

WORLD FOOD PROGRAMME

# 2004 Annual Evaluation Report

OFFICE OF EVALUATION JULY 2005



# Acronyms

<b>AAR</b>	after-action review
<b>ALNAP</b>	Active Learning Network for Accountability and Performance in Humanitarian Action
<b>DFID</b>	Department for International Development (United Kingdom)
<b>EMOP</b>	emergency operation
<b>FFW</b>	food for work
<b>IDP</b>	internally displaced person
<b>OEDE</b>	Office of Evaluation
<b>OEDP</b>	Office of Performance Measurement and Reporting
<b>OEDR</b>	Results-Based Management Division
<b>PRRO</b>	protracted relief and recovery operation
<b>OED</b>	Office of the Executive Director
<b>PDP</b>	Strategy, Policy and Programme Support Division
<b>RTE</b>	real-time evaluation
<b>UNHCR</b>	Office of the United Nations High Commissioner for Refugees
<b>UNJLC</b>	United Nations Joint Logistics Centre
<b>VAM</b>	vulnerability analysis and mapping

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# Preface

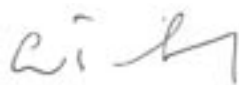
This is the first comprehensive annual evaluation report produced by WFP's Office of Evaluation. It describes the main activities and summarizes the findings and lessons of 31 evaluations completed in 2004 by the Office of Evaluation, Regional Bureaux and Country Offices.

The present report was presented to the Executive Board in the first annual informal consultation on Evaluation on 19 May 2005, and a summary was included in WFP's Annual Performance Report, submitted to the Annual Session of the Executive Board in June 2005.

In addition, a consultative internal evaluation committee will be established to ensure corporate follow-up of findings and recommendations which will be reported in subsequent annual evaluation reports.

WFP's evaluation policy is based on the twin pillars of accountability and learning. Dissemination of lessons from evaluation is an essential part of results-based management and is essential for improving programme performance.

Evaluation reports submitted to the Executive Board are available on the WFP Web site.



Kees Tuinenburg  
Director, Office of Evaluation

### Evaluation Policy at WFP

Evaluation has been a function at WFP since 1965. Its role is twofold: (i) to inform the Board of the effectiveness of WFP programmes (accountability) and (ii) to identify programme achievements and improvements needed (learning).

In January 2000, the focus of evaluation was broadened to include monitoring. Two policy papers on monitoring and evaluation were presented to the Board at EB.A/2000 and EB.A/2002.<sup>1</sup> With the creation of the Results-Based Management Division (OEDR) in February 2003 and the Office of Performance Measurement and Reporting (OEDP) in the division, responsibility for monitoring was transferred from OEDE to OEDP. These changes allowed OEDE to focus once again on its core function of evaluation.

WFP's evaluation policy of September 2003<sup>2</sup> emphasizes that evaluation is a corporate responsibility. Consequently OEDE, which traditionally had exclusive responsibility for managing evaluations, now shares the evaluation function with the whole of WFP.

The new policy encourages greater use of decentralized evaluations, including self-evaluations by staff and evaluations managed by regional bureaux or country offices using external consultants. Pilot self-evaluations and evaluations managed by regional bureaux and country offices have been conducted since 2001.<sup>3</sup>

### OEDE in this Context

In the light of WFP's 2003 evaluation policy, OEDE's main objectives are to (i) ensure an independent evaluation service for the Board, senior management and staff, (ii) support WFP's move towards becoming a better learning organization and (iii) provide evaluation support for regional bureaux and country offices. In line with

the policy, evaluations managed by OEDE are to include "all first-generation development country programmes at mid-point; any operation if the cumulative budget of all phases exceeds US\$50 million and if the previous evaluation took place more than three years before (if such an evaluation is not undertaken by the country office or the regional bureau); any operation, thematic or policy evaluation requested by the Executive Board or by senior management; and OEDE-managed evaluations identified and proposed as part of its biennium work-planning exercise; these are undertaken with the agreement of the regional bureau and the country office".<sup>4</sup>

WFP programmes, projects and operations are typically evaluated according to criteria of relevance, effectiveness, efficiency, impact and sustainability. These comply with the *Principles for Evaluation of Development Assistance* drawn up by the Development Assistance Committee of the Organization for Economic Co-operation and Development. All summary evaluation reports are presented to the Board for consideration six months to a year after evaluation arrangements have begun; full evaluation reports go to the Board for information. When fielding an evaluation, OEDE uses teams of independent consultants to ensure impartiality and independence.

OEDE is composed of a director, six evaluation officers, a junior evaluation officer and four support staff members. It is currently part of OEDR.

OEDE reports simultaneously to the Board and the Executive Director. Its budget and work plan are submitted to the Board for approval with WFP's biennial management plan. Since 2004, the budget has been entirely funded from the Programme Support and Administration budget; this budgetary independence has been an important step in the functioning of the evaluation service.

<sup>1</sup> "WFP Principles and Methods of Monitoring and Evaluation" (WFP/EB.A/2000/4-C) and "A Policy for Results-Oriented Monitoring and Evaluation in the World Food Programme" (WFP/EB.A/2002/5-C).

<sup>2</sup> "WFP's Evaluation Policy" (WFP/EB.3/2003/4-C).

<sup>3</sup> One could argue that the mid-term progress reports, prepared by country offices in earlier years for development projects, were a form of self-evaluation; also, project management reviews, undertaken in the past by OD, have some similarities to evaluations managed by regional bureaux, especially because much of the former work of OD has now been decentralized to the regional bureaux.

<sup>4</sup> "WFP's Evaluation Policy" (WFP/EB.3/2003/4-C).

# Evaluation Activities

UNDERTAKEN BY OEDE IN 2004

During 2004, OEDE focused on evaluating (i) programmatic and policy issues of corporate interest and (ii) large operations in the field of humanitarian assistance. It made a deliberate choice not to evaluate WFP-supported development projects or programmes, reflecting the fact that emergency operations (EMOPs) and protracted relief and recovery operations (PRROs) form the bulk of WFP's work in the field. An external evaluation of WFP's Enabling Development Policy included seven country programme evaluations, two of which, in Mozambique and Nepal, had initially been on OEDE's programme of work for 2004 but had been cancelled in view of the external evaluation. The regional bureaux and country offices conducted nine evaluations of development programmes and projects, the main findings are given later in the report.

To ensure successful evaluation outcomes, OEDE has increasingly paid attention to the preparation of evaluation missions. In particular, it has (i) developed evaluation framework matrices as a basis for drawing up terms of reference and (ii) organized one-week preparatory visits by the OEDE evaluation manager, accompanied if possible by the team leader. These measures have the advantages of facilitating timely preparation of data and review of background documents, and consultation in-country with all parties concerned on the original draft terms of reference.

## Real-Time Evaluations

With regard to the evaluation of humanitarian assistance programmes, OEDE has introduced real-time evaluations (RTEs), which take place as an operation is unfolding and may entail several field visits to cover different operational phases. The objectives of an RTE are (i) to provide timely

feedback to management in the field and in WFP regional bureaux and at Headquarters and (ii) to achieve a better-informed evaluation by the end of the operation to improve performance in future emergencies and enhance corporate learning.

OEDE's first RTE was piloted during the southern Africa drought EMOP of 2002–2003; the summary report was presented to the Board for consideration in October 2003. The Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) cited the pilot experience as an example of good practice in its *Review of Humanitarian Action in 2003*.

A review of RTE experience was conducted in January and February 2004 by an external consultant. The report, presented to the Board for information in May 2004, concluded that the objective of producing more informed evaluation products had been achieved. But for reasons specific to the situations, expectations relating to the objectives of providing immediate feedback and contributing to organizational learning had not been met. The report highlighted the need for the scope and purpose of RTEs to be clearly defined and manageable, and for two different teams to be deployed over time, one focusing on learning and the other on accountability. These recommendations will be taken into consideration for the second RTE being planned on the response to the Indian Ocean tsunami in early 2005.

## Impact Evaluations

OEDE conducted a study in 2004 on follow-up of evaluation recommendations, which covered the first three years of evaluation experience after introduction of the recommendation management response matrix in 2000. It consisted of five phases: (i) a desk review, (ii) a survey, (iii) country visits,

(iv) validation of findings and (v) production of a final evaluation report, which would be presented to the Board in June 2005.

OEDE also initiated an impact evaluation of China's phase-out country programme with a preparatory mission in June 2004; it subsequently set out terms of reference.

#### FOCUS ON LEARNING

Since 2000, OEDE has submitted evaluation recommendations to management for their response. As of 2004, it submits recommendations to the Board as part of the evaluation summary report rather than as a separate document. The process is similar for the reviews that OEDE carries out.

To assess the contribution of evaluations to WFP's knowledge base and improved programme/policy development, OEDE undertook a study in 2004 on follow-up to evaluation recommendations. On the basis of a sample of 26 OEDE-managed evaluations considered by the Board between 2000 and 2002, the study found that: (i) of the 363 recommendations in the sample for which WFP country offices, regional bureaux and Headquarters units had provided information on implementation, 54 percent had been fully implemented and 34 percent partially implemented; and (ii) improvement in programme and policy performance as a consequence of implementing an evaluation recommendation was reported for 59 percent of the fully implemented recommendations.

The study concluded that evaluations had significantly contributed to WFP's Management Priority 4: strengthening WFP's knowledge base. Evaluation recommendations had contributed to the preparation of better successor projects and better informed policies, and had been useful for country directors as negotiation tools in discussions with governments.

OEDE intends to follow up on evaluation recommendations more systematically in future by using a web-based application that it is developing for posting, tracking and reporting on recommendations.

#### Joint Evaluations

Following an agreement between WFP and the Office of the United Nations High Commissioner for Refugees (UNHCR) whereby WFP took over on a pilot basis food distribution from UNHCR in Kenya, Pakistan, Sierra Leone, Uganda and Zambia, a joint evaluation was initiated to assess

the overall effectiveness of the new arrangement. The evaluation will also guide the future division of tasks between the two organizations in managing the final food distributions to refugees. During 2004, case studies were completed in Pakistan, Sierra Leone and Uganda. The final report will be presented to the Board in early 2006.

#### Country Portfolio Evaluations

In 2004, country portfolio evaluations of WFP-supported interventions were conducted in Eritrea, Rwanda and Uganda. A preparatory mission to evaluate the Angola country portfolio of PRROs and special operations (SOs) was undertaken in December 2004.

Country portfolio evaluations aim to assess all WFP-supported activities in a country, including the recovery component of PRROs. They help to evaluate how the different WFP programme categories complement each other. Experience has shown, however, that country portfolio evaluations are difficult: data are individually collected on a project-by-project basis and per year, so consolidated data are not available for the entire portfolio over the period covered by the evaluation.

#### Thematic Evaluations

**The PRRO category.** The thematic evaluation of the PRRO category initiated in 2003 and presented to the Board for consideration in February 2004 was the most important exercise in many years. The evaluation was based on 17 individual evaluations and case studies, key informant interviews and an extensive literature review.

WFP acted promptly on the evaluation recommendations and at the request of the Board adopted an inter-divisional consultation process to develop a detailed management response to the recommendations. Information on this response was presented to the Board for consideration in May 2004. WFP also informed the Board of the progress made through an informal consultation in October 2004. An implementation plan of the PRRO recommendations, which are aimed at strengthening programme quality across WFP, was presented for information at EB.1/2005.

**Targeting Efficiency.** In cooperation with the Strategy, Policy and Programme Support Division (PDP), OEDE is examining targeting difficulties and constraints facing WFP relief operations to ensure effective targeting. The evaluation includes case studies in Ethiopia, Kenya, Malawi, Myanmar and Darfur. Evaluation results should support formulation of a new corporate policy for relief targeting, which will be presented together with the evaluation summary report at EB.2/2005.

**Nutrition Interventions.** In collaboration with WFP's Nutrition Service, OEDE is also undertaking a thematic evaluation of nutrition interventions, which will be based on case studies in Cuba (completed in 2004), India, Madagascar and Zambia.

### Traditional Project Evaluations

Traditional project evaluations were completed during 2004 for the Afghanistan PRRO, the Democratic Republic of Congo PRRO, the Sahel Regional EMOP, the Sudan EMOP and the West Africa Coastal Regional PRRO (Guinea, Liberia and Sierra Leone). This last mission was followed up in September 2004 by a second mission focusing on protection issues fielded by WFP's Emergency and Transition Unit, co-funded by OEDE. The purpose was to identify lessons and develop strategies and guidelines that could contribute to the protection of civilians in conflict situations. A preparatory mission for the Central America PRRO evaluation involving four countries was undertaken in November 2004.

#### STRENGTHENING THE CAPACITY TO DISSEMINATE EVALUATION RESULTS

To strengthen the capacity to disseminate evaluation results, OEDE launched a new, more accessible and user-friendly internal monitoring and evaluation knowledge base website in December 2004. This provides easy access to summary and full evaluation reports and to other normative guidance material related to evaluation. OEDE's presence on the WFP public website is also being developed so that a wider audience can obtain information on WFP evaluation.

To enhance dissemination capacity further, OEDE plans to:

- ▶ reconfigure the present Evaluation Memory System to transfer the current Lotus Notes database to a web-based application; users will be able to search by (i) country, (ii) programme category, (iii) type of evaluation, (iv) type of operation, (v) target group(s) and (vi) programming issues. Keyword search functions will also allow separation of recommendations and lessons sections in Board summary documents;
- ▶ prepare a summary of main findings, conclusions and recommendation from an evaluation, which will be distributed to the 185 members of the Monitoring and Evaluation Forum administered by OEDE and others; and
- ▶ prepare synthesized desk reviews to identify important lessons arising from individual evaluation reports or thematic evaluations and the implications for good or better practice.

#### EVALUATIONS OR REVIEWS COMPLETED IN 2004

- ▶ Review of the Republic of Congo PRRO – Assistance to Internally Displaced Persons
- ▶ Thematic evaluation of the PRRO category
- ▶ Review of WFP's experience with real-time evaluation
- ▶ Review of the United Nations Joint Logistics Centre (UNJLC) Core Unit and its operations in Iraq and Liberia
- ▶ Evaluation of the Sahel regional EMOP
- ▶ Evaluation of the Eritrea relief portfolio
- ▶ Evaluation of WFP's portfolio of activities in Rwanda
- ▶ Evaluation of the Sudan EMOP
- ▶ Evaluation of the West Africa coastal regional PRROs, in Guinea, Liberia and Sierra Leone, including a follow-up mission on protection issues
- ▶ Evaluation of the Afghanistan PRRO
- ▶ Evaluation of WFP's development and recovery portfolio in Uganda
- ▶ Study on the follow-up of evaluation recommendations
- ▶ In the context of the joint UNHCR-WFP evaluation of food distribution mechanisms in camp situations, three of the five case studies were completed (Pakistan, Sierra Leone, Uganda)
- ▶ In the context of the thematic evaluation of nutrition interventions, one case study (Cuba) was completed



Two evaluation exercises have been postponed to 2006: the thematic evaluations of the food-for-assets guidelines and WFP's response to the HIV/AIDS crisis. Evaluations of country programmes were deleted from the evaluation work plan 2004–2005 (see Annex III of the WFP Management Plan 2004–2005) in Chad and Nepal for security reasons, and the United Republic of Tanzania, where a country office-managed mid-term evaluation took place instead.

### **OEDE and External Evaluations**

In addition to managing its own evaluations, OEDE was involved in the three external evaluations described below. The first two directly concerned WFP.

#### **End-of-cycle evaluation of the WFP/ Department for International Development (DFID) Institutional Strategy Partnership.**

OEDE did not conduct a joint end-of-cycle evaluation with DFID's evaluation office as initially planned. Instead, an external evaluation managed by DFID through the humanitarian adviser at the United Kingdom Representation to the United Nations Agencies in Rome was undertaken in September 2004 by two consultants. OEDE helped to identify issues for the evaluation, review terms of reference, identify consultants and control the quality of the evaluation report.

**Joint evaluation of WFP's Enabling Development Policy.** At the request of seven major donors – Canada, Denmark, Finland, France, Germany, Italy and the United States – an external joint evaluation of the Enabling Development Policy was undertaken during 2003–2005 by teams of consultants. The objectives were to assess progress made by WFP in implementing the policy and the results at all levels. The evaluation was expected to: “(i) provide donors with valuable insights and issues for consideration in relation to future support for WFP development activities; (ii) identify mechanisms that could potentially enhance WFP's effectiveness in the implementation of its development portfolio; and (iii) contribute through empirical evidence to better understanding of the conditions for success and failure of food aid in development programmes”.<sup>5</sup>

A steering committee was established to guide the evaluation and decide on consultant selection and report approval. It was composed of representatives of the evaluation offices of the seven donors and WFP's Director of Evaluation, who also chaired a WFP working group consisting of directors and heads of the departments and divisions concerned, formed to facilitate the work of the evaluation teams and feedback from WFP on the draft reports.

The evaluation consisted of (i) a desk study, (ii) country studies in Bangladesh, Bolivia, Honduras, Ethiopia, Mali, Mozambique and Pakistan, and (iii) a synthesis phase. An informal discussion took place in October 2004 to inform Board members of progress. The interim draft report was presented to Member States at an informal seminar during EB.1/2005. An official presentation of the evaluation is planned at EB.A/2005.

#### **Support for Internally Displaced People (IDPs).**

OEDE was a full member of the IDP Evaluation Group, formed to steer a collaborative thematic evaluation on support for IDPs. The group was composed of donor organizations and agencies and chaired by the head of the Evaluation Department of the Danish Ministry of Foreign Affairs. The synthesis report of this joint evaluation, to be published in 2005, is based on 17 operations in ten countries. OEDE made available evaluation reports on WFP emergency operations in the Democratic Republic of Congo and Eritrea.

### **REVIEW OF UNJLC**

The UNJLC concept grew out of the humanitarian response to the 1996 crisis in eastern Zaire (now Democratic Republic of Congo), during which UNHCR and WFP strengthened their coordination and pooled their logistics assets. Originally a WFP initiative to share logistics assets – initially aircraft – UNJLC has evolved as operationally independent of WFP, although WFP hosts it and provides support services. Currently the main stakeholders are FAO, the International Committee of the Red Cross (ICRC), the International Organization for Migration (IOM), UNHCR, the United Nations Development Programme (UNDP), the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), WFP, the World Health Organization (WHO) and consortia of non-governmental organizations (NGOs).

<sup>5</sup> Synthesis Report, Volume 1, Main Report (Pre-Final Draft), December 2004, page 1.

## REVIEW OF UNJLC

The UNJLC operation in Afghanistan was reviewed in 2003. In 2004, reviews were completed on UNJLC operations in Iraq and Liberia and on the UNJLC Core Unit. These reviews found that:

- ▶ the UNJLC had effectively filled gaps in logistics activities, providing a responsive, innovative and practical lead in coordination and implementation;
- ▶ the UNJLC was best accepted when it remained non-operational; it should take up operational issues only exceptionally and when no other agencies were addressing them, and only with the agreement of all of its partners; and
- ▶ UNJLC operations should have a short, pre-determined duration at the first phase of a new emergency, with a focus on de-conflicting and resolving logistics bottlenecks; continuation of UNJLC operations into a subsequent phase needed careful consideration, taking into account possible interference with other agencies.

and the United Republic of Tanzania and recommended qualified consultants for many other country office and regional bureau evaluations. However, evaluation reports were not routinely sent to OEDE for quality control.

Nineteen evaluations were completed (56 percent of planned missions) of which 3 were regional bureau-managed evaluations (50 percent of target), 5 were country office-managed evaluations (50 percent of target) and 11 were country office self-evaluations (65 percent of target). Lack of funds and time were the main reasons for not reaching targets. Reports, in particular on self-evaluations, varied greatly in scope and quality.

## OEDE Support to Decentralized Evaluations

According to WFP's evaluation policy, evaluations managed by country offices or regional bureaux should include: "any operation at any time if the management need arises and if issues cannot be dealt with through self-evaluation; and any operation if the cumulative budget of all phases exceeds US\$50 million and if the previous evaluation took place more than three years prior". If it is not "feasible or desirable" for the country office or regional bureau to manage the evaluation, OEDE should be approached to do so.<sup>6</sup>

This policy also stipulates that self-evaluations are to be "undertaken by the country office in collaboration with the government, implementing partners and, when feasible, beneficiary representatives ... prior to the planning of a new phase or at operations' close. ... Normally, no external consultant should be involved other than as a facilitator of the process."

In 2004, OEDE provided evaluation support to regional bureaux and country offices. Evaluation officers commented on draft terms of reference, proposed the composition of missions in, for example, Chad, Egypt, Georgia, Guinea, Iran

# Activities

## Improving Self-Evaluation

With a view to introducing the concept of learning-oriented, participatory self-evaluation into the current Monitoring and Evaluation Module 6: How to plan and undertake a self-evaluation, OEDE engaged a consultant to work on the first phase, which was completed at the end of 2004. It concerned the positioning of self-evaluation in relation to other change initiatives in WFP, especially the common monitoring and evaluation approach and the Practical Advice Sharing System (PASS it on). Possible overlaps were identified between “self-evaluation” and the “after-action reviews” (AARs) being developed by PSP as part of PASS it on; both have a common purpose, which is to serve as a learning tool. There appears to be potential for using a “one-tool” approach combining AARs and self-evaluation, provided some adjustments are made for AARs in terms of focus, involvement of implementing partners, links to monitoring data and skilled facilitation. OEDE and PSP are coordinating on the pilots to determine whether the one-tool approach could serve both their purposes.

## Participation in Groups and Networks

**Active Learning Network for Accountability and Performance in Humanitarian Action.** Two OEDE evaluation officers attended the biennial meetings in June and December organized by ALNAP, the main purposes of which continue to be sharing information and determining ALNAP’s work plan. ALNAP provides state-of-the-art knowledge with respect to evaluations of humanitarian assistance programmes.

**United Nations Evaluation Group.** OEDE attends the annual meetings of the United Nations Evaluation Group. The April 2005 meeting, hosted

by FAO, the International Fund for Agricultural Development (IFAD) and WFP, included discussion of a report on norms and standards, presented for approval, to which OEDE had contributed as a member of the working group. OEDE had also succeeded in putting the evaluation of humanitarian operations on to the agenda of this meeting.

**Working Group on Governance.** OEDE continued discussions with the working group on governance regarding pending issues such as the location of OEDE, more effective interaction with the Board and staffing of OEDE. It was decided in late 2004 that the professional evaluation staff would be a combination of specialized evaluation officers to be hired externally and experienced WFP staff. These and other measures to improve the management of evaluation will be presented in a paper to the Board in June 2005.

**Programme Review Committee.** OEDE participated in all meetings of the Programme Review Committee and submitted comments in writing to ensure that lessons learned from evaluations were incorporated in the design of new activities and in the formulation of policy.

## Training

As in previous years, OEDE gave high priority to training its officers in evaluation methodologies. During 2004, four evaluation officers attended the core evaluation skills course at the International Programme for Development Evaluation. They also took part in a one-week workshop on participatory evaluation training, organized by Mosaic International in Canada.

## SYNTHESIS OF EVALUATION

# Findings and Lessons

This section presents the main findings and lessons from 31 evaluation reports: 12 presented by OEDE to the Board in 2004 and 19 received from regional bureaux and country offices. It also summarizes the findings of the December 2004 pre-final draft synthesis report of the external “Joint Evaluation of the Effectiveness and Impact of the Enabling Development Policy of the World Food Programme”. Findings and lessons are grouped into two categories: WFP’s humanitarian assistance portfolio and its development portfolio.

### **WFP’s Humanitarian Assistance Portfolio**

A number of important findings emerged in the thematic evaluation of the PRRO category:

- At the aggregate level, the PRRO category is associated with a lower level of free food assistance, for example 55 percent in PRROs compared with 74 percent in EMOPs in 2002. This has increased the flexibility of field operations and has had a positive impact on WFP’s ability to mobilize additional resources. For example in 1999–2002, PRROs were 86 percent resourced and EMOPs were 74 percent resourced.
- There is limited evidence of systematically improved targeting and of improved synergy with other WFP programme categories.
- The PRRO category provides a reasonable planning horizon and requires strategic planning. The category is flexible enough to accommodate the dynamics of protracted crises, which is illustrated in Angola and Somalia, where the PRRO handles a range of relief and recovery needs.
- Evidence that PRROs are effective in protecting and creating livelihoods – Strategic Priority (SP) 2 – and durable assets is difficult to assess: quantitative evidence about nutritional status was

provided in only 6 of 17 evaluations; quantitative information about livelihoods was available in only 4 of 17 case studies.

- Country offices were often found to be setting unrealistic or inappropriate recovery strategies, including moves towards resettlement and reduced rations when conditions were not appropriate.

The thematic evaluation provided recommendations for enhancing the effectiveness of the PRRO category, including: (i) developing corporate capacities to undertake recovery programming; (ii) providing improved normative guidance; (iii) creating corporate incentive structures that support recovery programming; (iv) addressing current human and financial resource gaps; (v) building stronger management systems; and (vi) further developing recovery-oriented partnerships.

The review of the other 17 evaluations in WFP’s humanitarian assistance portfolio revealed findings that were similar to those of the thematic evaluation, in particular, with regard to (i) demonstrating results, (ii) targeting, (iii) transition from relief to recovery, (iv) timeliness of response and resource levels and (v) coordination and capacity-building.

### **Demonstrating Results**

According to the evaluations reviewed, WFP had met its short-term objectives in saving lives and limiting nutritional stress in acute crisis (SP 1). WFP staff and partners had distributed food in difficult and often dangerous situations over long periods of time. Evaluations identified logistics as a strong point; many also highlighted the dedication and commitment shown by national and international staff.

A major constraint was weak monitoring and evaluation systems, which did not generate the reliable

data needed to follow and assess progress towards objectives, and particularly outcomes. Inconsistencies were noted at the beginning of the reporting chain, in the way in which food needs, inputs and outputs were calculated, accounted for and tracked. The problem was aggravated in some cases by insufficient coordination between the logistics and programme units.

The complexity of some EMOPs, for example those in Afghanistan and the Sudan, which were exacerbated by constant insecurity, made implementation and monitoring problematic. These operations, therefore, were distinctly different from those in more stable environments, for example Eritrea and Rwanda.

Assessment, programming and monitoring needed to be linked more effectively, in particular by reconciling pipeline logistics information with programme information at country offices. To deal with outcomes and impact at the beneficiary level, systems needed to provide clearer information on whether the right beneficiaries had been reached with the right ration at the right time.

With a view to improving the ability to measure results, the evaluation of the Sudan EMOP recommended that WFP become more involved in collecting and analysing nutrition information, and that it increase its field-level nutritional expertise. Given the context in which complex emergency responses were being implemented, the evaluation recommended a review of SP 1 and the feasibility of measuring the objective of saving lives in crisis situations and of attributing this measurement to WFP food assistance alone.

At the input level, the evaluation managed by the Ethiopia country office recommended that information be made available on the internet and through mailing lists: this would make it easier to track emergency operations and to follow cumulative totals. The information should include summary charts and graphs of planned versus actual allocations and deliveries/distributions.

A need was identified to reduce and streamline WFP's internal reporting procedures. This might

mean data collection that was better targeted and more thorough analysis. In-country reviews should focus on analysis rather than quantitative data and number of reports. Project statistics should be accompanied by analysis of actual or potential outcomes.

### **Targeting**

Most evaluations identified targeting weaknesses and recognized that optimal targeting of the most food-insecure families had not been achieved.

Problems most often encountered included:

- inclusion errors in southern Africa, Eritrea and the Sudan;
- exclusion errors, particularly in view of lack of security and other constraints, in the Democratic Republic of Congo;
- weak needs assessment and limited use of information generated by vulnerability analysis and mapping (VAM) for individual targeting in the Sahel;
- inadequate food rations in Afghanistan and south Sudan; and
- community redistribution and sharing of food rations in Eritrea and south Sudan.

Access had been a major issue in the Sudan and the Democratic Republic of Congo. In particular, the large amount of time spent negotiating access had been a drain on senior management resources and might have taken attention away from important issues such as targeting.

Evaluations recommended that WFP become more involved in deciding on selection criteria and drawing up beneficiary lists. It should also look for opportunities to increase governments' targeting skills and improve collection and analysis of food-security data. It might also consider integrating community redistribution and sharing of food rations from the start of an operation, especially in countries where few data are available and where data-collection capacity is insufficient. WFP should decentralize responsibility for food distribution to the lowest possible administrative level to enable

communities to impose greater accountability on leaders.

WFP is currently working on a policy for targeting emergency relief. To develop greater knowledge, OEDE is undertaking a thematic evaluation on the difficulties and constraints of targeting, based on five case studies. OEDE plans to present this report and the policy document to the Board for consideration in November 2005.

### **Transition from Relief to Recovery**

Evaluations revealed the absence of criteria, indicators or guidance for indicating the shift from general relief distributions to targeted interventions and vice versa. They also recommended that exit strategies should become part of the design of all EMOPs and PRROs.

Evaluations cautioned against an ambitious approach and highlighted the need for realistic assessment of ongoing relief needs and the potential to implement recovery activities using food aid in the light of the socio-political environment and the availability of non-food resources. This assessment should facilitate setting realistic objectives and targets focusing on a few recovery activities rather than on a diverse portfolio that is difficult to implement and monitor, as in Afghanistan, Eritrea and the Sudan.

Among the main issues identified by evaluations were:

- Reductions of the general relief rations in favour of recovery activities occurred too early in Afghanistan, Eritrea and the Sudan.
- The justification and rationale for food-for-work (FFW) activities in an emergency context was often questioned. It was argued in relation to Afghanistan and the Sudan that relief food could help to free recipients' worries about daily supplies so that they could choose their own rehabilitation activities without the need for FFW. In other words, so-called relief distribution might have a strong recovery dimension.
- Recovery activities through a combination of food-for-education (FFE), food-for-training

(FFT) and FFW generally used relatively small volumes of food but required major efforts in programming, implementation, coordination and monitoring. Evaluations of the Afghanistan, Eritrea and West Africa coastal regional PRROs found that the relatively small number of programme staff with the required qualifications, and often the poor technical and operational capacity of implementing partners, negatively affected implementation and intended results.

- Insufficient attention was given to additional staff time and budget requirements for recovery activities as compared with the relief component.
- In Afghanistan, the evaluation team examined the appropriateness and feasibility of food-based and cash-based seasonal employment programmes undertaken by the Government. It recommended that WFP explores the possibilities of working with cash-based employment programmes and takes local preferences for food or cash into account, depending on the season.
- The Afghanistan evaluation team urged that livelihood indicators be developed to monitor the situation more effectively.

In Rwanda, the relatively smooth transition from relief to recovery was facilitated by (i) the fairly stable socio-political environment in which recovery activities had been undertaken, (ii) the Government's commitment to participate fully in the transition process and (iii) WFP's ability to adjust to the recovery and development mode by building staff capacity through training.

### **Timeliness of the Response and Level of Resources**

Shortfalls in resources and delays in pipeline deliveries were noted in most evaluations. These inadequacies affected the number of beneficiaries reached, ration size and duration of assistance, and ultimately the achievement of objectives. Many operations were not fully resourced over the planned duration: in the Sahel drought EMOP, for example, only half the estimated food aid requirements were received and distributed by the end of the lean period. When an operation was not fully resourced,



or when resources failed to arrive on time, the achievement of its objectives will be compromised.

Local or regional commodity purchases were widely used by WFP, provided cash contributions were available on time and food was available locally or regionally at competitive prices. Purchasing locally helped to reduce delivery delays considerably, generally by one to three months.

The lessons-learned workshop for the Iraq EMOP identified additional factors crucial for the success of the operation:

- early availability of financial resources allowed for immediate mobilization of additional staff and procurement of food for pre-positioning in countries surrounding Iraq;
- all operational units, except food procurement, were fully decentralized; and
- full authority was given to the management of the operation centre in Cyprus, facilitating operational coordination and decision-making.

### **Coordination and Capacity-Building**

Insufficient capacity of NGOs and governments to coordinate and implement large-scale disaster responses initially slowed implementation; improvements were noted over time, however, in southern Africa, Pakistan and Timor-Leste. Evaluations reconfirmed WFP's role in building capacity through training. In Timor-Leste, sharing information with partners from the beginning was crucial in that it helped to avoid differing expectations regarding the programme. In Iraq, early division of responsibilities and establishment of clear terms of reference and relevant work plans for each unit greatly facilitated the flow of information. In Ethiopia, WFP was the only agency with a strong presence. Its flexibility was vital in assisting government capacity, but this flexibility would be drastically curtailed if WFP were unable to sustain its field presence through sub-offices. Every effort should be made to retain WFP sub-offices to support regional capacities in early warning, targeting and management of relief and development food aid.

### **WFP's Development Portfolio**

OEDE did not conduct any evaluations of country development programmes or projects in 2004 but nine decentralized evaluations of the WFP development portfolio were conducted by regional bureaux and country offices. The main findings, together with those of the external evaluation of WFP's Enabling Development Policy are given here.<sup>7</sup>

The external evaluation confirmed that the Enabling Development Policy was a sound policy that had improved the relevance and quality of WFP-supported interventions. Considering that its basic principles were already being partially applied to PRROs and EMOPs, the question was raised whether they should not be more systematically applied to these programme categories. With regard to nutrition, it was believed that WFP needed to strengthen and mainstream the nutrition-related aspects of its interventions.

The following main factors impeding or enhancing development project performance were identified:

- WFP-supported development interventions achieved better results when they were integrated into already resourced strategies and programmes such as national and local poverty reduction plans as opposed to integrating non-food resources into food aid programmes. Partnership frameworks with governments or other partners are therefore central in term of integrating WFP assistance in wider policy and programmatic frameworks and thus extending benefits beyond the local level and increasing the sustainability of WFP-supported activities.
- WFP assistance reached people whom other agencies were unable to reach. Factors contributing to this achievement were: (i) Enabling Development Policy strategic objectives, which helped to sharpen the focus on the poorest of the poor;<sup>8</sup> (ii) systematic use of VAM; and (iii) Enabling Development Policies participatory approach at the local level, which encouraged community-based activities. However, more needed to be done to reach the remotest areas in food-insecure

<sup>7</sup> "Joint Evaluation of Effectiveness and Impact of the Enabling Development Policy of the World Food Programme". No.: 120-E/110-309, Synthesis Report, Volume 1, Main Report (Pre-final Draft), December 2004

<sup>8</sup> The review of three evaluations of WFP-school canteen programmes in Bangladesh, Ghana and the Lao People's Democratic Republic (PDR) showed that to achieve maximum cost-effectiveness, programmes should cover areas where undernutrition was a serious problem, school enrolment and attendance rates were low and drop-out rates were high.

regions and population groups such as women who did not attend mother-and-child healthcare centres and out-of-school children.

- WFP-supported development activities were generally targeted to people who had marginal assets to contribute to development and lived in remote rural areas. It was therefore important to ascertain the sustainability of proposed development activities at the project design stage. Reasonable timeframes for assistance and exit strategies needed to be included. VAM should be used to indicate when food assistance should be phased out.
- WFP's school feeding programmes were still predominantly school feeding and not FFE.<sup>9</sup>
- There was little evidence that the broad approach to gender stipulated in the Enabling Development Policy had been taken fully into consideration. The impact was generally at the micro level, with only limited effect on gender-related policies.

The main implementation recommendations were:

- WFP management, the Board and donors should consider resourcing-related issues, given the fundamental role of other direct operational costs (ODOC) in capacity-building, and an upward revision of direct support costs (DSC).
- Demonstration of results and efficiency analysis needed to be strengthened to facilitate informed decisions.
- The current level of priority attributed to the five Enabling Development Policy strategic objectives needed to be reconsidered in the light of current poverty-reduction frameworks and of organizational changes in WFP.

It should be noted that the full reports were submitted to the Board and the Executive Director in April, with a view to formal discussions at EB.2/2005.

## MAIN ISSUES

Evaluation should be grounded in evidence that is provided by data collected through existing monitoring and evaluation systems. In most WFP operations, responsibility for primary data collection lies with implementing partners; reporting is weak in terms of output data, beneficiary numbers and actual or potential outcomes. Data collected by partners and sub-offices are often not adequately analysed or followed-up at the country level. Consequently, meaningful analysis for evaluation purposes becomes very difficult. It has to be accepted, however, that proper outcome monitoring is likely to increase the costs of an operation.

WFP operations are approved without any guarantee that resources will be available on time. In reality, most funding is not received on time; most operations are only partially funded by the end of the originally approved period of time. Such funding deficiencies imply that planned outputs and expected outcomes cannot be met. It could be worthwhile to consider including contingency planning in project design to establish realistic objectives based on different funding scenarios.

All WFP operations evaluated in 2004 were designed before the adoption of the SPs, and could therefore not be systematically evaluated against the corresponding priority. In cases where objectives did correspond with strategic priorities, it was often difficult and sometimes impossible to assess progress because data was lacking. Assessment of achievements relating to SP 1 is particularly difficult, because they cannot be related to WFP food assistance alone.

These difficulties have important implications for evaluation, because they impose limits as to what can be expected in terms of their impact. Internal discussions are in progress with regard to the focus of evaluation activities and the balance between operational evaluations and policy, thematic and institutional evaluations.

More attention needs to be given to decentralized evaluations, in particular self-evaluations, which vary widely in quality and methodology. This occurs for various reasons, including the difficulty of allocating money from project budgets, which generally are not fully funded either, the absence of dedicated evaluation officers in regional bureaux to guide and organize the process and the difficulties that OEDE encounters in providing hands-on guidance for individual country offices.

<sup>9</sup> The country office reviews further concluded that the increasing number of students had put additional strain on the already poor quality of teaching, given the lack of infrastructure, qualified teachers and textbooks. The evaluation of the school canteen programme in the Lao PDR found that the more the parents' association or school-feeding committee could work without the help of a teacher, the more this teacher could spend time teaching. The Government's commitment to and ownership of a national or local-level programme should be ascertained from the beginning as this would increase the likelihood that the Government would ultimately take over responsibility for the programme.



## APPENDIX I

# Evaluations completed in 2004

### **OEDE-Managed Evaluations**

Information Note on WFP Assistance to Internally Displaced Persons in the Democratic Republic of the Congo, February 2004.

Information Note on the Review of the United Nations Joint Logistics Centre (UNJLC) Operations in Iraq, February 2004.

Summary Report of the Thematic Evaluation of the PRRO Category, February 2004.

Review of WFP's Experience with Real-Time Evaluation, May 2004.

Information Note on the Review of the UNJLC in Liberia, May 2004.

Information Note on the UNJLC Core Unit Review, October 2004.

Summary Report of the Evaluation of the Sahel Regional Emergency Operation, October 2004.

Summary Report of the Evaluation of the Eritrea Relief Portfolio, October 2004.

Summary Evaluation Report on WFP's Portfolio of Activities in Rwanda, October 2004.

Summary Report of the Evaluation of the Sudan Emergency Operation, October 2004.

Summary Report of the Evaluation of the West Africa Coastal Regional Protracted Relief and Recovery Operations, in Guinea, Liberia and Sierra Leone, October 2004.

Summary Evaluation Report of PRRO 10233.0 in Afghanistan, February 2005.

### **Decentralized Regional Bureau and Country Office Evaluations**

#### **Asia Regional Bureau**

Evaluation Report on EMOP 10317.0 – Assistance to Drought- and Flood-Affected Populations in Timor-Leste, October 2004.

Self-Evaluation Report on WFP Country Programme (2001–2005) in Bangladesh, April 2004.

Impact of Feeding Children in School: Evidence from Bangladesh (Executive Summary), International Food Policy Research Institute, September 2004.

Evaluation Report on the Results of a Study of Management Practices at Village, District and Provincial Levels, School Feeding Project in Lao People's Democratic Republic, April 2004.

#### **Middle East, Central Asia and Eastern Europe Regional Bureau**

Self-Evaluation Report on Protracted Relief and Recovery Operation 10213.0 in Iran, September 2004.

Self-Evaluation Report on Drought in Pakistan, 2004.

Lessons Learned, 2004 Planning Meeting, WFP in the Iraq Crisis, Rome, January 2004.

Self-Evaluation Report on WFP-Assisted Project Jordan 5783 – Support to Participatory Land Improvement, December 2004.

Self-Evaluation Report on Egypt Settlement Programmes, August 2004.

Self-Evaluation of Performance and Impact of Phase 1 WFP Creating Assets for Rural Women (CARW) Project in Sindh, Pakistan, September 2004.

**West Africa Regional Bureau**

Self-Evaluation of Ghana Country Programme Activity 2 – Girls' Education in the Northern Savannah of Ghana, September 2004.

Review-cum-Appraisal of Project Sao Tome and Principe – School Feeding, December 2004.

**Southern Africa Regional Bureau**

Studies on the Effects of WFP Intervention in the Six EMOP Countries of Southern Africa, Synthesis Report, Development Researchers' Network, June 2003.

Information Note on Angola Protracted Relief and Recovery Operation 10054.2, October 2004.

**East and Central Africa Regional Bureau**

Lessons Learned Review of WFP's Emergency Response in Ethiopia, June 2002 to December 2003, May 2004.

Uganda PRRO Self-Evaluation Report – Targeted Food Assistance for Relief and Recovery for IDPs, Refugees and Vulnerable Groups, August 2004.

United Republic of Tanzania Country Programme Mid-Term Review, December 2004.

Djibouti Portfolio Evaluation Report, May 2004.

Evaluation Report on IDP EMOP 10280 in Democratic Republic of Congo.

**Latin America and Caribbean Regional Bureau**

None

**Other Relevant Evaluations**

External Evaluation of Effectiveness and Impact of the Enabling Development Policy of the World Food Programme, Synthesis Report and Seven Country Study Reports, DRN, Rome, December 2004.

## ANNEX I

# List of Staff, Office of Evaluation

**as at 31.12.2004**

Mr. Kees TUINENBURG, Director

Mr. Julian LEFEVRE, Chief Evaluation Officer

Ms. Annemarie WAESCHLE, Senior Evaluation Officer

Mr. Scott GREEN, Evaluation Officer<sup>10</sup>

Mr. Paolo MATTEI, Evaluation Officer

Mr. Romain SIROIS, Evaluation Officer

Ms. Pernille HOUGESSEN, Evaluation Officer

Ms. Yasuko ASANO, Evaluation Officer (JPO)

Ms. Aurélie LARMOYER, Evaluation Officer (JPO)

Ms. Eliana ZUPPINI, Senior Staff Assistant

Ms. Rosa NETTI, Programme Assistant

Ms. Anne-Marie NIRO, Administrative Clerk

<sup>10</sup> Mr. Scott Green left the Office of Evaluation in October 2004 on secondment to UNFPA and was replaced by Mr. Jeff Marzilli in January 2005.

## ANNEX II

# OEDE Management Protocol<sup>11</sup>

OEDE provides an independent evaluation service to the Board and to the Executive Director.

WFP has an evaluation policy that is approved by the Board based on the twin pillars of accountability and learning.

OEDE will be located in the Office of the Executive Director.

OEDE is currently one of the two offices constituting the RBM division. The Director of OEDE reports to the Director of the RBM division, who will ensure that the parameters are in place to enable OEDE to carry out its work.

OEDE is autonomous in carrying out its evaluation work. The budget and programme of work are approved by the Board.

OEDE consists of a director, senior staff and support staff. The director is appointed by the Executive Director and will have relevant professional evaluation experience in line with a job description that will be shared with the Board beforehand. With regard to professional staff, it will consist of a mix of professional evaluators, to be externally recruited, and experienced internal staff. Reassignment cycles will be longer than usual. The final selection of staff will be made by the Director of OEDE, with due regard to HR procedures.

Terms of reference for evaluation work are finalized by the Director of OEDE following a process of consultation.

As a rule, OEDE-managed evaluations are undertaken by external and independent evaluators. The final decision on recruitment is taken by the Director of OEDE.

The Director of OEDE is responsible for signing off all evaluation reports before submitting them simultaneously to the Board and the Executive Director.

Summary reports of all OEDE-managed evaluations are shared with the Board. Full technical reports will be made available separately. Summary reports contain a management-response matrix as an annex.

OEDE will maintain a follow-up mechanism of evaluation recommendations.

OEDE prepares an annual evaluation report incorporating decentralized evaluations for discussion in the annual informal consultation with the Board. This report will feed into the APR submitted to the Board's Annual Session.

OEDE will maintain an externally accessible website presenting WFP's evaluation policy, programme of work, evaluation reports and other information.

## ANNEX III

# Summary of WFP's Evaluation Policy

WFP's evaluation policy of October 2003 (document WFP/EB.3/2003/4-C refers) emphasizes that evaluation is a corporate responsibility resting on the twin pillars of accountability and learning, within the context of independence. Consequently, the Office of Evaluation (OEDE), which traditionally had exclusive responsibility for managing evaluations, now shares the evaluation function with the whole of WFP.

OEDE's main objectives are therefore: (i) to ensure an independent evaluation service for the Board, senior management and staff, (ii) support WFP's move towards becoming a better learning organization and (iii) provide evaluation support for regional bureaux and country offices.

On the basis of the principle that any programme, project or operation longer than 12 months should be evaluated, the division of labour is the following:

- Evaluations managed by country offices or regional bureaux should include: "any operation at any time if a management need arises and if issues cannot be dealt with through self-evaluation; and any operation if the cumulative budget of all phases exceeds US\$50 million and if the previous evaluation took place more than three years prior". If it is not "feasible or desirable" for country office or regional bureau to manage the evaluation, OEDE should be approached to do so.
- This policy also stipulates that self-evaluations are to be "undertaken by the country office in collaboration with the government, implementing partners and, when feasible, beneficiary representatives ... prior to the planning of a new phase or at operations' close. ... Normally, no external consultant should be involved other than as a facilitator of the process".

- Evaluations managed by OEDE are to include "all first-generation development country programmes at mid-point; any operation if the cumulative budget of all phases exceeds US\$50 million and if the previous evaluation took place more than three years before (if such an evaluation is not undertaken by the country office or the regional bureau); any operation, thematic or policy evaluation requested by the Executive Board or by senior management; and OEDE-managed evaluations identified and proposed as part of its biennium work-planning exercise; these are undertaken with the agreement of the regional bureau and the country office".

The guiding principles of evaluation at WFP are the following:

- Evaluations must serve a management purpose
- Evaluations must be independent and impartial
- Evaluations must be credible
- Evaluation findings, recommendations and lessons must be made public and disseminated to all stakeholders concerned
- Evaluation concerns must be addressed at the design of an intervention
- Whenever possible, evaluations must be undertaken in partnership with recipient countries, sister United Nations agencies and interested donors.

OEDE reports simultaneously to the Board and the Executive Director. Its budget and work plan are submitted to the Board for approval with WFP's biennial management plan. Since 2004, the budget has been entirely funded from the Programme Support and Administration budget. This budgetary

independence has been an important step forward in the functioning of the evaluation service.

The location of OEDE within the Secretariat facilitates the integration of findings into the preparation of policies and formulation of projects and programmes.

During the discussions of WFP's Evaluation Policy, the Board requested the Secretariat to further elaborate on three related issues to strengthen WFP's evaluation function, i.e. the location of the Office of Evaluation, the merits and practicability of establishing a sub-committee of the Board on evaluation, and the staffing arrangements for the Office of Evaluation. Following discussions with the Sub-Group on Governance, it was subsequently decided to widen the scope and to discuss eight issues.<sup>12</sup> The report prepared by the Secretariat in cooperation with the Sub-Group on Governance will be presented to the Board in 2005 for consideration. It included the following innovations to strengthen the role of evaluation:

- The establishment of a consultative Internal Evaluation Committee.
- An Annual Informal Consultation on Evaluation will take place each year.
- Establishment of three or four specialized evaluation officers' posts, including that of the Director, filled by persons with a professional background in evaluation. Furthermore, the current rotation policy for WFP staff will be applied less rigidly.
- Involvement of eminent outsiders for the purpose of peer review for important evaluations.
- A peer review of WFP's evaluation machinery in 2007.

<sup>12</sup> Is WFP devoting sufficient resources to evaluation? What scope exists for improving lessons in the Secretariat? Could the presentation of evaluation issues to the Board be improved? Should evaluation be the subject of annual informal consultation? What steps might be taken to strengthen the skills and experience of the staff in OEDE? Should the Board be involved, and if so how? Could the quality control of evaluation be enhanced by involving outsiders? Should WFP's evaluation machinery be the subject of a peer review by outside experts at some point?



**For more detailed information visit our Web site:**

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