



World Food Programme

A Report from the Office of Evaluation



*Full Report of the Thematic
Evaluation of the WFP Country
Programme Approach*

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The Office of Evaluation of WFP (OEDE) recruited an international consultant, Mr. Ted Freeman, of Goss Gilroy Inc., Canada to undertake a desk review of WFP's Country Programme approach. This study was supported by Mr. Julian Lefevre, Chief Evaluation Officer, OEDE.

This report was prepared by Ted Freeman who wishes to extend thanks to all those who facilitated his work.

Responsibility for the opinions expressed in this report rests solely with the author. Publication of this document does not imply endorsement by WFP of the opinions expressed.



Acronyms

CCA:	Common Country Assessment
CDR:	Comprehensive Development Framework (of the World Bank)
CO:	Country Office
CP:	Country Programme
CSN:	Country Strategy Note
CSO:	Country Strategy Outline
CW:	WFP's Commitments to Women
DSC:	Direct Support Cost
EMOP:	Emergency Operation
FAAD:	Food Aid and Development (Enabling Development Policy)
GAP:	Gender Action Plan
OEDE:	WFP's Office of Evaluation
PRRO:	Protracted Relief and Rehabilitation Operation
TORs:	Terms of Reference
UNDAF:	United Nations Development Assistance Framework
VAM:	Vulnerability Assessment Mapping
WFP:	World Food Programme of the United Nations



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Executive Summary

The thematic evaluation relied mainly on the results of nineteen individual Country Programme (CP) evaluations using common terms of reference designed so they would feed directly into the overall evaluation and carried out during 2000, 2001, and 2002. The results of these evaluations and key informant interviews at WFP were used to provide a structured basis for reporting to the Executive Board on progress in implementing the Country Programme approach.

Although the Country Programmes evaluated were first generation CPs with antecedents which pre-dated the 1994 policy framework, most met the criteria used in the evaluation to assess the achievements of the CP approach. Those that did not meet the criteria, or partially met them, were reported by the evaluation teams as being transitional and are expected to more fully meet them in the subsequent programme cycles.

When the CP Approach has been implemented, it has not usually resulted in dramatically different or wholly new projects in the country program. Rather, changes are often made to pre-existing projects to make them more focused and more integrated. Positive changes associated with the CP process include improved geographic targeting of development projects to food deficit regions and enhanced coherence between WFP supported development projects and the priorities of host governments. Another benefit of the CP Approach has been more effective integration of WFP planning and programming processes into efforts at more coordinated UN programming (and into wider aid coordination efforts), particularly within the context of the Common Country Assessment (CCA) and United Nations Development Assistance Framework (UNDAF) process – although the CCA/UNDAF process itself has varied in depth and utility from country to country.

The CP Approach has overlapped in time with related efforts to improve the development effectiveness of WFP programming, not least the Enabling Development initiative and the growth in the use of VAM techniques. The CP Approach has been consistent with those efforts and has been reinforced by them.

The CP Approach has been hampered in some countries by problems in establishing and providing adequate budgets for programme support costs. Other impediments include the need for more staff with competency in core development skills, and the need for effective results monitoring systems. Some very small development programme countries have experienced particular difficulty in implementing the CP approach. As these impediments are addressed, the CP Approach can contribute to more effective WFP support of development programming.



2. BACKGROUND AND CONTEXT

The purpose of the thematic evaluation of WFP's Country Programming approach was to provide an objective basis for reporting to the Executive Board on the progress made in implementing the CP approach. In addition, the evaluation was intended to provide information on the contribution of the CP approach to furthering the effectiveness of WFP's development programs.

In 1994 WFP introduced a new policy framework called the country programming approach. This replaced the project-by-project approach, which made it difficult to relate WFP assistance to overall national planning. The new approach implied some fundamental changes to the way WFP planned and programmed based on a people-centred and food-based strategy and using the "country" as the basic entity for WFP's engagement. A CP incorporates WFP's development activities and should be a cohesive and focused response to those strategic objectives of a recipient country that coincide with the strategic objectives of WFP and other assistance partners.

The report is based on an evaluation process that began in late 1999 when the decision was taken that evaluations of WFP Country Programmes would be used as the major component for the thematic evaluation of the Country Programme approach, to be reported to the Executive Board. As a result of that decision, generic terms of reference (TORs) for the evaluation of Country Programmes were developed early in 2000 and field tested during the Malawi CP evaluation carried out in March/April 2000.

These generic terms of reference represented an essential component of the thematic evaluation. They had the effect of ensuring that each of the subsequent Country Programme evaluations would address the same core set of issues using consistent methodologies and reporting with a common structure. As a result, the ensuing CP evaluations represent a series of in-country case studies which serve not only as evaluations in their own right but as essential components of the thematic evaluation.

By the end of the year 2001, there were fifteen finalized CP evaluations available for review (both full and summary reports) in a systematic thematic evaluation of the CP approach. In addition, the thematic evaluation was able to access four summary evaluation reports for evaluations carried out in 2002. The nineteen CP evaluations contributing to the thematic evaluation included examples of each of WFP's seven regional groupings, except for Eastern Europe, which currently has no development projects or programmes (only relief and rehabilitation activities).

In carrying out the nineteen CP evaluations, the different evaluation teams conducted document reviews, key informant interviews and site visits relating to a wide range of WFP support to development programs and projects. While not focusing directly on assessing the effectiveness or impact of individual projects, the multi-disciplinary teams did examine their integration into country programs and their relevance to shared WFP/host country priorities, goals and strategies. In all, the CPs evaluated covered 65 active WFP supported development projects or activities with total combined WFP budgets in excess of \$825 million and total commodity commitments of over 1.6 million metric tonnes¹.

The CPs evaluated supported development programs across all areas of WFP activity, including school feeding, infrastructure support, environmental protection, primary health care, rural development, vulnerable group feeding, food for assets, and projects directly aimed at female beneficiaries.

The CP evaluations were developed, carried out and reported on according to the common methodologies, approaches and reporting structures designed for the thematic evaluation. Those contributing to this review

¹ A key issue raised by WFP staff in response to an early draft of the evaluation findings concerns the decline in resources for development, especially in terms of the declining ratio of actual distributions compared to CP commitments.



covered over half of all current WFP CPs including many of the major ones, i.e. nineteen out of thirty-four approved CPs.

3. SCOPE AND METHODOLOGY

3.1 The Generic Terms of Reference

In March 2000 the Office of Evaluation prepared generic terms of reference to be used to guide all ensuing evaluations of Country Programmes (with suitable adaptations for the context of each programme and study). The generic terms of reference are an essential component of the methodology for the thematic evaluation of the Country Programme approach. They represent the primary means of ensuring that:

- Each subsequent Country Programme evaluation would pursue a common set of evaluation objectives;
- Each subsequent Country Programme evaluation would examine a common set of evaluation issues and sub-issues;
- The makeup of evaluation teams would be similar in size and expertise;
- The methodologies and standards used in the evaluating the Country Programmes would be of a high standard and would be consistent across the evaluations; and,
- The Full and Summary Evaluation Reports would use a common reporting structure and table of contents to the maximum extent possible so that synthesis of the results would be facilitated.

3.2 Scope of the Thematic Evaluation

Selecting the countries for evaluation

In implementing the Country Programme approach, WFP committed itself to an evaluation of each CP in its portfolio. The CP evaluation takes place at an appropriate time in the programme cycle coming, as it does, before the development of the next Country Strategy Outlines (CSO). The CSO is then used as a key base for the development of the subsequent Country Program. In planning the thematic evaluation, the evaluation team (combining OEDE staff and an external evaluation consultant) reviewed the evaluations planned for 2000 and 2001 in order to follow the programme cycle and concluded that this would provide a strong selection of CPs for coverage in the thematic evaluation. In the end, this sample has included 19 Country Programs.

Full Country Programme evaluation reports were available for the thematic evaluation from the following fifteen CPs:

- Bolivia;
- Egypt;
- Ethiopia;
- Ghana;
- Guatemala;
- Haiti;
- India;
- Malawi;
- Mali;
- Mauritania;
- Mozambique;
- Pakistan;
- Senegal;
- Yemen; and,
- Zambia.



Summary Evaluation reports were available for four CP evaluations in:

- Kenya;
- Lesotho;
- Madagascar; and,
- Niger.

Section 4.1 below provides a more thorough analysis of the sample of 19 Country Programme Evaluations carried out for the thematic evaluation.

Issues Covered

In January 2000, during the development of the generic terms of reference the evaluation team reviewed the core documents pertaining to the CP Approach and carried out a week of in-person interviews at WFP headquarters in order to develop a core set of evaluation issues. These exploratory interviews involved WFP staff in the following areas:

- Evaluation staff in OEDE;
- Staff in the Office of Budget;
- The Secretariat to the Executive Board;
- Bureaux Liaison Officers in Operations Department;
- Staff assigned to the Enabling Development Task Force;
- Staff responsible for support to Vulnerability Assessment Mapping (VAM);
- Staff of the Strategy and Policy Division, and
- Staff of the Transport Division.

Drawing on the combination of document review and interview results the evaluation team identified a set of evaluation issues and sub-issues to be addressed in subsequent CP evaluations. After modifications to respond to improvements suggested during the Malawi Country Programme evaluation (carried out in April 2000 as a field test of the generic TORs), the issues set was finalized.

As a result, each of the CP evaluations contributing to the thematic evaluation have been designed to address seven major issues and 27 sub-issues (see Annex 3: Summary Findings of Individual CP Evaluations for a full listing of issues and sub-issues). The core issues addressed by each evaluation are:

1. Has the process of developing a Country Strategy Outline (CSO) and a formal Country Programme resulted in a recognizable CP as described and expected in the guidelines and policies of the World Food Programme?
2. To what extent did WFP's systems and procedures for programme and project identification, design, budgeting, implementation and review enhance or impede the Country Programme approach?
3. To what extent has the design, development and implementation of the Country Programme resulted in a more effective WFP contribution to development?
4. To what extent does the use of food aid in the current projects of the Country Programme reflect the lessons learned which were detailed in the WFP document "Food Aid and Development"?
5. Do the projects in the Country Programme adequately address gender equality issues, especially as they related to WFP's commitments to women?



6. To what extent does the use of food aid in the projects of the Country Programme conform to WFP's Enabling Development policy? and
7. What measures can be taken in the development of the upcoming Country Strategy Outline and the subsequent Country Programme to improve the effectiveness of WFP's contribution to development during the next programme cycle?

While issues 4 and 6 relating to the publication Food Aid and Development and to WFP's Enabling Development Policy cover very similar ground, they were retained in the evaluations largely because the detailed sub-issues listed under each were somewhat different.

With regard to issue number one, the extent to which a given Country Programme actually meets the basic requirements of the CP approach and results in a recognizable Country Programme, the evaluation teams used a number of criteria which can be summarized as:

1. the extent to which projects ongoing before the establishment of the CP were altered or refined to fit into the CP approach;
2. the extent to which the Country Strategy Outline (CSO) and CP process in each country included an analysis of national and sub-national food insecurity and vulnerability for targeting development assistance;
3. the extent to which the CSO and CP process resulted in an identifiable strategy for WFP development programme assistance in areas such as partner choice, geographic targeting, sector targeting, etc.;
4. the existence of specific developmental objectives at the CP level as opposed to the project level; and
5. evidence that the resulting Country Programme of WFP support exhibits the four desired major characteristics of integration, coherence, focus (concentration) and flexibility.

3.3 Methodology

Individual Country Programme Evaluations

Each CP Evaluation followed a three step process consisting of:

1. A desk review of the CSO, the Country Programme and related monitoring and evaluation documents relevant to the CP in question for summary prior to the field mission;
2. An in-country field mission of two to three weeks during which the teams:
 - conducted evaluation interviews with a wide range of key informants including Country Office staff, contractors working on projects, partner agency staff, government officials, staff of UN agencies active in processes such as UNDAF, staff of the World Bank and regional development banks, bilateral donors, civil society organizations, and, wherever possible, with participants and beneficiaries of WFP supported development projects;
 - Collected project evaluations, summary reports, background documents, situation reviews, UNDAFs, Common Country Assessment (CCA) reports, and any other materials relevant to the Country Programme but not already gathered during the desk review in WFP headquarters; and,
 - Undertook preliminary analysis and briefed stakeholders on preliminary findings;
3. A synthesis and report writing phase which took place after the team had returned from the programme Country.

The evaluation teams were limited in size to 3-4 persons with leadership provided by an external consultant but often with a WFP OEDE staff person included as part of the team. Individual Country Programme



evaluation reports were subject to peer review processes at WFP headquarters and made available in summary form to the Executive Board.

As already noted, the Full and Summary Evaluation Reports used a common reporting structure to facilitate the synthesis of findings and conclusions during the final stage of the Thematic Evaluation.

Synthesizing Results of Country Programme Evaluations

The process of synthesizing the results of the Country Programme evaluations began in September 2001 and continued to the preparation of this report. It included the following steps:

- Review of the first fifteen evaluation reports (some in draft form) in September-October of 2001;
- Presentation of Preliminary Evaluation Findings at WFP HQ in November 2001 and discussion of the implications of findings with a significant group of WFP managers including telephone interviews with regional programme advisors in the decentralized bureaus.
- A Draft Summary Report was prepared and circulated in March 2002 for comments; and,
- Four more Country Programs were added to the analysis and this report prepared in April/May 2002.

It is worth emphasizing that the Thematic Evaluation of the Country Programme approach must be seen as much more than a desk review. Because the 19 Country Programme evaluations summarized in the review were designed and implemented using a common framework and methodological approach, in essence this report is based on 19 separate field cases studies (encompassing some 40 –60 weeks of work in the field) supplemented by document reviews, key informant interviews and quantitative data reviews carried out at WFP headquarters on three separate occasions.

4. FINDINGS OF THE THEMATIC EVALUATION

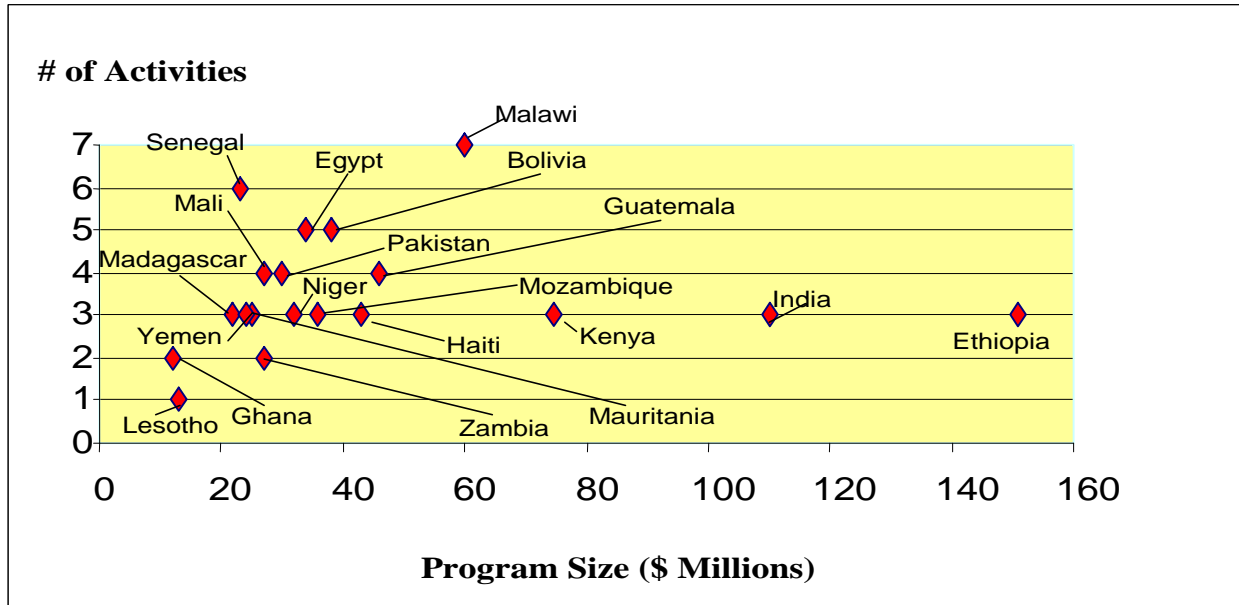
4.1 Sample Analysis

The sample consisted of 19 country programs from Asia, Africa, and Latin America. Between them the CPs that were evaluated amounted to approximately \$640 million in budgeted funds for development programming and contained over 65 development projects. Graph 1 below presents the 19 countries organized by program size and number of projects.

The programs in the sampled ranged in size, from Ethiopia (\$140 million) to Lesotho (\$6 million), and complexity from Lesotho with 1 project to Malawi with 7 projects. However, most programs are in the \$20-40 million range with 2-5 projects. They also differed in when the CP in question started and the overall duration. The earliest CP was reported as starting in 1994 in Pakistan. The start dates for the remainder were 2 in 1997, 13 in 1998, 3 in 1999, and 1 in 2000. The longest duration reported for a CP was Ethiopia (1998-2003) and the shortest Lesotho (2000-02) but most were of 3-4 year duration. The CPs were evaluated at the mid to end point of their first CP, with the exception being Pakistan, evaluated 2 years after the end of the first CP phase. A complete breakdown by program can be found in Annex 2 to this report.



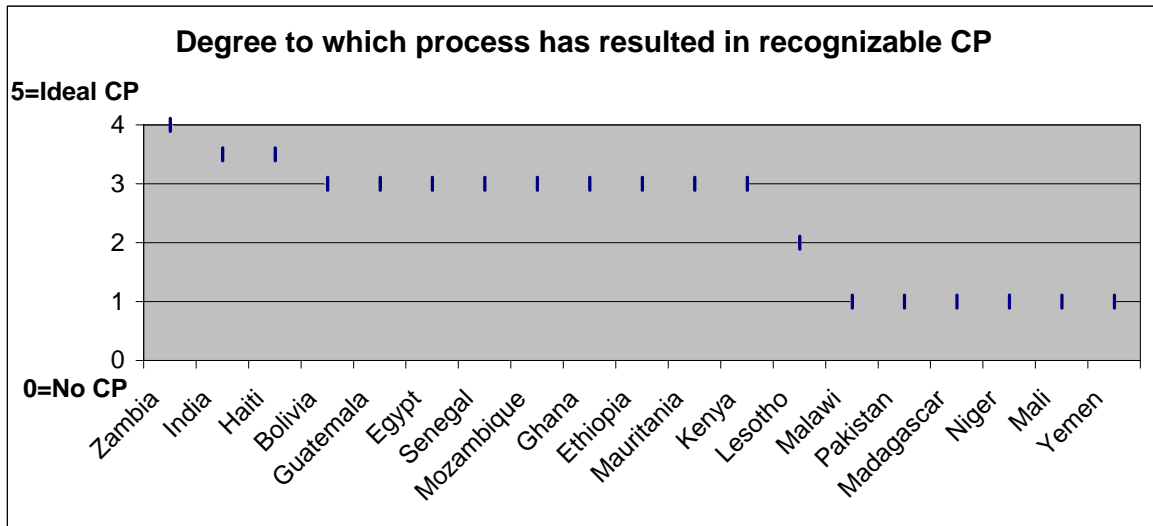
Graph 1 – Programme Size and Activities



4.2 CP Approach Implementation and Implications

Overview

Graph 2 – Countries Rated by Recognizable CP Approach



Out of the nineteen countries in which WFP development operations were evaluated, thirteen countries were reported to have a recognizable CP as described and expected in the guidelines and policies of the WFP. (See Graph 2 for a composite analysis). In many of the cases where the evaluations reported a better than average CP approach, existing projects and initiatives were modified, refined, focused, and then linked with one another. The strategies outlined in these thirteen CPs (and their associated CSOs) concentrated on targeting the most vulnerable communities and regions defined as the most food insecure. They also focused most



heavily on capacity development, especially human resource development. This shows that working with, and improving existing projects, rather than having to commence a whole new series of projects can represent a reasonable approach to the development of a CP.

Six of the countries evaluated were found to be lacking an identifiable strategy for propelling the Country Programme (Madagascar, Malawi, Mali, Niger, Yemen, and Pakistan), despite the existence of approved CSOs and CPs. While it was possible to infer a basic CP strategy by working backwards from the goals and targets specified for each development activity supported by WFP, there was a lack of an explicit reference to a strategy, objectives or goals at the CP level. In CPs where the evaluation teams concluded that a CP approach had not been implemented, the criterion most often not met was any noticeable change in the pre-existing development projects in each country (or an explanation of how continuing projects or activities without significant alterations fit with the strategic direction of the CP)

Extent to which ongoing projects were modified to fit the CP

Background

The first factor to be analyzed in determining if a recognizable CP had resulted from the CSO and CP development processes was the extent to which ongoing projects were modified to fit the CP. To address this issue the evaluators examined how many activities in the current CP were ongoing before the CP was established. They then looked at the question of whether those activities were modified to fit more readily into the CP approach and if they were modified, how were they modified.

Findings

Examining the CP Approach from countries at both ends of Graph 2, indicates that one of the important characteristics of programmes is the way modifications were, or were not made, to existing projects. The countries that the evaluators had rated the highest in having a recognizable CP approach, tended to rethink and reformulate their projects from the overall strategy and objectives of the CP. Those that were rated the lowest tended to continue with unmodified projects/activities with little or no reference to the overall strategy or to each other.

Among those countries that rated highly in having a recognizable CP (Haiti, for example) the CP took over projects that were already ongoing or supported by WFP, which were deemed appropriate because priorities had remained the same due to stagnation of the economy, of services and of living standards and the CP enabled the natural anchorage of projects around the two programming streams. In India the CP approach led to changes in the already established areas of WFP activity rather than identification of new activities for intervention, as existing projects provided ample opportunities for the pursuit of CP objectives.

In the countries that were not rated as well, projects/activities tended to continue on without any changes despite the development of the CP. In Pakistan the interventions were implemented almost entirely as discrete activities and there was little qualitative change from WFP's own perspective after introduction of a CP approach. In Malawi it appears that attempts at modification were made but were not successful. Three core activities were developed in the CP, one of which was essentially rolled-over from previous projects. However, the redesign of projects into CP activities did not improve their relevance to CP objectives.

Issues and Analysis

Given that most countries had projects that pre-dated the CP and that continued for the duration of the CP period under evaluation, the issue is not that some countries developed new activities that were in-line with the CP while others did not. Rather it is that some countries worked with the CP and modified their (existing) programme accordingly while others did not make substantial changes or were not successful in making substantial changes.



Recommendation:

- The factors that led to successful or unsuccessful project modification and re-orientation should be identified by WFP, to inform and improve the success of CP approaches in the future.

Inclusion of analysis of food insecurity and vulnerability for targeting development assistance

Background

The second factor to be analyzed with respect to a recognizable CP was the inclusion in the CSO and CP development processes of a national and sub-regional food insecurity and vulnerability analysis. In addition the CSOs and/or the CPs were examined for reference to material developed for the individual countries by the VAM unit of WFP.

Findings

There were a range of findings with respect to the inclusion of analysis and reference to VAM material. Fourteen out of the nineteen countries had a “hunger” analysis included but only five of these had used VAM as a targeting tool. In Bolivia national food insecurity and food deficits as well as poverty and malnutrition of rural and peri-urban populations are well mapped. In addition, the CO undertook VAM analysis and was able to target food deficit municipalities. In Zambia district level geographic targeting in food for assets (UFFA) and school feeding (SF) projects was explicitly based on VAM analysis and within data constraints, VAM analysis and targeting are generally satisfactory.

In nine countries hunger analysis was undertaken and included in the CP, but either the VAM material was not available, the process was not undertaken properly, or it did not provide micro-level targeting. In Haiti the CSO did a summary analysis of food insecurity at the macro level, showing that no region of Haiti has an acceptable level of food security. However the CP makes no reference to a VAM Unit or specific VAM analysis, but WFP supports CNSA research (CNSA = Coopération Nationale pour la Sécurité Alimentaire, formed at the Rome Summit in 1999 to coordinate food security actions in Haiti). A need remains for analysis at household level to better target and coordinate food aid.

In Mauritania the CP was prepared without benefit of VAM that was not used regularly at the time, but the CP selected initial geographic areas of intervention based on data from investigation of household living standards and poverty profile investigations. Unlike previous projects, the CP has deliberately selected food insecure and vulnerable regions. In India, reference was made to ongoing VAM analysis but it was not clear that this was available and in use during the planning of the current CP (1997-2002). In Ghana no VAM analysis was done so the programme relied on Ghana Living Standards Survey data (GLSS) that was considered outdated by the evaluation team.

In five countries there was no analysis carried out, including some countries that were fairly well rated as having a recognizable CP. In Guatemala, for example, there is no indication in the evaluation of a structured analysis of food insecurity being carried out during the preparation of the CSO and CP (although some information was gathered and profiled by a consultant). However, the evaluation notes that there is an expectation that newer projects will be informed by the work of the VAM unit and will be more focused and with more explicit criteria for inclusion of beneficiaries.

Issues and Analysis

The majority of CPs evaluated were developed using some level of analysis of food insecurity and vulnerability, which is a positive finding. In the minority of CPs where VAM was referenced it was found to be of benefit in targeting and in those countries where VAM was not available its introduction was seen as helpful approach. However a general comment was made that VAM does not appear to provide community or household level data which would permit more micro-targeting.



Recommendations:

- The evaluations note that there is a need to improve VAM capacity at the Country Office level and to extend VAM² methods to the community (and even household) level, to the extent realistic and feasible, so that the micro level targeting of development food aid can be improved. There will be cost implications that have to be taken into account in more sophisticated targeting, however.
- WFP should continue to expand the use of VAM and examine ways that it can be used to target at the community and household level.

Extent to which CSO and CP processes resulted in a WFP development assistance programme strategy

Background

The evaluations also conducted an analysis of whether the process of developing the CSO and CP resulted in an identified strategy for WFP developing programming. The evaluators examined a range of strategic areas including the consideration of key partners inside and outside government, geographic target areas, targeting considerations within geographic areas, and programme areas that were best dealt with by other agencies.

Findings

The majority of countries evaluated, 13 out of 19, did have an identified strategy for WFP programming and most of these contained the key areas listed above. In India a new integrated strategy was adopted to generate more synergy among sub-programs by moulding the CP into a programme for sustainable household food security and consolidating projects gradually into areas where simultaneous interventions can take place. Programme activities were to become less geographically dispersed and be increasingly targeted to food-insecure states and districts.

In some of the countries the strategy was in place but was missing some key elements or contained some inconsistencies with respect to other programming. In Zambia the respective functions and responsibilities of the various participating agencies needed to be clearly defined and agreed upon and the RFFA design was found to conflict with other development initiatives. In Senegal the targeting of beneficiaries and geographical targeting were not harmonized.

In 6 out of the 19 countries studied there were more serious issues at the strategy level. In Malawi it was found that there was no explicit strategy for WFP development programming. In Mali, in the absence of an explicit strategy the evaluation team was able to analyze the goals of specific interventions to arrive at a general, overall objective for the CP. In Pakistan there were no comprehensive documents spelling out the goals, implementation modalities and the WFP/Government obligations to individual activities.

Issues and Analysis

Most countries have an acceptable strategy that incorporates the essential elements. As all of the countries, with the exception of Pakistan are at the mid or end point of their initial CP phase, these strategies can be further refined, or in the case where an identifiable strategy was not found, an appropriate strategy can be developed.

Recommendation:

- For the six countries found to be without an identifiable strategy with all the essential elements, the investment of time and resources should be made to complete one for the next CP phase. Perhaps a session could be organized to share lessons learned and successful approaches to putting an appropriate strategy in place.

² While VAM methods are noted as a factor in improving targeting for more than two-thirds of the Country Programmes, there is a recognition in the CP evaluations that VAM capacities vary from country to country and that the quality of VAM products is improving over time.



Existence of objectives at CP level

Background

The fourth factor that the evaluations examined was the articulation of objectives at the CP, as opposed to the activity level. Specifically were the objectives at the CP level relevant, realistic, and attainable in light of the approved activities in the CP.

Findings

Out of the 19 countries 16 had specific objectives at the level of the CP, but with 5 of those there were issue with the objectives or the links to the activity level. Some of the issues were that the objectives were too general to be linked to specific initiatives (Lesotho and Mali) or that there were some incompatibilities between objectives of CP and objectives of activities (Madagascar). Three of the countries (Niger, Pakistan and Yemen) had problems with the objectives or there were no objectives.

In Niger the objectives were inherited from the former projects rather than planned at the CP level. In Pakistan the CP itself lacked any overall description of goals to help in designing the interventions and implementation of different elements of the programme was carried out independently.

Extent to which CP has characteristics of integration, coherence, focus and flexibility

Background

The key reference documents supporting the CP approach make it clear that the approach was expected to result in developmental programming using WFP support which exhibited improvements in the areas of integration, focus, coherence and flexibility. The CP evaluations assessed these factors using the following working definitions:

- Integration - Fit between WFP supported projects or activities and the plans, priorities and actions of local partners and other donor agencies;
- Focus - Concentration of different WFP supported activities in common geographic areas, communities or target groups;
- Coherence - Linkages between projects or synergies from different activities influencing the same outcomes, where appropriate; and,
- Flexibility - The capacity of WFP country offices to re-direct resources from one activity to another or to re-focus and re-orient an activity during a given CP cycle.

Overview

The extent to which the evaluated CPs exhibited the desired characteristics of integration, coherence, concentration, and flexibility follows the same pattern as the overall results for this section of analysis represented in Graph no. 2. In 12 out of the 19 countries the CPs exhibited most or all of the desired characteristics. An additional 4 countries had CPs that exhibited some of the desired characteristics, and 3 countries (Malawi, Mali and Senegal) had CPs that exhibited few or none of the characteristics. In general terms, integration and concentration have seen much more improvement than coherence, while flexibility, where just over half of the CPs exhibited this characteristic, seemed to depend on other factors than the CP approach.

Findings

Integration:

Out of the nineteen Country Programmes evaluated, 12 are classed as meeting the criteria for implementing a CP approach more closely integrated in a range of processes extending beyond WFP. They were more clearly consistent with national government priorities and targets in reducing vulnerability, food insecurity and hunger. They also tended to be more directly linked to processes for aid coordination both within the UN



system and beyond it to other donors. It is also clear that the pace of integration of WFP development programs into these processes is somewhat dependant on the success of efforts such as UNDAF. Five of the programs met some elements of the criteria and two programs (Mali and Senegal) had little or no integration.

Coherence:

Coherence, the extent of linkages and synergies was one of the weakest areas of the CP approach identified through the evaluation. In just under half of the nineteen countries the evaluation teams noted a strong tendency for WFP supported development activities to continue in isolation from each other without discernable linkages either across activities or from activities to a national strategy.

The evaluation teams tended to frame the issue of coherence in two different ways. The first concerned the extent to which WFP supported development activities were consistent in their orientation and objectives to the higher-level objectives and strategies expressed for the CP as a whole. As already noted, for most of the CPs meeting the criteria of the Country Programme approach this aspect of coherence was positively rated. For these CPs, the objectives expressed at the activity level were consistent with those at the Country Programme level and with the strategic direction chosen for the CP.

The second aspect of coherence dealt with by the evaluation teams concerned the extent to which the WFP supported development projects in each country showed signs of either having been chosen to be complementary to each other (for example by focusing on different target groups or communities with different needs but similar levels of food insecurity) or to have developed synergistic links from one activity to another. While improvements have been made in geographic targeting, most evaluations note that more needs to be done to develop linkages across activities or to make them more complementary.

Some WFP managers in the countries evaluated have questioned whether it is possible, or even desirable, to expect large WFP supported development projects or activities to be effectively linked together in a coherent set of objectives. They may be managed by different counterparts, have different key stakeholders and be widely separated in geography and even, at times, duration. On the other hand, the CP approach is intended to gradually reduce this type of isolation, so that linkages and synergies from one activity to another can be developed. Coherence and linkage across WFP supported development activities should represent a goal for further generations of CPs. This is particularly important in very small programme countries where focus, concentration and coherence in the activities supported may reduce the burden of design, management, implementation and monitoring faced by the Country Office.

Concentration:

The nineteen countries evaluated showed good progress in concentrating different WFP supported projects in common geographic areas, communities, and target groups (usually on the most vulnerable and food insecure). The combination of the CP approach and a greater emphasis on targeting has been cited by the evaluation teams as resulting in improvements in the focus of development activities on the most vulnerable and food insecure regions of the countries concerned.

In India the evaluators found that the CP has increasingly focused on the most disadvantaged districts, villages and beneficiaries and on two key implementing agencies. In Haiti the evaluators reported that the concentration of activities was deemed appropriate and supported by available studies confirming that the North is the area most affected by drought and food insecurity.

In a few countries, however, activities had not been concentrated or efforts at concentration were not successful. In Senegal the evaluators found that although efforts towards the concentration of activities had been made, they were unsuccessful, with the actual beneficiaries still being a small proportion of the potential beneficiaries. With these and other programs there is still considerable scope to improve the focus of many development activities at the sub-regional level so that the most vulnerable communities (and even households) are better targeted. For example, in Mali, the evaluators reported that there is scope for further



concentration of aid by regions with high food insecurity and on zones subject to catastrophe as well as on women.

It is reasonable to argue that improvements in the targeting of individual activities could have been achieved outside a Country Programme approach. However, this overlooks the fact that a significant portion of the CPs evaluated showed some evidence of a common approach to targeting emerging across more than one project or activity

Flexibility:

The question of flexibility in the application of the CP approach is inherently bound up in issues of the decentralization of authority to the CO level within WFP and the flexibility, or lack thereof, of budgeting rules and procedures (as well as with other constraints such as trained staff).

A key feature of the CP approach as described in reference documents was the intention that WFP support to development programming would be made more flexible as it moved from a project to country programme orientation.

The CP evaluations have generally not emphasized any significant increase in the flexibility of WFP support to development programming arising from the CP approach. However, this is an area where recent evaluations seem to differ in their findings from those carried out during 2000 and 2001. Of the four CP evaluations reporting in later 2001 and early 2002 (Kenya, Lesotho, Madagascar and Niger), three assessed flexibility as being strongly improved, especially as a result of decentralization of authority to the Country Office level.

In general terms the evaluation teams reported positively on the level of authority delegated to the CO level but also reported a lack of precise understanding of what functions had or had not been delegated. The first generation of CSOs and CPs were developed in the absence of detailed guidelines (although the basic policy documents were available).³ Similarly, the evaluations reported that some managers were unclear on their authority to move resources from one development activity to another.

Issues and Analysis:

One of the key relationships illustrated by the CP evaluations concerns the timing and linking of the CSO process and the development and approval of the CP. Evaluation teams noted that it was understandable and desirable that the CP development process should be reasonably flexible and that the CP should change to reflect changing conditions in the country, even if that means moving away from some aspects of the CSO.

On the other hand, when delays in programming mean that the CP represents a radical departure from objectives and priorities established in the CSO, this raises questions about the validity of the CSO process.

One may ask what can reasonably be expected in the way of altering development activities as the CP moves from one cycle to the next? In particular, many of the evaluations noted that WFP's partners, especially partner agencies in host governments, were comfortable with the WFP project approach and resisted changes in projects or activities (especially ending pre-existing projects) in order to respond to the CP approach. This may be linked to established interests in WFP continuing to support a certain sector.

One of the most significant recurrent problems in linking Country Programmes to a specific strategy occurs on those occasions where there is along delay between the CSO and the approval of the Country Programme.

Most importantly, when CP level strategies are explicit, the objectives specified for development support at the Country Programme level are linked to the stated objectives of the specific development activities being supported in each country.

³ In recent years, however, considerable work has gone into developing guidelines and manuals that support the CP approach and the Enabling Development policy.



4.3 Contribution to Development Effectiveness

Background

The evaluation also examined the extent to which the design, development and implementation of a CP has resulted in a more effective WFP contribution to development. The evaluation teams faced an important constraint in evaluating how well and in which ways the CP approach may have contributed to improving the effectiveness of WFP support. This constraint arose from the fact that the CP approach is but one in a range of initiatives inside and outside of WFP aimed at improving the effectiveness of food aid as a resource for development.

The UNDAF and Comprehensive Development Framework (CDF) processes, for example, are intended to improve the integration and coordination of development assistance at national level. WFP would presumably have taken part in these processes with or without the development of the CP approach⁴ (although it can be argued that the CP approach has reinforced WFP participation in UNDAF). Similarly, the Enabling Development document and policy and subsequent task force have tended to emphasize development practices in keeping with the CP approach.

Thus, it was not possible for the evaluators to consider the CP approach in isolation from ongoing efforts to improve development cooperation in general and WFP food aid in particular. Rather, they focused on how the CP approach could be seen to strengthen (or weaken) parallel efforts at improving development projects and how, in combination, all these projects were contributing (or not contributing) to improved development effectiveness.

To determine this degree of achievement in this dimension several factors were considered. These included:

- The level of involvement of the national government in the pre-CSO review of needs and their agreement with the stated priorities of the CP;
- The degree to which the process of developing the CP enhanced WFP's involvement in ongoing CCAs and UNDAFs;
- The level of enhancement of WFP's ability to contribute to UN coordination through the CSN, CCA, UNDAF or other processes by shifting to a CP approach;
- The effect of the process of developing the CP on the ability of the national government to make and meet programme commitments regarding counterpart contributions including both finances and staff time;
- The level of inclusion of contingency planning measures in the CP at either the country programme or activity level and projects aimed at ensuring that disaster preparedness or disaster mitigation actions are taken in development projects so that the transition to emergency operations may be more effective and timely when necessary;
- The degree to which the CP describes PRROS and EMOPS and notes any possible actual or potential interaction between development projects and relief; and,
- The extent to which the CP mechanism permits necessary and appropriate shifts of resources among projects in a timely and efficient way.

Findings

It should be noted that several of the CPs evaluated were early in their implementation phase and could not be expected to provide much evidence of an increase in the overall effectiveness of WFP support to development projects.

⁴ This is especially the case since Protracted Relief and Rehabilitation Operations (PRROs) are not included in the core Country Programme document.



Despite this and the limitations discussed above, thirteen of the countries demonstrated some increase in development effectiveness, based on a review of the factors mentioned above. With respect to CCA and UNDAF, in Mozambique the evaluators reported that the CP process greatly enhanced WFP involvement in the CCA and UNDAF and that WFP is now a strong and valued contributor to CCA and UNDAF processes.

In terms of government involvement and commitments, in Mauritania, it was reported that the CP has led to an improved government attitude to WFP food aid programming and that the government is now more involved in the preparation of individual activities and counterparts are more involved and receptive than in the past.

For two of these countries, the increase in development effectiveness may have been largely due to overall improvements in donor coordination, which would have taken place anyway under the UNDAF process.

For the other six countries, the evaluation teams reported that because of the absence of a CP approach, or the fact that not enough time had elapsed, they were not able to reach a conclusion on whether the CP was contributing to improvements in the effectiveness of WFP support to development projects. In Haiti the evaluators reported that it was too soon to draw definite conclusions on improvements to WFP development effectiveness as the programme was slow to start due to country instability and staff turnover at beginning.

Government participation was also problematic in this group. In Yemen, for example, the evaluators found that government priorities and policies were taken account of in review of experience and in problem analysis but that there was no indication of direct government participation.

Overall, the evaluations report that the CP approach contributed to the effectiveness of WFP support to development projects in the following ways:

- improved targeting of WFP development assistance at the sub-national level;
- provision of a more credible development programming process for WFP which allows and encourages more engagement from host governments;
- strengthened WFP capacity and credibility for participation in the CCA and UNDAF processes;
- clearer linkages from each WFP supported development activity to objectives at a national level;
- a programming framework which is supportive of the development planning policies and practices described in the Enabling Development policy; and,
- a framework of strategies, goals and objectives which has the potential to serve as a basis for assessing the results of WFP support to development at a national level.

Issues and Analysis

In general terms, where it has been in place for sufficient time, the CP approach has been evaluated as contributing to improved development effectiveness, while being enhanced by UNDAF and similar initiatives. The evaluations also point to convergence of some different processes aimed at improving the targeting of United Nations system and WFP support to development programming: the Country Programme approach and Vulnerability Assessment Mapping (VAM) methods at WFP and the Common Country Assessment (CCA) elements of the UNDAF process. The CP evaluations were careful to point out that it is difficult to disaggregate these three phenomena and isolate the impact of the CP approach on the effectiveness of efforts to better target developmental food aid to the most food insecure and most vulnerable.

4.4 CP Approach and Enabling Development Policy

3.3.2 Background

The third dimension of the CP approach to be evaluated was the degree of conformity with the Enabling Development initiative at WFP (Food Aid and Development –FAAD- policy). The evaluation teams in each country were charged with reviewing the CPs and their constituent development projects in order to assess how well or poorly they reflected the “Enabling Development” policy and recommended practices. While



many CPs pre-date the Enabling Development policy, which was formally introduced in May 1999, the research and discussions which led up to the policy were reasonably well known at WFP well before then.

Evaluation teams arrived at a judgment in this area based mainly on whether or not the groups targeted and the sectors of activity chosen for each development activity in the CP coincided with the five focus areas outlined in the Enabling Development document⁵.

Findings

The overwhelming majority of CPs (17 out of 19) can be classed as fully (15) or partially (2) compatible with the Enabling Development policy and most of its associated practices. It is important to note, however, that this finding was expressed at the level of an overall or general fit, in that the sectors of programme concentration coincided with several of the goals of the Enabling Development policy. In Ethiopia the evaluators reported that the CP addresses all five themes of the Enabling Development policy and all activities emphasize local participation by beneficiaries, careful targeting, particular focus on women's requirements and participation, collaboration with central and local government policies and initiatives and with other donor and implementing partners.

Most of the evaluation reports noted some areas where one or more development activity needed design improvement to be more fully consistent with the policy. In Mali the evaluators reported that the objectives of the programme and, in particular, of the basic activities are consistent with the direction of the Enabling Development policy; however, there remained a great deal to be done to guarantee real compatibility with the policy at the level of the interventions. In Haiti the evaluators stated that CP projects all clearly conformed to policy but there was insufficient monitoring of activities. In Yemen they found that interventions address two of the five priorities (health and human resources) and two of the planned activities will also address priorities relating to girls educational development and to assets for poor rural families. They also stated that relatively weak targeting, partnership and participation all question compliance with Enabling Development.

Issues and analysis

One of the major issues brought forward in the evaluations was that there were problems with monitoring and indicators. Only 4 of the 19 countries reported making progress on monitoring and indicators while the majority reported this as an area of concern that required future strengthening. In Haiti the evaluators reported that monitoring is the weakest aspect of the CP and that adequate performance indicators and targets are not defined or measured.

The general lack of baselines against which progress could be measured was also a common concern. In addition many of the countries reported that VAM and other techniques needed to be used to improve existing monitoring systems. The evaluations noted a need to improve the targeting of hungry poor families through the extension of analytical methods to a more micro level within each country. Those evaluations dealing with WFP food-for-asset-creation projects noted a need to improve the link between participants and the benefits of the assets created - an important element of the Enabling Development policy.

Recommendation:

- WFP should continue to strengthen monitoring capacity and systems at CO level, with specific focus on indicators and baselines.

⁵ *Enabling Development*, World Food Programme. WFP/EB/A/99/4-A. Rome, May 1999.



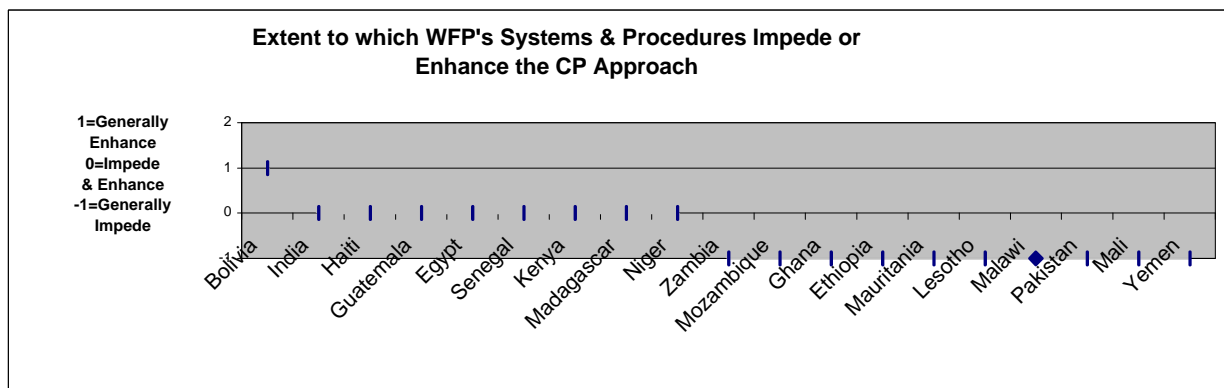
4.5 Factors Enhancing or Impeding Implementation

Background

A key dimension to be examined by the evaluation was the extent to which WFP’s systems and procedures for programme and activity identification, design, budgeting, implementation and review, enhanced or impeded the CP approach. To determine the degree of achievement in this dimension several factors were considered. These included:

- The extent to which the delegation of authority to the regional and country office level enhanced the flexibility of the Country Director in developing and negotiating a CP and in making shifts in resources when appropriate and whether the Country Director had been pro-active in using those authorities which had been devolved;
- If appropriate policy statements, guidelines, and headquarters staff support had been made available to country offices during the development of CSOs and CPs;
- The degree to which (in the experience of the WFP office) procedures and rules for establishing programme and activity budgets were appropriate to a CP approach and if they allowed for the required flexibility in resource planning and allocation; and,
- The appropriateness of the staffing mix in the country office given the requirements of the CP approach and if short-term technical support was available where needed and appropriate.

Findings



With the exception of Bolivia it was found that WFP systems and procedures either both enhanced and impeded the CP Approach or generally impeded it. To better understand these results each of the factors considered will be examined.

The delegation of authority and resulting enhanced flexibility was found to have mixed results across the 19 countries. In Bolivia the experience was positive and the evaluators noted that decentralization and delegation of authority to CO level had contributed to flexibility and been seen as a positive development in Bolivia. However, in Zambia the CD’s delegated authority was limited by the financial procedure under which all payment authorizations were raised in Rome. The evaluators found that this directly affected programme flexibility by rendering even more difficult, complicated and protracted the procedures for food borrowings that are an important field programme management activity in order to respond rapidly to urgent and unplanned food needs.

Most of the evaluations reported that policy, guidelines, and support had not been an enabling factor in the CP approach. Many stated that the first generation CP had been developed before supporting systems, policies and guidelines were put in place, although they reported that they were useful once received. In Senegal they found that the overall lack of clarity of directives for CP implementation had slowed down



preparation of programme documents such as the Agreement, approval of activities, and operational plans. In Yemen the evaluation report indicated that the lack of clear guidelines, at the time of CP drafting, on making the CP approach operational may be one reason the CP approach in Yemen was found to be so rudimentary.

Most of the evaluations also reported that budgeting procedures and rules had not been an enabling factor in the CP approach. In Zambia the evaluators reported that the scope for flexible allocation of resources was constrained by budget and accounting procedures that were still based on individual projects and not on the CP itself.

Another common constraint that was reported by a number of programs, was the method used for calculation and allocation of direct support costs (DSC), which had created shortfalls in human and material resources required for programme effectiveness and efficiency. In Mozambique the evaluators found that the method of calculating and allocating DSC for development modeled on emergency calculations was a serious disincentive to staff. This was attributed to the fact that adequate budgetary resources were not allocated to preparation and administration of the development portfolio because of method of calculating the DSC.

The final factor to be examined was the appropriateness of the staff profile at Country Office level, and the availability of short-term technical support. As with delegation and flexibility, the evaluations differed across the 19 countries in the area of staffing and technical support. Some countries were found to have sufficient appropriately qualified staff. In Bolivia, for example, the WFP country office was judged by the evaluation team to have sufficient knowledgeable staff to carry out the administrative and technical tasks necessary to implement the CP, although there was a need identified for training in new methods and procedures in light of the pace of change at WFP. In India the evaluators found that although staff numbers remained static and had not been affected by the creation of the CP, they seemed to have the right combination and profile of skills required to design, manage, and implement the CP. However, echoing a common problem across many of the countries, they found that the staff numbers were deficient to undertake effective monitoring. This problem was being addressed through the recruitment of monitors on a short-term contract basis. In other countries the evaluators found that there was a clear need for more staff and more competency in core functions of logistics, monitoring and evaluation, gender equality analysis and VAM.

Issues and Analysis

In general the evaluations noted the following factors as contributing to, or impeding efforts to fully implement the Country Programme approach at WFP:

Factors Enhancing:

- The ongoing integration of the WFP into UN reform and donor coordination initiatives, especially the Common Country Assessment (CCA) and UNDAF processes. This is true, in particular, of the CCA process, since it provides the opportunity for WFP to play an important role in mapping food insecurity and vulnerability, which also serves as a key input to development of the CSO and CP. It should also be noted, however, that WFP is not always assigned this role in the CCA and UNDAF processes.
- Ongoing efforts within WFP to promote the full implementation of the practices and policies of Enabling Development since, like the CP approach, they place a priority on careful and integrated design of development projects using food aid;
- VAM methods and capacities within WFP are seen as potential contributing elements to a CP approach since they can help in defining the target population for WFP assistance to development activities if those activities are to use food aid in an effective way. The application of VAM methods has been reported as variable in quality in the past but this appears to be improving over time ;
- The decentralization of authority to the Country Office level and creation of the regional bureaux; and,
- The continuing stream of policy statements and initiatives relating to the use of food aid in development. In particular, the fact that the Programme Design Manual (PDM) is now available electronically (and should include the new monitoring and evaluation guidelines by the end of 2002).



Factors Impeding:

- Inadequate levels of budgetary support available for the non-food costs of developing and implementing Country Programmes;
- The lack of understanding by some staff at Country Office level of how much budgetary flexibility is appropriate and allowable, especially with regard to re-allocating resources from one development activity to another;
- Limited understanding among key stakeholders (especially host government counterparts) of the implications of the CP approach. This lack of understanding inhibits WFP ability to develop and promote an appropriate level of commitment to shared objectives;
- The need for WFP staff (especially in smaller Country Offices) with core competencies and experience relevant to development programming. In particular, this includes competency in development project design, results definition, monitoring and evaluation, gender analysis and VAM;
- The absence of clear objectives and results expectations in WFP supported development projects or activities carried over from former program/project cycles;
- The absence, in some countries, of baseline data and of adequate systems for monitoring the results of WFP supported development projects.

Recommendations:

- Among the many issues regarding WFP systems and procedures the question of how programme support costs are assessed and allocated should be addressed, as it appears to be a major constraint to programming flexibility, noted in twelve of the nineteen evaluations.
- WFP faces a major challenge in securing and allocating adequate budgetary funds in support of complex processes of planning and implementing development programs. Unfortunately, these processes are not related directly to the quantity of food aid shipped, which is used as a basis for calculating direct support costs (DSC).
- The problem is much broader than the formula used to allocate costs, however, since it relates to the larger question of securing and allocating adequate funds for investing in appropriate levels of programme design, implementation and monitoring⁶.

4.6 CP Evaluations and WFP's Commitments to Women

Background

The evaluations included an assessment of whether or not the CP's reviewed represented a serious effort to meet WFP's Commitments to Women (CW) and to achieve the percentage targets established for women's participation and benefits. This included an examination of whether the projects in the CP adequately addressed gender issues, what the CP approach and CW (mainstreaming) were, and what changes were required to meet the Commitments to Women.

Findings

In this area the evaluations reported positive results with 14 of the 19 evaluations concluding that the Country Programme had made a serious effort to meet the Commitments to Women, while three concluded that this had been partially achieved. Only one CP evaluation seriously questioned whether the CP included a sufficient effort to meet the CW. In India the evaluators reported that the gender focus was one of the most positive

⁶ The CP evaluations noted an important problem in the area of personnel and financial resources available at the CO level to support and sustain the process of planning, implementing and monitoring the relatively complex processes which are consistent with a Country Programme approach but they did not provide a detailed breakdown of the roots of this problem. For example, in those countries with significant relief operations, WFP staff numbers and operational resources may be quite high and there can be some cross-subsidization from those operations to the development portfolio.



features of the India CP and that gender equality was integrated into the country programme, into the design of activities, and into programme planning, monitoring, evaluation, and reporting. In Malawi the evaluators reported that the performance of CP in adhering to Commitments to Women was commendable as the Gender Action Plan (GAP) was reviewed biannually, a focal point was appointed to the GAP, and gender projects were well integrated with national gender policy.

Issues and Analysis

More than half of the evaluation reports noted that the women-centred approach of the CW, with their emphasis on percentage participation targets presented important analytical limitations. In Haiti the evaluators found that the strategic orientation of each activity reflects the programme's focus on women, children and households headed by women relatively well, but there was no real strategy to specifically take women's interests into account.

The evaluations also point out that data on women's participation rates as workers or beneficiaries fails to capture important information on how women's and men's roles as managers, decision makers, workers, and beneficiaries may be changing as a result of WFP-supported programmes. In Senegal, for example, the evaluators reported that, although women are 40% of beneficiaries for City Rehabilitation projects and 100% of Community Nutrition beneficiaries, data was inconclusive on how the other projects met their targets or addressed gender issues.

The evaluation reports also note that activity reports do not provide sufficient detail on how women participate. They do not, for example, report on how the assets created benefit women or to what extent functions assigned to women may add to their "double burden" of productive and reproductive roles. In Zambia the evaluators reported that while considerable efforts were made to address gender issues in the design of the CP, in some cases decisions had had opposite effects to those intended, in particular in Food-for-Assets projects where participating women have onerous double workloads (project and home responsibilities). They concluded that there is a need for more detailed gender analysis to establish more accurately how projects may benefit or disadvantage women.

Recommendation:

- Based on the WFP's Women in Development versus Gender and Development approach, it is recommended that WFP adopt a gender equality model based on the gender roles of men and women and their gender-related differences in needs.

5. CONCLUSIONS

Based on the analysis and findings presented above, the following major conclusions are presented from the Thematic Evaluation of the Country Programme approach:

5.1 Achieving a Country Programme Approach

1. Despite the fact that the evaluated CPs were first generation, three quarters of them had achieved substantive implementation of the CP approach. With a few exceptions, CPs not meeting the criteria for implementing the CP approach are expected to do so in future programme cycles.
2. There has been a tendency for WFP-supported development projects and activities to continue with little change from one programme cycle to the next and to be implemented in isolation. More time and effort are needed to improve internal CP coherence.



3. Essential features of effective implementation of the CP approach include a demonstrable link from the CSO to the CP and the presence in the CP of objectives expressed at the programme and activity levels. Where such objectives are lacking, full implementation of the CP approach is difficult to achieve.
4. The CP approach has coincided with improvements in the assessment of the need for WFP food aid in support of development programming and in improved targeting. Systematic hunger analysis was a feature of those CPs which were evaluated as meeting the demands of a Country Programme approach. The use of VAM as a targeting tool was increasing and improving in most countries, but not yet being used to its full potential.
5. The CP approach has increased the coherence of WFP planning with national development priorities and facilitated integration with coordination efforts by other donors, as well as with the United Nations system under the CCA/UNDAF. The nineteen CPs evaluated illustrate that those CPs classed as meeting the basic criteria for implementing a CP approach are more closely integrated in a range of processes extending beyond WFP. They were more clearly consistent with national government priorities and targets in reducing vulnerability, food insecurity and hunger.
6. The CP Approach has also served to improve the focus of WFP supported development activities in programme countries, particularly in a geographic sense.
7. In each of the 13 countries with a strong CP, there are coherent linkages from individual activities to the strategies, goals and objectives of the CP. It has been more difficult to establish appropriate linkages across different activities in a single country, however.
8. Flexibility, particularly in the movement of resources between activities, has been improved mainly as a result of decentralization of authority to the CO, but more needs to be done to improve Country Office understanding of the flexibility available.

5.2 Contributing to Development Effectiveness

9. The CP approach has been supported by new WFP programming processes and policies, including the Enabling Development policy and the research which led up to it, as well as improvements in organizational decentralization and the analysis of vulnerability.
10. The improvements in development effectiveness attributed by evaluation teams to the CP Approach include improved targeting, improvements in the credibility of WFP's programming approach among partners, clearer links from activities to national objectives and the provision of a logical basis for assessing the results of WFP support to development at the national level.

5.3 Factors Contributing to or Impeding Implementation of the CP Approach

11. Factors assessed as contributing to successful implementation of the CP approach include:
 - participation by WFP in efforts at UN and wider donor coordination at country level;
 - continued efforts through policies such as Enabling Development to improve the quality of development programming;
 - improvements in methods for analysis of food vulnerability and identification of target groups such as VAM;
 - decentralization of enhanced authority to the CO level.
12. Factors impeding the full implementation of the CP approach include:
 - Inadequate levels of budgetary support available for the non-food costs of developing and implementing the Country Programmes;



- Lack of understanding by some staff at the CO level of the how much budgetary flexibility is available;
 - Limited understanding among key stakeholders (including partner Government agencies) at field level of the implications of the WFP Country Programme approach;
 - The lack of WFP staff, especially in smaller Country Offices, with strong core competencies relevant to development planning and activity implementation, as opposed to emergency programming;
 - In some cases, the absence or inadequacy of baseline data and of adequate systems for monitoring and evaluating the results of WFP supported development activities and programmes.
13. The most important constraints to the full implementation of the CP approach at WFP concern availability of resources. In particular, the low level of financial resources available for programme design, support and monitoring costs and the problem of limited availability of staff with core competencies in development programming both serve to constrain more effective implementation of the CP approach, particularly in those countries with relatively small annual tonnage through-puts.

6. SUMMARY RECOMMENDATIONS

In light of the findings and conclusions reported above, the thematic evaluation of WFP's Country Programme approach presents the following recommendations:

1. That while, in general, WFP should continue application of the Country Programme approach for the planning of its support to development, it should retain a project approach in small programme countries which are relatively weak in assembling the human and financial resources necessary to implement a full CSO and Country Programme approach. (This may be the case, especially, in countries capable of supporting only one core project, due to global development resource constraints and other factors). This would further allow for the concentration of WFP's development planning resources in those larger programme countries which lend themselves to a more intensive programme approach.⁷
2. WFP should consider to what extent protracted relief and recovery activities and provision for emergency response can be better covered in future CP documents, so as to make such documents more inclusive of total WFP operations in a given country, particularly where relief and rehabilitation activities represent a major part of WFP's overall operations.
3. The generic TORs for future CP evaluations should be revised to better address activity outputs/outcomes and impact and the relationship between the CP and relief/rehabilitation and emergency activities in the same country, as well as links to the CCA/UNDAF and Poverty Reduction Strategy Paper (PRSP) processes.
4. WFP should re-examine the method used to calculate and assign direct support cost funding (DSC) to CPs; complex processes of designing, implementing, monitoring and evaluating development programmes and activities are not directly related to the volume of food commodities absorbed by the activities.
5. WFP should assess the criteria used for recruiting and assigning country office staff, with a view to determining how core skills in development programme planning and implementation are used as criteria in staffing. In a programme with over 80 percent of global resources directed to relief

⁷ It should be noted, however, that the evaluations did not show a direct correlation between the size of the CP in dollar terms and the quality of design and implementation of the CP and its constituent interventions. Only in the case of Lesotho did the evaluation report make a direct link between the small size of the program and weaknesses in the CP.



operations, a critical question may be how to ensure that sufficient numbers of staff with development expertise are available to support development programming.

6. WFP should allocate resources for continued and enhanced training of country office staff in core skills relating to development, such as development project design, monitoring and evaluation, and gender analysis.
7. WFP should continue to encourage WFP country office participation in national development strategy dialogue, PRSPs and CCA/UNDAF processes, as a means of further strengthening the CP approach.
8. WFP should strengthen the monitoring and evaluation capacity of regional bureaux and country offices, so that they are able, if appropriate, to participate in evaluations of second generation CPs and projects and ensure that CPs have appropriate monitoring indicators to measure integration, focus, internal and external coherence, and flexibility.
9. To the extent that human and financial resources allow, consideration should be given to extending targeting to a lower level, possibly even to the household level.
10. While geographic concentration of activities of activities has been improved, greater attention should be given in future CPs to enhancing linkages among activities.



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- Un Rapport du Bureau de l’Évaluation. Rapport Complet de l’Évaluation du Programme de Pays en HAITI (1998-2002). Programme Alimentaire Mondial. Rome, Septembre 2001.

Other:

- Terms of Reference for a Thematic Evaluation of WFP’s Country Programming Approach.
- WFP Policy Commitments to Women: 1996-2001. World Food Programme.

Annex 2 - Profile of CPs evaluated

Country	Bolivia	Egypt	Ethiopia	Ghana	Guatemala	Haiti	India	Kenya	Lesotho	Madagascar
Year Evaluated	2001	2000	2001	2000	2000	2001	2000	2002	2002	2002
CP Period	97-01	98-01	98-03	98-02	98-02	98-02	97-02	98-03	00-02	99-03
CP Phase at time of Evaluation	End	Mid	Mid	Mid	Mid	Mid	Mid	End	End	End
# Years remaining in CP at time of Evaluation	0	1	2	2	2	1	2	1	0	1
Total Commitments (\$ Mil)	37	34	141	11	9.6	38	89	28.7*	5.9	20.5
# of Projects	5	5	3	2	4	3	3	3	1	3

Country	Malawi	Mali	Mauritania	Mozambique	Niger	Pakistan	Senegal	Yemen	Zambia
Year Evaluated	2000	2001	2001	2001	2002	2000	2000	2001	2000
CP Period	98-01	98-02	98-02	98-01	99-03	94-98	99-01	98-01	98-02
CP Phase at time of Evaluation	Mid	End	Mid	End	End	Post	Mid	End	Mid
# Years remaining in CP at time of Evaluation	1	1	1	0	1	-2	1	0	2
Total Commitments (\$ Mil)	14.7	12.9	14.3	33.5	32	63	6.9	22.5	24.3
# of Projects	3	4	3	3	3	7	6	3	2

Annex 3 - Summary Findings of Country Programme Evaluations

Part 1 – Ethiopia, Haiti, Egypt and Malawi

Issue and Sub-Issue	Ethiopia	Haiti	Egypt	Malawi
1. Has the process of developing a CSO and CP resulted in a recognizable CP as described and expected in the guidelines and policies of WFP?	<p>- The approved development strategy and the programme for that strategy are both contained in the 1998 CP document. The 1993 CSO was viewed as outdated and did not play a role in CP strategy development. A new CSO should be prepared later in 2001. Four core CP activities were established: FFW for Participatory Rural Land Rehabilitation; Improving Education Through School Feeding; Urban Food Assistance Facility; and support to government Employment Generation Scheme (EGS).</p>	<p>- The CP is compatible with WFP’s mandate. It followed CSO’s two main programming streams: 1) developing human resources through health and nutrition aid to mothers & pre-school children, and a canteen for children in school; 2) developing family agriculture & basic infrastructure and reducing food insecurity for the poorest, especially mothers in charge of households and small cultivators. Three main project components: education & basic nutrition; health & nutrition for women & children; family household food production & infrastructure.</p>	<p>- CP did follow the CSO which set two program priorities – support for settlement on reclaimed land and exploring food aid to address problems of poverty. While activities proceeded from earlier phases unchanged (see below) WFP operations were characterized as closely related to priorities of government, focused upon broadly homogeneous target groups and exhibiting increasing emphasis on beneficiary participation.</p>	<p>- The design and implementation of WFP assistance has largely continued to follow the lines of former individual project approaches.</p>
1.1 How were activities/projects ongoing before the establishment of the CP modified to fit more readily into the CP approach?	<p>- CP was developed in the context of the government’s Food Security Strategy, its subsequent Investment Programme for Food Security, a devolution of food security programming to the regions, a FFW approach tied to asset creation, and greater involvement of the food insecure poor in their own development decisions, beneficiary selection, and resource allocations. CP activities are mostly expansions from previous programmes or pilot projects.</p>	<p>- CP took over activities that were already ongoing or supported by WFP. Deemed appropriate because priorities have remained the same due to stagnation of the economy, of services and of living standards. The CP has enabled the natural anchorage of activities around the two programming streams, even if efforts remain to ensure better synergy between them.</p>	<p>- Three projects currently under implementation were identified, formulated, prepared and partially implemented before the CP was prepared. No projects under implementation at the start of the CP have been completed. For most of the CP all operating procedures, beneficiary selection, monitoring and evaluation criteria were established and reflected in signed operations contracts prior to the acceptance of the CP by either WFP or the Government of Egypt. However, in line with the CSO, the CP moved towards using more participatory models than in earlier projects.</p>	<p>- Three core activities were developed in the CP, one of which was essentially rolled-over from previous projects. Redesign of projects did not improve their relevance to CP objectives.</p>

<p>1.2 Did the process of developing the CSO and CP include an analysis of national and sub-regional (within the country) food insecurity and vulnerability – hunger analysis? Do the CSO and/or the CP make reference to VAM material developed for this country?</p>	<p>Ethiopia. The VAM Unit has worked closely with the EU Early Warning, the USAID FEWSNET operation, and Save the Children (UK) vulnerability analysis module in joint efforts to identify the regions most vulnerable to acute and/or chronic malnutrition. VAM methodology is presently being used by WFP/Ethiopia to develop an improved set of indicators for measuring changes in chronic (as opposed to acute) food insecurity and the relative influence of various combinations of causative factors. This in turn could enable better tracking of the impact of food aided activities on participating households, a significant next step in application of WFP's VAM technology in rural Ethiopia.</p>	<p>Haiti. CP makes no reference to a VAM Unit or specific VAM analysis but WFP supports CNSA (Coordination Nationale pour la Sécurité Alimentaire, formed at the Rome Summit in 1999 to coordinate food security actions in Haiti) research by providing the services of a specialist to assist on database, maps, etc. CSO did summary analysis of food insecurity at the macro level, showing that no region of Haiti has an acceptable level of food security. The need remains for analysis at household level to better target & coordinate food aid. Vulnerability analysis identified key factors such as natural disasters, public administration weakness and incapacity of emergency relief services.</p>	<p>Egypt. Projects are continued from previous WFP activities in Egypt. There was no mention of a specific hunger analysis having supported targeting decisions but the evaluation report quotes various surveys on poverty and data used by the CSO, as well as an analysis of food security being conducted by the Regional Office in Cairo. A WFP VAM Unit has recently been established in the Cairo Regional Office but no specific contributions had been reported at the time of the evaluation mission's visit.</p>	<p>Malawi. VAM is being used as a major geographical targeting tool for the CP and used in the design of projects. VAM analysis and targeting are generally satisfactory but there is a need for better coordination of VAM activities being carried in parallel by the CP VAM Unit and various donor agencies. Donors question accuracy of 1996 VAM baseline being used. New data is being collected and analysed but not yet available for design of new CSO and CP.</p>
<p>1.3 Did the process of developing the CSO and CP result in an identified strategy for WFP development programming? Did it include, for example, choices in strategic areas such as: key partners inside and outside government; geographic target areas; targeting considerations within geographic areas; programme areas best dealt with by other agencies?</p>	<p>- Thanks in large part to VAM data collection, food assistance provided under the CP is apparently well targeted on the poorest most food insecure Ethiopians in both rural and urban areas. Planning and implementation of CP activities with central government agencies, regional bureaux, farmer associations, and other donors is evident in all three projects.</p>	<p>- In 1996-97, UN agencies agreed to divide Haiti into three zones of intervention: WFP was assigned the North and parts of Port-au-Prince. These areas were identified as most in need of food aid intervention. Coordination of activities will soon be assigned to field agents by geographic area rather than by type of activity, which will enable better synergy and coordination with other partner agencies: OMS/OPS, FNUAP, ICC (health/nutrition); Acadie-Haiti, Education 2004, USAID, ACDI, EU (canteens); and government departments.</p>	<p>- Programming closely reflects government priorities. CP introduced increased emphasis on targeting beneficiaries and on community involvement through a more participatory approach, including participation in design, implementation and monitoring of projects. Ample scope is identified for more UN agency interventions in basic social services, but no real discussion of local partners' involvement to increase beneficiaries' participation. Activities are geographically located to assist movement of poor landless families from crowded areas to newly developed lands.</p>	<p>- There was no explicit strategy for WFP development programming in Malawi. The absence of a logistics strategy and plan, at the time of the evaluation mission's visit, limited the CP's capacity to respond to emergency situations.</p>

<p>1.4 Are the activities in the CP designed to be complementary or to be linked in terms of sector, geographic area, beneficiaries or any other common elements? If not, is there a strong rationale for not making these linkages?</p>	<p>Ethiopia. While the three activities appear to be distinct entities, aimed at quite different intermediate objectives, this is more a consequence of the breadth and severity of problems that must be confronted in famine-prone Ethiopia than lack of coherence or focus. All four contribute significantly to achieving essential higher-level goals and objectives within the broader context of other donor, NGO, and government resources and targets. There is a need, however, to improve synergy between two of the CP activities.</p>	<p>Haiti. See above. Activities are concentrated in the North and focus on female heads of household and children in the poorest areas. Activities are complementary and linked, although not fully integrated.</p>	<p>Egypt. WFP activities in Egypt meet criteria of integration and coherence. The programme's operations are not part of a cohesive programme, but activities show a clear relation to each other with a common goal and similar objectives. They focus upon broadly homogeneous target groups from different localities but facing similar resettlement constraints.</p>	<p>Malawi. There is evidence of a strategic focus on most food insecure, disaster prone areas and towards women as well as a certain degree of coherence and complementarity. However, there is no apparent move towards concentration by type of activity. The CP has not realised full potential for programme linkages.</p>
<p>1.5 Are there specific objectives expressed at the level of CP (as opposed to the activity level)? Are they relevant, realistic and attainable in light of the approved activities/projects in the CP? Further, can the achievement of objectives be measured at the programme level?</p>	<p>- Not addressed in the evaluation report.</p>	<p>- There are two main objectives: see 1.1. Activities are harmonised with the CP objectives. There were no monitoring mechanisms put in place at the time of the evaluation mission's visit, however.</p>	<p>- Six key monitoring indicators collect data at project level to measure achievements at the programme level. But there is no formal regular reporting requirement for the CP as a whole and, consequently, no routine collection of data for the CP as a whole and analysis across activities at the CP level.</p>	<p>- Two overall goals of the CP are clearly defined but the immediate objectives are not clear and their relevance is uncertain. Absence of performance indicators makes it difficult to assess whether they are realistic and attainable.</p>
<p>1.6 What evidence exists that the current CP exhibits the desired characteristics of integration, coherence, concentration and flexibility?</p>	<p>- The three activities in the present CP are well focused on objectives of high priority within the government's overall development strategy. Flexibility is central to both the Urban and the EGS activities. The apparent lack of coherence and focus is probably mainly due to the breadth and severity of problems in Ethiopia.</p>	<p>- Activities are complementary and linked but not yet truly integrated. Measures are being taken to assign responsibilities to field agents by area of intervention rather than type of activity. There is some evidence of coherence between activities (i.e. building of rural roads facilitating transport of food to schools).</p>	<p>- CP meets all criteria for a CP and is FAAD compatible. See 1.3 and 1.4 above.</p>	<p>- Projects are linked but not yet integrated because are still led by the logic of existing projects versus that of the CSO. No clear development strategy or coherent programme, rather a repackaging of existing projects (except for Food-for-work and School Feeding). Insufficient focus. Sufficient flexibility but not yet tested.</p>

1.6 (continued)	Ethiopia.	Haiti. Concentration of activities is deemed appropriate and supported by available studies confirming that the North is the area most affected by drought and food insecurity. Targeting of the poorest, especially women heads of household, could be further refined. CP showed great flexibility in responding to demands outside of its activities yet linked to its objectives.	Egypt.	Malawi.
2. To what extent did WFP's systems and procedures for programme and project identification, design, budgeting, implementation and review enhance or impede the CPA?	-Not addressed in evaluation report except at 2.3.	See below.	See below.	-There were needs for clear guidelines, manuals and training on programming development activities at the time of the mission's visit – though this has improved since.
2.1 To what extent has the delegation of authority to the regional and country office level enhanced flexibility of the Country Director in developing and negotiating a CP and in making shifts in resources when appropriate? Has the Country Director been pro-active in using those authorities which have been devolved?	- Not addressed in evaluation report.	- CD was very proactive and creative in using enhanced flexibility: provided food for emergency response, augmented substantially the number of beneficiaries of school canteen project, developed three bilateral operations with USAID, Canada and ICC, where CO ensured the logistics and food distribution in return for payment.	- No marked enhancement in flexibility. The CD has implemented the CP in relation to the transfer of resources from one approved activity to another as flexibly as the existing regulations allow. The transfer limit of 10% has not been relaxed with the advent of CP nor with the devolution of responsibilities and thus no additional flexibility was obtained. The limit to a percentage of resources which otherwise might logically be justified for transfer from activity to activity may not maximize the effective utilization of the available resources.	- Flexibility of CD was enhanced but process has been protracted and there are still grey areas and differing interpretations about procedures and the precise extent of the delegated authority, particularly in the area of budget and finance. -HQ staffing actions were done without consulting CO and appear inconsistent with purpose and principles of decentralisation.
2.2 Have appropriate policy statements, guidelines, and headquarters staff support been made available to country offices during the development of CSOs and CPs?	- Not addressed in evaluation report.	- Need better understanding of policies and guidelines regarding commitments to women. - Need more staff and training to meet monitoring requirements.	- Regional Office provided support and resources for planning, review and treasury. Evaluation report does not mention the need or use of policy statements or guidelines by the CO.	- First generation of CPs developed before supporting systems, policies and guidelines were in place.Guidelines in place now include:

2.2 (continued)	Ethiopia.	Haiti.	Egypt.	<p>- Malawi.</p> <ul style="list-style-type: none"> - resources and long term financing policy (1999) - enabling development (1999) - programme design manual (2000) - disaster mitigation policy (2000) <p>Conflicting informal e-mails from RO and HQ regarding procedures. Need for clearer guidelines and procedures, and more precise definition of responsibilities of HQ, RO and CO regarding programme development, monitoring, and evaluation.</p>
2.3 In the experience of the WFP office, are procedures and rules for establishing programme and project budgets appropriate to a CP approach? Do they allow for the required flexibility in resource planning and allocation?	The problem of inadequate non-food, cash resources presently impedes WFP's ability to achieve even more progress in the use of food aid to enable the hungry poor to participate in development. Lack of resources to purchase needed vehicles, finance storage costs, expanded training, M & E, etc. in all three activities. WFP policy changes in recent years relating to the precept of full cost-recovery have emphasized the need to mobilize non-food resources at the country level, which proved difficult in Ethiopia.	Requirement to account for food shipments by project limits the transfer of resources between projects (i.e. for emergency response). Delegation of authority at local level would be maximised if it had to account for food aid at the global program level rather than by project. Method of calculating and allocating budget based on food transferred is obstacle to WFP effectiveness: it is more suited to emergency response than development, which requires other financial, human, technical, etc. supports.	Advent of CP has to date had little impact on flexibility, use of resources, logistics and monitoring. RO provided additional planning and review resources to the CO.	Method of calculating and allocating direct support costs (DSC) for development modeled on emergency calculations is a serious disincentive to staff and to planning. Adequate budgetary resources not allocated to preparation and administration of the development portfolio because of method of calculating the DSC
2.4 Is the staffing mix in the country office appropriate given the requirements of the CP approach? Is short-term technical support available where is needed and appropriate?	Not addressed in evaluation report.	Sufficient staff for daily operations except for monitoring of activities for which additional staff and appropriate training is needed. Need to increase staffing of secondary CO in northern Haiti.	Staffing mix of the CO has not been affected by the creation of the CP. RO has taken on the role of Treasury for the CO, thereby saving costs and increasing effectiveness in this regard.	Staffing of RO (only 1 officer) is clearly insufficient to support the CO and a matter for urgent review. Malawi office has been without a CD for 10 months. Fact that consultants are often hired to assist in document and activity preparation is a sign that CO personnel may not have the time or expert knowledge required.

2.4 (continued)	Ethiopia.	Haiti.	Egypt.	Malawi.
2.5 Were the defined procedures for preparing and implementing the CP followed? Has a CP agreement been signed with the government? Appraisal missions, project outlines, project summaries, the Programme Review Committee?	- Not addressed in evaluation report.	- CP was presented by the Haiti government and approved by WFP in 1997 for a budget of US\$54.6 million for 5 years with a corresponding commitment of 72,700 tons of food products. Individual project agreements were signed afterwards. Although the CP was approved for 5 years, the canteen project only started in 1999 and other two projects in 2000. Slow start-up due to country instability and CO high staff turn over.	- CP was signed by government and WFP. The Food Aid Advisory Committee (FAAC) as proposed in the CP was found an inappropriate mechanism and is not functioning. It was replaced by a committee established by ministerial decree under the chairmanship of the Ministry of Agriculture and Land Reclamation and comprising all WFP project managers and WFP CO representation. The Committee is providing an effective forum for exchange of inter-project experiences and resolution of problems.	- CP Agreement was signed more than 18 months after its commencement. CPAC not established on firm footing yet. NEC and CPAC are not driving the CP process as intended, resulting in low government ownership in the CP. No joint field assessments of WFP supported activities have been done yet. Little joint donor coordination.
2.6 What problems or constraints have been identified during the development and implementation of the CP?	<ul style="list-style-type: none"> - Late arrival of food in some locations. Inadequate reporting. - Limited availability of classroom and teaching materials. Need for additional cooking utensils. Cumbersome approval processes. - Human resource constraints in some intermediary organisations and Regional Office. Lack of funds. 	<ul style="list-style-type: none"> - Limited road infrastructures causing time wasted on travelling across the country. Limited capacity and resources of the government to support CP, which forced the Country Office to take charge of project activities and act as if it was an emergency situation. High staff turn-over at beginning. 	<ul style="list-style-type: none"> - Incompatibility of five-year CP period with project timelines: anticipated need to seek approval for the same physical activity in successive CPs, creating additional administrative burden and possibly affecting relations with government. 	<ul style="list-style-type: none"> - Inappropriate formula for calculation of DSC. - Staff constraints at RO and CO. - Insufficient logistic resources. - Unclear guidelines. - Low government ownership and limited partnerships.
3. To what extent has the design, development and implementation of a CP resulted in a more effective WFP contribution to development?	- Issue not addressed at CP level in evaluation report.	- It is too soon to draw definite conclusions on results obtained because the programme was slow to start, due to country instability and high staff turn-over at beginning.	- CP was a change in nomenclature rather than a change in substance. Because most activities were well established before the CP began and are still ongoing, WFP operations in Egypt are not perceived as having the external appearance of a cohesive CP, nor has there been, so far, any visible incremental benefit.	- First CP shows little evidence of an effective contribution Planning and implementation are carried in isolation and there are problems with internal logic of projects and CP. Processes are being put in place to ensure an integrated planning process for the next CSO and CP.

<p>3.1 Was the national government fully involved in the pre-CSO review of needs and does it agree with the stated priorities of the CP?</p>	<p>Ethiopia. - The three activities in the present CP are well focused on objectives of high priority within the government's overall development strategy. They have been designed and are being implemented in close collaboration with government and other donor organizations.</p>	<p>Haiti. - CP objectives correspond closely to government priorities. Government participated in programme development through preliminary studies. Its departments responsible for Public Health & Population, Education, and Agriculture, Natural Resources & Rural Development participated fully in development of programme activities.</p>	<p>Egypt. - WFP activities closely reflect government priorities, in particular its settlement and agricultural development national priority. All programme activities are implemented by the Ministry of Agriculture and Land Reclamation under the auspices of the Supervisor General of WFP Food Aid Projects.</p>	<p>Malawi. - CP development priorities are compatible with government's implicit policies on food aid but government was only given a short time to comment on an already completed draft. This resulted in little government ownership of the CP and therefore little participation.</p>
<p>3.2 Did the process of developing the CP enhance WFP involvement in the CCA and UNDAF processes under way? Did the shift to a CP approach enhance WFP's ability to contribute to UN coordination through the former Country Strategy Note (CSN), current CCA/UNDAF or other processes?</p>	<p>- All activities fit well, and are of high priority within both the CCA/UNDAF and World Bank-led PRSP frameworks.</p>	<p>- WFP took active part in developing the CCA but there was no real link between the CCA and CP. Lack of support from UN agencies to create real synergy. References to CCA/UNDAF will be essential in next CP. Contacts are being made with UN agencies as part of the UNDAF to reinforce the results of their respective activities in the field of health & education, especially of women and girls.</p>	<p>- In 1999/2000 UN agencies in Egypt reached an agreement on the common indicators required for CCA process. Ongoing discussions and negotiations have not yet been able to reach agreement on the combined programme and activity approach through UNDAF. The possibility of combined activity by WFP, UNDP, UNICEF, UNODCCP and the World Bank, in relation to urban children is developing and offers great potential.</p>	<p>- Limited involvement of government. Opportunities for collaborative action and mutual support with other UN programs are being missed. Weak implementation of partnerships.</p>
<p>3.3 Has the process of developing the CP had any appreciable effect on the ability of the national government to make and meet programme commitments regarding counterpart contributions including both finances and staff time?</p>	<p>- There is solid evidence of partnered analysis, planning, implementation, monitoring and evaluation throughout the programme. Planning and implementation of CP activities with central government agencies, regional bureaus, farmer associations, and other donors is evident in all three projects. But still a need to locate other donor partners to provide necessary non-food resources.</p>	<p>- WFP is the executing agency of CP, because of country instability and lack of stable government structures and capacity. Some collaboration from government but insufficient involvement & commitments as partner and co-funder.</p>	<p>- Projects are administered through a single ministry, the MALR. A new project on Assistance to Bedouin Communities in Sinai will be administered through the Ministry of Development and New Communities.</p>	<p>- Insufficient integration of CP activities into sectoral ministries' programmes due to limited government ownership in CP.</p>

3.4 Does the CP include contingency planning measures at either the country programme or activity level? Does it include one or more activities aimed at ensuring that disaster preparedness or disaster mitigation actions are taken in development projects so that the transition to emergency operations may be more effective and timely when necessary?	Ethiopia. - In 2000, an experimental programme involving the government's Employment Generation Scheme, the FFW project and relief assistance showed an example of supportive linkages between the CP development portfolio and existing relief/recovery activities.	Haiti. - No such measures were identified in the report but there was a reference to two successful emergency interventions.	Egypt. - No identified need for such measures.	Malawi. - Under the rubric of expandable safety nets, resources are provided for disaster relief and mitigation (\$2.5 million annually). Problem with absence of logistics strategy and plan to mount rapid response in disaster situations.
3.5 While the CP does not include resourcing and planning for PRROS and EMOPS, does it describe them and note any possible actual or potential interaction between development activities and relief?	Nothing reported.	- WFP ensures all aspects of logistics, including emergency operations: reception, storage and transport of food, the last two being contracted to private entrepreneurs.	- No identified need for relief activities.	- Safety net activities are linked to core projects in that short-term emergency expansion of these activities is a significant part of CP planned disaster response.
3.6 Did the CP mechanism permit necessary and appropriate shifts of resources among activities in a timely and efficient way?	Nothing reported.	- Response from WFP was immediate to flooding in the North in 2000, and flexible use of resources was shown in emergency response to 6-month drought period. But this was limited by restrictive admin procedures for reporting on transfers between projects.	- Flexibility limited by the 10% limit for transfer of resources from one approved activity to another.	- No evidence of adequate planning.
4.0 To what extent does the use of food aid in the current activities/projects reflect the lessons learned documented in Food Aid and Development?	See 6.0	See 6.0.	See 6.0.	See 6.0.
4.1 Is food aid the most appropriate resource for use in the CP activities? Is food aid justifiable and necessary for the achievement of the activity level objectives?	- While food aid is well used in all CP development activities, the FFW project is a noteworthy example. FFW activities in the poorest households clearly demonstrated increases in the productive capacity of individual households and involved communities.	- Food aid is still very much needed in Haiti: food insecurity is high and exacerbated by gender inequalities particularly affecting single women head of household. Food aid enables investments in human capital through better nutrition and better access to education and health services;	- It is widely recognized that WFP food assistance significantly enables project implementation and success in re-settlement schemes. It meets real household food security requirements during an initial period of settlement, helping to tide over poor beneficiaries to construct lasting	- Need for more programming inputs (human, material, financial and technical know-how) to promote development.

4.1 (continued)	Ethiopia.	Haiti. it helps poor households improve their economic situation through developing their assets, while protecting the environment; and it helps reduce the impacts of natural disasters.	Egypt. assets that they otherwise would not be able to generate. Particularly appropriate as it concentrates on the desert and newly reclaimed lands, areas with limited opportunities and infrastructure for obtaining food.	Malawi.
4.2 Are WFP's partners in each activity the most appropriate? What measures were taken during the design of the activity to assess possible partners?	- There is solid evidence of partnered analysis, planning, implementation, monitoring and evaluation throughout the programme. Planning and implementation of CP activities with central government agencies, regional bureaux, farmer associations, and other donors is evident in all three projects. But still a need to locate other donor partners to provide necessary non-food resources.	- In 19 96-97, UN agencies struck an agreement to divide Haiti into three zones of intervention: WFP was assigned the north and parts of Port-au-Prince. The office in northern Haiti enabled effective partnerships.	- Emphasis given to participation of community development associations and NGOs in local development initiatives to compensate for strong, paternalistic government involvement. No real discussion of specific partners.	- WFP needs to seek and intensify cooperation and collaboration with UN, govt, and other donors in its activities and programs.
4.3 Is food aid used in the activities in the CP targeted to food deficit sub regions and/or populations identifiable as the hungry poor? Is there evidence that these targeted people are being reached?	- Food assistance provided under the CP is apparently well targeted on the poorest most food insecure Ethiopians in both rural and urban areas. Altogether, an estimated 1.7 million Ethiopians are direct beneficiaries of the present phases of the three core activities. But there is insufficient understanding of how the NGOs and government agencies determine who among the poor urban population qualify for assistance; what is the near-term impact of that assistance; and what changes if any in the lives of beneficiaries are likely to result from having received assistance.	- Following WFP recommendations, the government concentrates assistance on the north, north-east and Port-au Prince areas: the ones determined as the most in need. Aid is targeted to mothers, children 6 months-5 years old, and school children from poor households and communities. This targeting takes into consideration the presence of other aid agencies in other poor areas of Haiti. Existing studies support the choice of areas as the most affected but targeting could be refined to ensure that emphasis is on reaching the poor rather than simply delivering the activity.	-High success of CP and CSO in targeting beneficiaries: discontinued support to settlement of graduates, emphasis on landless/near-landless farmers and unemployed labourers from areas of high concentration of poverty and unemployment, and on increased access of poor women to projects' assets, economic opportunities and social services.	- VAM is being used as a major geographical targeting tool for the CP and used in the design of projects. VAM analysis and targeting are generally satisfactory but baseline data used is deemed not accurate. Targeted people not systematically reached due to ineffective planning and implementation of projects.

<p>4.4 Where assets are being created using food aid as an important input, what measures are in place to ensure that the targeted beneficiaries benefit from the assets created?</p>	<p>Ethiopia. - The creation of assets that continue over the longer term to contribute to the food security of participating beneficiaries lies at the heart of WFP's CP in Ethiopia. When physical assets are created <i>and</i> mindsets changed to ensure the perpetuation of these assets, true and sustained development occurs. A study should be undertaken in all three activities to test whether mindsets have indeed been changed.</p>	<p>Haiti. - Although the main target of the programme, women share with men the benefits of asset-creating activities in agriculture/infrastructure projects. Food aid is often the key to cement collective agricultural or infrastructure projects and helps motivate and reinforce groupings. To reinforce the role played by food aid for the creation and conservation of assets by beneficiaries, other elements such as partial cash payments and distribution of tools to individuals should be considered.</p>	<p>Egypt. - To date, few activities for developing human and community assets have been supported with food assistance. However, the mission concluded that the CP enables poor beneficiaries to build (and own) assets that will make them more food-secure in the long run: land, housing, irrigation and water infrastructures.</p>	<p>Malawi. - Assets developed in community forestry, land and water management and road and path construction. High achievements in km of roads constructed but much less in the creation of assets that can be owned and used by food insecure communities. No explicit maintenance schemes. Targeted group (women) is not sufficiently involved in design of projects.</p>
<p>4.5 What indicators are being monitored which can be used to assess the effectiveness of the activities in the CP? Do they provide any assessment of activity effectiveness at this point in time? Do they cover outputs, outcomes and impacts? Were baselines developed?</p>	<p>- There is need to strengthen monitoring and evaluation in all three activities. The reporting requirements in all three activities need to be reinforced more vigorously. There is a consistent pattern of slow and inadequate reporting. This seems to be particularly the case in reporting from local government authorities on school feeding activities.</p>	<p>- Monitoring is weakest aspect of CP in Haiti. Adequate performance indicators and targets are not defined or measured. Some quantitative data is being collected but not systematically and not entirely reliable nor analysed for evaluation purposes. This is due to limited staff resources and their lack of training, as well as the absence of baseline data against which performance results could be compared. Budgets for monitoring were planned for each project but the funds weren't transferred to CO from government and WFP.</p>	<p>- Good capabilities for monitoring were developed with support from WFP M&E training courses. Satisfactory quarterly progress reporting. Indicators on agricultural outputs, beneficiary income/wealth effects and food aid distribution are being tracked by project. Gender, food security and nutrition, participation, community building and impact of WFP food assistance are not sufficiently tracked. Local consultants were hired to improve usefulness, relevance and consistency of monitoring indicators. Information is used more as a tracking tool than for project management. Baseline surveys were not implemented in systematic way envisaged in CP.</p>	<p>- Activity design does not specify indicators to be monitored and how they could be made operational. Need for a performance-monitoring plan, developed with direct input from key stakeholders. Weak identification of assumptions and analysis of risk. Need for risk mitigation strategies. VAM baseline was based on secondary data and deemed not accurate.</p>
<p>5.0 Do the activities in the CP adequately address gender issues?</p>	<p>- Ethiopian government policy promotes the participation and status of women. Targeting criteria for food security give</p>	<p>- Strategic orientation of each project reflects relatively well the program's focus on women, children and households headed by women but no real strategy to</p>	<p>- CP shows increased emphasis on targets for women and for FHH, and for improving relative situation of women in particular situations.</p>	<p>- Performance of CP in adhering to Commitments to Women is commendable. Gender Action Plan (GAP) reviewed biannually</p>

5. (continued)	Ethiopia. priority to indigent women, very poor women with dependents, and female-headed households.	Haiti. specifically take women's interests into account.	Egypt.	Malawi. and there is internal advocacy and monitoring of gender issues. All staff participate in development and annual review of GAP. Gender activities well integrated with national gender policy and focal point is active on national and international gender committees.
5.1 CP approach and commitments to women (mainstreaming)	- Women are an estimated 70% of beneficiaries of Urban projects; 46 % of beneficiaries of school feeding project; and 44 % of beneficiaries of FFW project. In FFW programs, women are increasingly likely to participate and increasingly represented in the community development committees designing and allocating FFW activities. Improving enrolment rates of girls in primary school is an explicit objective of school feeding initiatives.	- Strategies focus on execution of activities targeting women without ensuring that they will necessarily benefit in terms of access to resources and control of resources. Training does not include gender analysis; projects do not take sufficient account of women's social and organisational environment; opportunities for women to take part in decision-making are not exploited; impact of projects on women not measured or mentioned. Focus is more on numbers reached and women are considered more as mothers than as women.	- Ten to fifteen percent of the beneficiaries in almost all projects are FHH. A Gender Unit was created and a gender foci/gender in development staff was appointed and trained for every project and at the WFP level. Joint meetings of all project gender foci are held. Impact of WFP includes change in government policy in favour of women: at least 20 percent of the land is now allocated in the name of the spouse, implying the creation of assets to wives of beneficiaries, giving them access to credit and decision-making committees.	- Commitments are met in terms of targeting women and girls for food aid, health activities (83%), nutrition, training and educational resources (75%).
5.2 Changes required to meet WFP commitments to women	None reported.	- Need a better understanding of gender issue through improved understanding of reference frameworks & more accurate information. Need to invest resources in training, development of analytical tools, better involvement of UN agencies and support from RO gender focal point.	- Project managers have different interpretations of the extent of Gender activities required. Some seem satisfied with reaching the quota of women beneficiaries. Good practice need to be exchanged, something which might be more apparent to the project managers if all the operations were designed, implemented, and monitored in the context of a cohesive programme.	- Need to invest more in improving participation of women in decision-making, in creating assets aimed at the advancement of women, and in collecting gender disaggregated data.

<p>6.0 To what extent does the use of food aid in the current activities of the CP conform to the “Enabling Development” policy?</p>	<p>Ethiopia. - CP addresses all five themes of the Enabling Development approach. All projects emphasize local participation by beneficiaries, careful targeting, particular focus on women’s requirements and participation, collaboration with central and local government policies and initiatives and with other donor and implementing partners. The Participatory Rural Land Rehabilitation project plays a particular and almost unique enabling role in WFP’s experience in Sub-Saharan Africa.</p>	<p>Haiti. - CP activities all clearly conform to policy except for insufficient monitoring of activities.</p>	<p>Egypt. - The CP expressly and substantially contributes to three of the five FAAD priority areas: Generation of Sustainable Assets (through relocation and settlement of poor families), Environmental Safeguards (assisting poor Bedouin families diversify and improve their asset base, while alleviating land pressure in highly populated Nile valley), and Investment in Human Capital (through extensive education and training programmes in women’s awareness and capacity, technical programmes in organic agriculture and engineering, etc.)</p>	<p>Malawi. - Objectives of CP are consistent with Enabling Development Policy but insufficient attention is paid in project design to securing sustainability of assets created and on defining exit strategy for WFP.</p>
<p>6.1 What changes would be required in the development of a new CSO and CP which would better ensure compliance with “Enabling Development”?</p>	<p>None reported.</p>	<p>- Focus on collecting and analysing qualitative data on activities in addition to quantitative data.</p>	<p>- Presumably, measures to ensure that the CP contributes to the remaining two priority areas of FAAD. Evaluation report does not address this.</p>	<p>- Need for sustained efforts in implementing a village level participatory approach (CLPA) and in joint programming with all development partners, to develop a stronger sense of national ownership at all levels.</p>
<p>7. What measures can be taken in the development of the CSO and the CP to improve the effectiveness of WFP’S contribution to development during the next Country Programming Cycle?</p>	<p>- Improved beneficiary targeting methodology. - WFP and RO should agree asap on simplified reporting on commodity transport, storage, and use of the three CP projects. - Better alignment of school feeding project with other programmes. - Locate other donor partners for necessary non-food resources. - Accord timetable of next CP with programming cycles of other UN organisations.</p>	<p>- As long as office structures remain as they are, limit amount of food delivered to total quantity reached in 2000 so as to not exceed the office capacity to deliver. - Consolidate existing activities. CO in north should be reinforced. - Refine targeting of the poorest. - Develop stronger participation and decision-making of beneficiaries in activities. - Reinforce partnerships under UNDAF.</p>	<p>- Procedure to allow for disparity of planning periods (between activities and the CP) without creating major administrative difficulties or discontinuance of activities. Utilisation of a Logframe technique for preparation, implementation and monitoring to symplify management of program. - New procedures for a cohesive program approach to ensure acceptance of concept of Country Program.</p>	<p>See above. - More integration between CP immediate objectives and CSO. - Planned introduction and use of results-based management - Increased concentration of food aid by type of activity. Integration of VAM in CP programming process.</p>

7. (continued)	<p>Ethiopia.</p> <ul style="list-style-type: none"> - Next CSO should use “sustained livelihood” approach. - Next CSO/CP should ensure use of WFP to help combat effects of HIV/AIDS. - CO should review design of urban project. 	<p>Haiti.</p> <ul style="list-style-type: none"> - Improve involvement of government departments. 	<p>Egypt.</p> <ul style="list-style-type: none"> - M&E procedures and format should be pre-requisite for acceptance of CP. - Formulate measurable and attributable indicators at program level and synchronise M&E across activities. 	<p>Malawi.</p>
8. Other lessons learned	<ul style="list-style-type: none"> - FFW is a powerful development tool when used appropriately and should be continued. - WFP needs to undertake ex post evaluations of activities with long-term pay-offs in order to support their continuation over the longer term. - Food aid used as an essential element in major development programmes requires a resident staff with technical skills. 	<ul style="list-style-type: none"> - Importance of having a second office in the north, where assistance is concentrated: a key factor in success of partnerships with government and local agencies and for coordination role of WFP for other aid activities in that areas. 	<ul style="list-style-type: none"> - Conduct a PRA type study of settlement schemes supported by WFP compared to those supported by other sources to show dramatic evidence of the benefits of WFP involvement - Participatory approach was limited by pre-CP implementation of activities and depends on time of first contact of beneficiaries with the project. 	<ul style="list-style-type: none"> - Without complementary human, financial and material resources, food by itself is not a sufficient input for achievement of CP goals. However, several donor country reps in Malawi are sceptical about relevance and usefulness of food aid for development and therefore reluctant to provide resources in non-emergencies.

Part 2 – Ghana, Mauritania, Bolivia and Guatemala

Issue and Sub-Issue	Ghana	Mauritania	Bolivia	Guatemala ⁸
1. Has the process of developing a CSO and CP resulted in a recognizable CP, as described and expected in the guidelines and policies of WFP?	The 1998-2000 programme was only modestly impacted by guidance contained in the CP approach, partly because the 1991 CSO also had a programme approach	-In a transitional sense, yes. It is best to view the current CP as a transitional phase to a full CP approach. The next CP will be more integrated to CCA/UNDAF processes and will be more recognizable as a full country programme	Because the CP was formulated well before the main guidelines (programme design manual, resource policies, etc) had been developed it was heavily influenced by WFP history in Bolivia. On the other hand the CP does contribute to a recognizable strategic orientation	Despite noted problems in targeting, see below, the CP does basically follow the priorities established to provide a basic programmatic focus for the country.
1.1 How were the activities or projects ongoing before the establishment of the CP modified to fit more readily into the CP approach?	- activities in Ghana are tightly structured within multi-donor Economic Recovery Program - ERP gave program a structure similar to vision of the CP process	With the exception of aid to vulnerable groups, the CP activities are extensions of previous development projects.	The three main activities of the CP are extensions of old projects.	As a consequence of the prior, almost permanent existence of the projects and delivery structures, the CP was more directly linked to focusing on agencies
1.2 Did the process of developing the CSO and CP include an analysis of national and sub-regional (within the country) food insecurity and vulnerability – hunger analysis? Does the CSO and/or CP make reference to VAM materials developed for this country?	- The review of the CSO and CP resulted in the development of two different strategies -Sizable food gap, especially in cereals -No VAM analysis or data done so program relied on Ghana Living Standards Survey data (GLSS) seen as being outdated by the evaluation team	- CP was prepared without benefit of VAM which was not used regularly at the time but CP selected initial geographic areas of intervention based on data from investigation of household living standards (1988-90) and poverty profile investigation (91-92). Unlike previous projects, the CP has deliberately selected food insecure and vulnerable regions.	-national food insecurity and food deficits as well as poverty and malnutrition of rural and peri-urban population is well mapped. In addition, the CO is undertaking VAM analysis and has been able to target food deficit municipalities. VAM does not appear to provide community or household level data which would permit more micro targeting.	-there is no indication in the evaluation of a structured analysis of food insecurity being carried out during the preparation of the CSO and CP (although some information was gathered and profiled by a consultant). The evaluation notes that there is an expectation that newer activities will be informed by the work of the VAM unit and will be more focused and with more explicit criteria for inclusion of beneficiaries
1.3 Did the process of developing the CSO/CP result in an identified strategy for WFP development programming?	-The CSO strategy emphasized activities to increase agricultural production.	-strategy aims to create favorable conditions allowing food insecure households and poor communities to make investments that will	-strategy focuses on human resource development, food production and income generating activities.	-“to support the government in efforts to guarantee food security to the population living in extreme poverty through a

⁸ It is important to note that the Guatemala CP evaluation was carried out in 1999 and did not follow the format and structure developed by OEDE in early 2000 and thus does not provide the same structured coverage of key issues and questions although it does address most. It is more intervention focused than subsequent evaluations

1.3 (continued)	<p>Ghana. - The CP presented a strategy emphasizing gender and human resource development. There was an obvious apparent conflict between the CSO and CP.</p>	<p>Mauritania. provide them with direct long term benefits.</p>	<p>Bolivia. -beneficiary groups were to be the poorest households in the most food insecure areas with a geographic concentration in six departments in the southwest.</p>	<p>Guatemala. - process of capacity development and community organization which permits the assurance of integrated human development</p>
1.4 Are the activities in the CP designed to be complementary or to be linked in terms of sector, geographic area, beneficiaries or any other common elements? If not, is there a strong rationale for not making these linkages?	<p>The CP emphasized the use of food aid to support economic and social development and to promote national food security, especially the food security of poor people and communities, as well as girls education, skills training for women. The CP reversed the order of priorities in CSO and placed human resources development (HRD) over rural development</p>	<p>-to improve the living conditions of rural populations by providing better food security and alleviating the country's vulnerability to climatic vagaries, with greater participation of women in self-development activities, environmental protection and training (ii) to further the education of children in deprived rural areas by placing particular emphasis on girl's schooling; and, (iii) to provide nutritional education to mothers in deprived rural environments and reduce children's malnutrition rate in remote area.</p>	<p>-CP Goals are: i) to facilitate greater access to food for the hungry poor to increase local capacity to carry out income generating activities and, iii) to facilitate increased human development, particularly for the indigenous population, and women and children by means of better nutrition and adequate access to health and education services</p>	<p>- See above - Structure of the CP was best realized through improved relationships with national counterparts (FONAPAZ and FIS) and less through strategic objectives and application of design techniques. Each basic activity of the CP is associated with a national counterpart agency which provides a significant part of the project resources</p>
1.5 Are there specific objectives expressed at the level of the CP (as opposed to activity level)? Are they relevant, realistic and attainable in light of the approved activities in the CP? Further, can the achievement of objectives be measured at the programme level?	<p>- The CP has focused strategically on the goal of improved impact on women and girls but has not been linked to the CSO because it represents a shift from the CSO. Only two of five developmental activities were implemented due to problems in the environment areas and problems in government - Program has met integration (interactive design process) coherence (with vision 2000 and UNDAF processes), concentration (households and regions in food deficit) and flexibility (use of food aid for HIV/AIDS) criteria</p>	<p>-Coherence: long history of WFP in Mauritania and project support has influenced current CP. Current CP is a transitional phase between the project approach and CP approach. At the time that the CP was developed guidelines were not in place. Country office remains compartmentalized in dealing with partners. -Integration: CP was developed before the CCA and UNDAF frameworks begun. CO is participating in CCA/UNDAF and future CPs should benefit. Next UN harmonized program cycle begins in 2003 and coincides with next CP.</p>	<p>-Coherence. As noted above, 32 years of project history has influenced CP activities. Three basic activities are extensions of old projects and are not sufficiently inter-linked. -Integration. Govt participation in and support to the CP activities is excellent. Counterpart funds are large and are disbursed as planned. CP has good cooperation from a range of partners. - A factor contributing to flexibility has been the use of monetization which has generated cash for non-food inputs that will not be available under WFP policy in future.</p>	<p>-The CP is adequately integrated at the level of official institutions and others supporting the same communities as WFP -the country program is coherent with the 1996-2000 plan of action of the GOG and is coherent with the five sector priorities of the FAAD policy but each intervention needs to be examined in detail in relation to the FAAD -there is a lack of coherence in some interventions between the goals and targets established and the real possibility of meeting those targets given the resources and specific outputs of the projects</p>

1.5 (continued)	Ghana.	Mauritania. CP approach has a positive effect on Govts attitude to WFP. Takes the CP approach more seriously than projects	Bolivia. -Focus has been promoted by the concentration on the interior and the southwest of the country but needs to be improved at the intervention level	Guatemala. -focus needs to be improved through better use of VAM processes. There is considerable geographic dispersal of beneficiaries in some projects (ie. Hurricane Mitch) and no assurance that the most effected are targeted
2. To what extent did WFP's systems and procedures for programme and project identification, design, budgeting, implementation and review enhance or impede the CP approach?	- The key problem identified was the relative roles of CSO and CP documents. Authors argue that policy pressure from Rome HQ led to a shift away from strategies in the approved CSO and toward gender	The lack of guidelines hampered the coherence and integration of the CP which was developed before the publication of the current programme design manual (PDM).	- Lateness of policy guidelines and manuals - after the CSO and CP were prepared and implemented - limited their utility. This combined with the inertia resulting from the long history of WFP in Bolivia to mean that interventions were largely extended	
2.1 To what extent has the delegation of authority to the regional and country office level enhanced flexibility of the Country Director in developing and negotiating a CP and in making shifts in resources when appropriate? Has the Country Director been pro-active in using those authorities which have been devolved?	The recent pace of change at WFP has been very rapid; changes include decentralization, enabling development, new financing system, SAP/WINGS system. The overall effect is an increase in staff workload. This has combined with staffing rotation issues to create a decision making vacuum The regionalization of WFP had not contributed to effectiveness at the time of the mission's visit and there was difficulty in securing needed backstopping.	There was no direct comment on delegation, but evaluation noted that the transmission, review and approval of documents on specific projects between the country office, the regional office and headquarters was slow and this delayed implementation	Decentralization and delegation of authority to CO level has been seen as a positive development in Bolivia. No observation that authorities are limited in any appreciable way. Decentralization has contributed to flexibility. Observation made, however, that the volume of HQ generated policy directives, manuals, guidelines etc creates a considerable burden and might be dealt with through harmonization and coordination policy and change management initiatives	Not covered in the evaluation, but there is an observation that the evaluation team did not encounter either key indicators or a formal method of controlling and monitoring corrective actions taken to assure the achievement of program goals and objectives. Raises the question of "flexibility" and capacity to re-direct resources.
2.2 Have appropriate policy statements, guidelines and headquarters staff support been made available to country offices during the development of CSOs and CPs?	Support/guidance was appropriate but need clarification as to the relationship between CSO and CP -extent of management and policy changes driven from HQ has contributed to staff overloading and decision making problems	CP was developed before the development of the programming guidelines	-as above, noted that the CSO and CP were developed before the development of key programming and policy guidelines and manuals	- policies are judged appropriate and adequate but questions raised about systematic monitoring and management systems

<p>2.3 In the experience of the WFP office, are procedures and rules for establishing programme and project budgets appropriate to a CP approach? Do they allow for the required flexibility in resource planning and allocation?</p>	<p>Ghana. The Resources and Long Term Financing Model (RLTF) adversely affects Ghana with a relatively high number of smaller and relatively complex projects. The direct support cost (DSC) system where resources are not shared globally but earned locally also penalize smaller, more complex development operations.</p>	<p>Mauritania. -thanks to the regional emergency operation (EMOP SEN 6041), in addition to an assistant, the country office had a logistics officer to help implement improved food distribution. -WFP's presence in the field in Mauritania is insufficient and is influenced by the DSC issue. Vacant UNV sub-office positions could be staffed to improve monitoring.</p>	<p>Bolivia. The only reference to budgetary issues concerns the loss of flexibility and capacity to deal in non-food items which came about through the WFP policy of not permitting monetization</p>	<p>Guatemala. - one observation notes that there is a lack of a formal and systematic mechanism for ensuring timely disbursement of counterpart funds. Rates vary from 66% to 99% of planned funding at any point in time.</p>
<p>2.4 Is the staffing mix in the country office appropriate, given the requirements of the CP approach? Is short-term technical support available where it is needed and appropriate?</p>	<p>Limited staff time causes problems in seeking consensus decisions with other donors and government. High staff turnover and short staffing caused delays in program implementation. Need for at least one more professional staff position for VAM duties.</p>	<p>-Problems arose because the original design of the CP was not sufficiently detailed and the definition of work and the assigning of responsibilities was carried out after the approval of the CP. This led to major delays in the implementation of the approved activities. -A good technical definition of proposed activities must be done at the time of the CP which requires a stronger staff complement -WFP programme staff should be maintained at numbers necessary for programme implementation</p>	<p>-Although there is a need for training in new methods and procedures in light of the pace of change at WFP, the WFP country office was judged by the evaluation team to have sufficient knowledgeable staff to carry out the administrative and technical tasks necessary to implement the Bolivia CP</p>	<p>-no direct observation on capacity of WFP staff but recommendations are made for improving targeting, reducing dispersal and improving systematic monitoring of results.</p>
<p>2.5 Were the defined procedures for preparing and implementing a CP followed? Has a CP agreement been signed with the government? Appraisal missions, project outlines, project summaries etc?</p>	<p>-Yes. But there was an apparent lack of use of VAM processes and models in assessing food needs -Also, problems in establishing and maintaining a consistent strategy through the CSO process</p>	<p>-Yes, but VAM approach and methodology was not available at the time of the development of the CP -problems of insufficient design clarity led to delays</p>	<p>- Yes, but VAM approach and methodology needs to be better adopted to targeting at the sub-municipal (community) and household level.</p>	<p>-process of developing the CSO and CP was followed but was interrupted somewhat by the occurrence of Hurricane Mitch.</p>
<p>2.6 What problems or constraints have been identified during the development of the CP?</p>	<p>-link between CSO and CP needs clarification -RLTF and DSC systems penalize small complex CPs.</p>	<p>staff complement for project/program design and implementation and monitoring of projects at field level.</p>	<p>-initial lack of appropriate policies, guidelines and manuals during the development of the CP -lack of baseline data.</p>	

2.6 (continued)	Ghana. -lack of VAM capacity -pace and scale of organizational change driven by HQ policies and systems	Mauritania.	Bolivia.	Guatemala.
3. To what extent has the design, development and implementation of a CP resulted in more effective WFP contribution to development?	- Yes, in the sense that it enabled the programme to be re-focused on the poor and freed it from the economic re-structuring and structural adjustment programme. -also important to note that WFP program was integrated with those of other donors and had many characteristics of a CP already.	-Yes, in that it allowed for a strategy of focusing on food deficit regions and vulnerable population groups	-Yes, in that it contributed to some improvements in geographic concentration and targeting. Needs to be extended so that stronger linkages are developed among basic activities.	-Yes, in that it improved functioning with key government agencies
3.1 Was the national government fully involved in the pre-CSO review of needs and does it agree with the stated priorities of the CP?	- Yes, fully interactive process of programme development, linked to Government's Vision 2000 statements.	-Government has been involved, but with some limitations. The proposed Inter-ministerial committee was not functioning at the time of the mission's visit.	-It was not possible for the evaluation team to determine the extent of the government's involvement in the program formulation process but they reported that the ongoing level of government participation and support in interventions is excellent.	-Government was consulted during the needs assessment phase and did agree through the formal programme agreement
3.2 Did the process of developing the CP enhance WFP involvement in the CCA and UNDAF processes under way? Did the shift to a CP approach enhance WFP's ability to contribute to UN coordination through the former Country Strategy Note (CSN) or CCA/UNDAF processes?	-Yes, WFP has been a key player in multi-donor and UN efforts at coordination. -Could strengthen CCA/UNDAF participation by improving VAM capacity	-CCA/UNDAF processes not started during preparation of last CP. New CP period coincides with harmonized UN program cycle and WFP will be fully involved in CCA/UNDAF processes -efforts are made to ensure cooperation with development partners but can be increased	CCA was not initiated until 1999 (after the formulation of the CP). On the other hand, WFP is an active participant in the CCA/UNDAF process which was scheduled for completion for September 2001.	WFP has taken a pro-active role and has participated in UNDAF process since the beginning in 1998. WFP participates in a) the inter-agency UN committee, b) the committee developing the CCA and c) as a member of the technical group on rural development and food security. -UN agencies have been more effective in harmonizing with the UNDAF and with govt priorities than with each other.
3.3 Has the process of developing the CP had any appreciable effect on the ability of the national government to make and meet programme commitments?	- have experienced some difficulties in implementing 3 of the 5 planned projects. Problems relate to both government and other donor agencies processes for planning and implementation.	-as noted CP has led to improved govt attitude to WFP food aid programming. -Govt is more involved in the preparation of individual projects and govt counterparts are more	-Govt has a very good record of meeting its large scale commitments of counterpart funds in a timely manner. -Original plan for establishment of departmental technical units in	-as noted above, the government share of funding of projects is very significant and the relationship between funds committed and those made available varies significantly

3.3 (continued)	Ghana.	Mauritania. involved and receptive than in the past. CO and govt have agreed on lessons learned in implementation and monitoring	Bolivia. food aid for each intervention were not implemented but government counterpart agencies have been effective	Guatemala. from agency to agency and from year to year.
3.4 Does the CP include contingency planning measures at either the country programme or activity level? Does it include activities aimed at ensuring that disaster preparedness/mitigation actions are taken so that emergency interventions are more timely and effective?	The country office has not yet addressed contingency planning to the extent that WFP policy requires although there are plans to do so. The major problem is the lack of staff capacity and availability.	-emergencies occur regularly as a result of refugee movements or recurrent floods or droughts but CP does not include resources that can be mobilized quickly either for mitigating effects of disasters or for post-disaster rehabilitation and reconstruction	-Basic activity 1-Integrated and participatory rural development in depressed, food insecure areas does include disaster prevention and mitigation activities in areas vulnerable to floods. However, there is a general weakness in this area that cannot be met by food aid planning alone	-CP evaluation includes coverage of a PRRO related to persons affected by Hurricane Mitch. No clear link from the PRRO to other projects in the programme
3.5 While the CP does not include resourcing and planning for PRROs and EMOPs, does it describe them and note any possible actual or potential interaction between development activities and relief?	- not covered in the evaluation report	-regional EMOPs help to provide strengthened staff resources in logistics and monitoring	-not covered in the evaluation	- evaluation covered a PRRO relating to Hurricane Mitch. Not clear how linked to other interventions - availability of food resources to WFP did allow continuity in food aid supply during emergencies
3.6 Did the CP mechanism permit necessary and appropriate shifts of resources among activities in a timely and efficient way?	- Yes, there is considerable flexibility to shift resources within specific projects (see HIV/AIDS and supplementary feeding), but this flexibility does not apply to the programme as a whole	- as in 3.4 above, choice of commodities and projects has not allowed for flexible use of resources for both developmental and emergency/disaster preparedness/rehabilitation activities	-discussion of flexibility is focused on the loss of the capacity to monetize food aid -In addition, report notes that the CP demonstrated its flexibility in emergency situations such as droughts and floods by adapting its resources to needs of affected families (tools and cattle)	-as noted, evaluation does remark that resource shifts are possible but points out the lack of systems and procedures for re-dressing programmatic problems and re-assigning resources to assure objectives achievement. -evaluation notes that the country programme should be more oriented to disaster prevention
4. To what extent does the use of food aid in the current activities reflect the lessons learned documented in Food Aid and Development?	- Overall, yes - programme stands up reasonably well when measured against requirements of Enabling Development.	-Activities are generally in conformity with the principles indicated in the FAAD document. All five of the CP activities judged in line with priorities, including appropriate targeting (but targeting at household level could be refined).	-Because marginalized regions with high levels of poverty and vulnerability to food security were chosen for interventions under the CP, there is a general conformance with FAAD. At the same time, the establishment of a VAM unit at WFP Bolivia has	-as already noted the evaluation points out that there is a good general fit between the sectors and goals of the basic activities supported in the CP and the five objectives areas of the FAAD but also notes that a more detailed review of FAAD compliance on a

4. (continued)	Ghana.	Mauritania. - lack of impact indicators limits the application of FAAD principles. Key results indicators, particularly with regard to households are essential to the effective implementation of the policy and are missing.	Bolivia. contributed to improved targeting through more efficient and clear criteria	Guatemala. project by project basis is necessary
4.1 Is food aid the most appropriate resource for use in CP activities? Is food aid justifiable and necessary for the achievement of the activity level objectives?	- Yes, because it is linked to use of food aid to help the poorest households in poorest parts of the country mainly by improving the nutritional status of women and children and supporting education	-Yes, given the increased emphasis on targeting food deficit districts and vulnerable group members which accompanied the CP. Targeting works well at district level but needs to be refined at the household level.	-Yes, use of food aid in Bolivia for the creation of sustainable assets is appropriate.	-There is an apparent fit between food commodities provided and needs of target group members
4.2 Are WFP's partners in each activity the most appropriate? What measures were taken during the design of the activity to assess possible partners?	- Government and NGO partners are appropriate, but some difficulties were experienced in complexity of partnering arrangements and the web of donor and UN agency decision making effects partnership.	-limited cooperation in rural development and vulnerable group projects carried out with NGOs indicate a need to increase level of cooperation with latter -cooperation does occur with a wide range of multilateral agencies (FAO,UNDP,UNEF, UNICEF, IFAD, World Bank, Arab Fund) but the reach of these projects is limited -new partners at govt level are needed who are more administratively flexible	- not directly addressed but report does comment on effective cooperation with UN agencies, government departments and NGOs.	-report notes that the CP concentrated on fewer, large governmental counterpart agencies and noted this as appropriate. It also, however, notes a need to improve communications between WFP and government counterparts
4.3 Is food aid used in the activities in the CP targeted to food deficit sub-regions and/or populations identified as the hungry poor? Is there evidence that these targeted people are being reached?	- as above, yes to poorest households and regions but needs to be better grounded in up to date VAM analysis	-yes, increased emphasis on geographic food deficit districts and on vulnerable groups	- clearly interventions have been targeted to food deficit and vulnerable regions and municipalities. Need for more refined targeting at community and household level/	-there is a need for intensive and improved use of VAM methods and practices. -there is evidence in a number of basic activities of wide geographic and social dispersal of beneficiaries and a need to better target the most vulnerable and most affected
4.4 Where assets are being created using food aid, what measures are taken to ensure that the targeted beneficiaries benefit	-only two project implemented at the time of the evaluation focused on education, human resource development and supplementary	-appropriateness and use of assets created not covered.	-while food aid is used in the creation of sustainable assets, some of the interventions have lacked adequate monitoring to	

from the assets created?	Ghana. feeding. No physical assets were created	Mauritania.	Bolivia. establish who benefits from those assets.	Guatemala.
4.5 What indicators are being monitored which can be used to assess the effectiveness of the activities in the CP? Do they provide any assessment of activity effectiveness at this point in time? Do they cover outputs, outcomes and impacts? Were baselines developed?	-monitoring has been through GSS and other common data bases which tend to be outdated. Need to use VAM and other techniques to improve monitoring -monitoring of food commodities has been adequate -more women are needed on management committees	-monitoring identified as an area of weakness with a real need to strengthen the monitoring capacity of WFP at field level, as well as partners. -WFP CO has organized two workshops to establish monitoring indicators, in collaboration with govt and NGO partners. -Use of indicators is very restricted and limited to the type and number of interventions undertaken and the number of beneficiaries by gender. -indicators require clearer definition of key terms -failure to monitor impacts of CP activities limits the application of the Enabling Development policy.	-while there are national government systems for monitoring food logistics and food distribution, the absence of baseline data on nutritional status and food vulnerability at the micro level makes it difficult to monitor program results. -there is a need to use VAM methods and to adopt them to community and household level to better monitor project results. -no indicators have been developed at either the program or project level using a full logical framework approach. The establishment of CP level indicators is needed to establish the achievement of CP objectives	-there is a need for the development of a system especially for the specification and monitoring of results indicators at the Country Program level (as opposed to the intervention level). -there is a need to develop criteria for monitoring the poverty and nutritional needs of those persons displaced by Hurricane Mitch in comparison to the chronically poor in the same regions who may be in greater risk.
5. Do the activities in the CP adequately address gender issues?	-The present country programme has a strong emphasis on improving the status and quality of life of women	-gender commitments are being met in the basic activity 2, human resources development but had faced significant constraints in activity 1, Rural development	Gender Action Plan (1996-2001) provides a frame of reference. WFP established target of 60% of CP resources to very disadvantaged women and children.	A three part action plan for gender was developed in 1998
5.1 CP approach and commitments to women (mainstreaming)	-programme directly focused on improving very low educational attainment rates for women as well as employment and income disparities. Not so much a gender mainstreamed as a women-specific approach	-reports' authors argue that the sub-project support for women's participation, by being limited to cooperatives recognized by the State Secretariat for Women's Affairs, reduces the scope of activities to market gardening. Project becomes women focus rather than mainstreamed.	3 thrusts in CP – gender criteria in annual plans and in monitoring system, incorporation of a gender perspective in training modules, and the promotion of women's participation in community project planning and food management.	Action plan for gender encompasses a) mobilization and sensitization in gender, b) training in gender analysis for project development and management and c) institutional support in implementing gender goals of each project.
5.2 Changes required to meet WFP commitments to women	-some concern over whether present activities address root causes of gender inequality -shift to gender approach would require project encompassing	- in the rural development activity at least there is a perceived need to move from a specific women focused approach (through SECF approved	- problems have been encountered in improving women's roles in management and decision making relating to illiteracy and lack of numeracy.	-the CP has met some operational and conceptual difficulties in achieving gender goals. In particular there has been resistance to integrating women

5.2 (continued)	Ghana. both men and women and dealing with mens and womens different needs and interests	Mauritania. - cooperatives) to a gender approach based on an analysis of men's and women's specific training needs and interests (presumably using gender analysis as a planning tool) - functional literacy should be a key activity area for women	Bolivia. - WFP is working to overcome this constraint through an agreement for UNICEF to provide literacy training. - Gender specific indicators are needed to track changes in women's and men's roles	Guatemala. in community associates. -There is a general lack of understanding among counterparts of the situation of women and the need for efforts to address gender equality. A problem made worse by high turnover
6. To what extent does the use of food aid in the current activities of the CP conform to the Enabling Development policy?	-see 4.0 above	- See 4.1 above:	- see 4.1 above,	See 4.1 above
6.1 What changes would be required in next CSO and CP to ensure better compliance with the Enabling Development policy?	-need to establish WFP Ghana VAM capacity and to develop ongoing capability in VAM for GOG -need CSO to be clear on how WFP policies in such areas as gender have been modified or adopted to conditions in Ghana	-explicit use of VAM methodologies; -establishment of baselines for impact indicator monitoring -targeting improvements to the level of food deficit and poor households rather than districts -fuller integration into the CCA/UNDAF process -more complete project definition during the CP planning stage -improved selection of partners	- improved targeting at the community and household levels - baseline studies of nutrition and food insecurity supplemented by indicator development and the monitoring of results indicators - better concentration on food insecure households - improved partnering by developing linkages to technical assistance agencies which can extend the reach of WFP human resources	-WFP should adjust the next program cycle to harmonize with UNDAF partners -strategy in the next CP should also be coordinated through the donor coordinating group on food aid -key activities in the next CP should use VAM methods to ensure more focus and a reduction in geographic dispersal. -efforts are required to strengthen, deepen and sustain the gender impacts of activities.
7. What measures can be taken in the development of the CSO and the CP to improve the effectiveness of WFP's contribution to development during the next Country Programming cycle?	Focus on the use of food aid for institutional change Need for continuous VAM type monitoring Imaginative use of small amounts of food aid for testing and experimentation can have a big effect on developmental use of food aid	-as above	As above,	As above

8. Other lessons learned	<p>Ghana. Coherence should be assessed not only in terms of coherence among WFP's own projects but coherence with the work and programs of other UN agencies and other key donors (including the UNDAF process)</p>	<p>Mauritania. -definite need for measures to improve development, designation, gathering and analysis of results indicators at output, outcome and impact level including the development of a baseline -need for improved staff complement in logistics, monitoring and evaluation</p>	<p>Bolivia. - greater follow up and technical support is needed for productive activities including income generation and the creation of sustainable assets. Not enough is known about the beneficiaries of the assets being created.</p>	<p>Guatemala. -there is a need to improve the criteria used in the selection of beneficiaries based on poverty and food insecurity, especially for those living in peri-urban and marginal urban areas who are internally displaced peoples from rural locations.</p>
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Part 3– Mozambique, Yemen and Mali

Issue and Sub-Issue	Mozambique	Yemen	Mali
1. Has the process of developing a CSO and CP resulted in a recognizable CP as described and expected in the guidelines and policies of WFP?	<ul style="list-style-type: none"> - strategic focus on most vulnerable areas and groups - coherence and internal consistency - integrated with government activities at provincial and district level - CP resulted in clear strategy and a coherent programme - more coherence and integration possible within certain activities such as Food Fund and education 	<p>Existing CP document does not incorporate essential features of a comprehensive country programme approach</p> <p>Forthcoming CP needs to make better use of potential benefits of a substantive country programme approach</p> <p>Closer coordination and cooperation with government, other UN agencies, and donors in program and activity planning, implementation and monitoring and evaluation is required</p>	<p>The mission concluded that while the WFP program in Mali had attained a certain level of coherence in relation to stated strategic directions the actual process of developing the CSO and CP had not resulted in a well defined strategy or a genuinely coherent programme. In fact, the programme represents a new way of presenting projects in a common framework while the projects themselves remain independent in conception, management, and ongoing supervision.</p>
1.1 How were activities/projects ongoing before the establishment of the CP modified to fit more readily into the CP approach?	<p>The 1996 CSO recommended future focus on rehabilitation and disaster mitigation but continuation of parallel activities in education and health along with rehabilitation of public infrastructure</p> <p>CSO emphasized use of VAM for better targeting</p>	<p>Design and implementation of WFP assistance has largely continued to follow the lines of individual project approaches</p>	<p>-as noted above, activities have a general relationship to the strategies and goals of the CP but remain largely independent of each other</p>
1.2 Did the process of developing the CSO and CP include an analysis of national and sub-regional (within the country) food insecurity and vulnerability – hunger analysis? Does the CSO and/or the CP make reference to VAM material developed for the country?	<p>National agriculture production increases result in a positive food balance</p> <p>Some question national need for food aid but WFP targets food deficit regions and disaster mitigation</p>	<p>CP strategy, focus and objectives based on past experience, problem analysis and govt. policy</p> <p>CP approach a change in labels</p> <p>Agreement with govt on the CP does not exist – only projects and activities agreed to</p>	<p>-the geographic targeting has been based on the results of the early warning system and has focused on the most vulnerable zones. However, in the absence of detailed vulnerability mapping of the Northern regions- targeting is more appropriate at the regional geographic level than at the level of vulnerable households and persons</p>
1.3 Did the process of developing the CSO and CP result in an identified strategy for WFP development programming? Did it include, for example, choices in strategic areas such as: key partners inside and outside government, geographic target areas etc.	<p>Not evident from the evaluation report.</p>	<p>Stated strategy: Focus on food insecurity and the poor</p> <p>Goal Improve the nutritional status of the most vulnerable at critical times in their lives, help build assets and promote self reliance of poor people and communities.</p>	<p>In the absence of an explicit strategy the evaluation team used an analysis of the goals of specific interventions to arrive at a general, overall objective for the CP of, “reinforce the means and capacities of target group members to meet their food and nutrition needs in a sustainable manner while reducing the effects of repeated natural disasters</p>

<p>1.4 Are the activities in the CP designed to be complementary or to be linked in terms of sector, geographic areas, beneficiaries or other common elements? If not, is there a strong rationale for not making these linkages?</p>	<p>Mozambique. Enhance the role of women in food aid and food management Increase national and local institutional capacity Manage a consolidated VAM data base for better targeting of most food insecure Promote coordination of a government food security committee.</p>	<p>Yemen. Identical to objectives of individual planned activities: Reduce gender gap in education Encourage women and children to use health services Improve food security of the poorest Ensure food security of refugees living in camps, and Reduce the incidence of micronutrient deficiency</p>	<p>Mali. -cover the food needs arising from local or general natural catastrophes to which the country is regularly subject; -reinforce the capacity of the population to face natural calamities and survive in a difficult environment -develop human resources in the context of support to the education, health and nutrition sectors As noted by the evaluation team, programme objectives are in line with govt priorities but are too general.</p>
<p>1.5 Are there specific objectives expressed at the level of the CP (as opposed to the activity level)? Are they relevant, realistic and attainable in light of the approved activities in the CP? Further, can the achievement of objectives be measured at the programme level?</p>	<p>The CP is integrated and coherent but some of the individual activities need to be more integrated.</p>	<p>Only rudimentary application of CP concepts but: - activities follow same broad objectives of WFP core policies - concentrate on social sector - concentrate on same 10 governnances - programme cycles to be harmonized among UNDP, WFP, UNFPA and UNICEF in 2001</p>	<p>-Integration: the basic activities of the CP have potential aspects of complementarity and have potential to be targeted. In the medium term targeting has been at the regional geographic level only. -the synergistic effects among projects should be at the base of a CP approach but are severely limited in Mali. -there is scope for further concentration of aid by regions with high food insecurity.</p>
<p>2. To what extent did WFP's systems and procedures for programme and project identification, design, budgeting, implementation and review enhance or impede the CP approach?</p>	<p>Serious reservations were expressed on WFP systems and procedures in support of the CP (see below).</p>	<p>Not adequately covered in the evaluation report.</p>	<p>- budgetary confusion limits the flexibility of programme processes</p>
<p>2.1 Delegation of authority to Country Director.</p>	<p>The process of decentralization has been protracted and grey areas persist along with differing interpretations.</p>	<p>Not adequately covered in the evaluation report.</p>	<p>The capacity of the CD to direct resources from one project to another which is a theoretical benefit of the CP approach is considerably reduced by the financial procedures actually in place.</p>
<p>2.2 Appropriate guidelines, policies, tools and support</p>	<p>First generation of CPs developed before supporting systems, policies and guidelines were put in place. Guidelines in place now - resources and long term financing policy (1999) Enabling Development (May 1999).</p>	<p>The CP approach in Yemen has so far been rudimentary and this may be attributable to the lack of clear guidelines on making the CP approach operational. Recommendations section cites lack of guidelines and operational procedures for the CP approach.</p>	<p>Not adequately covered in the evaluation report.</p>

2.2 (continued)	Mozambique. - disaster mitigation policy (2000) lack of clarity persists over responsibilities of WFP HQ, RO and CO	Yemen.	Mali.
2.3 Budgeting rules and processes appropriate to CP approach.	Method of calculating and allocating direct support costs (DSC) for development modeled on emergency calculations is a serious disincentive to staff and to planning. Adequate budgetary resources not allocated to preparation and administration of the development portfolio because of method of calculating the DSC	Flexibility in allocation of resources not provided for.	-The method of calculating direct support costs as a percentage of the food shipped in the prior year is detrimental because there is no direct correlation between the required level of technical assistance and the quantity of food shipped. A country which cannot absorb large quantities of food aid in one year may require substantial direct support costs in the early stage of a programme the following year. Further, this method of calculating DSC discourages long-term efforts to combat food insecurity and favors short-term approaches to fighting hunger.
2.4 Organization and staff complement of Country Offices	- Insufficient consultation on HR matters between HQ and CO - HR Division at HQ does not update CO on personnel matters - Strong need for more staff and more competency in core functions of logistics, M&E, gender, VAM etc.	Staff lack awareness of functions and benefits of a CP approach	- effectively implementing a CP approach and conforming to enabling development policies requires that the CO have adequate human resources in, for example, logistics, monitoring, evaluation, gender and vulnerability assessment. The CO needs a staff profile adapted to classical development programming. This will require greater budgetary flexibility and access to specialized staff.
2.5 Procedures followed	Country Programme Committee established and functioning effectively CPC carries out mid-term reviews Participation in CPC and in mid-term and annual reviews by government and NGOs is high but little interest on part of donors.	Country Food Aid Advisory Committee not established and no agreement with government at the programme level.	No indication that procedures were not followed.
2.6 Problems and constraints identified	- staff constraints - cross subsidization of development by emergency operations (especially for short term staff) - inappropriate formula for calculation of DSC - frequent staff rotation negatively impacts development programmes	- lack of awareness - lack of guidelines - limited cooperation with govt, UN and donor partners	- budgetary flexibility and appropriate allocation of direct support costs based on program needs; - lack of trained staff with skills appropriate to enabling development; - need for baseline data, clear objectives and better monitoring of results

3. CP results in more effective contribution to development	Mozambique Generally CP has benefited from expected integration and participation effects	Yemen Although broadly in agreement with WFP objectives, the application of the CP approach so limited that activities succeed or fail on own merits	Mali The CP has resulted in only very limited synergy among projects which continue to operate independently.
3.1 National government involved in needs assessment	There was adequate involvement of most stakeholders (national and district government) in the formulation and implementation of programmes.	As noted, government priorities and policies were taken account of in review of experience and in problem analysis but no indication of direct government participation in needs assessment.	-CP priorities are consistent with government's overall strategy but extent of government involvement in program development not known. One problem in implementation is central position of the Ministry of Water and Rural Development.
3.2 Involvement in CCA/UNDAF process.	Evaluation reports that the CP process greatly enhanced WFP involvement in CCA/UNDAF WFP a strong and valued contributor to CCA/UNDAF process UNDG programme cycles harmonized	Despite harmonization of planning cycles and some complementarity in programmes, reported lack of integration by WFP into CCA and UNDAF activities. WFP to ensure more integration into next rounds of CCA and UNDAF.	CSO was developed in the midst of the process of UN reform in Mali. The CSO and CP were based on the analysis carried out for the development of the Country Strategy Note (CSN). Further, the process of elaborating the CP seems to have notably reinforced WFP's participation in the development of the UNDAF.
3.3 Government ability to meet commitments (counterpart funds and staff).	- government commitment to policies (addressing food insecurity) and to processes (Country Programme Committee) rated as high.	- government policies on poverty and food insecurity are consistent with WFP approach – the evaluation mission report made no comment on government ability to meet commitments	-main problem regarding government cooperation is the central role of the Ministry of Water and Rural Development which can block effective participation by other departments
3.4 Disaster preparedness and contingency planning.	- a key element of WFP strategy in the country - one of four CP objectives	- No direct comment by the evaluation mission.	-programme has a focus on assisting in developing capacity to cope with frequent food emergencies -existence of a PRRO has helped to maintain capacity for programming in food vulnerable areas
3.5 PRROS and EMOPS described in terms of possible interaction with CP.	WFP presence and capacity through development programmes laid basis for effective emergency response to floods.	- CP originally included a PRRO for Somali refugees now funded and implemented as separate project outside the CP. No comment on links	-see above
3.6 Flexibility re. Resource shifts	- Innovation of the food fund as support to micro food for work projects has injected considerable programme flexibility - Problem of lack of non-food resources provided by donors limits programme flexibility	Expected flexibility not realized but this may be due to the limited implementation of the CP approach thus far.	-as noted, the flexibility of resource shifting is limited due to budgeting rules and the methods used to calculate direct support costs.

4. Activities reflect the Enabling Development policy.	Mozambique. - Two primary activities in school feeding and food fund are compatible with FAAD criteria - A few resources are committed to some sectors (therapeutic feeding) and geographic areas (non-food deficit) not consistent with FAAD and VAM practices	Yemen. Interventions address two of the five priorities (health and human resources) and two of the planned activities will also address priorities relating to girls educational development and to assets for poor rural families. Relatively weak targeting, partnership and participation question compliance with the Enabling Development policy.	Mali. -the objectives of the programme and, in particular, of the basic activities are consistent with the direction of the Enabling Development policy. The sectoral focus of projects fits well with the five orientations of the policy. Nonetheless, there remains a great deal to be done to guarantee real compatibility with the policy at the level of the interventions.
4.1 Food aid appropriate and justifiable resource for objectives.	- provided targeting is continued and supported	- need to improve targeting at sub-district and district level -targeting criteria not clear	- yes but targeting has to be improved and based on better geographic and household data, perhaps through more intensive use of VAM
4.2 Partners most appropriate.	Strong and effective partnerships with govt. agencies Bilateral donors not engaged as partners – lack of UNDAF partners hampers exit strategies	WFP needs to seek and intensify cooperation and collaboration with UN, government and donors in its activities and programmes	-the large network of WFP partners, particularly large numbers of NGOs has the beneficial effect of extending the agencies reach but there are serious problems of consistency, policy coherence and coordination
4.3 Targeted to food deficit locations and populations (hungry poor).	Establishment and use of VAM capacity a major objective of the CP. VAM analysis well integrated into CP. Geographic targeting using baseline data In Food Fund sub-district targeting criteria not well defined	- little reference to or evidence of use of VAM principles and processes - lack of explicit criteria for geographic targeting and inconsistencies in application of targeting - geographic targeting not consistent with either education or poverty indicators	-targeting is geographic and reasonably effective at the zone level but needs to be improved at household level and to be based on a more accurate map of vulnerability within specific zones
4.4 Assets created benefit targeted	At start of the CP, feeder roads and micro projects did not emphasize creation of sustainable assets. Food Fund design and new school construction incorporate concepts of asset creation and sustainability. School construction benefits at community level. Food Fund assets should be owned at community level.	FFW components largely remain to be implemented	- the food for work project reviewed lacks clearly defined logical linkages between inputs, outputs, outcomes and impacts and suffers from problems relating to poor definition of objectives and targets as well as lack of coordination among participating NGOs. In such an environment the quality of assets created and the expectation that participants will also benefit from assets seems doubtful
4.5 Indicators monitored.	Food consumption indicators not monitored at the CP level. Indicators and development of an M&E system underway	- major theme of the study is need to develop monitoring and evaluation systems and processes at the CP level	actual design and conception of activities does not facilitate adequate monitoring & follow up.

4.5 (continued)	Mozambique.	Yemen.	Mali. - There is a clear need for donors and project implementers to collaborate on development of a plan for identifying and monitoring results indicators
5.0 Do the activities in the CP adequately address gender issues?	Strategy focuses on implementation of WFP's commitments to women and gender mainstreaming	Gender is one of main features of the CP. Women and girls are the main target groups of health and education projects. Women are prominent as beneficiaries, but there is little progress on women as decision makers	-Women do represent a target group for WFP projects and in food for work, for example, women comprise 28% of the beneficiaries. -However, the division of roles between men and women is not well understood in terms of food security and food use. In the absence of meaningful data on roles and gender needs many of the solutions proposed are superficial.
5.1 CP approach and commitments of women (mainstreaming)	<ul style="list-style-type: none"> - mainstreaming strategy - began in 1998 with awareness building and capacity development for gender - Gender plan of action 1999 focused on integration (mainstreaming) of gender into the CO work plan for 2000 - 1999 set target of 50% participation of women both in projects and in staffing of the CO - gender guidelines included in TORS for evaluation of activities - gender analysis integrated in training workshops - VAM used in meeting commitments to women - School feeding program targets creation of girls boarding schools 	<ul style="list-style-type: none"> - women and girls constitute 87% of the beneficiaries of health activity and 84% of the education activities; - no evidence in evaluation of a mainstreaming approach at either CP or activity level; - no reported use of gender analysis or efforts to address gender relations in projects 	See above.
5.2 Changes required to meet WFP Commitments to Women (CW).	- the evaluation reports provide many details of gender components of activities and do not identify apparent gaps in dealing with gender.	<ul style="list-style-type: none"> - efforts required to increase women's participation in decision making processes. - women's participation in project related committees needs to be ensured. 	- if WFP is to effectively work with partners in order to ensure that meaningful gender analysis informs work on food security (including the interplay of ethnicity and gender differences) it will need to work much more closely with counterparts on sensibilisation and collaboration.

<p>6. To what extent does the use of food aid in the current activities of the CP conform to the “Enabling Development” policy?</p>	<p>Mozambique.</p> <ul style="list-style-type: none"> - education and food fund activities conform to HR and asset creation priorities of FAAD - good involvement and participation by government stakeholders - gender components and strategies rates as strong - targeting on a geographic basis using VAM - sub-district targeting needs improvement - indicator development and M&E requires improvement 	<p>Yemen.</p> <p>as mentioned above conformance is general with WFP objectives (and two of the five FAAD area goals).</p> <ul style="list-style-type: none"> - weaknesses pointed out on government participation, partnership, targeting, local participation, use of VAM and in monitoring at the CP level. 	<p>Mali.</p> <ul style="list-style-type: none"> - See 4.1 above
<p>6.1 Changes required in next CSO and CP to ensure compliance with the Enabling Development policy.</p>	<ul style="list-style-type: none"> - sub-district targeting needs improvement; indicator development and M&E require improvement 	<ul style="list-style-type: none"> - scope of advantages of CP approach needs to be further explored - need more joint programming, better M&E, flexible resource management, establishment of food aid committees 	<ul style="list-style-type: none"> - a more precise definition of the staff requirements of the CO, especially relating to project design, monitoring and evaluation, gender, and VAM - development of logical models and results indicators for each basic activity - clearer definition of expected results - reductions in the number of partner organizations - continued concentration of geographic activities
<p>7. Measures in next CSO and CP r.e. Enabling Development</p>	<ul style="list-style-type: none"> - see above 	<ul style="list-style-type: none"> - see above 	<ul style="list-style-type: none"> -see above
<p>8. Other lessons learned</p>	<ul style="list-style-type: none"> - human resources for core functions in development need strengthening - tools and procedures late in developing to support CP process and still somewhat incomplete - some vagueness and confusion over roles and responsibilities of HQ, RO, CO - need to strengthen HQ support to CO, especially in HR matters. 	<ul style="list-style-type: none"> - strong need to integrate complementary inputs from other donors to supplement the value and effectiveness of WFP resources 	<ul style="list-style-type: none"> -WFP (and food aid’s) comparative advantage in Mali is incontestable in four key areas: a) support to the education sector for the purpose of enlarging access to education particularly for more equitable access for girls and boys; b) support to programs for management of irrigation; c) support to families affected by HIV/AIDs and d) prevention and preparation of disaster management plans All of above to be done in the context of a mainstreamed strategy for gender equality.

Part 4– Lesotho, Kenya, Niger and Madagascar

Issue and Sub-Issue	Lesotho	Kenya	Niger	Madagascar
1. Has the process of developing a CSO and CP resulted in a recognizable CP as described and expected in the guidelines and policies of the WFP?	– The CP was highly concentrated with a single activity in school feeding accounting for 82% of planned resources. Problems in design and in the capacity of the CO and government have meant that only 1 of 4 activities is proceeding. This calls into question the capacity of the CO to implement a programme approach. At the time of the mission the CP was not operational.	– Yes, in that it is concentrated on a large school feeding activity (the only one currently active at the time of the evaluation) with activities in asset rehabilitation and HIV/AIDs planned. On the other hand, the CSO process was completed 3 years before approval of the CP and thus the CSO was somewhat redundant. Of greater importance was the reported over-riding of a locally developed strategy by WFP Rome to re-emphasize concentration on school feeding	– The actual CP in Niger must be considered as a transition phase between a project approach and a true country programme approach.	– Globally, procedures were followed. CP was approved in January 1999, \$19 million for 1999-2003 for 40,000 tonnes of food. There are three main areas of activity: i) community nutrition, ii) school canteens; iii) natural disaster mitigation. But there is great overlap/repetition between CSO and CP, a sign that CP was not very well developed beyond the CSO.
1.1 How were activities/projects ongoing before the establishment of the CP modified to fit more readily into the CP approach?	– The main activity of the CP is a continuation of WFP’s long-standing school feeding assistance program.	– The main activity (and only currently operational one at the time of the evaluation) was continuation of a very large and successful school feeding programme in arid and semi-arid lands	– The development of the CP commenced after the beginning of key activities in areas such as education. CP represents more of a summary of activities than a distinct program.	– All three sectors of activity existed as independent projects before CP, especially i) and ii).
1.2 Did the process of developing the CSO and CP include an analysis of national and sub-regional (within the country) food insecurity and vulnerability – hunger analysis? Does the CSO and/or the CP make reference to VAM material developed for this country?	– Due to lack of a VAM capacity in the CO no VAM was undertaken (the VAM capacity referred to in the CSO and CP was termed non-existent in the summary evaluation report). On the other hand, the CP and its activities did focus on recognized vulnerable groups and regions.	– Yes, in fact CO resident staff had undertaken a series of workshops in early 1998 involving WFP staff and officials of relevant ministries of the Government of Kenya. These had developed schematics of area specific, chronic problems contributing to food security and a strategy of “food aided community development” which they reported was replaced in the final CP by a focus on school feeding in order to meet requirements of FAAD policy.	– Yes and no. The core activities of the program are directed to zones of chronic food insecurity within the country. The Dakar regional office of WFP intends to launch a VAM study for Niger which should provide a basis for refining the targeting of WFP development assistance toward the causes of vulnerability and to disadvantaged social and economic groups.	– The VAM unit announced in the CP was not put in place because only one person in the CO is responsible for liaison with the National Relief Committee. For the South, meteorological and agro-economic data provided by the Early Warning System was used to target assistance. But this targeting gives an “emergency” aspect to the food aid, often to the detriment of more ambitious long-term interventions. VAM Unit should be better equipped and have a training budget.

<p>1.3 Did the process of developing the CSO and CP result in an identified strategy for WFP development programming? Did it include, for example, choices in strategic areas such as: key partners inside and outside government; geographic target areas; targeting considerations within geographic areas; programme areas best dealt with by other agencies?</p>	<p>Lesotho. Yes, in that the over-riding objective of the CP was stated as “enabling poor households to invest in human capital through education and training.” The four basic activities of the CP were in the areas of assistance to primary schooling, early childhood development, non-formal education and disaster-preparedness. Targeting to early childhood education has been undercut by the fact that centres are fee-based. On the other hand, decision to make primary education free has meant more poor students enrolled.</p>	<p>Kenya. – See above, Evaluation reports that “the CP document that finally emerged at the end of 1998, however, was a vastly different document with its focus on continued school feeding as the centrepiece...the change stemmed from WFP/Rome’s concern that the strategy being developed by WFP/Kenya was not in line with WFP’s new “Enabling Development” guiding principles then in the final stages of development. The Evaluation team was not able to interview any who were engaged on the Rome side of the discussions.</p>	<p>Niger. Not really, there are objectives at the level of the PP (encourage agricultural production, protect the environment, support education and schooling for pastoral groups and improve the coverage of maternal and child health services) but these are inherited from the activities rather than planned at the CP level. As noted, above, targeting is expected to be improved based on the VAM study planned by the regional office in Dakar.</p>	<p>Madagascar. Some geographical targeting of activities but requires improvements.</p>
<p>1.4 Are the activities in the CP designed to be complementary or to be linked in terms of sector, geographic area, beneficiaries or any other common elements? If not, is there a strong rationale for not making these linkages?</p>	<p>– Three of the four activities are in education/school feeding and this meets with national priorities</p>	<p>– The three planned activities of school feeding, the fund for disaster preparedness activities and the community nutrition and care activities were all focused on the chronic food insecure Arid and Semi-Arid Lands (ASAL) areas and were thus linked. The last two have been altered to focus on rehabilitating assets and on HIV/AIDS</p>	<p>– The three basic activities of the CP existed as independent projects prior to the development of the CP and, although targeted to food deficit regions and groups show few signs of complementarity. This results mainly from the lack of a logic chart, goals and indicators at the CP level (instead of just a compilation of activity level goals.</p>	<p>– CP activities could be better linked in a given community</p>
<p>1.5 Are there specific objectives expressed at the level of CP (as opposed to the activity level)? Are they relevant, realistic and attainable in light of the approved activities/projects in the CP? Further, can the achievement of objectives be measured at the program level?</p>	<p>– Yes, as noted above the CP has the objective of improving human capital through use of food aid in education. The evaluation notes some problems in linking the objectives of specific activities to the overall CP objectives.</p>	<p>– Yes, the objectives relate to the central focus on school feeding and enabling poor, food insecure families to invest in education.</p>	<p>– The CP contains few new elements which are not contained in either the CSO or the operational plans of the individual interventions. Without a logic model or indicators for monitoring and evaluation, the CP cannot be monitored as a program. Its objectives appear to be simply a juxtaposition of the objectives of the interventions.</p>	<p>– Yes but the evaluation report noted some incompatibilities between objectives of CP and objectives of activities.</p>

<p>1.6 What evidence exists that the current CP exhibits the desired characteristics of integration, coherence, concentration and flexibility?</p>	<p>Lesotho. integration: CP fits in well with priorities of the country, UNDAF, other donors but there is more scope for collaboration with UN agencies: – coherence: concentration in education gives cp a strong but rather narrow coherence; – concentration: all activities have a target group and geographic focus recognized as vulnerable in Lesotho. Lack of a VAM capacity has tended to restrict the shift to a more targeted approach. – Flexibility: mission noted positively the added flexibility provided by the CP approach. CD intended to make use of delegated authority to shift resources to activity in disaster preparedness.</p>	<p>Kenya. School feeding (the sole active component) is well integrated and coherent in that it fits extremely well with the GOK’s own priority of providing primary education to all children and is focussed on young children in the ASAL regions. It is well integrated into the operations of the Ministry of Education, Science and Technology and with efforts of other donors such as DFID. – Flexibility is indicated in the recent revision of activity three from community nutrition and care activities to support for organizations and households caring for HIV/AIDs orphans in selected districts. – Concentration is mainly geographic (ASAL) and sectoral.</p>	<p>Niger. Integration: the CP and its activities are included in the UNDAF and the CP has been harmonized in duration with the programs of other UN agencies; The CP has also benefited from technical support from HQ and from WHO, UNESCO and FAO. – Coherence: the CP is consistent with government policy on food security and poverty alleviation. Each activity is linked to the appropriate partner agency in the GON. – Concentration is provided at a geographic level although there are some problems in coordination at the field level due to lack of human resources on the part of partner agencies.</p>	<p>Madagascar. – Coherence: CP activities contribute to reduction of poverty and are coherent with UNDAF. – Concentration: CP activities were implemented, especially ii) and iii), in areas of chronic food insecurity or frequent climactic disturbance. – Flexibility: See 2.1 below. – Integration: some need for better integration of all 3 activities.</p>
<p>2. To what extent did WFP’s systems and procedures for programme and project identification, design, budgeting, implementation and review enhance or impede the CPA?</p>	<p>– Problems have arisen mainly in the area of the HR capacity of the CO in Lesotho and of the Cluster office to provide backstopping support.</p>	<p>– The main observation made by the evaluation regarding systems and procedures (other than positively commenting on flexibility resulting from de-centralization) concerns the initial (and to some extent continuing) confusion surrounding new systems and procedures.</p>	<p>– There is little direct comment on systems and procedures for budgeting and for program identification, design and implementation other than the observation that the Regional Office and Headquarters have provided technical support in key areas.</p>	<p>– Rules and procedures have not significantly facilitated budgeting and activities.</p>
<p>2.1 To what extent has the delegation of authority to the regional and country office level enhanced flexibility of the Country Director in developing and negotiating a CP and in making shifts in resources when appropriate?</p>	<p>– Yes on both counts: Delegation of authority has been noted as increasing flexibility. Acting CD signals intentions to shift resources in favour of disaster preparedness activity. However, activities are not going forward at time of evaluation due to appraisal missions reports of design and execution deficiencies.</p>	<p>– As noted above, flexibility has been possible and has been acted on in the reshaping and redirection of two of the three planned activities toward high priority areas and in response to operational needs.</p>	<p>As above</p>	<p>– Delegation of authority certainly made implementation of the CP more flexible, especially by enabling the use of food aid for emergency operations. But permanent transfers of resources between various activities appear difficult because technical ministries resist having their resources tapped into.</p>

<p>2.2 Have appropriate policy statements, guidelines, and headquarters staff support been made available to country offices during the development of CSOs and CPs?</p>	<p>Lesotho. – Very limited staff resources (1 international staff position with CD in acting role – national staff position vacant) have been further strained by the large amount of time reportedly required to learn and apply “the many new financial, budgetary and reporting procedures being introduced at the corporate level”.</p>	<p>Kenya. – No. The lengthy decentralisation process and initial confusion surrounding the introduction of new systems for accounting, comptrollership, personnel, management approvals and lines of authorities give rise to a view among country staff that there is a need for reformulated and clarified guidelines regarding basic procedures and lines of authority in the decentralized WFP structure.</p>	<p>Niger. As above</p>	<p>Madagascar. – Important delays from HQ (especially related to Other Direct Operational Costs and non-food items) have hindered flexibility and sometimes affected WFP credibility vis-à-vis the government and its partners.</p>
<p>2.3 In the experience of the WFP office, are procedures and rules for establishing programme and project budgets appropriate to a CP approach? Do they allow for the required flexibility in resource planning and allocation?</p>	<p>The general observation made throughout the summary report concerns the lack of program design, appraisal, administration and review capacity available at the CO level, in part due to the low tonnage and dollar levels of the program.</p>	<p>– The report notes as well as a need for clearer guidelines a basic problem with the allocation of financial resources to the development program. The program has inadequate financial resources, largely as a result of the WFP decision on monetisation. This will increasingly inhibit achievement of goals and objectives.</p>	<p>– No direct comment other than an observation that the two dollars per ton rate provided for logistical costs of support to the grain banks system is inadequate. – The report does note that the required flexibility for transferring resources among activities does seem to be in place.</p>	<p>– Rules and procedures have not significantly facilitated budgeting and activities.</p>
<p>2.4 Is the staffing mix in the country office appropriate given the requirements of the CP approach? Is short-term technical support available where is needed and appropriate?</p>	<p>– No. The staff capacity of the CO is repeatedly noted as inadequate to the demands of developing and implementing a CP approach. Recommendation is to use a project approach if no more resources can be made available for the preparation and implementation of the new CP (post 2002).</p>	<p>– Staffing does not seem to be a major resource concern in the evaluation. Emphasis is placed on inadequate financial resources and on the need to deepen VAM capacity and link it to efforts by other UN agencies and donor to more systematically deepen and broaden the analysis of food insecurity in Kenya.</p>	<p>– No direct comment in the report.</p>	<p>– Structure and mix of CO personnel is generally adequate for program implementation. The volunteer work of UN volunteers and advisors that coordinate fieldwork is deemed essential. Short-term technical support from Maputo was sometimes hard to obtain due to short staff. Technical support for preliminary activity summaries was invaluable.</p>

<p>2.5 Were the defined procedures for preparing and implementing the CP followed? Has a CP agreement been signed with the government? Appraisal missions, project outlines, project summaries, the Programme Review Committee?</p>	<p>Lesotho. – Procedures for developing and signing the CO and CP were followed and an agreement signed. A PRC was established but has never met. Appraisal missions have been carried out which have resulted in decisions not to proceed with activities as planned.</p>	<p>Kenya. – Yes on these items of procedure but with a major reservation noted that it appears that an integrated and participatory process for developing the CP was over-ruled by WFP/Rome with the reported rationale of making the subsequent CP more compliant with “Enabling Development” Principles (this seems somewhat illogical given the emphasis on ownership in the Enabling Development document”.</p>	<p>Niger. – Yes, the procedures for preparation of the PP were respected but the resulting document should be seen as transitional in nature.</p>	<p>Madagascar. – Project summary missions were conducted but completed 1.5 years after approval of CP. CP was signed by government. A Steering Committee was formed, co-presided by the director general of the Ministry of Economy and Finance and the director general of WFP.</p>
<p>2.6 What problems or constraints have been identified during the development and implementation of the CP?</p>	<p>– The main constraint identified has been the very limited personnel capacity of the CO. This has been made more difficult by some confusion within the GOL of which were the agencies responsible for coordination and management of food aid.</p>	<p>– As noted above the main three problems and constraints noted have been: 1. an apparent over-ride of a strategy developed in Kenya by WFP/Rome; 2. an lack of financial resources for non-food items in activities as a result of curtailing monetisation, and 3. confusion over new procedures, rules and authorities</p>	<p>– Problems noted have included: – Poor circulation of information among donors and between the WFP and its partners at the field level, both governmental and non-governmental. – Lack of baselines and of follow up and monitoring capacity; – Poor definition of the new requirements of WFP in areas such as monitoring and evaluation with respect to the desired results of the CP.</p>	<p>– A mission was conducted to prepare activity summaries but there was an exaggerated lapse (1.5 years) between approval of the CP and the completion of the last summary. – Minimisation of losses was achieved by WFP being more involved in food aid delivery. The direct management by WFP of the Internal Transport, Storage and Handling facilitated protocol agreements with partners, namely the NGOs, and enabled better monitoring. This was a key success factor of the CP.</p>
<p>3. To what extent has the design, development and implementation of a CP resulted in a more effective WFP contribution to development?</p>	<p>– There is a real question reflected throughout the evaluation report as to whether the CP approach is appropriate in such a small program country with such limited development program design, implementation and follow up capacity.</p>	<p>– Surprisingly, the change in strategy from food aided community development to a focus on school feeding is not viewed as diminishing development impacts since the large (20 year old) school feeding project is viewed as very effective in reaching poor, food insecure families.</p>	<p>– WFP food aid in support of cereal banks has been a major success. On the other hand, support to rural development activities appears to have been very punctual rather than strategic. School feeding has promoted attendance but targeting can be improved. The maternal and child health project has improved attendance but not mainly by the most food insecure women.</p>	<p>– CP increased WFP coordination capacity. Its involvement in the UNDAF process should enable WFP to rationalise its intervention strategy as outlined in the CSO and concentrate its efforts on a new CP.</p>

<p>3.1 Was the national government fully involved in the pre-CSO review of needs and does it agree with the stated priorities of the CP?</p>	<p>Lesotho. The government was initially involved in the CP preparation through the Country Programme Committee (1999) but government ownership of the process appears to have been limited. CPC has not met since and Govt has been slow in processing and finalising basic activity summaries submitted by the CO.</p>	<p>Kenya. Yes, see above on the interactive nature of the development of strategy in early 1998. At the same time this interactive and integrated process seems to have been over-ruled. It is important to note, however, that the key partner ministry for the school feeding program continues a strong relationship with WFP and there is strong central support for the CP.</p>	<p>Niger. – Yes but little detail of how is provided in the evaluation.</p>	<p>Madagascar. The government was involved in developing the CP and the process was supervised by the Ministry of Economy and Finance. The Program conforms to the government’s policy on food security, poverty reduction and disaster mitigation.</p>
<p>3.2 Did the process of developing the CP enhance WFP involvement in the CCA and UNDAF processes under way? Did the shift to a CPA enhance WFP’s ability to contribute to UN coordination through the CSN, CCA, UNDAF or other processes?</p>	<p>– CP was prepared in 1999, prior to the CCA and UNDAF which were finalized in 2000 and 2001. WFP participated in both documents and plans are under way to harmonise the WFP program and UNDAF by establishing a new CP from 2002 forward. UNDAF provides opportunities for greater focus and coordination of UN activities by target group (e.g. herd boys) in the future.</p>	<p>– Without referring specifically to the CCF and UNDAF, the evaluation notes there is a need for much closer collaboration among UN agencies and donors, perhaps by focusing on selected areas and target groups. The observation made is that collaboration and coordination are more talked about by donors and UN agencies than implemented.</p>	<p>– Yes, the CP is formally included in the activities and goals of the UNDAF and WFP has harmonized its program cycle with UN partner agencies.</p>	<p>– WFP took part in CCA and UNDAF development. CP coincided with UNDAF and relied on UN development priority setting for Madagascar. UN funds and programs harmonised their programming cycle to ensure better coordination and integration of their interventions.</p>
<p>3.3 Has the process of developing the CP had any appreciable effect on the ability of the national government to make and meet programme commitments regarding counterpart contributions including both finances and staff time?</p>	<p>– CP process appears mainly to have illustrated problems in the national government’s ability to coordinate food aid activities and respond to demands of a CP approach. Evaluation notes that too many agencies are involved, there is a lack of clear mandate and direction and responses are very slow.</p>	<p>– The CP process does not seem to have had a direct effect on government capacity to respond. On the positive side, the Education ministry has provided necessary teaching and other inputs to the schools so that the school feeding program has had a positive impact on performance. On the other hand, lack of financial resources has, for example, undermined program monitoring activities.</p>	<p>– No comment is made in the evaluation on how the process of the CP may have affected national capacity.</p>	<p>– No direct comment on this issue in the summary report.</p>

<p>3.4 Does the CP include contingency planning measures at either the country programme or activity level? Does it include one or more activities aimed at ensuring that disaster preparedness or disaster mitigation actions are taken in development projects so that the transition to emergency operations may be more effective and timely when necessary?</p>	<p>Lesotho. - Yes, activity four focuses on disaster preparedness and mitigation in drought prone Lesotho. Unfortunately, an appraisal mission after the signing of the project agreement pointed out the need for resolving implementation issues related to ownership and partnership. The CO has had difficulty in re-orienting CP activities following appraisal missions.</p>	<p>Kenya. - The second activity was planned as a “fund for disaster preparedness activities” to help threatened communities in arid districts to develop disaster preparedness plans. However, this has been changed because of the effects of floods and droughts experienced in the 1998-2001 period to an activity focussing on food for work to rehabilitate infrastructure. It is being re-developed at this time.</p>	<p>Niger. There are no contingency planning or disaster preparedness activities reported by the evaluation.</p>	<p>Madagascar. The third CP activity is dedicated to disaster mitigation. It is compatible with the government’s guidelines and to the UN’s integrated response to disasters. Need for clearer differentiation between emergency operations and development activities.</p>
<p>3.5 While the CP does not include resourcing and planning for PRROS and EMOPS, does it describe them and note any possible actual or potential interaction between development activities and relief?</p>	<p>- The evaluation only comments on the focus on education and the links between the disaster preparedness and other development activities.</p>	<p>- Other than commenting on the re-direction of activity two from disaster preparedness planning to the rehabilitation of infrastructure, the evaluation does not comment on planned links between the development and relief activities of WFP as described in the CP.</p>	<p>- No comment on this link is presented in the evaluation summary report.</p>	<p>– Four emergency operations occurred in 2000 and 2001. Their objective is so similar to that of CP activity number 3 that it creates confusion. Which results in ah hoc short-term activities that often do not meet the long-term CP objectives.</p>
<p>3.6 Did the CP mechanism permit necessary and appropriate shifts of resources among activities in a timely and efficient way?</p>	<p>– Yes in the sense that the 10% resource re-allocation was planned to be used to increase resources for the disaster preparedness project</p>	<p>- It appears that the CP framework coupled with decentralization of authorities to the CO has permitted enough flexibility for activity three to be re-directed to support for HIV/AIDS care-givers.</p>	<p>- As noted, the CP and decentralized authorities do provide the necessary flexibility in view of the evaluation team.</p>	<p>– See 2.1 – - Delegation of authority certainly made implementation of the CP more flexible, especially by enabling the use of food aid for emergency operations.</p>
<p>4. To what extent does the use of food aid in the current activities/projects reflect the lessons learned documented in Food Aid and Development?</p>	<p>– Based on the checklist presented in the 1999 Enabling Development document the Lesotho CP demonstrates a low level of compatibility with the Enabling Development Policy</p>	<p>– The evaluation concludes that once all three activities of the CP are operational, the WFP/ Kenya program will be operating in very high compliance with the Enabling Developm. framework.</p>	<p>– There is no major contradiction between the contents of the CP and either the lessons learned from FAAD or the policies and priorities of Enabling Development.</p>	

<p>4.1 Is food aid the most appropriate resource for use in the CP activities? Is food aid justifiable and necessary for the achievement of the activity level objectives?</p>	<p>Lesotho. In that Lesotho is a poor food deficit country food aid is an appropriate resource for development. However targeting problems undercut the use of food aid for the poorest and most food vulnerable.</p>	<p>Kenya. Food aid has been used (to date) entirely for school feeding and is entirely appropriate. Maize, pulses and vegetable oil have contributed very strongly to improved attendance and performance of poor boys and girls in ASAL districts</p>	<p>Niger. Yes, especially in the areas of school feeding and support to the system of cereal grain banks. Food aid is an essential component in both these activities which have been very effective.</p>	<p>Madagascar.</p>
<p>4.2 Are WFP's partners in each activity the most appropriate? What measures were taken during the design of the activity to assess possible partners?</p>	<p>– The evaluation reports limited government ownership and support to the CP process. It also reports that links to NGOs described in the CP could not be developed due to staff shortages</p>	<p>– The evaluation reports very effective and close collaboration between WFP and the central and district offices of the Ministry of Education, Science and Technology.</p>	<p>– Yes, each activity of the CP has clearly identified appropriate partners in the technical ministries as well as coordination through the ministry of finance.</p>	<p>– Each CP activity has identified interlocutors within technical ministries. An inter-sectoral program steering committee is co-presided by the director general of the Ministry of Economy and Finance and the director general of WFP. The frequency of meetings (twice a year) and committee composition is adequate but it needs to widen its mandate to include closer monitoring of the program and to ensure better coherence between activities.</p>
<p>4.3 Is food aid used in the activities in the CP targeted to food deficit sub regions and/or populations identifiable as the hungry poor? Is there evidence that these targeted people are being reached?</p>	<p>– As noted, the report cites problems in targeting of some activities such as early childhood development (because of fee structures) and support to training of herd boys. Lack of VAM capacity is cited as a factor limiting effective targeting.</p>	<p>– Yes, to schools in very poor, food insecure pastoral farming regions (ASAL). As a result of the combination of school feeding and improved educational inputs, students from these very disadvantaged areas score as well as urban students on national tests.</p>	<p>– Yes, food aid is targeted (with some exceptions in maternal and child health) to food deficit regions and groups. This can be improved through better and more intensive use of VAM.</p>	<p>– The work of the VAM Unit has contributed to reducing food insecurity for targeted communities, namely through the creation or rehabilitation of roads and other assets. But need for better targeting.</p>
<p>4.4 Where assets are being created are measures in place to ensure that the targeted beneficiaries benefit from the assets created?</p>	<p>– No food for assets activities are reported in the Lesotho CP</p>	<p>– The one Food For Assets activity (rehabilitating damaged infrastructure) is not yet operational.</p>	<p>– No direct comment is made regarding asset creation activities in the evaluation since the emphasis has been placed on school feeding, maternal and child health and cereal grain banks.</p>	<p>– Not directly addressed by the evaluation report.</p>

<p>4.5 What indicators are being monitored which can be used to assess the effectiveness of the activities in the CP? Do they provide any assessment of activity effectiveness at this point in time? Do they cover outputs, outcomes and impacts? Were baselines developed?</p>	<p>Lesotho. – Monitoring and reporting functions for the CP remain problematic. There is no system in place for assessing the performance of the CP based on a logical framework analysis or in relation to the indicators which had been identified for monitoring in the annex of the CP. No reporting procedures in place for the CP as a whole and no annual Programme Committee report.</p>	<p>Kenya. – The evaluation reports that a well established system is in place for the MOEST to monitor food aid use and student performance in the school feeding program but that the effectiveness of this system is being reduced due to lack of vehicles and spares which were to have been provided by WFP but cannot be financed now in the absence of the proceeds of monetisation.</p>	<p>Niger. – The evaluation notes the lack of baselines, results definitions or defined indicators for follow up and evaluation at the CP level.</p>	<p>Madagascar. – Improvement of monitoring and evaluation of School Canteen activities should be a priority. It is currently limited to the movement of goods and does not measure the impact on access to education, school attendance and reduction of abandon, especially for girls.</p>
<p>5. Do the activities in the CP adequately address gender issues?</p>	<p>– Based on the assumption that targeting schools (where girls attendance is good) commitments to women would be met there has been no gender analysis as a basis for programming. As a result, the problem of the gender gap in education which is under-representation of boys is not addressed in activities</p>	<p>– The evaluation reports that WFP Kenya has been an active force in mainstreaming gender in Kenya both in terms of its own programming and its influence on others. This may have been somewhat diminished because a lack of funds has limited follow up on a recent gender workshop and because the regional gender specialist for WFP was transferred to Uganda</p>	<p>– Yes, the engagement of WFP with regard to gender in the course of the elaboration of the CP and in its execution is quite evident. In particular, the health/nutrition activities have a strong impact on women. – The synergy between WFP and the executing agency for the cereal grain banks has permitted women to take a role in the management of these banks although women are represented in management committees for these banks they seem to have little participation in decision making.</p>	<p>– There is an obvious commitment from WFP towards women in the CP and in its implementation. The nutrition activity targets women primarily. Every Food-for-Work or training request is examined bearing in mind the opinion and representation of women. In each site, women are slightly over represented.</p>
<p>5.1 CP approach and commitments to women (mainstreaming)</p>	<p>– The CSO, the CP and the draft operational agreements do not explicitly refer to WFP’s commitments to Women.</p>	<p>– In general, yes. WFP/Kenya has a history of innovative and successful gender focused activities.</p>	<p>– In general yes but there is a requirement for a better understanding of how food insecurity effects men and women</p>	<p>– They also participate actively in management committees, often as president and co-presidents. Food distribution is done by women.</p>
<p>5.2 Changes required to meet WFP commitments to women</p>	<p>– An explicit gender analysis underpinning at least some of the design process for the CP and activities</p>	<p>– There is a need for a return to adequate funding of gender promotion activities along with arrival of funds early in the financial year.</p>	<p>– A greater understanding of the roles of men and women in responding to food insecurity would permit the development of more precise objectives.</p>	<p>See above.</p>

<p>6. To what extent does the use of food aid in the current activities of the CP conform to the “Enabling Development” policy?</p>	<p>Lesotho.</p> <ul style="list-style-type: none"> – See 4. above. – Priority area b) enabling poor households to invest in human capital through education and training is the main focus of the program. 	<p>Kenya.</p> <ul style="list-style-type: none"> – See 4. above re food aid and development. – Also, the report notes that one way or another, the CP positively addresses all five areas of the enabling development policy although its focus is on area b. 	<p>Niger.</p> <ul style="list-style-type: none"> – There is no major contradiction between the contents of the CP and either the lessons learned from FAAD or the policies and priorities of Enabling Development. The activities contribution in four of the five areas of the policy. 	<p>Madagascar.</p> <ul style="list-style-type: none"> – Objectives of CP activities meet the requirements of the policy. Current activities should therefore be transferred to the next CP, with recommended improvements.
<p>6.1 What changes would be required in the development of a new CSO and CP to improve compliance with “Enabling Development”?</p>	<ul style="list-style-type: none"> – Establish a VAM capacity in the CO to better support targeting; – Harmonize future CSOs and CPs with the UNDAF – Explore common UN targeting of key groups such as herd boys and and HIV/AIDs affected. 	<ul style="list-style-type: none"> – Review the development and drafting of the current CP to better understand how processes at the CO level are to mesh with HQ level policies to avoid an apparent U-turn. – Address the urgency of improved non-food resource availability, perhaps through monetisation. 	<ul style="list-style-type: none"> – There is a risk inherent in all three activities of the program of creating dependency. The interventions of two out of three of the large partners in rural development are basically “au point mort”. The school feeding program will be essential to the success of the 10 year plan in basic education. 	<ul style="list-style-type: none"> – Use of logic models for each activity to develop CP to avoid incoherence and incompatibility between strategic objectives and Activities. – Ensure that summary of activities is completed before CP approval. – Widen mandate of the Program Steering Committee to better monitor CP and ensure coherence of activities. – Attempt to associate CP activities with new independent provincial plans to benefit from financial and technical resources available in decentralised and autonomous governments.
<p>7. What measures can be taken in the development of the CSO and the CP to improve the effectiveness of WFP’S contribution to development during the next Country Programming Cycle?</p>	<ul style="list-style-type: none"> – See 6.1 above. – The CO has not been adequately staffed. If a program approach is to be maintained as the way forward in Lesotho, the challenge will be to provide the sustained level of support needed. If HR resources cannot be made available a less ambitious project approach (based on a core school feeding project) could represent a better alternative 	<ul style="list-style-type: none"> – Study the process by which the Kenya CP was designed so as to allow for the development of a consensus on strategy direction at the field level so that the CP can be better attuned to the problem context of Kenya. 	<ul style="list-style-type: none"> – It will be important to complete the transition to a CP approach by developing a logic model, results statement and indicators for evaluation and follow up at the level of the CP as a whole rather than simply aggregating objectives of the activities themselves. It is also important to overcome the relative isolation of activities. 	<ul style="list-style-type: none"> – CP resources for VAM should be dedicated to supporting the implementation of an Early Warning System by the National Relief Committee. – VAM unit should be better equipped and have a training budget. – WFP should contribute to improving NGO intervention capacity, namely through training. – Efforts should be made to better concentrate the CP.
<p>8. Other lessons learned</p>	<p>Lesotho.</p>	<p>Kenya.</p>	<p>Niger.</p>	<p>Madagascar.</p>

	<p>The level of support needed to implement the CP approach may not be realistic in very small programme countries such as Lesotho.</p>	<p>- Non-food financial inputs to activities such as school feeding are crucial but are increasingly difficult to resource – hence recommendation for a return to monetisation.</p>	<p>– There is a need to research new partners for the education and nutrition projects with stronger capacity at field level.</p>	<p>– Minimisation of losses was achieved by WFP being more involved in food aid delivery. The direct management by WFP of the ITSH facilitated protocol agreements with partners, namely the NGOs, and enabled better monitoring. This was a key success factor of the CP. NGOs are indispensable relay partners for the implementation of community nutrition program activities.</p>
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Annex 4 – Terms of Reference for the Thematic Evaluation of WFP's Country Programme Approach

1. Introduction

In 1994 WFP introduced a new policy framework called the country programming approach. This replaces the project-by-project approach which made it difficult to relate WFP assistance to overall national planning. With the previous approach there was little integration of different WFP activities to ensure a coherent country programme. The new approach implies some fundamental changes to the way WFP plans and programmes, focusing on a people-centred and food-based strategy and using the “country” as the basic entity for WFP’s engagement. A country programme incorporates WFP’s development activities, and should be a cohesive and focused response to those strategic objectives of a recipient country that coincide with the strategic objectives of WFP and other assistance partners.

This relatively new orientation of WFP development programming is in line with the General Assembly resolution 47/199 which mandates the United Nations to introduce country programming. It also serves to bring WFP in step with the direction of UN Reform as reflected in the Common Country Assessment (CCA) and United Nations Development Assistance Framework (UNDAF) processes.

The three key reference documents which outline WFP's Country Programme approach are: CFA 37/P/7 (April 1994), CFA 38/P/6 (October 1994) and CFA 40/8 (October 1995).

2. Proposal

It is proposed to undertake a structured review of the implementation of the country programme approach, based primarily on the results of 15 CP evaluations which will have been completed by mid-2001. This will entail taking a systematic, corporate look at how country programming has been applied in WFP since its introduction. The results will allow WFP to assess progress in the transition to a country programme approach, to refine its application for increased effectiveness, and to report to the EB on progress. The review will address questions regarding the design, implementation and effectiveness of the CP model. It will also look at whether WFP is achieving its intended objectives through the introduction of country programming.

The review will be undertaken by a consultancy company, under the direct supervision of the Chief Evaluation Officer, OEDE.

3. Timeframe

September to December 2001 for the main evaluation work. The final report and Executive Board summary report should be ready for RECC editing by end January 2002. The Summary report will be presented to EB2/2002 in May 2002.

4. Objectives of the Thematic Evaluation.

The thematic evaluation of WFP’s country programme approach will serve the following objectives:

1. To provide a structured, methodologically sound basis for reporting to the EB on progress to date in implementing the CP approach, and on the implications of this approach in terms of development programs.
2. To assess the extent to which the CP approach has contributed to more effective development programming by WFP.

3. To identify factors which either enhance or impede the ability of regional/country offices to develop and implement country programming in a timely and effective way.
4. To identify and recommend changes which may improve WFP's capacity to implement the CP approach, especially at country level. This will enable the review to contribute directly to the organisational change exercise at WFP.
5. To assess the extent to which the CP approach can be an effective means of advancing the principles outlined in the Enabling Development document so that the findings of the review can also serve the needs of the Enabling Development Task Team.

5. Progress to Date

In late 1999, the decision was taken that individual mid-term evaluations of first-generation Country Programs, which are timed to feed into the preparation of subsequent Country Strategy Outlines (CSOs), will be used as a major component of the review of the CP approach. By the end of 2000, ten CP evaluations had been carried out and a further five are planned for the first six months of 2001, bringing the total of completed CP evaluations to fifteen by the time the review is due to begin in September 2001.

A key component of the strategy for reviewing CPs has been the development of a common generic terms of reference for country program evaluations, which were field tested during the Malawi CP evaluation in March/April 2000. These TORs are the basic document guiding all subsequent CP evaluations. As a result, the CP Review Team will have at its disposal a set of Country Program evaluations that have relied on a common TORs, applied the same basic methodologies and reported under a common reporting format and table of contents. The generic TORs for CP evaluations should be seen as a companion document to this proposal since a basic underlying assumption is that they will be applied (with necessary variations) in all CP evaluations.

6. Underlying Principles

The approach and strategy guiding the implementation of the thematic evaluation is based on the following principles:

- The Country Program evaluations and the overall thematic evaluation itself will be both participatory and independent. The evaluation process will include WFP staff as well as external consultant(s) and key stakeholders.
- The review process will be both structured and transparent so that key stakeholders will be able to act on the findings and recommendations with confidence and the overall evaluation report will have the highest possible credibility with internal and external users.
- The thematic evaluation will provide findings and recommendations which are both operational and strategic, and which can be implemented at different levels in the organisation.

7. Key Issues for the Thematic Evaluation

The thematic evaluation will address the following key issues:

1. To what extent has country programming been implemented (as conceptualised) in WFP? Where the pace and extent of implementation has varied, what factors have contributed both positively and negatively to this variation?
2. What evidence is there that the CP approach as implemented is contributing to more effective development programming?

3. Which findings and lessons from completed Country Program evaluations will clearly support recommendations applicable across different countries and regions?
4. What are the strengths and weaknesses of the processes used to develop, implement and support the CP approach and are they appropriate for different categories of country programmes and country types (large and small countries, regional groupings, countries in transition, etc.)? What opportunities exist to systematically strengthen these processes?
5. To what extent are the organisational resources, including human resources, available to WFP at country, regional and headquarters levels appropriate and adequate to the demands of the CP approach? What organisational changes may be implied in order to improve the implementation of the CP approach?
6. Is the CP approach an effective way to implement the Enabling Development policy? If not, does it have the potential to be an effective basis for implementing the policy in the future?
7. How does the CP approach link in to the overall UN system's country-level CCA/UNDAF process?

The issues outlined here have been selected to serve the needs of WFP at country, region and headquarters levels and to build on the issues identified in the development of the generic TORs for CP evaluations. They will require a methodological approach combining a systematic review of the reported findings and recommendations of completed CP evaluations with qualitative research and consultations with WFP staff and key stakeholders. The details of this combination are provided in section 8. below.

8. Methodology

In order to meet the objectives of the evaluation and to address the key issues outlined in Section 7., the thematic evaluation will involve the following key methodologies:

- A structured roll-up of key findings and recommendations from the CP evaluations. This will be done using the CP evaluations completed by end August 2001.
- Regional Programme Advisors and the Enabling Development Task Team will review and comment on the rolled-up findings.
- A brief descriptive profile will be prepared of the progress WFP has made in developing, approving and implementing Country Programmes including a profile of CP activities by sector and target populations.
- Key informant interviews on the results of CP evaluations will be used to develop the framework for a HQ level meeting/consultation on the key findings and conclusions of the review.
- A synthesis of the results of methods 1, 2, 3, and 4 will form the basis for preparing the EB report on WFP's experience in implementing the CP approach.

Each of these methods is examined in more detail below.

8.1 Structured Analysis of CP Evaluation Results

Beginning in September 2001, a summary will be prepared of the findings and recommendations of the 15 completed CP evaluations. This will entail 1 person day for each review (Executive Summary, Full report and any technical reports) plus a further 5 days to develop a summary report on key findings, lessons and recommendations. The summary will be structured around the key issues outlined in section 7.0 above. In total during September and October 2001, this exercise will be carried out over approximately 22 consultancy days, including two days for preparation of a draft working paper on the Results of CP evaluations.

8.2 Regional Programme Advisors

In view of the Programme's current de-centralisation process, a regional perspective will be included to review the key findings, conclusions and recommendations of the completed CP evaluations so that they fully reflect regional realities and so that a consensus can be developed. This should aid in the implementation of any approved recommendations and encourage follow-up at the regional level. The ideal instrument for such a review is the "network" of Regional Programme Advisors.

This network will provide a relevant forum for reviewing the results of the first methodology (review of completed CPs), and to assess the implications at field level. Results can be circulated by e-mail along with the accompanying evaluation documents and advisors can in turn provide a regional perspective to OEDE. Some regional advisors might wish to take advantage of any sub-regional or regional meetings to schedule working sessions on the implications of the CP evaluations for a particular region and to submit the findings of such sessions to OEDE for synthesis along with other evaluation materials.

This methodology will require mainly an information exchange and liaison function from OEDE staff (a day or so every month) plus some external consulting time on the synthesis of regional inputs.

8.3 A Brief Statistical Profile of Country Programmes and Their Status

One component of the draft and final thematic evaluation reports could be a profile of the status of Country Programs at WFP. It would include: the number of countries where first generation CSOs and CPs are under implementation; the number of countries developing second generation CSOs/CPs; and the projected number of WFP program countries with first and/or second generation Country Programs expected by the end of 2001. It may also be useful to compile a profile of activities for the CPs under implementation. Activities can be profiled by sector, dollar value and target group.

The purpose for developing the profile of CPs and their status would be to provide the Executive Board with a portrait of the progress of CP implementation at WFP which goes beyond the 15 CP evaluations which will be carried out by the end of the evaluation process. It will also allow the thematic evaluation report to make a strong case as to how broadly the findings of the CP evaluations can be generalised across WFP. The main argument for not undertaking such a profile will arise if the extent of CP development outside the 15 countries chosen for evaluations is in fact very limited since the profile would not then add much information. Thus the main utility of this methodology is to provide a descriptive guide to the extent to which the CP approach has penetrated across WFP's development portfolio – a guide which can then be linked to the more detailed analysis of the CP evaluations. One factor in approving the use of this methodology will be the extent of and ease of access to the information to be profiled in WFP electronic data bases. It should be viewed as an option for further exploration and would be undertaken by the OEDE Project Coordinator, in close liaison with colleagues in OD.

8.4 Key WFP Informant Interviews

Following completion of the full cycle of CP evaluations, regional consultation and the development of the statistical profile, the review team will be able to compile key findings and suggested recommendations from these three methodologies. These results can then be further tested with key WFP stakeholders at HQ and regional level. Some of the key informants to be interviewed would include:

- Regional Directors (and/or Regional Programme Advisors).
- Operations Department
- Strategy and Policy Division
- Logistics Service
- Office of Budget
- Resources Programming Service
- VAM

- Enabling Development Task Force.

OEDE staff and the consultant would carry out this task. A two person team will conduct the interviews based on a prior circulation of the results of the regional/cluster workshops and the structured review of completed country program evaluations. The interview process should require approximately 10 working days (5 internal OEDE and 5 external consultant days).

The results of this consultation exercise could either be circulated in writing to those consulted for their feedback or reviewed in a meeting with a presentation by OEDE.

8.5 Synthesis and Reporting

On completion of the WFP headquarters interview process the review team will develop the draft final report and Executive Board Summary report (latter, maximum 5,000 words) based on the following inputs:

- Summary report on the findings and conclusions of Country Program evaluations
- Summary report on the regular consultations with the Regional Programme Advisors
- The profile of Country Programs and their Activities
- The report on WFP HQ consultations.

These four working documents should be reviewed and synthesised by a team consisting of:

- The OEDE staff person responsible for co-ordinating the thematic evaluation.
- An external international consultant involved in the review process.
- Other interested OEDE staff who have participated in Country Programme evaluations in the past two years.

The synthesis and reporting phase would require approximately 17 person days divided between the OEDE project co-ordinator and the consultant(s).

9. Work Programme

The tasks involved in implementing the thematic evaluation of the Country Programme Approach at WFP and the requirements in person days are described in detail in table 9.1 below:

Task and Sub-Task	Team Members and Their Person Day Requirements	
	OEDE Project Co-ordinator	Consultant(s)
1. Compile Findings of CP Evaluations		
1.1 Review 15 Completed CP Evaluations in September/October 2001	3	15
1.2 Develop Evaluation Results Summary	-	5
1.3 Develop Draft Working Paper on Results of CP Evaluations	1 (Review)	2
2. Consultations With Regional Programme Advisors		
2.1 Prepare Materials for RPA Review	1	2
2.2 Facilitate Information Exchange	3	
2.3 Compile and Summarise RPA Inputs	2	1.5
2.4 Draft Working Paper	1	1.5
3. Develop Profile of Country Programs (need to be reviewed)		
3.1 Develop Profile Design	1	-
3.2 Secure CPs and CSOs	1	-
3.3 Input Relevant Data	2	-
3.4 Compile Profile Report	1	-
4. WFP Key Informant Interviews		

4.1 Summarise Essential Messages of 1, 2 and 3	1	3
4.2 Conduct Interviews	5	5
4.3 Provide Feedback to Interviewees	1	2
5. Synthesis and Reporting		
5.1 Develop Draft Review Findings and Conclusions	2	5
5.2 Develop Draft Report(s)	2	5
5.3 Revisions to Draft Report(s)	1	2
Total Person Days	28	49

Thus the total estimated person days for carrying out the review (exclusive of the individual Country Program Evaluations) is 77 person days. Of those 28 would be provided by OEDE staff and 49 by external consultant(s).

10. Estimated Costs

Other than the cost of OEDE staff time, the cost for carrying out the thematic evaluation of the WFP Country Programme Approach is estimated as follows:

Total Review Team Estimated Cost = \$US 37,143 including honoraria, air fares and per diem.

11. Review Schedule

The Review of Country Programming Processes at WFP would proceed according to the following schedule:

1. Compilation of lessons from 15 WFP Country Programme Evaluations: September and October 2001. (Initial one week visit to WFP/HQ, Rome, from 10 to 14 September 2001).
2. Consultations with the Regional Advisors network: Completed by end October 2001.
3. Complete statistical profile of WFP Country Programmes and Activities: November 2001
4. Key Informant interviews at WFP Headquarters: November 2001 (one week).
5. Synthesis and preparation of draft Final Report and Executive Board Summary report: by latest end January 2002.