

# **OFFICE OF EVALUATION WORK PROGRAMME**

**2014**



**Extracted from WFP Management Plan 2014-2016**

**Annex VII**

**(Approved by WFP Executive Board, Nov. 2013)**

**World Food Programme**

Rome, Italy

# Office of Evaluation Work Programme 2014

## Introduction

1. This annex sets out the proposed programme of evaluations and related work of the Office of Evaluation (OEV) for 2014, and outlines plans for 2015 and 2016. OEV supports WFP's efforts to achieve its Strategic Objectives by providing evidence of WFP's performance, which is used for accountability and learning, and to inform strategic debate and actions to be taken to replicate successes and correct mistakes. Evaluations inform all stakeholders of the relevance, effectiveness, impact and sustainability of WFP's policies, strategies and operations, and the efficiency of their implementation.
2. The United Nations Evaluation Group/Development Assistance Committee (UNEG/DAC) peer review of WFP's evaluation function – started in 2013 and to be reported to the Annual Session of the Board in 2014 – will mark a milestone for WFP's evaluation function and will influence OEV's programme for 2015 and 2016. Accordingly, space has been left in the outline plans for those years to enable OEV to respond to the peer review findings and recommendations. The peer review will assess progress made since the 2007 review, and will take account of recent contextual changes, such as developments in the United Nations system-wide arrangements for evaluation under the Quadrennial Comprehensive Policy Review (QCPR); the Inter-Agency Standing Committee's (IASC's) Transformative Agenda; WFP's new Strategic Plan (2014–2017); and the renewed emphasis on monitoring and evaluation (M&E) reflected in WFP's Framework for Action.

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## EVALUATION STRATEGY

3. The current evaluation strategy will continue through 2014, focusing OEV's core resources on its core programme of complex evaluations of multiple operations, strategy and policy. At the same time, in line with the renewed corporate emphasis on providing evidence and accountability for results under the new Strategic Plan and WFP's Framework for Action, OEV will intensify its work on evaluation of inter-agency and WFP humanitarian response and its support for management to establish WFP's decentralized evaluation function under the M&E strategy.
4. In addition, the series of single operation evaluations – added temporarily to OEV's strategy in 2013 – will continue for three years as planned. This series aligns with the M&E strategy and associated strengthening of WFP's business processes, including a new financing mechanism.
5. To facilitate organizational learning, utility and synergies, OEV will continue conducting evaluations in series where possible, with a synthesis report of each series. It will also continue conducting evaluations jointly with partner organizations where possible; investing in the dissemination of evaluation lessons and promoting their use; and engaging in international evaluation networks.

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## WORK PROGRAMME SUMMARY 2014

6. The OEV work programme for 2014 is based on the budget determined by WFP management. The non-staff element of the PSA budget available to OEV for its core work programme in 2014 remains at US\$3 million, the same as in 2013. The new financing mechanism for single-operation evaluations is based on project resources and will provide US\$3.7 million for 2014, an 82 percent increase over 2013. Accordingly, the number of single-operation evaluations is planned to increase from 11<sup>1</sup> begun in 2013 to 24 beginning in 2014.<sup>2</sup>
7. With the single-operation evaluation series – temporarily managed by OEV – total resources for all evaluations managed by OEV in 2014 account for 0.22 percent of WFP’s total forecast contributions income, an almost 10 percent increase over 2013. However, the PSA resources for OEV’s core work programme of complex evaluations accounts for 0.13 percent of WFP’s total forecast income for 2014, dropping from 0.14 percent in 2013.<sup>3</sup>
8. Demand for the complex evaluations covered by OEV’s core work programme continues to rise, as does the need and demand for technical evaluation support to build WFP’s evaluation function and enhance decentralized capacity as part of roll-out of the M&E strategy.
9. Taking into account the resources available, the recent contextual developments noted above, and timing/utility considerations, priorities established in earlier provisional plans discussed with WFP management, the Board and other stakeholders have shifted as summarized below.<sup>4</sup>
10. In 2014 new work will begin on:
  - supporting establishment of WFP’s decentralized evaluation function;
  - enhancing inter-agency humanitarian evaluation under the IASC, focusing on Level 3 emergencies in the Humanitarian Programme Cycle, including a possible evaluation of the response to the Syrian crisis; and
  - assessing the current conduciveness to evaluation of the new Strategic Plan 2014–2017, to lay the foundations for full evaluation at the end of the Management Plan period.
11. The following changes have been made to OEV’s provisional core programme of evaluations:<sup>5</sup>
  - The start of the series of impact evaluations on moderate acute malnutrition (MAM) has been postponed from 2014 to 2015.

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<sup>1</sup> Including one regional operation that covers several countries.

<sup>2</sup> Set to increase to 30 in 2015, in line with the target of the 2008 evaluation policy.

<sup>3</sup> The first decrease since 2009.

<sup>4</sup> As noted above, to enable flexibility for response to the UNEG/DAC peer review, no new topics have been added to the outlook for 2015 and 2016 beyond those included in the Management Plan (2013–2015).

<sup>5</sup> As cited in the Outlook section of Annex III of the Management Plan (2013–2015) and/or discussed in the Annual Consultation on Evaluation in May 2013.

- The scope of the nutrition policy evaluation – requested by the Board for reporting in 2015 – will be limited to the quality of the policy and its implementation arrangements. An evaluation of the policy’s results will be carried out in 2016, on completion of the MAM impact evaluation series.
  - Rather than through a stand-alone evaluation, WFP’s work on urban food insecurity will be assessed as a specific topic in the three remaining strategic evaluations of emergency response and preparedness (see paragraphs 19 and 20) and the cash and vouchers policy evaluation (see paragraph 15).
12. This means that while overall evaluation coverage will increase moderately in 2014 through single-operation evaluations towards full compliance with WFP evaluation policy, OEV’s core programme of complex evaluations will not. In 2013, seven evaluations continued from 2012 and ten new ones began, totalling 17 ongoing evaluations. This figure will drop to 13 evaluations under way in 2014 – eight new ones and five continuing from 2013. Early plans for 2015 include two evaluations continuing from 2014 and nine new starts.
13. Table A.VII.1 provides an overview of OEV’s work programme by year and evaluation type. Single-operation evaluations are shown separately from OEV’s core work programme because WFP management is expected to assume responsibility for these evaluations in the medium term, consistent with the M&E strategy and the evaluation policy on decentralized evaluations.

**TABLE A.VII.1: OFFICE OF EVALUATION WORK PROGRAMME SUMMARY 2014–2016<sup>6</sup>**

Type	2014 (Board session)	2015 (Board session)	2016 (Board session)
<b>Policy</b>	<i>Continued from 2013:</i> <ul style="list-style-type: none"> <li>• Gender (1/14)</li> </ul> <i>New starts:</i> <ul style="list-style-type: none"> <li>• Cash and vouchers (1/15)</li> <li>• Nutrition</li> </ul>	<i>Continued from 2014:</i> <ul style="list-style-type: none"> <li>• Nutrition (2/15)</li> </ul> <i>New starts:</i> <ul style="list-style-type: none"> <li>• HIV/AIDS</li> </ul>	<i>Continued from 2015:</i> <ul style="list-style-type: none"> <li>• HIV/AIDS</li> </ul> <i>New starts:</i> <ul style="list-style-type: none"> <li>• Capacity development</li> </ul>
<b>Strategic</b>	<i>Continued from 2013:</i> <ul style="list-style-type: none"> <li>• WFP’s use of pooled funds (2/14)</li> <li>• Global Food Security Cluster (2/14)</li> <li>• Purchase for Progress (P4P) (2/14)</li> </ul> <i>New starts:</i> <ul style="list-style-type: none"> <li>• Preparedness and Response Enhancement Programme (PREP) (1/15)</li> <li>• Renewed Efforts Against Child Hunger and Undernutrition (REACH)</li> </ul>	<i>Continued from 2014:</i> <ul style="list-style-type: none"> <li>• REACH (2/15)</li> </ul>	<i>To be planned after peer review of WFP’s evaluation function</i>

<sup>6</sup>Excluding other evaluation-related activities.

**TABLE A.VII.1: OFFICE OF EVALUATION WORK PROGRAMME SUMMARY 2014–2016<sup>6</sup>**

Type	2014 (Board session)	2015 (Board session)	2016 (Board session)
<b>Country portfolio</b>	<i>New starts:</i> <ul style="list-style-type: none"> <li>Uganda (2/14)</li> <li>Democratic Republic of the Congo (2/14)</li> <li>Country to be determined (1/15)</li> <li>Indonesia (1/15)</li> </ul>	<i>New starts:</i> <ul style="list-style-type: none"> <li>Iraq (2/15)</li> <li>Central African Republic (2/15)</li> <li>United Republic of Tanzania (2/15)</li> </ul>	<i>To be planned after peer review</i>
<b>Regional portfolio</b>	<i>Continued from 2013:</i> <ul style="list-style-type: none"> <li>Central America (A/14)</li> </ul>		<i>To be planned after peer review</i>
<b>Impact</b>	<i>No new starts</i>	<i>New starts:</i> Moderate acute malnutrition: <ul style="list-style-type: none"> <li>Country 1</li> <li>Country 2</li> <li>Country 3</li> <li>Country 4</li> <li>Country 5</li> </ul>	<i>Continued from 2015:</i> Moderate acute malnutrition: <ul style="list-style-type: none"> <li>Country 1 (1/16)</li> <li>Country 2 (1/16)</li> <li>Country 3 (1/16)</li> <li>Country 4 (A/16)</li> <li>Country 5 (A/16)</li> </ul>
<b>Total core programme</b>	<b>Continued from 2013 = 5 New starts = 8</b>	<b>Continued from 2014 = 2 New starts = 9</b>	<b>Continued from 2015 = 3 New starts = 1</b>
<b>Evaluation syntheses</b>	<ul style="list-style-type: none"> <li>Impact of food for assets on livelihood resilience (A/14)</li> <li>Single-operation evaluations 2013 and 2014</li> <li>Annual Evaluation Report 2013 (A/14)</li> </ul>	<ul style="list-style-type: none"> <li>Strategic evaluation series: Emergency preparedness and response (A/15)</li> <li>Urban response (A/15)</li> <li>Single-operation evaluations 2014 and 2015</li> <li>Annual Evaluation Report 2014 (A/15)</li> </ul>	<ul style="list-style-type: none"> <li>Impact evaluation series: MAM programming</li> <li>Single-operation evaluations 2015 and 2016</li> <li>Annual Evaluation Report 2015 (A/15)</li> </ul>
<b>Other</b>	<ul style="list-style-type: none"> <li>WFP evaluation peer review (A/14)</li> </ul>	<ul style="list-style-type: none"> <li>Capacity development – meta-evaluation</li> <li><i>(tbc) Response to the Syrian crisis</i></li> </ul>	
<b>Operations</b>	<ul style="list-style-type: none"> <li>1<sup>st</sup> batch of 11 continued from 2013</li> <li>2<sup>nd</sup> batch of 24 begun</li> </ul>	<ul style="list-style-type: none"> <li>2<sup>nd</sup> batch of 24 continued from 2014</li> <li>3<sup>rd</sup> batch of 30 begun</li> </ul>	<ul style="list-style-type: none"> <li>3<sup>rd</sup> batch of 30 completed</li> </ul>

## WORK PROGRAMME DETAILS 2014

### Policy Evaluations

14. Based on the Board-approved "WFP Policy Formulation 2011" (WFP/EB.A/2011/5-B), the annual WFP Policy Compendium guides the policy evaluation cycle, including the planning of an evaluation from four to six years after a policy is adopted. Major questions addressed by policy evaluations concern the policy's quality, including its consistency and relevance both within and outside WFP relevance, compared to international good practice and other benchmarks; its effects, implementation and results; and how these have been achieved. The following are new starts for 2014.
15. *Cash and vouchers*. This evaluation is a high priority in the 2014 programme. The use of cash and vouchers represents one of WFP's most significant strategic shifts, with plans to provide 40 percent of WFP assistance in the form of cash or vouchers by 2015. The evaluation will focus on the quality, implementation arrangements and results of the policy, building on evidence accumulated by WFP's Policy Division since 2009 and the Cash for Change Unit.
16. *Nutrition*. WFP's nutrition policy, approved by the Board in 2012, supersedes the more narrowly scoped 2004 policies. An evaluation would normally take place between 2016 and 2018, but when approving this policy, the Board requested an evaluation report in 2015. Because it is too early to assess results in full, and with limited resources available in 2014 (see paragraphs 6 to 11), this evaluation will focus on the quality of the policy itself, including assessing its implementation arrangements and conduciveness to evaluation. In 2016, evidence from the impact evaluations of WFP's work on MAM, and other evaluations, will feed into a supplementary evaluation of the policy results.
17. *Capacity development (Outlook for 2015 and 2016)*. Pending a full evaluation of WFP's policy on capacity development in 2016, OEV will conduct a "meta-evaluation" synthesizing relevant lessons that have emerged from recent evaluations.

### Strategic Evaluations

18. Recognizing that WFP is an evolving organization, strategic evaluations analyse new corporate priorities and systemic, cross-cutting issues that shape WFP's ways of working. They assess performance in the selected area, and the factors that affect WFP's ability to work as intended, rather than assessing a particular policy or programme.
19. A series of three strategic evaluations on different dimensions of *emergency preparedness and response* will be concluded in 2014; two of these evaluations started in 2013. To inform WFP's strategic direction and enhance effectiveness, the series will take account of the changing context affecting urban and rural populations; complex conflicts, rapid shocks and slow-onset emergencies involving increasing numbers of humanitarian actors; and the international humanitarian architecture and its Transformative Agenda.
20. The evaluations will examine aspects of WFP's emergency preparedness and response from various perspectives, selected through a consultative process. A synthesis of common themes and findings will be produced, together with a synthesis dedicated to findings on urban food insecurity.
21. *Joint FAO/WFP Global Food Security Cluster*. Conducted jointly with FAO's Office of Evaluation, this evaluation will assess the value added and effectiveness of this jointly led

cluster. It will increase understanding of the international response architecture and provide opportunities for learning across two of the Rome-based agencies.

22. *WFP's use of pooled funds for humanitarian preparedness and response.* This evaluation will analyse the use and benefits of pooled funds in WFP's preparedness and response, including its work with implementing and coordination partners. The funds examined include the Central Emergency Response Fund, emergency response funds and the common humanitarian fund.
23. *Preparedness and Response Enhancement Programme.* PREP is a cross-cutting initiative to develop WFP's new response model for large-scale emergencies. The evaluation will assess progress in adapting capacity, systems, guidelines, services and partnerships for responding in increasingly unpredictable and challenging environments, in the context of WFP's shift from food aid to food assistance.
24. Strategic evaluations will also be conducted on two global WFP initiatives:
  - *Purchase for Progress pilot project 2008–2013.* This final evaluation will draw on the P4P programme's in-built M&E system to generate a much stronger evidence base than is commonly available in WFP. The evaluation is categorized as strategic because of P4P's wide operational reach, innovative approach of building on existing WFP operations for enhanced developmental impact, and implications for WFP's future strategy in areas such as procurement, capacity development, partnerships and M&E.
  - *The United Nation's Renewed Efforts Against Child Hunger and Undernutrition.* Begun in 2011, the REACH initiative aims to improve nutrition governance and programming to enhance nutrition outcomes. This evaluation is of strategic interest because of WFP's leading role in the multi-partner REACH framework. It will provide further insights into WFP's partnership work in nutrition programming and its capacity to address long-term hunger, both of which were emphasized in recent strategic evaluations of the shift from food aid to food assistance. The evaluation will complement other evaluations of WFP's increasingly important nutrition portfolio.

## **Country portfolio evaluations**

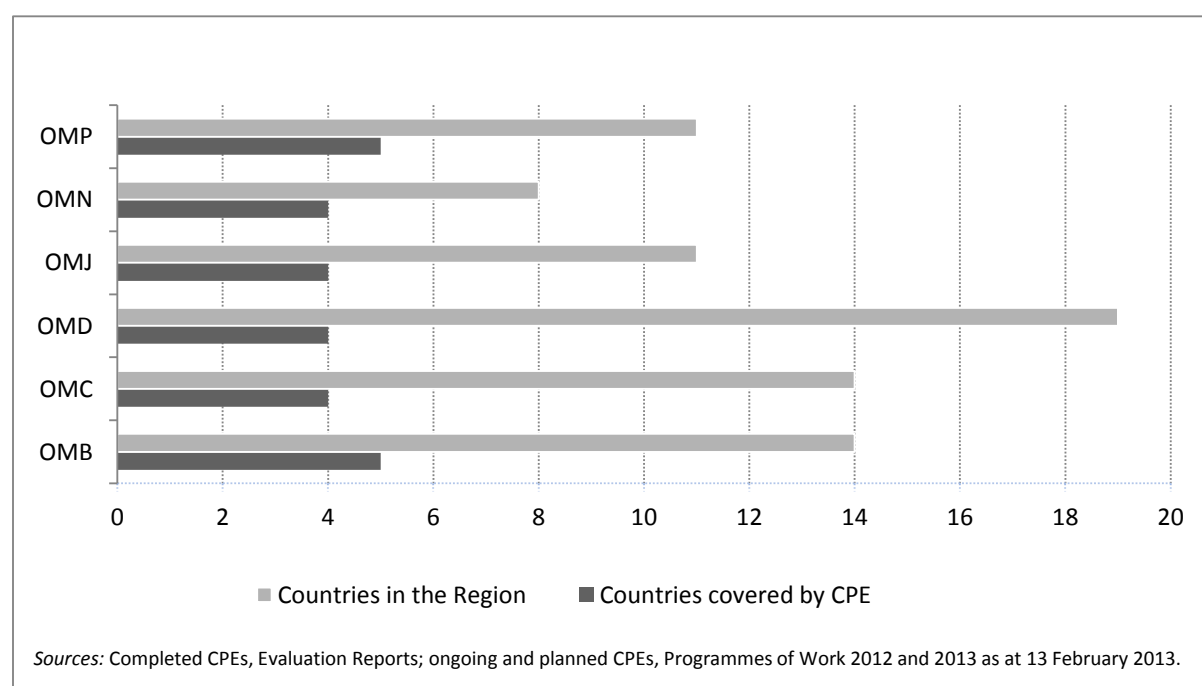
25. Introduced in 2009, country portfolio evaluations (CPEs) cover all the WFP operations in a country over a given period, typically three to five years. They are planned as both a corporate accountability instrument and a learning tool to inform future country strategy and operations, often in the context of Delivering as One, UNDAF and other United Nations reform initiatives. Countries are selected on the basis of regional balance, portfolio size, range and previous evaluation coverage in each country. CPEs use a standard set of evaluation questions to assess WFP's strategic positioning and alignment with national and international strategies and partners, the factors in and quality of WFP's strategic choices, and the portfolio performance and results.
26. By 2015, a total of 25 CPEs will have been conducted since 2009 – including a regional portfolio evaluation in Central America. Table A.VII.2 and Figure A.VII.1 provide statistics on CPE coverage, which has, with some exceptions, been reasonable in terms of regional presence, portfolio value, beneficiary numbers and number of operations. However, based on the average number of CPEs conducted each year and the total number of WFP country offices, the frequency of country office coverage is currently about 20 years.

27. Plans for beyond 2015 will be developed following the peer review and revision of the CPE selection criteria. Plans will aim to reach optimum evaluation coverage, considering wider factors such as overall evaluation priorities and needs; the new single-operation evaluations series; WFP's approach to country strategy documents; United Nations system-wide developments, especially in relation to the QCPR and joint UNDAF evaluations; and the potential for new approaches, such as regional portfolio evaluations to improve the evaluation coverage of small country portfolios.

<b>TABLE A.VII.2: COUNTRY PORTFOLIO EVALUATION COVERAGE, BY REGION</b>						
	<b>OMB</b>	<b>OMC</b>	<b>OMD</b>	<b>OMJ</b>	<b>OMN</b>	<b>OMP</b>
% of US\$ value of portfolio	44	49	56	62	44	87
% of operations	39	50	31	42	42	62
% of reported actual beneficiaries	26	73	49	64	93	74
% of countries	36	29	21	36	50	45

Sources: % of US\$ value of portfolio and % value of operations: conducted CPEs from evaluation reports; ongoing and planned CPEs from operational programme of work 2012 and 2013, as at 13 February 2013.  
 % of reported actual beneficiaries: Dacota 201.  
 % of countries: OEV database.

**Figure A.VII.1: Country Portfolio Evaluations by Region, 2009–2015**



## Impact evaluations

28. A significant element of OEV's evaluation strategy is improving assessment of the outcomes and impact of WFP's work on people's lives. Impact evaluations are intended to help improve WFP's accountability to beneficiaries, programming of individual operations, and future policy and strategy in the programme area evaluated. The evaluations usually apply mixed methods to assess a programme area across several countries, covering several operations over several years to ensure sufficient time for lasting change to occur. Selection is



guided by principles of utility, contribution to knowledge gaps, and feasibility of evaluating the activity.

⇒ *Impact evaluations 2014*

29. More than 50 percent of WFP's programme of work aims to address the risks arising from natural disasters and their impact on food security, making the ongoing series of evaluations of the impact of food for assets on livelihoods resilience relevant to WFP strategy as well as to specific operations. In 2014, a synthesis report will be prepared on the evaluations conducted in 2013 in Bangladesh, Guatemala, Nepal, Senegal and Uganda. Following up on a recommendation from the 2009 strategic evaluation of the effectiveness of livelihood recovery interventions, this series will provide further analysis of impact, especially the role of food assistance in recovery processes and people's own efforts to build stronger livelihoods.

⇒ *Impact evaluations 2015 (outlook)*

30. *Moderate acute malnutrition.* OEV will begin a new series of impact evaluations of WFP's interventions to address MAM. These evaluations will complement ongoing research and M&E by WFP management by addressing knowledge gaps in programming.
31. The series will evaluate the contribution of WFP nutrition activities to wider programming objectives in selected operational settings. In addition to the direct contribution to nutrition outcomes, evaluations may also cover WFP's contributions to complementary health service interventions, the technical capacity of partners and health and nutrition service providers, and improvements in the policy and fiscal environment that support these services. Focus on these higher-level results is appropriate in complex interventions, which involve many inter-relating factors, rather than a simple single cause-effect relationship.
32. WFP focuses MAM interventions in 23 countries with high burdens of malnutrition, differentiated by diverse national capacities and contexts. Selection will be based on this initial list. A synthesis of the series will be completed in 2016.

### **Single-Operation Evaluations and the Decentralized Evaluation Function**

33. Single-operation evaluations focus on the effectiveness and efficiency of a single operation in achieving its objectives and complying with international and WFP norms and standards, examining the adequacy of the operation's design, implementation and results.
34. The 2008 evaluation policy envisaged a mix of OEV and decentralized management for single-operation evaluations. However, for several reasons, the coverage achieved through this approach was unsatisfactory. In OEV's longer-term vision, decentralized evaluations will become the main tool for single-operation evaluations of sufficient number and quality to provide robust evidence on the performance and results of WFP operations alongside other initiatives. However, it will take time to achieve decentralized evaluations of the necessary quantity and quality, so interim measures are required.
35. With the enhancement of M&E capacity at both the Headquarters and regional levels – as part of the M&E strategy roll-out – and the establishment of a special account providing the necessary resources, OEV launched a new series of 11 single-operation evaluations in 2013. This series will be scaled up to 24 evaluations in 2014 and 30 in 2015. An annual synthesis of findings will be presented to the Board, at the second session in the first year, and alongside the Annual Evaluation Report thereafter.

36. In 2014, OEV will intensify its technical support to and collaboration with the Performance Management and Monitoring Division (RMP) and Regional Bureaux on strengthening WFP's decentralized evaluation capacity, systems and structures under the M&E strategy and related initiatives.
37. Evaluation of WFP's Syrian operations will not be decentralized because of the level 3 corporate emergency. OEV retains responsibility for evaluation of this response in a manner consistent with agreements reached in inter-agency humanitarian fora. Ongoing discussions include appropriate timing.

### **Evaluation of the Strategic Plan 2014–2017**

38. Based on previous experience and the demand arising from the 2012 QCPR, in 2014, OEV will conduct an assessment of the new Strategic Plan's conduciveness to evaluation,<sup>7</sup> taking into account the accompanying Strategic Results Framework and recent improvements in WFP's performance measurement system. This assessment will identify major conceptual and implementation challenges to be addressed in the early stages of the plan's implementation, to facilitate effective monitoring, reporting and, later, evaluation of WFP's overall performance against its Strategic Plan.

### **Other OEV Evaluation-Related Activity in 2014 and Beyond**

⇒ *Engagement with the international evaluation system*

39. The IASC Humanitarian Programme Cycle of the Transformative Agenda now incorporates triggers for inter-agency humanitarian evaluation in addition to the real-time operational review, and is expected to exert significant influence on inter-agency humanitarian evaluation in future. OEV will engage in dialogues on these issues and in specific evaluations by the United Nations Office for the Coordination of Humanitarian Affairs when they concern WFP priorities, particularly concerning the Syrian response. Evaluation is receiving increasing attention throughout the United Nations system, most recently with the QCPR resolution requesting the Joint Inspection Unit to review evaluation capacity across the United Nations, and the development of a policy for system-wide evaluation.
40. Wherever appropriate and feasible, evaluations will be carried out jointly. The joint Food Security Cluster evaluation is under way with FAO, and future possibilities in the MAM impact evaluations will be examined as planning proceeds. A recent joint statement of intent among the evaluation offices of the Rome-based agencies is expected to enhance collaboration on the planning, conduct and dissemination of evaluations.
41. The Office of Evaluation will continue to represent, benchmark and update its approach through engagement with international professional networks including:
  - UNEG – of which the OEV Director is currently vice-Chair – and its task forces on evaluation norms and standards, gender and joint evaluations;
  - humanitarian evaluation networks such as the Active Learning Network for Accountability and Performance in Humanitarian Action, on which OEV serves as a member of the Steering Group, and the IASC's evaluation steering group; and

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<sup>7</sup> Such an assessment reviews whether objectives are adequately defined and results sufficiently verifiable to enable credible and reliable evaluation.

- impact evaluation networks, such as the Network of Networks on Impact Evaluation and the International Initiative for Impact Evaluation.

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## **EVALUATION DISSEMINATION AND UTILIZATION**

42. The Office of Evaluation will continue to add value to evaluation through products such as evaluation briefs and syntheses that diversify ways of disseminating the knowledge generated.
43. Supported by recent updates to its standard operating procedures and quality assurance system, OEV will facilitate the use of evaluations in decision-making through improved evaluation design incorporating plans for evaluation use; stakeholder consultations, participation and communications; and joint reflection on findings and recommendations during the evaluation process. OEV will increase its exploitation of opportunities for wider dissemination to enhance the use of evaluation in international and inter-agency policy and practice. Other tools and approaches will be considered in the light of the peer review.

### **Enhancing Evaluation Quality**

44. Updates to OEV's evaluation quality assurance system – such as those on gender and efficiency – will be applied to new evaluations, including single-operation evaluations, in 2014. Guidance and quality assurance for single-operation evaluations will also be relevant for decentralized evaluations. Additional measures may be developed to address peer review findings.

### **Review of WFP's Evaluation Function**

45. As noted in the introduction, the UNEG/DAC peer review will assess overall progress since 2007, making recommendations to help ensure that WFP's evaluation function is fully fit for purpose, given the internal and external contextual changes. A management response will be prepared and follow up will begin in 2014.