

Extract from WFP Management Plan (2013-2015)

ANNEX III

OFFICE OF EVALUATION WORK PROGRAMME 2013

Introduction

1. This annex sets out the work programme of the Office of Evaluation (OE) for 2013 and outlines plans for 2014 and 2015.
2. The Office of Evaluation supports WFP's efforts to achieve its Strategic Objectives by providing evidence of WFP's performance, for accountability and learning purposes. Evaluations inform all stakeholders about the relevance, sustainability, effectiveness and impact of policies, strategies and/or operations, and the efficiency of their implementation. Evaluations inform debate on strategic issues and contribute to actions that replicate success and correct mistakes.
3. As the range and complexity of WFP's work has expanded in response to the changing external context and the delivery of Strategic Plan goals, OE's strategy has adapted by directing attention to the most appropriate organizational levels and salient issues. OE focuses its resources on conducting complex evaluations of strategies, policies and multiple operations.
4. WFP's policy framework and main operating units – country offices – are now systematically covered by OE's policy evaluations and country portfolio evaluations (CPEs). CPEs are designed also to assess alignment with government priorities. These evaluations are complemented by a series of impact evaluations, which provide deeper assessment of the outcomes and impacts of WFP programme activities. In addition, given that WFP is an evolving organization, strategic evaluations analyse new directions and corporate priorities, cross-cutting issues, systems and business processes that frame WFP's organizational ability to achieve desired results. They are intended to inform strategic direction and organizational effectiveness, rather than to assess a particular policy or defined programming area.
5. Continuation of this broad strategy is proposed through 2015. There will be some diversification of information products to maximize the usefulness of each evaluation. At the same time, the new leadership of WFP has brought increased commitment to evaluation and evidence of results. This is reflected in an 8 percent increase in the PSA resources dedicated to OE's work programme, and proposals for additional funding from non-PSA sources to enable a new multi-year programme of evaluations of single operations (known as operation evaluations) in support of WFP's monitoring and self-evaluation strategy. This will start to fill an existing accountability and learning gap and take WFP closer to full compliance with the 2008 evaluation policy¹ and other relevant policies.
6. During 2013, several significant external and internal processes are expected to influence OE's future evaluation strategy and programme of work, including:
 - new priorities set by WFP's new Strategic Plan from 2014;
 - the launch and roll-out of WFP's monitoring and self-evaluation strategy;
 - developments in the United Nations Transformative Agenda and system-wide arrangements for evaluation; and

¹ "WFP Evaluation Policy" (WFP/EB.2/2008/4-A)

- wider debates in the international development arena – including on post-2015 international development goals, the Busan Partnership and mutual accountability priorities – and the continuing drive for transparency and accountability for results.
7. The Office of Evaluation's 2013 work programme aims to provide useful foundations for these processes. Many topics were initially identified for evaluation, both as a direct result of policy commitments and in consultation with the Board and WFP management. Following the Annual Consultation on Evaluation, a work programme was developed based on expressed priorities, relevance, timing and organizational absorption capacity. In addition to the diversification of products, administrative efficiencies are also being applied: 2013 shows a reduction in staff costs as a percentage of the total budget, from 44 percent in 2012 to 35 percent in 2013.²
 8. To help ensure that WFP's evaluation policy and function adapt to remain fit for purpose, and that OE's evaluation quality and management systems, resourcing and governance conform with evolving international best practice, the United Nations Evaluation Group (UNEG) and Organisation for Economic Co-operation and Development-Development Assistance Committee (OECD-DAC) will conduct a peer review of WFP's evaluation function. The review will start in late 2012 and report in time for the Annual Consultation on Evaluation in May 2013 and feed into WFP's new Strategic Plan.

2013 Work Programme

9. In 2013, OE aims to increase evaluation coverage to move closer to full compliance with WFP policies concerning evaluation; ensure increased use of evaluation evidence in WFP decision-making at all levels, through targeted dissemination of lessons; and continue to meet new challenges to the quality of evaluations, with a view to providing adequate organizational accountability and learning in WFP's changing context and strategic direction.
10. The core evaluation work programme and budget for 2013 will include ten complex evaluations of multiple operations and two syntheses (see Table A.III.1). This programme is based on the actual PSA budget allocation for 2013, which was lower than requested and led to postponement of three evaluations proposed for 2013 and the cutting of proposed expansions in activities for learning from evaluations.
11. Subject to the availability of proposed additional funding from non-PSA sources, OE will launch a new programme of 12 operation evaluations.
12. OE's work programme will be implemented by a slightly increased staff of 12 – one director, eight professional staff and three general service staff.² The non-staff costs of the core work programme are budgeted at US\$3.0 million with a further US\$1.6 million for the non-staff costs of conducting 12 operation evaluations, making a total of US\$4.6 million.

² Figures assume that the proposed funding for 12 operation evaluations will be available.

TABLE A.III.1: EVALUATION WORK PROGRAMME 2013^a

Type of evaluation	Number (new starts) ^b	2013 topic
Policy	1	Gender
Strategic	5	PREP* Joint FAO/WFP global food security cluster* Urban food insecurity* WFP's use of pooled funds* P4P * These four fall under the emergency preparedness and response theme
Impact	2	Three on impact of food-for-assets activities on livelihood resilience (continued from 2012) Two on impact of food-for-assets activities on livelihood resilience
Country portfolio	2	Niger (continued from 2012) Kyrgyzstan (continued from 2012) Congo (continued from 2012) Timor-Leste Sudan
Regional portfolio	1	Central America
Syntheses	2	Impact of food-for-assets activities on livelihood resilience Annual Evaluation Report 2012
Other	TBD	Participation in inter-agency and real-time evaluations, e.g. South Sudan
TOTAL	13	
Operations ^c	12	
TOTAL	25	

^a This table does not include wider OE work described later in this document covering evaluation dissemination, lesson-learning, a proposed peer review and other activities.

^b More complex evaluations do not always start and finish within the same year. The 2013 work programme therefore refers to evaluations that will be started and primarily budgeted in 2013, except where otherwise stated.

^c Subject to availability of non-PSA funding.
TBD = to be decided.

13. The main findings and themes from the planned evaluations will be synthesized in the Annual Evaluation Report.

Policy and Strategic Evaluations

14. Evaluation is now embedded into the policy-making process;³ evaluations are timed to inform new policy and/or to occur within four to six years of a policy's approval. The 2012 Compendium of WFP Policies Relating to the Strategic Plan⁴ shows the status of all policies relevant to WFP's Strategic Objectives and now provides information on policies recently evaluated or due for evaluation.

³ See "WFP Policy Formulation" (WFP/EB.A/2011/5-B).

⁴ WFP/EB.2/2012/4-B

15. Taking this into account, along with views expressed during the Annual Consultation on Evaluation, constraints in available resources and WFP's absorption capacity, OE will conduct one policy evaluation, of gender, as the highest priority. This evaluation is very relevant to WFP and beyond, and offers a rare opportunity to assess follow-up on the 2008 evaluation recommendations into the gender policy and the quality and extent of implementation, and to inform future direction, taking account also of developments in the international system. The evaluation will feed into the first reporting on a system-wide action plan – led by the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) which sets common performance standards; it will take stock of WFP Gender Policy: Corporate Action Plan (2010–2011).⁵
16. Urban food insecurity is an increasingly important issue for WFP; the current policy from 2002 is widely regarded as lagging behind current practice. However, a policy evaluation would not be the best use of evaluation resources. Instead, an evaluation of WFP interventions in urban settings is proposed, as part of a new series of strategic evaluations on various dimensions of EPR.

⇒ *Strategic evaluation theme: Emergency preparedness and response*

17. Given the changing context of high food and fuel prices, complex national and regional conflicts, shocks and slow-onset disasters, the increasing number of humanitarian actors and the humanitarian Transformative Agenda, an overarching strategic evaluation theme of EPR will be undertaken. This evaluation theme addresses the largest part of WFP's operations⁶ and will comprise the following four evaluations. A concept note and preliminary preparations for this series will be elaborated in 2012. The evaluations will be conducted in 2013 and early 2014, and a synthesis of the main themes and findings will be prepared in late 2014.
18. *EPR evaluation 1: Preparedness and response enhancement programme (PREP)*. The cross-cutting PREP initiative to develop WFP's new response model for large-scale emergencies is scheduled for completion by the end of 2013. The evaluation will assess WFP's progress in adapting capacity, systems, guidelines, services and partnerships to respond effectively in increasingly unpredictable and challenging environments while also supporting WFP's shift from food aid to food assistance. The evaluation will inform development of a new emergency response policy in 2014; the evaluation report will be presented to the Board at the same session as the new policy.
19. *EPR evaluation 2: FAO/WFP jointly-led global food security cluster*. This evaluation will be conducted jointly with the FAO Evaluation Office and will assess the value-added and effectiveness of this jointly led cluster, established in 2011. Within the strategic theme, it addresses the aspect of international response architecture and offers a good opportunity for learning across two of the Rome-based agencies.
20. *EPR evaluation 3: Urban food insecurity*. This evaluation will examine the role and effectiveness of WFP's preparedness for and response to emergencies that display many of the new and complex dimensions of hunger, often concerning food prices and access rather than food availability, where WFP's new tools and modalities for social protection and safety nets are particularly relevant. The findings will inform formulation of a new policy.

⁵ WFP/EB.2/2009/4-C.

⁶ Related to Strategic Objective 1 – Save lives and protect livelihoods in emergencies; and Strategic Objective 2 – Prevent acute hunger and invest in disaster preparedness and mitigation measures.

21. *EPR evaluation 4: WFP's use of pooled funds for humanitarian preparedness and response.* This evaluation will analyse the contribution of financial flows from all pooled funds – including the Central Emergency Response Fund, the emergency response fund and the common humanitarian fund – to the effectiveness of WFP's preparedness and response, including its work with implementing and coordinating partners.

⇒ *Strategic evaluation theme: Purchase for Progress*

22. On a very different strategic theme, the final evaluation of the pilot P4P initiative will begin in 2013 and continue in 2014. This summative evaluation of a major pilot programme draws on the P4P's in-built, well-resourced M&E system, which provides a much stronger evidence base than commonly available. The evaluation is categorized as strategic because of P4P's wide operational reach, its innovative approach to building on existing WFP operations for enhanced developmental impact, and its implications for WFP's future strategy regarding cross-cutting issues such as procurement, capacity development, partnerships, and M&E systems.

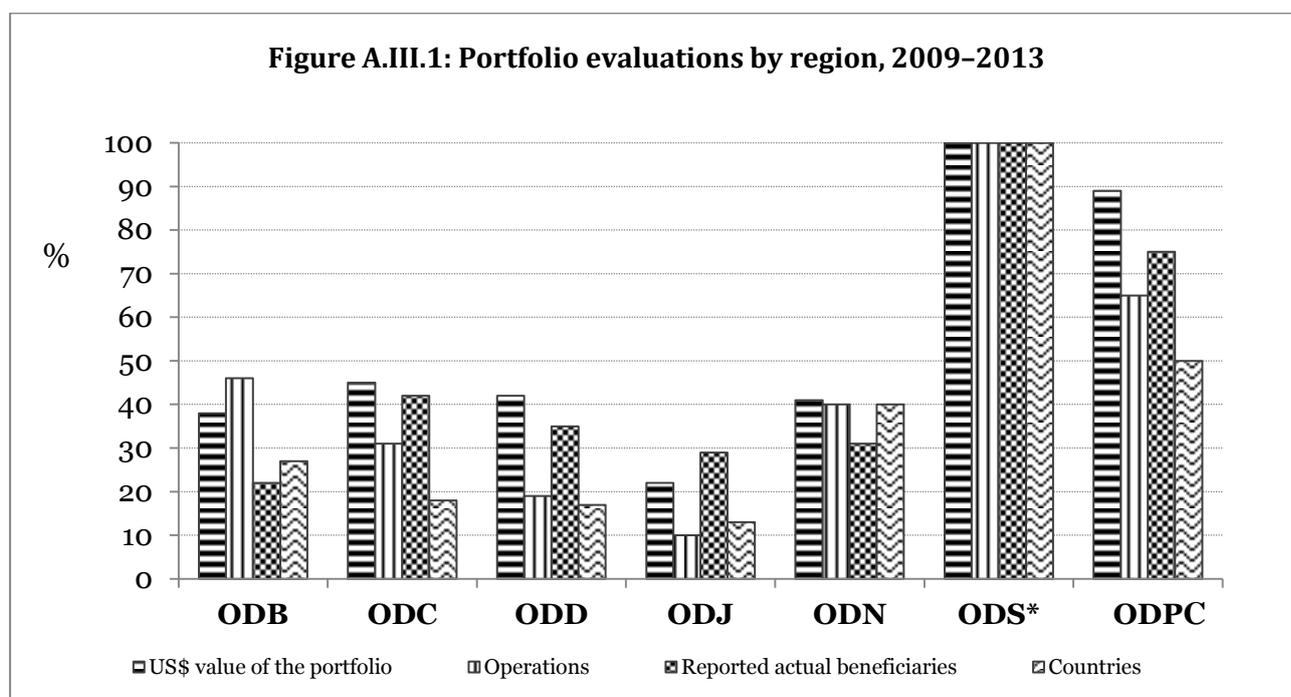
Impact Evaluations

23. A second thrust of OE's evaluation strategy is to assess in greater depth and rigour the contribution of WFP's assistance to beneficiary outcomes over time, and to a lasting impact on people's lives. Impact evaluations are intended to inform subsequent operations and future policies and strategies for the programming area evaluated. Impact evaluations also contribute to improving WFP's accountability to beneficiaries. During evaluation design and management, care is taken to increase attention to this area, which is generally underdeveloped in evaluation, especially humanitarian evaluation.
24. Using mixed methods, core evaluation questions include: Did we do the right thing in the circumstances? What difference did it make, and to whom? Was it sufficiently aligned with national or international norms and standards? How did it interact with other contributions and influences to make negative or positive, intended or unintended impacts? What should WFP do differently to enhance outcomes and impact? Selection criteria include a sufficiently long period of significant programming for lasting change to have occurred, and reasonable data availability for contribution and/or attribution analyses.
25. The series of evaluations on the impact of FFA activities on livelihood resilience will be completed in 2013. Three of the evaluations in this series of five – begun in 2012 – will continue in 2013, and the remaining two will be started, using the same methods and evaluation framework. A synthesis report of the series will be prepared in 2014.
26. In 2010, it was reported that more than 50 percent of WFP's programmes addressed the risk of natural disasters and their impact on food security. This series follows up on the recommendation from the 2009 strategic evaluation of the effectiveness of livelihood recovery interventions, for further analysis of impact, especially of the role of food assistance in recovery processes and people's own efforts to build stronger livelihoods.

Country and Regional Portfolio Evaluations

27. Covering all operations in a given country, typically over a five-year period, CPEs are designed as both an accountability instrument and a learning tool to inform future country strategies and operations. Applying well-established selection criteria concerning regional balance, portfolio size, range and previous evaluation coverage, countries are prioritized and CPEs timed to feed into WFP's strategic decisions on country strategies, UNDAF processes, and the design and approval of major operations within a country portfolio.

28. In light of other evaluation priorities and limited resources, only two CPEs will be conducted in 2013: in Timor-Leste and the Sudan. WFP will be withdrawing from Timor-Leste, and so the evaluation is expected to provide useful lessons on managing hand-over and exit. There has been a noticeable gap in evaluation coverage of the Sudan – especially in terms of beneficiary numbers – which the evaluation will address.
29. Overall, the evaluation coverage rate of WFP portfolios remains low, as shown in Figure A.III.1. Twelve CPEs per year would be required to achieve a cycle of evaluation once every five years – the cycle on which poverty reduction strategies, UNDAFs and WFP country strategies are prepared. As this rate is desirable but appears unrealistic from a budget perspective, OE will be reviewing the selection criteria for CPEs, to focus on risk and innovation dimensions.
30. To help alleviate the low coverage rate and address a gap in CPE coverage of smaller country offices and countries with a limited range of operations, in 2013 OE will introduce a regional portfolio evaluation for Central America. If successful, the model could be adapted for other aggregates of smaller country offices and/or portfolios. As this is a new initiative, a concept note and evaluation framework will be elaborated prior to starting the evaluation.



Sources:

% US\$ value of the portfolio: for conducted CPEs, evaluation reports; for ongoing and planned CPEs, Programmes of Work 2011 and 2012, at 13 February 2012, Operational Reporting and Analysis Branch (ODXR).

% of operations: for conducted CPEs, evaluation reports; for ongoing and planned CPEs, Programmes of Work 2011 and 2012, at 13 February 2012, ODXR.

% of reported actual beneficiaries: Data Collection Telecoms Application 2010, ODXR.

% of countries: OE database.

* Since April 2011, ODS covers the Sudan and ODN South Sudan.

Operation Evaluations

31. Operation evaluations focus on the effectiveness and efficiency of a single operation with respect to its goals and objectives and international and WFP norms and standards, examining the adequacy of design, implementation and results. Operations should be evaluated because they are the main unit for planning and funding approval. The evaluation policy envisaged OE managing some evaluations of operations and decentralized management of others, but coverage achieved through this approach has been unsatisfactory.⁷
32. WFP's monitoring and self-evaluation strategy, approved by the Executive Policy Council in 2012,⁸ could help address this serious accountability gap. However, even assuming the strategy sets in motion solid arrangements for decentralized operation evaluations, it will take time to achieve the evaluation policy's quantity and quality targets. Based on consultation with the Operations Division, the Resource Management and Accountability Department and others, OE will implement an interim solution for three years, beginning in 2013, without diverting OE from its core mandate and its focus on more complex evaluations.
33. Subject to non-PSA funding being available at the start of 2013, OE will design and implement an outsourced evaluation management model for conducting a programme of 12 operation evaluations in 2013, increasing to 24 in 2014 and 30 from 2015 onwards. The model will eventually provide adequate coverage by quality evaluations to generalize findings at the organizational level. It is also expected to enable estimated cost savings of 23 percent in year 1, rising to 32 percent in year 3, compared with previous models for conducting operation evaluations. The model will be designed with a view to later decentralization to regional bureaux and country offices, with support from the Resource Management and Accountability Department at Headquarters.
34. In 2013 – year 1 – OE will establish the model, including by developing and applying risk- and utility-based selection criteria, reviewing and updating evaluation standards and templates, and establishing framework agreements. The volume of operation evaluations in 2013 will therefore be lower than in subsequent years.
35. Throughout 2013, OE will work with the Operations Services Department, the Resource Management and Accountability Department and others to clarify the monitoring and self-evaluation strategy's vision for operation evaluations, standard setting, the roles of various parties in conducting evaluations and quality assurance, and any other modifications to WFP's evaluation function recommended by the forthcoming UNEG-DAC peer review.

Joint Evaluations and United Nations System-Wide Evaluation Initiatives

36. Wherever appropriate and feasible, evaluations are carried out jointly. The Transformative Agenda is expected to have a significant effect on inter-agency evaluations led by the OCHA, and real-time and other system-wide evaluations. OE will provide input to evaluations of this type on a reactive basis when they are priorities for WFP – for example, the possible system-wide evaluation of results-based management.⁹

⁷ See annual evaluation reports for 2009, 2010 and 2011.

⁸ Decision of the 15th Meeting of the WFP Executive Policy Council (9 February 2012).

⁹ Department of Economic and Social Affairs, United Nations. 2012. Quadrennial comprehensive policy review of operational activities for development of the United Nations system. (unedited draft, 15 August)

37. In addition to the joint strategic evaluation of the global food security cluster, OE will continue to engage with ongoing development and review of the methodology for inter-agency real-time evaluations, to improve quality, timeliness and alignment with the Transformative Agenda, including for the real-time evaluation proposed for South Sudan. OE will also contribute to UNEG and other development and humanitarian evaluation networks, to represent and update its approach.

Evaluation Dissemination, Use and Quality

38. The Office of Evaluation will continue to add value by creating synergies among evaluations and evaluation products, to reinforce the evidence base and facilitate concentration of the knowledge generated. OE will also increase integration of the intended use of each evaluation into the way in which each evaluation is designed, conducted and the report disseminated. OE will produce syntheses of evaluations wherever appropriate, and will encourage their use in other evaluations and decision-making processes. It will also continue preparing Closing the Learning Loop products for learning within WFP – Top 10 Lessons and Evaluation Country Syntheses – prioritized according to demand, but will not be able to increase the volume of production.
39. The forthcoming UNEG-DAC peer review of WFP's evaluation function will review the evaluation function and policy across WFP, taking into account progress since the last peer review in 2007 and recent developments in WFP's approaches to evidence, M&E, risk, accountability and learning. It will benchmark against state-of-the-art principles and practice for evaluation governance, management, methods, quality assurance, follow-up management, wider learning and knowledge management, ethics, accountability and partnership, to drive continual improvement in OE's contribution to WFP's overall effectiveness.
40. Internal review of OE's approach to quality and coverage in terms of value for money analysis, efficiency and gender will continue in 2013. It was started in 2012, partly in preparation for the peer review, which will provide further benchmarks and advice. Ultimately, however, measurement depends on building the requisite data and analysis into programme design and monitoring.

Outlook for 2014 and 2015

41. Subject to budget allocations, the evaluation work programme for 2014 and 2015 will include the evaluations listed in Tables A.III.2 and A.III.3. Development of the programme for 2015 in particular will be based on WFP's new Strategic Plan, the recommendations of the UNEG-DAC peer review of WFP's evaluation function and developments in the United Nations system.

Type of evaluation	2014 (new starts, unless otherwise stated)	2015 (new starts)
Policy and strategic	Cash and vouchers Nutrition REACH (Ending Child Hunger and Undernutrition) Theme: emergency preparedness and response, 4 evaluations (continued) P4P (continued)	HIV/AIDS 4 others (estimated) TBD
Country portfolio	Uganda Democratic Republic of the Congo Cambodia Indonesia	Iraq Central African Republic United Republic of Tanzania 1 other TBD
Regional portfolio		1 TBD
Impact	5 of mother-and-child health and nutrition (MCHN)	series of 4 TBD
Evaluation syntheses	Food-for-assets activities series Emergency preparedness and response series	MCHN series Capacity development
Operations	24	30

TBD = to be decided

Type of evaluation	2014		2015	
	Number of evaluations	Non-staff budget (estimated) (US\$)	Number of evaluations	Non-staff budget (estimated) (US\$)
Policy/strategic	2	640 000	5	1 600 000
Country portfolio	4	880 000	4	880 000
Regional portfolio	-	-	1	250 000
Impact	5	1 250 000	4	1 000 000
Evaluation syntheses	2	60 000	2	60 000
Operations	24	3 120 000	30	3 900 000
Other (inter-agency, etc.)	-	50 000	-	150 000
TOTAL	37	6 000 000	48	7 840 000
Management/office costs	-	150 000	-	150 000
Staff requirements	15	-	15	-