard, comparing actual results to a needs-based plan. This data complements the Annual Country Reports and Annual Performance Reports reporting on performance measurement. As of January 2024, SugarCRM, a commercially developed IT platform, is being used by 40 country offices for Community Feedback Mechanisms (CFM) or for the management of process monitoring issues.

WFP has also developed tools to support survey design, data visualization streamlining and standardisation of data collection and analysis. Using this tool, WFP staff can rapidly build questionnaires using available standardized questions in different languages. Standardized data will ultimately ease data analysis, dissemination and visualisation, and enhance data quality. Survey Designer reduces risks of inconsistent data collection, while reducing time spent on questionnaire creation. It also feeds surveys directly to corporate data collection tools, allowing country offices to maintain standard surveys for their data collection directly in the field (WFP, 2022).

7.2.5: Procedures are in place to capture the results from emergency humanitarian operations into the corporate RBM system at an appropriate point in the project cycle.

A number of resources are available to country offices to capture the results from emergency humanitarian operations. There are procedures in place for country offices to conduct both output and outcome monitoring at different phases of an emergency. The 2017-18 MOPAN review noted weaknesses in the linkages between humanitarian actions and higher-level outcomes, and this was echoed in the mid-term review of the CRF for 2017-2021 and other external evaluations. In response, WFP's new CRF includes revised outcome and output indicators addressing gaps and shortcomings from the previous framework. Expected results are well defined at the activity level, 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.

During the early phases of an emergency (0-3 months), country offices conduct output and process monitoring using both quantitative and qualitative data collection methods (including collection of baseline data if the emergency response is expected to be extended). In the latter phases of an emergency (beyond 4 months), the country office should also introduce outcome and cross-cutting monitoring if the operation is expected to extend beyond six months. In addition to using this data to guide programmatic and operational decision-making and for advocacy purposes, the indicator results are expected to be entered into the Country Office Tool for Managing programme operations Effectively (COMET), WFP's comprehensive online tool to design, implement and monitor programmes and improve organizational performance.

According to WFP's Minimum Monitoring Requirements (MMR) for unconditional resource transfers and nutrition-specific activities (food and cash-based transfers), monitoring must be carried out at each distribution site and/or health centre every quarter, enabling the collection of output and process monitoring data. However, in the case of emergency responses of less than three months, it is permissible to prioritise high-risk sites.

A number of resources are available to country offices to capture results from emergency humanitarian operations. WFP's Indicator Compendium (2023) contains a menu of indicators for measuring management results on effectiveness in emergencies, although some interviewees were of the view that the indicators are not always suitable for emergency contexts (WFP, 2023). The VAM Resource Centre contains a catalogue of tools and guidance documents to support field teams with conducting food security assessments, analyses and monitoring at different stages of a project lifecycle, including emergency operations (WFP, 2024). While there is a generic 'field procedure' training PowerPoint available on the VAM Resource Centre, to provide guidance on how field teams are expected to capture data at different points of a field mission, it is not specifically tailored for emergencies (WFP, 2019). One example of how WFP approached monthly monitoring and reporting in a humanitarian operation was in South Sudan which has Standard Operating Procedures for Monitoring, Evaluation, Analysis and Learning (MEAL) (2022) which set out the (mandatory) processes and procedures to capture (emergency) humanitarian operation results. In South Sudan: "WFP conducts monthly process monitoring of food assistance activities, which aims to assess how much implementation of activities are aligned to programme implementation guidelines." (WFP, 2022).

MI 7.3: Results are communicated transparently.

Overall MI rating	Unsatisfactory
Overall MI score	2.33
Element 1: Systems are in place to ensure that reporting to all stakeholders, including donors and funders, is timely and of the highest quality and includes disaggregated data – respecting protection concerns - including by sex, age and disability	2
Element 2: Reporting includes any "failures" to enable learning from mistakes	2
Element 3: Appropriate visibility is given to donor funding, both in programming and in results reporting including for both core and earmarked funding, unless this would undermine staff, programme and affected people's safety and security	3
Evidence Confidence	High confidence
Evidence Documents	
54, 59, 64, 79, 82, 87, 88, 101, 102, 130, 136, 163, 223, 224, 227, 228, 262, 231, 233, 234, 236, 421	

Analysis

7.3.1: Systems are in place to ensure that reporting to all stakeholders, including donors and funders, is timely and of the highest quality and includes disaggregated data – respecting protection concerns – including by sex, age and disability status.

While there are systems in place for reporting to stakeholders, our findings from interviews with donors revealed concerns with the transparency of WFP's communications with them. WFP has a number of systems for reporting to stakeholders. The CRF "serves a dual function: as a tool to guide country offices in their CSP design, results formulation and measurement; as well as a framework for corporate reporting purposes." (WFP, 2022). Through Annual Country Reports (ACR), WFP ensures timely reporting to partners with an increasing focus on impact- and results-driven visibility. It also has a system for measuring the effectiveness of fundraising. Transparency with all stakeholders, including private partners, has been highlighted as a priority for the Executive Director. WFP's Annual Review Report (2020) gave high-level snapshots of programming and results delivered across a variety of areas. On an annual basis, WFP conducts a survey on the perceptions of stakeholders (including donors) on WFP's work, what they are doing well or otherwise and to solicit any feedback on WFP's engagement with donors. WFP conducts annual surveys also to solicit the opinions of their political stakeholders and donors; an exercise that is intended for internal lesson-learning to improve WFP's reporting systems to stakeholders, whilst also highlighting their preferences and priorities (WFP, 2023).

However, donor interviewees reported shortcomings with WFP's reporting to donors, most notably in terms of transparency, quality and sufficiency of coverage. One donor expressed concerns about the lack of reporting on unearmarked funding, noting that WFP is only contractually obliged to report issues to donors concerning their own funding. Donor interviewees also highlighted a lack of transparency concerning the controls used to avoid aid diversion and stock losses, and inadequate reporting of impact, especially in contexts where WFP has been present for a while. An additional concern was the complicated communication lines with WFP and the formality of discussions. Donors stressed the need to reset the relationship to be based more on trust and real partnership, given that donors and WFP share the same goals. The fact that donors received reports on aid diversion from third parties, rather than from WFP itself, negatively impacted on donor trust in WFP's reporting and transparency. However, as a result of the Ethiopia aid diversion case, lessons have been learnt resulting in increased efforts to be more transparent with donors. WFP staff acknowledge the concerns about the quality of reporting. Smaller country offices lack the capacity to keep up with donor reporting requirements. More efforts are needed to better manage ad hoc and specialised donor reporting requirements (WFP, 2020).

The Synthesis of Evaluations on WFP's Performance Measurement (2018-21) found that, between 2016-2022, 19% of the evaluations reviewed mentioned donor reporting as a factor hindering the implementation of corporate performance measurement and monitoring systems, due to a lack of harmonisation of donor requirements and their practical irrelevance to country offices. "Hitting the target, but missing the point" was a recurring trend highlighted in the synthesis of evaluations, reflecting the organisation's emphasis on capture of quantitative data while qualitative evidence gathering was lacking or light in some areas (WFP, 2023).

The synthesis further reported insufficient disaggregation of data with more than 30% of decentralised evaluations and half of centralised evaluations indicating there was insufficient disaggregation of data by sex, status (such as refugee versus host country national), disability or age. See Element 5.1.3 for more coverage on data disaggregation.

7.3.2: Reporting includes any "failures" to enable learning from mistakes.

While the Synthesis of Evaluations on WFP's Performance Measurement (2018-21) demonstrates that WFP uses performance failures to support learning, there are shortcomings in lesson learning processes. WFP has committed to addressing these shortcomings. The synthesis found that WFP placed more focus on internal and external reporting for compliance and accountability to donors, rather than reporting for learning and adaptation (WFP, 2023). However, management responses to CSPEs flagged failures as important for lesson learning, and made several references to the need for a greater focus on consultative lesson learning from the second generation of CSPs, in order to simplify and streamline processes and documentation (WFP, 2023). WFP's management response to the synthesis indicated that a bi-annual survey would be conducted to capture lessons and track failures on the use of performance and monitoring data (WFP, 2023). The synthesis of evaluations noted opportunities to improve resourcing of the monitoring function and making greater use of monitoring data for learning and programme adaptation. Moreover, WFP's response to the synthesis states that more attention would be given to integrating and improving the use of qualitative data for reporting, learning and accountability.

In terms of examples of sharing lessons, interviewees reported that lessons learning exercises were conducted following major events; for example, in Zimbabwe, after insufficient emergency preparedness, improvements were made. Moreover, in the area of conflict sensitivity, WFP seeks to share knowledge and learning from experiences of others, including ethical dilemmas (WFP, 2023). The Ukraine Interim CSP includes a section on lessons learned and strategic changes for WFP (WFP, 2023). It was noted that reporting on failures was not part of WFP's culture.

7.3.3: Appropriate visibility is given to donor funding, both in programming and in results reporting including for both core and earmarked funding, unless this would undermine staff, programme and affected people's safety and security.

WFP complies with donor visibility in both programming and communications. The Communications Advocacy and Marketing (CAM) division is responsible for donor visibility in reporting and communications materials, and there are Donor Visibility Officers at headquarters and regional bureaux to ensure compliance (WFP, 2019). In the WFP Management Plan (2024-2026), WFP commits to enhancing donor visibility at both the global and country level, in order to encourage more flexible funding (WFP, 2023). At the country office level, donor visibility is clearly marked on programme assets and in WFP facilities (WFP, 2023). Country offices comply with donor visibility requirements which are stipulated in partnership and programme agreements, and visibility of donors is referred to in WFP's emergency field operations pocketbook (WFP, 2024). Any changes to the standard agreement on visibility are discussed bilaterally between donors and country offices.

MI 7.4: Performance data transparently applied in planning and decision making.

Overall MI rating	Unsatisfactory
Overall MI score	2.50
Element 1: Planning documents are clearly based on performance data	3
Element 2: Proposed adjustments to interventions are clearly informed by performance data	2
Element 3: At corporate level, management regularly reviews corporate performance data and makes adjustments as appropriate	3
Element 4: Performance data support dialogue in partnerships at global, regional and country levels	2
Evidence Confidence	High confidence
Evidence Documents	
1, 3, 87, 101, 126, 157, 170, 171, 223, 224, 231, 262, 277, 290, 291, 294.	

Analysis

7.4.1: Planning documents are clearly based on performance data.

The link between use of monitoring data to inform planning and management decision making not always clear, although there is evidence that the findings from evaluations are used to inform CSP design. During the 2017-18 MOPAN review (2019), WFP was rated poorly on its use of performance data to inform planning, despite corporate commitments to this effect. The assessment also raised questions around the quality of the data available. This has continued to be an issue in this assessment period.

WFP's 2022-25 Strategic Plan (2021) mentioned WFP's intention to use programmatic evidence to inform decision-making and maintain operational focus on results and outcome data. WFP has stated its intention to make its programming evidence-based and to increase the agility of its monitoring system (WFP, 2021). During interviews, headquarters staff acknowledged that poor knowledge management across the organisation was an identified weakness, with learning not adequately shared across the organisation or used to inform programme design and decision-making. WFP's working culture was also characterised as "operational and reactive (humanitarian) and lacking proactive thinking…, due to the absence of efficient and effective knowledge management".

This is supported by the evaluation evidence. The Evaluation of the CSP Policy found that weaknesses in monitoring, reporting and evaluation practices had "led to challenges in the sequencing, timing and absorptive capacity needed to make use of the evidence being generated (2023, p. x)." It found that WFP's capacity to use information on programme implementation to inform decision-making remained weak. The Mid-Term Review of the revised CRF (2020) also found that monitoring was undertaken for corporate reporting, rather than to support evidence-based decision-making, management and learning, to enhance programme design and implementation. The South Sudan CSPE found that "there was significant data generated by WFP's MEAL system. While some decisions are made on the basis of evidence generated, additional efforts are required to strengthen more systematically the link between evidence generation and decision-making (WFP, 2022, p. 61)."

Country strategic plans are WFP's key planning document at country level. There was evidence available for several countries to demonstrate that findings from evaluation processes informed CSP designs. For example, the Burkina Faso CSP (2019-23) was informed by findings and recommendations from centralised and global evaluations (WFP, 2018). Similarly, there was evidence in Chad's CSP for 2019-23 of the use of performance data from previous years to inform planning and resource allocation (WFP, 2018). Mozambique's budget and planning programme officers meet monthly with activity managers to review and discuss programme results. Performance data and analysis from partners was used to help

influence priority-setting in the Colombia country office.

7.4.2: Proposed adjustments to interventions are partially informed by performance data.

There is only limited evidence of performance data being used to inform adjustments to interventions. At the corporate level, WFP's website sets out the role of 'monitoring' in performance management and accountability, noting "monitoring output data is essential to tracking the progress of a programme against WFP's targets and to making adjustments (WFP, 2024)." However, the Synthesis of Evaluations on WFP's Performance Measurement (2023) found that WFP needed to improve its use of performance data to inform programmatic adjustments.

A number of evaluations have identified WFP's recurring weakness in knowledge management. The Strategic Evaluation of WFP's Capacity to Respond to Emergencies (2020) and the recent Evaluation of WFP's Policy on Building Resilience for Food Security and nutrition (herein, the "Resilience Policy") (2023) both highlighted this shortcoming. The former pointed out that despite the establishment of a knowledge management strategy in 2017, its implementation has remained inconsistent due to the lack of resource allocation and its de-prioritisation (WFP, 2020). The Evaluation of WFP's Resilience Policy similarly pointed out that whilst the organisation has been able to report on positive gains in absorptive capacity, the lack of performance data on adaptive and transformative resilience efforts have undermined the capacity for programmatic and strategic analysis. This has been attributed to country offices not including relevant indicators in programme log-frames, inconsistent reporting or misaligned CRF indicators (WFP, 2023). A similar conclusion was reached in the recent CSP Policy Evaluation (2023), which noted that, despite an enhanced focus on monitoring, reporting and evaluation, WFP's capacity to use information on programme implementation to inform decisions remained weak. Only 41% of respondents to MOPAN's survey strongly agreed or agreed with the statement that *"WFP reports on poorly performing programmes to enable it to learn lessons from its mistakes".*

Evidence at country level on the use of performance data to inform adjustments to interventions was mixed. In South Sudan, we saw good use of project management committees, which meet regularly, to feedback on programme performance and make adjustments were necessary. Country offices monitor key performance indicators throughout the year, assessing progress against WFP's targets set out in the country office's annual performance plan (WFP, 2024). While the Annual Country Reports reviewed for this assessment showed some adjustments in programming due to performance data, it was not reported on consistently. This finding is further corroborated by various CSP Evaluations, specifically, those of Burkina Faso, Chad and Haiti (WFP, 2023; WFP, 2023; WFP, 2023). Despite valuable investments made towards data collection and analysis tools in Burkina Faso, not only did the challenging operating context hamper data collection efforts, but "WFP [also made] limited use of analysis to inform operational decisions, and few investments [were] made to learn the lessons of strategic choices" (WFP, 2023, p. 10).

7.4.3: At corporate level, management regularly reviews corporate performance data and makes adjustments as appropriate.

WFP has introduced a number of tools to support the use of performance data, but its performance management system remains geared towards reporting for compliance and accountability, rather than towards learning and continuous improvement. Positive elements within WFP systems include the management response process for evaluations, which is fully transparent, and the requirement when developing CSPs to review evaluation evidence.

The previous MOPAN assessment of WFP (2017-18) reported that, while Annual Performance Reports serve as the main vehicle for collating and reporting corporate performance data, there was limited

evidence of the data being used to inform adjustments to programming. Recognising this issue and the importance of having reliable and accessible data support to inform management decision-making, the Corporate Planning and Performance Division (CPP) launched the WFP Dashboard in June 2021. The Dashboard provides an annual overview of key human resources, planning, resourcing, beneficiaries, and financial data. The information is presented in three tabs (Overview, Resources and Plan versus Actuals) and provides the same information at three levels: headquarters, regional bureau, and country office. The "Overview" tab presents an annual overview of key information relative to WFP employees, projected beneficiaries, country population, chronic hunger, acute hunger, Integrated Food Security classification phase (IPC) 3 and above, children wasting and stunting, and forcibly displaced population. The dashboard also includes key annual needs-based planning and beneficiary information.

WFP's 2024-26 Management Plan (2023) includes a section on corporate management priorities and management results. It offers an example of a corporate-level adjustment to regional bureaux following funding changes, "to ensure effective oversight of field operations and the monitoring of country performance (WFP, 2023, p. 42)." At a regional level, the Resilience Monitoring and Measurement (RMM) approach offers an example of management regularly reviewing corporate performance data and making adjustments as appropriate.

The Evaluation on WFP's Policy on CSPs (2023) is an example of WFP regularly reviewing corporate-level performance data, with consultations and coordination across WFP in responding to recommendations. Based on the Evaluation of the CSP Policy, we can see evidence of WFP making updates to CSPs based on CSP evaluations (WFP, 2023). Although the CSP Policy had a relatively small section on performance management, reporting and evaluations, after the Policy came into effect WFP introduced a number of changes to improve this area, including by introducing COMET; revising the CRF; creating the RAM division; and launching VAM, M&E and budgeting tools (WFP, 2023; WFP, 2023). Nonetheless, the Synthesis of Evaluations on WFP's Performance Measurement found that between 2016-2022, WFP placed more focus on internal and external reporting for compliance and accountability to donors, than reporting for learning and adjustments to interventions.

7.4.4: Performance data support dialogue in partnerships at global, regional and country levels

We found limited evidence of WFP using corporate performance data to inform its partnerships and dialogue, beyond reporting to donors. WFP shares performance data with donors in order to feed into discussions and decision-making. The Synthesis of Evaluations on WFP's Performance Measurement (2018–2021) was designed to contribute to WFP's global and regional evidence base (2023). However, we did not identify any other examples of external dialogue and partnerships that were supported by WFP performance data.

WFP shares performance data, based on its CRF, with donors to facilitate informed dialogue and decision making. Some donors require additional performance data in line with their own frameworks and specific monitoring and reporting mechanisms. WFP shared two examples of how performance data support partnerships with donors:
- The Strategy for Denmark's Engagement with WFP (2022-25) illustrates how performance data supports dialogue by ensuring that contributions are aligned with strategic outcomes and outputs. Denmark's involvement, via annual consultations and Executive Board participation, places an emphasis on performance data (Royal Danish Embassy in Rome, 2022).
- Similarly, the Strategy for Sweden's cooperation with WFP (2020-23) is an example of the effective use of performance data. The WFP's strategic plan and results framework are at the centre of this partnership, with a focus on structured, results-oriented dialogue at different levels (Swedish Ministry for Foreign Affairs, 2020).

However, consultations with donors (as reported in MI 7.3.1) indicates that WFP needs to be more transparent with sharing information with donors and communications need to be "re-set" to be more firmly based on trust and real partnership.

In WFP Western Africa regional bureau's Resilience Monitoring and Measurement (RMM) approach in the Sahel (2023) there is evidence of data being used in regional dialogue: "The December 2020 regional consultation on integrated resilience in Sahel focused on existing evidence generation efforts, identified information gaps and evidence needs, and set out focus areas to guide evidence generation effort (WFP, 2023, p. 4)." The Synthesis of Evaluations on WFP's Performance Measurement (2018–21) was designed to "contribute to WFP's global and regional evidence base and support key corporate decision making in the short and medium terms (WFP, 2023, p. 1)." However, beyond this we saw no further examples on the kind of dialogue and partnerships at global, regional and country levels that were supported by WFP performance data.

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

KPI 8 overall score: 2.92, Satisfactory

Overall summary for KPI 8

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 – 2030). 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 country strategic plans (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 headquarters divisions in accordance with the Decentralised Evaluation Quality Assurance System (DEQAS). 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 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.

MI 8.1: Evaluation functions are independent and effective in driving accountability and learning.

Overall MI rating	Highly Satisfactory
Overall MI score	3.83
Element 1: The corporate evaluation function is independent (managerially, financially and operationally) from other functions	4
Element 2: The head of evaluation has structural independence and reports directly to the governing body of the organisation	4
Element 3: The evaluation office has full discretion in deciding the evaluation programme	4
Element 4. Evaluators are able to conduct their work during the evaluation without undue interference by those involved in implementing the unit of analysis being evaluated (behavioural independence)	4
Element 5: There is evidence that evaluations are being considered seriously and that recommendations are being implemented on a timely basis	3
Element 6: Evaluations are systematically publicly available	4
Evidence Confidence	High Confidence
Evidence Documents	
1, 57, 62, 84, 86, 89, 101, 205, 238, 239, 243, 244, 247, 248, 249, 251, 252, 264, 374	

Analysis

8.1.1: The corporate evaluation function is independent (managerially, financially, and operationally) from other functions.

The last MOPAN assessment (MOPAN, 2019) was positive about the independence of WFP's corporate evaluation function, and this finding is endorsed in this assessment. The Director of Evaluation has full discretion and control over resources allocated to OEV (WFP, 2022) and the budgetary framework and workplan for evaluation are approved by WFP's Executive Board in the context of WFP's management plan. The 2022 Evaluation Policy enshrines independence as one of its core principles.

A 2021 peer review of the evaluation function at WFP (UNEG & OECD DAC, 2021) was carried out in accordance with the United Nations Evaluation Group (UNEG) Framework for Professional Peer Reviews of the Evaluation Function of United Nations organizations and the Development Assistance Committee of the Organisation for Economic Co-operation and Development. Conducted at the request of WFP, it was the third peer review of WFP's evaluation function. It reached positive conclusions on independence, credibility and utility. It concluded that the evaluation function has a high degree of operational independence, making WFP a clear leader in terms the independence of its evaluation function, dating

back to a 2014 Joint Inspection Unit assessment, which judged WFP as one of two organisations with the "most comprehensive systems for addressing all five criteria of independence" (UNEG & OECD DAC, 2021, p. 8). The normative framework for WFP's evaluation function is in line with UNEG evaluation principles and OECD DAC recommendations for independent and credible evaluation (WFP, 2022).

8.1.2: The head of evaluation has structural independence and reports directly to the governing body of the organisation.

As in the last MOPAN report (MOPAN, 2019), this assessment finds the Director of Evaluation to be structurally independent, reporting directly to WFP's governing body. The Director of Evaluation heads an independent evaluation function at both headquarters and regional level (WFP, 2023; WFP, 2022). [OBJ] (WFP, 2023; WFP, 2022)[OBJ] (WFP, 2021)[OBJ]. An HQ interview confirmed that the Director of Evaluation reports administratively to WFP's Executive Director, but is accountable to the WFP Executive Board.

8.1.3: The evaluation office has full discretion in deciding the evaluation programme.

The Director of Evaluation enjoys independence in the planning, management and delivery of evaluations, without the need for approval from WFP management (UNEG & OECD DAC, 2021). The Director of Evaluation has never felt that the independence of the office has been compromised. Allocations of human and financial resources are under the full discretion of the Director of Evaluation (WFP, 2023). The Director of Evaluation is responsible for determining the work plan for the evaluation function, and has delegated authority over human and financial resources to deliver the work plan (WFP, 2023). Staff costs for the evaluation function have risen by over USD 1 million in 2022-24 (WFP, 2023), and now stand at over USD 10 million (WFP, 2021).

The director of Evaluation has full discretion over OEV-commissioned evaluation selection and approval, and issuance of evaluation reports to the Board. OEV develops its own workplan and budget, based on consultations with WFP leadership and regional directors on selection of strategic evaluations and on the technical feasibility of impact evaluations. OEV then presents the plan to the Executive Board for approval. Funding for the evaluation function has grown considerably in recent years, from USD 14 million in 2017 to USD 30 million in 2021 (WFP, 2022). In 2022, funding for the evaluation function was USD 33 million and is projected to rise to USD 44 million by 2026, representing approximately 0.6% of WFP's income. This funding is approved directly by the WFP Executive Board as part of the management plan (WFP, 2022).

The 2021 peer review of the evaluation function notes that the most strategically important change to the evaluation function introduced under the 2016-2021 Evaluation Policy was the creation of a demand-led decentralised evaluation function, delivered by a regional system consisting of regional evaluation officers and regional evaluation units. Regional directors are in charge of the planning and execution of decentralised evaluations, including resource allocation, in consultation with OEV, which provides oversight and guidance, and with relevant country offices (WFP, 2023). With the organisational restructuring underway during the conduct of this MOPAN assessment, there were concerns that budget cuts may reduce the capacity of regional evaluation units and thereby impact on the feasibility of sustaining the same volume of decentralised evaluation activity in the coming period.

Decentralised evaluations have increased to approximately half of WFP's planned evaluation portfolio, consuming approximately 15-25% of total resources for evaluation (approximately USD 7-9 million) (WFP, 2022). There are some discrepancies between plans for launching decentralised evaluations and when they begin in practice, leaving WFP playing catch-up in closing out evaluations and initiating new ones.

Regional bureaux are relatively consistent in their evaluation pipeline each year, starting between two and six evaluations per year (WFP, 2023).

Since the last MOPAN assessment, there has been a growing interest in impact evaluations, demonstrated by the development of the 2019-26 WFP Impact Evaluation Strategy (WFP, 2019). The number of impact evaluations has increased considerably in recent cycles, and they cover more countries (closer to 10 per topic, rather than the previous 5-6) (WFP, 2021). Impact evaluations are mainly conducted on key WFP programmes or cross-cutting themes. OEV currently has three open impact evaluation 'windows' to develop evidence on priority areas comprising i) cash-based transfers and gender; ii) climate change and resilience; and iii) school-based programming (WFP, 2023).

WFP's evaluation work programme also includes strategic evaluations, which are chosen by OEV. The current policy is 100% coverage of policies, four to six years after adoption, and 100% coverage of country strategic plans. However, this level of coverage of country strategic plans is unlikely to be possible in the new budgetary environment. OEV is therefore updating the coverage norms for country strategic plan evaluations in consultation with the Executive Board. To reduce the number of country evaluations, three options are under consideration:
  (1) 100% coverage;
  (2) 100% coverage over 2 cycles (10 years);
  (3) Strategic selection of policies to be evaluated.

Option 2 was regarded by interviewees as the preferred option. The decision on the preferred option had not yet been taken by the Executive Board at the time of the MOPAN Assessment.

The IOAC had previously recommended that the evaluation work plan become a three-year rolling work plan, to ensure all critical areas are covered, and that WFP's budget for evaluation be based on activities that deliver maximum benefit to WFP (WFP, 2023). The move towards more selective coverage of policies for evaluation would represent a move in this direction.

WFP's commissions an impressive number of evaluations. On average, each two-year evaluation cycle will include: 20-30 CSP evaluations; 2-3 policy evaluations; 4 strategic evaluations; 1-2 corporate emergency evaluations; up to 20 impact evaluations; and 50-60 decentralised evaluations (WFP, 2023). However, there are peak years where many CSPs come to an end, requiring an evaluation to feed into the design of the successor CSP. This can lead to peaks in evaluation activity, with as many as 38 CSP evaluations in a year (WFP, 2021).

8.1.4: Evaluators are able to conduct their work during the evaluation without undue interference by those involved in implementing the unit of analysis being evaluated (behavioural independence)

Independence is a key principle of evaluation at WFP and is enshrined in WFP 2022 Evaluation Policy, which states that "WFP is committed to safeguarding the independence and impartiality of all its evaluations" (WFP, 2022, p. 10). All evaluations are conducted by independent evaluators (WFP, 2022). The Director of Evaluation provides assurance on compliance with evaluation norms and standards for OEV-commissioned evaluations (WFP, 2022). The 2022 Evaluation Policy notes WFP's adherence to the United Nations Evaluation Group (UNEG) norms regarding behavioural independence and impartiality, including ensuring evaluations do not have negative repercussions (WFP, 2022). Independent evaluators are able to appeal to OEV if their independence is threatened.

OEV is looking to expand the capacity of its current staff to ensure quality evaluation management and to foster use of assessments, for example through the cross-training of staff who do not usually run an

evaluation portfolio (WFP, 2022). Externally recruited evaluation staff are brought in to fill specialist roles, and efforts are underway to ensure that staff have appropriate competencies for evaluation roles (WFP, 2021). There is also an emphasis on ensuring that consulting firms and companies hired to manage and deliver evaluations for WFP have a strong understanding of WFP corporate policies, procedures and culture (WFP, 2022).

Country-led decentralised evaluations are occasionally managed by staff who do not work full-time on evaluations and often belong to other functional areas within WFP, including Vulnerability Analysis and Mapping (VAM), programme and policy officers. The Decentralisation Evaluation Guidance for Process and Content (DEQAS) provides guidance on the knowledge, skills and capabilities required for an evaluation manager and summarises the advantages and disadvantages of the various options for appointing an evaluation manager (WFP, 2020). However, in most cases, those running evaluations at country level are monitoring and evaluation officers. In any case, the officers must demonstrate the skills necessary to manage independent evaluations, and WFP continues to invest in sharpening the skills of staff in this area (WFP, 2020).

8.1.5: There is evidence that evaluations are being considered seriously and that recommendations are being implemented on a timely basis.

At a corporate level, the Executive Director is in charge of helping safeguard the provisions of the evaluation policy and ensure that evaluation is embedded into corporate decision-making, with support of the Deputy Executive Director (WFP, 2020). WFP staff expressed the view that the Executive Board takes evaluation results seriously, noting that they can see how evaluation results inform comments from the board on CSPs and policies. This is supported by the 2021 peer review of WFP's evaluation function, which found clear value to the evaluation function in terms of accountability and promoting improvements in WFP's performance.

There was "broad appreciation" of the way in which Director of Evaluation and her team have strengthened OEV's impact on the organisation. There is high regard for the OEV Director's professionalism and that of her office. It is clear that OEV contributes actively at international level to United Nations Evaluation Group (UNEG) and other major evaluation fora (UNEG & OECD DAC, 2021). The decentralised evaluation function is clearly supported by country directors and regional evaluation units (UNEG & OECD DAC, 2021).

It was noted by a HQ staff member that turnover of Executive Board members can erode institutional memory on findings from previous evaluations, which can impact on their uptake. The peer review noted that there was an institutional tendency to view evaluation as primarily an accountability tool, although there was also a growing appreciation its contribution to learning. More timely evidence on short-term programmes and more real-time, interactive feedback loops would be valuable for management teams.

Overall, progress with implementation of 2020-2022 evaluation recommendations stands at just under 80% (the JIU target is 85%). Of recommendations proposed in 2022, 66% were implemented as of March 2023 and 80% as of June 2023. Total progress with implementation of evaluation recommendations over the lifetime of WFP stands at 91% (WFP, 2023). Country offices tend to implement evaluation recommendations at a faster rate than HQ. 83% of outstanding recommendations in 2022 were assigned for completion to country offices and regional bureaux, of which 68% were completed on time (WFP, 2023). However, country offices and regional bureaux are often not included in the formulation of management responses to evaluations, which can lead to unimplemented actions or formulation of corporate actions that are inappropriate to the country context (WFP, 2022). Approximately 70% of completed evaluation recommendations come from decentralised evaluations (WFP, 2022). At present, 50% of decentralised

evaluations were developed for reporting purposes, with only 32% intending to be used for learning purposes (WFP, 2023).

The Joint Inspection Unit (JIU) (an independent external oversight body of the UN system) found that WFP is one of the few UN organisations to engage directly with its membership in preparing responses to recommendations sent for legislative body action, rating WFP to be among the top performers on JIU matters (WFP, 2018). However, the Independent Oversight Advisory Committee (IOAC) considers WFP's implementation rates for evaluation recommendations to be rather low as of March 2023 (WFP, 2023). We conclude that these rates are generally positive but could be further improved.

Some examples of WFP's use of evaluation evidence were:

- The Syria country office is using evaluation evidence to determine the effectiveness of household targeting for nutrition programmes. Evaluation data has influenced the development of early recovery programmes and helped shape community or household level interventions such as community irrigation schemes, community assets and household livestock help.
- In South Sudan, evaluations are viewed as key documents that feed into the design of CSPs. Annual Country Reports in South Sudan also draw heavily on evaluation findings.
- In Chad, evaluation recommendations – especially from external evaluations – are integrated into strategic plans and relayed to donors.
- Colombia's new CSP was directly informed by the mid-term review of the previous CSP (WFP, 2021).

8.1.6: Evaluations are systematically publicly available.

WFP's Evaluation Policy 2022 clearly states that all evaluations should be made publicly available. "WFP is committed to enhancing utility by planning and conducting evaluations with the firm intent to use their results; by undertaking evaluations in a timely way to inform decision making processes; and by ensuring that evaluation reports and management responses are publicly available." (WFP, 2022).

All evaluation reports (centralised and decentralised), management responses, updates on implementation of recommendations, Annual Evaluation Reports and management responses are available to the public on WFP's website, as well as the United Nations Evaluation Group (UNEG) database. Summary reports of centralised evaluations and management responses are also available on the EB website and communication briefs and infographics are frequently published with evaluation reports (WFP, 2018). OEV has worked with country offices to disseminate evaluation evidence to in-country audiences, for example through videos and posters, and increasingly in local languages (WFP, 2023).

MI 8.2: Monitoring systems generate high-quality, useful performance data.

Overall MI rating	Unsatisfactory
Overall MI score	2.00
Element 1: A monitoring system exists to identify poorly performing programmes and operations	2
Element 2: Appropriate remote management systems are in place, where applicable	3
Element 3: A process for addressing poor performance exists, including clear overall responsibility to take action, with evidence of its use	1
Element 4. Lessons from monitoring are systematically integrated into programme adaptations	2
Evidence Confidence	Medium Confidence

Evidence Documents
1, 54, 84, 89, 101, 178, 249, 264, 285, 357

Analysis

8.2.1: A monitoring system exists to identify poorly performing programmes and operations.

WFP's Corporate Results Framework 2022-2025 (WFP, 2022) is designed to guide the planning, implementation, monitoring and reporting of WFP's programmes towards the objectives identified in the 2022-2025 Strategic Plan. The Corporate Monitoring Strategy 2018-2021 (WFP, n.d.) requires country offices to comply with WFP's standard operating procedures (SOPs) for monitoring, in order to generate good quality information on outputs and outcomes. Over time, standardisation and automation have become important strategic drivers of change, reinforced with the rollout of COMET (CO Tool for Managing Effectively). The latter is a corporate tool for programme design, implementation, monitoring, reporting and performance management, with the potential to identify poorly performing interventions.

However, a number of shortcomings of the monitoring system compromise its ability to identify poorly performing programmes and projects, as noted by a recent synthesis of evidence and lessons on WFP's performance measurement and monitoring from centralized and decentralized evaluations (2018–2021). WFP's monitoring system is geared towards the gathering of quantitative rather than qualitative data. Generally, there is a need to look beyond beneficiary numbers and other quantitative data points, especially when looking at WFP's contributions to cross-cutting issues and to include more qualitative monitoring (WFP, 2023).

Moreover, evaluations have regularly identified and reported on weaknesses in the monitoring system. At present, 69% of evaluations note concerns regarding aspects of the monitoring framework, with 42% finding poor target setting, weak assumptions, or missing indicator definitions to make the framework useful and understandable (WFP, 2023). 30% of evaluations note that monitoring data does not appropriately disaggregate by sex, status, disability, age, etc (WFP, 2023). 90% of evaluations recommend some sort of improvement to monitoring data collection (WFP, 2023). While in challenging contexts like Ukraine, WFP is actively seeking to monitor its programmes – for example, by contracting a third-party monitoring company – frontline monitoring can still be difficult due to poor connectivity, with mobile phones not always functional. The Food Security and Livelihoods Cluster is not well positioned to engage in monitoring, evaluation and lesson learning, with interviewees noting that clear improvement is needed given lack of capacity and resources.

8.2.2: Appropriate remote management systems are in place, where applicable

Evaluation evidence indicates that, over the last decade, more of WFP's operations are relying on remote modes of assistance. The Strategic Evaluation of WFP's use of Technology in Constrained Environments (2022) concluded that the use of digital technologies has increased WFP's effectiveness, efficiency and adaptability in constrained environments, and digital technologies have had a general positive effect for the people served by WFP, but notes that these can "hinder accountability and may exacerbate existing power dynamics" (WFP, 2022). Affected populations served by WFP in several countries (Kenya, DRC, Syria and countries affected by the Syrian refugee crisis including Egypt, Iraq, Jordan, Lebanon and Turkey) expressed a preference for in-person community feedback mechanisms rather than remote mechanisms such as call centres. Moreover, the evaluation on the use of technology in access-constrained environments found that institutionalising remote management can take place without involving local NGOs and innovation hubs in devising solutions, and may reinforce existing inequalities concerning access to technology.

There are examples of WFP's successful engagement with beneficiary communities in remote locations. For example, in Syria, Community Feedback Mechanisms received upwards of 2,500 calls a month covering one government-controlled region. However, there have been constraints in the use of these remote management tools, such as digital access constraints for certain population groups, noting for example that there are significant differences in access to phones or phone ownership and digital literacy between women and men, which can undermine the effectiveness of hotlines or mobile money for women beneficiaries (WFP, 2022).

The evaluations considered under the results indicator (9.5), noted that remote access complaint and feedback mechanisms, such as hotlines, had been introduced for food distributions and other activities. Where present, these mechanisms were judged to be having a positive impact, but they were found not to be used systematically for all forms of assistance, and that evidence of impact in terms of improving the quality of the interventions was generally lacking.

WFP used appropriate management systems during the COVID-19 pandemic, including remote management approaches. For business continuity, particularly in outlying locations, WFP scaled up common services provision accessible remotely, including cargo, passenger transport, medical and medical evacuation facilities, which earned WFP significant international appreciation and respect (WFP, 2022).

To support monitoring activities in remote areas, WFP's data-driven monitoring has proved a useful complement to "boots on the ground monitoring", especially in the Northwest of Syria. The Syria country office also recently started using third-party monitoring, with some training of the third-party monitors conducted by WFP. In Ukraine, phones do not always work in remote areas, making it difficult to conduct monitoring in a challenging context where it is also very difficult to conduct in-person monitoring.

8.2.3: A process for addressing poor performance exists, including clear overall responsibility to take action, with evidence of its use.

The last MOPAN assessment (MOPAN, 2019) reported that there was a process in place to address poor performance, although there was weak evidence to demonstrate its use, resulting in a rating of 1. We saw no evidence of real time monitoring of poor performance leading to management action. Only 46% of respondents to MOPAN's survey strongly agreed or agreed with the statement that *"WFP identifies poorly performing programmes and makes the necessary adjustments."*

While Annual Performance Reports consider and report on management performance, no detail is specifically provided on poor performance at country, regional, global level - instead simply stating "some progress made" where targets were not met. However, management responses to both centralised and decentralised evaluations are guided by the Technical Note on Management Response and Follow up to Evaluation Recommendations which includes a template that covers the response, actions to be taken, and responsibility for those actions.

Evidence from HQ interviews indicates that interventions do not tend to be closed due to poor performance. Perceptions of poor performance backed up by monitoring data could trigger a Country Office or Regional Director to call for a decentralised evaluation of an intervention. The evaluation policy states evaluation is an integral and distinct component of WFPs performance management, accountability and learning (WFP, 2022). If an area of a CSP is rated poorly, the evaluation function identifies areas of improvement to be actioned by country office management.

Evidence at country level indicates that there is a clear need to improve the monitoring of country capacity strengthening and resilience-building interventions. At present, the credibility of monitoring data is really only considered and addressed when evaluations point out a shortcoming or challenge, either in the monitoring framework or an issue with a data gap, data quality, or disaggregation (WFP, 2023). More than 50% of evaluations have raised concerns with the quality of monitoring data at country level, either due to insufficient sample sizes, double-counting of beneficiaries, using a single-indicator for household or community measures, or inconsistencies in reporting data (WFP, 2023).

8.2.4: Lessons from monitoring are systematically integrated into programme adaptations.

The last MOPAN assessment (MOPAN, 2019) reported that clear feedback loops exist, so lessons inform new intervention designs. This assessment also found evidence that lessons from past interventions had informed new interventions. There is evidence on use of lessons in the Corporate Monitoring Strategy and CSPs, with the CSP process serving as a particularly powerful driver for ensuring that lessons inform the design of new strategies.

Evidence from the 2023 synthesis of evidence and lessons on WFP's performance measurement and monitoring from centralized and decentralized evaluations shows that, while monitoring data is used for reporting purposes, there is a need for greater use of monitoring data for learning and programme adaptation (WFP, 2023). There is evidence that some country offices are using monitoring data to inform future programming, but this is not universal (WFP, 2023). For 67% of CSPs and 9% of decentralised evaluations, corporate indicators are not considered fully effective in measuring the achievements of interventions at the country level, which makes distilling learning to inform future programme adaptations difficult, given data gaps (WFP, 2023).

Poor knowledge management and lack of mechanisms for sharing monitoring data within a country office result in missed opportunities for learning and programme adaptation (WFP, 2023). Whilst knowledge management is a new corporate priority and a key enabler of change in country capacity strengthening, in practice gaps remain (WFP, 2020). One such gap is in the sharing of lessons distilled from monitoring data between countries. While there is sharing of lessons within countries, from one CSP to the next, learning from global evaluations or from other country contexts has been limited due to weaknesses in WFP's knowledge management. The peer review of the evaluation function reported that weaknesses remain in WFP's knowledge management system as of 2021, and that the culture of using evaluation evidence in planning and programming was yet to be embedded. Lack of knowledge management system inhibits systematic use of findings from evaluations (UNEG & OECD DAC, 2021), but WFP has a track record of producing centralised evaluations that are highly relevant and potentially could add to learning (UNEG & OECD DAC, 2021).

Results

<u>Limitations of this exercise, a note on the Results KPIs (KPIs 9-12):</u>

This analysis is based on results findings from a limited number of WFP evaluations from 2020 to 2024. The MOPAN assessment team has not conducted any results assessments itself of specific WFP interventions. Rather, we have drawn on patterns of results emerging from WFP's own 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 evaluated, or only tangentially so, in the sample of evaluation reports used. Due to the need to ensure that some key policy and strategic evaluations were included in our sample of ten evaluations, the balance of country-level versus policy evaluations in our sample is skewed towards the latter, despite evaluations of country strategic plans being the majority of evaluations produced by WFP.

<u>Selection of evaluation reports included in the analysis for KPIs 9-12:</u>

1. Evaluation of the Gender Policy (2015-2020) (May 2020)
2. Evaluation of WFP's Disaster Risk Reduction and Management and Climate Change Policies (May 2023)
3. Evaluation of WFP's Policy on Building Resilience for Food Security and Nutrition (May 2023)
4. Evaluation of WFP's Policy on Country Strategic Plans (May 2023)
5. Evaluation of Cambodia WFP Country Strategic Plan 2019-2023 (Oct 2023)
6. Evaluation of Mozambique WFP Country Strategic Plan 2017-2021 (May 2022)
7. Evaluation of South Sudan WFP Interim Country Strategic Plan 2018-2022 (Oct 2022)
8. Regional evaluation of WFP's contribution to Shock Responsive Social Protection in Latin America and the Caribbean (2015-2022) (January 2024)
9. Evaluation of WFP's Response to the COVID-19 Pandemic (January 2022)
10. Syrian Arab Republic, School Feeding in Emergencies: an evaluation (August 2022)

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

KPI Score: 2.84, Satisfactory

The evaluation evidence in our sample suggests that WFP has achieved significant results towards the delivery of its corporate objectives and country strategic plans. 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 in the sample 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 worked to ensure that no-one is left behind in support of the Sustainable Development

Goals. However, insufficient funding in many contexts and for certain programme interventions has severely impacted the coverage of assistance. 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.

MI 9.1: Interventions assessed as having achieved their objectives, and results (analysing differential results across target groups, and changes in national development policies and programs or system reforms)

Overall MI rating	Satisfactory
Overall MI score	3
4. Highly satisfactory: The organisation achieves all or almost all intended significant development, normative and/or humanitarian objectives at the output and outcome level. Results are differentiated across target groups.	
3. Satisfactory: The organisation either achieves at least a majority of stated output and outcome objectives (more than 50% if stated) or the most important of stated output and outcome objectives is achieved	
2. Unsatisfactory: Half or less than half of stated output and outcome level objectives is achieved	
1. Highly unsatisfactory: Less than half of stated output and outcome objectives has been achieved, including one or more very important output and/or outcome level objectives	
Evidence Confidence	Low confidence
Evidence Documents	
74, 87, 157, 324, 325, 415, 416, 417, 418, 419	

Analysis

The evaluation evidence was relatively strong in terms of WFP achieving planned objectives and results. The rating distribution across the ten evaluations in the sample was as follows:

	Evaluations reviewed:
Highly satisfactory	
Satisfactory	Gender Policy Evaluation; DRR and Climate Change; Resilience Building; Policy on CSPs; Cambodia CSP; Mozambique CSP; South Sudan CSP; Regional Social Protection; COVID 19; School Feeding
Unsatisfactory	
Highly unsatisfactory	
No evidence	

WFP has a strong track record of delivering results in terms of improving the food security and nutrition situation of beneficiaries, as demonstrated in the three CSP evaluations reviewed. It has aligned with national priorities and worked closely with relevant government institutions to achieve these results. The results evidenced in the evaluations, however, were mainly at output level. These were disaggregated by target group, with some analysis about how these were supported in different ways. A number of evaluations noted deficiencies in WFP results monitoring. Moreover, many of the evaluation noted limited evidence of sustainable outcomes in country capacity development, and that some operations found it challenging to work through national structures rather than implementing directly. The areas of resilience building and climate adaptation were also less addressed in terms of result achieved.

The greatest impediment to the achievement of results was the lack of funding. While the evaluations 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. The COVID-19 pandemic also had an

impact on results. The specific COVID-19 evaluation, though, showed that, despite the enormous operational challenges it presented, WFP adapted well to the crisis and was well respected in scaling up common services to other UN agencies. The policy-related evaluations on gender, DRR and climate change, and resilience building all provided evidence of results being achieved, but also pointed to a need for accelerated implementation of WFP's policy commitments. The humanitarian, development and peace nexus was identified in the resilience-building evaluation and CSPs as an area where there was a need for better institutionalisation, despite some initial good practice. While WFP had positioned itself to access more development funding, its crisis response programmes remain far better funded than its programming on resilience building and root causes.

MI 9.2: Interventions assessed as having helped improve gender equality and women's empowerment.

Overall MI rating	Satisfactory
Overall MI score	3
4. Highly satisfactory: Interventions achieve all or nearly all of their stated gender equality objectives	
3. Satisfactory: Interventions achieve a majority (more than 50%) of their stated gender objectives	
2. Unsatisfactory: Interventions either lack gender equality objectives or achieve less than half of their stated gender equality objectives. (Note: where a programme or activity is clearly gender focused (maternal health programming for example) achievement of more than half its stated objectives warrants a rating of satisfactory	
1. Highly unsatisfactory: Interventions are unlikely to contribute to gender equality or may in fact lead to increases in gender inequalities	
Evidence Confidence	Low confidence
Evidence Documents	
74, 87, 157, 324, 325, 415, 416, 417, 418, 419	

Analysis

The evaluation evidence was provided a mixed picture in terms of WFP interventions helping to improve gender equality and women empowerment. The rating distribution across the ten evaluations in the sample was as follows:

Evaluations reviewed:	
Highly satisfactory	
Satisfactory	Gender Policy Evaluation (2020); DRR and Climate Change; Policy on CSPs; Mozambique CSP;
Unsatisfactory	Resilience Building; Cambodia CSP; South Sudan CSP; Regional Social Protection; COVID 19; School Feeding
Highly unsatisfactory	
No evidence	

The Gender Policy Evaluation (2020) provided an overall positive assessment of WFP's efforts to advance its commitments on gender equality. However, it noted that there was still an implementation gap in terms of achieving the results expected under the policy. While WFP has improved its collection of sex-disaggregated results data, the collection, analysis and use of sex-disaggregated data is not yet systematic across programmes and country offices. Only 70% of projects and CSPs reported on cross-cutting gender indicators, even though 85% of projects did so in 2016. While progress had been made, WFP programmes are not consistently adapted to the specific needs of women, men, girls and boys. Some CSPs provided evidence of increased support for women and girls, but others did not. While there are examples of

programmes in which food assistance has been better targeted, the same could not be said for resilience-building and other programming. In terms of participation, women's empowerment and improving the dignity and safety of women, there was less evidence of results. Corporate commitment and leadership had been responsible for the positive result reported, but a lack of sufficient resources for the gender team and advisors was an impediment.

Gender was systematically addressed in all the evaluations assessed, but different levels of evidence were included in each. In contrast to the corporate level evaluation on gender equality, only the Mozambique CSP provided a satisfactory assessment of the inclusion of gender equality in the country programme implementation. The CSP evaluations on Cambodia and South Sudan both noted gender equality as an area of unsatisfactory progress, with a gap between the policy commitments of the agency and the results achieved. The other thematic evaluations noted the intersection of gender with cross-cutting concerns on DRR, climate change and resilience building. The COVID-19 evaluation noted that gender was a concern in the pandemic response, but a missed opportunity given how much women were impacted in different ways from the crisis.

Because the Gender Policy Evaluation was mainly positive, we have weighted this stronger than the other evaluations in the sample and given this MI a satisfactory score.

MI 9.3: Interventions assessed as having helped improve environmental sustainability/ tackle the effects of climate change.

Overall MI rating	Satisfactory
Overall MI score	3
4. Highly satisfactory: Interventions include substantial planned activities and project design criteria to achieve environmental sustainability and contribute to tackle the effects of climate change. These plans are implemented successfully and the results are environmentally sustainable and contribute to tackling the effects of climate change	
3. Satisfactory: Interventions include some planned activities and project design criteria to ensure environmental sustainability and help tackle climate change. Activities are implemented successfully and the results are environmentally sustainable and contribute to tackling the effects of climate change	
2. Unsatisfactory: EITHER Interventions do not include planned activities or project design criteria intended to promote environmental sustainability and help tackle the effects of climate change. There is, however, no direct indication that project or programme results are not environmentally sustainable. AND/OR The intervention includes planned activities or project design criteria intended to promote sustainability but these have not been implemented and/ or have not been successful	
1. Highly unsatisfactory: Interventions do not include planned activities or project design criteria intended to promote environmental sustainability and help tackle climate change. In addition changes resulting from interventions are not environmentally sustainable/do not contribute to tackling climate change	
Evidence Confidence	Low confidence
Evidence Documents	
87, 157, 324, 325, 415, 417	

Analysis

There was limited evaluation evidence of WFP interventions having addressed environmental sustainability and the effects of climate change, making it difficult to generate a coherent assessment of the results achieved. The rating distribution across the ten evaluations in the sample was as follows:

Evaluations reviewed:	
Highly satisfactory	
Satisfactory	DRR and Climate Change; Policy on CSPs; Cambodia CSP; Mozambique CSP; South Sudan CSP;
Unsatisfactory	Regional Social Protection
Highly unsatisfactory	
No evidence	Gender Policy Evaluation (2020); Resilience Building; COVID 19; School Feeding

The corporate evaluations on DRR and climate change found that environment and climate had become an increasing strategic priority for WFP, at the policy and strategy level. Overall, the "climate change policy has had a moderate to strong influence on the areas of intervention that are explicitly and uniquely prioritised in it, such as climate services and risk finance and insurance, as well as safe energy and stoves." However, it found that both the DRR and climate change policies fell short in terms of implementation, without a costed action plan to ensure change in practice. Moreover, neither had a results framework, which made it challenging to map the direct contribution of the policies to programme design and outcomes. However, according to WFP annual performance reports, outcome indicators related to DRR and climate change areas of intervention showed strong progress, especially in the areas of environmental benefits, enhanced livelihoods and improved capacity to manage climate shocks and risks. The large data gaps and changes in indicators, though, made it impossible to generate an overview of trends over time and countries for all relevant indicators.

The CSP corporate evaluation and the three CSP evaluations all addressed DRR and climate change and were broadly consistent in their findings with the corporate evaluation. This was particularly relevant for the Mozambique and South Sudan CSPs, given their regular exposure to climate extremes. Even for the Cambodia CSP, in which the issue was less prominent, climate change was nonetheless addressed and some results noted. These CSP evaluations confirmed that WFP had increasingly addressed both the impact of climate disasters on food security and nutrition, but also supported climate adaptation though resilience programming and interventions to help reduce climate risks for affected populations. The regional social protection evaluation also drew attention to climate risks in the Latin America and Caribbean region, and noted some results at programme level in addressing the resulting vulnerabilities.

The three thematic evaluations on gender, resilience and COVID-19 did not address environment and climate change. While this might be expected for gender and COVID-19, as the issues are not so directly relevant, this was more surprising in the case of the review of resilience building, given the direct relevance of the issue. WFP notes that the policy evaluation on DRR and climate change and the policy evaluation on resilience were conducted at the same time and that a deliberate decision was made to keep the two apart. However, one of the conclusions of the DRR and climate change corporate evaluation was that there is significant overlap and confusion between these policy workstreams and that of resilience.

MI 9.4: Interventions assessed as having helped improve the protection of vulnerable people (those at risk of being left behind) and human rights.

Overall MI rating	Unsatisfactory
Overall MI score	2

4. Highly satisfactory: Interventions include substantial planned activities and project design criteria to promote or ensure human rights and reach those most at risk of being left behind. These plans are implemented successfully and the results have helped promote or ensure human rights demonstrating results for the most vulnerable groups.

3. Satisfactory: Interventions include some planned activities and project design criteria to promote or ensure human rights. These activities are implemented successfully and the results have promoted or ensured human rights.

2. Unsatisfactory: EITHER Interventions do not include planned activities or project design criteria intended to promote or ensure human rights or demonstrate their reach to vulnerable groups. There is, however, no direct indication that project or programme results will not promote or ensure human rights, AND/OR The intervention includes planned activities or project design criteria intended to promote or ensure human rights but these have not been implemented and/or have not been successful

1. Highly unsatisfactory: Interventions do not include planned activities or project design criteria intended to promote or ensure human rights. In addition, changes resulting from interventions do not promote or ensure human rights. Interventions do not focus on reaching vulnerable groups

Evidence Confidence	Low confidence

Evidence Documents
74, 157, 324, 325, 419

Analysis

There was limited evaluation evidence of WFP interventions having helped improve the protection of vulnerable people and human rights. The fact that evaluations did not cover these issues was itself taken as evidence. For these reasons, a rating of unsatisfactory has been given.

The rating distribution across the ten evaluations in the sample was as follows:

Evaluations reviewed:	
Highly satisfactory	
Satisfactory	Gender Policy Evaluation; Mozambique CSP; South Sudan CSP; School Feeding
Unsatisfactory	Cambodia CSP
Highly unsatisfactory	
No evidence	DRR and Climate Change; Resilience Building; Policy on CSPs; Regional Social Protection; COVID 19

Despite the existence of a WFP Protection and Accountability Policy, this was an issue addressed in only a limited number of evaluations assessed. There was less evidence on protection issues in our evaluation sample than there was on other cross-cutting issues such as gender. There is a requirement that protection is assessed in all country strategic plan evaluations, apart from in cases where interventions are not humanitarian in nature. Since only four evaluations in our sample are country-level, we have only limited evidence to draw on of results being achieved in this area, although social protection, as a key WFP activity, was nearly always assessed.

Among the evaluations that did address protection and human rights, the gender policy evaluation noted the existence of complementary institutional frameworks for gender and protection, but that these issues were not always addressed in a joined-up way at the field level. It concluded that WFP had made moderate progress towards ensuring that food assistance does not inadvertently harm the safety, dignity or integrity of the women, men, girls and boys receiving it. The majority of women and men report being able to access WFP assistance without protection challenges. This finding was supported by the CSPs for Mozambique and South Sudan, which noted how WFP had addressed protection challenges, especially in relation to the organisation of food distribution. In South Sudan, about "82 percent of interviewed beneficiaries reported that WFP assistance contributed significantly to ensuring the protection of their rights". By contrast, the Cambodia CSP found that protection had not been addressed in the country plan or during the implementation of interventions. The School Feeding evaluation provided evidence of how WFP school feeding programmes had helped reduced child drop out, child labour and child marriage.

Protection was not addressed in the remaining evaluations, making it impossible to assess whether results have been achieved overall in this area. While protection was addressed in some evaluations, the broader concept of human rights was not mentioned at all in any significant way. It appears that protection and

human rights (such as the right to food) are not guiding principles for WFP's work, or at least are not reflected in its policy-level evaluations, which is a weakness in the approach. We therefor regard this as unsatisfactory.

MI 9.5: Interventions assessed as having helped improve any other cross-cutting issue.

Overall MI rating	N/E
Overall MI score	N/E
4. Highly satisfactory: Interventions include substantial planned activities and project design criteria to promote or ensure any other cross-cutting issue. These plans are implemented successfully and the results have helped promote or ensure any other cross-cutting issue.	
3. Satisfactory: Interventions include some planned activities and project design criteria to promote or ensure any other cross-cutting issue. These activities are implemented successfully and the results have promoted or ensured any other cross-cutting issue.	
2. Unsatisfactory: EITHER Interventions do not include planned activities or project design criteria intended to promote or ensure any other crosscutting issue. There is, however, no direct indication that project or programme results will not promote or ensure any other cross-cutting issue, AND/OR Intervention include planned activities or project design criteria intended to promote or ensure any other cross-cutting issue but these have not been implemented and/or been successful	
1. Highly unsatisfactory: Interventions do not include planned activities or project design criteria intended to promote or ensure any other cross-cutting issue. In addition changes resulting from interventions do not promote or ensure any other cross-cutting issue.	
Evidence Confidence	Low confidence
Evidence Documents	
74, 87, 157, 324, 325, 417, 418	

Analysis

There was mixed level of evidence about results related to other cross-cutting issues in the evaluations reviewed. Other potentially relevant cross-cutting issues include: Accountability to Affected Populations (AAP) and localisation. It should be noted that WFP covers these cross-cutting issues more often in country strategic plan evaluations than in policy and strategic evaluations, which goes some way to explain the lack of evidence in three of the evaluations in our sample. The rating distribution across the ten evaluations in the sample was as follows:

Evaluations reviewed:	
Highly satisfactory	
Satisfactory	Gender Policy Evaluation (2020); Policy on CSPs; Mozambique CSP; South Sudan CSP
Unsatisfactory	Cambodia CSP; Regional Social Protection; COVID 19
Highly unsatisfactory	
No evidence	DRR and Climate Change; Resilience Building; School Feeding

The CSP policy has provided a mechanism for improved integration of cross-cutting issues in WFP programming. Several evaluations noted WFP's work on AAP, and in particular the way that complaint and feedback mechanisms (CFM), such as hotlines, had been introduced for food distributions and other activities. Where present, these mechanisms were judged as having a positive impact, but they were found not to be used systematically for all forms of assistance, and that evidence of impact in terms of improving the quality of the interventions was generally lacking. While WFP's efforts on AAP were, on the whole, considered to be positive, there were criticisms of the rate of progress, linked to a need for dedicated resources and policy guidance.

There was little evidence in the sampled evaluations on the issue of localisation – that is the extent to which WFP has shifted its programmatic and operational approach towards working more with and through local actors - despite inter-agency and WFP commitments in this area. The CSP evaluations spoke about WFP working with local government counterparts and helping strengthen their capacity. The Cambodia CSP evaluation, although not explicitly discussing the topic of localisation, had a strong section on WFP's use of local purchase systems empowering local communities and providing a stable local market and also noted WFP's close working with local government. However, the evaluations in our sample did not mention working with local and national NGO or the progress made in developing more equitable partnerships with them.

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

KPI Score: 3.00, Satisfactory

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 has been 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 evaluation office.

MI 10.1: Intervention objectives and design assessed as responding to global, regional and local risks and the needs of affected people, policies, and priorities (inclusiveness, equality and Leave No One Behind), and continuing to do so where circumstances change.

Overall MI rating	Satisfactory
Overall MI score	3
4. Highly satisfactory: Systematic methods are applied in intervention design (including needs assessment for humanitarian relief operations) to identify target group needs and priorities, including consultation with target groups, and intervention design explicitly responds to the identified needs and priorities	
3. Satisfactory: The organization either achieves at least a majority of stated output and outcome objectives (more than 50% if stated) or the most important of stated output and outcome objectives is achieved	
2. Unsatisfactory: No systematic analysis of target group needs and priorities took place during intervention design or some evident mismatch exists between the intervention's activities and outputs and the needs and priorities of the target groups	
1. Highly unsatisfactory: Substantial elements of the intervention's activities and outputs were unsuited to the needs and priorities of the target group	
Evidence Confidence	Low confidence
Evidence Documents	
74, 157, 324, 325, 415, 416, 417	

Analysis

There was mixed evidence of how WFP interventions have responded to the specific risks and needs of different affected populations and promoted inclusiveness, equality and 'leaving no one behind', with the WFP Evaluation Office noting that evaluation evidence in general suggests that some vulnerable groups, particularly people living with disability, are not specifically identified in targeting systems, and their needs are therefore going unmet. The rating distribution across the ten evaluations in the sample was as follows:

Evaluations reviewed:	
Highly satisfactory	
Satisfactory	Gender Policy Evaluation (2020); DRR and Climate Change; Mozambique CSP; South Sudan CSP; Regional Social Protection
Unsatisfactory	Resilience Building; Cambodia CSPE
Highly unsatisfactory	
No evidence	Policy on CSPs; COVID 19; School Feeding

Making sure that its assistance is relevant to affected populations was central to most evaluations assessed. WFP has worked to support national food systems, working with host governments, to achieve more long-term solutions to food insecurity, while at the same time responding to more immediate needs. The CSP evaluation and others all had theories of change that demonstrate the organisations strategy to implement its mandate in different contexts. They have also shown how the organisation had to change in response to circumstances such as COVID-19 and the different emergency and conflict settings in which it operates. These and other programme decision were based on evidence and an analysis of the food security situations of affected populations.

While the specific terms of inclusiveness, equality and 'leaving no one behind' (LNOB) were not often explicitly used in most of the evaluations, the general concept of ensuring that WFP assistance is provided in an impartial and non-discriminatory way and targeting the most vulnerable affected populations was a central theme of many of the evaluations. While it is difficult to generalise, under the evaluation criteria of 'relevance' most of the evaluations found that WFP country programmes and thematic interventions had targeted assistance where it was most needed. Given the scarcity of funding, the targeting of food assistance has been an ongoing challenge, but one where WFP has strived to implement a fair and just system to achieve the best possible results in often challenging circumstances.

As mentioned above, gender equality has been a central theme of the evaluations, producing strong evidence of results. Some of the evaluations also mentioned the importance of addressing the needs of persons with disability, in line with WFP's contribution to the UN Disability Strategy, but this received far less attention than gender. The issue of LGBTI or older persons received little or no attention. While debates around these issues are apparent from the evaluations, there has been no systematic recording of results in these areas.

The issue of inclusion has also been central to WFP's work on social protection, which was a feature of many evaluations as well as resilience building. Many of the evaluations noted that WFP has tightened its focus on the Sustainable Development Goals (SDGs), although still with lots of work to do to promote the triple nexus approach.

KPI 11: Results are delivered efficiently.

KPI Score: Not rated

While there is some evidence from our 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 do not reach overall judgments on cost-effectiveness or timeliness, and thus provide insufficient evidence to score this KPI. This is an observation that reinforces our conclusions about the lack of a systematically applied approach to assessing value for money.

MI 11.1: Interventions/activities assessed as resource- /cost-efficient, while maintaining a focus on the most left behind.

Overall MI rating	N/E
Overall MI score	N/E
4. Highly satisfactory: Interventions are designed to include activities and inputs that produce outputs in the most cost/resource efficient manner available at the time, while maintaining a focus on the most left behind	
3. Satisfactory: Results delivered when compared to the cost of activities and inputs are appropriate even when the programme design process did not directly consider alternative delivery methods and associated costs, while maintaining a focus on the most left behind	
2. Unsatisfactory: Interventions have no credible, reliable information on the costs of activities and inputs and therefore no data is available on cost/ resource efficiency, while maintaining a focus on the most left behind	
1. Highly unsatisfactory: Credible information is provided which indicates that interventions are not cost/resource efficient, while maintaining a focus on the most left behind	
Evidence Confidence	Low confidence

Evidence Documents
87, 157, 324, 325, 419

Analysis

There was limited evaluation evidence to assess the extent to which WFP interventions were resource and cost-efficient. The issue was not addressed at all in half of the evaluations reviewed. In the other half, issues of cost-efficiency were only addressed in a limited way. The rating distribution across the ten evaluations in the sample was as follows:

Evaluations reviewed:	
Highly satisfactory	
Satisfactory	Policy on CSPs; Cambodia CSPE; Mozambique CSPE; South Sudan ICSPE; School Feeding
Unsatisfactory	
Highly unsatisfactory	
No evidence	Gender Policy Evaluation (2020); DRR and Climate Change; Resilience Building; Regional Social Protection; COVID 19

Most evaluations noted that, despite the huge increase in food insecurity and nutrition needs in recent years and the resulting increase in WFP's income, there is still a large funding gap for most WFP operations. However, cost efficiency was not a prominent theme in any of the evaluations, including in the CSP evaluations. The introduction of the CSP process, which replaced project-based country planning,

was viewed in the CSP evaluation as bringing about cost efficiency. There was minimal assessment of the evaluation criteria of efficiency in the other evaluations.

In terms of results on cost-efficiency, the move towards Cash Based Interventions (CBI) as a replacement of in-kind food assistance programmes was assessed as the biggest cost-saving measure for WFP. The CSP evaluations for both Cambodia and Mozambique drew this conclusion. The greater use of local (as opposed to international) procurement was another cost-saving measure, although only evident in the case of the school feeding programme for Syria. The South Sudan evaluation also identified logistical efficiencies in terms of pre-positioning and transport options as other means to reduce costs. Apart from these brief examples, those there was insufficient evidence in the evaluations to make a determination of whether this has been satisfactorily addressed by WFP. The frequent use of the Global Commodity Management Facility was noted on different occasions as contributing to cost savings.

MI 11.2: Implementation and results assessed as having been achieved on time (given the context, in the case of humanitarian programming).

Overall MI rating	N/E
Overall MI score	N/E
4. Highly satisfactory: All or nearly all the objectives of interventions are achieved on time or, in the case of humanitarian programming, a legitimate explanation exists for delays in achieving some outputs/outcomes	
3. Satisfactory: More than half of the intended objectives of interventions are achieved on time, and this level is appropriate to the context that existed during implementation, particularly for humanitarian interventions.	
2. Unsatisfactory: Less than half of the intended objectives are achieved on time but interventions have been adjusted to take account of the difficulties encountered and can be expected to improve the pace of achievement in the future. In the case of humanitarian programming, a legitimate explanation exists for delays	
1. Highly unsatisfactory: Less than half of stated objectives of interventions are achieved on time, and no credible plan or legitimate explanation is identified that would suggest significant improvement in achieving objectives on time	
Evidence Confidence	Low confidence
Evidence Documents	
87, 157, 325	

Analysis

There was limited evaluation evidence in our sample for assessing the extent to which WFP result were achieved on time. Policy evaluations tend not to focus on timeliness. Two out of the three CSP evaluations – where the operational focus means a focus on timeliness is more relevant – mention the timeliness of WFP interventions. The rating distribution across the ten evaluations in the sample was as follows:

Evaluations reviewed:	
Highly satisfactory	
Satisfactory	Policy on CSPs; Mozambique CSPE; COVID 19 (borderline)
Unsatisfactory	South Sudan ICSPE
Highly unsatisfactory	
No evidence	Gender Policy Evaluation (2020); DRR and Climate Change; Resilience Building; Cambodia CSP

None of the evaluations included evidence on the extent to which WFP had had to request no-cost or cost extensions of projects from donors. While the COVID-19 evaluation addressed timeliness from the point of view of how WFP adapted its programmatic and operational approach to the pandemic, there was limited analysis about how the crisis had impacted the timeliness of other interventions and commitments to

donors and other stakeholders. The South Sudan CSP noted that the timeliness of funding affected the promptness of some interventions. It also noted the positive impact of biometric and other innovations on WFP's speed of response. The Mozambique evaluation spoke about the timely response to emergencies and disbursal of funding. The CSP evaluation mentioned how the new process had improved approval procedures and timing. Overall, though, there was insufficient evaluation evidence in our sample to reach an overall rating on timeliness.

KPI 12: Results are sustainable.

KPI Score: 3.00, Satisfactory

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.

MI 12.1: Results help build resilience to shocks and stressors and lay the groundwork for stability and development.

Overall MI rating	Satisfactory
Overall MI score	3
4. Highly satisfactory: Benefits from interventions are assessed as continuing, or likely to continue, after the completion of the programme, including through evaluations, and the Organisation can demonstrate how its results contribute to building capacity and resilience and ending need in different contexts	
3. Satisfactory: Benefits from interventions are assessed as continuing, or likely to continue, after the completion of the programme, including through evaluations, contexts	
2. Unsatisfactory: Evaluations assess as a low probability that the intervention will result in continued benefits for the target group after completion. Interventions meet immediate needs but do not systematically build resilience to future shocks and to address the drivers of crises	
1. Highly unsatisfactory: Evaluations find a very low probability that the programme programme/project will result in continued intended benefits for the target group after project completion, and there have been no efforts to build resilience to future shocks and to address the drivers of crises	
Evidence Confidence	Low confidence
Evidence Documents	
74, 87, 157, 324, 325, 415, 416, 419	

Analysis

Building resilience to shocks and stressors, as a means of promoting long-term stability and development, was addressed in eight of the 10 evaluations that were reviewed. The rating distribution across the ten evaluations in the sample was as follows:

Evaluations reviewed:	
Highly satisfactory	
Satisfactory	Gender Policy Evaluation (2020); DRR and Climate Change; Resilience Building; Policy on

	CSPs; Cambodia CSP; School Feeding; Mozambique CSP; South Sudan CSP
Unsatisfactory	
Highly unsatisfactory	
No evidence	Regional Social Protection; COVID 19

WFP has three workstreams in its results and budget framework: crisis response, resilience and root causes. Resilience has become an issue of growing importance to WFP and other humanitarian organisations in the face of the climate crisis and global food security challenges, and is addressed in a number of evaluations. It is closely linked as well to the humanitarian, development and peace nexus, which is another way of bringing about sustainable interventions.

Overall, the resilience-building thematic evaluation found "evidence of the adoption of resilience building approaches in alignment with the policy in certain regions… However, WFP does not provide adequate tools or frameworks for consistently supporting strategic and programme planning or applying a resilience approach programmatically." This conclusion was echoed in the CSP evaluations. The Cambodia CSP provided evidence of progress on reliance programming, concluding that WFP had positioned itself as a leading partner in shock-responsive social protection. The Mozambique evaluation noted the contribution that WFP had made to resilience building at the local level, but that this was not clearly articulated in the country strategy and that the programme continued to work in a siloed way. The South Sudan CSP evaluation similarly found that WFP had scaled up its support for resilience building, with broadly good performance against targets. The main impediments to the achievement of results were funding gaps and the lack of a clearly articulated approach to resilience, with a siloed approach. The thematic evaluations on DRR and climate change and on gender noted the coherence of these institutional approaches with resilience building, but there was no reporting of specific results.

While satisfactory progress was noted on resilience building, the majority of evaluations found challenges in advancing the humanitarian, development and peace nexus. While there were examples of individual projects and initiatives in which WFP had contributed to a transition to development and to stability and peace, this approach had not been systematically integrated into its strategic planning, programme design and delivery, in the face of conceptual and technical challenges. This problem is not unique to WFP, but reflects the lack of workable models at the inter-agency level.

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ANNEX C: RESULTS OF THE MOPAN EXTERNAL PARTNER SURVEY

Table 1. Key Information on the Partner Survey

Sample countries	Niger, South Africa, Uganda (AFRO), Colombia, Honduras (AMRO/PAHO), Egypt, Afghanistan (EMRO), Tajikistan, Moldova (EURO), Nepal, Indonesia (SEARO), Cambodia, Mongolia (WPRO)
Effective sample size	433
Survey responses (response rate)	272 (33%)
Survey time frame	12 June – 27 July 2023

The online survey was administered by MOPAN and was conducted over a period of 7 weeks, starting on mid-December 2023 and closing on 26 January 2024. The distribution approach for the survey has been tailored to WFP. The effective sample for this survey was of 433 people, 152 received a personal invitation and 281 self-registered via a generated link. A total of 265 partners responded.

Figure 1. Respondent's profile
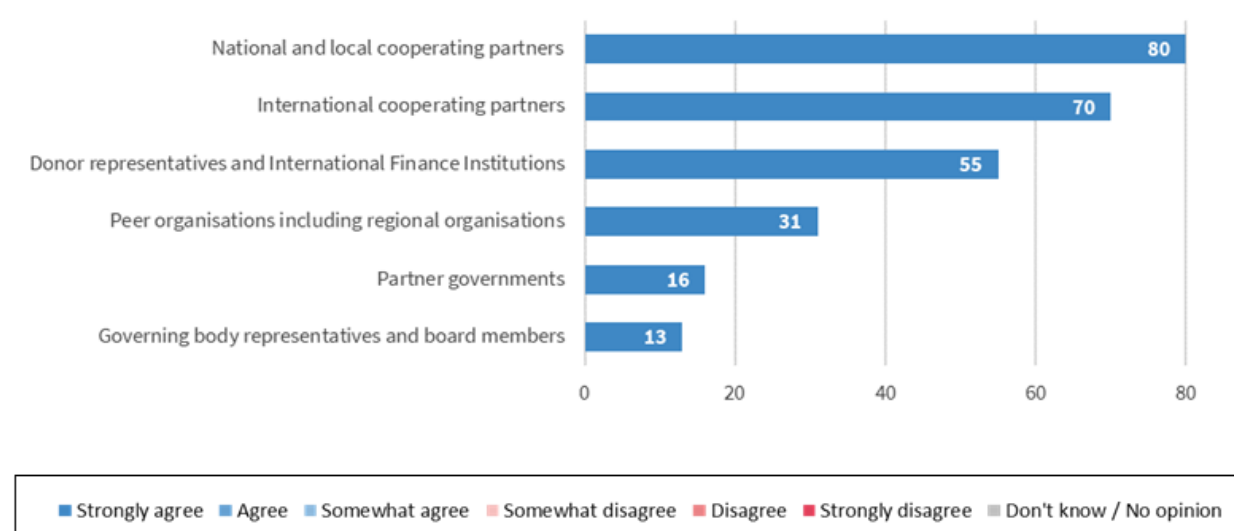
Figure 2. Respondents' geographical coverage
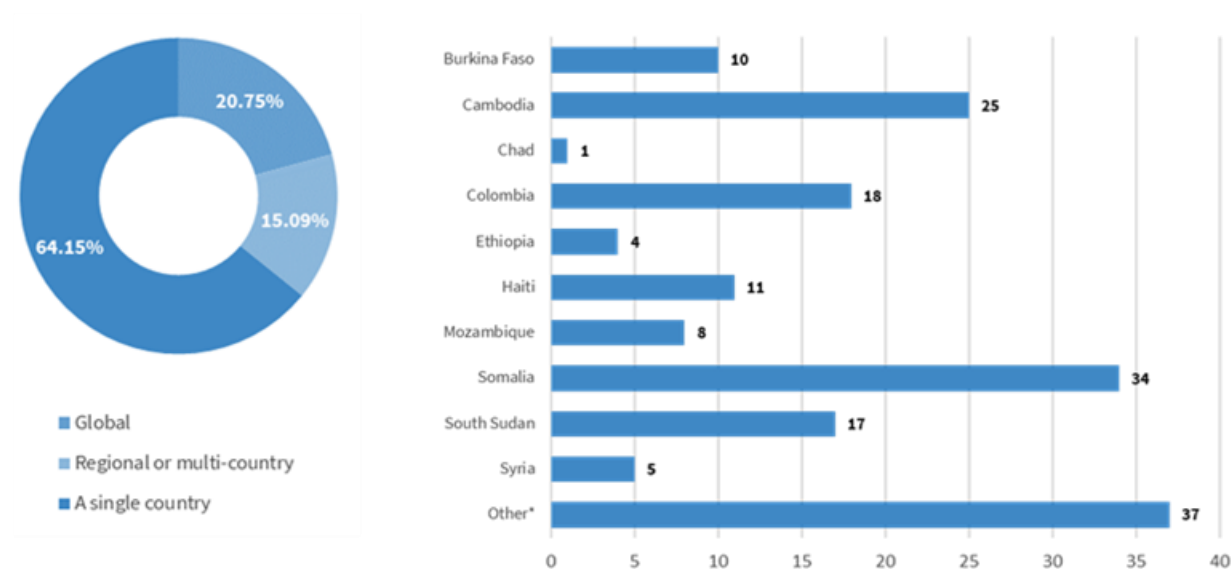
Note: Other includes 27 countries: Afghanistan, Algeria, Angola, Bangladesh, Burundi, Cameroun, Central African Republic, Djibouti, Ecuador, Honduras, Jordan, Kenya, Laos, Lebanon, Liberia, Malawi, Mauritania, Nigeria, Pakistan, RCA, RDC, Sudan, Palestinian Territories, Uganda, Venezuela, Yemen.

Survey Results

Strategic approach

Figure 3. WFP has a clearly articulated strategy that sets out its unique role.
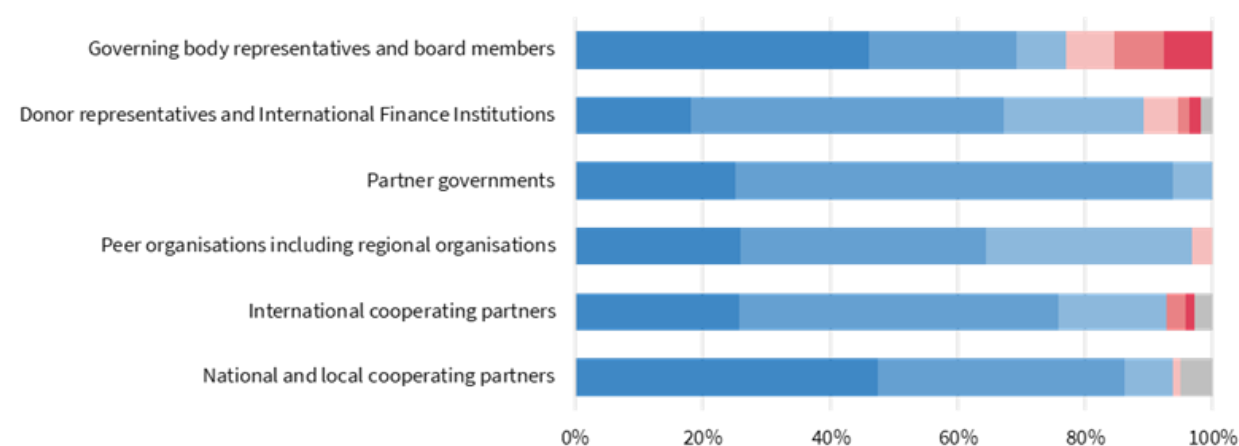
Figure 4. WFP's organisational structure and governance arrangements are set up to deliver on the strategic plan.

Figure 5. WFP's financial framework appropriately supports the achievement of its strategic priorities
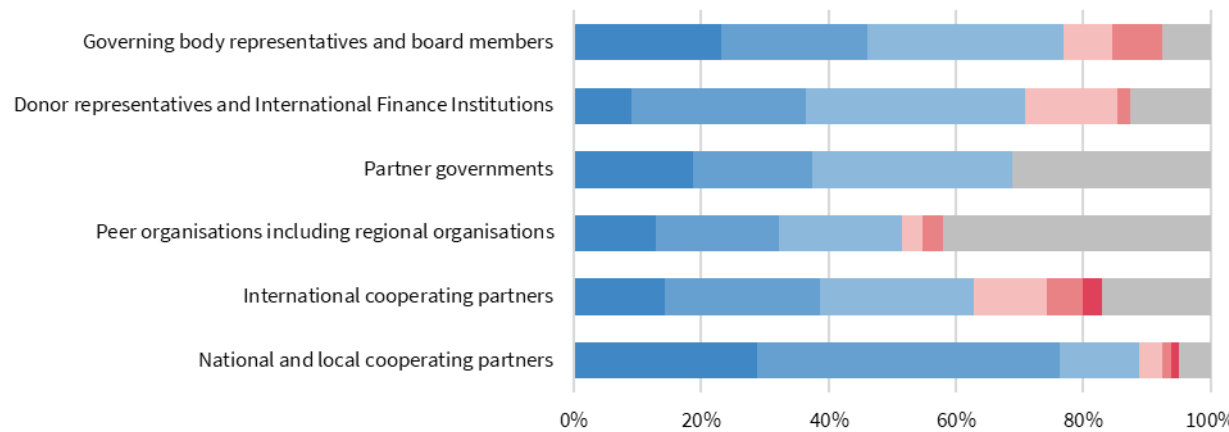
Figure 6. WFP consistently places protection at the centre of its work.

Figure 7. WFP promotes gender equality in all areas of its work.
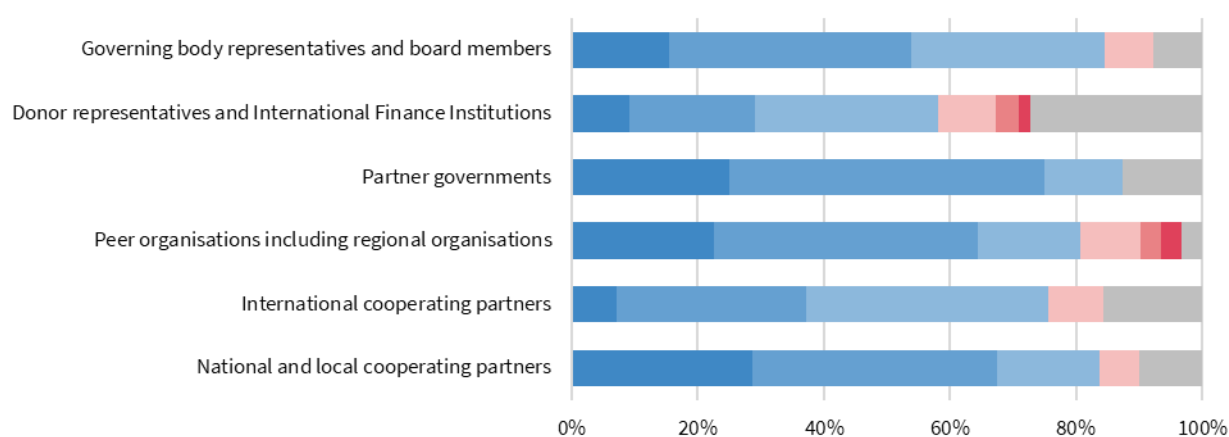
Figure 8. WFP makes appropriate investments in climate change and disaster risk reduction.
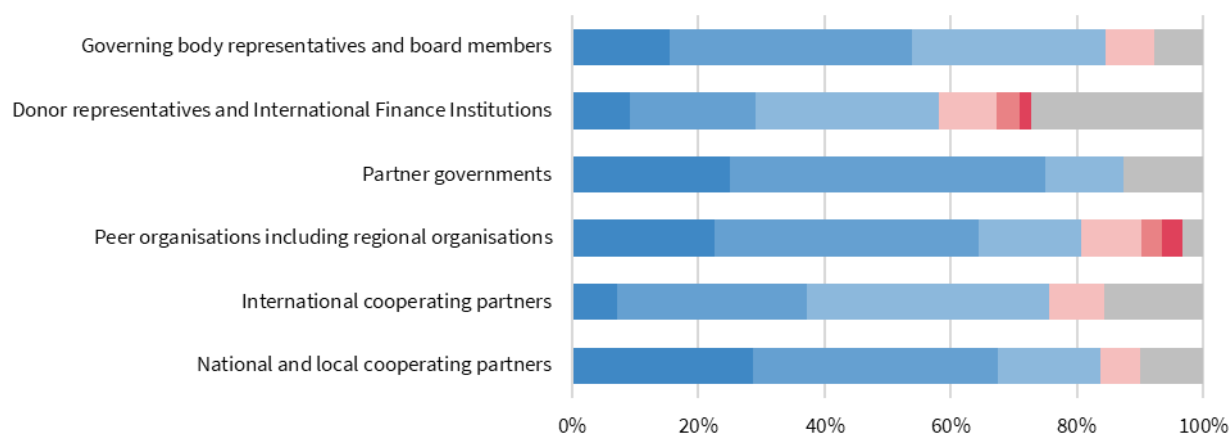
Figure 9. WFP is making efforts to green its own operations.

Staff and ways of working

Figure 10. Decentralisation of QFP's work helps to deliver better, more context-appropriate results.

Figure 11. WFP has the right type of financing in place to deliver results.

Figure 12. When budgets are constrained, WFP makes the right decisions about how to respond.

Figure 13. WFP has effective leadership in place in the field.
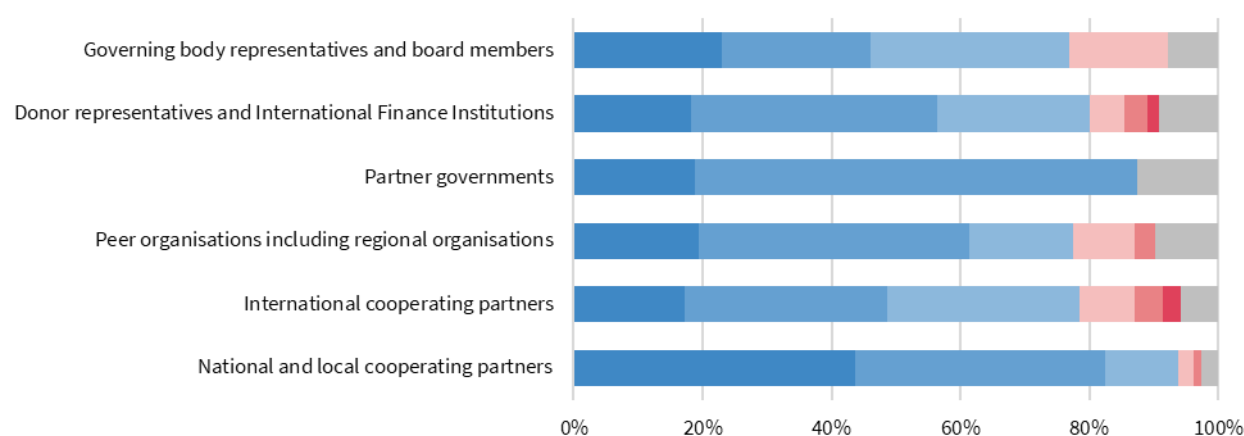
Figure 14. WFP office in country have sufficient authority to make critical decisions without needing regional or HQ approval.

Figure 15. WFP's procurement and logistic system is fit for purpose for crisis contexts.

Figure 16. WFP's administrative and financial procedures are easy to understand and effective.
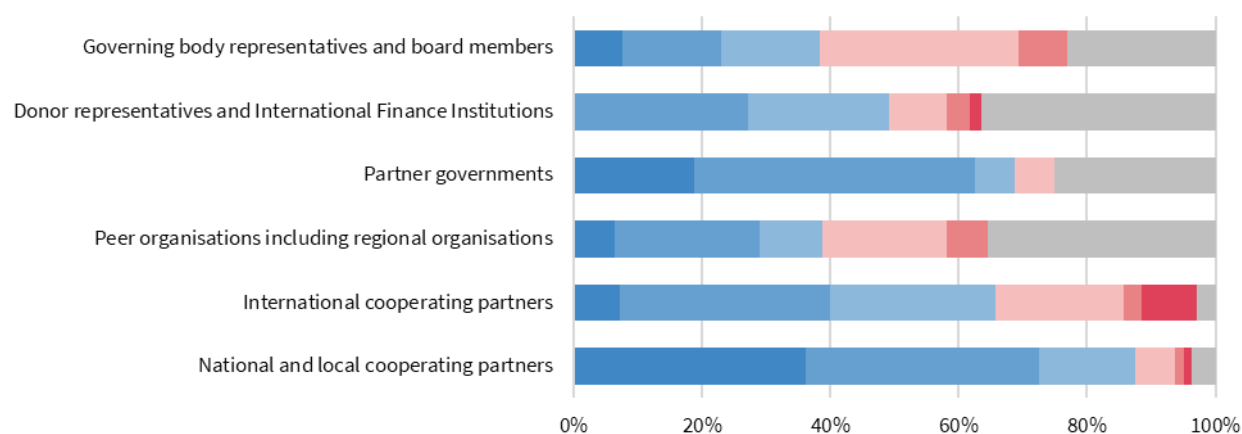
Figure 17. WFP is able to quickly surge and scale up for new and escalating crises.

Performance on safeguards

Figure 18. WFP's external audits help prevent, detect, investigate and sanction abuses of power.

Figure 19. WFP systems prevent serious fraud, corruption and financial irregularities effectively.
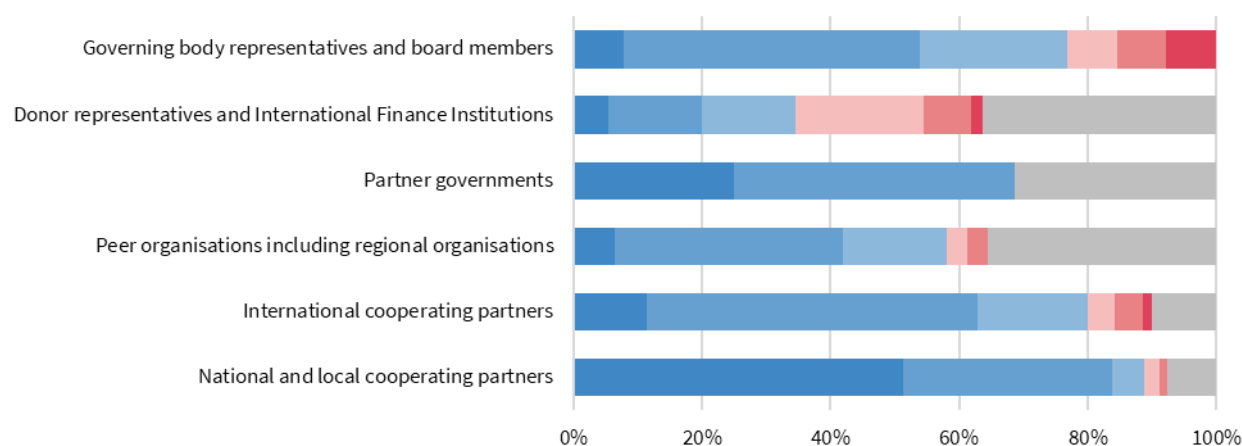
Figure 20. WFP staff and systems effectively detect and respond to serious fraud, corruption and financial irregularities.
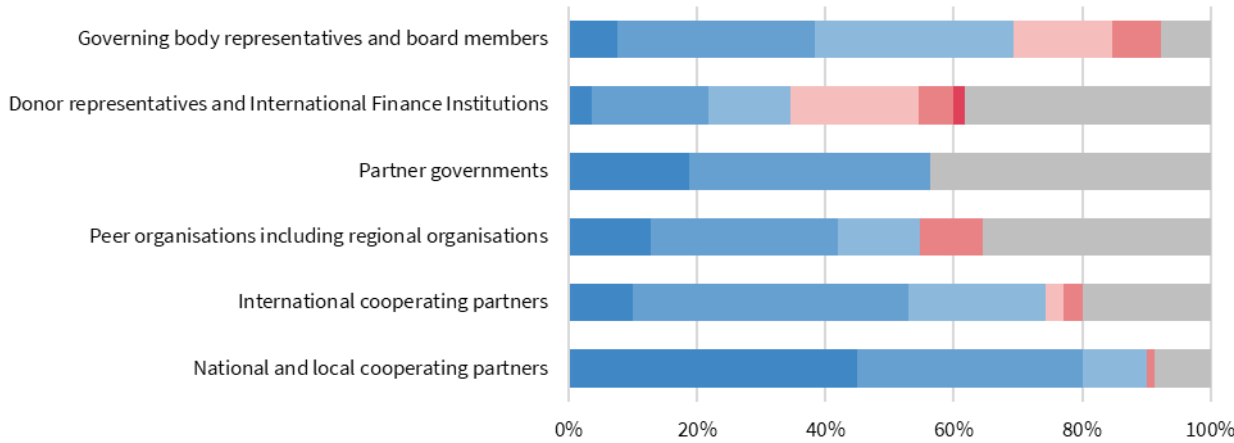
Figure 21. WFP's culture promotes anti-corruption ways-of-working as central to the organisation's values.

Figure 22. WFP allocates resources where they are most needed.
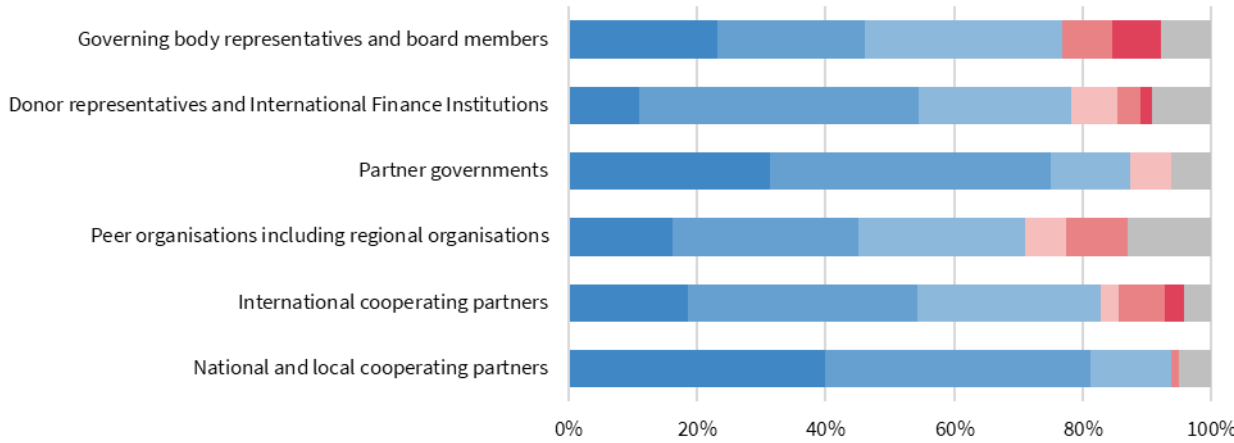
Figure 23. WFP manages its budget adequately to protect fundamental humanitarian services.

Figure 24. WFP has appropriate safeguards in place to prevent and respond to sexual exploitation and abuse.
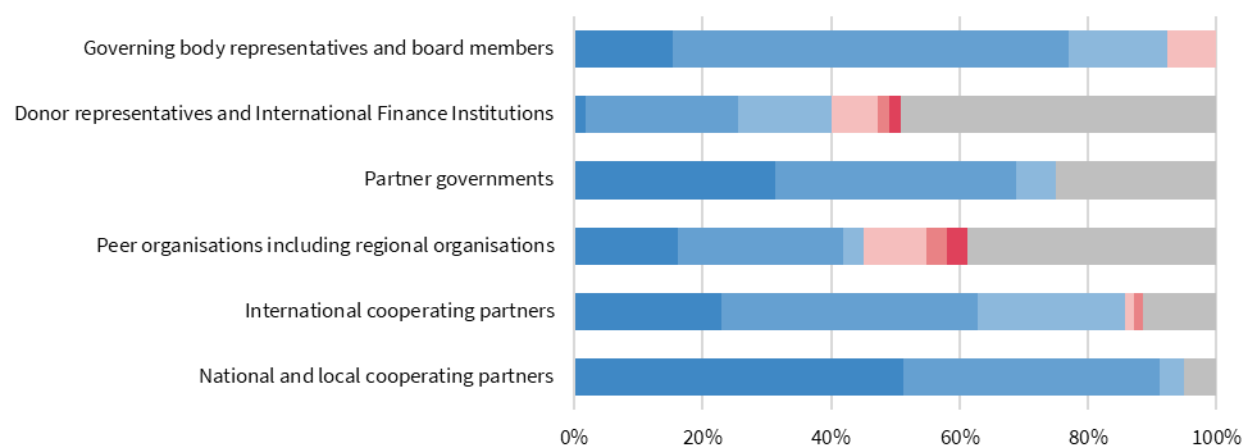
Figure 25. WFP has appropriate safeguards in place to prevent and respond to sexual harassment.
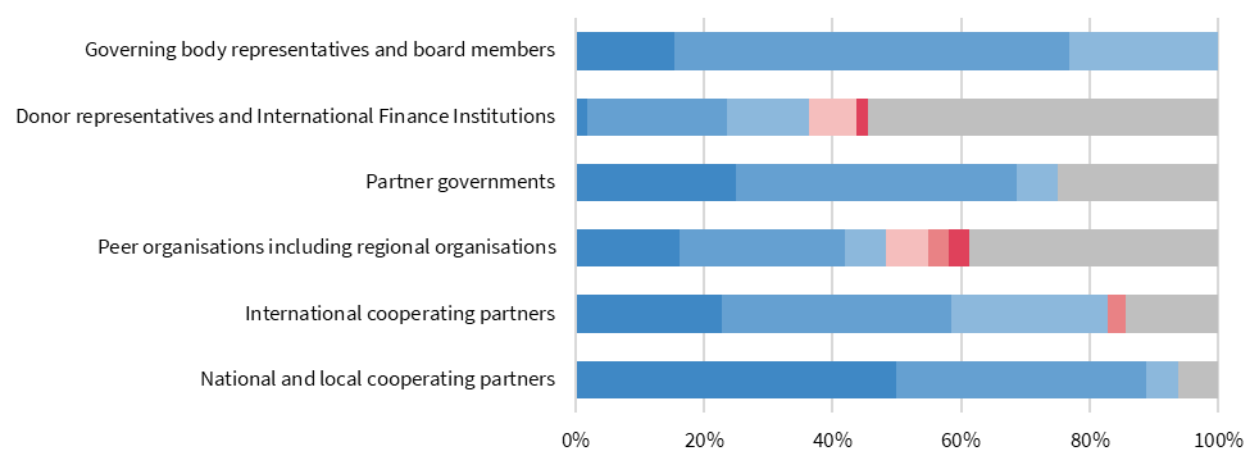
Coordination

Figure 26. WFP makes sure its work is sensitive to conflict dynamics and avoids doing harm.
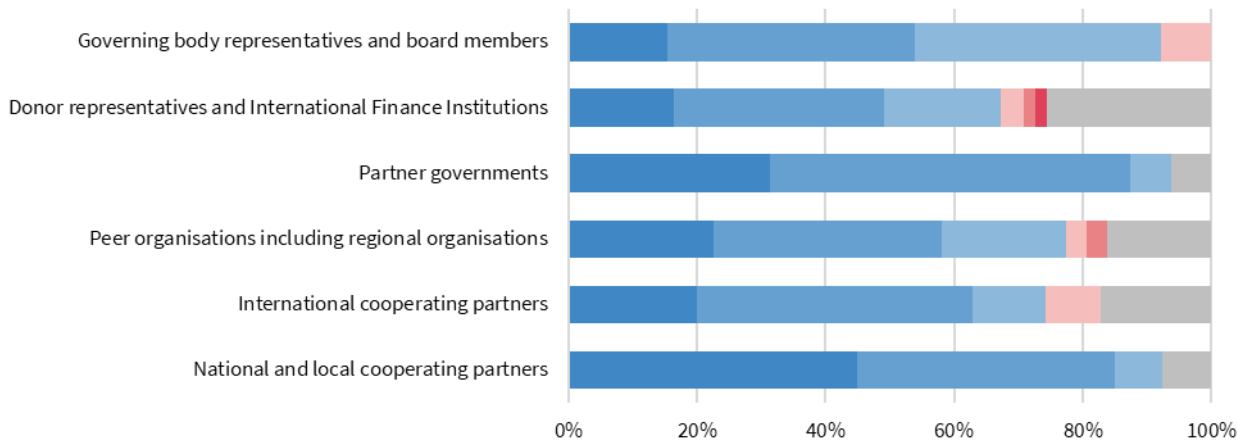
Figure 27. WFP actively manages risks – in the context, in programming and risks to the organisation.
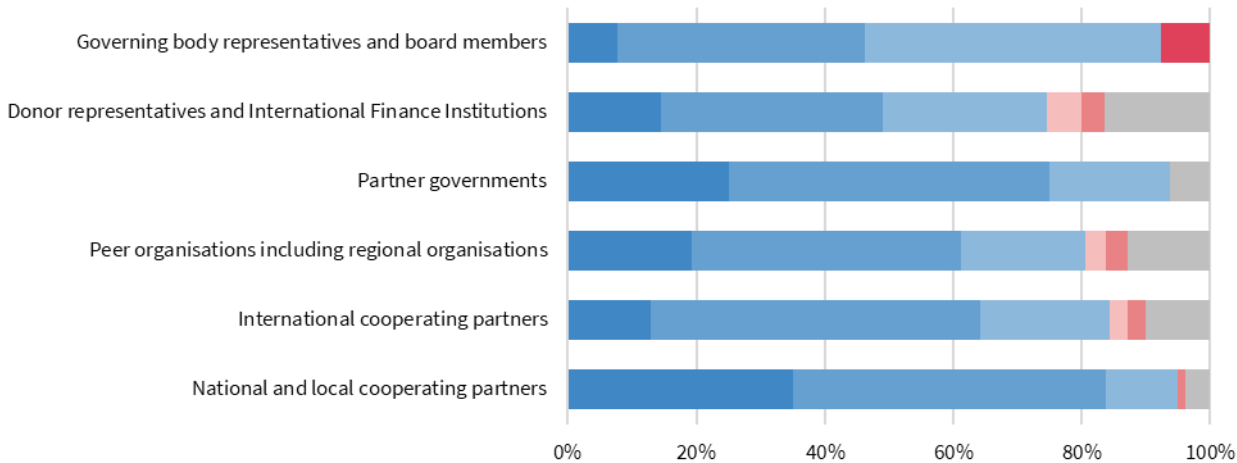
Figure 28. WFP actively participates in the humanitarian architecture and overall response.

Figure 29. WFP has effective mechanisms to get feedback from affected populations.

Figure 30. WFP incorporates feedback from affected populations into its work.
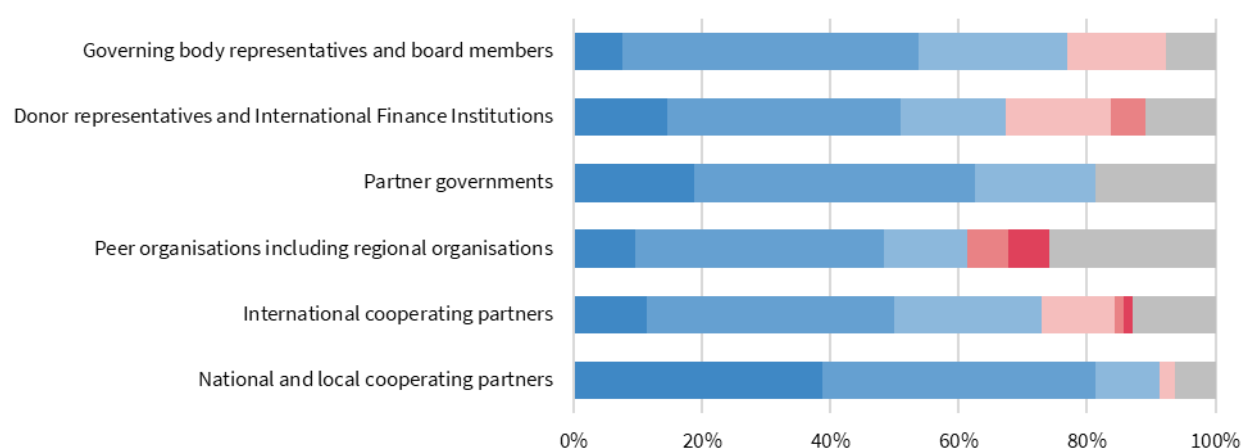
Figure 31. WFP effectively support national governments to help people affected by crises.
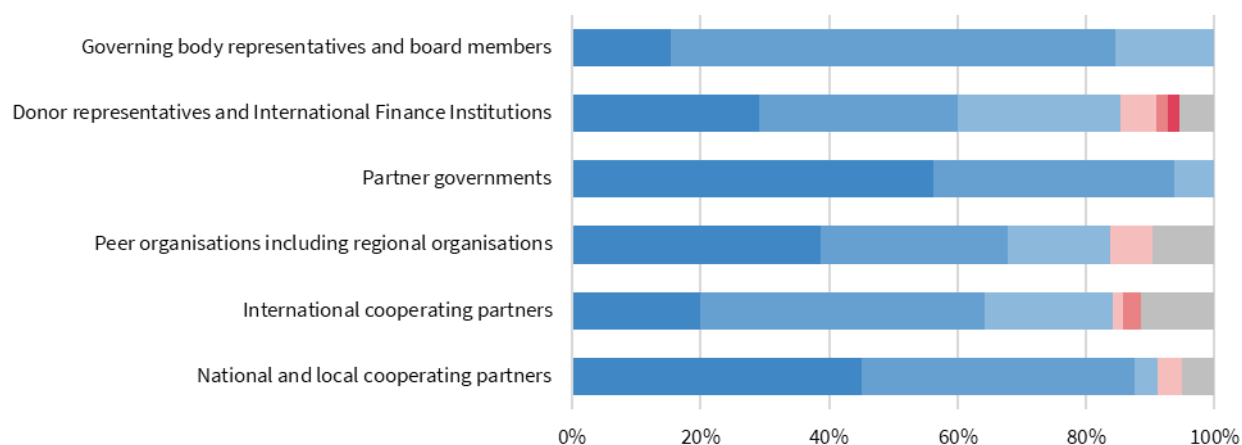
Managing Relationships

Figure 32. Partnerships with WFP are respectful, constructive and rooted in equality.
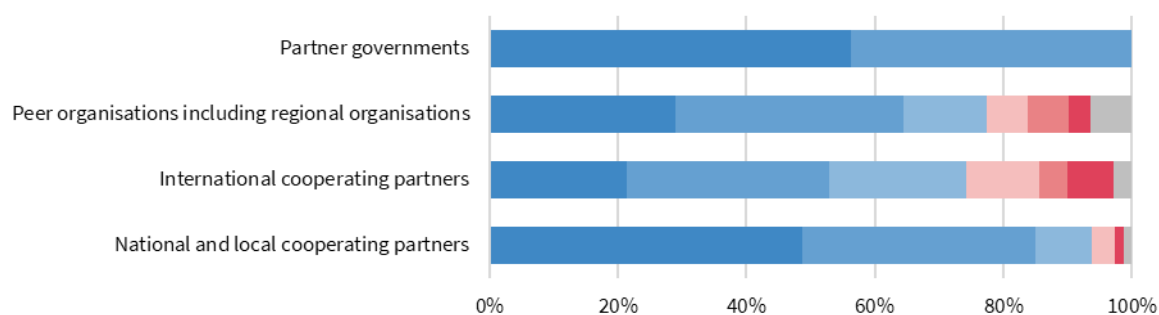
Figure 33. WFP's funding to its partners allows for reasonable overhead costs.
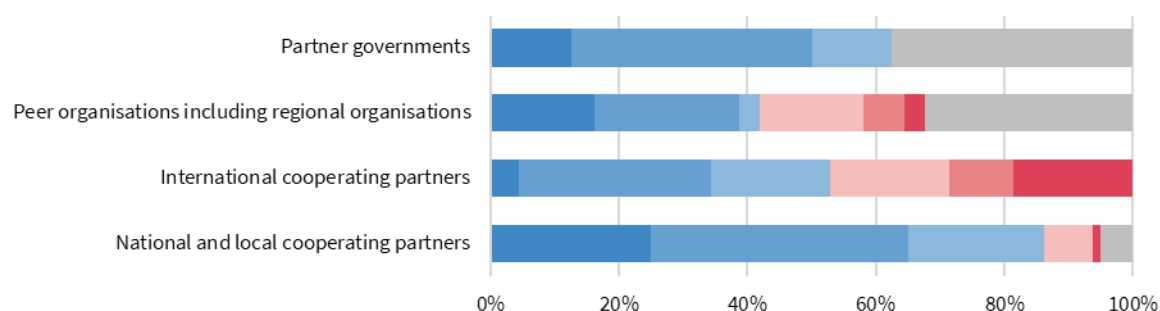
Figure 34. WFP's funding to its partners is flexible, long-term and timely.
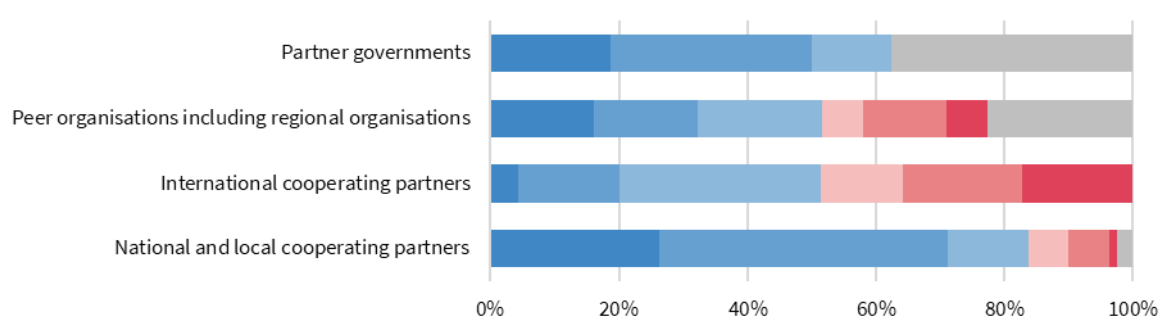
Figure 35. WFP actively helps local partners strengthen their capacity.
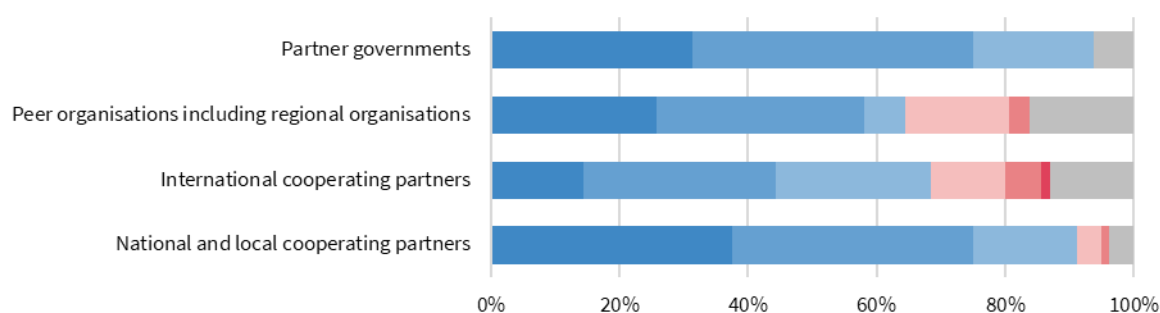
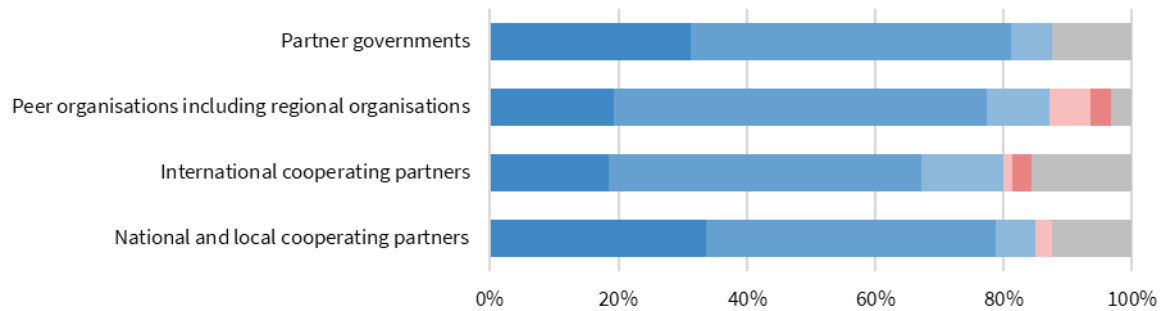**Figure 36. WFP has an effective approach to the humanitarian development peace nexus.**
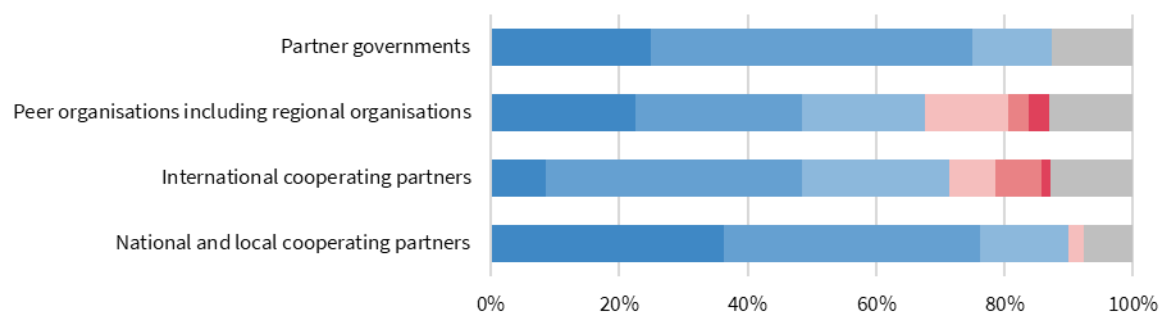
Figure 37. WFP plays an active and effective role in global policy efforts and advocacy.

Performance Management

Figure 38. WFP prioritises a results-based approach – for example when engaging in policy dialogue, planning and implementing interventions.
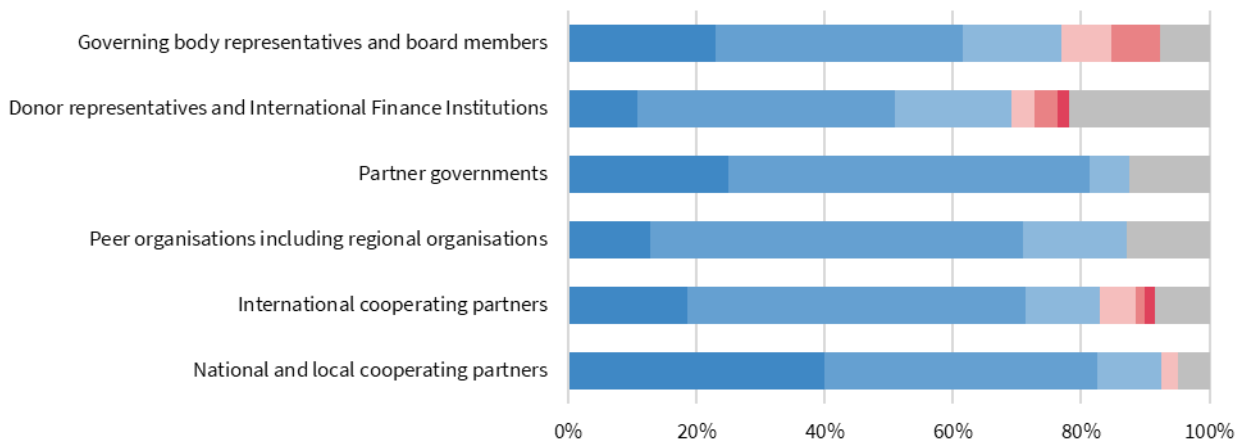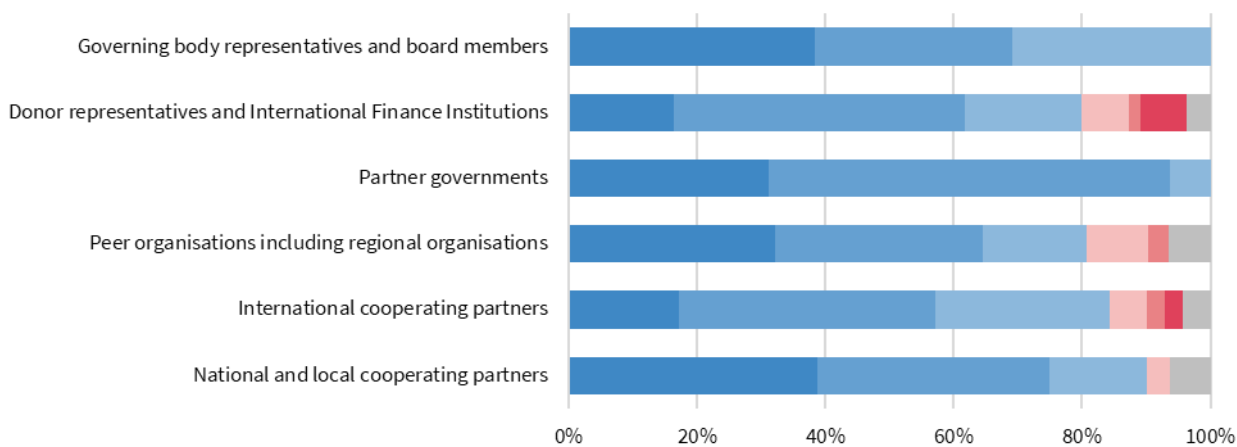

Figure 39. WFP communicates its results well.

Figure 40. WFP reports on poorly performing programmes to enable it to learn lessons from its mistakes.

Figure 41. WFP provides sufficient visibility of donor funds.

Figure 42. WFP is committed to independent evaluation of its performance to ensure accountability and learning.

Figure 43. WFP identifies poorly performing programmes and makes the necessary adjustments.
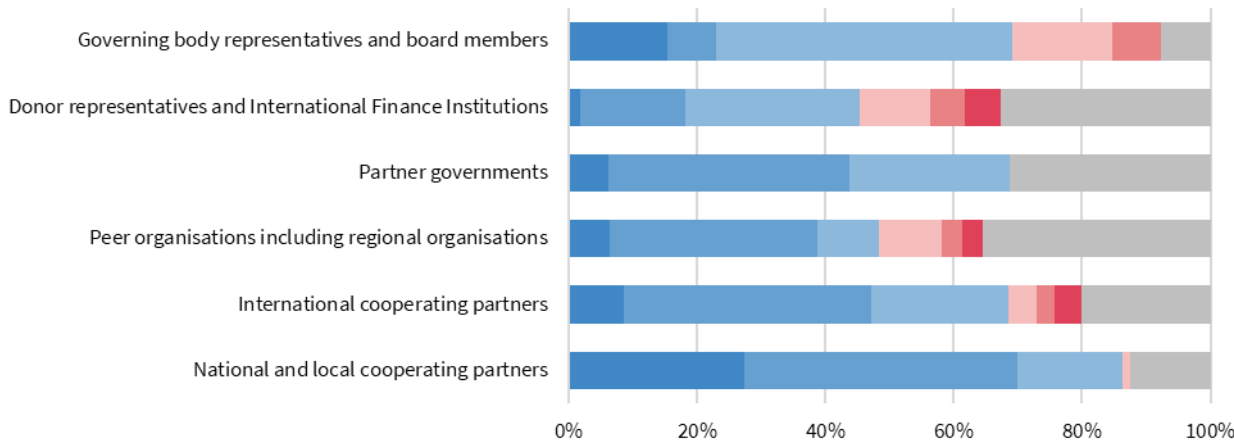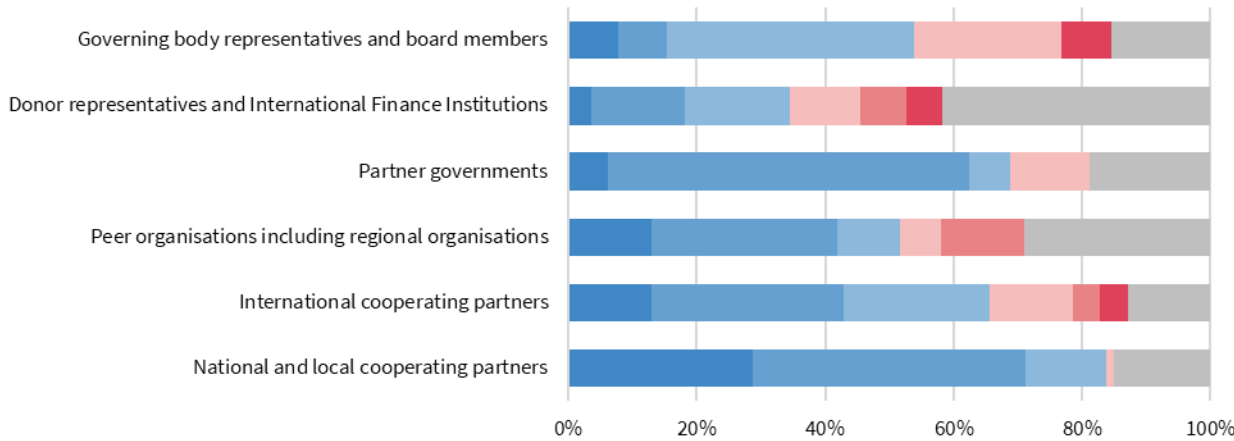

Figure 44. WFP effectively considers its exit strategy as part of its operational plan.

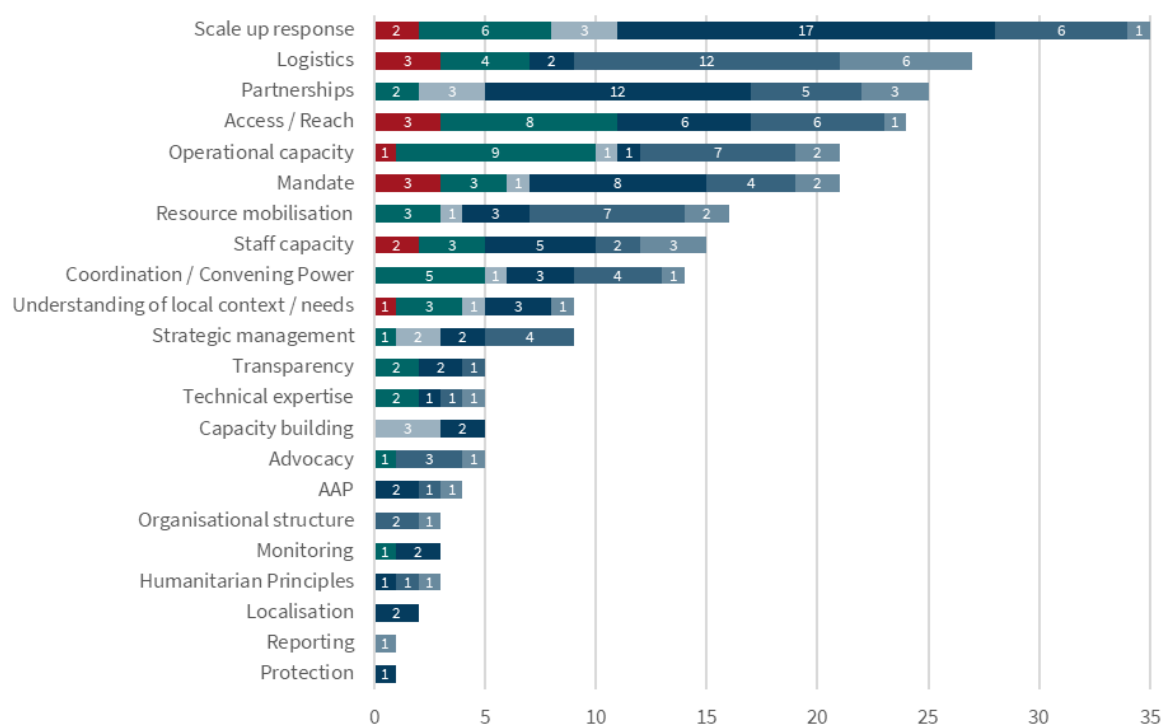

Strengths, weaknesses and changes

Figure 45. WFP greatest strengths

Figure 46. WFP's areas for improvement

Legend:
- Governing body representatives and board members
- Donor representatives and International Finance Institutions
- Partner governments
- National and local cooperating partners
- International cooperating partners
- Peer organisations and Regional organisations