

**JOINT EVALUATION OF
EFFECTIVENESS AND IMPACT OF THE
ENABLING DEVELOPMENT POLICY OF THE
WORLD FOOD PROGRAMME (WFP)**



**SYNTHESIS
REPORT**

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JOINT EVALUATION OF EFFECTIVENESS AND IMPACT OF THE ENABLING DEVELOPMENT POLICY OF THE WFP

SYNTHESIS REPORT



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ABBREVIATIONS AND ACRONYMS

CO	Country Office (WFP)
CP	Country Programme (WFP)
CSB	Corn and Soya Blend
DAC	Development Assistance Committee (OECD)
DFID	Department for International Development (United Kingdom)
DOC	Direct Operational Costs (WFP)
DSC	Direct Support Costs (WFP)
EB	Executive Board (WFP)
EDP	Enabling Development Policy (WFP)
EMOP	Emergency Operations (WFP)
FAO	Food and Agriculture Organisation
FFW	Food-for-work
GNP	Gross National Product
HQ	Headquarters
IFAD	International Fund for Agricultural Development
ISC	Indirect Support Cost (WFP)
LDC	Least Developed Country
LFA	Logical Framework Approach
LIFDC	Low-Income, Food Deficit Country
M&E	Monitoring and Evaluation
MCHN	Mother-Child Health and Nutrition (programme)
MDGs	Millennium Development Goals
MERET	Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods (WFP project)
MT	Metric Ton
NGO	Non Governmental Organisation
ODA	Official Development Assistance
ODOC	Other Direct Operational Costs (WFP)
PRRO	Protracted Relief and Recovery Operation (WFP)
PRSP	Poverty Reduction Strategy Paper
RBM	Result-Based Management
SC	Steering Committee
SFP	School Feeding Programme/Project
SPR	Standardized Project Report (WFP)
SWAp	Sector-wide Approach
UN	United Nations
UNAIDS	Joint United Nations Programme HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
VAM	Vulnerability Analysis and Mapping
VGd	Vulnerable Group Development
WFP	World Food Programme of the United Nations
WHO	World Health Organisation

FOREWORD

In 2003, representatives of Canada, Denmark, Finland, France, Germany, Italy and the United States of America initiated an external assessment of the progress achieved and difficulties encountered with the implementation of the World Food Programme (WFP) Enabling Development Policy (EDP). Evaluation offices of the seven countries managed the process, in close cooperation with the Office of Evaluation of WFP and with the support of two senior advisors. The evaluation was undertaken by an international consortium comprised of Development Researchers' Network (DRN) of Italy, Aide à la Décision Economique (ADE) of Belgium, Baastel of Canada, ECO Consulting Group of Germany, and Nordic Consulting Group (NCG) of Denmark. Together, the members of the consortium represent a very broad and varied range of solid expertise in international development and development co-operation, both in OECD and in partner countries.

In May 1999, the Executive Board of WFP approved the EDP to help the organization sharpen the focus of its development activities. Early the previous year, the Board had signaled the need for a policy review on the use of food aid as an instrument for development, recognizing the need to further clarify the particular advantages of food assistance and to define how and when WFP should intervene with food aid. This was necessary both to respond to the decreasing levels of official development assistance for WFP development activities and to achieve better results with the resources available. The EDP delineates a unique role for food aid in development - that of enabling marginalized people, through the provision of food assistance, to take part in the development process and benefit from it. The EDP defined five areas of focus for programme development, including health and nutrition, education and training, assets creation, disaster mitigation, and sustainable livelihoods; and identified a set of measures to improve the quality of WFP interventions: strengthened partnerships, enhanced community participation, better targeting, increased understanding of the beneficiaries' circumstances, demonstration of results and enhanced attention to gender considerations.

This evaluation, like others before it, is part and parcel of a well-established tradition in WFP of critical reflection and assessment of its role in development, using food aid as a key tool. Thus, the evaluation is understood as part of a continuum that includes key events like the Tripartite Evaluation in 1994, the more recent monitoring study of WFP by the Royal Danish Ministry of Foreign Affairs, and also the regular evaluation activities carried out by WFP itself.

The evaluation took approximately two years to implement, and included both Headquarters research and seven country studies conducted by teams of two national and two international consultants each in Ethiopia, Mali and Mozambique in Africa; Bangladesh and Pakistan in Asia; and Bolivia and Honduras in Central and South America. A special web site for this evaluation was established for those who were interested to follow its progress in a more detailed manner (www.edpevaluation.com).

The main focus of the evaluation is not on food aid for development as such, but on the effectiveness of the EDP, part of the ongoing change process within WFP. The evaluation was conceived to include a balanced analysis at global, country and local and beneficiary levels, including EDP concepts and operational guidance, the translation of these into practice at the country level, and the results in WFP operations. It is important to assess how the EDP contributes to meeting the Millennium Development Goals (MDGs). This is particularly true in the case of food aid for development, where donor support is highly variable.

Considerable support for this evaluation was provided by WFP at Headquarters and in the field. We would like to thank everyone who contributed to this evaluation, and most particularly the staff of WFP, the governments, partners and beneficiaries of development food aid in the seven countries reviewed; and the many other stakeholders who provided their time, information, and other forms of support in a very collaborative way. Ultimately, this evaluation was undertaken to serve the needs of intended beneficiaries - the very poor - and we appreciate the efforts they made to share their views with the evaluation team.



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Thanks also go to the Evaluation Steering Committee and its senior advisors for having provided guidance and support throughout the evaluation.

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EXECUTIVE SUMMARY

Background

1. On May 4, 1999, the Executive Board of the World Food Programme approved the Enabling Development Policy (EDP) to help the organisation sharpen the focus of its development activities. This external evaluation, launched in 2003 by a group of WFP donors, assesses the efficiency, effectiveness, impact, relevance, and sustainability of this policy.
2. The results of the evaluation are expected to: (i) provide sponsoring donors with valuable insights and issues for consideration in relation to future support for WFP development activities; (ii) identify measures and mechanisms that could potentially enhance WFP's effectiveness in the design and implementation of its development portfolio; and (iii) contribute through empirical evidence to better understanding of the conditions for success or failure of food aid in development activities.

Methodology

3. The evaluation methodology was designed to include analyses at three different levels: global level, country level and local or beneficiary level, with the main focus on the country and local levels. An evaluation matrix based on a series of questions was the main tool guiding the evaluation process, which consisted of: (a) a desk phase; (b) seven country studies (Ethiopia, Bangladesh, Bolivia, Honduras, Mali, Mozambique and Pakistan); and (c) a synthesis phase which culminated in this report.
4. The formulation of the EDP is to be seen as part of the overall process of reform that WFP has undertaken in response to new challenges linked to the evolving international context for poverty reduction and food security. This process is still in the making and a number of policy and organisational changes have occurred since the formulation of the EDP (e.g. Gender Policy and Food for Nutrition Policy). As far as possible, therefore, the EDP has been analysed as one element of a wider and rapidly-evolving context rather than as a stand-alone, static policy.

The Enabling Development Policy

5. The rationale behind EDP formulation derives from the need to sharpen WFP's focus in the use of food aid in support of activities of a developmental nature, in a context of decreasing levels of official development assistance and where some important donors are questioning the use of food aid for development purposes. The EDP recognises that WFP food aid should play a different but *unique* role: this is *not to promote development* but to enable marginalised people, through the

provision of food assistance, to take part in the development process and benefit from it. The main elements of the EDP are:

- Definition of five areas of focus and related objectives (health and nutrition; education and training; assets creation; disaster mitigation; and sustainable livelihoods and natural resources) for WFP's development operations;
 - Identification of a set of measures to improve the quality of WFP's interventions: strengthened partnerships; enhanced community participation; better targeting; increased understanding of beneficiaries' circumstances; demonstration of results; and enhanced attention to gender considerations.
6. The main changes that the EDP intended to introduce, vis-à-vis previous projects financed under the development programme category, are essentially:
 - Streamlining and narrowing down of the range of activities to be supported with food aid;
 - Clearer and more focused definition of the potential beneficiaries of the different projects;
 - An emphasis on community management of the activities undertaken and assets created;
 - A focus, in activity identification, on people's priorities and livelihoods rather than on infrastructure development for temporary employment creation.

The relevance of the EDP

7. The evaluation team considers that the EDP has contributed to an overall increase of the relevance of WFP interventions, notably in respect to:
 - A sharper (and EDP-based) poverty focus in targeting mechanisms and selection of activities which was identified as an important factor contributing to increased consistency with international (e.g. Millennium Development Goals) and national priorities;
 - A sharpened focus in the use of food aid in a development context which has contributed to increasing the relevance of food aid in national policy frameworks;
 - The application of EDP principles to other WFP operations (emergency and recovery) which has contributed to increasing their relevance to the national and local contexts, making them more development-oriented, and increasing the overall consistency of WFP interventions within a given country;
 - An increased degree of consistency of WFP development projects with beneficiaries' priorities, particularly in food-for-assets activities (areas of focus 3, 4, and 5). These have in fact moved away from the promotion of large infrastructure towards the creation of assets more relevant to poor people's circumstances (e.g. basic social facilities, income-generating activities). In the other areas of focus changes were less dramatic but advances were recorded in school feeding projects, with emphasis on an increased role for local communities in activity management and on measures to address gender gaps in school attendance.

The effectiveness and impact of the EDP

8. Neither baselines, targets nor yardsticks were put in place at the time of EDP formulation and this has limited the analysis of the effectiveness and impact of WFP development operations. However, evidence gathered during the evaluation highlighted a number of important findings:
- Results were particularly positive for school feeding projects (area of focus 2) which consistently showed an increased level of attendance, while lower repetition rates and increased attention during lessons were also reported. Particularly encouraging were the results achieved in terms of increased school enrolments by girls;
 - Considerable evidence was found with respect to livelihoods protection and development related results (areas of focus 3, 4, and 5). The results achieved were essentially linked to the benefits derived from increased agricultural production, basic social facilities and income-generating activities. The creation of basic social facilities and the promotion of income-generating activities were found to be particularly important for the poorest categories of beneficiary and for women in particular;
 - Evidence on results for strategic objective 1 (*to enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs*) was less convincing. In fact, whilst an increased level of children and women's attendance of health services was consistently observed, indications on nutrition-related achievements were very scattered. In practice, despite the area of focus objective, food seems to have played a more important role as an incentive to attend health services than as food in its own right;
 - The search for evidence on impact was limited by lack of baseline and impact-related indicators as well as by the relatively short period of EDP implementation. Yet some indications of actual or expected impact have been found with respect to decreased vulnerability, decreased migration and the enhanced socio-economic role of women.
9. A number of problems and areas for improvement with respect to the effectiveness of WFP development activities have also been identified:
- The increased levels of school attendance have rarely corresponded with increased quality of the education systems since they have not been balanced by improvements in school facilities or in the number of teachers;
 - There are some limitations, due to socio-economic constraints, in the school feeding approach (based on blanket food distribution in the selected schools) with respect to the inclusion of children out of school, for whom the provision of a school meal is not a sufficient incentive to attend school;
- The second component of area of focus 2, food-for-training, has achieved promising results. However, the coverage of this component in terms of budgetary allocation and beneficiaries does not reflect the level of priority accorded by beneficiaries because of funding and partner-related constraints;
 - The implementation of HIV/AIDS-related projects under a specific EDP area of focus (health and nutrition) seems artificial and fails to reflect the complexity and dimension of the problem, while further piloting and guidance are urgently required;
 - The actual potential of food aid in contributing to the nutritional status of project participants (e.g. school feeding activities but also in food-for-assets and food-for-training activities) does not appear to have been fully exploited. This could partly be explained by the poor institutional and absorptive capacities of implementing partners, by the shortage of resources for accompanying measures and by the fact that factors other than food, such as water supply, sanitation and diseases, also strongly influence the likelihood of achievement of nutritional outcomes. However, while food aid cannot be considered the only resource needed to reduce malnutrition and its related consequences, there is a growing body of evidence that food aid can have an important nutritional impact that goes beyond addressing short-term consumption-gap-related problems and WFP should give further consideration to this issue.
 - A contribution to a general improvement in the level of participants' livelihoods and human capital at project and community level is evident from the country studies, whereas evidence on the overall contribution of WFP-supported interventions at meso- and macro-levels is less robust and would depend on the overall size of WFP-supported development activities and also on strategic choices made by WFP or by national partners, for instance on mainstreaming of WFP/EDP approaches into wider initiatives for poverty reduction and food security¹.

The efficiency of the EDP

10. The evaluation highlighted a number of findings with respect to the efficiency of WFP development operations under the EDP. These are as follows:
- Food aid is generally delivered in time, which is in line with EDP directives and contributes to increased effectiveness and relevance of WFP development activities;
 - The sharper focus of WFP development activities combined with limitations on areas of support is a factor

¹ The scale and relative importance of WFP development operations at country level varies considerably: WFP's coverage in terms of beneficiaries ranges from a minimum of 1.7 % of the population considered as under-nourished in Pakistan, to over 30% in Bolivia; at the same time the value of transfer per beneficiary varies from a minimum of 1.5% (Bolivia) and 2.1% (Mali) to over 31% (Mozambique) of the country GDP per capita.

contributing to efficiency; while on the other hand the community-driven approach advocated by the EDP has also led to a proliferation of the type of outputs supported, with related inefficiency problems;

- Systematic efforts are being made to integrate WFP-supported projects and operations, allowing an increased level of efficiency, but these efforts are clearly limited by logistical considerations and implementing partners' priorities. The evaluation findings also indicated the need for closer integration of WFP's three programming categories (Emergency-EMOP-, Protracted Relief and Recovery-PRRO- and Development) and noted that the establishment of EDP areas of focus that can also be applied to other WFP programme categories has contributed to this integration;
- The actual degree of efficiency of food aid depends essentially on the procurement modalities, with triangular or local purchasing modalities being the more cost-efficient. Findings also confirm that WFP can be considered an efficient organisation with respect to food procurement when afforded the opportunity through the provision of untied donor resources;
- Finally, the evaluation has noted that efficiency-related information is often collected by WFP but not always then analysed in a manner that would allow informed policy decisions.

The sustainability of the EDP

11. Four main findings have emerged on the sustainability of EDP and WFP development operations:
 - WFP development activities are often targeted on the poorest populations who have marginal assets to contribute to development and live in remote and under-served areas. As such, special consideration may need to be given to assessing the sustainability of WFP development activities in the context of reasonable timeframes and specific exit strategies;
 - Findings are generally positive on sustainability of project benefits. Clearly the effects on human capital protection and development of beneficiaries are expected to be of a long-term nature, particularly in the case of school feeding initiatives (e.g. the benefits of education for school children who have completed primary school education, thanks to the food provided), whereas evidence on the sustainability of the benefits from food-for-assets activities is less clear. Nonetheless the application of EDP principles in assets creation was identified as a positive factor since it has greatly enhanced their relevance to the circumstances of beneficiaries who are therefore more willing to maintain them;
 - The sustainability of EDP-related institutional changes is strong at the level of community-based organisations, satisfactory at the level of implementing partners, but still generally weak at policy level. Major factors contributing to or hindering the sustainability of institutional changes are the level of investment by WFP in capacity-building activities, the capacity of Country

Offices for policy dialogue, and the consistency of EDP policy directives and objectives with national priorities;

- Important weaknesses have been recorded in exit strategies, particularly the lack of clear guidelines and proper attention in project design. It should also be noted that there is no evidence that Vulnerability Analysis and Mapping (VAM) is being used to signal when food assistance should be phased out as envisaged by the EDP. This very important issue deserves more attention from the WFP.

Factors affecting or enhancing EDP implementation

12. The EDP has identified areas for improving the quality of WFP development operations necessary for the achievement of the EDP strategic objectives. These in brief are: enhanced and diversified partnership, improved targeting and understanding of beneficiaries' circumstances, enhanced community participation, enhanced attention to gender considerations, and demonstrating results.
13. The existence of solid **partnership** frameworks is probably the most important factor in success or failure in achieving the EDP objectives. The quality of partnership arrangements have particularly influenced: (a) the level of synergies resulting from the contribution of food aid to specific development initiatives; (b) the overall sustainability of the benefits created; (c) the opportunity to extend the impact of WFP interventions beyond the local project level; and (d) the creation of sustained conditions for food security and resilience to shocks.
14. Implementing partnerships seem to have suffered essentially from two main shortcomings: (a) a general shortage of resources on the part of implementation partners for the promotion of activities related to EDP strategic objectives that could be complemented by WFP food; (b) WFP's tendency, in contrast with EDP principles, to conceive implementing partnerships as a search for resources complementary to WFP assistance rather than to consider food aid as a complement to implementation of other, already-resourced, initiatives.
15. Strategic partnerships have been very important in enhancing co-ordination with other actors and in contributing to placing EDP-related priorities (e.g. targeting and vulnerability) on the poverty reduction and food security agendas of the various recipient countries. However, WFP's capacity to promote more co-ordinated and strategic partnerships that go beyond ad hoc cooperation or consultation has depended greatly on the policy dialogue and analysis capacities of the Country Offices and related communication skills, and on the overall policy framework of the country concerned with respect to food security and safety nets.
16. Considerable progress has been made by WFP in **reaching vulnerable people and vulnerable areas**. Three factors

contributed to these results: (a) the systematic use of Vulnerability and Analysis Mapping (VAM); (b) the EDP strategic objectives which have helped to increase WFP's pro-poor focus; and (c) promotion of participatory approaches which have greatly increased the relevance of the activities promoted to beneficiaries' circumstances and priorities. However, areas for improvement have also been highlighted, namely:

- The difficulty in reaching the most remote areas within food-insecure regions due to resource constraints, particularly on the part of implementing partners;
 - Design and programming gaps such as the need to: (a) sharpen the pro-poor analysis in relation to the assets created; (b) include initiatives to provide assistance to certain categories of vulnerable group that are only marginally covered by EDP activities, such as landless and out-of-school children;
 - At policy level, where it was noted that: (a) area selection has depended on some degree of political negotiation, whilst targeting below district level has meant in some cases that local implementing partners have their own priorities that do not always correspond to EDP directives; (b) VAM and the search for the most vulnerable areas and communities in which to undertake food-aid-based projects has sometimes contrasted with priorities set out by governments or with those expressed through sector-wide approaches; and (c) there is a need to make further progress in mainstreaming WFP development activities within wider national frameworks to extend the benefits of WFP interventions beyond local level.
17. An enhanced level of **participation** by all project stakeholders was recorded. In fact guidelines have been prepared which are widely applied at country level, whilst ownership by implementing partners is generally satisfactory, although improvements are required, particularly for local authorities. Participatory approaches have also been mainstreamed in assets creation projects and are probably the most important change from past approaches and a factor in the success achieved and in the sustainability of the results. In health and education projects adoption of the participatory approach is not yet systematic, but when undertaken has improved the level of project ownership and sustainability
18. Considerable progress has been made with respect to enhanced inclusion of women in the benefits of WFP development activities. This was achieved through increased participation of women in the project cycle and increased consideration of women's priorities in project design, which is attributable at least in part to basic EDP principles. In more general terms it should however be noted that the EDP advocates a broad approach to **gender**, encompassing relations between women, men and
- children. Yet there is little evidence that such a view has been fully taken into consideration, since the focus at country level was in practice essentially on women's participation in project activities and benefits; furthermore the impacts attained are generally at micro-level with no effects on the policy environment.
19. A major weakness identified by the evaluation is the limited performance of WFP in **demonstrating results** and in monitoring and analysing efficiency-related issues. In practice so far, WFP is not in a position - albeit with some exceptions - to provide robust and systematic evidence on the results achieved, particularly at outcome and impact level, nor to provide analytical information on the cost-efficiency and cost-effectiveness of its development activities. This limits 'informed' policy and programming decisions by donors, WFP and partner governments.
20. The recent constitution of the Results-Based Management Division and the measures being put in place to enhance WFP's capacity to demonstrate results are promising steps and results are starting to emerge at country level. But the challenges ahead remain important, particularly with respect to the need to develop monitoring systems that are compatible with existing local-level capacities and could become part of broader poverty monitoring frameworks without creating duplication and inefficiencies.
21. The implementation of WFP-supported development activities in accordance with EDP principles has required a number of accompanying measures described in the previous paragraphs, implying higher levels of cash resources. This issue was not sufficiently highlighted during EDP formulation and is not given due consideration in WFP's financing policy framework where the allocation of cash resources is calculated mainly on the basis of tonnages irrespective of WFP programme categories or of specific country and project requirements². Yet the evaluation has identified **resource-limitation-related** problems as an important constraint to implementation of EDP and WFP development operations. In particular:
- The level of funding of WFP development portfolio is on a declining trend with a related shift in favour of emergency operations. However, in some cases donors have accorded priority to support for emergency responses in situations where longer-term interventions might arguably have been more appropriate;
 - The level of funds for Direct Support Costs (DSC) at the disposal of small Country Offices is inadequate to undertake all the necessary support activities, and in particular monitoring and evaluation and policy dialogue;
 - The utilisation of Other Direct Operational Costs (ODOC) resources for the implementation of local partners' capacity-building activities is probably one of the most

² Cash allocation (ODOC and DSC) are linked to the actual tonnage or value of the CP and are determined on an annual basis according to specific ceilings (6% of DOC value for ODOC and 10% for DSC in the case of LDC; and 3% and 6% respectively for LIFDC) and the level of cash resources made available by donors. In the last two years a higher flexibility has been introduced allowing COs to shift cash allocation between ODOC and DSC according to the specific needs.

important factors affecting the success of the development activities undertaken. Yet their level is generally inadequate and hindered by predictability problems;

- Management choices by WFP Country Offices, such as a higher concentration of activities within specific regions or greater delegation (where possible) of functions to local institutions, could partly address the problem of shortage of cash resources.

Overall conclusions

22. Four overall conclusions can be drawn from the evaluation.

- The evaluation findings indicate that WFP has put in place, albeit with limitations and delays, the policy directives envisaged by the EDP; these directives were conceived to address a number of perceived shortcomings of WFP work, particularly in the development sphere given that their overarching goal was the enabling of marginalised people to take part in the development process and benefit from it;
- The evaluation team considers that the above-mentioned overarching goal has been, or is being, achieved by WFP, albeit with some limitations, and that the EDP was a crucial factor in this success. In fact the implementation of EDP directives has contributed to increased relevance of WFP's interventions overall; to achievement of results consistent with national poverty reduction goals and broadly in line with target groups' priorities and expectations; and to increased sustainability of these results;
- It can therefore be concluded that the EDP is a sound policy whose principles are worth further support and implementation by WFP and by donors, particularly in the light of their potential for improving the quality and relevance of other WFP operations;
- Implementation of the EDP has also helped shed further light on the actual and potential roles of WFP and food aid in situations not strictly of an emergency or recovery nature. In practice the evaluation has confirmed one of the major EDP assumptions, namely that food alone cannot contribute to development in the same way as other measures, but also that food assistance *can* play a specific role within long-term poverty reduction frameworks.

23. However, the analysis also identified EDP-related areas where improvements are necessary for enhancing the com-

parative advantage and overall relevance of WFP development activities and food aid. These improvements could provide WFP with a clearer role within wider poverty reduction frameworks as the leading UN agency that contributes food assistance and related know-how for the protection and nutrition-related needs of the most vulnerable groups. The required improvements are:

- A need to improve WFP's partnership strategies. In fact the evaluation indicates that the level of integration of WFP assistance at country level within wider policy and programmatic frameworks varies considerably and that when integration exists, the benefits of WFP-promoted development activities move beyond localised impact and their chances of sustainability increase. There is therefore a need for WFP to move further away from a concept of partnership that sees food aid as a resource around which to build interventions, towards a paradigm where food aid complements other resources within national and local poverty reduction and recovery plans;
- The need to further refine the targeting of its interventions. The evaluation noted that WFP assistance covers areas and vulnerable categories that other stakeholders are unable to reach. This is a crucial comparative advantage that could potentially be further sharpened by addressing those programming and implementation shortcomings that limit WFP's capacity for supporting certain categories of vulnerable group (e.g. labour-poor households, out-of-school children or people living in remote areas);
- The need to make consistent progress on nutrition-related issues which, in the opinion of the evaluation team, have not been addressed according to EDP expectations and which could be seen as an important justification for the systematic use of food-aid-based transfers in non-emergency situations and in the presence of functioning markets.

Recommendations

24. On the basis of the foregoing, a total of seven main recommendations (and related specific recommendations) have been identified by the evaluation team and are addressed to WFP Management, WFP Executive Board, WFP Membership and donors. The first three main recommendations are of a strategic nature whilst the remaining four are more implementation-oriented.

STRATEGIC RECOMMENDATIONS

1: Further integration of WFP assistance within broader poverty reduction frameworks

- 1.1 More attention in project design is to be given to the implications of implementation partnerships, including issues relating to partners' resourcing.
- 1.2 More systematic promotion of activities in which food aid is a complement to other resources rather than the main element of the intervention is required. This should translate into support for existing, already-resourced national strategies and programmes.
- 1.3 Closer attention, during CP formulation and policy dialogue, is to be given to the integration of WFP food assistance into broader development programming and into SWAPs in particular, to extend the benefits of WFP-supported development activities and EDP-promoted approaches beyond the local and project levels. This will require enhanced policy dialogue and analysis and communication skills on the part of COs as well as proper guidance from WFP HQ.

2: Improve the targeting of the most vulnerable and excluded groups

- 2.1 Further consideration is required by WFP, recipient countries and donors of the resourcing implications of reaching the poorest and most remote communities. These implications will need to be clearly spelt out by WFP in project design.
- 2.2 Consideration should be given by WFP to the further concentration of resources on a more limited number of resource-poor areas within a country. Such concentration, when relevant, should take place through the existing decentralisation framework so as to further contribute to the sustainability of development activities and approaches.
- 2.3 Further pro-poor fine tuning by WFP of the activities to be promoted and assets to be created with the support of WFP food is required. For instance: (a) the positive experience to date of the use of take-home rations to encourage girls' attendance at school should be extended to encourage participation in school activities by children from the poorest households; or (b) more emphasis needs to be given to creation of assets or promotion of activities relevant to the most vulnerable groups for example small-scale income-generating activities.
- 2.4 The strengthening of WFP's commitment, with recipient countries' and donors' support, to national safety net initiatives in line with the recent policy paper 'WFP and Food-Based Safety Nets' needs to be considered so as to provide more structured support to certain categories of vulnerable group that have only been partially covered by the EDP.
- 2.5 The inclusion of gender analysis in project design and of gender-sensitive indicators in M&E in line with the WFP Enhanced Commitments to Women: "Contributing to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to participate in closing the gender gap" is required.
- 2.6 Enhanced policy dialogue and analysis by WFP at country level on gender issues is required.
- 2.7 WFP development operations should address HIV/AIDS-related problems but this will require context-specific approaches, tools and targeting mechanisms, guidance from HQ, and clearer definition of the links with the EDP areas of focus, taking into account the complexity of the issue.

3: Mainstreaming of nutrition priorities within WFP development operations

- 3.1 WFP needs to strengthen and mainstream the nutrition-related aspects of its interventions, and flexible resources should be provided to this end. The Food for Nutrition Policy paper presented to the EB in May 2004 provides clear strategic indications that need to be transformed by WFP into operational guidelines.
- 3.2 It is important that WFP and its partners further develop the search for best practices in the use of nutrition programming to mitigate the effects of HIV/AIDS.
- 3.3 Nutritional indicators should be included, whenever relevant, in project design and then monitored.

IMPLEMENTATION RECOMMENDATIONS

1: Resourcing-related issues should be closely considered by WFP Management, EB and donors

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| 1.1 | Given the fundamental role that ODOC resources play in local partner capacity-building and in achieving EDP objectives, it is important that WFP donors guarantee their resourcing at the levels agreed upon at project approval. |
| 1.2 | WFP EB should revise upwards DSC allocation mechanisms so as to allow COs (and particularly smaller ones) to operate according to EDP requirements and donors should guarantee their resourcing at the level set by the EB. This will also require an assessment of the viability and appropriateness of maintaining Country Offices which manage very limited development operations. |
| 1.3 | WFP donors are urged to consider multi-year funding mechanisms and the opportunity of doing away with certain requirements relating to sources of food aid procurements or the earmarking of assistance for specific activities, with a view to promoting higher levels of effectiveness and efficiency in WFP development operations. |
| 1.4 | In the design of CPs, WFP needs to consider the possibility of increased geographical concentration of development activities within specific regions of a given country or greater delegation of functions to local institutions (when possible) as a way of reducing resourcing problems. |

2: Demonstration of results and efficiency analysis needs to be strengthened to facilitate 'informed' decisions

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| 2.1 | It is vital that WFP Management and EB ensure that the ongoing initiatives (considered appropriate by the evaluation team) to promote mainstreaming of RBM by WFP (complemented by cost information on programme activities) are properly implemented and resourced. |
| 2.2 | As far as possible WFP-supported M&E activities should be built on existing national systems. |
| 2.3 | Calculation of alpha value (value of transfer/WFP costs) at country level - and also in WFP areas of operation - must be more regular and should be used by WFP as an instrument for decision-making on procurement modalities and on opportunities for using food aid as a form of transfer in that specific context. The required level of human and financial resources needs to be properly budgeted for by WFP and then underpinned by a corresponding allocation of DSC/ODOC. |

3: The current level of priority attributed to the five EDP strategic objectives needs to be reconsidered in the light of the current poverty reduction frameworks and of WFP organisational changes

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| 3.1 | Food-for-assets activities should be maintained despite implementation difficulties and possibly integrated into wider initiatives such as national social infrastructure funds, whilst their sub-division into three areas of focus must be reconsidered, as it is cumbersome and of little relevance to the country contexts. |
| 3.2 | The 5 EDP areas of focus and priorities need to be considered as having been subsumed in the light of the Strategic Plan 2004-2007 that establishes five overall strategic priorities for WFP corporate work. However, the links between the 5 EDP areas of focus and the strategic priorities defined by the Strategic Plan should be made more explicit. |
| 3.3 | The need to complement the EDP with a view to tackling gaps related to programming that are not necessarily fully part of the development sphere, such as addressing the long-term protection needs of certain categories of vulnerable group, needs to be addressed by WFP and supported by recipient and donor countries. |
| 3.4 | In light of the above recommendations, it is important that WFP Management consider an update of the EDP or the preparation of an information note clarifying the links of the EDP with: a) the Strategic Plan priorities; b) the major policy changes that have occurred within WFP; and c) the global policy changes that have occurred (e.g. PRSP and SWAps). |

4: The sustainability aspects of WFP development activities need to receive more attention

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| 4.1 | Exit strategies and related milestones must be set out in project and CP design (using also VAM). Exit strategies should be context-specific and not necessarily imply a withdrawal of WFP from certain countries or from a given project. |
| 4.2 | WFP HQ should undertake the analytical work and guidelines development necessary for the systematic inclusion of exit strategies at CO level. |
| 4.3 | A series of measures for increased integration of WFP development operations into national poverty reduction frameworks, where relevant, must be defined at CP level. |

INTRODUCTION:

EVALUATION OF WFP ENABLING DEVELOPMENT POLICY - SYNTHESIS REPORT

BACKGROUND

1. On May 4, 1999, the World Food Programme (WFP) Executive Board approved the WFP's Enabling Development Policy (EDP) to help the organisation sharpen the focus of its development activities. A group of donor countries (Germany, Canada, Denmark, Finland, France, Italy and United States)³ requested an evaluation of the EDP as part of an independent assessment of the progress made by WFP in the implementation of the new policy, and of the related results at all levels. The evaluation is particularly timely as the resources allocated to WFP for development activities have been steadily decreasing owing to pressure to reallocate funds to other areas of need such as emergency operations, as well as to other policy considerations.
2. The results of the evaluation are expected to:
 - Provide sponsoring donors with valuable insights and issues for consideration in relation to future support for WFP development activities;
 - Identify mechanisms that could potentially enhance WFP's effectiveness in the implementation of its development portfolio;
 - Contribute through empirical evidence to a better understanding of the conditions for success and failure of food aid in development programmes.
3. The Terms of Reference of the evaluation (see annex 1) state that the purpose of the evaluation is to conduct an independent, external assessment of the **relevance, efficiency, effectiveness, impact and sustainability** of the WFP Enabling Development Policy. The Terms of Reference also state that the focus of the evaluation should be on:
 - i) the policy changes introduced by WFP, and their basis;
 - ii) how far these policy changes have been implemented;
 - iii) to what extent implementation has achieved the desired output, outcomes and impact⁴.
4. The primary **audiences** of the evaluation are the seven countries sponsoring the study, as well as WFP. Other audiences include other WFP Member States; other UN organ-

isations; international NGOs and bilateral donors involved in poverty reduction; organisations directly involved in food aid and food security activities; country-level NGOs and their local partners; and the general public.
5. The evaluation process has been overseen by a **Steering Committee** (SC) composed of representatives of the donors financing the evaluation. In order to benefit from the knowledge that exists within WFP, the Director of the WFP's Evaluation Office was invited to sit on the Steering Committee. The SC has been responsible for:
 - the overall guidance of the evaluation;
 - taking major decisions such as the selection of the contractor and approval of the various reports.
6. Day-to-day management of the evaluation process was delegated to a **Management Group** (Canada, Denmark and Germany) under the co-ordination of Germany.
7. The evaluation has been conducted by a **Consortium** of five consultancy firms⁵. The management structure has comprised:
 - A core team of four experts equipped with a range of expertise relevant to the evaluation. The core team, co-ordinated by the Evaluation Team Leader, has been responsible for the main evaluation activities and for report drafting;
 - A Quality Advisory Panel, composed of three high-level experts, under the co-ordination of the Chief Quality Advisor, has provided overall quality control for the evaluation;
 - A pool of specialists who have provided expertise in areas relevant to the EDP and who in some cases also participated in the country studies;
 - Country Study Teams, each in charge of a specific country study;
 - A backstopping team that has assisted the core team in its day-to-day activities (logistics, data analysis, editorial support, translation, etc.);
 - A Consortium Management Board, composed of a senior representative from each of the consultancy firms, which has provided the overall supervision and administration of the evaluation contract.

KEY FEATURES OF THE METHODOLOGY

8. The evaluation was designed to include analysis at three different action levels: **global level, country level, and local or beneficiary level**, with the main focus on the country and beneficiary levels. In fact, although each of the three levels of analysis has been important for reaching a comprehensive overall picture of the achievements

³ The Netherlands and Switzerland also participated in the earlier part of the process.

⁴ In this report we refer to: **outputs** as the products, capital goods and services which result from a development intervention, **outcomes** as the likely or achieved short-term and medium-term effects of an intervention's outputs, and **impacts** as positive and negative, primary and secondary long-term effect produced by a development intervention, directly or indirectly, intended or unintended. Whilst more in general the term **result** refers the outputs, outcomes and impacts of a development intervention.

⁵ The Consortium included: Development Researchers' Network (Italy) as leading firm, Aide à la Décision Economique (Belgium), Baastel (Canada), ECO (Germany) and Nordic Consulting Group (Denmark).

and setbacks of WFP development activities under the EDP, note should be taken of the strong empirical approach adopted for the evaluation that has emphasised the country and beneficiary level analyses. This has given the evaluation an evidence-based nature as opposed to a more ‘traditional’ institutional analysis approach. It should also be noted that the EDP is part of an ongoing process of change in WFP that began long before the formal approval of the ‘new policy’ in 1999 and continued thereafter. Consequently, the EDP has been analysed as part of an evolving process and not merely in a ‘before/after’ perspective.

9. An evaluation matrix (presented in volume 2) was the main tool guiding the evaluation process. The evaluation matrix is based on four key evaluation questions and a set of sub-questions.

The Four Evaluation Questions (EQ)

EQ 1: How relevant is the EDP in terms of the evolving context of poverty reduction and food security?

EQ 2: How has the WFP delivery process – particularly at country level – been updated/not updated in order to facilitate EDP implementation?

EQ 3: What are the main results (outputs, outcomes and impacts) of the EDP at local or country level?

EQ 4: Are these results sustainable?

10. A set of other tools to ensure overall coherence and comparability of the different country reports was compiled during Phase 1. They included checklists, questionnaires and a focus group discussion guide, and are presented in detail in Volume 2. The Ethiopia country study was undertaken as a pilot to test and further refine the evaluation methods and tools.

11. A key feature (and a major concern) of the approach undertaken was that of ensuring the participation of the main evaluation stakeholders, so as to increase the relevance and ownership of the findings. This entailed a set of measures that included:

- Close consultations and exchanges with WFP staff at HQ and country level in the collection and analysis of information and in the critical review of the different draft reports, including a Technical Workshop where the preliminary findings and issues emerging from the different reports were discussed with WFP management and staff;
- Discussions at HQ and country level with donors sponsoring the evaluation as well as with other major donors supporting WFP;
- Discussions with recipient country representatives at WFP and with recipient governments;
- Special attention to discussions with beneficiaries at project level.

12. The table below highlights the evaluation approach adopted.

Table 1: The evaluation approach at a glance

Higher objective	To enable the sponsoring donors and WFP to establish a global evidence-based assessment of the EDP and have thereby a basis for their future decision		
Purpose	An independent, external assessment of the efficiency, effectiveness, impact, relevance, and sustainability of the EDP		
Results	The assessment of:		
	the results achieved through EDP implementation	the design of the EDP and of related actions	the institutional process of EDP implementation
Priority level	1	2	3
Focus	Outputs, outcomes and projected impacts of the EDP with a focus on outcomes at country and local level	Global, country and local level design, with a focus on country and local level	Factors that have facilitated or hindered achievement of results at global, country and local level, with a key focus at country level
Main Evaluation Criteria	<i>Efficiency, effectiveness, sustainability, impact</i>	<i>Relevance</i>	<i>Efficiency, effectiveness</i>
Evaluation Questions	<i>(Q3) What are the main results (outputs, outcomes and impacts) deriving from the implementation of the EDP at local and country levels? (Q4) Are these results sustainable?</i>	<i>(Q1) How relevant is the Enabling Development Policy in the evolving context of poverty reduction and food security?</i>	<i>(Q2) How far has the WFP delivery process – particularly at country level – been updated to facilitate EDP implementation?</i>

13. Some **limitations** of the evaluation also need to be highlighted. For instance, while the seven countries selected provide a fair representation of the contexts in which WFP runs its development operations and cover over 30 percent of total WFP development portfolio, the selection process was not undertaken on a statistical basis⁶. Furthermore, during the country studies, given the purpose of the evaluation and the time constraints, only a limited number of project sites were visited. In practice, the empirical approach adopted by the evaluation teams to illustrate the range of EDP-related activities undertaken by WFP in various country settings has not been based on random sampling but on constructed sampling.
14. Findings at country level were limited by lack of relevant data, although with notable differences from country to country (e.g. small WFP Country Offices were less well equipped for data collection and analysis because of lack of resources). This was particularly important for some aspects of evaluating the efficiency of WFP development operations that could not be fully addressed by the teams within the timeframe at their disposal. A recent DAC study⁷ was used in this respect as a complement to the country teams' evaluation findings.
15. Finally, while the various country-level missions found adequate and sometimes strong evidence on the outputs and outcomes of WFP development activities under the EDP, less evidence was found on impacts. This can be attributed, on the one hand, to the relatively short period of implementation of the policy and, on the other hand, to an overall lack of attention by WFP (with some exceptions) to impact-level data collection and analysis.

EVALUATION PHASES AND PRODUCTS

16. **Phase 1** of the evaluation started in July 2003 and was concluded at the end of March 2004. It has consisted primarily of desk work, document analysis, and interviews with main stakeholders (WFP and donors staff and recipient Countries Representatives), as well as sharpening the focus of the evaluation, developing an evaluation matrix and designing the methodology.
17. **Phase 2** was the core activity of this evaluation. Its nature was largely determined by the empirical evidence collected in member countries where development activities are run by WFP under the Enabling Development Policy. The first country study was carried out in Ethiopia during March and April 2004, partly with a view to testing the methodology conceived for country studies under Phase 1. The experiences from Ethiopia were then presented and discussed at a workshop attended by all country evaluation team leaders so as to ensure that the country teams would

follow a common approach and work towards comparable results. The other six country studies (Mozambique, Mali, Bangladesh, Pakistan, Honduras and Bolivia) were undertaken during the months of May and June.

18. In mid-September, as a bridging phase between Phase 2 and Phase 3, a series of discussions were held with key stakeholders in Rome, including a briefing session with representatives of Member States interested in attending. **The 3rd and last Phase** consisted of preparing the present synthesis report, which summarises the findings and analysis that have emerged from the whole evaluation process and presents the evaluation team's conclusions and recommendations.

The **main evaluation products** include:

- Inception Report including methodological proposals for phase 2;
- Report on Phase 1;
- A Methodological Note for Phase 2;
- 7 Country Study Reports;
- An Issue Paper;
- A Final Synthesis Report.

OBJECTIVES AND STRUCTURE OF THE SYNTHESIS REPORT

19. **Volume 1** of the synthesis report provides a synthesised overview of the findings emerging from the various reports produced so far; presents an analysis of, and conclusions on, the relevance, efficiency, effectiveness, impact and sustainability of the Enabling Development Policy (EDP), along with related lessons learned; and presents a number of recommendations and issues for consideration by WFP management, the WFP Board and WFP donors.
20. The report has been conceived as a self-standing document and the findings emerging from the various reports are therefore succinctly presented in the main text or in Volume 2. However, interested readers are encouraged to consult the individual country reports so as to gain a more detailed and context-specific picture of the results of EDP implementation.
21. **Chapter 1** presents the subject of the evaluation, namely the WFP Enabling Development Policy. It first gives some background to the formulation of the policy by summarising the role and trends in the use of food aid as part of Official Development Assistance and

⁶ During the inception phase two main criteria of selection were utilised: (a) the need to have a balanced regional representation of WFP development intervention, proportional, in as much as possible, to the actual development portfolio per region; (b) the evaluation team's judgement of the contributions that each country study could make in responding to the evaluation questions in a comprehensive manner.

⁷ Clay E. et al, The development Effectiveness of Food Aid and the Effects of its Tying Status, DCD/DAC/EFF October 2004

by briefly presenting the mandates and operations of WFP. It then briefly describes the contents and objectives of the EDP.

22. **Chapter 2** presents the main findings of the evaluation by analysing the evidence that emerged from the Phase 1 and the country studies and by making the appropriate linkages between the two phases of the evaluation process. The chapter also draws some conclusions with respect to performance by area of focus and related factors of success and failure.
23. **Chapter 3** is divided into three main sections. The first section presents the overall conclusions of the evaluation

and identifies a number of related lessons learnt. Section 2 outlines a number of recommendations for WFP Management, WFP Executive Board (EB) and donors which could improve WFP development operations. The last section of the chapter sets out a number of issues for future consideration.

24. Information complementary to that in **Volume 1** is provided in **Volume 2**, which contains: (i) a list of consultants who participated in the evaluation; (ii) a list of persons met; (iii) a detailed description of the methodology and related tools; and (iv) a series of matrices summarising the key findings emerging from the Phase 1 and Phase 2 reports.

CHAPTER 1:

THE SUBJECT OF THE EVALUATION: THE ENABLING DEVELOPMENT POLICY

1.1 BACKGROUND TO THE POLICY FORMULATION

1.1.1 FOOD AID AND DEVELOPMENT (SOME BASIC POINTS)

25. This evaluation is not an evaluation of food aid as such but rather an assessment of the Enabling Development Policy (EDP) and, in this framework, of the results of food aid assistance used along the lines defined by the policy (see section 1.2). Nevertheless, a brief discussion on food aid and its uses has been included to provide the necessary background to the policy.

26. Food aid has been a component of international cooperation and development assistance since the post-World War II Marshall Plan⁸. Over the course of the years this type of commodity aid has tended to evolve both in volume and in terms of transfer modalities. In fact, since the early 1970s food aid as a share of total ODA has progressively declined. It represented 25% of ODA in 1965 but only 4% in 1995. Overall shipments of cereals food aid have also tended to decline, although with several peaks and troughs. In fact, cereal shipments varied from a maximum of over 15 million MT in 1991-1992 to a minimum of less than 6 million MT in 1997-98, after which there was a partial recovery. There are several reasons for such trends:

- The recognised link between domestic surpluses in donor countries, international grain prices and the level of food aid transfers, with a tendency for higher shipment levels in years when international prices are lower;
- The trend towards lower levels of domestic surpluses in donor countries as a result of agricultural reforms;
- Policy changes by some important donors (such as the European Commission), resulting in a markedly declining trend in the use of food aid as an instrument of international cooperation.

27. Food aid transfers can be broadly grouped in three categories, namely:

- Relief food aid, which is freely distributed to victims of

natural and man-made disasters and generally channelled by donor governments through WFP and International NGOs;

- Programme food aid, which involves providing commodities direct to a recipient government for sale on the local markets, often with a view to generating counterpart funds;
- Project food aid, which is provided on a grant basis to targeted groups to support specific development activities and, as in the case of relief food aid, is generally channelled through NGOs and WFP.

28. These three categories are widely accepted and are the basis of food aid reporting by WFP's Interfais⁹. Nonetheless it is important to note that in principle food aid is freely distributed to victims of disasters as immediate life-saving assistance; when crises, however, threaten long-term livelihoods (as is often the case), food aid distribution is often combined with other measures, including support for rehabilitation and recovery projects. In practice, therefore, the distinction between different categories is often blurred, particularly between project food aid and relief food aid.

29. Historically *programme food aid* has been dominant, accounting for over three-quarters of all food aid in the 1960s and close to 60% up to the mid-1990s¹⁰, followed by a sharp decline. *Relief food aid*, although fluctuating, is showing an increasing trend whilst the levels of *project food aid* have remained basically stable. There are differ-

Highlights: Main reasons why some donors are moving away from the use of food aid in development*

- Doubts as to whether food aid can be a valid instrument to promote development and the tendency to allocating resources away from food-aid-based activities at a time when developmental resources are increasingly scarce.
- Concerns about the potential negative impact of food aid on local markets and production.
- The increased number of emergencies and the related resource requirements.
- Lack of strong evidence on the positive impact of the use of food aid in development.
- For several donor countries food aid is considered an expensive form of aid transfer, the additional cost of which should be justified on the basis of clear comparative advantage.

*This box has been prepared on the basis of interviews carried out with representatives of donor countries and on the review of donors' policy documents.

⁸ Clay E. and Stokke O., *The Changing Role of Food Aid and Finance for Food in Food Aid and Human Security*, EADI Book Series 24, London 2000.

⁹ Interfais is a WFP yearly publication presenting all food aid related statistics.

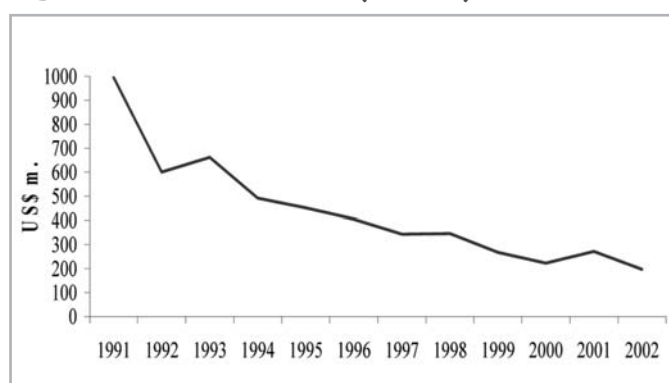
¹⁰ Clay E. and Stokke O. page 31, *Ibidem*.

ent reasons for such trends:

- The decline of programme food aid can be mainly attributed to disillusionment on the part of most donors, linked to a widely-perceived lack of positive impact of such kinds of transfer on the final beneficiaries. This has been translated into policy changes (e.g. European Commission and Canada) which accorded low priority to this form of aid;
- The increase in relief food aid can be directly correlated with the increasing number of man-made and natural disasters that the international community has tried to tackle over the last decade, and therefore with the demand for food aid to address such crises;
- Lastly it should be noted that, whilst the level of project food aid is basically stable, there is a marked trend away from multilateralism (and WFP in particular) in the use of project food aid in favour of greater use of NGOs¹¹.

30. Finally it should be noted that approximately 60% of food aid is distributed through bilateral mechanisms (directly country-to-country or through NGOs¹²) whilst multilateral food aid averages 40% of the annual total and is almost entirely distributed by WFP which, therefore, is by far the most important actor in international food-aid-related activities.

Figure 1: Food aid trends (US\$ m.), 1991-2002



Source: E. Clay, *Food aid as a resource for poverty reduction and sustainable development*, ODI, London, September 2003

1.1.2 THE WORLD FOOD PROGRAMME IN A CHANGING ENVIRONMENT

WFP: a brief overview

31. WFP was set up in 1961 by the United Nations General

Assembly. The WFP was to respond to a dual mandate: (i) an operational mandate to design and implement food-aid-based development projects and emergency operations to promote world food security; and (ii) a policy mandate to co-ordinate and formulate food aid policies. In line with this mandate, article II of WFP's General Regulations¹³ states that the aims of WFP are:

- To use food aid to support economic and social development;
- To meet the emergency and protracted relief food needs of refugees and other groups at risk;
- To promote world food security in accordance with the recommendations of the United Nations and FAO.

32. To achieve the foregoing aims, WFP's food aid activities should, among other things:

- Support economic and social development, concentrating efforts and resources on the neediest countries;
- Assist in the continuum from emergency relief to development by giving priority to support for disaster prevention, preparedness and mitigation, and for post-disaster mitigation activities.

33. WFP currently supports four kinds of operations:

- Emergency operations (EMOP) as a response to natural and man-made disasters;
- Protracted Relief and Recovery Operations (PRRO) to help re-establish livelihoods and household food security after an emergency;
- Development operations based on the Enabling Development Policy (the subject of this evaluation), where food aid is used essentially to help the poor and food-insecure to escape from the poverty trap;
- Special operations to speed up the movement of food, regardless of whether the food is provided by WFP or, when WFP is so requested by the humanitarian community, to enhance co-ordination through the provision of common services.

34. In 2002 WFP assisted over 72 million people in 82 countries; this assistance included development operations in 55 countries, EMOPs in 51 countries and PRROs in 43 countries¹⁴.

The funding of WFP development operations

35. Over the last decade WFP has experienced major constraints with respect to funding of development operations, due mainly to the increased volume of relief operations (see Figure 2), but also to other policy considerations (see box on previous page).

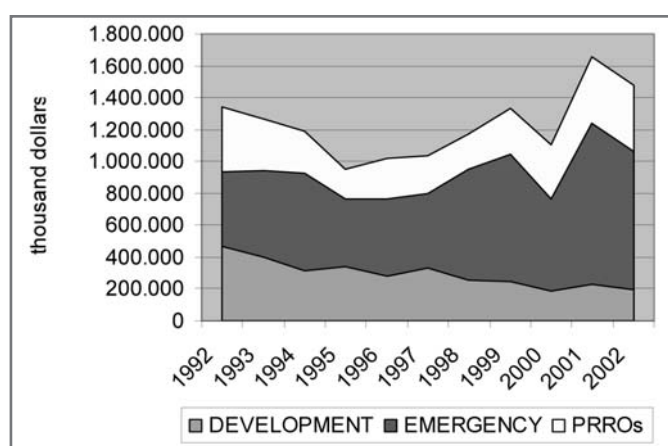
¹¹ The preference given by some donors to implementing food-aid-based projects through NGOs is due to various reasons, such as: i) the fact that NGOs are considered more efficient in undertaking the type of small scale operations which often characterise most food-aid-based projects; ii) the visibility that NGOs can provide to donors is considered higher than that for the UN; iii) the fact that most food-aid-associated costs are often covered by NGOs through monetisation. This represents considerable savings for donors when compared to WFP's full recovery cost policy that requires donors to fully cover all costs associated with food aid distribution. At present it is estimated that approximately half of the project food aid channelled through NGOs in 2002 was monetised (OECD, 2004). However, given the potentially negative effects of monetisation, WFP has elaborated specific guidelines that drastically limit the use of this practice.

¹² The issue of the actual and potential comparative advantages of channelling food aid through WFP vis-à-vis NGOs has not been dealt with by this report and deserves further research.

¹³ See page 41 WFP, Strategic Plan 2004-2007, October 2003.

¹⁴ WFP, Annual Report of the Executive Director: 2002, May 2003.

Figure 2: WFP Operational expenditures* by programme category, 1992-2002



* excluding programme support and administrative costs.

Source: WFP in Statistics 2002, May 2003 and previous editions.

36. In fact, donor positions on support for WFP in a development context vary significantly. Some donors such as the European Commission, the United Kingdom and The Netherlands have decided to discontinue this form of assistance whilst others continue to support the WFP development programme category. Nonetheless, some degree of reluctance on the use of food aid in a development context is common to a large number of donors.
37. Finally, it should be noted that WFP's income, based as it is on voluntary annual donor commitments, entails great difficulties in matching resources to planned programmes and projects. The EDP should therefore be seen in the context of these constraints. In fact, one of the reasons for the EDP, although not the main one, was to better focus the definition, content and objectives of WFP's development operations in such a way as to encourage donor contributions.

1.2 THE ENABLING DEVELOPMENT POLICY

38. The revitalisation of WFP development interventions was on the agenda of the **Executive Board Annual Session on 18-21 May, 1998**. On that occasion a specific document¹⁵ was produced, focusing on earlier discussions about the use of food aid as a development instrument. The document stated that "whilst WFP will continue to sharpen the focus of its development activities [...] there remains a need to further articulate the particular advantage of food aid and define how and when WFP should intervene with food". To this end it was recommended that a review of the role of food aid in development be undertaken. In the light of this recommendation the purpose of the Enabling Development Policy document¹⁶ was to define the rationale and scope for the use of food aid in a development

context and to support the design and implementation of WFP activities funded under the development portfolio. The Annual Board meeting of May 1999 approved the Enabling Development Policy, to take effect on 1st January 2000.

39. The EDP recognises that WFP food aid cannot provide the same contribution to development as other kinds of intervention such as capital investment projects or technical assistance. It also stresses that **WFP food aid should play a different but unique role**, which is not to promote development in the same way as do other organisations, but rather **to enable marginalised people, through the provision of food aid, to take part in the development process and benefit from it**, which in essence can be seen as the overall goal of the EDP.

The 1991-1993 Tripartite Evaluation and the EDP* - An overview.

In 1991, the Governments of Canada, the Netherlands, and Norway issued terms of reference for a comprehensive evaluation of WFP. The issues to be investigated included the appropriateness of WFP's mandate, its organisational structure, its resources and resource mobilizing modalities, and the efficiency and effectiveness of WFP operations. In general, the evaluation report commended WFP's performance in food transport and distribution and endorsed the view that WFP was to be maintained and strengthened as the principal international organisation handling food relief. More particularly on development activities, the Tripartite Evaluation noted some successes but also identified a "number of weaknesses". **Project design, targeting and the sustainability of activities and assets created, were considered generally weak**. However, far from concluding that development activities should be phased out from WFP activities, the Tripartite Evaluation was of the opinion that, for compelling equity reasons, WFP was to "maintain some level of development activities if it improves its performance". Though an external document to the WFP system, the Tripartite Evaluation Report was taken very seriously by WFP's Executive Board and its management endeavoured to implement its recommendations, amongst others through the Country Programme system and in large measure through the EDP.

* Michelsen Institute, *Evaluation of the World Food Programme*, Main Report, Bergen, 1994.

1.2.1 MAIN CONTENTS

The EDP policy recommendations

40. The Enabling Development Policy is based essentially on a series of policy recommendations or principles that set the rules for an appropriate use of food

¹⁵ See "Emerging issues relevant to WFP" WFP/EB.A/98/4-B.

¹⁶ See "Enabling Development" WFP/EB.A/99/4-A.

aid¹⁷ which also takes into account some of the concerns of the Tripartite Evaluation.

EDP Policy recommendations

- WFP should provide assistance *only* when and where food consumption is inadequate for good health and productivity;
- Each and every WFP development intervention will use *assistance with food consumption to encourage investment and leave behind a lasting asset*;
- Beneficiaries of food aid and lasting assets should be *poor, food insecure households*;
- WFP will *limit its development activities to those objectives* which will be selected and combined in Country Programmes in accordance with the specific circumstances and national strategy of the recipient country;
- *Geographical targeting* should be used to concentrate resources on food-insecure areas within recipient countries;
- *Timeliness* will be treated as a crucial aspect of targeting, as effectiveness involves providing assistance at the right time and phasing it out when food aid is no longer needed;
- WFP will use *clear and objective indicators* to signal when help is needed and when it is time for phasing out;
- WFP will make greater use of *participatory approaches*;
- WFP will be proactive in seeking out *partnerships*;
- WFP will emphasise *cost-effectiveness* in terms of the *development results* to be achieved, M&E becoming more results-oriented;
- *New approaches* will be tried and monitored, and the results integrated into wider programming more systematically and promptly;
- The emphasis on innovation will be accompanied by the application of more *rigour in design to raise the quality* of WFP-assisted projects.

The focus and the objectives of WFP development operations

41. In line with the policy principles and recommendations, the EDP identified **five 'areas of focus'** or areas of concentration (with no order of priority) for WFP development projects, **which can *de facto* be considered the strategic objectives of the EDP** and which were to be used to guide WFP's efforts to meet the

EDP Five areas of focus

1. Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
2. Enable poor households to invest in human capital through education and learning;
3. Make it possible for poor families to gain and preserve assets;
4. Mitigate the effects of natural disasters in areas vulnerable to recurring crises;
5. Enable households which depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.

urgent needs of people largely neglected by the traditional development process.

Building blocks and areas for improvement

42. The EDP also identifies some areas for improvement¹⁸ that can be considered as the building blocks required for good implementation and achievement of its strategic objectives.

EDP Building blocks

- *Reaching the right people* through a review of targeting practices to develop stronger links between vulnerability analysis, needs assessment and project/activity design;
- *Knowledge of participants* so as to link short-term benefits of food aid with longer term developmental objectives based on people's known circumstances;
- *Improving participation* so as to better understand the priorities of vulnerable people;
- *Enhancing project design* through development of appropriate guidelines and training
- *Demonstrating results through* the introduction of Results Based Management (RBM);
- WFP's experience in the areas of *gender, Vulnerability Analysis and Mapping (VAM), Country Programming, and building partnerships* was to provide further building blocks for the new policy directions.

Why five areas of focus and what is new with respect to past projects?

43. The EDP document is not explicit about the reasons why WFP development operations should focus only on the five areas illustrated above. However, it can be stated that:
- The five areas of focus aim at narrowing the range of activities that can be supported with food aid, excluding activities unlikely to benefit the hungry poor¹⁹;
 - The five areas of focus are also based on past WFP experience in food-aided projects. With respect to the Tripartite Evaluation classification the first two areas of focus (health and nutrition, and education and training) can be related to the 'supplementary feeding projects', whilst the remaining ones are related to the 'food-for-work projects';
 - In the case of the old 'supplementary feeding projects', EDP areas of focus 1 and 2 *de facto* cover (with some

¹⁷ Ibidem, page 16-17.

¹⁸ Ibidem page 18.

¹⁹ The activities left out include for instance dairy production, mining and large reforestation programmes.

adjustments particularly with respect to targeting) the two largest categories of WFP projects examined by the Tripartite Evaluation, namely school feeding programmes and vulnerable groups development;

- With respect to ‘food-for-work projects’, the changes introduced are more substantial and are intended to address some of the perceived shortcomings of this project category and in particular the need to improve the targeting of beneficiaries and community participation. The changes are also in recognition of the fact that success or failure of these projects depends essentially on what is being supported by the provision of food. Therefore, rather than classifying the projects, as in the past, on the basis of the type of infrastructure created, the EDP areas of focus are categorised according to the environment in which poor people live and the kind of problems encountered by the hungry poor that they aim to address: that is to say in either: i) resource poor areas; or ii) areas vulnerable to disasters; or iii) areas characterised by degraded natural resources.

Highlights: Main changes introduced at a glance

- Streamlining and narrowing down the range of activities that could be supported with food aid;
- Clearer and more focused definition of the potential beneficiaries of the different projects;
- Emphasis on community management and ownership of the activities undertaken and of the assets created;
- Focus, when identifying activities, on people’s priorities and livelihoods rather than on infrastructure development for temporary employment creation with *food now considered essentially as a temporary support to people whilst their livelihoods improve, rather than as a form of payment.*

1.2.2 LINKS WITH OTHER WFP POLICIES, STRATEGIES AND INITIATIVES

44. Finally, it should also be noted that the EDP is part of an ongoing process of change in WFP that began long before the formal approval of the ‘new policy’ in 1999 and that it should therefore not be considered a stand-alone policy. In fact, the international consensus on what cooperation with developing countries should consist of evolved significantly during the 1990s, with ownership of development by country governments and their populations becoming paramount. WFP’s policies have therefore evolved accordingly.
45. In November 1992 the Executive Board agreed on a global refocusing of WFP policies on poor and hungry people, with special attention to women and children, in both emergency and development operations, and with promotion of participatory approaches at community level and integration of WFP interventions into national policies, thus setting the basis for the formulation of the EDP. The programming system introduced in 1994 allowed the shift from a project to a country programme approach discussed and agreed with recipient governments.
46. Furthermore, since the promulgation of the EDP, WFP has continued its process of overall reform with the introduction of a number of changes at organisational and policy levels. Examples are the EB decision on HIV/AIDS, the Enhanced Commitments to Women Policy, and the Food for Nutrition Policy Paper. Some of the changes introduced have a clear bearing on the implementation of the EDP and are further discussed in the relevant subsequent sections.

CHAPTER 2:

MAIN FINDINGS

OF THE EVALUATION

47. This chapter is divided into five main sections. The first section presents the evaluation findings on the relevance of the EDP and WFP development operations. The second section illustrates the main findings on the five EDP areas of focus. Efficiency and sustainability-related issues are discussed in sections 3 and 4 respectively. The last section presents an analysis of the key factors and mechanisms influencing EDP implementation, namely partnership, targeting mechanisms, stakeholder participation, gender mainstreaming, monitoring and evaluation, and resourcing.

2.1 THE RELEVANCE OF THE EDP

Summary of key findings on EDP relevance

WFP's development activities are consistent with EDP principles and coherent with international priorities (e.g. MDGs and HIV/AIDS) and national contexts of poverty reduction and food security. The country studies noted that in some cases WFP development operations are well integrated within national initiatives supported and resourced by governments and other donors, whilst in other cases the degree of priority attributed by national stakeholders to WFP supported activities is low. In the national policy frameworks, the EDP is seen as a factor contributing to the process of integration and the overall relevance of WFP Country Programmes, in particular with respect to targeting of the most food-insecure areas, ownership and participation by local stakeholders. Furthermore, the application of EDP principles to WFP emergency and recovery activities has improved their quality, made them more development-oriented and has increased the integration of WFP operations. The degree of relevance of food aid in the national policy frameworks is context-specific, but no instance was found where the use of food aid in WFP development operations would have been incompatible with national policies, whilst in all cases reviewed local purchases are to be considered as the most relevant modality of food aid supply. Furthermore, all country studies revealed that the application of EDP principles has greatly improved the relevance of the assets created to beneficiaries' circumstances and priorities, yet there remain areas for improvement, particularly with respect to highly vulnerable categories. Finally, some tension between the application of EDP directives and national institutions' priorities and ownership came to light, particularly with respect to targeting, positive discrimination for women, and the use of a project approach to implementation.

48. In line with the evaluation matrix, the relevance of the EDP and related WFP development programming was examined as to its degree of consistency with **global priorities, country needs and policies, WFP's other operations** (emergency and recovery), and **beneficiaries' requirements**. Given the fact that the EDP is not a stand-alone policy but an element of a process of overall reform of WFP, its relevance has not been assessed in isolation from other major WFP programming initiatives such as the Country Programme Approach. A two-step approach has therefore been used at country level: i) an assessment of the coherence of the Country Programmes²⁰ with respect to EDP principles; and ii) the assessment of the relevance of the CPs with respect to the country context.

The international context

49. With respect to **global and international priorities**, the relevance of the EDP was analysed particularly in relation to the Millennium Development Goals (**MDGs**) and to international actions on **HIV/AIDS**. Phase 1 and country study findings have confirmed the high degree of consistency of EDP strategic objectives with MDGs, especially in relation to : i) eradicating extreme poverty and hunger, a cross-cutting concern of all five EDP areas of focus (and indeed of WFP work); ii) achieving universal primary education, to which the activities of area of focus 2 can potentially contribute; iii) promoting gender equality, again an overarching EDP concern; iv) reducing child mortality, directly addressed through the nutritional support activities of area of focus 1 and to which all five areas of focus are potential contributors; v) improving maternal health, like the previous objective covered by area of focus 1; vi) combating HIV/AIDS, malaria and other diseases, which is not directly addressed by the EDP but is being tackled to a limited extent by supplementary feeding interventions. However, despite the high degree of consistency of WFP activities with MDGs, their actual contribution to the achievement of these goals is context-specific and somehow blurred (see section 2.2).

50. The **HIV/AIDS pandemic** is having a devastating impact on many developing countries, where it also affects the nutritional status of families and in particular of children who are often forced out of school with negative, frequently permanent long-term effects. Tackling HIV/AIDS became a major international development priority after the formulation of the EDP but is now being tackled by WFP at global level through a series of measures²¹, at country level through specific interventions such as in Mozambique and Ethiopia, or through the mainstreaming of HIV/AIDS considerations in other WFP activities, such as for instance the AIDS prevention campaign undertaken under the School Feeding project in Mozambique.

51. The country and desk reports found consistency between

²⁰ The Country Programme is a vehicle for the provision of WFP's development assistance. Country Programmes, approved by WFP Executive Board, consist of a number of specific Projects, called Activities, within a Country for a set period, normally five years, to achieve a common goal.

²¹ In May 2000 WFP's Executive Board agreed that WFP should explore ways of using food aid to prevent and mitigate the devastating effects of HIV/AIDS on people's food security. In June 2003 the HIV/AIDS Unit under the Policy and Strategy Division became operational.

the HIV/AIDS-related initiatives undertaken under the WFP development portfolio and national and international actions. They also highlighted the fact that the application of EDP directives such as the systematic search for beneficiary participation and the strengthening of beneficiary organisations can potentially enhance the effectiveness of HIV/AIDS-related interventions. But important methodological gaps also emerged, and these will require WFP attention (see section 2.2.1).

The Country Context

52. Before addressing the relevance of WFP development operations at country level, it is important to note that their scale and their relative importance vary considerably, with obvious bearing on the overall contribution of WFP to country objectives, as well as on its lobbying capacities. In fact, WFP coverage in terms of beneficiaries ranges from a minimum of 1.7 % of the population considered as under-nourished in Pakistan, to over 30% in Bolivia; at the same time the value of transfer per beneficiary varies from a minimum of 1.5% (Bolivia) and 2.1% (Mali) to over 31% (Mozambique) of the country GDP per capita (see Volume 2, Section 3 “Scale of WFP Interventions” for further details).
53. The seven country studies confirmed that WFP Country Programmes are highly consistent with EDP directives. Activities had been re-organised along the five areas of focus and were largely being implemented in accordance with the policy directives regarding increased participation and ownership by local stakeholders, improved targeting etc. (see section 2.5).
54. All seven countries observed have drawn up Poverty Reduction Strategy Papers (PRSPs). WFP development activities and objectives are generally consistent with the strategic and sectoral objectives of PRSPs, especially as regards increased food security and improved access to primary education. Consistency of WFP development activities with different national sectoral programmes (education, health, agricultural development) was highlighted by almost all country studies. For instance:
- In Ethiopia the MERET project is a pillar in the government’s initiatives in the area of proper management of natural resources;
 - In Bangladesh the most important national food security programme is the Union Parishad Vulnerable Group Development (VGD) which is strongly supported by WFP;
 - In Mozambique, where all donors are contributing to the development of the country through a sector-wide approach, the support provided by WFP fits well and contributes to the education sector programme.
55. However the evidence on the degree of priority, in terms of national resource allocation, that recipient govern-
- ments ascribe to WFP-supported development activities, is less robust. In fact:
- In Bangladesh (VGD) and Honduras (school feeding), the activities supported by WFP are well integrated within national programmes which are substantially supported by the government and other international agencies;
 - In other cases, the integration of WFP development activities is only at an early stage and WFP can be seen as lobbying or spearheading innovations such as, for instance, positive discrimination in favour of women in the Creating Assets for Rural Women project in Pakistan;
 - Finally, in other cases, projects, while broadly in line with national priorities, at present depend exclusively on WFP (and WFP donor) support. They are unlikely to continue or be expanded as government contributions appear to be constrained by other priorities and by an overall lack of resources, such as in support for school feeding in Ethiopia.
56. Analysis at country level of the relevance of the use of **food aid** in the context of national policies provided a number of interesting findings:
- None of the country studies identified instances where use of food aid in WFP development operations was in contrast or inconsistent with national policies. In some cases, however, as in Bolivia, the use of imported food aid is contested by sectors of civil society and by producers, whilst in several countries some donors have called into question the relevance of food aid in a non-emergency context;
 - In several cases food assistance is one of the main instruments used by national governments in mitigating food insecurity or when implementing national safety nets²². In the case of Ethiopia the PRSP highlights the role, over the medium term, of food aid as a safety net instrument but also as a tool for the creation of productive assets, whilst in the case of Pakistan the government makes considerable use of food as a safety net instrument, a strategy supported by WFP;
 - In other cases, however, the use of food aid by national institutions is less systematic and depends

Evidence from the field: Food-stamp system in Pakistan

Food stamps are distributed by the Government-owned Bait-ul-Mal (PBM), the agency that implements the Government’s own food stamp system. WFP gives food (calculated as wheat in SPR for simplicity purposes) to the government who monetizes it and issues the food-stamps. Food-stamps can be used to buy food in a list of local shops.

²² Safety nets are formal and informal measures that protect people from the worst effects of poverty. Safety nets have two main functions in economic policy: (a) redistributing income to the needy and help them to overcome short-term poverty; and (b) helping households to manage risks. In such a context the notion that safety nets should be a permanent feature of social policies and not simply a temporary measure to address short-term crisis is more and more recognised by the international development community. The social policy aspects of safety nets are thus concerned primarily with formal long term and institutionalised programmes designed to provide or substitute for income.

essentially on international assistance, as for instance in Mali.

57. One important caveat on the use of food aid relates to its supply modalities. An overall finding of the country studies is that local purchases are highly encouraged by local authorities because of their role in promoting local production and economies that might otherwise be depressed by imported food aid. The various studies have highlighted the fact that local purchases are properly undertaken by WFP when resources at its disposal allow it to do so, but have also noted that the level of local purchase is well below the actual potential in terms of the availability of this form of transaction, essentially because of lack of support from donors.
58. One of the key EDP policy directives is that beneficiaries of food aid and lasting assets should be *poor, food-insecure households* and that *geographical targeting* should be used to concentrate resources on food-insecure areas within recipient countries so as to increase the overall relevance of WFP development food aid. At global level, increased concentration of development resources on African countries has been recorded over the last few years²³; but differences in food security levels (e.g. percentages of food-insecure people or malnourished children) in the countries where WFP operates with development interventions remain very high.
59. At country level, and thanks to the increased and systematic use of Vulnerability Analysis and Mapping (VAM), WFP operates essentially in the most food-insecure areas in line with local priorities. For instance:
- In the case of Mali, WFP support now concentrates on cereal-deficit and extremely vulnerable areas of Northern Mali where it is the only international agency with a significant presence;
 - In some cases mainstreaming of the use of VAM, undertaken by WFP in line with EDP directives, has contributed to an overall improvement in targeting by government and other donors, as for example in Bolivia and Honduras;
 - However, some targeting constraints have also emerged with respect to the type of development activities being promoted, partnership arrangements and coverage of remote areas (see section 2.5.2).

WFP operations

60. Some country studies also highlighted the application, albeit not systematically, of EDP basic policy principles and WFP development operations experience²⁴ to other WFP programme categories (EMOP and PRRO). Thus in Bolivia, where the Country Programme contains provision for emergency interventions to be implemented according to EDP principles so as to address the localised emergen-

cies that characterise the country; in Mozambique PRRO, EMOP and Development operations are all geared towards the same strategic objectives and areas of focus defined by the CP; and in Ethiopia EDP directives and CP experience are being applied, although again not systematically, to EMOP. This has led to a general improvement of the quality of those activities that are more 'development'-oriented and to better integration of WFP operations.

61. It should be noted, however, that in certain country contexts, such as in Ethiopia and Mozambique, it is very difficult to encounter a simple 'emergency situation' or 'development situation'; elements of each are often found in varying degrees. In the case of WFP the rationale and relevance of sub-dividing its operations into three different categories to address problems often of a similar nature may need to be challenged.
- Beneficiary level**
62. Important progress has been recorded as regards the relevance to beneficiary priorities of development activities at **project and community** level. Examples are:
- The emphasis on increasing girls' school attendance and the related methods (take home rations) put in place;
 - A dramatic shift from large scale (mainly public works) food-for-work projects towards the use of food as a support for creating assets relevant to local livelihoods. In Pakistan, for instance, a number of large-scale environmental rehabilitation projects were phased out as a consequence of the Creating Assets for Rural Women project which promotes development of assets prioritised by rural women (e.g. ponds and water tanks) using a community-centred approach;
 - On the other hand, some country studies (e.g. Ethiopia) highlighted the fact that the relevance of some of the activities promoted or assets created to the priorities of certain potential beneficiaries (landless or labour poor households) is limited.
63. Clearly promotion and implementation of activities according to EDP principles has been challenged in certain cases by national partners as being out of line with their own priorities. This was particularly significant with respect to VAM-based targeting and to the emphasis given by WFP to gender commitments. This, as discussed in the following sections of the report, has sometimes led to compromised solutions or, particularly in the case of gender, to implementation of activities which, although commendable in principle, had no effect at the level of national policies and programmes. Furthermore, the introduction of a project - or community - based approach has in certain respects contrasted with sector-wide approaches being implemented in some countries (for example Mozambique).

²³ The allocation to Sub-Saharan Africa of WFP development resources increased from 30% in 1998 to 54.8% in 2003 of total allocations.

²⁴ Indeed, there are some indications that the very existence of COs implementing development activities may have contributed to the 'quality' of WFP emergency and recovery interventions. Yet, this issue deserves further research (e.g. comparing emergency responses between countries with or without development operations).

2.2 THE MAIN FINDINGS IN THE 5 EDP AREAS OF FOCUS

64. The presentation of findings per area of focus starts with an illustration of resourcing aspects followed by a description of implementation mechanisms and of the main beneficiaries of the various development activities. Results achieved are then discussed in respect of outputs, outcomes and impacts. Finally, the results are briefly analysed in the light of their actual and potential contribution to national goals.

2.2.1 HEALTH AND NUTRITION (AREA OF FOCUS 1)

Summary of key findings on health and nutrition

Improved health and nutrition is an EDP priority, but the level of resources of this area of focus has been decreasing over the last few years. This can be explained by the poor institutional and absorptive capacities of implementing partners and by the shortage of resources for accompanying measures. In this area of focus food aid is expected to play a very specific role in improving the nutritional status of the beneficiaries and is also an incentive to increase attendance at health centres and to cover the opportunity cost of attending training on nutrition and health issues. Beneficiaries of activities are mainly women and children affected by malnutrition. It should also be noted that HIV/AIDS issues are covered under this area of focus with some positive results. At the same time, however, the undertaking of HIV/AIDS-related projects under a specific EDP area of focus may be artificial and may conceal the complexity and dimension of the problem, whereas further guidance is urgently required. At outcome level, reduction of malnutrition and increased attendance at health centres were recorded, but the evidence is rather scattered and rarely robust, particularly on nutrition-related results. Impact-related results such as the targeted population's increased awareness of health and nutrition issues were repeatedly reported, but the effects of WFP's contributions were limited to local and project levels.

Scope and objective

65. During the 1960s WFP began supporting 'mother and infant' projects that delivered supplementary food through health clinics. In 1997 the Executive Board decided that WFP should increase its focus on measures to tackle early malnutrition²⁵. In fact nutrition is at the core of the EDP, with its strategic objective of *enabling young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs*. The scope of this area of focus's interventions was later widened to include HIV/AIDS-related nutritional problems. The importance of nutrition and health issues for WFP was reiterated by the 2004-2007 Strategic Plan that established support for

improved nutritional health status of children and other vulnerable groups as one of five strategic priorities. Finally, very recently WFP has prepared a policy paper (see box below) on food for nutrition, stating its commitment to give nutrition 'a higher priority' in its activities by broadening the nutrition agenda, which will no longer be a niche activity.

Food for Nutrition*

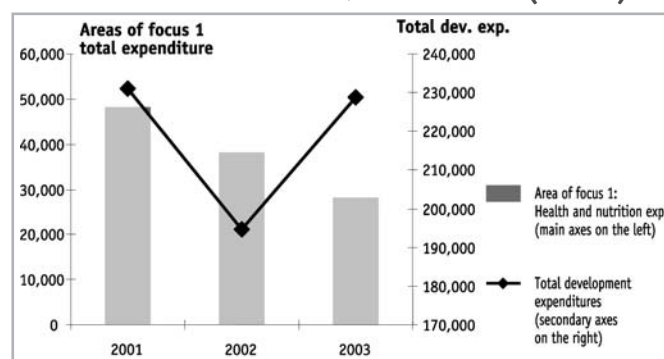
Food for Nutrition focuses on enhancing the capacity of the world's most food-insecure people to overcome the current and future burdens associated with malnutrition. This means building capabilities at national and household levels to recognize, manage and ultimately prevent nutritional deterioration.

For nutrition programming to have an impact, resources must be:

- Sustained: this implies a secure flow of food, with commodities arriving on time and together for the entire period of a food-aid supported programme; *and*
 - Flexible: conventional approaches to determining cash resources based on tonnage of food delivered are not conducive to nutrition programming, where quality matters as much as quantity and complementary non-food inputs and resources are required.
- * WFP, 2004, 'Food for nutrition mainstreaming nutrition in WFP', Policy issues Agenda item 5 for approval, Executive Board annual session.

* WFP, 2004, 'Food for nutrition mainstreaming nutrition in WFP', Policy issues Agenda item 5 for approval, Executive Board annual session.

Figure 3: WFP development expenditures: area of focus 1, 2001-2003 (000 \$)



Source: WFP data

66. All the CPs reviewed during the second phase had developed projects and activities falling into this area of focus, although with varying degrees of absolute and relative importance in financial terms. In Ethiopia, Mali and Mozambique, expenditure in this area in 2003 represented less than 10% of the total WFP portfolio, while in other countries such as Bangladesh and Honduras it accounted for up to 30% of the total portfolio. Implementation difficulties, described subsequently, are some of the reasons for the decreasing trends evident from the country studies and at global level, as described in figure 3. A wide range of activities is being covered under this area of focus: upgrading of nutritional value of food rations

²⁵ WFP, 1999, 'Enabling Development', Policy issues Agenda item 4, Executive Board Annual Session.

(Bangladesh), complementary feeding (Mali, Bolivia), and promotion of safe motherhood through provision of edible oil to pregnant women (Pakistan). Some countries such as Mali, Ethiopia, Honduras and Mozambique have also developed HIV/AIDS-related activities.

Implementation arrangements

67. The implementing partners at national level are normally the Ministries of Health (Pakistan, Mali or Honduras), but also other institutions such as the Ministry of Local Government in Bangladesh or the Ministry for Women and Social Affairs (Mozambique). At local level implementation partners vary from country to country: they may be community-based public health centres as in Mali or Pakistan, or other community-based organisations as in Ethiopia or Honduras.
68. As also reported in section 2.5.1, implementing partner capacities are generally weak because of a general lack of resources, a characteristic problem of institutions in the health sectors of poor countries. This is also reflected in limited capacity to absorb WFP resources which partially explains the low level of investment in this area of focus. However, some marked regional differences were noted, with implementing partners in Asia showing clearly higher capacities than their African counterparts.
69. The projects undertaken in this area of focus and related implementation modalities are complex and context-specific. In fact, the country studies recorded important differences in the type of food and approaches used, requiring different delivery modalities and a set of accompanying measures that cannot be covered by the cash resources at the disposal of WFP's projects.

Evidence from the field: Subsidising fortified foods in Mali

The project has developed a unique feature, i.e. the sale of fortified food at a subsidised price in the targeted health centres. The food supplement provided is a locally made enriched flour (misola and sinba). The cost of production is borne in part by the government through the World Bank programme for heavily indebted poor.

Role of food aid

70. Systematic use of fortified foods to improve the nutritional status of the beneficiaries was reported by all country studies. In Mali, for instance, the objective of the project was to reduce and prevent malnutrition through improved access to complementary feeding for pregnant women and children (up to the age of 5 years) and the ration provided was determined by a nutritionist and made up mostly of locally produced food. Supplementary feeding is also part of the activities undertaken within the community nutrition initiative in Bangladesh and the ration provided has gradually changed from coarse wheat to micronutri-

ent- fortified wheat flour. It was noted, however, that in the case of HIV/AIDS the provision of food assistance would require some special arrangements to take into consideration the health status and related nutritional requirements of the recipients and that these are not always in place. In fact, in the case of Ethiopia wheat rations were reportedly made available to bed-ridden patients who were in no condition to consume them.

71. Food is also distributed as an incentive for increasing attendance to health centres (e.g. in Honduras or in Mali) as well as improving beneficiary awareness of nutrition and health issues. In this context food can be considered as a mean to facilitate access to services which otherwise would remain inaccessible to women.

Beneficiaries

72. There are three main categories of beneficiary in this area of focus: (a) expectant and nursing women; (b) infants and small children; and (c) people affected by HIV/AIDS. While projects in all other areas of focus are undertaken in rural areas, in this area some interventions were developed in an urban context; this refers mainly to HIV/AIDS projects (Mali, Ethiopia) and also to street children projects (Bolivia). In terms of targeting this means that tools other than VAM have to be used (or else VAM has to be adapted) to identify the potential beneficiaries.

Results achieved by the WFP-supported projects

73. The main reported **outputs** of these projects are the following:
- Distribution of food rations to malnourished children and to expectant and nursing mothers;
 - Distribution of food supplements, micronutrients, vitamins, iron, and in some cases vaccines;
 - Distribution of food to cover the opportunity cost of women undergoing training, principally on health and nutrition issues;
 - Distribution of food rations to people affected by HIV/AIDS and their dependents.
74. Country studies have provided useful indications and sometimes evidence on outcomes (reported and potential). Reduction of malnutrition is one of the major expected outcomes of this area, yet the evidence avail-

Evidence from the field: a success story from Polana Canico, City of Maputo

A man had become acutely ill with AIDS and developed sores on his arms that would not heal. As he became increasingly sick, his neighbours began to shun him, and eventually his wife left him, alone with their 4-year-old daughter. When he was located by a volunteer from the local NGO collaborating in the project, he was very ill and distraught, his child badly neglected. Having received food on a regular basis for four months he recovered and regained some weight, his sores healed, his neighbours resumed contact, and eventually his wife returned. He is now sufficiently well to consider looking for work again.

able is rather scattered, partly because nutritional monitoring is generally not included in project design. In Honduras, for instance, the number of participating children suffering from acute malnutrition decreased by 3.4% between 2003 and 2004. Improved nutritional status of beneficiaries was also reported in Bangladesh and Bolivia.

75. Many of the WFP-supported activities are being implemented in basic community health centres in rural areas. The country studies indicated that some people tend to visit them, at least initially, because of the food ration distributed, and that this very often creates a positive incentive for further utilisation of other health services. In Pakistan for instance, attendance rates in health centres supported by WFP are higher than in unsupported centres.
76. With regards to the HIV/AIDS project, the Mozambique country study noted that adults and children benefiting from the HIV/AIDS pilot project responded to food intake, quickly moving from being undernourished to normal weight. In Honduras the combination of therapeutic food and HIV drugs allows infected individuals to keep working or return to work.
77. The most frequently reported **impact** of this area of activities is increased beneficiary awareness of health and nutrition issues (Bangladesh). Although difficult to measure in the short term, it is likely, given the project training components, that people's awareness of health and nutrition issues has improved. Other country studies (Bolivia) recorded that the improved health of children has increased their ability to communicate, move and learn. In Mozambique the expected impact can be defined as increased wellbeing and dignity of terminally ill and totally destitute individuals.
78. It should finally be noted that most of the evidence of the positive results achieved in this area of focus was generally limited to local project level.

HIV/AIDS in the context of area of focus 1

79. The negative effects of HIV/AIDS on households and communities, particularly the poorest ones, are wide-ranging and include increased food insecurity. The country studies consistently reported that HIV/AIDS is creating various types of vulnerability which may require a range of tools from a food aid point of view.
80. In such a context, delimitation of HIV/AIDS activities to specific programme categories or areas of focus may be artificial and inappropriate given the complexity of the issues and the dimension of the problem. Nonetheless the EDP offers important avenues favouring a WFP contribution to mitigating the negative effects of HIV/AIDS, for instance through existing partnerships or through a vulnerability analysis further adapted to include HIV/AIDS considerations.

Highlights: Specific constraints on achieving results in area of focus 1

- *Use of food as a complement to medicine.* In Mozambique anti-retroviral medicines are being provided alongside food by some implementing partners, yet their availability does not meet actual demand and this has led to distribution mechanisms perceived as unfair (e.g. favouring better-connected people). This is a major problem which may need to be addressed at institutional level.
- *Cultural constraints.* The dropout rate observed in Pakistan is due to several factors such as insufficient information for women about the importance of regular visits, and the lack of sensitization of the male members of the family and of mothers-in-law in particular, on whom women's mobility depends. This diminishes vaccination coverage and diffusion of health messages.
- *Weak capacity for reaching its target group* (children aged 2 to 24 months) because of the high cost of infant attendance for the implementing partners, lack of appropriate food and the reluctance of mothers to leave their young children in the centres (Bolivia).
- *An overall lack of resources* for the rather complex accompanying measures required by this type of activity.
- A further constraint is that implementing partners tend to use WFP's food to increase the coverage of their activities rather than complement the non-food support they are already providing (HIV/AIDS in Ethiopia).
- The role of implementing partners is more important than for the other areas of focus since the achievement of nutrition-related outcomes and impacts is strongly influenced by factors other than food such as water supply, sanitation and prevalence of diseases.

2.2.2 FOOD-FOR-TRAINING AND EDUCATION (AREA OF FOCUS 2)

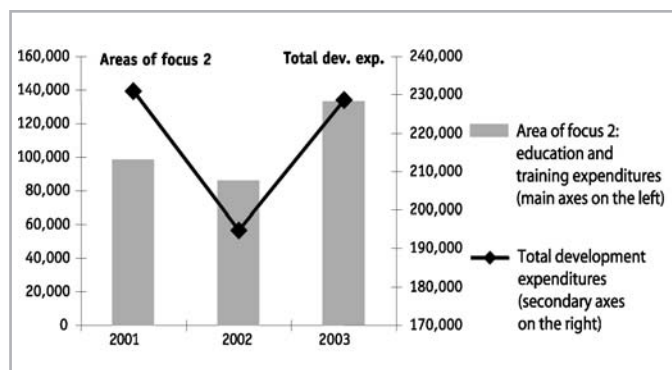
Summary of key findings on food for education and training

Human capital development is the most important area of WFP's development portfolio. Two main types of project are implemented under this area of focus: school feeding (SFP) and food-for-training. SFPs undertake two types of intervention: one focusing on children in primary schools, the other more specifically targeting girls through take-home rations. The food-for-training component is rather marginal mainly because of the poorly conducive institutional environment, but given the potential importance of this activity for poor women it is a missed opportunity. Field findings have provided evidence on the outcomes of school feeding projects, in particular with respect to increased school attendance (especially that of girls) and increased capacities to learn, but this is rarely correlated with an improvement of the quality of education because of lack of resources provided by implementing partners. The country studies also indicate that in some cases the food rations provided are not sufficient to break the socio-economic constraints of very poor households on sending children to school. The positive effects of school feeding activities beyond project level, recorded in some countries, can be attributed to solid and conducive programmatic frameworks.

Scope and objective

81. The objective of the second area of focus is to *enable poor households to invest in human capital through basic education and training*. With respect to past interventions in the education and training sectors, the EDP emphasises the important role that investment in food-based interventions can play in human capital development. The EDP's rationale also helps to further clarify the role of food-aid-based interventions. In fact, while food aid can provide neither schools nor teachers, it can be effective when household food-insecurity is an obstacle to: (a) sending children, especially girls, to school; (b) ensuring that short-term hunger does not inhibit their ability to learn; and (c) freeing time for poor people to acquire basic literacy or gain access to other development activities. It should also be noted that the importance of education issues for WFP was reiterated by the 2004-2007 Strategic Plan that established as one of its five strategic priorities support for access to primary education and reducing gender gaps in access to education.
82. In financial terms, the development expenditures dedicated to this area of focus shows an increasing trend (see figure 4). Over the last three years expenditure on education and training has increased, representing 42.7% of the overall development portfolio in 2001 and 58.4% in 2003. This can be explained by the support earmarked by donors for this area of focus and probably also by the conducive policy and institutional environment in many recipient countries.

Figure 4: WFP development expenditures: area of focus 2, 2001-2003 (000 \$)



Source: WFP data

83. All the CPs analysed during the second phase had developed projects falling into this area of focus. In all countries but Ethiopia, more than 50% of the development expenditures are allocated to this area, with allocations of 66% in Mali and 78.9% in Mozambique.
84. There are three main types of activity under this category:
- School feeding targeted on boys and girls, mainly in food-insecure rural areas (except for Bangladesh where schools are also supported in urban areas);
 - Special support for girls' education through family

rations provided according to their level of attendance (Ethiopia, Mali, and Pakistan);

- Interventions supporting women's literacy and skills development through food-for-training activities. However, this is rather marginal (Mali, Bangladesh, and Honduras).

Implementation arrangements

85. School feeding projects (SFP) have existed for more than 30 years (e.g. assistance to boarding schools in Mozambique) and WFP has gained strong experience which has been translated over time into guidelines, the application of which can be observed in a number of the country studies.
86. The main partners involved are the Ministries of Education at central level, and regional or district authorities at local level. In some countries there are also agreements with other organisations to co-ordinate and implement interventions (e.g. UNICEF and German technical cooperation in Bolivia). In addition, NGOs can also be contracted to ensure regular external monitoring in situ (Mali). Most of the country studies noted the existence of school committees and the involvement of parents' school associations in the SFP with respect to the monitoring, management and control of the food distributed.
87. A main shortcoming noted by the country studies is the general lack of resources in the Ministries of Education. They were unable in most cases to provide WFP-supported schools with additional teachers and education material in response to the increased attendance, and this has therefore limited the potential of the food provided by WFP in terms of human capital development.
88. As for food-for-training activities, these are undertaken mostly by NGOs with limited implementation capacities and this could explain the low level of investment in such specific initiatives. However, notable exceptions exist, as in the case of Bangladesh where activities related to Vulnerable Group Development (VGD) are undertaken under the Ministry of Women and Children Affairs in partnership with NGOs, and where food-for-training activities have been given prominence.

89. Furthermore the quantity of food required by food-for-training activities is substantially lower than for school feeding activities because of a generally lower number of potential and actual beneficiaries. Therefore, despite the complexity of the activities, the level of cash at the disposal of WFP and implementing partners - which is linked to tonnages - is low and this may somehow discourage implementation of this type of activity.

Role of food aid

90. In this area of focus the intended role of food transfer is provision of incentives to increase enrolment rates of children, girls in particular, in primary schools and encour-

agement of women's participation in training activities. The provision of (often fortified) meals during school hours is also undertaken with a view to increasing children's attention and therefore their capacity to learn, and possibly addressing consumption gaps. Nutrition aspects are also considered, mainly to ensure that the food provided is compatible with eating habits, and efforts by school committees to provide complements where possible are also reported.

Beneficiaries

91. There are three main categories of beneficiary in this area of focus: (a) primary school children (boys and girls); (b) girls and their families in the context of take-home rations; (c) women following literacy training.
92. Targeting of areas is based on the results of VAM studies. Within these areas, very often (for instance in Mali, Ethiopia and Mozambique) it is the local public authorities who identify the participating primary schools according to criteria developed jointly by the Ministry of Education and WFP, and within these schools all children are beneficiaries through general food distribution. Several studies noted that the selection of schools has often been influenced by logistical considerations arising from resource constraints, and that schools near the roads are generally preferred (e.g. Ethiopia).
93. Furthermore, some country studies (Ethiopia and Pakistan) have reported that geographical targeting does not ensure that children from the most isolated communities and poor households will benefit from the programme. In fact food as an incentive or as a nutritive complement may not be sufficient to promote attendance of children from very poor households, as other economic, social and cultural barriers also need to be taken into account (see for instance the need of child labour for livestock keeping in Ethiopia or the resistance of sending girls to school in Pakistan).

Highlights: Key EDP related changes introduced

The country studies have noted three main EDP-related changes with respect to implementation modalities:

- An important shift towards the promotion of girls' education.
- A more pronounced role for community-based committees in project management.
- Better-focused targeting of activities towards poor rural schools.

Results achieved by the WFP supported projects

94. The main recorded outputs of these projects are:
- Distribution of food rations to school children; timely

delivery is essential in school feeding projects as it can directly influence children's attendance at schools that distribute daily rations, and the country studies confirmed that overall logistics to provide timely food exist;

- Distribution of take-home rations (mostly edible oil) for primary school girls;
- Distribution of food to cover the opportunity cost of women following literacy;
- Generally good quality of food deliveries, although in some cases (see box) resourcing and food aid tying²⁶ are considered problematic. This is the case in Ethiopia, where a shift from locally produced fortified food to imported corn and soya blend (CSB) was observed, in contrast with the EDP directive that encourages support for locally-produced fortified foods²⁷.

Evidence from the field: we prefer famix* (Ethiopia)

Tebebe is a grade 4 student and is part of the School Feeding Committee in Kurkure Genda (Ambasel Woreda): *"Until two years ago we received famix and biscuits. Famix was much better than CSB and we could take biscuits at home to eat them later. We really do not like CSB and so we add 'berbere' for taste. The Headmaster in Chorissa (Kallu Woreda) said: "Children do not like CSB, they eat it because they are hungry, but girls very often do not finish their plates".*

* locally produced fortified flour

95. The assessment of **outcome** level results was problematic in several countries for various reasons. In some cases the projects are very recent and therefore no outcome can yet be measured. In other cases no quantified targets are mentioned in the CP, making comparison with achievements impossible. Despite these limits, country studies provide consistent information with regard to outcomes. Examples are:

- Increased enrolment, reported by all country teams, although it was not always clear whether this could also be imputed to transfers of students from nearby schools;
- Increased attendance and decreased dropout rates, also often reported and recorded;
- Decreased gender disparity in enrolment, particularly significant in Pakistan and pastoral areas of Ethiopia;
- Increased concentration and ability to learn, reported by teachers and parents and sometimes confirmed by school records;
- Improved nutritional status, mentioned on a few occasions during interviews although no clear evidence has been found, except in the case of the VGD in Bangladesh;
- Enhanced capacities in various skills, enabling women

²⁶The word 'tying' in this report is used to indicate all the forms of legal and administrative restrictions on source of food aid procurement and associated delivery process (see also box 'Resourcing mechanisms for WFP development operations' on page 37).

²⁷The Ethiopia CP received a major contribution from a donor for its school feeding projects that was tied to the use of imported CSB.

successfully to undertake income generating activities, as noted in the case of Bangladesh VGD.

96. There is no information on the **impact** of the school feeding programmes. However, if activities are undertaken long enough in schools, thereby ensuring children's regular attendance for a number of years, nutritional status and alphabetisation levels should improve.
97. Finally, the country studies underlined that the results attained by SFP are often limited to local level. But where supportive policy and programme frameworks exist, results have also been recorded at national level. This is the case in Honduras where the government has provided substantial funding to SFP, and in Mozambique where SFP is fully integrated into the Education Sector Programme supported by the government and several donors.

Highlights: Specific constraints on achieving results specific to area of focus 2

- Geographic targeting does not ensure that children from the most isolated communities benefit from the programme. Logistical constraints are such that schools near the roads are generally selected.
- Quality of education remains problematic since increased enrolment levels are not balanced by improvements in the number of classrooms, teachers and school books.
- While the government is politically committed to the programme, serious budget constraints must be taken into account.
- School environment, facilities, and isolation represent major constraints for girls' enrolment in specific cultural contexts.
- Food-for-training activities appear limited by the lack of institutional capacities (and weak priority level) at local and national levels.

2.2.3 ASSETS CREATION (AREAS OF FOCUS 3, 4, 5)

Summary of key findings on assets creation

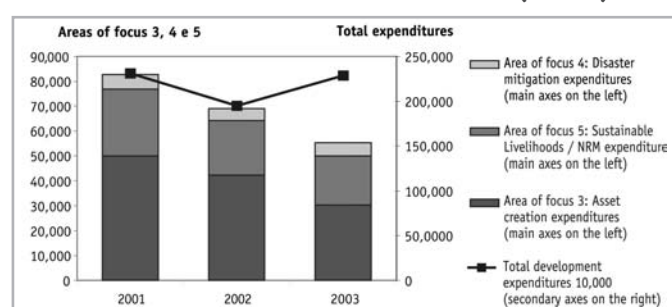
WFP's traditional food-for-work activities have been reorganised along EDP principles. Assets created are now more in line with beneficiary priorities and local stakeholders play a significant role in their identification, monitoring and evaluation. The subdivision of the assets creation activities into 3 discrete categories (areas of focus) is considered as overcomplicated and cumbersome from an implementation point of view. Food aid still plays a fundamental role as an incentive and a support (and sometimes as a payment) to ensure that participants devote time to the creation of productive and social assets. In certain context-specific circumstances food aid could be replaced by other forms of transfer but this would require institutional capacities that are not yet in place. Beneficiaries of the assets created are in general food-insecure households with a minimum of assets and labour at their

disposal, whilst assets-poor households benefit only marginally, e.g. for their participation in food-for-work activities. Furthermore the evaluation considers that since food aid is generally provided on a short term basis, it cannot be considered a proper safety net. The country studies observed that the assets created are of good quality and relevant to participants priorities, although strong evidence on results is limited by lack of systematic collection of outcomes and impact level indicators by WFP and partners. However, field visits and some reports provide clear indications of the positive effects of WFP-supported interventions in terms of increased production and income, diversified diet, better access to social services, and enhanced role of women in local society and community organisations. At impact level, decreased levels of food-insecurity and vulnerability were recorded. However, WFP contributions at meso and macro level are less evident and depend on the size of WFP operations and on their level of integration within broader initiatives. A tendency to an excessive dispersion of WFP activities hindering significant contribution at meso level has also been recorded.

Scope and objectives

98. The areas of focus 3, 4, 5 and related objectives (*making it possible for poor families to gain and preserve assets; mitigating the effects of natural disasters in areas vulnerable to recurring crisis; enabling households which depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods*) were defined to limit the scope of the old food-for-work projects so as to exclude some activities whose benefits to the poorest sectors of the population were not evident, as was noted by the Tripartite Evaluation.
99. The changes introduced were intended to address some of the perceived shortcomings of this project category, and in particular the need to enhance the targeting of beneficiaries and community participation. The changes were also introduced in recognition of the fact that success or failure of these projects depends essentially on what is being supported by the provision of food. Therefore, rather than classifying projects on the basis of the type of infrastructure created, the EDP areas of focus are categorised according to the environment in which poor people live and the kind of problems they need to address; that is to say: (i) resource poor areas; (ii) areas vulnerable to disasters; and (iii) areas characterised by degraded natural resources.
100. WFP investments in food-for-assets activities have tended to decline (see figure 5). This can be attributed to a shift in donor and WFP priorities towards a focus on human capital development and protection rather than physical assets creation, but also to a lack of interest and capacities of national partners, to the extent that nearly 40% of the resources allocated to area of focus 5 are invested in only one country, Ethiopia, where environmental rehabilitation is a national key priority.

Figure 5: WFP development expenditures: areas of focus 3, 4, and 5, 2001-2003 (000 \$)



Source: WFP data

101. The desk phase analysis of the various manuals produced by WFP to provide guidance to COs and partners indicated that it would have been difficult at local level to clearly define and separate the three areas of focus, given the contexts in which WFP operates (areas where target groups are always poor and vulnerable and often disaster-prone and degraded). This hypothesis was confirmed by the country study findings. In Ethiopia for instance, the MERET project covers areas of focus 3 and 5, but it is clear that an asset created, such as a communal wood-lot or a dam, could contribute concurrently to all three EDP objectives.
102. In fact, sub-division of food-for-assets activities into three discrete areas of focus is considered over complicated, hardly understood by partners and unnecessarily cumbersome from an implementation and monitoring point of view. The formulation of WFP 2004-2007 Strategic Plan seems to concur with this finding since it has identified a total of five Strategic Priorities for all WFP operations. In such a context EDP areas of focus 3, 4, and 5 have been implicitly regrouped and are seen to contribute to strategic priority 2: "Protect livelihoods in crisis situation and enhance resilience to shocks". In the light of the above considerations, areas of focus 3, 4, and 5 were analysed as part of the same category that can broadly be defined as **food-for-assets**²⁸.
103. Food-for-assets activities are being supported by WFP in all seven countries analysed, although with differing degrees of absolute and relative importance in relation to WFP's overall portfolio. The country studies are illustrative of the wide range of assets being developed in this category. Suffice to say that in the case of Ethiopia's MERET there are over 60 possible activities to be supported under the project. Nonetheless, the country studies confirmed that the assets created are in line with EDP objectives and can generally be classified according to four broad categories:
- Social assets such as wells and latrines for public or private use (e.g. Bangladesh);
 - Public infrastructure and assets designed to contribute to the economic development of a given area, such as feeder roads, community forestry, and dams

(Bangladesh, Ethiopia, Honduras);

- Productive household assets such as micro-irrigation or production of fruit or poultry (Ethiopia, Mali, Pakistan);
- Training to enhance beneficiaries' skills for income generation (Bangladesh, Mali)²⁹.

Implementation arrangements

104. The traditional implementing partners of WFP-supported food-for-work (now food-for-assets) projects had been the National Ministries of Agriculture, given the agricultural focus of this type of activity. This pattern still persists, particularly in Mozambique, Ethiopia, Mali and Honduras. However new partners have appeared, as in Bangladesh with the Ministry of Local Government or in Pakistan where NGOs are major implementing partners, while in Bolivia municipalities play an increasingly important role. However implementing arrangements vary from country to country, the basic tenet of the promoted approach being that WFP essentially provides food aid to complement and support EDP-compatible projects initiated by local partners.
105. A further consequence of the introduction of EDP principles on implementation of development activities has been the increased role that community-based organisations are now playing (or are expected to play) in the project cycle from identification to monitoring and evaluation. In the case of Ethiopia for instance, the Ministry of Agriculture and WFP have promoted and supported the constitutions at community level of Local Level Planning Committees in charge of participant selection, identification of activities and monitoring and evaluation, while in Pakistan activities are identified and implemented through Villagers' Committees and Women's Organisations.
106. On the other hand, this open-ended and demand-driven approach has in certain cases affected the quality of project design, particularly in the case of small COs. In Mali for instance it led to the support, with food aid, of an uncoordinated set of actions with no proper strategy.

Role of food aid

107. The provision of food aid is therefore the main tool at the disposal of WFP to support implementation of activities. The following observations on its role and use can be made:
- Food aid, according to EDP, should not be seen as a form of payment for works undertaken nor as a form of incentive. Yet in most cases examined, food is still used as a form of payment because this is in line with beneficiary expectations and local partner practices. For instance, in the case of the Ethiopia's MERET food is paid to beneficiaries on the basis of works undertaken (e.g. metres of terraces), whilst in most countries (Mali, Mozambique, Bangladesh, Pakistan) participants receive compensation based on the number of days worked;
 - According to field evidence food aid transfers are par-

²⁸ Although strictly speaking EDP envisages the use of food as a temporary support allowing households to develop community/households infrastructure for sustained development.

²⁹ Food for-training activities, although part of area of focus 2, are often undertaken also in the framework of areas of focus 3, 4 and 5 for their role in assets creation.

ticularly relevant in: (i) addressing food gaps where the need for food aid to fill household consumption needs is highest (e.g. the Food Security Programme in Mozambique); (ii) protecting assets from disinvestment (in Ethiopia food aid minimised the need for livestock sale during the 2003 drought); and (iii) providing beneficiaries with a form of support that allows them to invest time in assets creation rather than having to look for alternative forms of employment;

Evidence from the field: Ethiopia, food aid or cash?

Asking food aid recipients whether they prefer food or cash may be a 'misleading' question as beneficiaries may answer 'food' simply for fear of losing the assistance. However, when the two alternatives are presented in 'monetary terms' by asking farmers to compare what they could buy with an amount of money equivalent to the value of the food they receive the discussion becomes more lively: *"well maybe if I go today with that amount of money to the market I would be able to buy more food, but prices change very fast, instead with the MERET system I'm always sure to get the same quantity of food and to meet my family's needs"* said a woman in Meket Woreda. Another woman in Kallu Woreda said *"with cash I could be able to buy more food, but I'm not sure that all the cash I receive will go into food since my husband may have other ideas and what we really need at home during the months before harvest is food"*. However, in a community in Ambasel very far away from the distribution point, a farmer said *"to transport food here from the distribution point I have to pay 20% of its value, cash payments for us will be a much better option since there is a local market not far from here"*; whilst a woman in Kallu Woreda said *"I'm very happy with the wheat I receive but sorghum is our staple and so I sell part of the wheat and maybe if given cash I could buy more sorghum"*.

- Food aid, with some possible inclusion error, is provided to households suffering from food consumption related problems for lack of purchasing power;
- Food aid is often redistributed within the community by local level committees or by the beneficiaries themselves because of local social norms (Mozambique). This limits the potential nutritional effects of the transfer on target households but helps to strengthen social capital and addresses exclusion errors;
- Food aid is generally appreciated by beneficiaries and the large majority prefers it to cash transfers (in Bolivia, Ethiopia, Mali and Mozambique); in Pakistan, women beneficiaries consider that their control over food stamps is greater than over cash;
- The evaluation considers that direct food aid transfer could be (or is being) replaced with other forms of transfer in the presence of working markets or proper institutional capacities and appropriate resourcing mechanisms. For instance, in Pakistan WFP food aid resources are monetised by the Government, and resources are used to finance the management of food vouchers by a specialised agency. In the case of Bangladesh, WFP food aid resources are complemented by cash from the government so that beneficiaries receive a mixed form of payment (cash and food). In

Ethiopia and Mali food aid transfer could be replaced by cash payments in areas close to markets. Yet no properly established institutional mechanism is at present in place that could guarantee proper implementation of a cash-for-work programme on a massive scale. Furthermore, the potential effect of cash injection on food prices in local markets (particularly in Ethiopia) has not yet been fully assessed.

Beneficiaries

108. More general targeting-related issues are discussed in section 2.5.2. However, a number of specific points related to the nature of assets creation activities can be raised. First it should be noted that field evidence indicates that, given the developmental nature of the activities promoted, beneficiaries and participants tend to come from poor households that have, however, at least a minimum of assets and resources at their disposal, whilst assets-poor households benefit only marginally. In Ethiopia for instance, landless households benefit only marginally from the assets created, whilst in Bangladesh the government targeting mechanism in the Vulnerable Groups Development Programme excludes women over 49. The case of Pakistan is slightly different because of the exclusive focus on women. The country study noted, however, that in general it is the more dynamic women's groups that participate in projects and that a minimum of household resources is required to undertake the income-generating activities being promoted.
109. Assets-poor households benefit essentially through food received from their direct participation in food-for-assets activities. For instance, in Ethiopia equity-related community targeting mechanisms were reported whereby landless households were purposefully selected and favoured in the participation of food-for-assets activities on communal areas, so as to ensure a minimum of social protection. Similar cases were also found in Mozambique. But the effects of food aid transfers in favour of assets-poor household are limited since they are of a short-term nature and not sufficient to protect livelihoods consistently. Furthermore they lack those levels of predictability and institutionalisation that should characterise a proper safety net system (see section 2.1).

Highlights: Key changes identified in project design by the country studies

- Assets are now identified in collaboration with (or directly by) participants.
- Assets are created essentially in the light of their potential benefits for participants rather than as a means of generating employment
- Community-based organisations are the main actors in the implementation process. The assets created are much more diversified than in the past
- Project objectives are now defined on the basis of the contribution of the activities to food security and improved livelihoods rather than on food distribution and the construction of physical infrastructure
- The links between assets and poverty reduction are more explicit.

Results achieved by the WFP supported projects

110. With respect to outputs, the analyses at country level have concentrated essentially on the type and quality of the assets produced and on the degree of use or appreciation by beneficiaries and participants:

- The assets produced with the support of WFP assistance are of different types depending on the outcomes of the various participatory processes. In Ethiopia these range from large communal infrastructures to small-scale income-generating activities (e.g. honey production); in Pakistan the focus is on social assets demanded by rural women (water tanks, latrines) and income-generation (poultry farms); in Bolivia priority is given to natural resources protection, whilst in Mozambique food aid is used to promote crops diversification;

Evidence from the field: Farmers' views on the assets created in Ethiopia

All assets created through MERET are important for us but the most important ones are the field terraces because they help to retain soil and increase productivity” said a woman in Kallu. “Thanks to that check-dam we have ‘recovered’ land and saved our home that otherwise would have been washed away”: a woman in Meket Woreda added. In Ambasel a farmer said: “I visited the field terraces of my cousin in another Peasant Association (created through EGS), ours are really much better and my cousin would like MERET to cover his community”.

- The country studies consistently concur in the view that by and large the assets produced are of good quality. These findings are based on direct field observations by the evaluation teams as well as on evaluation reports and interviews. For instance, in Pakistan the different assets created in Sindh were found to be in good condition and in use; in Ethiopia it was observed that terraces are well built and well maintained and indeed contribute to soil retention. This is particularly important in the light of past experience in food-for-work projects where the quality of the assets created left a lot to be desired and where the same infrastructure was often rebuilt year after year because of poor quality and lack of maintenance. Such progress is attributable to the fact that implementation techniques now take into account community capacities and resources and that the relevance to beneficiary circumstances of the assets created encourages beneficiary involvement in maintenance;
- Discussions at community level also broadly confirm that the assets created are put to use and appreciated by participants. Participants in some cases ranked the assets developed according to their preference, giving generally priority to private versus communal assets (Ethiopia) and to food-security-related interventions (Bangladesh).

111. Taking into account the limitation faced during the evaluation in systematically assessing demonstrable results, the country study findings on the actual and potential outcomes of WFP support for assets creation at project level are considered positive. Volume 2 presents a list of outcome level results identified by the country studies. These can be grouped in various categories:

- Increased agricultural production consistently reported and attributed essentially to soil conservation measures, crop diversification or micro-irrigation initiatives. In Ethiopia, for instance, farmers consistently mentioned an increase of agricultural production of at least 50 per cent, whilst in Mozambique the benefits of the introduction of drought-resistant cassava have often been recorded;
 - Diversified diet and increased food intakes, attributed to the diversification of and increase in agricultural production, although no evidence was found that this had been translated into improved nutritional status;
 - Increased livelihoods protection, attributable to measures such as reforestation (Honduras and Mali) and construction of dams for livestock use (Ethiopia);
 - Improved access to basic social services, such as water and education, reported by nearly all country studies. This was attributed on the one hand to the creation of assets such as water ponds and on the other to increased income;
 - Enhanced socio-economic role of women in local society, noted particularly in the case of Pakistan and Bangladesh;
 - Strengthening of community based organisations, also widely reported and particularly significant when occurring in the context of a decentralisation reform, as in Bolivia.
112. **Impacts** have also been reported; for instance the Ethiopia study highlighted that MERET led to a considerable improvement in food security levels and decreased vulnerability in the areas of intervention. In Bolivia assets creation is contributing to reduced migration of households to Argentina
113. Whilst the contribution to a general improvement in participants' livelihoods at project and community level is clearly evident from the country studies, evidence on the overall **contribution of WFP-supported interventions at local, regional and national level** is less robust since it is closely linked to the overall size of WFP-supported development activities but also to some strategic choices made by WFP or by national partners. For instance:
- In the case of MERET, project beneficiaries represent nearly 20 percent of the chronic food-insecure identified by the Food Security Coalition³⁰ and the contribution of the project to national and regional objectives can indeed be considered significant;

³⁰ The Food Security Coalition is a government initiated initiative supported by most key donors to provide long term and coordinated solution to Ethiopia's food security problems.

- Similarly, in the case of Bangladesh WFP support to VGD is significant in quantitative terms but also in qualitative terms as WFP's EDP-compliant approaches have been mainstreamed into a wider government- and donor-supported initiative;
- In other countries such as Mozambique and Mali, activities are too small and too dispersed to be seen as having any significant contribution beyond a few communities. In fact, the dispersion of WFP development activities in the different countries is an issue that may deserve consideration in terms of strategic choices.

Highlights: Specific constraints to achieving results in the assets creation area of focus

- Activities promoted are demanding from a supervision point of view which limits expansion and related partnerships.
- The shift to community-based and demand-led activities is sometimes reflected in a lack of overall strategy in the type of assets created.
- The mainstreaming of the type of activities promoted into sector programmes is more complex than for education and health activities.
- Assets and labour-poor households are only marginally included in the benefits.

2.3 THE EDP AND THE EFFICIENCY OF WFP DEVELOPMENT ACTIVITIES

Summary of key findings on efficiency

The country studies have noted that delivery of food and services is generally timely and that there is a certain degree of integration between WFP projects and operations based on EDP principles which is not exploited to its full potential. The cost of WFP logistics in food handling is low when compared to other agencies although WFP's potential efficiency is somewhat hindered by the tying of food aid (for instance on the origin of the food purchased). Local purchases are the most efficient category of food aid transaction and WFP carries them out efficiently when provided with donor resources. However, a certain lack of systematic analysis of the costs of the service delivered by WFP and partners has not allowed a comprehensive and evidence-based evaluation of efficiency, particularly with respect to alternative programmes or delivery mechanisms, within the timeframe at the disposal of the evaluation teams. But it should be noted that recent studies demonstrated WFP's comparative advantage in this respect.

114. The topic of increased efficiency was only marginally tackled by the EDP which aimed essentially at improving the relevance, effectiveness and sustainability of WFP-

supported development interventions. However, the document noted the importance of such an aspect in project implementation, underlined the difficulties for efficiency assessment in the contexts under which WFP operates, and planned the drawing up of cost-efficiency guidelines. Furthermore, discussions with Steering Committee members and donors at both HQ and country level highlighted the importance that a comprehensive analysis of actual costs of service delivery could have in relation to the provision of support to WFP. The various evaluation teams therefore paid higher attention to efficiency considerations than earlier envisaged, particularly during the country studies.

115. Phase 1 noted that progress made at HQ level with respect to efficiency monitoring has been quite limited since, for instance, the Cost Efficiency Guidelines envisaged by the EDP were still at a draft stage. However, some advances had been made towards more systematic calculation of the costs of food aid deliveries, as in the case of the school feeding programme.
116. During the seven country studies important efforts were made to analyse efficiency-related issues. Unfortunately the lack of systematic analysis of the costs of the service delivered by WFP and partners (e.g. cost of food and transport to distribution points) has made some aspects of the efficiency-assessment difficult. For instance, although information on the costs per MT of each transaction exists, this information is often scattered between HQ and COs and is not fully analysed to allow systematic calculation of alpha value³¹.
117. The various country teams have highlighted the difficulties of consistently monitoring efficiency-related issues under the conditions in which WFP operates (differing procurements modalities and related shipments, differing transport costs, fluctuating market prices with huge differences from one region to another). The lack of elaborated information, however, has limited the analysis of efficiency within the timeframe at the disposal of the teams.
118. Efficiency at country level was analysed on the basis of three main criteria: (a) **timeliness of food deliveries**; (b) level of integration of WFP projects and operations (development, recovery and emergency); and (c) costs of food aid deliveries. With respect to timeliness of food deliveries, a key EDP principle, findings are generally positive. In fact, in most of the cases examined (Ethiopia, Mali, Mozambique) food has been delivered at the right time and when most needed. In Ethiopia, wheat is generally regularly delivered at the end of each working month and food-for-assets activities take place when the demand for labour for agricultural activities is low and when food gaps at household level are higher (in the months before harvest). As regards school feeding, food is generally deliv-

³¹ The local market prices - usually retail prices - of the same or similar food items out of WFP food basket (or of the entire food basket) divided by the overall costs to WFP or the donor to deliver this food (free-on-board food costs + ocean freight & insurance + internal transport, storage and handling).

ered at the beginning of the academic year. Clearly there have also been a number of cases when delays in food deliveries were recorded, with consequent negative effects on school attendance and assets protection. Delays were attributed either to late arrival of donor contributions or to (often financial) difficulties encountered by implementing partners when transporting food. But delays seem to be the exception rather than the norm.

119. The country studies noted that the sharpened focus on the definition of development activities may have increased the efficiency of WFP development operations by reducing the design, supervision and implementation requirements deriving from the large number of projects supported in the past. They also reported on the various efforts undertaken by COs to better **integrate the various activities and projects** implemented under the CPs through EDP-based common approaches to targeting, or through the use of similar structures or organisations for service delivery at community level. Yet the process of integration is far from being achieved (e.g. Pakistan); furthermore, integration between WFP projects of various natures and scope may be difficult and not appropriate to a context of local ownership and sector-wide approaches that would instead require integration of WFP development activities into national programmes. Yet areas of improvement for future strategic consideration were identified. They refer essentially to better integration of WFP operations (emergency, recovery and development) which often have common objectives and often operate in very similar contexts. The country studies have noted that:

- The application of EDP principles to other WFP operations had contributed to a better integration between them but that the process is far from being systematic;
- When the various operations are undertaken under the same framework of analysis and systematically contribute to the same strategic objectives, as in the case of Mozambique, efficiency is greatly improved;
- The flexible use of resources between the various operations is an important factor that increases the overall efficiency of operations;
- In this context, the WFP Strategic Plan for 2004-2007 has established five common strategic objectives and a set of thematic activities for all WFP operations that can greatly contribute to this integration process.

120. The **costs of food aid deliveries** were analysed, with all the limitations underlined in the previous paragraphs, according to three main criteria: (a) the comparative costs of WFP's food deliveries and procurements; (b) the efficiency of the various procurement modalities; and (c) the costs of food aid in relation to alternative modalities of transfer.

Evidence from the field: WFP efficiency in food-aid operations in Honduras

A comparative cost analysis was carried out to evaluate the in-country logistics costs associated with government and WFP food aid operations, based on the actual 2000-2001 cost per sub-activity. It was shown that the government's handling of the logistics was about 130% (2000) and 175% (2001) more expensive than WFP's comparable operations for the same years. As a result of these findings, the government took the decision in 2002 to withdraw from LTSH and to mandate WFP to carry out all logistical aspects of commodity supply and delivery, in view of WFP's low costs, efficiency and transparency in results.

121. In general, country studies have concurred in noting the efficiency of WFP in food procurement and deliveries. Evidence at country level was provided, either through interviews with stakeholders and data analysis, or through specific studies such as the Honduras study.

122. The country study³² findings on WFP efficiency are being confirmed by a very recent DAC study on the effects of tying food aid, which systematically analysed over 1,000 food aid transactions, highlighting the comparative efficiency advantages of WFP with respect to NGOs and of local purchases in comparison with direct transfers (food imported from the donor's country) as illustrated in table 2.

123. The data gathered during the country studies indicate that in general local purchases are the most cost-efficient form of transaction. For instance, in the case of Ethiopia, the cost per MT of WFP local purchase of wheat in 2003 varied between 216 and US\$ 223 per MT - or 18% less than the average price budgeted by the Country Programme. Such data would seem to confirm, although to a more limited extent, the findings of the Ethiopia

Table 2: Resource Transfer Efficiency³³ of WFP and NGOs

	Type	All	Transfers Direct	Local Purchases	Triangular Purchases
Development Food Distribution	WFP	130	147	98	103
	NGOs	153	154	121	139
	Total	144	151	104	103

Source: Clay E. et al, *The Development Effectiveness of Food Aid and the Effects of its Tying Status*, October 2004

³² Clay E. et al, 2004 op cit.

³³ Resources Transfer Efficiency: the comparison of the costs of food aid transaction with commercial food imports (any transaction with resource transfer efficiency rate below or equal to 100 is to be considered as cost efficient).

Economic Policy Research Institute (see box below), indicating that grains purchased locally are 33% cheaper than the imported ones as well as the DAC study's findings.

124. Furthermore, when allowed to do so by resource availability and local markets, WFP is cost-efficient (see table 3 below) in undertaking these kinds of transaction. Yet the level of resources made available by donors is well below the potential for this kind of transaction.

this conclusion is subject to location and seasonal variations;

- However, it should be recalled as already noted that: i) implementation of cash-based safety nets would require institutional capacities that at present are not in place in many of the countries in which WFP operates; ii) there is no sufficient evidence on the effects of cash based safety nets on food market prices; and iii) in some countries such as Ethiopia and Bangladesh, the food balance sheet is and will remain negative for quite some time.

Table 3: Resource transfer efficiency by transfer mode

Recipients	All	Transfers Direct	Local Purchases	Triangular Purchases
Bangladesh	178	189	120	115
Ethiopia	126	142	87	95

Source: Clay E. et al., *The Development Effectiveness of Food Aid and the Effects of its Tying Status*, October 2004

125. With respect to comparison between food-aid-based and cash-based transfers, the following observations can possibly be made:

- The calculation of alpha value (value of transfer/WFP costs) is a potential proxy indicator of the efficiency of food aid but is not systematically calculated. In Mozambique for instance, the calculated alpha value was not considered satisfactory in the case of maize, since it varied between 0.57 in Tete Market and 1.12 in Maputo, with an average of 0.78. Alpha-value calculations for oil and pulses were more favourable (1.19 and 1.50 respectively);
- Similar findings were recorded in Ethiopia, although it was not possible to calculate the alpha value. In the case of Ethiopia the cost of wheat imported from the US was consistently higher than market prices whilst the costs of local purchases were lower than local market prices only in the case of remote markets (Mekele). This finding was also confirmed by a recent study undertaken in Wollo (see box);

2.4 THE EDP AND THE EFFICIENCY OF WFP DEVELOPMENT ACTIVITIES

Summary of key findings on sustainability

The contexts in which WFP undertakes its development operations are extremely complex. Therefore it is difficult to apply to WFP's assistance to the very poor all the same sustainability criteria that one might apply to different types of development assistance where 'phasing out' is normally expected after a 'reasonable number of years'. The findings on sustainability of project benefits are by and large positive and the application of EDP principles was a major contributory factor. The evaluation considers that in certain circumstances long-term safety nets would be required but this should be made more explicit in WFP development operations. The sustainability of EDP-related institutional changes is considered strong at the level of community organisations, satisfactory with respect to implementing partners, but still generally weak at policy level, although some important achievements, particularly with respect to targeting, were recorded. Main factors contributing to or hindering the sustainability of institutional changes are the level of investment of resources in capacity-building activities, the capacity of COs in policy dialogue, the consistency of EDP policy directives and objectives with national priorities, and the level of integration of WFP assistance within wider frameworks for poverty reduction that are resourced by recipient governments and donors. Furthermore a concentration of efforts on a more limited number of partners and areas of intervention, and possibly through the existing framework of decentralisation, could further contribute to sustainability of activities and approaches. A systematic lack of exit strategies was noted, which affects the overall effectiveness and relevance of WFP-supported interventions.

The Evaluation of Cash for Relief Project in South and North Wollo zones, undertaken by the Ethiopian Economic Policy Research Institute and funded by Save the Children - UK has tried to analyse the efficiency of cash with respect to food (in terms of costs for the assistance to 100,000 relief beneficiaries). The results show, on the basis of the sample used, that cash aid can cover more people with the same amount of money than locally purchased food aid (by 7%) or imported food aid (by 40%).

- The calculations presented above should be treated with caution since local market prices fluctuate widely as do the costs of WFP transactions; but it is still legitimate to conclude that in pure efficiency terms cash transfers are in most cases more cost-efficient than food-aid based transfers, although

126. In line with the evaluation matrix, sustainability issues were examined, particularly in the light of the DAC definition: *“the continuation of benefits from a development intervention after major development assistance has been completed”*. However, given the important role played by implementing partners to whose activities food aid should have contributed, another dimension of sustainability has also been considered, i.e. *“the likelihood of institutional changes brought about by the project continuing after project completion”*.
127. The presentation of findings in this section follows four main topics: (a) sustainability in the contexts under which WFP operates; (b) sustainability of project benefits; (c) sustainability of institutional changes; and (d) exit strategies and sustainability.
128. The contexts in which WFP undertakes its development portfolio are considered extremely difficult and challenging. The country studies have confirmed that:
- WFP works in the most insecure areas (often difficult to access);
 - Participants in WFP are generally from resource poor households with inadequate access to food;
 - Communities are sometimes living in surroundings that are not, and are never likely to be, able to provide sustainable livelihoods;
 - Given the nature of WFP support, the sustainability of the project depends on the partners’ own projects which are to be complemented by WFP food, but in practice the implementing partners often have poor implementation capacities and a lack of resources.
129. In most of those contexts it is therefore difficult to apply WFP’s assistance to the very poor the same sustainability criteria that one might apply to different type of development assistance where ‘phasing out’ is normally expected after a ‘reasonable number of years’. Furthermore, many of the development activities supported by WFP contain ‘implicit’ safety net elements which, given their welfare nature, should not be expected to be phased out except over the long term. Examples of interventions, encompassing ‘safety net’ characteristics found during the country studies are the support provided to school feeding and the food provided for assets creation or training, even though their primary objectives are focused on education and learning or on the creation of income opportunities. However, such support activities are in general not long-term enough to cover household consumption gaps, and the safety net elements and their implications in terms of coverage and duration are rarely made explicit in WFP programming that remains based on the CP cycle (4-5 years).
130. With respect to **sustainability of project benefits**, country findings indicate that in the case of health and nutrition (MCHN) and education activities, the benefits, though sometimes limited, should in any case be expected to have a long-term effect on the human capital of beneficiaries (e.g. children who have completed primary education thanks to the food they received, or children whose mental and physical growth has been protected through MCHN).
131. Evidence on the sustainability of project benefits in the case of food-for-assets activities is less clear. On the one hand all country studies have indicated that the food transfers are having positive effects in terms of assets protection and reduced food deficits at household level, although these effects are often constrained by the limited time frame and by the quantity of the food assistance provided and cannot ensure the same effects as a safety net. On the other hand, the sustainability of the benefits of the assets created needs to be seen in the specific country context. The country studies have highlighted that:
- The application of EDP principles in assets creation has greatly enhanced their relevance to the circumstances of beneficiaries, who are therefore more willing to maintain them (Mali, Bangladesh, Ethiopia); this marks a considerable difference from the Tripartite Evaluation findings (page 153) which noted *“we have come across assets created...which are inappropriate and irrelevant and are therefore not maintained”*;
 - This ensures, in most cases, a potentially substantial stream of benefits which is likely to continue after phasing out. This was clearly shown in the case of Bangladesh where women participants in VGD graduate out of food assistance after a period of two years and are in most cases able to undertake activities of a developmental nature in the framework of local NGO projects;
 - However the socio-economic circumstances of beneficiaries remain difficult even so, and the provision of food assistance alone to facilitate the creation of assets at community level cannot realistically secure sustainable food security at that level. In fact, food security and resilience³⁴ to shocks would require a considerable level of asset accumulation that could only be achieved through increased partnerships and a number of coordinated interventions.
132. The findings of the country studies on the sustainability of institutional changes are discussed at three levels: (a) beneficiary organisation; (b) implementing partner capacities; and (c) policy level. It is important to note that the Tripartite Evaluation (page 154) was particularly critical of this point: *...institutions strengthening through WFP support is most elusive*. At the level of beneficiary organisations the country study findings were consistently positive and noted that:
- Locally based project committees are in a position to identify, implement and monitor the activities being

³⁴ Resilience is defined in this report as the capacity of a system to absorb shocks and adapt to undergoing change, so as to retain essentially the same function, structure, services and knowledge.

- promoted by WFP and are most likely to continue implementation of similar approaches once the projects end;
- The importance and role of local project committees in project management varies according to the types of project being promoted. It is strong in the case of assets creation activities, limited in the case of school feeding committees and slight or non-existent in the case of health related projects;
 - Institutional sustainability at project level is to be attributed essentially to systematic capacity-building activities supported by WFP through ODOC resources.
133. With respect to Implementing Partners, the country studies noted that:
- EDP-compliant approaches (e.g. increased participation of beneficiaries, better targeting), if not already part of the local implementing partners' own principles, have generally been mainstreamed and are likely to continue, even in the absence of WFP support. A typical example is the use by the Ethiopian Ministry of Agriculture of MERET experience in other food-aid-related activities;
 - The increased capacities of implementing partners are linked to the level of resources provided for capacity-building, and in the same countries considerable differences have often been noted. This is the case in Ethiopia, where the higher level of resource allocation to the MERET project compared to school feeding was also clearly reflected in the quality of the capacity-building provided to the mandated institutions;
 - Country studies (e.g. Mozambique) have also noted that the effectiveness of capacity-building activities would be enhanced by concentration of effort on a more limited number of partners and intervention areas, and possibly through the existing decentralisation framework;
 - When the availability of national resources allows it, and when WFP supported development activities are identified as key national priorities, these are often expanded and taken over by national institutions such as the school feeding project in Honduras.
134. A few important indications emerged from the country studies with respect to the sustainability of the WFP EDP-related approach at policy level:
- A notable achievement reported by almost all country studies is the mainstreaming of food-security-related vulnerability considerations in the targeting of poverty-related national interventions through the adoption of VAM;
 - Policy changes attributed to WFP work and lobbying were recorded by several country studies such as in the school feeding initiative in Honduras and Mozambique or in the preliminary design of a National Safety Net System in Ethiopia;
 - However, achievements appear rather limited and depend on three essential factors: (a) the importance and concentration of the WFP development (and overall) portfolio in relation to national initiatives; (b) the policy dialogue capacity of the COs; and (c) the role of WFP assistance within wider frameworks in which food aid is used to complement other already existing resources within sectoral programmes (as in the case of Bangladesh), rather than as an element around which to build projects by drawing on other resources.
135. The Phase 1 and country reports have highlighted important weaknesses with respect to **exit strategies**:
- Exit strategies are rarely spelt out or even mentioned in the different project documents reviewed and guidelines at HQ level do not exist, since the only available document is a review of experiences of exit strategies in the school feeding programme;
 - At country level some exit strategy experiences were recorded. Some are formal and well defined, as in the case of the Bangladesh VGD project where participants are phased out of food assistance after a period of two years. In most cases, however, exit strategies do not exist or are informal and not systematic. This is the case in Ethiopia, where the support to some communities was phased out because of the reduction of funding;
 - Whilst VAM is effectively used to identify poor communities, no evidence was found on its use as a signal for when food assistance should be phased out, as envisaged by the EDP;
136. The drawing up of exit strategies should not necessarily imply a withdrawal of WFP development assistance from a sector or a country since exit strategies need to be context-specific. For instance, in the case of the MERET project in Ethiopia, exit strategies could be seen in the light of the necessity to cover other communities, implying a need to limit the timeframe for assistance to a given community beyond the point at which certain development benchmarks have been reached. With regard to school feeding projects, exit strategies could be conceived either on the basis of an increased community contribution to the cost of the programme (as in Bolivia) or on a progressive increase in recipient government contributions (as in Honduras). In the context of current (Bangladesh) and future support to a national safety net programme, exit strategies could be seen as identification of a series of benchmarks which would trigger a gradual shift of WFP from an implementing to an advisory role on improving the existing systems.

2.5 WFP DELIVERY PROCESS AND OTHER FACTORS AFFECTING OR ENHANCING EDP IMPLEMENTATION

137. The following sections, in line with the evaluation question *"How has the WFP delivery process – particularly at country level – been updated/not updated to facilitate EDP implementation?"*, review the progress made by WFP in putting in place the measures necessary for EDP implementation, the internal and external factors that have affected the delivery process, and - more importantly - the effects of the various measures on the results achieved at

project and country level. The EDP identified a series of key areas to be considered as building blocks for improving the quality of WFP development operations necessary for the achievement of its strategic objectives. These are: enhanced and diversified partnership, improved targeting, gender mainstreaming, increased levels of participation and demonstrating of results. These are discussed here together with issues concerning their resourcing.

2.5.1 PARTNERSHIP MECHANISMS

Summary of key findings on partnership

The existence of sound partnership frameworks is a key factor in the success of WFP-supported initiatives. Important advances were made at global level to forge strategic alliances on human capital development in the context of the MDGs. These alliances are also reflected at country level, mostly in the framework of UNDAF, but are rarely translated into significant joint programmes. The main implementing partners at country level are the mandated national institutions with which WFP has developed solid long-term relationships. Partnerships with recipient governments can be considered satisfactory but limited by the latter's lack of means and by their poor capacities which reduce the effectiveness of WFP-supported interventions. Partnership with local elected authorities seems to be an important avenue for current and future WFP interventions; however, a lack of guidelines on how to work within this institutional set-up was reported. Important results were achieved by WFP in local partner capacity-building which, however, were limited by resource-related problems. Finally, the country studies noted that the search for partnerships and the provision of (often) supply-led assistance outside existing and resourced national programmes affects the effectiveness of WFP interventions, while related policy dialogue and analysis and communication skills are often missing at CO level.

138. The importance of strengthening partnerships had been clearly identified by the EDP which states that “*food cannot be considered as a stand-alone resource to promote development and therefore partnership is to be considered a prerequisite for WFP involvement in development*”. In fact, the type of development project to be supported through food aid, the way in which the project is conducted and its eventual success will largely depend on WFP partners’ capacities and related contributions. Partnership at all levels, and the related need to better integrate food aid activities into the recipient country’s development framework, may indeed be the most distinctive feature of the use of food aid by WFP in a development context. The availability of partners able and willing to undertake food-aid supported activities along the principles established may therefore be considered as the most crucial assumption of the EDP.

139. In general terms, when discussing partnership, it is important to clearly distinguish between an **implementing** partnership that relates to all arrangements put in place to execute a specific activity or project, and a **strategic** partnership that describes, in the case of WFP, all the efforts made to enhance co-ordination of its interventions with various food-security initiatives and to promote, through policy dialogue and advocacy, a more conducive environment at national and international level for the achievement of WFP’s mandate and strategic priorities.

140. The importance of partnership with respect to the overall relevance and effectiveness of WFP development activities has already been discussed in the previous sections of this chapter. In this section, partnership issues are further analysed with respect to the type of partners, the constraints encountered and the challenges lying ahead.

Partnership with national authorities: a key guiding programming principle

141. Government institutions are the main partners in WFP development operations. In fact, WFP is normally expected to contribute with its food and technical assistance to recipient governments’ own development activities. Section 2.1 has highlighted the major role played by recipient government institutions in the formulation of CPs, whilst section 2.2 has described the various implementing arrangements put in place by WFP supported projects to ensure that national institutions are the main actors and often in the driving seat in WFP-supported interventions. Three main categories of observation are possible with respect to implementing partnerships with national institutions, namely (a) the role of WFP food aid in the projects being implemented; (b) the constraints faced by national institutions in undertaking WFP-supported activities; and (c) the existing tensions between WFP and recipient governments’ own priorities.

142. The country studies have identified two main scenarios (with much overlap between the two) as regards WFP implementation modalities with national institutions. In the first case, as with the VGD in Bangladesh, WFP food aid is seen as an important complement to other resources already committed by donors and the recipient government. In such a case, WFP’s role, in addition to that of food provider, is that of lobbying for more conducive and pro-poor implementation mechanisms. The other scenario sees WFP as a provider of food aid for specific initiatives such as the School Feeding project in Ethiopia, with the expectation that such ‘supply side’ approaches will bring about policy and programmatic changes at country level and that sooner or later the government or other partners will provide the complementary resources needed to achieve the EDP strategic objectives fully. The country studies clearly indicated that the results of these two approaches to partnership vary considerably, particularly in terms of sustainability and impacts beyond local level.

143. All country studies highlighted the difficulties faced by national institutions in implementing WFP-supported projects, difficulties linked to the poor institutional and resource-constrained environments in which WFP operates. This has a direct effect on the quality of the interventions undertaken and on their targeting. In Ethiopia, for instance, problems linked to resource constraints are forcing the Ministry of Education to select schools near roads for the implementation of the School Feeding project; and several country studies also noted the problems experienced by health centres in providing the various forms of treatment for nutrition-related problems to which WFP food is expected to contribute. Furthermore, the country studies showed that the capacity constraints of national institutions have influenced the selection of CP activities by favouring projects requiring relatively simpler implementation mechanisms such as school feeding vis-à-vis other more complex endeavours such as food-for-assets and mother-and-child health and nutrition programmes.

144. As already mentioned in section 2.2, partnership with national institutions has also sometimes been marked by tensions related to the level of priority attributed by national governments to EDP directives. A typical example of these diverging agendas is the VAM-led targeting mechanism that sometimes contrasts with government priorities or targeting mechanisms (e.g. Bangladesh and Mali).

145. Examples of more strategic partnerships have also been recorded, such as the advocacy role played by WFP in the elaboration of a multi-donor-supported National Safety Net Strategy in Ethiopia, largely based on WFP's own experience in EDP-based development operations. A main factor for success in strategic partnerships, as highlighted by several country studies, is the CO's lobbying and policy dialogue capacity.

Partnership with UN system promising but with limited effects at project level

146. The Phase 1 report highlighted the important progress and investments made by WFP in strategic partnerships (UN Systems and World Bank) at international and regional levels in the context of MDG-linked human capital development themes such as education, health and nutrition; and in 2003 WFP signed a MoU with the United Nations Programme on HIV/AIDS as a new co-sponsor of UNAIDS.

147. The country studies confirmed the important role played by WFP in UNDAF, in which it is very often the most active member and takes a leadership role on EDP-related themes such as gender, disaster mitigation and food security (often in collaboration with FAO). Collaboration within UNDAF often resulted in strategic partnerships with other UN agencies such as UNICEF on education and nutrition. However, such partnerships are often

rather formal and at implementation level are rarely translated into concrete activities that go beyond promising, albeit pilot, activities in a few selected project sites. This is attributable on the one hand to the existing differences in terms of corporate priorities of the different agencies; and, on the other hand, to the dearth of financial resources at the disposal of WFP's potential UN partners.

Partnership at country level with other donors: disappointing results

148. Important investments have reportedly been made by WFP COs at country level to forge closer links and build implementing partnerships with other donors, particularly in the search for cash resources that could complement the often very positive activities implemented with food aid. However, the country studies found very little evidence of positive achievements of this type of partnership, except in the case of Mali where WFP food-for-assets activities complement small-scale irrigation projects supported by German Cooperation.

149. There are a few reasons which may explain the fact that results are below COs' expectations. The first is the policy decision of a few major donors in favour of not supporting WFP's developmental work; this problem is also linked to the poor communication skills of some COs, so that what WFP does under the EDP in support of key poverty-reduction-related schemes is rarely understood by potential donors. In this context, limited capacity to demonstrate results is a further compelling problem. The second and more substantial reason is that several donors prefer to support sector-wide programmes rather than provide cash resources for what they perceive as WFP projects rather than national initiatives.

Partnership with NGOs: pros and cons

150. The country studies have identified several instances where NGOs are important implementing partners³⁵. There are cases (such as in Bolivia, Honduras and Bangladesh) where WFP food aid is a complement to the activities of large international or national NGOs and other cases (e.g. food-for-training in Bangladesh) where NGOs are key strategic partners which are expected to take over from WFP once beneficiaries graduate out of food aid. In other cases NGOs act as service providers in WFP projects; these NGOs are often local and require strong institutional support and capacity-building. Such inputs have often been provided by WFP through ODOC with remarkable results, but the level and unpredictability of resourcing was identified as a major bottleneck.

151. In general, NGOs scored well in the country studies for their capacity to deliver services along EDP principles, although some limitations were reported with respect to targeting and gender issues. Furthermore, they have also

³⁵ Normally the formal WFP partners are government institutions that enter, with WFP encouragement, implementing agreements with NGOs.

tended sometimes to work outside the local institutional context.

**Partnership with decentralised authorities:
a challenge for the future**

152. Partnership with local elected authorities such as municipalities has become an important development element in the context of the ongoing decentralisation process. This type of partnership appears particularly conducive to the EDP philosophy of promoting participation by the most vulnerable groups since it creates the necessary local governance conditions.
153. Important experience in this context was recorded by the country studies, particularly in Honduras and Bolivia where the decentralisation processes are quite advanced and where COs were able to put in place a network of partners for the implementation of activities and for providing the required cash resources. These included civil society committees, parents' associations, municipal councils and the private sector. In other countries, where the decentralisation process is at an earlier stage, advances were more limited and, as reported by the Mozambique study, hindered by an excessive dispersion of WFP-supported development activities that did not allow for concentration of capacity-building activities in a few selected districts. A lack of participatory planning skills on the part of COs in a decentralisation context, and a lack of guidelines on how to work within this institutional set-up, was also reported³⁶ (e.g. Mali).

Challenges ahead

154. Despite some important advances, all the evaluation findings concur in identifying partnership-related problems as a key factor hindering WFP performance in the development field. It should be noted that the WFP Strategic Plan 2004-2007 seems to concur with this conclusion by identifying strengthening partnership as the first of WFP's management priorities: *"Strengthening partnerships with national counterparts, the United Nations and other organisations, particularly NGOs, in order to combine resources in hunger-reduction strategies to ensure adequate funding and provision of all non-food needs and inputs for any WFP-assisted development"*.
155. The country study findings indicate four main lessons for WFP's future partnership strategy:
- At country level partnership strategies need to be based on the government's own initiative;
 - The integration of WFP food assistance and know-how within wider frameworks is an important element in ensuring sustainability and wider impact;
 - Sector programmes could be a possible avenue for these future partnerships, provided they are not over-centralised and inflexible but instead built on local community priorities. In such a context WFP's EDP experience in working with poor and marginalised communities could be an important enriching element;
 - In the context of sector-wide approaches (SWAp) WFP's comparative advantages (e.g. in social protection) will need to be clearly spelt out and guidance provided by HQ to define clearly its role within such initiatives.

Highlights: limits and constraints to partnership at a glance

External factors affecting partnership

- Overall budgetary constraints of national partners
- Poor human and technical capacities of local institutions and implementing partners
- UN partners' budget limitations
- Rural development and agricultural investment given low budgetary priorities by donors and governments
- Bilateral donors favouring sector programme funding
- Bilateral donors' reluctance to use food aid in a development context

Internal factors affecting partnership

- Partnership strategy still focusing on the search for complementary funding to food aid
- Poor capacities in demonstrating results
- Inadequate lobbying capacities of several COs
- Inadequate communication skills and strategy
- Lack of clear guidelines for support to elected local authorities
- Low level of predictability of WFP development funding
- Inadequate level of resources for local partner capacity-building

³⁶ The topic on how to reinforce local and decentralised institutions has not been tackled by the recent WFP policy issues paper: [Building Country and Regional Capacities](#), WFP/EB.3/2004/4-B.

2.5.2 TARGETING MECHANISMS

Summary of key findings on targeting

In line with EDP principles, the scope of Vulnerability Assessment and Mapping (VAM) work has been expanded to provide guidance on sectors of intervention, types of beneficiary and modalities of operation. VAM has been mainstreamed and in some countries institutionalised. This has allowed an enhanced concentration of WFP-supported activities in the most food-insecure areas, although the targeting process has also been influenced by political considerations. One should note, however, that targeting below district or regional level is mostly determined by partner capacities, priorities and resources, whilst food distribution at community level is often influenced by customary and local approaches to equity issues rather than by strict vulnerability-related criteria. Asset- or labour-poor households tend to benefit only indirectly from assets creation, but the focus given to assets creation in some countries is particularly relevant for certain categories (e.g. rural women) and presents potential for improving the level of inclusion. The level of access of poor households to health and education facilities supported by WFP depends on factors often outside WFP control but which should be given more attention in project design. The evaluation considers that the EDP has greatly contributed to improving the appropriateness of targeting in WFP development activities, but some programming gaps still exist in respect of activities designed to address the circumstances of particularly vulnerable categories (e.g. out-of-school children, labour- or asset-poor households, sick and elderly people).

156. The Tripartite Evaluation identified targeting as the *raison d'être* of the use of food aid in development and as one of the main weaknesses of WFP development activities. Improved targeting based on clearly-spelt-out food security criteria is one of the pillars of the EDP. In fact, in a context of scarce and diminishing resources for development there is a direct need to concentrate these resources on poor countries and the most vulnerable populations. However this process of concentration on poor areas and people considerably increases the challenge for the EDP in the pursuit of its objectives.
157. The targeting aspects of the EDP have already been partially addressed in this report with respect to the relevance and effectiveness of the WFP's development activities. In this section targeting issues are further analysed in relation to the available tools, mechanisms and processes for targeting in different country contexts, and in relation to EDP areas of focus.
- The development and increased use of VAM**
158. The Phase 1 report noted significant levels of investment in the main WFP targeting tool, the Vulnerability Analysis Mapping (VAM), the scope of which has been widened to provide guidance on sectors of intervention, types of beneficiary and modalities of operation. In practice:
- VAM guidelines have been reviewed to include vulnerability analysis, food security, and needs assessment;
 - VAM approaches, methods and products have been consolidated in a Standard Analytical Framework for Comprehensive Vulnerability Analysis based on a number of pilot vulnerability profiles;
 - VAM staffing and training has been improved, with VAM agents based in main country offices and all regional offices, and with VAM training provided for national agencies;
 - VAM staff funding has been mainstreamed, while specific grants have permitted data collection, analysis and training.
159. Country studies confirmed that VAM has been systematically used by WFP Country Offices and often institutionalized at national level. It has been adopted by governments (Mozambique, Pakistan) and, in some countries, by other development agencies as well (Bangladesh, Bolivia, and Honduras). In Mali, a national early warning system (SAP) that regularly updates food security information is already established and has also been used for WFP targeting, while a VAM in-depth exercise was conducted to prepare the CP. In Ethiopia, WFP VAM indicators contributed to the government's and donors' exercise with a view to defining a Chronic Vulnerability Index.
- Targeting at country level is satisfactory but with some limitations**
160. VAM is the basis of geographical targeting of WFP-supported development activities and its systematic application has contributed to an increased focus on food-insecure areas. However, the country studies have shown that other considerations have also influenced the area selection process. For instance, in the WFP CP in Ethiopia there is bias in favour of regions with a historical WFP presence and agriculture- rather than livestock-based livelihoods, whilst in Pakistan and Bangladesh moderately food-insecure districts are also targeted. In fact, it is important to note that, at this level, considerations of political opportunity also influence targeting when negotiating with governments.
161. Urban areas are generally excluded from assistance because they are considered relatively more food-secure. An exception is made for HIV/AIDS projects, in which the criteria of prevalence and exposure to risk are used. Furthermore, in Latin America (Bolivia and Honduras) the inclusion of urban and peri-urban areas and the adaptation of VAM tools to the urban context are currently under discussion, as the numbers of the urban poor are increasing. On the other hand HIV/AIDS is also dramatically present in rural areas in many countries, but lack of testing facilities prevents accurate analyses and related targeting.
162. VAM geographical targeting stops at regional and district levels, essentially because of the dearth of secondary

data at sub-district levels. Community and household surveys are under implementation or are planned to fill this gap. It is important to note, however, that fine-tuned community level targeting is not necessarily always possible or recommended. For example, regional and district targeting is appropriate in uniform socio-economic situations, as in regions of Sahelian Africa (Mali in our sample) or rural South and Central America (Bolivia, Honduras).

163. Country study findings also revealed that targeting below the region or district unit depends essentially on partners. For instance the selection for assistance of communities, schools and health centres is undertaken in consultation with local administrations, sometimes in agreement with local governments. Access, logistical and, in some cases, security considerations and related cost implications are a key factor guiding the process. In Pakistan, for example, the possibility for female staff to move freely and safely is not guaranteed in all areas. The presence of capable implementing partners, and their priorities and approach, are also important factors influencing the targeting process.

Areas of focus and beneficiary targeting: achievements and constraints

164. Community-based organisations are responsible for beneficiary selection in the food-for-assets category. Field evidence indicates that it is neither possible nor recommendable in many cultures to promote targeting mechanisms that exclude the better-off. In Mozambique some communities adopted a 'rotation system' to benefit from food rations; in Bolivia all rations are shared at community level without further targeting. This is understandable considering that targeted communities are often globally poor, that disparities are not very great and a solidarity culture prevails. It is interesting to note that in Bolivia the better off are in some cases simply not interested in participating in food-for-work activities and exclude themselves from such activities.
165. Disparities of access to **the assets created** were reported and are linked (see section 2.2.3) to the nature of the activities or to the modalities of project implementation; thus:
- In Ethiopia, the assets creation project (MERET) has a strong natural resource management focus that uses technical considerations in selecting sites; consequently land owners, although often very poor, are the main beneficiaries;
 - In Pakistan and Mali, beneficiary participation in community organisations (often involving credit schemes) and cash complementary contributions (in Pakistan) are required for qualifying and receiving the 'development packages' (food rations, training, asset), implying possible exclusion of households unable to repay credit or advanced cash;
 - Food aid in itself is distributed to people who are able to work, thus marginalising households composed of handicapped, sick or old people with children;

- Women in general prefer less labour-intensive assets (Ethiopia, Mali) and consequently receive fewer rations.

166. It should also be noted that community assets such as wells, feeder roads or dunes consolidation benefit the whole community and that the shift from large infrastructures to community and household assets undertaken by WFP CPs has helped in reaching WFP's main target, namely poor households and women. In Pakistan in particular, the focus on assets 'for rural women' has helped create assets which are really useful for women and which increase their share of the benefits.
167. Field evidence shows that in the case of **health, nutrition and education activities** geographical targeting alone does not ensure that poor households benefit from project assistance. Food as an incentive or as a nutritive complement may not always be sufficient to put very poor households in a position to send their children to school or their women members to the health centre. In fact, opportunity costs and distance can prevent the poorest children from going to school; whilst in some countries (such as Pakistan) cultural constraints and traditional customs prevent women from going to the health centre. In addition, in the case of HIV/AIDS social stigmas have reportedly increased targeting challenges.
168. Nonetheless, the location of an education or health facility in a rural food-insecure area is a reasonable criterion for ensuring that most of its users are from poor households. In some remote areas, however, these facilities are either non-existent, not functioning or of a very low quality, even though one of WFP's criteria for assistance is that facilities must comply with the minimum UNESCO/WHO/WFP standards. This fact, combined with logistical constraints and cost-efficiency considerations, has restricted WFP's outreach in some countries. Government commitment and complementary action by partners should help overcome these difficulties but fieldwork indicated that more needs to be done as far as health and education projects are concerned, especially as regards partner co-ordination and beneficiary participation. In addition, potential synergies between WFP projects are not fully exploited. In Pakistan, for example, schools in communities assisted by the assets creation project were not functioning, while assisted schools were also not benefiting from an assets creation project (e.g. building of a well or a latrine).
169. In the school feeding projects, further targeting is attained by selective distribution of food, typically dry rations to schoolgirls' families. This positive discrimination is acceptable in areas where, for social and cultural reasons, girls' attendance is much lower than boys. This mechanism works (in Pakistan girls' enrolment increased dramatically) and has proved to be socially acceptable. In the light of this experience the applicability of other kinds of positive discrimination, for example towards children from very poor households, may deserve some consideration.

2.5.3 STAKEHOLDER PARTICIPATION MECHANISMS

Summary of key findings on participation

Participatory concepts and tools were the object of specific documents and guidelines that are widely applied at country level, while WFP Country Programmes are the result of a participatory process involving major stakeholders at national and regional level and sometimes at local level. Implementing partners' ownership is generally satisfactory both for government institutions and non-governmental agencies. However, financial commitments are sometimes limited, and participation by decentralised local institutions is not yet satisfactory. Participatory approaches were mainstreamed in assets creation projects. They represent probably the most important change in relation to past approaches and are an important factor for success in the results achieved and their sustainability. In health and education projects the adoption of participatory approaches is not systematic but, when undertaken, has improved the level of project ownership and sustainability.

170. Participation by all project stakeholders was identified by the EDP as a crucial area of improvement. It should also be noted that the Tripartite Evaluation had highlighted *deficiencies in the areas of community participation and target group influence on project formulation*. The Phase 1 report confirmed WFP's commitment to promoting participatory approaches in its development activities. In fact, as envisaged by the EDP:

- WFP produced a policy document summarising the principles and achievements of participation in WFP projects and a detailed guide on state-of-the-art participatory tools and techniques;
- Issues of participation were highlighted in all reviewed CPs and in most project documents, where participatory approaches are rightly considered inclusive of all partners and recipient governments and are therefore not just limited to the relationship with beneficiaries.

171. The country study teams, in line with the evaluation matrix, have concentrated the analysis on the level of partner ownership of activities and EDP principles and on the level of application and applicability of participatory approaches at project level.

A satisfactory level of ownership by national partners

172. The country studies confirmed that the country programmes were prepared after a consultation process that included government authorities, donors, UN agencies, NGOs, civil society representatives and, sometimes as in Bolivia, beneficiary representatives. The consultations were carried out at central and regional levels (in Mali and Bolivia also at a more decentralized level).

173. The degree of ownership by government institutions at national and regional level is satisfactory and demonstrated by the decisive role played in the implementation of

activities and in the promotion of EDP principles by project committees at ministerial level (as in Ethiopia) or by project units at regional level (as in Pakistan and Ethiopia). However, financial commitments to the funding of activities are sometimes insufficient. This is attributed to a general lack of resources but also to the degree of priority attributed by recipient governments to some of the EDP areas of focus (see section 2.1)

174. Some CPs recommend higher involvement and participation of the elected local governments, particularly in countries where political decentralization processes are underway, as in Bolivia, Pakistan and Mali. However, field evidence shows that only in the case of Bolivia, where municipalities and popular participation processes are well established, does collaboration at this level work.

The application of participatory approaches is satisfactory in assets creation but requires improvement in health and education

175. EDP recommendations on the use of participatory approaches focus primarily on beneficiary participation. The country studies noted that specific guidelines had been developed (in the case of Ethiopia), implementing partners with participatory expertise and capability were selected, and collaboration with community organisations was encouraged (particularly in Bolivia, but also in Mozambique and Mali). Approaches used included creation of specific community-level committees, participatory planning, complementary beneficiary contributions in cash and in kind, and training and awareness-raising activities.

176. Participatory approaches and techniques are systematically applied and are generally successful in assets creation activities in which, unlike in the past, participants play a major role in assets identification and in their management and maintenance. NGOs are often used as implementing partners and they usually have a 'participatory' background and recruit agents from the community itself. Some government partners have also adopted participatory approaches and use a network of social mobilisers from the communities (in the state of Ashak Jammu & Kashmir in Pakistan), or have direct dialogue with community-based organisations (Mozambique).

177. In the health and education projects, adoption of the participatory approach is not general but, when it is undertaken, makes a considerable difference to the level of project ownership and sustainability. For instance, in the case of the school feeding projects in Bolivia, parents' committees manage food donations, parental contribution (cash and food) and food preparation and are involved in monitoring the nutritional status of their children. In Mozambique, however, not all schools have an active Parents and Teacher Association while in Pakistan these are practically non-existent or inactive, and parents are not involved in food distribution as this is carried out by teachers and school directors.

178. Field findings indicate that the school feeding committee's organisational task and related contribution are factors contributing to active participation by parents. In fact, dry ration distribution as an isolated practice has limited incentive effect, since implementing authorities sometimes do not see the point in involving parents' committees in the distribution. As a result, even if the food incentive works in increasing enrolment, the beneficiaries' control over implementation and quality of service is weak and the overall potential impact on the community is much reduced.
179. In health and HIV/AIDS projects, participation is generally more limited. HIV/AIDS projects are quite recent and still in progress: pilot HIV/AIDS projects in Honduras have given good results; in Mozambique participation is still scarce, but the situation could improve with the community action plans developed with the support of UNICEF; in Ethiopia participatory approach training for implementing partners continues, but no system for ensuring community participation has yet been put in place.
180. In Pakistan and Mali health project beneficiaries are just consumers of the food assistance and the projects are food distribution schemes without any participation on the part of the beneficiaries. In these cases lack of involvement also means lack of information on project objectives and modalities, which often engenders misunderstanding and lack of satisfaction on the part of the beneficiaries.
181. Apparent reasons of this shortcoming in health projects are the weaknesses of the implementing health services, which adopt a top-down patronizing approach to their clients, and insufficient cooperation with partners with participatory experience in health projects.

Highlights: Effects of participatory approaches on results

- Results confirm that the adoption of participatory approaches improves targeting and allows better responses to target groups' priorities. Beneficiary committees and participatory tools strengthen the representativeness of marginalized people and particularly contribute to the empowerment of women in the communities. Finally, participation and training strengthen local capacities and facilitate sustainability.
- However, limits also exist in the more successful examples: transparency, information and awareness could be improved; sensitization and training of relevant government administrations are needed in some countries; and participatory practices do not always take into proper consideration the cultural constraints and everyday workload of the women invited to participate.

2.5.4 GENDER MAINSTREAMING MECHANISMS

Summary of key findings on gender mainstreaming mechanisms

Very important progress was noted with respect to an enhanced women's participation in the benefits generated by WFP development projects. Country programmes were modified to increase their relevance to women's priorities and EDP directives and areas of focus were instrumental to this end. Several implementation mechanisms (gender focal points, guidelines) had been put in place at CO level to ensure women's participation in WFP-promoted projects. However, most of the measures put in place do not yet ensure changes in the relationships between men and women and in women's role in local society, and the introduction of a gender approach rather than a 'women in development' approach is advocated. Shortcomings in policy dialogue to promote changes at national level have also been recorded.

182. The country studies (see sections 2.1 and 2.2 of this report) and Phase 1 report have highlighted the important progress made by WFP in systematically promoting enhanced participation of women in the benefits of its development activities. In this context it should be noted that EDP principles are consistent with improved gender consideration in WFP programming, for example: (a) in the attention paid to the analysis of intra-household food security coping mechanisms and to the related roles and 'behaviour' of men and women; (b) in the definition of the five areas of focus, with the first focus being exclusively on women's and children's issues (health and nutrition), and the second decisively on girls' schooling and women's training; (c) in the emphasis on participatory methods of programming; and (d) in food-for-assets activities, with the shift from large governmental rural infrastructure schemes to community-led activities providing greater opportunity for enhanced control by women over the assets created.
183. In fact, as highlighted in the Phase 1 report, the EDP can be seen as an important tool in promoting the eight WFP Enhanced Commitments to Women³⁷. Gender issues are reviewed in this section in the light of the mechanisms put in place and of the cultural, social and policy-related constraints faced by WFP within this framework.

A decisive shift towards women's priorities

184. It should be first underlined that the Tripartite Evaluation (page 153) noted that "project design included weak or

³⁷ 1) Meeting the specific nutritional requirements of expectant and nursing mothers and - where appropriate - adolescent girls, and raising their health and nutrition awareness; 2) Expanding activities that enable girls to attend school; 3) Ensuring that women benefit at least equally from the assets created through food-for-training and food-for-work; 4) Contributing to women's control of food in relief food distribution of household rations; 5) Ensuring that women are equally involved in food distribution committees and other programme-related local bodies; 6) Ensuring that gender is mainstreamed in programming activities; 7) Contributing to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to participate in closing the gender gap, and 8) Staffing and corporate issues.

non existent measures to target women as participants...". All the CPs reviewed noted an increased attention to women and women's priorities to the extent that the activities envisaged in CPs (Bangladesh and Pakistan) are nearly entirely oriented to women. Furthermore, the increased level of investment in WFP's development portfolio in human capital development activities (health, nutrition and education) implies de facto increased attention to women's priorities in comparison with the high level of attention given in the past to more traditional agriculture-based food-for-work activities.

185. Notable progress in increasing women's participation in (and benefits from) projects have also been recorded. In particular, the country studies noted: (a) the 'positive discrimination' efforts to promote girls' school attendance through food incentives; (b) the emphasis given in food-for-assets activities in the identification of assets and activities which are often less labour-intensive and more in line with women's priorities - for example basic social infrastructure and income generating activities - than are traditional agricultural projects; and (c) the shift from food-for-work to food-for-training (particularly in Bangladesh and Pakistan). However, some constraints were also reported, attributable to difficulties in implementing initiatives more complex than traditional food-for-work activities.

Implementation mechanisms based on the Women in Development approach

186. Several changes in the way projects are implemented at country level were observed during the country studies. The most notable ones were the introduction of specific guidelines for the inclusion of women's priorities in project design (Honduras and Mozambique), constitution of Gender Focal Points within the COs (Ethiopia and Bangladesh), inclusion of gender-related indicators in VAM-based targeting (Bolivia and Pakistan) and inclusion of gender-disaggregated information in the Standardised Project Reports.
187. However, the country studies also noted that WFP development operations were still very much based on the Women in Development approach, with the accent on targeting and women-inclusion-related measures at project level rather than on the promotion of progressive changes of roles within the society. For instance, in Honduras the target population of WFP area of focus 1 was composed of women and children and no behavioural changes were noted in the households with respect to responsibilities for children's nutrition and health. In Bangladesh, according to the stakeholders consulted, gender equity is the least significant outcome of the Integrated Food Security project. Stakeholders perceived the task of changing deeply entrenched culture, habits, and social as well as religious taboos, as too demanding to be accomplished within the project's means. This, they argued, would require a large-scale, concerted, long-term effort for

socio-economic improvement and intellectual capacity-building.

**Evidence from the field:
gender issues in difficult contexts
(Pakistan)**

Participatory approaches are implemented by Implementing Partners. Women, who are the main target and beneficiaries of WFP activities, are only marginally involved in the entire project cycle. Their limited participation is due to cultural constraints on women's mobility and on talking with men outside the family and also to women's low level of literacy. In the case of the Creating Assets for Rural Women project, even within the Women's Organizations men implement most of the tasks. Because of the low literacy levels among women, many women's organisations rely on men for keeping accounts. Because women's mobility continues to be restricted, men do most of the work: they carry out all interactions outside the household; find the money for the beneficiaries' participation; discuss with the mason and pay him; purchase raw materials; do the construction work; take the food-stamps to the shop; and come back with the food (even if the food list is agreed with the wife).

188. Methodological shortcomings have also been noted, such as omission of reproductive activities from baseline information, meaning that a large part of women's daily activity goes unregistered.

The difficult policy environment not always addressed

189. A remark made by several country studies is that, despite some good results attained at project level, the local and national socio-cultural and policy environment has remained 'hostile' to an enhanced role of women in social, economic and political domains since cultural and social changes are clearly complex and long-term processes. The country studies noted, however, that there has been a certain lack of initiative by COs in promoting gender-related policy dialogue. Furthermore they observed that policy and related governance issues were often not taken into account in CPs and in design of activities. Because of such shortcomings, the benefits of WFP-supported activities tend to remain limited to project level. Yet, through the lessons learnt from its projects and programmes and from working with government departments, WFP has the opportunity to promote some policy dialogue on strategies in education and health and on positive discrimination in gender targeting.
190. Clearly WFP's responsibility for resolving gender-related social and cultural inequities should not be over-emphasised since the constraints to change go well beyond WFP's means and mandate. Yet, a gender-based (in contrast to a 'women in development') approach in project design and implementation, looking beyond the target women towards understanding the relations between women, men and children in specific contexts, would

most probably be more appropriate and in line with both EDP principles and the seventh of the WFP's Enhanced Commitments to Women: *"Contributing to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to participate in closing the gender gap"*.

2.5.5 MONITORING AND EVALUATION MECHANISMS

Summary of key findings on demonstrating results

Demonstrating results in the framework of the EDP, despite its importance, has only recently become a corporate priority within WFP. The future plans, and the changes and progress already made at HQ and CO level, are significant but their systematic implementation may be difficult for lack of resources and capacity. Improvements are still required with respect to the introduction of nutrition and gender-specific indicators and of an overall streamlining of monitoring and evaluation systems. Furthermore, the evaluation concludes that there is not yet sufficient information and related analysis to provide solid evidence on the results achieved by WFP and related costs, which is hindering 'informed' policy decision by WFP, recipient governments and donors.

191. One of the fundamental aspects identified by the EDP as an area for improvement was the need to demonstrate results. In fact, the possible developmental results of food aid interventions cannot be properly captured if project performance is assessed only against output indicators (e.g. number of school children receiving food) rather than against development-related outcome indicators (e.g. increased school attendance, capacity to learn). Therefore the capacity of WFP and partners to demonstrate results is important for appreciating the very rationale of EDP and WFP development operations, and for providing a basis for policy decisions on continuation of support for the EDP.

RBM being mainstreamed

192. An increase in the capacity to demonstrate results was to be achieved essentially through the promotion of a Results-Based Management (RBM) approach. RBM was already on the agenda prior to formulation of the EDP. In fact, WFP had been developing its RBM approach since 1997, when the Executive Board approved RBM's introduction through the Strategic and Financial Plan 1998-2001. Furthermore, WFP's RBM approach was to be shaped by implementation of the measures to strengthen governance approved by the EB in 2000. The review of monitoring and evaluation practices, which is part of the EDP action plan, should therefore be seen within this wider context.

193. Since the EB decision on RBM, a number of progress reports have been published to illustrate advances in this

respect; but the indications that emerged from the different documents and from views expressed by several WFP staff show that, despite some important advances, progress remains below expectations. The delays were attributed mainly to the impact of other management and administrative priorities and to a lack of resources.

194. However, implementation of a corporate-wide RBM system has now become a priority with (i) the creation, in February 2003, of a new Division for Results-Based Management (with an Office of Evaluation and an Office for Performance Measurement and Reporting); and (ii) the formulation of the 2004-2007 Strategic Plan along RBM principles with clearly identified strategic priorities, targets and performance indicators.

Project design: important progress recorded but also some shortcomings

195. The desk phase and the country studies provide a number of indications as to the actual progress made by WFP towards the goals of improving its capacity for demonstrating results in the framework of its development portfolio. In particular the different country studies noted improvements but also shortcomings in the project design of WFP development operations with respect to:

- Formulation of interventions according to the logical framework approach (LFA), with generally correct definition and identification of the various elements of the log-frame, though in some cases (Mali and Honduras) improvements in distinguishing the different levels in the results hierarchy are still required;
- The increased emphasis given to identification of outcome indicators; for instance, in the case of Ethiopia, it was noted that the Participatory Rural Rehabilitation project (1999-2004) was not formulated according to a LFA, and that among the list of immediate objectives it presented essentially physical infrastructure outputs, whereas the MERET (the new 2003-2006 phase of the same project) was formulated on the basis of a logical framework approach and its expected outcomes and related indicators are in line with EDP principles (e.g. income opportunities generated). Progress is, however, uneven: for instance, no outcome indicators are provided in the Bangladesh CP 2001-2005, whereas these were present in the previous 1997-2000 CP.

M&E: important efforts being undertaken but still a long way to go

196. Important monitoring and evaluation efforts have been made by several COs in order to assess in a systematic manner the results at purpose level of the development interventions supported by WFP assistance, for instance (a) the Impact Assessment Study for the MERET project in Ethiopia, where the selected indicators are all EDP-compliant (e.g. beneficiaries' own perceptions of changes of vulnerability level); and (b) the WFP Impact Evaluation Series on VGD in Bangladesh that documented increases in the mean monthly income of women.

197. Furthermore, since 2003 some COs (e.g. Bolivia, Mozambique, Mali) have started to include on a pilot basis the level of outcomes achieved in the Standardised Project Reports (SPRs). This is expected to be mainstreamed in all SPRs in 2004 and the necessary preparatory actions were reported by all country studies. However, some gaps were noted with respect to the collection of EDP-related indicators, such as those related to improved nutrition and gender.

198. The country studies revealed that progress by WFP to date is insufficient to provide strong evidence on the actual results achieved in its development operations. This clearly limits policy decisions, not only by WFP but also by recipient governments and donors. In particular, it was observed that:

- The quality and reliability of data collected is sometimes dubious (e.g. Mozambique and Pakistan);
- SPRs are not user-friendly and very often the information generated or collected is difficult to understand and fails to provide clear and comparable information, particularly with respect to beneficiaries and calculation of food rations;
- The exercise of collecting indicators at outcome level is still at an early stage and does not so far provide systematic evidence of the results achieved;
- The envisaged systematic collection of outcome level indicators and related time-frames may prove problematic because of: (a) lack of the necessary resources (see section 2.5.6); (b) inadequate capacities of national and local partners; (c) potential contradictions and overlapping with monitoring systems promoted by other stakeholders and by recipient governments in particular;
- The indicators identified at outcome level vary considerably from one country to another (particularly in the case of food-for-assets activities) and this may hinder monitoring of strategic objectives at corporate level.

199. WFP is aware of these shortcomings and is putting in place a series of measures to address them which the evaluation considers appropriate. These include: i) changes in SPR layout to improve readability; ii) definition of clear links between specific projects or activities and WFP strategic priorities (as defined in the WFP Strategic Plan 2004-2007), with an emphasis on resource allocation by strategic priority and on the contribution to the achievement of the set targets, including outcomes.

2.5.6 RESOURCING OF THE EDP AND OF WFP'S DEVELOPMENT PORTFOLIO

200. The implementation of WFP development operations according to EDP directives has important implications for resource requirements. In fact, EDP-compliant projects should be: (i) of higher quality - more participatory, community-based, better monitored etc; and (ii) undertaken in the poorest areas of the country, where it is more difficult to operate (and where few potential WFP partners

operate). In practice, as described in the previous sections, the implementation of projects according to EDP directives requires more resources (mainly operational rather than food) than did implementation of development projects in the pre-EDP era.

Summary of key findings on resourcing

The implementation of WFP-supported activities along EDP principles implies a number of accompanying measures requiring higher levels of cash resources. However, this issue was not sufficiently highlighted during the EDP formulation. Furthermore, the level of funding of WFP's development portfolio is on a declining trend with a related shift towards emergency operations. In some cases, however, donors give priority support to emergency responses in situations where longer-term interventions would be more appropriate. The evaluation concludes that the level of Direct Support Costs (DSC) at the disposal of small COs is inadequate to undertake all the necessary EDP-related support activities and in particular monitoring and evaluation and policy dialogue. The country studies consistently pointed out that the use of Other Direct Operational Costs (ODOC) resources for the implementation of local partners' capacity-building activities is one of the most important factors for the success for the activities undertaken, yet their level is generally inadequate and hindered by predictability problems. Management choices by WFP COs, such as a higher concentration of activities within specific regions or higher delegation (when possible) of functions to local institutions, could partly address the problem of shortage of ODOC and DSC.

201. The issue of resourcing was, however, only marginally highlighted in the EDP document that briefly presented the problem, suggesting that a combination of increased DSC and general fund allocation should be considered. It should also be noted that in the WFP's financing policy framework the allocation mechanism for cash resources is mainly calculated on the basis of tonnages, irrespective of WFP programme categories or specific country and project requirements. The resourcing of the EDP was analysed according to the following aspects: (i) funding of EDP implementation as defined by the EDP Action Plan (e.g. WFP staff training activities and production of guidelines); (ii) funding of the WFP development programme category; and (iii) funding of the related non-food items component.

The funding of EDP implementation as per action plan

202. The costs of training and other EDP-related implementation activities envisaged by the EDP action plan, and the production of related guidelines, were essentially covered through Programme Support and Administration resources and some specific *ad hoc* donations from donors. Activities were undertaken according to the action plan and therefore the level of resources provided was in line with what was planned. It should however be

noted that capacity-building activities focused essentially on WFP HQ and regional staff, while coverage of CO staff has been limited.

The constraints to the resourcing of WFP development portfolio

203. Section 1.1 has already described the declining trends in donor support for WFP's development portfolio and the reasons behind these trends. Here the funding of WFP's portfolio is reviewed on the basis of country needs, predictability, tying mechanisms and earmarking for particular activities.

Resourcing mechanisms for WFP development operations

The resourcing of development activities and related supportive measures at country level is undertaken on the basis of the following steps and conditions:

- Approval by the WFP EB of a Country Programme or of a specific project;
- WFP's Resources Mobilisation Service is thus mandated with securing with donors the approved resources for the 'basic' CP activities, since the approval of the CP by the WFP EB does not necessarily mean that the resources approved will be made available to the country;
- The sources of funding of development activities are essentially two: i) multilateral contribution, that is a contribution for which WFP determines the Country Programme, or WFP activities for which the contribution will be used and how it will be used; ii) directed multilateral contribution, which is a contribution that donors request WFP to direct to a specific activity or activities initiated by WFP or to a specific Country Programme;
- In the last 5 years multilateral contributions have represented 70-75% of total development funding;
- Directed multilateral contributions and a large share of multilateral funding have tying and administrative mechanisms or constraints attached such as: i) a request to purchase commodities in a specific location; ii) a request to purchase a specific commodity; iii) an inability to provide on time (and according to the Full Cost Recovery Policy) the DSC and other cash contributions because of donors' legislative constraints;
- The levels of allocation to the various Country Programmes are defined on a yearly basis. Given that existing food aid for development requirements exceeds available resources, WFP has instituted an internal annual planned allocation process under which more realistic resource planning targets are being established to facilitate Country Office planning.

204. With respect to country needs and the level of **CP resourcing**, four main findings emerged from the country studies and the desk review:

- The overall gap between the level of approved resources and the level of confirmed contributions in the funding of Country Programmes has been reduced when compared to the pre-EDP period. However this is essentially due to the fact that CP budgets are now developed on the basis of the projected level of funds available, unlike in the past when CPs were based on needs identified at country level irrespective of the resources at disposal. Furthermore it should be noted that the gap still remains important considering that the CPs approved would require approximately \$350 million per year whilst the resources at WFP disposal average \$250 million per year.
- The absolute size of WFP development operations varies considerably (e.g. ranging in 2003, in the seven countries selected, from approximately US\$3 million in Honduras to over US\$17 million in Bangladesh³⁸) and is determined essentially by the level of directed multilateral contributions and by the share of multilateral funding determined by WFP Operation Department on the basis of the CP requirements³⁹. This implies considerable differences in the level of cash resources at the disposal of COs for supporting activities (see discussion in paragraphs 208-211);
- Some shortfalls were recorded in terms of overall funding levels for CPs (Mali, Honduras) and in terms of the resourcing of specific development activities. In the case of Mozambique for instance, the Food for Development Fund project is reportedly constrained by lack of funding;
- As expected, the coverage of WFP-supported development activities fell well beyond the countries' needs; but it has also been noted that in certain circumstances the allocation by donors of resources to various WFP programme categories does not reflect actual country circumstances. An example of this is the funding of the Ethiopia portfolio, where the funding resources of the CP (2003-2006) were reduced by nearly 50% in comparison to the previous CP, while EMOP resources represent over 80% of WFP's portfolio in Ethiopia. Yet, as highlighted by the country study, the problem of food insecurity in Ethiopia is essentially of a structural rather than a transient nature and the emphasis on EMOP in the allocation is therefore not necessarily the most appropriate response mechanism.

205. The Phase 1 study revealed that the main problem of resourcing WFP's development operations is linked to the actual level of multi-year **predictability** of resources (food and cash), which in a development-related context seems especially crucial (see for instance the fluctuation in donor contributions to development illustrated in Table 4, next page).

³⁸ It is also to note that in 2003 10 out of the 55 countries with development operations had operational expenditures below US\$ 1 million.

³⁹ In general some countries CP such for instance Ethiopia are fully resourced with directed multilateral contributions whilst the CP of countries 'less attractive to donors' are funded mainly through multilateral contributions.

Table 4: Main donor contribution to WFP's development operations in US \$ (1994-2003)⁴⁰

Donors	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Total 1994-2003
Australia	35,204,858	39,900,000	42,500,000	37,776,939	25,672,342	27,454,243	28,435,071	22,104,989	12,815,742	909,518	272,773,701
Canada	6,400,000	49,600,000	43,600,000	58,181,299	45,136,002	45,210,050	27,409,623	23,165,688	22,660,568	53,848,464	435,211,694
Denmark	37,480,235	2,932,890	32,876,391	30,292,250	29,318,724	30,837,235	27,288,549	26,135,989	23,335,667	23,227,779	303,725,709
EC	49,192,972	58,219,997	40,85,022	30,017,900	17,221,044	178,847	1,324,034	1,435,942	0	1,714,286	200,160,044
Finland	5,322,375	7,325,426	7,077,409	10,253,702	9,907,407	10,357,313	8,852,306	8,408,698	7,942,907	8,437,856	83,885,398
France	3,356,793	2,770,403	2884,615	4,849,145	3,673,506	6,862,811	5,912,237	5,752,622	1,368,090	0	37,430,223
Germany	27,962,596	33,551,843	33,392,081	35,028,044	28,620,802	8,303,121	23,318,512	21,122,050	21,043,746	22,949,291	275,292,145
Italy	5,834,615	2,173,913	3,275,942	3,575,397	4,519,774	2,735,469	3,589,441	0,489,810	9,370,299	11,518,153	57,083,316
NL	26,267,324	26,811,090	29,146,446	0	02,882,844	337,314	184,980	0	0	0	85,629,998
Norway	30,162,780	3,941,895	20,610,184	28,800,879	26,483,208	18,789,866	16,278,812	20,778,027	28,678,699	26,192,167	247,716,517
USA	73,600,000	49,200,000	84,600,000	55,565,500	113,173,298	66,393,519	51,101,385	111,169,792	66,057,985	63,710,758	734,572,237
Other Donors	59,568,187	60,015,190	67,439,140	49,136,373	39,472,165	30,096,410	28,566,025	17,834,863	21,483,171	28,067,722	401,679,245
Total by year	420,352,735	403,442,647	408,257,230	343,477,428	346,081,173	267,556,198	222,261,478	268,398,470	214,756,874	240,575,994	3,135,160,228

Source: WFP data

206. This in fact was one of the main concerns raised by WFP staff during interviews and is also highlighted by the Resource Mobilisation Strategy (2000) that advocates multi-year commitments on the part of donors. In fact, at the present stage allocations are always made on an annual basis⁴¹, although some 'reasonable' projections on the level of multilateral allocations over the medium term are made by WFP.

207. The issues of **the tying of food aid and earmarking of assistance** have already been discussed in sections 2.1 and 2.2. Here it is worth reiterating the fact that the country studies highlighted the repercussions of food aid tying on the costs and appropriateness of the food ration in relation to local circumstances. In the School Feeding Project in Ethiopia for instance, following donor decisions, the locally produced Farfa (a fortified food) was replaced with imported CSB that was reported to be far less appreciated by children.

The provision of resources for accompanying measures not to the level of EDP requirements

208. There are two main sources of funding that WFP uses for the resourcing of the 'accompanying measures' (e.g. training, M&E etc.) at country level. These are DSC and ODOC⁴². Their level of resourcing depends mainly but not exclusively on tonnage. In fact, on the one hand the programming efforts made by WFP Operation Department to ensure COs of at least the same level of 2002 ODOC/DSC, irrespective of the annual tonnage, are noteworthy; on the other hand, ODOC is often under-funded because of donor

reluctance, particularly in the case of direct contributions, to provide resources to this end. It should also be noted that the number of COs and projects to be supported has also a bearing on the global level of DSC and ODOC.

WFP Operations budgets are organised according to the following cost categories:

- Direct Operational Costs (DOC): any cost WFP incurs in providing inputs used directly in WFP interventions by beneficiaries, by the government of the recipient country or by other implementing partners. This includes the cost of commodities, ocean transportation and related costs, and landside transportation, shipping and handling (LTSH);
- Other Direct Operational Costs (ODOC): costs relating to cash resources normally put at the disposal of Implementing Partners for capacity-building and project implementation;
- Direct Support Costs (DSC): costs incurred in immediate support of a project, additional to direct operational costs, which would not be incurred if the project did not exist. These include essentially the cost of salaries for the provision of administrative and technical support services;
- Indirect Support Costs (ISC): costs incurred in staffing and operating WFP headquarters and regional offices, and overhead costs at country offices that cannot be attributed easily to any programme category or activity.

⁴⁰ Some of the recent fluctuations in the level of contribution by European countries may be explained by the fact that pledges are made in Euros.

⁴¹ There are some rare but notable exceptions to this, e.g. the multiyear allocation by Canada to school feeding activities.

⁴² Cash allocation (ODOC and DSC) are linked to the actual tonnage or value of the CP and are determined on an annual basis according to specific ceilings (6% of DOC value for ODOC and 10% for DSC in the case of LDC; and 3% and 6% respectively for LIFDC) and the level of cash resources made available by donors. In the last two years a higher flexibility has been introduced allowing COs to shift cash allocation between ODOC and DSC according to the specific needs.

209. In addition, it should be noted that the WFP Office of Evaluation thematic evaluation report based on 19 CP evaluations⁴³ highlighted the fact that (i) CP implementation had been hindered by inadequate budgetary support for non-food item costs (e.g. in Mozambique and Bolivia); (ii) such problems had been particularly serious in the case of smaller Country Offices where it is more difficult to find the resources necessary to recruit staff with core competences and experience relevant to development programming; and (iii) the presence in the country of other WFP operations (EMOP, PRRO) had in some cases eased the resource constraints encountered in implementing the development portfolio, given that the additional DSCs made available have also been indirectly used to support the latter.
210. These findings were largely confirmed by the country studies where the resourcing levels of DSC and ODOC were analysed as two separate issues. In fact, **DSC** plays a fundamental role in strengthening COs' capacities when undertaking the various support activities from project design to monitoring and evaluation to policy dialogue. Three main observations and findings are pertinent:
- Country study findings indicate that CO capacities for project design and supervision and for policy dialogue vary widely. For instance, in the case of small offices such as Mali and Bolivia, the studies reported important shortcomings with respect to project monitoring and evaluation and project design. The dispersion of WFP-supported development activities over large parts of the country, and their related supervision costs, were considered further contributions to the problem. In Mozambique the evaluation team observed that the WFP CO had been weak at policy dialogue because of lack of skilled personnel, with consequent repercussions on the overall contribution of WFP to national priorities. Such shortcomings can be partly attributed to an insufficient level of resources at the disposal of the CO to recruit the necessary staff or undertake the necessary activities in support of national institutions. In fact, in the case of COs managing larger programmes, such as those in Ethiopia and Bangladesh, such shortcomings were not reported. Indeed in the case of Ethiopia, the country study noted the important policy dialogue and lobbying undertaken by the CO in the Food Security Coalition;
- Interviews and analyses at country level indicate that the levels of cash required for the implementation of activities under EDP principles are generally proportionally higher than for EMOP and PRRO, and that EMOP and PRRO resources (human and financial) are often used for the implementation of CP activities, as noted in the cases of Ethiopia and Mozambique. Therefore, the costs of CO support to the proper implementation of Country Programmes may actually be higher than is normally budgeted for by DSC. However, the lack of a management accounting system by WFP precludes a thorough analysis of such costs since at country level the different supervision costs (transport, administration, project monitoring), whilst clearly spelt out at CO level, cannot be attributed to specific programme categories (EMOP, PRRO and development⁴⁴).
211. **ODOC** are basically designed to provide the resources necessary to put local partners in a position to implement autonomously the activities supported by WFP. The following observations can be made:
- The main use of ODOC resources is for activities to support local partners in project design, implementation, monitoring and evaluation, for example capacity-building and provision of means of transport. In some cases financial resources have also been used to provide cash resources to complement food aid or for pilot activities (e.g. building wells in Ethiopia);
 - The provision of cash resources through ODOC to undertake local partners' capacity-building activities is one of the main factors for success in implementation of specific projects. At country level, the level of performance and quality of interventions depend greatly on the specific ODOC allocation;
 - The use of ODOC for the supply of non-food items at project level is considered inappropriate, for such resources should be provided by other partners and WFP's contribution is in any case too limited to have any significant impact;
 - The level of ODOC resources is generally inadequate and, most crucially, unreliable. In fact, shortage of ODOC resources was identified as an important factor limiting the ability of implementing partners to reach the most remote areas.

⁴³ OEDE, "Full Report of the Thematic Evaluation on the WFP Country Programme Approach"; WFP, 2002.

⁴⁴ In practice several country studies noted that staff and other resources covered by EMOP and PRRO activities were also used to support development activities. However, the level and costs of such support could not be quantified.

CHAPTER 3:

CONCLUSIONS, RECOMMENDATIONS AND ISSUES FOR CONSIDERATION

212. This final chapter is subdivided into two main sections. The first section presents the main conclusions on the relevance, efficiency, effectiveness, impact and sustainability of the EDP. It draws out lessons by identifying the key factors that have hindered or promoted achievement of the expected results, and sets out final conclusions on the EDP as well as some future strategic priorities. The second section presents a set of recommendations and issues for future consideration.

3.1 KEY CONCLUSIONS

3.1.1 THE PERFORMANCES OF THE EDP

The relevance of the EDP

213. The basic purpose of the formulation of the EDP was to increase the relevance of WFP food-aid-based development interventions by sharpening their focus and establishing a set of principles for their implementation. The evaluation findings have highlighted the progress made over recent years in the degree of consistency of WFP development activities with international and national priorities, in particular with respect to the MDG and PRSP objectives. The most notable progress on the relevance of WFP development operations was at project level, where the activities promoted are now more in line with beneficiary priorities and circumstances.

214. Broadly speaking, the progress recorded is attributable not only to the EDP but also to a series of measures put in place by WFP (e.g. the Country Programme approach) and to a more conducive policy environment for poverty reduction and food security initiatives (e.g. PRSP, MDGs). However, the EDP is considered an important contributory factor to the increased relevance of WFP's development operations, particularly as regards:

- The emphasis given to targeting vulnerable groups (through VAM) and to local stakeholder ownership;
- The definition of clearer modalities for the use of food aid in a development context;
- The application of its basic principles to other WFP operations (emergency and recovery), which has contributed to increasing their relevance to national and local contexts;
- The emphasis given to beneficiary circumstances in identification of activities, particularly in food-for-assets projects that have moved away from promotion of large infrastructure towards the creation of assets more relevant to poor people's circumstances;

- The attention paid to the priorities of certain vulnerable categories (e.g. the measures put in place to address gender gaps in school attendance).

215. However, while consistency was found between WFP-promoted development activities and national PRSPs, the level of priority, again in terms of local resources allocated by partner governments to EDP-supported projects, has varied, with consequent effects on overall results and sustainability. Furthermore, some tensions between the application of EDP directives and local priorities and ownership have emerged, particularly with respect to targeting, positive discrimination in favour of women, and the use of a project approach to implementation.

The effectiveness and impact of the EDP

216. Evidence gathered during the country studies, particularly at project level, and a number of other documents have allowed the team to draw some conclusions on the effectiveness of WFP development operations, although **neither baselines, targets** nor yardsticks were put in place at the time of EDP formulation:

- Results were particularly positive for school feeding projects which consistently showed an increased level of attendance, whilst lower repetition rates and increased attention during lessons were also reported. Particularly encouraging are the increased school enrolments by girls;
- Considerable evidence was found with respect to livelihoods protection and development related results (areas of focus 3, 4, and 5). Results achieved are essentially linked to the benefits deriving from increased agricultural production, basic social facilities and income generating activities;
- Evidence on results for strategic objective 1 (*to enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs*) was less convincing. In fact, whilst an increased level of children and women's attendance of health services was consistently observed, indications on nutrition-related achievements were very scattered. In practice, despite the areas of focus objectives, food seems to have played a more important role as an incentive to attend health services than as food in its own right;
- The search for evidence on impact was limited by lack of baselines and impact-related indicators as well as by the relatively short period of EDP implementation. Yet some evidence of actual or expected impact was found with respect to decreased vulnerability, decreased migration phenomena and the enhanced socio-economic role of women.

217. The evaluation findings indicate that the application of EDP principles in WFP development operations has consistently contributed to its results, particularly when it comes to the attention paid to:

- Creation of assets which, in comparison with the past, have indeed improved participants' livelihoods; and

- The enhanced role given to community-based organisations in identification and management of the activities undertaken.
218. However, country studies have also noted some shortcomings related to EDP-related programming and design, such as the fact that:
- The nutritional aspects of WFP development activities were not given adequate attention either as a specific area of focus or as a cross-cutting priority. This could partly be explained by the poor institutional and absorptive capacities of implementing partners, by the shortage of resources for accompanying measures, and by the fact that factors other than food, such as water supply and sanitation and the incidence of diseases, also strongly influence the likelihood of achieving nutritional results. However, while food aid cannot be considered the only resource needed to reduce malnutrition and its related consequences, there is a growing body of evidence showing that food aid can have an important nutritional impact⁴⁵ that goes beyond addressing short-term consumption-gap-related problems;
 - Investments in food-for-training activities were very limited;
 - Increased school attendance levels have rarely reflected increased quality of the education systems, and the potential benefits of food aid assistance in school feeding projects have therefore not always been fully exploited;
 - The implementation of HIV/AIDS activities, essentially under area of focus 1, may somehow be artificial and may not fully reflect the complexity and dimensions of the problems. In this respect the evaluation team concludes that further piloting and guidance by WFP are urgently required.
219. Finally the evaluation team noted that the overall contribution of WFP-supported interventions at meso and macro level is less robust than at project level, as it is closely linked to the overall size of WFP-supported development activities but also to certain strategic choices made by WFP or by national partners, such as (a) mainstreaming of WFP/EDP approaches into wider initiatives for poverty reduction and food security, or (b) the option of concentrating activities in a limited area to ensure more effective capacity-building and more substantial investment *per capita*.

The efficiency of the EDP

220. Four key conclusions can be drawn with respect to the efficiency of WFP development operations, namely:
- Food aid is generally delivered on time and this has contributed to increasing its effectiveness and relevance;
 - The efforts in terms of integration of WFP-supported initiatives are generally systematic and have led to an increased level of efficiency;
- The efficiency of food aid greatly depends on the procurement modalities, since in general food aid as a direct transfer from donor countries has been found to be more expensive than food aid purchased under triangular or local purchasing modalities. The country study findings also confirmed that WFP can be considered an efficient organisation with respect to food procurement when provision of untied donor resources allows;
 - On the other hand not enough attention has been paid by WFP management to systematic analysis of efficiency issues. Information is collected but is not always analysed in a manner that would allow informed policy and programming decisions.
221. It is important to note, however, that the issue of increased efficiency was only marginally tackled by the EDP, which aimed essentially at improving the relevance and effectiveness of WFP development activities. It is therefore difficult to establish direct links between the efficiency of WFP development operations and EDP implementation. However, some links between EDP and WFP efficiency were identified by the evaluation. These are:
- The sharpened focus of WFP development activities together with restrictions in the areas of support, which contributes to efficiency;
 - The EDP's emphasis on timeliness of food delivery;
 - The establishment of areas of focus that can also be applied to other WFP programme categories, thus favouring progressive integration of WFP initiatives;
 - On the other hand, as a result of the community-driven approach advocated by the EDP, a proliferation of the type of project outputs and interventions to be supported in some cases, with associated reductions in focus and efficiency.
222. Four key conclusions can be drawn on the sustainability of the EDP and WFP development operations, namely:

The sustainability of the EDP

- The contexts in which WFP undertakes its development operations are extremely complex and problematic. Therefore it is difficult to apply to WFP's assistance to the very poor all the sustainability criteria that one might apply to different types of development assistance where 'phasing out' is normally expected after a 'reasonable number of years';
- Country findings on the sustainability of project benefits are generally positive;
- In general the sustainability of EDP-related institutional changes is strong at the level of community organisation, satisfactory with respect to implementing partners, but still generally weak at policy level;
- A significant lack of clear guidelines and of attention to exit strategies in project design was recorded. However the elaboration of exit strategies should not

⁴⁵ See for instance the various research findings on nutritional impacts of food aid illustrated in WFP, 2004, 'Food for nutrition mainstreaming nutrition in WFP' page 7.

necessarily imply a withdrawal of WFP assistance from a sector or a country, since exit strategies need to be context-specific. In some cases exit strategies may entail a change in the type or level of involvement or a gradual transition to others as capacities are built up.

223. The main actual and potential effects of the EDP on the sustainability of WFP development interventions can be summarised as follows:

- Greater difficulty in achieving sustainable outworking of the policy directive in poor and generally difficult and resources-constrained institutional settings;
- A positive contribution at project level, particularly in promotion of assets more relevant to the priorities of beneficiaries who are consequently more willing to maintain them, thereby addressing the criticisms made by the Tripartite Evaluation in this respect;
- A participatory approach and investment in resources (when available) in capacity-building which have ensured a high degree of ownership by local partners of EDP-promoted approaches, albeit partly hindered at national level by the sometimes poor policy dialogue capacities of COs;
- On the other hand, no evidence of the use of VAM to signal when food assistance should be phased out, as had been envisaged by the EDP;
- The observed fact that many EDP activities contained 'implicit' safety net elements that by their nature should not be expected to be phased out except perhaps in the long term. However the safety net elements of the activities supported and their implications for coverage and duration were not fully highlighted in the design of the EDP and are rarely made explicit in WFP programming and project design.

3.1.2 KEY FACTORS INFLUENCING THE QUALITY AND RESULTS OF EDP IMPLEMENTATION AND WFP DEVELOPMENT OPERATIONS

224. The evaluation identified five key factors in the process of EDP implementation that influenced the results of the EDP at country and project levels. These are (a) the level of resourcing of the EDP and WFP development operations; (b) the achievements and difficulties encountered when undertaking 'implementation' and 'strategic' partnerships; (c) the trade-offs in targeting of activities; (d) the challenges faced in gender mainstreaming; and (e) the weaknesses and challenges faced when monitoring project performance and demonstrating results.

Resourcing of the EDP and WFP development operations

225. Four main conclusions were drawn by the evaluation with respect to the resourcing of WFP development operations in accordance with EDP directives:

- Implementation of WFP-supported development activities along EDP principles has entailed a number of accompanying measures requiring higher levels of cash resources. However, this issue was not suffi-

ciently highlighted in the design of the EDP which in practice aimed at doing more with the same level of resources;

- The funding of WFP's development portfolio is on a declining trend. The evaluation noted, however, that in some cases donors gave priority to support for WFP emergency responses in situations where longer-term interventions would have been more appropriate. Furthermore, the tying of food aid, the earmarking of assistance and the poor predictability in the flow of resources also affected the overall performance of WFP's development operations;
- The capacities of WFP Country Offices greatly depend on the level of DSC at their disposal, which the evaluation found inadequate, particularly in the case of COs managing small CPs in the absence of other WFP operations (EMOP and PRRO) whose DSCs might have subsidised the supportive measures in the development activities required by the EDP. These shortages have resulted in inadequate capacities for project design, M&E and often policy dialogue, and were identified as of crucial importance to the achievement of EDP objectives;
- The use of ODOC resources for the implementation of local partner capacity-building activities was identified as one of the most important factors in the success of the activities undertaken. Yet their level of funding by donors is generally inadequate and hindered by predictability problems.

Partnership: a key factor of success or failure

226. The existence of solid partnership frameworks is probably the most important factor influencing success or failure in the achievement of EDP objectives. Partnership results have particularly influenced (a) the level of synergy resulting from provision of food aid for specific development initiatives; (b) the overall sustainability of the benefits created; (c) the opportunity to extend the impact of WFP interventions beyond the local project level; and (d) the creation of sustained conditions for food security and resilience to shocks.

227. Implementing partnerships seem to have suffered essentially of two main shortcomings: (a) the general shortage of implementing partners' resources for the promotion of activities related to EDP strategic objectives that could be complemented by WFP food; (b) WFP's tendency, somehow in contrast with EDP principles, to conceive implementing partnerships as a search for resources complementary to WFP assistance, rather than to consider food aid as a complement to the implementation of other, already-resourced initiatives.

228. Strategic partnerships have been very important in enhancing co-ordination with other actors and in contributing to placing EDP-related priorities (e.g. targeting and vulnerability) on the poverty reduction and food security agendas of the various recipient countries. However, WFP's capacity to promote more co-ordinated

and strategic partnerships that go beyond ad hoc cooperation or consultation has greatly depended on the Country Offices' capacity for policy dialogue and analysis and related communication skills, as well as on the country's overall policy framework with respect to food security and safety nets.

Reaching the poorest: constraints and opportunities

229. In line with EDP principles, considerable progress was recorded in reaching vulnerable people and vulnerable areas. Three factors contributed mostly to these results: (a) the systematic use of VAM; (b) the nature of EDP strategic objectives which helped sharpen WFP's pro-poor focus; and (c) the promotion of participatory approaches which greatly increased the relevance of activities linked to beneficiary circumstances and priorities. These advances contributed to addressing the weaknesses in targeting highlighted by the Tripartite Evaluation.
230. Yet shortcomings and areas for improvement were also highlighted, and these relate to resourcing, design and policy:
- Several country studies highlighted the difficulty of reaching the most remote areas (schools, health centres, rural communities) within food-insecure regions, a problem due also to resource constraints on the part of implementing partners;
 - Gaps related to design and programming were also noted, the addressing of which requires (a) refining of the analysis of those assets which are considered key priorities for the most vulnerable categories; and (b) inclusion of other approaches to providing assistance to certain categories of vulnerable group only marginally covered by EDP activities. These activities may not have a strict developmental objective and may be more of a welfare nature, but they are crucial to ensuring systematic inclusion of those categories of beneficiary which would otherwise be left out or further marginalised by the development process;
 - Furthermore, the measures put in place to mitigate the effects on food security of the HIV/AIDS pandemic are still at a very experimental and pilot stage and seem neither sufficient nor adequate, given the complexity of the problems faced by the affected households. The evaluation recognises that HIV/AIDS was not on WFP's agenda when the EDP was formulated but considers that urgent guidance is required in this respect;
 - At policy level, findings have indicated that: (a) the process of decision-making on area selection has partly depended on negotiations with national authorities and partners, and final outcomes have not always been in line with EDP and WFP priorities; (b) the search for the most vulnerable areas and communities in which to undertake food-aid-based projects sometimes contrasts with sector-wide approaches; and (c) there is a need for further progress in mainstreaming WFP development activities within wider national

frameworks for poverty reduction and food security, so as to extend the benefits of WFP interventions beyond the local level.

Gender mainstreaming still in the making

231. Two main conclusions are drawn from the evaluation findings. The first is that considerable progress has been made with respect to enhanced benefits for women from WFP development activities. This has been achieved through increased participation of women in the project cycle and increased consideration of women's priorities in project design (assets, incentive for girls, adult training for women), which is attributable at least in part to implementation of EDP.
232. More generally, however, it should be noted that the EDP advocates a wide approach to gender, encompassing relations between women, men and children. Yet there is little evidence that such a view has been fully taken into consideration, since the focus at country level has essentially been on women's participation in project activities and benefits. Furthermore, the results obtained are generally at micro level with no effect on the policy environment.

Demonstrating results and monitoring efficiency for 'informed' decision making on policy and programming

233. A major weakness identified by the evaluation is the still-limited performance of WFP in demonstrating results, in monitoring, and in analysing efficiency. In practice so far WFP is not in a position, with some notable exceptions, to provide strong and systematic evidence on results achieved, particularly at outcome level, nor to analyse the cost-efficiency and cost-effectiveness of its development activities. This indeed limits 'informed' policy and programming decisions by donors, WFP and recipient governments and runs counter to EDP principles.
234. Such shortcomings can be partly attributed to the difficulties encountered in the context in which WFP operates when collecting and analysing data, difficulties which have increased following the EDP requirement to demonstrate results at outcome level. But it should also be noted that M&E related issues have only recently become a management priority for WFP.
235. The recent constitution of the Results-Based Management Division and the measures being put in place to enhance WFP capacities in demonstrating results are promising, and results are starting to emerge. But the challenges lying ahead remain important, particularly with respect to the need for monitoring systems commensurate with local-level capacities, which are constrained by current resource limitations. Ideally, WFP's RBM requirements could be part of a broader poverty monitoring framework without creating duplications and inefficiencies.

3.1.3 IS THE EDP A POLICY WORTH SUPPORTING? THREE STRATEGIC PRIORITIES FOR WFP FUTURE DEVELOPMENT OPERATIONS

236. The evaluation findings indicate that WFP has put in place, albeit with some limitations and delays, the measures and directives envisaged by the EDP. These measures were conceived to address a number of perceived shortcomings of WFP's work, particularly in the development sphere and had as their overarching goal the **enabling of marginalised people to take part in the development process and to benefit from it.**
237. The evaluation team considers that this overarching goal has been, or is being, achieved, albeit with some limitations, by WFP in its zones of intervention and that the EDP should be seen as a key factor of success. In fact, the implementation of EDP directives has contributed to increased relevance of WFP interventions; to achievement of results consistent with national poverty reduction goals and broadly in line with target groups' priorities and expectations; and to enhanced sustainability of these results.
238. The evaluation team is therefore of the opinion that the EDP should be considered a sound policy whose principles should be further supported and implemented by WFP and by donors, particularly in the light of their potential for improving the quality and relevance of other WFP operations, namely EMOP and PRRO. It should also be noted, however, that as pointed out in various sections of the report, some of the policy principles and objectives of the EDP have been subsumed by a number of policy changes within WFP (e.g. the formulation of WFP Strategic Plan priorities and the Food for Nutrition Policy). Against this background there may therefore be a need to update the policy.
239. The implementation of the EDP has also helped shed further light on the actual and potential role of WFP and food aid in situations not of a strictly emergency and recovery nature. In practice the evaluation has confirmed one of the major EDP assumptions, namely that food alone cannot contribute to development in the same way as other measures, but also that food assistance can play a specific role within long-term poverty reduction and food security frameworks.
240. In fact the evaluation has noted that, in the context of national and international initiatives for poverty reduction, there are intervention domains (such as human capital protection and the building of resilience to shocks in difficult institutional settings) where WFP's know-how and food assistance present actual and potential advantages in comparison with other actors and other interventions. These intervention domains do not necessarily have a purely developmental character but rather a 'protection'⁴⁶ function and are indeed important in favouring the process of inclusion of certain categories of vulnerable group in the development process.
241. In the context of the EDP, food aid was expected to be a tool with its own merits (e.g. self-targeting, increasing household food consumption) and not just an additional resource to be used in the absence of other forms of transfer such as cash. The evaluation findings indicate that participants in WFP development activities need some forms of transfer to support or protect their human capital and livelihoods and that food aid is an appropriate form of transfer (even if in some cases the level of appropriateness of food ration⁴⁷ was not clear), whilst in some food-for-assets projects cash could have been used, although to a limited extent.
242. However, the analysis also identified some EDP-related areas where improvements are necessary to enhance the comparative advantage and overall relevance of WFP development activities and food aid. These have been highlighted in previous sections of this report, and in brief they refer essentially to the need for WFP: (a) to improve its partnership strategies; (b) to further refine the targeting of its interventions; and (c) to make consistent progress on nutrition-related issues which, in the opinion of the evaluation team, have not been addressed in accordance with EDP requirements.
243. In fact the country studies indicated that the level of integration of WFP assistance within wider policy and programmatic frameworks varies considerably and that, where integration exists, the benefits of WFP-promoted development activities extend beyond localised impact and their chances of sustainability increase. There is therefore a need for WFP to move further away from a concept of partnership that sees food aid as a resource around which to build interventions, towards a vision where food aid complements other resources within national and local poverty reduction and recovery plans. The mainstreaming of WFP food assistance into sector-wide approaches could be a major challenge for the future. In such contexts, WFP's EDP experience in working with poor and marginalised communities could be a significant enriching element in building on local community priorities and in reducing the risks of over-centralisation and inflexibility that characterise many SWAps.
244. The country studies also confirmed that WFP assistance covers areas and vulnerable categories that other stakeholders cannot reach. This is an important comparative advantage for WFP (indeed a *raison d'être* for the use of

⁴⁶ Protection refers to public actions taken in response to levels of vulnerability and deprivation, which are deemed as socially unacceptable within a given society (Norton A. T Conway, M. Foster "Social Protection Concepts and Approaches" ODI Working paper n.143, 2001).

⁴⁷ For instance in the case of the provision of wheat to HIV/AIDS patients or of imported CSB to students.

food aid) which could potentially be further honed by addressing those programming and implementation shortcomings that limit WFP capacities in supporting certain categories of vulnerable group.

245. Finally the country studies noted that WFP is still weak in achieving (and demonstrating) nutrition-related results, which indeed could be seen as an important justification for the systematic use of food-aid-based transfers in non-emergency situations and in the presence of functioning markets, especially in the light of the accumulating evidence of the actual and potential impact of food aid on nutrition. It is therefore urgent to give nutrition 'a higher priority' in WFP activities, by broadening the nutrition agenda and by mainstreaming nutrition-related considerations in all WFP development portfolio activities. This clearly represents a challenge for WFP, its partners and the donors' community since factors other than food, such as water supply and sanitation and the incidence of disease, also influence the likelihood of achieving nutritional results, whilst additional resources would be necessary to demonstrate those results convincingly. Against this background, the 2004 WFP Food for Nutrition Policy Paper seems to be an important step in the right direction.
246. Therefore the evaluation team considers that future WFP development programming should essentially concentrate on three strategic priorities (see next section).

The three future strategic priorities for WFP development operations

- Further integration of WFP assistance within broader poverty reduction frameworks;
- The targeting of the most vulnerable and excluded groups;
- The mainstreaming of nutrition priorities within WFP development operations.

247. In practice, these three strategic changes could provide WFP with a clearer mandate and role within the wider poverty reduction framework as the leading UN agency that contributes food assistance and related know-how to the protection and nutrition-related needs of the most vulnerable groups.

3.2 RECOMMENDATIONS AND ISSUES FOR CONSIDERATION

3.2.1 INTRODUCTION

248. The evaluation, as mentioned in previous sections of this report, has led to the identification of a series of issues deserving the attention of WFP management, the EB and WFP Membership at large⁴⁸. The issues identified⁴⁹ were the basis for the formulation of recommendations and issues for future consideration. The possible measures that the evaluation team suggests are divided into three categories, presented in the next three sections. The first section includes a set of strategic recommendations⁵⁰ for consideration by the various stakeholders over the short and medium term. The second section contains implementation-related recommendations considered necessary for the implementation of the strategic recommendations and for the overall improvement of WFP development programming. The last section presents a series of longer term issues that are considered significant but cannot be immediately translated into clear recommendations since: (a) they deserve further analysis; or (b) they would require comprehensive changes in WFP's organisation (and donor practices) that are beyond the scope of the evaluation.

3.2.2 STRATEGIC RECOMMENDATIONS

249. The evaluation team considers that the EDP policy deserves support and that EDP-based WFP development activities and the use of food aid could be greatly enhanced if **WFP Management, WFP Executive Board, WFP Membership and donors gave more attention to three strategic priorities.**

⁴⁸ These issues were discussed during the Technical Workshop held in Rome on 14th September 2004 and broadly agreed upon by all stakeholders.

⁴⁹ 1) Resourcing (including predictability, earmarking and tying) of the policy is a key factor for success or failure; 2) Partnership: progress below expectations; 3) Reaching the poorest: important results but also areas for improvements; 4) Gender mainstreaming: important results but also areas for improvements; 5) HIV/AIDS presents a new key challenge to food security: what has the EDP to offer and what is missing? 6) Demonstrating results: some progress but there is still a long way to go; 7) Evaluating efficiency: an important missing element that hinders policy decision; 8) Results achieved and EDP 5 focus areas: need to rethink and re-address priorities? 9) Sustainability of results: what can realistically be done? 10) EDP policy principles are also partially applied to other WFP programme categories (emergency and recovery). Should this be done more systematically? 11) The EDP has contributed to increasing the relevance of WFP intervention at global, country and local levels but some questions remain open...; 12) Is the subdivision of WFP operations into three discrete programme categories (emergency, recovery and development) appropriate to the contexts within which the organisation operates? 13) Looking for the right mix between food and cash: what are the implications for donors and WFP.

⁵⁰ The term 'strategic' is used because, in the view of the evaluation team, the implementation of these recommendations may contribute to providing WFP with a clearer mandate and role within the wider poverty reduction framework.

STRATEGIC RECOMMENDATIONS		LINKS WITH KEY FINDINGS
Strategic Recommendation 1	Further integration of WFP assistance within broader poverty reduction frameworks	
Recommendation 1.1	More attention in project design is to be given to the implications of implementation partnerships, including issues relating to partners' resourcing.	Sections: 2.2.1, 2.2.2, 2.2.3 and 2.5.1
Recommendation 1.2	More systematic promotion of activities in which food aid is a complement to other resources rather than the main element of the intervention is required. This should translate into support for existing, already-resourced national strategies and programmes.	Sections: 2.2.1, 2.2.2, 2.2.3 and 2.5.1
Recommendation 1.3	Closer attention, during CP formulation and policy dialogue, is to be given to the integration of WFP food assistance into broader development programming and into SWAps in particular, to extend the benefits of WFP-supported development activities and EDP-promoted approaches beyond the local and project levels. This will require enhanced policy dialogue and analysis and communication skills on the part of COs as well as proper guidance from WFP	Sections: 2.1, 2.5.1 and 2.5.6
Strategic Recommendation 2	Improve the targeting of the most vulnerable and excluded groups	
Recommendation 2.1	Further consideration is required by WFP, recipient countries and donors of the resourcing implications of reaching the poorest and most remote communities. These implications will need to be clearly spelt out by WFP in project design.	Sections: 2.2.1, 2.2.2, 2.2.3, 2.5.2 and 2.5.6
Recommendation 2.2	Consideration should be given by WFP to the further concentration of resources on a more limited number of resource-poor areas within a country. Such concentration, when relevant, should take place through the existing decentralisation framework so as to further contributing to the sustainability of development activities and approaches.	Sections: 2.4 and 2.5.2
Recommendation 2.3	Further pro-poor fine tuning by WFP of the activities to be promoted and assets to be created with the support of WFP food is required. For instance: (a) the positive experience to date of the use of take-home rations to encourage girls' attendance at school should be extended to encourage participation in school activities by children from the poorest households; or (b) more emphasis needs to be given to creation of assets or promotion of activities relevant to the most vulnerable groups for example small-scale income-generating activities.	Sections: 2.1, 2.2.2, 2.2.3 and 2.4

STRATEGIC RECOMMENDATIONS		LINKS WITH KEY FINDINGS
Recommendation 2.4	The strengthening of WFP's commitment, with recipient countries' and donors' support, to national safety net initiatives in line with the recent policy paper 'WFP and Food-Based Safety Nets' needs to be considered so as to provide more structured support to certain categories of vulnerable group that have only been partially covered by the EDP.	Sections: 2.1, 2.4, 2.5.1 and 2.5.2
Recommendation 2.5	The inclusion of gender analysis in project design and of gender-sensitive indicators in M&E in line with the WFP Enhanced Commitments to Women: <i>"Contributing to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to participate in closing the gender gap"</i> is required.	Sections: 2.5.4 and 2.5.5
Recommendation 2.6	Enhanced policy dialogue and analysis by WFP at country level on gender issues is required.	Sections: 2.5.4 and 2.5.6
Recommendation 2.7	WFP development operations should address HIV/AIDS-related problems but this will require context-specific approaches, tools and targeting mechanisms, guidance from HQ, and clearer definition of the links with the EDP areas of focus, taking into account the complexity of the issue.	Sections: 2.1 and 2.2.1
Strategic Recommendation 3	Mainstreaming of nutrition priorities within WFP development operations	
Recommendation 3.1	WFP needs to strengthen and mainstream the nutrition-related aspects of its interventions, and flexible resources should be provided to this end. The Food for Nutrition Policy paper presented to the EB in May 2004 provides clear strategic indications that need to be transformed by WFP into operational guidelines.	Sections: 2.1 and 2.2.1 and 2.5.6
Recommendation 3.2	It is important that WFP and its partners further develop the search for best practices in the use of nutrition programming to mitigate the effects of HIV/AIDS.	Section: 2.2.1
Recommendation 3.3	Nutritional indicators should be included, whenever relevant, in project design and then monitored.	Sections: 2.2.1 and 2.5.5

3.2.3 IMPLEMENTATION RECOMMENDATIONS

250. The achievement of the three strategic recommendations illustrated above would, however, require a number of supporting measures as follows.

IMPLEMENTATION RECOMMENDATIONS		LINKS WITH KEY FINDINGS
Implementation Recommendation 1	Resourcing-related issues are to be closely reviewed by WFP Management, EB and donors	
Recommendation 1.1	Given the fundamental role that ODOC resources play in local partner capacity-building and in achieving EDP objectives, it is important that WFP donors guarantee their resourcing at the levels agreed upon at project approval.	Sections: 2.1, 2.4, 2.5.1 and 2.5.6
Recommendation 1.2	WFP EB should revise upwards DSC allocation mechanisms so as to allow COs (and particularly smaller ones) to operate according to EDP requirements and donors should guarantee their resourcing at the level set by the EB. This will also require an assessment of the viability and appropriateness of maintaining Country Offices which manage very limited development operations	Sections: 2.1 and 2.5.6
Recommendation 1.3	WFP donors are urged to consider multi-year funding mechanisms and the opportunity of doing away with certain requirements relating to sources of food aid procurements or the earmarking of assistance for specific activities, with a view to promoting higher levels of effectiveness and efficiency in WFP development operations.	Sections: 2.3 and 2.5.6
Recommendation 1.4	In the design of CPs, WFP needs to consider the possibility of increased geographical concentration of development activities within specific regions of a given country or greater delegation of functions to local institutions (when possible) as a way of reducing resourcing problems.	Sections: 2.5.1 and 2.5.6
Implementation Recommendation 2	Demonstration of results and efficiency analysis needs to be strengthened to facilitate 'informed' decisions.	
Recommendation 2.1	It is vital that WFP Management and EB ensure that the ongoing initiatives (considered appropriate by the evaluation team) to promote mainstreaming of RBM by WFP (complemented by cost information on programme activities) are properly implemented and resourced.	Sections: 2.3, 2.5.5 and 2.5.6

IMPLEMENTATION RECOMMENDATIONS		LINKS WITH KEY FINDINGS
Recommendation 2.2	As far as possible WFP-supported M&E activities should be built on existing national systems.	Sections: 2.5.1 and 2.5.5
Recommendation 2.3	Calculation of alpha value (value of transfer/WFP costs) at country level - and also in WFP areas of operation - must be more regular and should be used by WFP as an instrument for decision-making on procurement modalities and on opportunities for using food aid as a form of transfer in that specific context. The required level of human and financial resources needs to be properly budgeted for by WFP and then underpinned by a corresponding allocation of DSC/ODOC.	Sections: 2.3 and 2.5.6
Implementation Recommendation 3	The current level of priority attributed to the five EDP strategic objectives needs to be reconsidered in the light of the current poverty reduction frameworks and of WFP organisational changes	
Recommendation 3.1	Food-for-assets activities should be maintained despite implementation difficulties and possibly integrated into wider initiatives such as national social infrastructure funds, whilst their sub-division into three areas of focus must be reconsidered, as it is cumbersome and of little relevance to the country contexts.	Sections: 2.1, 2.2.3, 2.4 and 2.5.1
Recommendation 3.2	The 5 EDP areas of focus and priorities need to be considered as having been subsumed in the light of the Strategic Plan 2004-2007 that establishes five overall strategic priorities for WFP corporate work. However, the links between the 5 EDP areas of focus and the strategic priorities defined by the Strategic Plan should be made more explicit.	Sections: 2.2.1, 2.2.2 and 2.2.3
Recommendation 3.3	The need to complement the EDP with a view to tackling gaps related to programming that are not necessarily fully part of the development sphere, such as addressing the long-term protection needs of certain categories of vulnerable group, needs to be addressed by WFP and supported by recipient and donor countries.	Sections: 2.2.1, 2.2.2, 2.2.3 and 2.4
Recommendation 3.4	In light of the above recommendations, it is important that WFP Management consider an update of the EDP or the preparation of an information note clarifying the links of the EDP with: a) the Strategic Plan priorities; b) the major policy changes that have occurred within WFP; and c) the global policy changes that have occurred (e.g. PRSP and SWAs).	Sections: 2.1, 2.4 and 2.5.1

IMPLEMENTATION RECOMMENDATIONS		LINKS WITH KEY FINDINGS
Implementation Recommendation 4	The sustainability aspects of WFP development activities need to receive more attention	
Recommendation 4.1	Exit strategies and related milestones must be set out in project and CP design (using also VAM). Exit strategies should be context-specific and not necessarily imply a withdrawal of WFP from certain countries or from a given project.	Section: 2.4
Recommendation 4.2	WFP HQ should undertake the analytical work and guidelines development necessary for the systematic inclusion of exit strategies at CO level.	Section: 2.4
Recommendation 4.3	A series of measures for increased integration of WFP development operations into national poverty reduction frameworks, where relevant, must be defined at CP level.	Sections: 2.1, 2.4 and 2.5.1

3.2.4 ISSUES FOR FUTURE CONSIDERATION

1) **EDP policy principles are already partially applied to other WFP programme categories (emergency and recovery); this should now be done more systematically.**

251. The purpose of the EDP was to define the rationale and scope for the use of food aid in a development context. However EDP principles, given their relevance to the context in which WFP operates, have also been applied, although not systematically, to other WFP operations (EMOP and PRRO) with satisfactory results. This was translated into more appropriate and sustainable responses to the problems to be addressed. In fact it was noted that, in line with the developmental relief approach, the application of EDP principles to emergency operations has reduced the risk of undermining future development efforts. This finding raises implications that may merit future attention from WFP and its Membership:

- WFP should consider the systematic application of EDP policy directives to all WFP operations - but under what conditions? Will this require the permanent presence of development activities and of a Country Office⁵¹?
- What would the implications of such possible expansion be in terms of costs and staff orientation and training?
- Are donors willing to support this move?

2) **Is the subdivision of WFP operations into three discrete programme categories (emergency, recovery and development) appropriate to the contexts within which the organisation operates?**

252. In certain specific country contexts it is very difficult to identify a simple 'emergency situation' or 'development situation'; elements of each are often found in varying degrees. In the case of WFP the rationale and relevance of subdividing its operations into three different categories to address problems that are often of a similar nature may need to be challenged. On the other hand WFP programming categories are also based on legislative frameworks and donors' legislative obligations that are not conducive to merging into a single programme category, and such action cannot therefore be the object of a specific recommendation. It should also be noted that the recent introduction in the 2004-2007 Strategic Plan of a definition of corporate strategic objectives, irrespective of the WFP Programme categories, may in practice contribute substantially to the integration of the latter. It may, however, be worth exploring the following issues:

- The need for WFP to improve normative guidance on clarifying terms such as recovery, rehabilitation and development, and the implications in terms of additional financial and human resources;
- Should WFP consider the possibility of eliminating these 'artificial distinctions' (at least in some cases)?

⁵¹ The evaluation team strongly believes that this topic deserves to be further analysed (e.g. comparing emergency responses in countries with and without WFP CO and development operations).

What will be the effects of such changes on WFP's overall capacity to deliver services?

- Should WFP consider the possibility of promoting an integrated programmatic approach, possibly based on long term planning and commitments by donors and WFP, where the key characteristics or objectives of WFP funding categories (saving lives, recovery of

economies, enabling development) are integrated into a single programme of interventions? Are donors ready to support such an endeavour?

- Could the EDP be considered as a useful policy framework for promoting such an integrated approach so as to make relief and recovery activities more development-oriented?

ANNEX 1:

TERMS OF REFERENCE

PART II – DESCRIPTION OF THE EVALUATION/SUBSTANTIVE REQUIREMENTS OF THE BID/DESCRIPTION OF MEASURES⁵²

1. SHORT DESCRIPTION OF THE EVALUATION

The German Federal Ministry for Economic Co-operation and Development (BMZ) and a group of donor countries (Canada, Denmark, Finland, France, Italy, Netherlands, Switzerland, and The United States) intend to jointly sponsor an evaluation of the effectiveness and impact of the Enabling Development Policy of the World Food Programme approved by the Executive Board in 1999⁵³.

The primary objective of the evaluation is the independent, external assessment of the efficiency, effectiveness, impact, relevance, and sustainability of the development policies and activities of the World Food Programme. The focus of the evaluation will be on i) what policy changes have been introduced by WFP, and on what basis ii) to what extent these policy changes have been implemented, and iii) to what extent the implementation has achieved the desired output, outcomes and impact. The ultimate goal is to contribute to a better understanding of the conditions for success for food aid in development activities (best practices) and to draw conclusions and strategic lessons on WFP's role in food aid and development.

The evaluation will be based on an empirical approach, by undertaking a desk study (phase I) and up to eight country studies in all developing regions. The country studies will serve as a basis for a final synthesis report.

The main target groups of this evaluation are i) the member states of WFP, particularly the donor countries and the EU, ii) the Executive Board of WFP, the Executive Director, senior management and staff of WFP, and iii) partner/recipient countries, including governments, implementing agencies and stakeholders/beneficiaries. The development community and the general public, which might be interested in the food aid and development debate, are important audiences for the findings of the evaluation.

2. FRAMEWORK TERMS OF REFERENCE

2.1. BACKGROUND AND CONTEXT

In January 1998, the Executive Board of WFP decided that a policy review of the Programme's development food aid would be undertaken. At its Annual Session in May 1998, the Executive Board (EB) noted the need to clarify the particular advantages of food aid and to arrive at a clear programme focus for WFP, and it agreed on a process to be followed. At its Annual Session on 17 May 1999, the EB decided to adopt the policy elaborated in document WFP/EB.A/99/4-A, Enabling Development.

The following key policy recommendations are formulated in the document.

- WFP should provide assistance **only** when and where food consumption is inadequate for good health and productivity.
- Each and every WFP development intervention will use **assistance with food consumption to encourage investment and leave behind a lasting asset**.
- Beneficiaries of food aid and lasting assets should be **poor, food-insecure households**.
- WFP will **limit its development activities to the objectives** - mentioned below as areas of focus - which will be selected and combined in Country Programmes in accordance with the specific circumstances and national strategy of the recipient country.
- **Geographic targeting** should be used to concentrate resources on food-insecure areas within recipient countries.
- **Timeliness** will be treated as an aspect of targeting, as effectiveness involves providing assistance at the right time and phasing it out when food aid is no longer needed.
- WFP will use **clear and objective indicators** to signal when help is needed and also when it is time for phasing out.
- WFP will make greater use of **participatory approaches**.
- WFP will be proactive in seeking out **partnerships**.
- WFP will emphasise **cost-effectiveness** to be considered in terms of the **development results** to be achieved. M&E will be more results oriented.
- **New approaches** will be tried and monitored, and the results integrated into wider programming more systematically and promptly.
- The emphasis on innovation will be accompanied by the application of more **rigour in design to raise the quality** of WFP-assisted projects.

⁵² Excerpt from the 'Invitation to tender' - Appendix 4 of the contract signed between the Principal, The Federal Republic of Germany, represented by the Minister for Economic Cooperation and Development' on behalf of the Steering Committee of donors, and the Contractor, Consortium composed of DRN Srl, Italy; ADE s.a., Belgium; Baastel tée, Canada; ECO Consulting Group, Germany; and NCG a/s, Denmark. These Terms of Reference and the focus of the evaluation were later specified by:

* the original proposal of the consortium,
 * the revised proposal of the consortium,
 * the first round of negotiations (22 May 2003),
 * the scoping workshop (17-18 July 2003), and
 * the evaluation matrix.

⁵³ Switzerland and the Netherlands withdrew from the evaluation in May and December 2003 respectively.

The adoption of these policy recommendations will concentrate WFP resources on the activities where food aid will be most effective. But WFP will need to put in place practices and systems to support and facilitate these recommendations and priorities and then ensure that they are consistently applied to the design and implementation of these activities. The outline of how this would be done is described in other sections of the policy paper.

The focus of the WFP programming under the Enabling Development Policy is to concentrate all efforts on meeting the urgent needs of people largely by-passed by the conventional processes of development. It will do this by using food aid in ways which enable poor, food-insecure households and communities to make investments which will help them in the longer term. WFP would focus on the five areas, as identified below. There is no order of priority among the five areas:

- **One:** Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
- **Two:** Enable poor households to invest in human capital through education and training;
- **Three:** Make it possible for poor families to gain and preserve assets;
- **Four:** Mitigate the effects of natural disasters, in areas vulnerable to recurring crises of this kind;
- **Five:** Enable households which depend on degraded natural resources for their food security to make a shift to more sustainable livelihood.

2.2. KEY ISSUES AND QUESTIONS

The following list of issues and questions for evaluation should be seen as a relatively broad starting point and as a basis for further refining and narrowing down in the inception report. It needs to be seen in the context of the different dimensions of WFP work (policy, operational guidance, implementation, outcome, impact, as well as feed back loops to the policy level), of the various levels of activities (Executive Board, Headquarters, regional and country level), as well as in regard to the set of policy objectives in the Enabling Development Policy. In order to facilitate a tentative grouping of the long list of potential issues for this evaluation, also with a view to developing a full evaluation matrix in the inception report, the following breakdown takes the different activity levels separately. The first two activity levels broadly respond to the objectives 1 and 2 of the evaluation, the third to objective 3 (mentioned in chapter II.1).

International context and framework conditions, WFP

- International arrangements and framework conditions such as the Food Aid Convention; World Food Summit; the Marrakesh Decision/WTO, agricultural trade and liberalisation efforts; food surplus and food aid; the MDGs; UN procedures (Common Country Assessment – United Nations Development Assistance Framework (CCA-UNDAF); the general evolution of food aid

resources (e.g. total food aid compared to total official development assistance, ratio of total food aid versus project food aid, etc.); additionality of food aid resources; fungibility.

- WFP's policies for food aid in development; the evolution of policies and programmes before 1999; reasons for enacting the Enabling Development Policy; donor support to this policy; degree of policy operationalisation and implementation; new support strategies; strengths and weaknesses of the policy and the support strategies; links between development activities, Emergency Operations (EMOPs) and Protracted Relief and Recovery Operations (PRRO); continuum emergency, rehabilitation/recovery, development; instruments and mechanisms, e.g. Country Strategy Outlines (CSO), Country Programmes (CPs), logical framework as a planning tool, project cycle management, gender specific approaches, Vulnerability Assessment Mapping (VAM) to improve targeting; participatory methods and approaches and Partnership Strategy; M & E systems, including impact monitoring; Results-Based Management.
- Funding situation of the WFP development activities and country programmes (e.g. food/non-food/cash - directed/undirected funding - multilateral/bilateral); analysis of the changing funding patterns of food aid in development; donor rules and regulations affecting food aid in development.

Regional and country context and WFP implementation approach

- Regional, national and sub-national food security situation; the need for food imports; causes of food insecurity; poverty alleviation strategies and programmes of national governments and other donors, including PRSPs; food security policies, strategies and programmes; beneficiary perspective, including gender-specific analysis such as preferences, control of resources, etc.; impact on national and local food markets.
- Re-designing WFP programmes and projects in the light of the Enabling Development Policy; application of methods and instruments at country level (e.g. Country Strategy Outline (CSO), CP, logical framework, participatory methods, gender specific approaches, VAMs, etc.); country-specific implementation of WFP's general and focal-area-related policies and guidelines; link to government policies; link to other programmes in the country, national as well as donor-supported, including PRSP and SWAPs; assessment of the role and the limits of food aid within the country context; targeting food (quantities and qualities provided, appropriateness); complementary inputs and resources; technical appropriateness; effectiveness; efficiency; phasing out/exit strategies (quality of the strategies; feasibility); coordination activities at country level (e.g. WFP participation donor co-ordination, roles and responsibilities, results of co-ordination efforts); contribution to the Millennium Development Goals, such as reducing pover-

ty, hunger and child mortality and promoting basic education, especially for girls; advocacy strategies and mechanisms (e.g. for the hungry poor; for sustainable food security), contributions to the development of national and local food markets; purchasing policies.

- Implementing partners (GOs, NGOs, national, international, UN, others); process and criteria for the selection of partners; policies of partners (e.g. concerning food security, gender, poverty reduction, environmental sustainability); roles and responsibilities, participation, division of labour, capacity-building for partners.

Impact at grassroots level and beneficiaries' perspective

- Short-term and long-term impact of WFP's food aid in development activities on the ground, both intended and unintended; benefits of the food transfer to the end recipients (food consumption, diversification of the diet, nutritional status, investment in lasting assets); impact of the infrastructure created; impact of schooling and training; impact of disaster mitigation activities; impact of sustainable livelihood strategies promoted with food aid; employment and income generation; impact on local markets; promotion of and capacity-building for self-help within the target groups; dependency of agencies and beneficiaries; sustainability (technical, institutional, financial, output and benefits for the target group, system oriented, innovation oriented, environmental).

2.3. METHODOLOGY

The evaluation will consist of three distinct phases.

Phase I (June to October 2003): This phase will comprise a desk study, supported by discussions and interviews at WFP and in the capitals of member states (esp. extensive visits and consultations with major donor governments), an analysis of the existing documentation, international policy papers, literature and evaluation reports with a view to identifying and describing key policy developments and changes, the rationale and influences underlying them, the process of turning policies into operational guidance, and the actual implementation on the ground. Furthermore, an evaluation matrix should be developed as the basis for further work. This matrix will also include a set of outcome and impact indicators, for both policies and implementation levels. In addition, work under phase one will identify appropriate, state-of-the-art methodologies suited to the subject matter, and serve as preparation of phase II as outlined in chapter II.3.1.

Phase II (October 2003 to March 2004): Phase II will consist of tentatively up to eight country case studies to adapt and test the hypotheses developed under Phase I, and to collect empirical evidence on the continuum of policy development – operationalisation – implementation – outcomes – impact – and feedback to the policy level.

Phase III (April to July 2004): In this phase, the findings

and analysis of the preceding work will be reviewed, supplemented by additional research, as necessary, consolidated and synthesised into the final report, which is a major output of the evaluation along with the learning process of the evaluation. As part of the process of consolidation and synthesis, conclusions based on the actual findings and the hypotheses developed, are to be drawn and included in the report.

The methodologies to be applied in this evaluation will largely depend on the specific requirements of the different phases. It will therefore be part of the task of the contractor selected to provide detailed information on the methodologies which they intend to use.

Nevertheless, certain basic methodological approaches will need to be used in the context of this evaluation. They include:

- analysis and review of all relevant literature;
- interviews with different stakeholders;
- field visits to selected countries.

While still taking into consideration country specific aspects, the contractor should develop a methodological approach which guarantees the comparability of the country studies, as most of them will probably need to be conducted simultaneously. Furthermore, independent and well qualified local consultants should be involved as members of the evaluation teams during field missions to the maximum possible extent.

Special emphasis should be given to the overall approach of the evaluation. It should be designed in a way that allows for the utmost degree of transparency and participation throughout the evaluation process. Transparency and learning should also be at the centre of stakeholder workshops to be held at the beginning and, preferably, also at the end of each field study missions.

3. COUNTRY CASE STUDIES

3.1. SELECTION OF COUNTRY CASE STUDIES

During phase I of the evaluation, special consideration should be given to the thorough preparation of the country case studies, using a kind of funnel approach:

- elaboration of specific criteria for the final selection of country cases (out of the list proposed by the Steering Group);
- special country-related desk studies to elaborate "country profiles" as a basis for further narrowing down the number of cases potentially important for the evaluation;
- preparatory "impact overview studies" (with strong emphasis on beneficiaries/local impact) from a carefully selected, limited number of countries in order to gain better insight and provide a basis for the final selection for the country case studies and to sharpen the focus of the studies. The "impact overview studies" will serve as an input into the country case studies and

- the final synthesis report;
 - proposal for the final selection of up to eight country cases to be studied in greater detail by full international evaluation teams;
 - identification of key questions and elaboration of hypotheses, including a set of appropriate indicators;
 - drafting of the terms of reference for the country case studies (including the outline of the country reports).
- As part of the inception process, a final decision by the Steering Group will be taken on the country list.

3.2. COUNTRY REPORTS

The country reports of the evaluation teams have to follow the same structure to make results comparable and ensure coherence. The overall structure has to be developed by the contractor and agreed to by the Steering Group. However, evaluation teams will need to adapt the general structure to the specific country situation.

4. STEERING AND SUPERVISION

The evaluation process will be managed by a Steering Group (SG) that is in charge of overseeing the independent and professional conduct of the evaluation. A Management Group may be established.

Members of the Steering Committee are representatives of those member countries of WFP which contribute to the financing of the evaluation. In order to utilise as fully as possible the knowledge resting in the Secretariat and among the membership of the World Food Programme, the Director of the WFP Office of Evaluation is invited to sit on the Steering Group.

The tasks of the Steering Group are:

- to ensure overall guidance of the evaluation;
- to ensure the management of the evaluation process;
- to discuss and comment on draft reports;
- to take key decisions such as the selection of the contractor, the approval of the inception reports, the approval of Terms of Reference for the country studies and the synthesis report, approval of the phase one-report, of the country studies and of the synthesis report.

The Steering Group will work through electronic means and will meet at key junctures of the evaluation process in Bonn or Rome.

The results of the evaluation will be discussed with representatives of WFP. A follow-up of the evaluation will be initiated, in order to ensure as far as possible that key recommendations will be acted on.

5. FINANCING TERMS

Funds in support of this evaluation will be provided by the bilateral donors who have agreed to support this evalua-

tion, and they will be pooled. Germany has assumed responsibility for administering the pool of funds according to its normal rules and regulations.

6. TASKS OF CONTRACTOR

The contractor will assume the overall responsibility for designing and conducting the evaluation, which includes the following tasks in particular:

- ensure overall management of the evaluation;
- develop an overall work plan, and evaluation approach and methodology;
- develop an evaluation matrix, including a set of outcome and impact indicators;
- develop an evaluation instrument for phase I discussions with stakeholders, such as, for instance, a semi-structured questionnaire;
- conduct the desk study, including results of interviews at WFP and selected donor head-quarters, the country "impact overview studies" etc.;
- develop detailed terms of reference for each country case study on the basis of the framework terms of reference outlined above. While ensuring comparability, the country terms of reference should be sensitive to the country specific situation and identify the relevant priority issues in the area of food aid and development. The terms of reference will specify i) the specific background and objectives of the country study, ii) the approach and methodology to be used, iii) the tasks of the evaluation team members, including national/local experts, iv) the projected timetable, and v) the stakeholder workshop to be organised for the presentation and discussion of the results at country level at the end of the field visits;
- pre-select international and national/local evaluators for the country case studies, taking into consideration a good gender balance;
- conduct country case studies, including the preparation of inception reports, management of the evaluation field work, the country reports, and preparation and facilitation of in-country presentation workshops in April/May 2004;
- present and discuss the results of the country studies in the respective country (timing to be determined),
- draft the synthesis report and finalise it in light of the comments received by the Steering Group and other stakeholders;
- ensure regular and systematic communication and consultation with and between the Steering Group (and the Management Group, if established). Between meetings, the communication will be carried out predominantly by electronic means;
- establish and manage a special web site/electronic group for the evaluation;
- service and follow up workshops and meetings of the Steering Group (and Management Group, if established);
- manage the pooled financial contributions of donors, secure a cost-effective financial and administrative management of the evaluation, including keeping of

separate accounts and securing compliance with any conditions attached by donors to their contribution;

- ensure the quality management of the evaluation;
- provide inputs to the dissemination of the evaluation results. conduct country case studies, including the preparation of inception reports, management of the evaluation field work, the country reports, and preparation and facilitation of in-country presentation workshops in April/May 2004;
- present and discuss the results of the country studies in the respective country (timing to be determined),
- draft the synthesis report and finalise it in light of the comments received by the Steering Group and other stakeholders;
- ensure regular and systematic communication and consultation with and between the Steering Group (and the Management Group, if established). Between meetings, the communication will be carried out predominantly by electronic means;
- establish and manage a special web site/electronic group for the evaluation;
- service and follow up workshops and meetings of the Steering Group (and Management Group, if established);
- manage the pooled financial contributions of donors, secure a cost-effective financial and administrative management of the evaluation, including keeping of separate accounts and securing compliance with any conditions attached by donors to their contribution;
- ensure the quality management of the evaluation;
- provide inputs to the dissemination of the evaluation results.

With regard to the range and complexity of the tasks described above, the main contractor will be authorised to sub-contract work to other consultants, subject to prior written approval by the Steering Group.

7. SPECIFIC PRODUCTS OF THE EVALUATION

Steering Group – finalising the following documents to be submitted to the Steering Group:

- Inception report, including overall work plan and evaluation approach, evaluation matrix and proposal of up to eight countries for case studies (out of the preliminary list prepared at the Steering Group meeting in May 2003);
- Terms of reference for country studies, including an outline for the reports, and the translation into the official language of the countries visited;
- Report on phase I, i.e. desk study;
- Inception reports for country studies, and the translation into the official language of the countries visited;
- Country reports, and the translation into the official language of the countries visited;
- Outline for the synthesis report;
- Synthesis report of the evaluation;
- Presentations of draft reports at Steering Group meetings. Draft reports/documents have to be submitted in electronic versions.

The contractor will provide electronic versions of the final desk study, the final country reports and the final synthesis report in Word and Acrobat (pdf) format as well as 20 paper copies in each language.

ANNEX 2:

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THE FOLLOWING REFERENCE LISTS REFER TO THE MATERIALS CONSULTED DURING PHASE 1 AND PHASE 3 OF THE EVALUATION. SPECIFIC COUNTRY BIBLIOGRAPHIES ARE PRESENTED IN THE RESPECTIVE COUNTRY REPORTS.

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