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Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts

Annexes Volume II

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VIII. Staff, Partner, and Other External Stakeholder Surveys

1. About the Surveys

1. The online surveys targeted three stakeholder groups: WFP employees, WFP cooperating partners, and external stakeholders (other United Nations organizations, donors, and humanitarian organizations who are not cooperating partners of WFP). The survey was open from 23 August to 8 October 2017, and respondents could choose between an Arabic, an English, and a French version. The full questionnaire can be found at the end of this Annex.

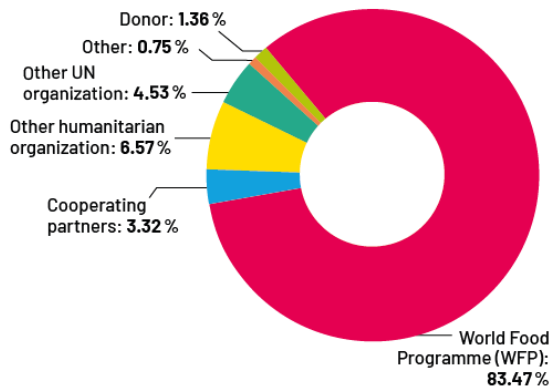
2. The evaluation team and WFP Office of Evaluation sent the survey invitation and one reminder via email to 11,612 WFP staff members in the 65 countries with WFP emergency operations, and to 1,237 cooperating partners and external stakeholders. To reach a broader range of WFP cooperating partners and other humanitarian organizations, the International Council of Voluntary Action (ICVA) and InterAction kindly agreed to share the survey invitation with their members. The evaluation team also asked some previous cooperating partner interviewees to share the survey link with colleagues in their organization.

2. Respondent Profile

3. The survey garnered 1,325 respondents, of which 1,106 were WFP staff (a response rate of 9.5 percent), 87 were cooperating partner staff, and 132 were external stakeholders. The external stakeholder category included donors, other United Nations organizations, humanitarian organizations who are not cooperating partners of WFP, and other organizations. Of the respondents, 30.7 percent were women, 69.1 percent were men, and 0.2 percent identified as non-binary. The charts below show an overview of respondents' organizational affiliation, their length of employment, as well as the staff category of WFP respondents.

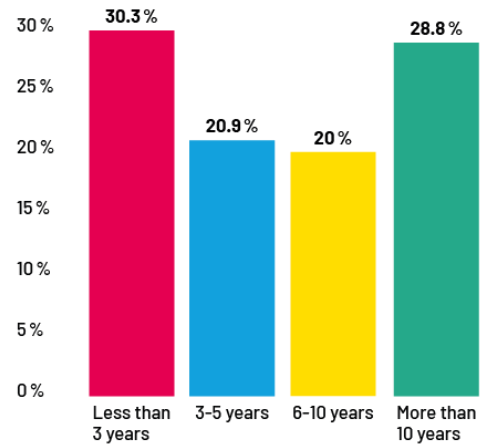
Figures 1 and 2: Affiliation of respondents and length of employment

Which organization do you work with?



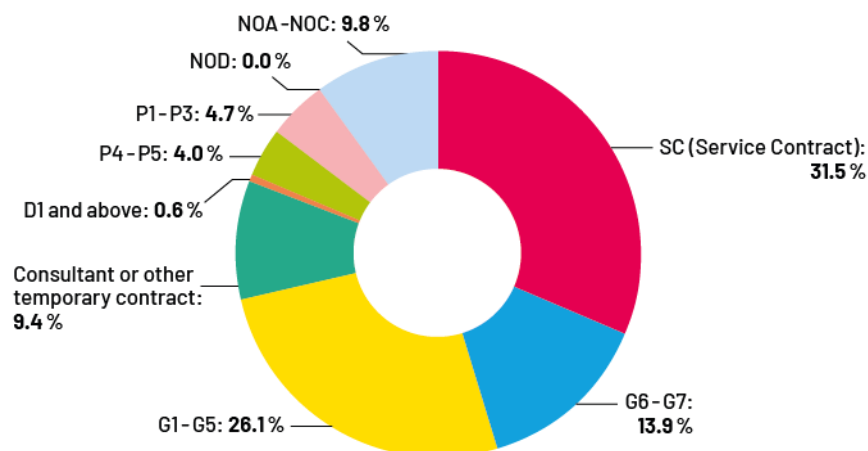
All respondents, n=1325

How long have you been working with your current organization?



All respondents, n=1325

Figure 3: Staff category of WFP respondents



All respondents, n=1093

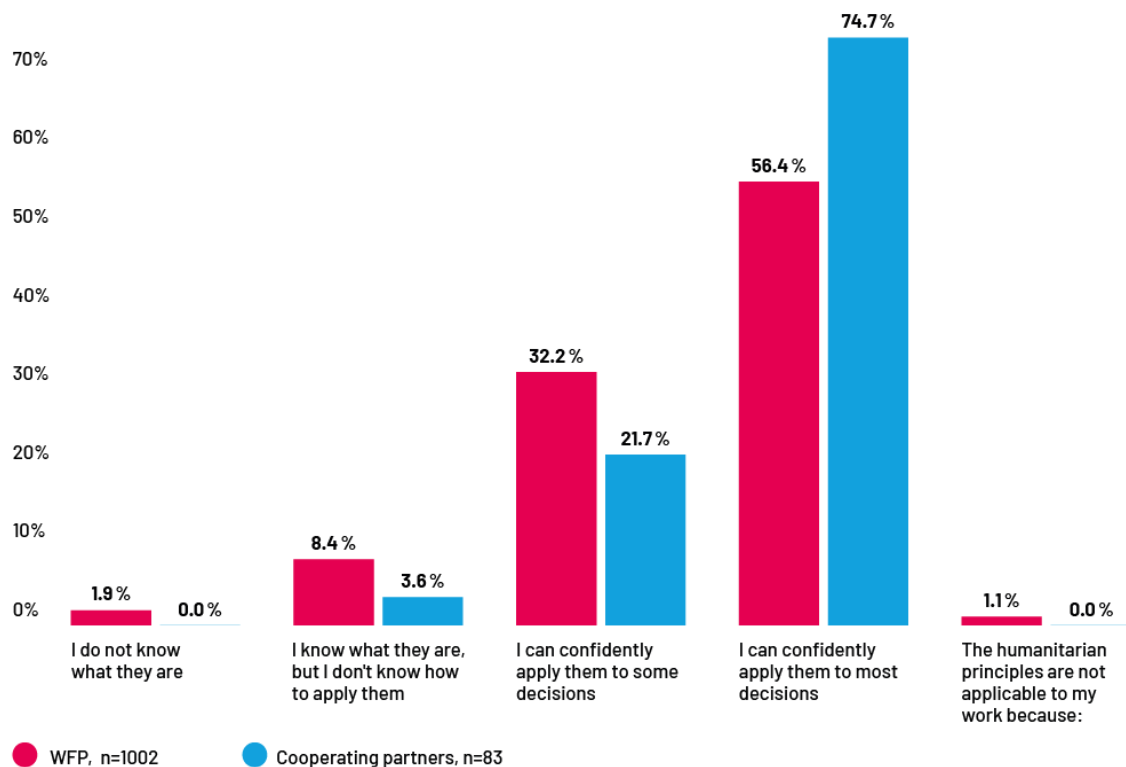
4. Disaggregation of results: The team ran a disaggregated analysis by gender category for all respondents, and additionally by staff level for WFP respondents (management staff (P4 and above) versus non-management staff (all other categories)). The results mostly showed very small differences between the answers of men, women, and non-binary respondents. Women respondents tended to respond more often that they were unable to answer a question based on their experience. Differences between staff levels were more frequent. Disaggregated analysis is included below for each question with significant variances between both staff seniority level and gender group.

Humanitarian Principles

3. Understanding of the Humanitarian Principles

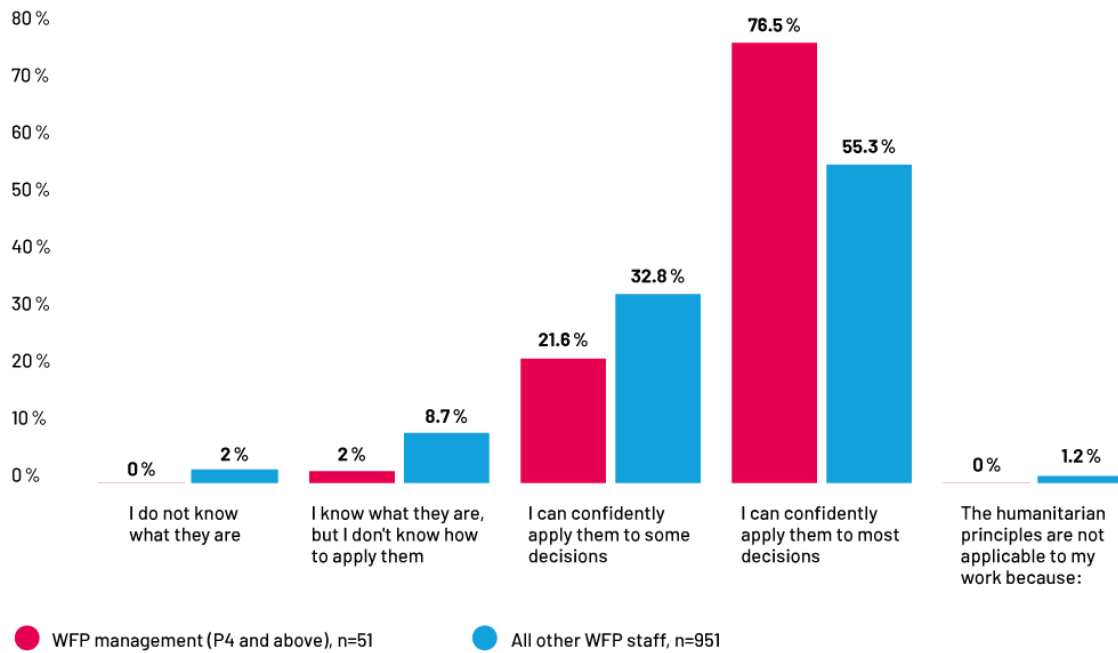
5. WFP staff and cooperating partners were asked to judge their understanding of the humanitarian principles. In addition, all respondents rated (other) WFP staff's understanding. Cooperating partner staff were more confident about their understanding of the humanitarian principles than WFP staff. Among the WFP respondents, 10.3 percent said that they do not know the humanitarian principles or do not know how to apply them. Among cooperating partner staff, it was only 3.6 percent.

Figure 4: WFP staff and cooperating partner responses to: "How well do you understand the humanitarian principles?"



6. As expected, the 51 management level respondents (P4 and above) rated their self-understanding of the humanitarian principles much higher than other staff. Among managers, 76.5 percent felt that they could confidently apply them to most decisions, compared to 55.3 percent among all other staff.

Figure 5: WFP staff level responses to: “How well do you understand the humanitarian principles?”



7. The self-perception of WFP staff was much better than how others rate their understanding. External perceptions of WFP staff – by other WFP staff, cooperating partners, and external partners - show similar patterns. Only 33.4 percent of WFP staff think that their colleagues are able to confidently apply the principles to most decisions. And, while only 10.3 percent of WFP staff admit that they do not know the humanitarian principles or do not know how to apply them, a striking 22.9 percent assume the same of their colleagues. Among WFP respondents, 13.1 percent (7.8 percent among managers) say that they are not able to judge the understanding of their colleagues. This points to a lack of discussion about the humanitarian principles within WFP.

Figure 6: Perception of other WFP staff's understanding of the humanitarian principles by level

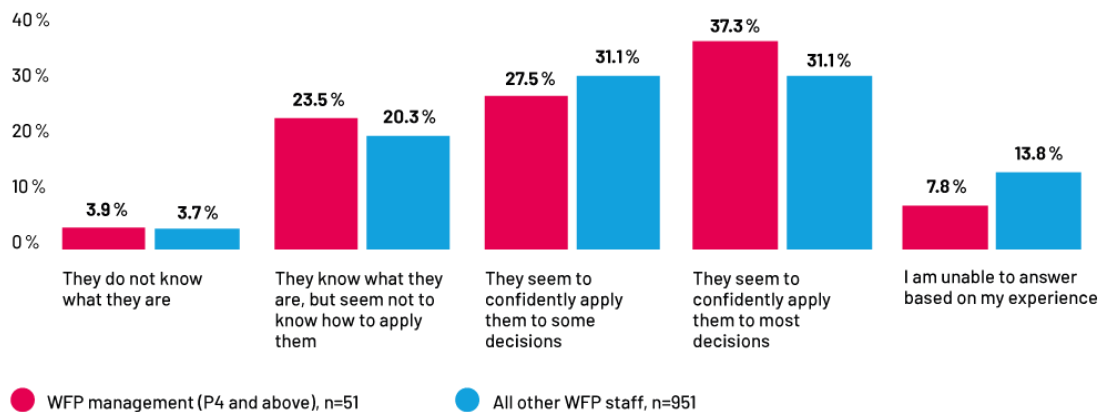
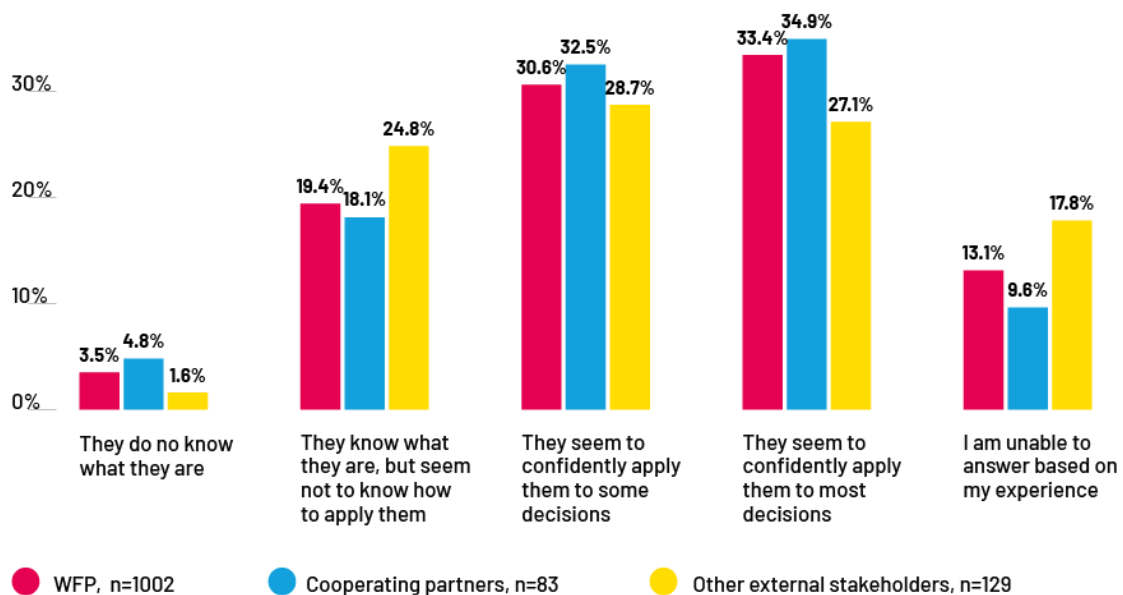


Figure 7: Perception of (other) WFP staff's understanding of the humanitarian principles by stakeholder group



8. Respondents shared both positive and negative views on WFP staff understanding of the humanitarian principles in comments.

4. Measures to Strengthen Staff Understanding of Humanitarian Principles

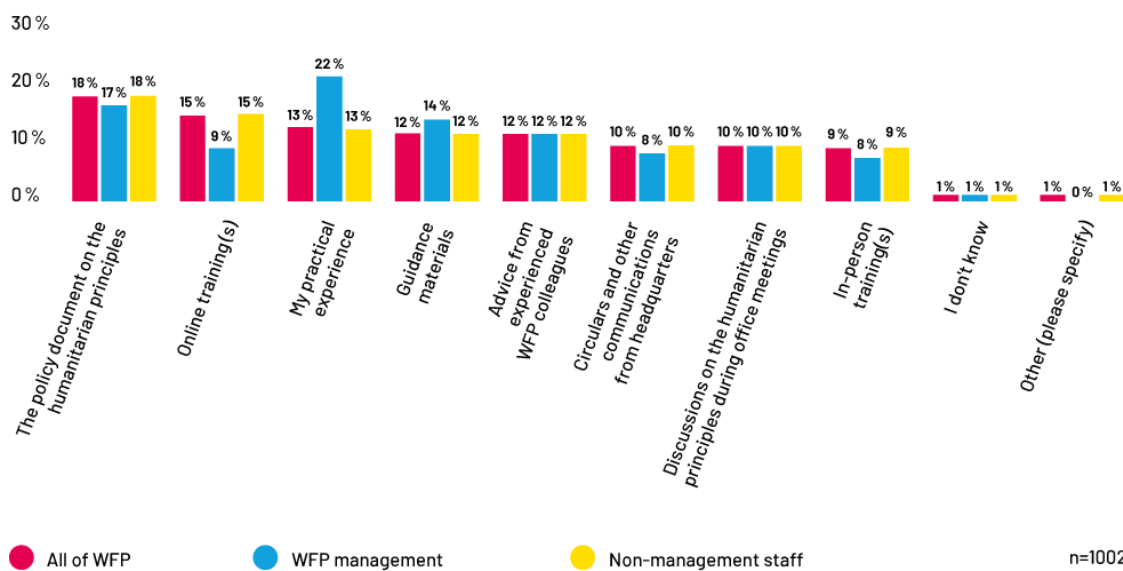
9. The survey asked respondents what was most helpful to them to know how to apply the humanitarian principles, selecting up to three from a list of eight measures (and one "other" option). All measures were given a certain level of importance, with mentions ranging between 9.2 percent and 18.2 percent of total responses. None was dismissed as unimportant. A plurality of respondents identified the policy document on the humanitarian principles as helpful (18.2 percent). This is interesting because the policy document itself does not offer any guidance on how to apply the humanitarian principles. The responses differ according to staff level. To WFP management (P4 and above), their experience is most helpful (21.7 percent), followed by the policy document (16.7 percent), and guidance materials (14.2 percent). Fewer respondents identified discussions during office meetings and in-person trainings as useful. This could be explained by

the fact that only a few staff participate in in-person training, and few WFP offices discuss the application of principles in meetings (see separate analysis below). Several WFP respondents commented on the importance of training, or recommended more training.

10. Women and men identified different things as most important. Women found discussions on the humanitarian principles during office meetings (25.2 percent) more important than circulars and communications from headquarters (18.5 percent), whereas men found circulars (24.0 percent) more important than office discussions (19.1 percent). Men respondents also attached more importance to their practical experience (35.1 percent) than women respondents (30.6 percent); and sought more advice from experienced colleagues (31.1 percent, versus 26.1 percent for women).

11. Among the 24 respondents who identified other things as most helpful, 7 referred to their experience with a different humanitarian organization, 5 to guidance or inspiration from their supervisor, and 4 to external training.

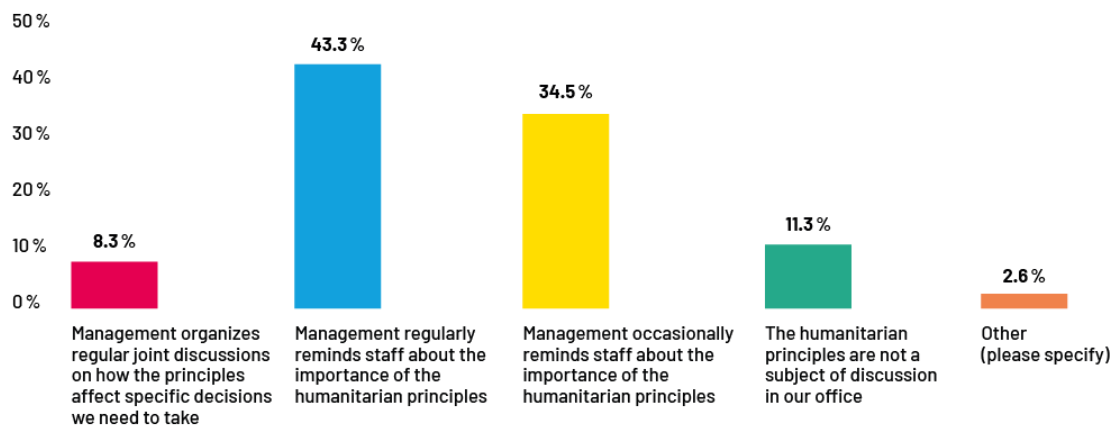
Figure 8: WFP staff responses to: “What was most helpful for you to know how to apply the humanitarian principles? (Please choose up to three answers)”



12. Asked to what extent office management treats the humanitarian principles as a priority, only 8.3 percent of WFP respondents indicated that there are regular joint discussions on how the principles affect specific decisions. Most receive reminders from management on the importance of the humanitarian principles either regularly (43.3 percent) or occasionally (34.5 percent). Of the respondents, 11.3 percent answered that the humanitarian principles are not a subject of discussion in their office. A brief analysis of these respondents’ backgrounds suggests that this concerns at least 17 different operations (10 respondents chose not to specify their country).

13. There was no general answer pattern among those selecting “other” as an answer (2.6 percent). Eight respondents mentioned occasional discussions, irregular reminders, or sporadic refresher workshops. Three respondents referred to posters on the humanitarian principles being hung in their meeting rooms. Two respondents felt that the humanitarian principles were a given and there was no need for discussion, and two respondents did not see the operational relevance of discussing the principles.

Figure 9: WFP staff responses to: “To what extent does your office management treat the humanitarian principles as a priority?”



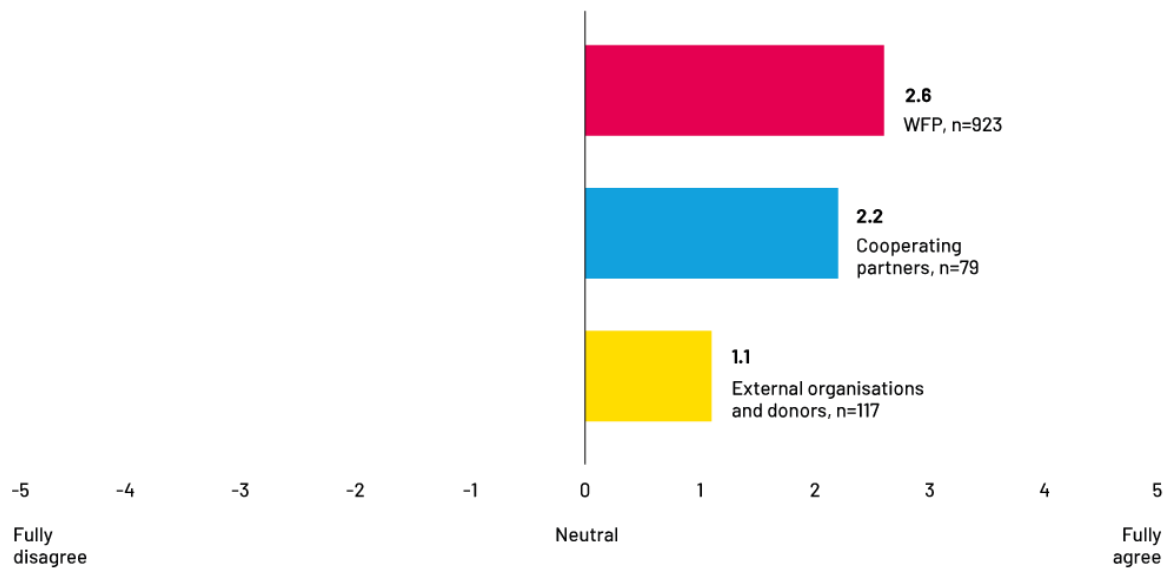
WFP staff, n=949. Headquarters staff referred to their most recent field position.

5. Role of Humanitarian Principles in WFP and in Partnerships

14. Respondents were asked to what extent they agree with a series of statements on application of the humanitarian principles by WFP, positioning themselves on an 11-step slider scale between “fully disagree” (-5), “neutral” (0), and “fully agree” (+5).

15. Asked if they agree that it is clear what the humanitarian principles mean for WFP in practice, WFP respondents on average positioned themselves in the middle between “neutral” and “fully agree” (value: +2.6). While the practical application is therefore not entirely clear to all staff, 51.7 percent of WFP respondents positioned themselves at the top of the scale (+4; +5), and only 5.4 percent at the very bottom (-4; -5). The level of agreement varied between stakeholder groups. On average, WFP respondents agreed more strongly that it is clear what the humanitarian principles mean for WFP in practice (+2.6) than cooperating partners (+2.2) and external stakeholders (+1.1).

Figure 10: Average level of (dis)agreement with: “It is clear what the humanitarian principles mean for WFP in practice”



16. Two statements related to the role of the humanitarian principles in the relationship with cooperating partners. On average, WFP staff (+2.7) and cooperating partners (+2.4) agree that the humanitarian principles are an important criterion for selecting cooperating partners, whereas external stakeholders view the question more neutrally (+0.4 percent). WFP and cooperating partner respondents were also asked to what extent they agree that WFP and its cooperating partners regularly discuss the humanitarian principles and their application. There, the average level of agreement was lower than with the previous question, at +1.9 for cooperating partners, and +1.5 for WFP staff.

Figure 11: Average level of (dis)agreement with: “The humanitarian principles are an important criterion for selecting WFP cooperating partners”

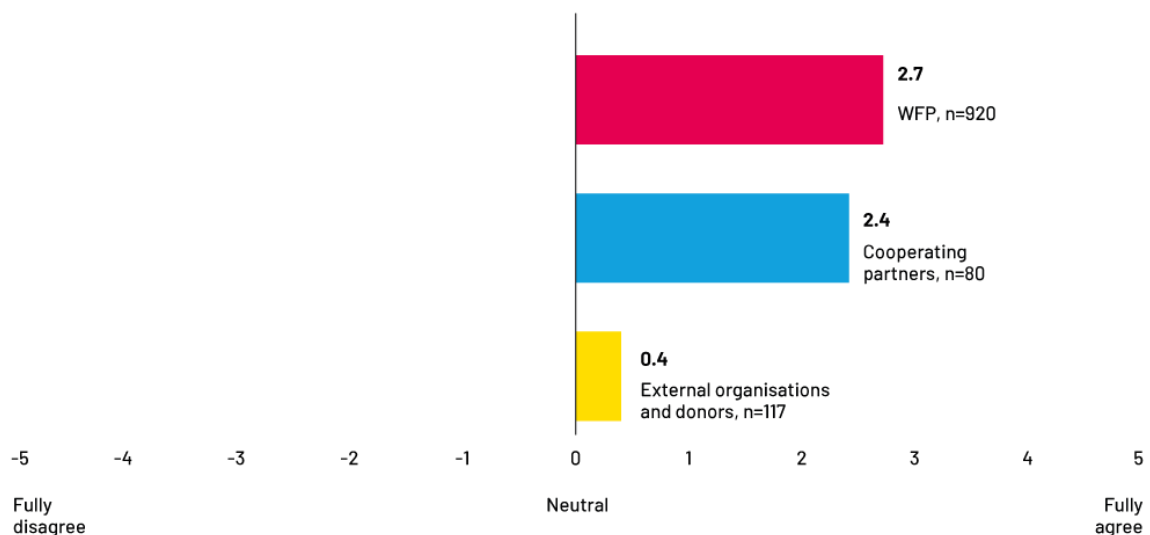
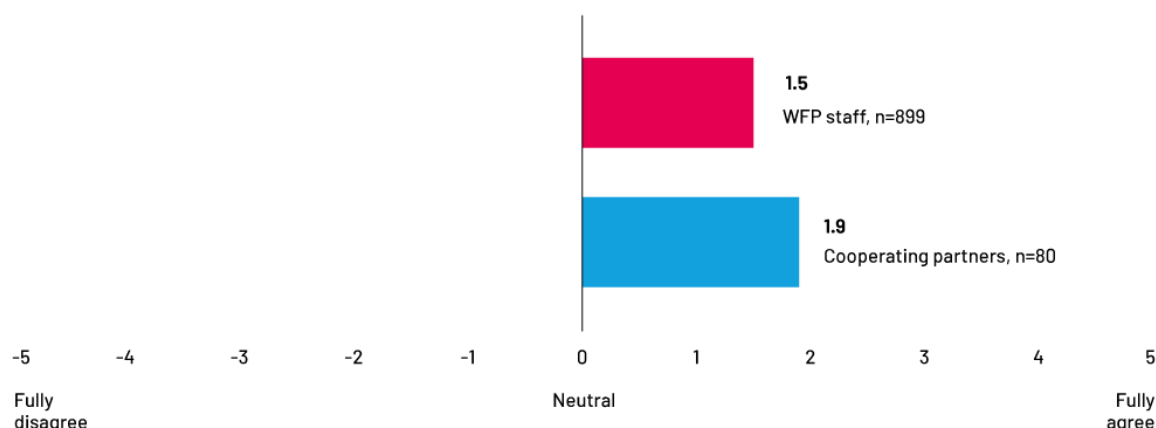


Figure 12: Average level of (dis)agreement with: “WFP and its cooperating partners regularly discuss the humanitarian principles and their application”

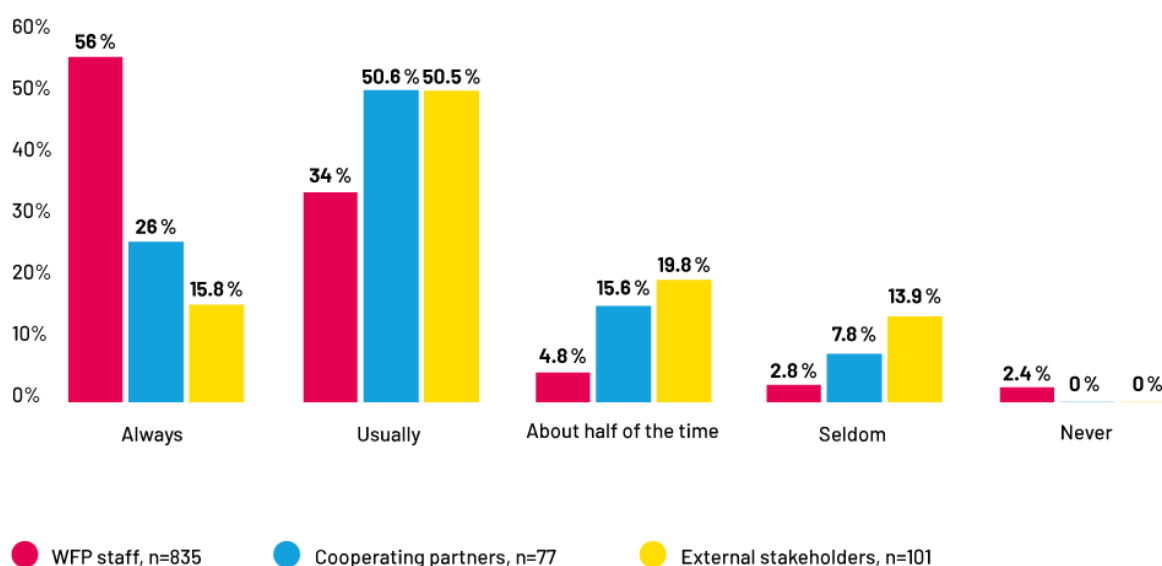


17. Several respondents provided nuanced, open comments on the role of the humanitarian principles in the relationship with cooperating partners.

6. Humanity and Dignity

18. All survey respondents were asked how often WFP assistance is designed and delivered in a way that respects the dignity of crisis-affected people. They were given the option to skip the question if they lacked the experience to answer. Among those who responded, WFP staff provided the most positive assessment, followed by partners and external stakeholders. Among the WFP respondents, 56 percent find that WFP always respects the dignity of affected people in its programme design and delivery, as opposed to 26 percent of cooperating partners and 16 percent external stakeholders.

Figure 13: Stakeholder responses to: “How often is WFP assistance designed and delivered in a way that respects the dignity of crisis-affected people (does not treat them as powerless victims)?”



19. It is interesting to note that only WFP respondents were of the opinion that WFP never designs and delivers assistance in a way that respects dignity (2 percent, or 20 respondents out of 835). All 20 of them had long-term experience in WFP (six years and more), and all were non-management staff. Nineteen of the 20 rated their understanding of the humanitarian principles

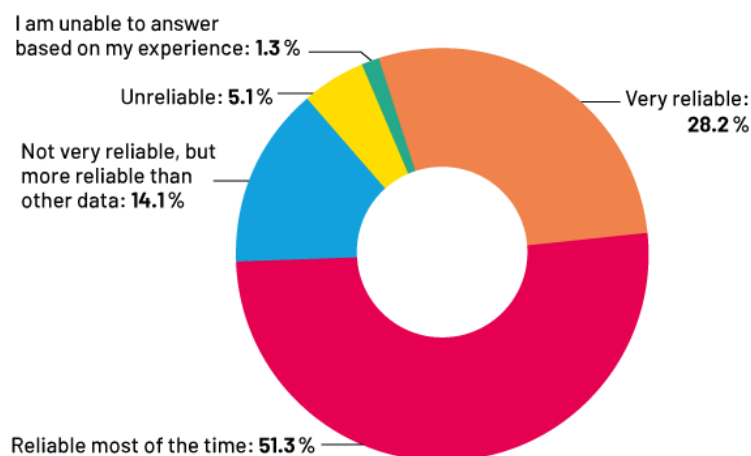
positively (can confidently apply the principles to most or all decisions). In the open comments, several respondents voiced criticism related to the principle of humanity.

7. Impartiality

20. To gauge perceptions of the WFP application of the principle of impartiality, the survey asked how important criteria were, other than severity of need, to determine who receives WFP assistance. A large number of respondents commented that they did not clearly understand the question, leading the team to discard the data for the analysis. Some of the comments however pointed to a nuanced understanding of how interconnected the humanitarian principles are – in itself a positive finding. Many respondents shared views on practical application by WFP of the impartiality principle when asked if they had additional comments. Twelve open comments referred to issues with impartiality, with nine reaffirming the importance of the principle, and three more critical comments.

21. Reliable data on humanitarian needs are a precondition for needs-based, impartial assistance. WFP cooperating partners were therefore asked how reliable WFP data on humanitarian needs are. Most respondents assessed the reliability of WFP data on needs very positively. A total of 28.2 percent of cooperating partner respondents found the data very reliable, and 51.3 percent reliable most of the time. While 14.1 percent judged the data as not very reliable but still more reliable than other data, only 5.1 percent said WFP data on humanitarian needs was unreliable.

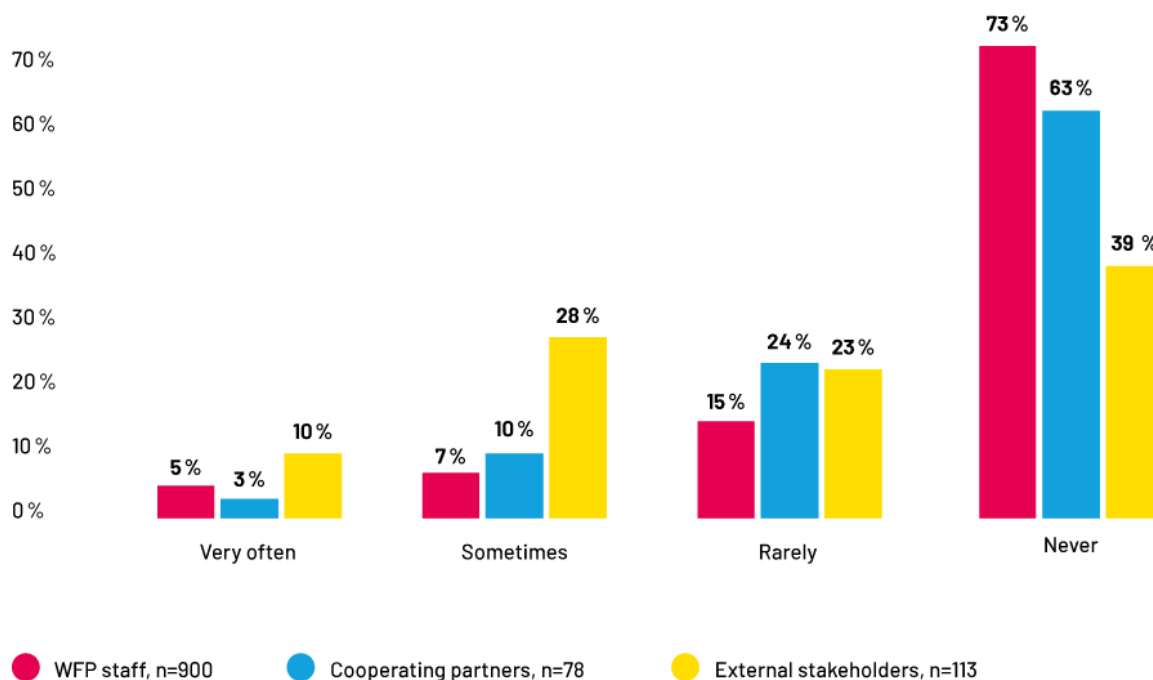
Figure 14: Cooperating partner views on how reliable WFP data are



8. Neutrality

22. All respondents were asked how often WFP takes sides in a conflict or engages in controversies of a political, racial, religious, or ideological nature. WFP sees its own neutrality slightly more positively (88 percent saying WFP rarely or never takes sides) than cooperating partners do (87 percent). The view of external stakeholders is much more negative, as 38 percent say that WFP very often or sometimes takes sides. It is interesting to note that a relatively high 5 percent of WFP respondents also think that WFP very often takes sides in a conflict or engages in controversies. They are spread across the organization (all staff categories and genders, based at the headquarters, regional, national and sub-national levels).

Figure 15: Stakeholder responses to: “How often does WFP take sides in a conflict or engage in controversies of a political, racial, religious, or ideological nature?”



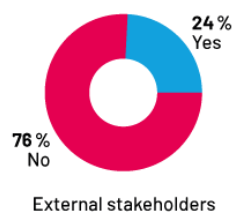
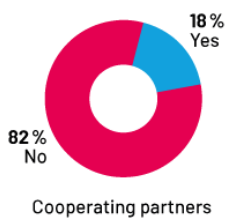
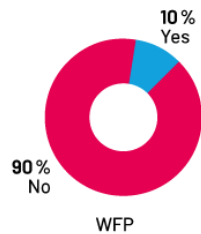
23. Some respondents shared reflections on how difficult it is to maintain neutrality. Most open comments on neutrality, however, focused on the relationship of WFP with the host government or its status as a United Nations organization.

9. Independence from Donors and Host Governments

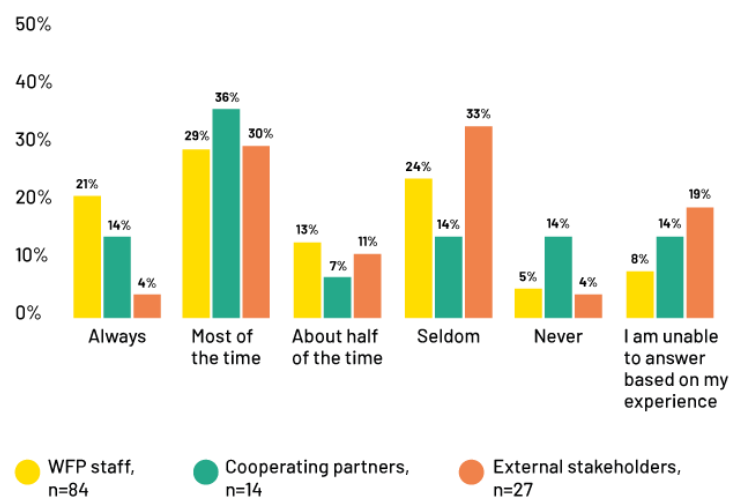
24. All respondents were asked if they knew of any cases where donors pressured WFP to deliver assistance following political rather than humanitarian objectives. Ten percent of WFP staff answered affirmatively, a lower percentage than cooperating partners (18 percent) and external stakeholders (24 percent). Those answering “yes” were then asked how often WFP is able to defend against those pressures. As shown in the graph in Figure 17, WFP respondents judged the ability of WFP to do so more positively than cooperating partners and external stakeholders. Twenty one percent felt that WFP is always able to defend against political influencing from donors, compared to 14 percent of cooperating partners and 4 percent of external stakeholders.

Figures 16 and 17: Independence from donors

Do you know of any cases where donors put pressure on WFP to deliver assistance following political rather than humanitarian objectives?



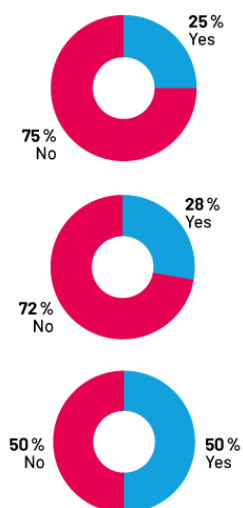
How often is WFP able to defend against such donor attempts to exert political pressure?



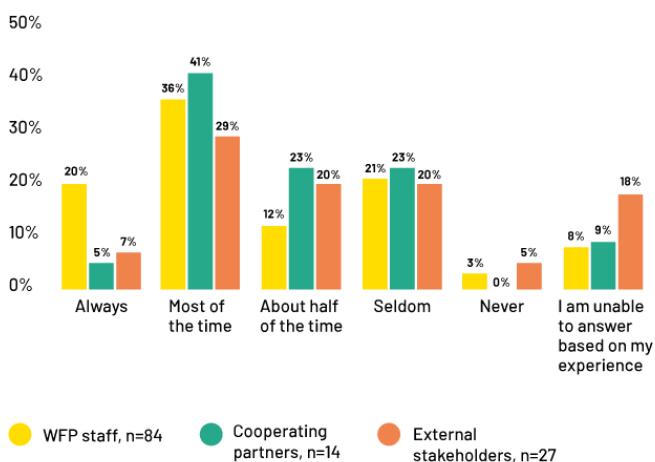
25. The survey also asked if respondents knew of any cases where host governments pressured WFP to deliver assistance following political rather than humanitarian objectives. A much bigger number of respondents answered “yes” for host government than for donors: 25 percent of WFP staff (donor influence: 10 percent), 28 percent of cooperating partners (donor influence: 18 percent), and 50 percent of external stakeholders (donor influence: 24 percent) knew of cases where WFP was pressured to follow political objectives. The ability of WFP to defend against host government attempts was judged slightly more positively than their ability to defend against donor attempts. Fifty six percent of WFP respondents answered “always” or “most of the time”, compared to 50 percent for donor pressure.

Figures 18 and 19: Independence from host governments

Do you know of any cases where host governments put pressure on WFP to deliver assistance following political rather than humanitarian objectives?



How often is WFP able to defend against such host government attempts to exert political pressure?



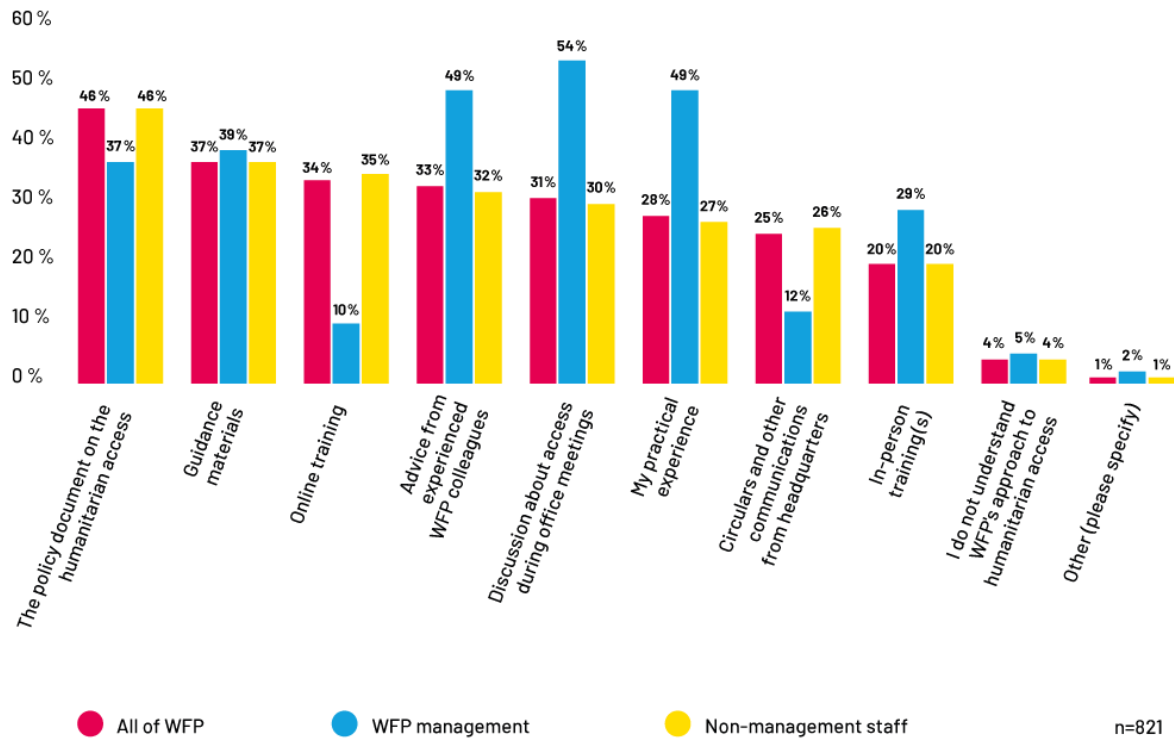
Humanitarian Access

10. Understanding of Humanitarian Access

26. WFP respondents were asked to identify which WFP documents or implementation measures were most helpful to develop their understanding of how WFP handles access questions (up to three possible choices). The policy document on humanitarian access was identified as most important for non-management staff (below P4 level). For WFP management (P4 and above), discussions about access during meetings, their own practical experience, advice from colleagues and guidance materials were more important than the policy document. Online training was the third most important means for non-management staff, but the least important for management staff. It is interesting to note as well that 5 percent of management staff said that they do not understand the WFP approach to humanitarian access (as opposed to 4 percent among non-managerial staff).

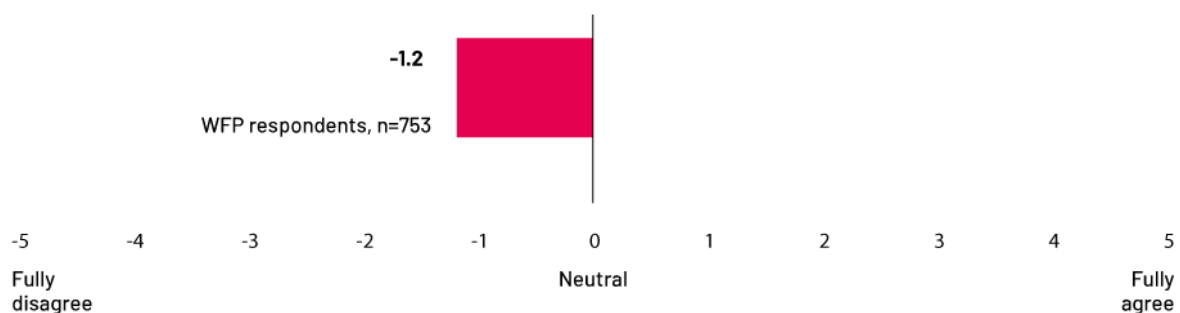
27. Differences between women and men respondents are similar to the ones for implementation measures on the humanitarian principles. Circulars from headquarters are much more important for men (27.9 percent) than for women (16.7 percent). This difference is statistically significant (95 percent confidence level). Overall, WFP therefore reaches men more easily with headquarters communication than women.

Figure 20: WFP staff views on: “Which of the below were most helpful to develop your understanding of how WFP handles access questions? (Please choose up to three answers)”



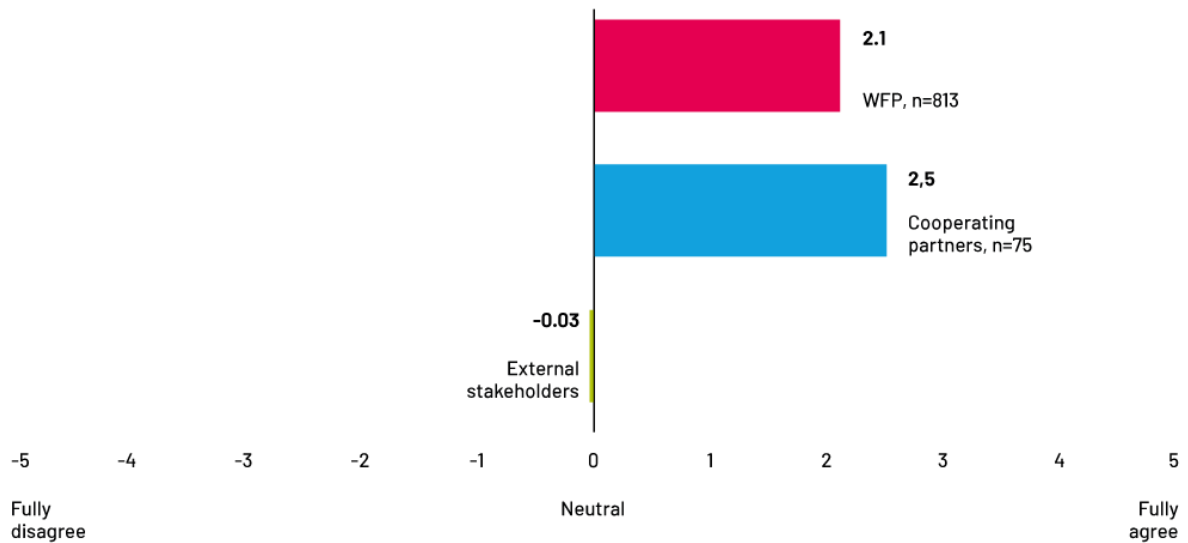
28. The survey also covered the internal discussion culture of WFP related to access trade-offs, as well as the discussion culture with cooperating partners. On average, WFP employees tend to disagree with the statement that “It is difficult to talk openly to each other about sensitive access trade-offs”. However, that disagreement is not very significant. Between -5 (fully disagree) and +5 (fully agree), the average level of disagreement is at -1.2.

Figure 21: Average level of (dis)agreement with: “It is difficult for WFP employees to talk openly to each other about sensitive access trade-offs”



29. WFP staff and cooperating partners were asked to what extent they agree that cooperating partners talk openly to WFP when they face difficult trade-offs related to access, positioning themselves on a eleven-step scale between “fully disagree” (-5), “neutral” (0), and “fully agree” (+5). On average, cooperating partners tend to agree more strongly (value: 2.5) than WFP staff (value: 2.1). External stakeholders have widely diverging levels of agreement, resulting in a neutral position on average (value: -0.03).

Figure 22: Average level of (dis)agreement with: “Cooperating partners talk openly to WFP when they face difficult trade-offs related to access”

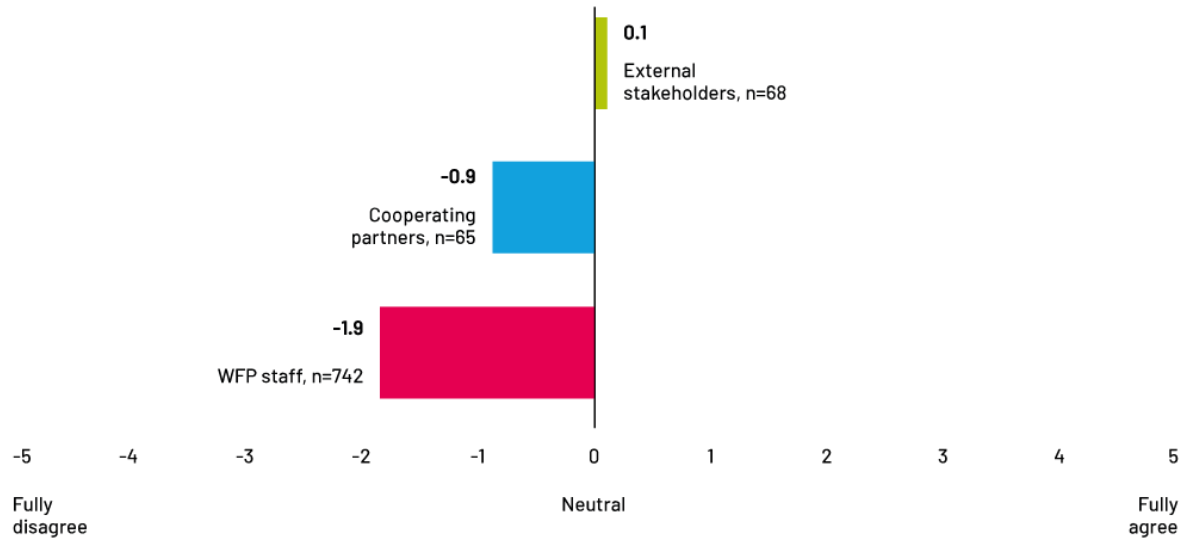


30. WFP employees feel rather well supported and protected by their organization when they make a tough decision on humanitarian access. Between -5 (not feeling protected at all) and +5 (feeling very much protected), the average value is at 2.2. Forty three percent of the 718 total respondents place themselves at the high end of the scale (+4; +5), with only 10 percent at the lower end (-4; -5).

11. Consistency and Effects on the Negotiation Strategies of Other Organizations

31. The views of the three surveyed stakeholder groups varied when asked about the effects of the way in which WFP negotiates access on other organizations’ strategies. On a scale between -5 (fully disagree) and +5 (fully agree), WFP staff mostly disagreed that the way WFP negotiates access has a negative effect on other organizations’ negotiation strategies (-1.9). Cooperating partner’s still tended to disagree, but to a lesser extent (-0.9). By contrast, external stakeholders slightly agreed with the statement (0.1).

Figure 23: Average level of (dis-)agreement with: “The way WFP negotiates access has a negative effect on other organizations’ negotiation strategies”

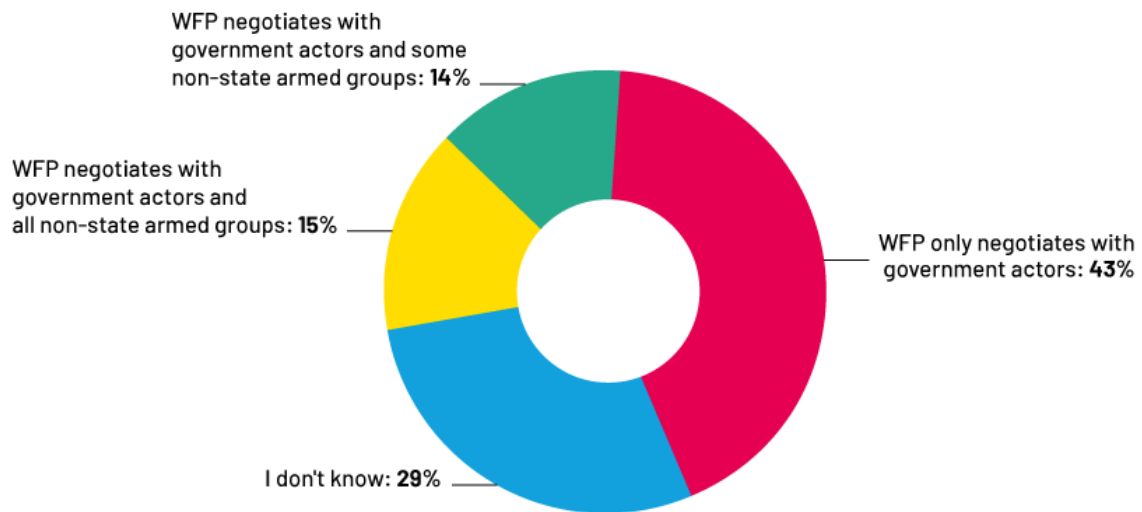


32. Cooperating partners and external stakeholders were also asked to what extent they agree (+5) or disagree (-5) that the WFP approach to negotiating humanitarian access is consistent across operations. On average, cooperating partners agreed with this statement more strongly (+1.9) than external stakeholders (+0.4).

12. Negotiating with Armed Actors

33. WFP respondents were asked with which types of armed actors WFP maintains direct contact to negotiate access in their current operations. For three of the answer options (except “I don’t know”), they were then given an open-ended follow-up question. The evaluation team coded the answers given to the open questions.

Figure 24: “With which types of armed actors does WFP maintain direct contact to negotiate access in your current or most recent operation?”



WFP staff (n=821)

34. Forty three percent responded that WFP only negotiates with government actors. They were asked to elaborate why WFP does not negotiate with non-state armed groups in their context. Five percent gave reasons related to the lack of relevance of non-state armed groups in their context (either none present, or no control over territory). For 38 percent, the reasons given were different. Most respondents (47) said that the government would not allow WFP to negotiate with armed actors. One respondent said that WFP does not negotiate with non-state armed groups for “fear of angering the government,” another “because WFP is a UN agency that works with state governments and not with the armed groups”. Many others felt that it would violate the humanitarian principles (42 respondents) or the policy or mandate of WFP (35 respondents). Twenty two respondents stated that WFP does not negotiate with non-state armed groups, and six respondents said that WFP is not allowed to talk to groups designated as terrorist. All other respondents gave context-specific answers including political sensitivity, the difficulty in identifying interlocutors, or insecurity. Twenty one respondents said they do not know why WFP only negotiates with government actors.

35. Fifteen percent of respondents said that WFP negotiates with government and all non-state armed groups. As a follow-up, 79 respondents identified the most important challenge WFP faces when negotiating with non-state armed groups: 14 respondents elaborated on reasons related to fragmentation of the armed group; 11 said access to the right persons in the chain of command was a challenge; 10 talked about challenging trade-offs and demands from the groups; 7 said maintaining perceptions of neutrality was the most challenging; and 4 referred to a difficult balancing act with the government.

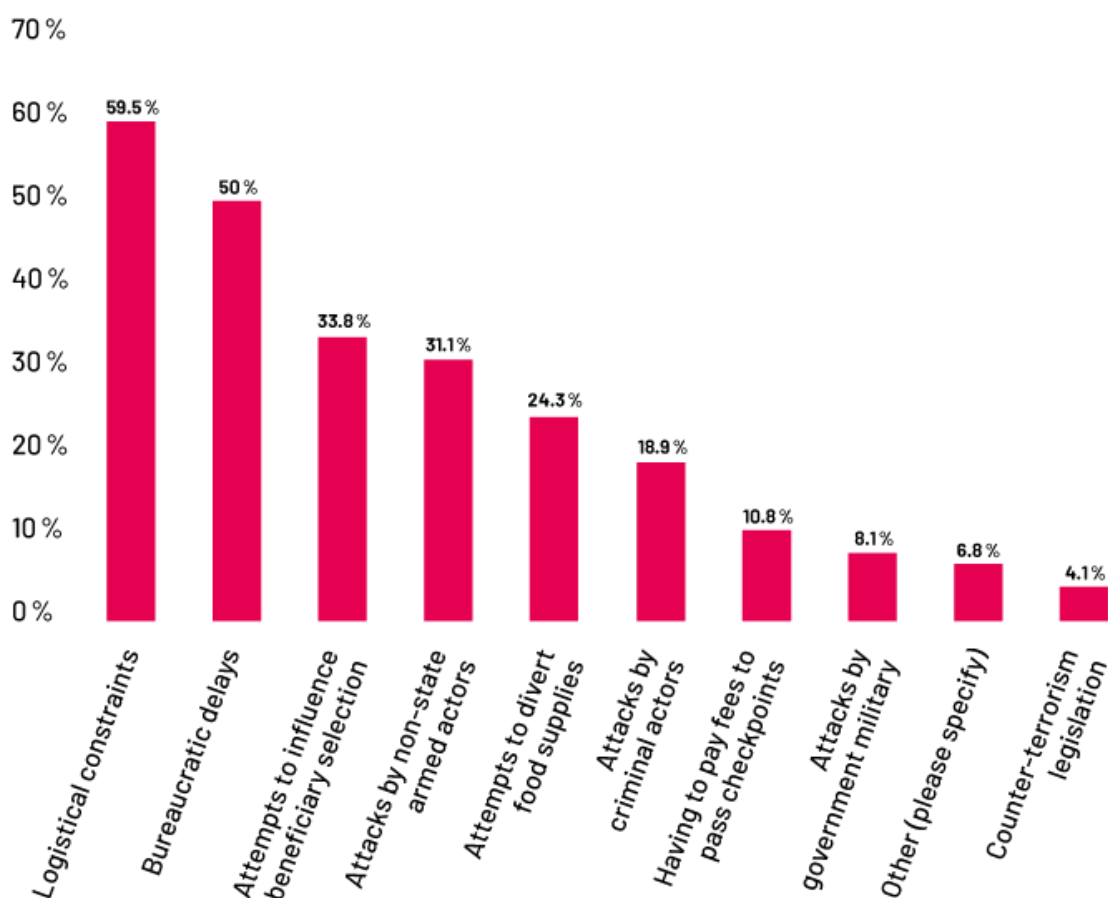
36. Fourteen percent of respondents indicated that WFP only negotiates with some non-state armed groups. Ninety one respondents gave reasons why WFP does not negotiate with other non-state armed groups. Twelve respondents said that the government does not accept it, nine indicated that WFP does not talk to specific armed groups, and another nine said that WFP does not maintain contact with groups designated as terrorist. Seven respondents indicated security challenges.

37. It is interesting to note that 29 percent of respondents did not know who WFP negotiates with, including four management-level respondents (P4 and above).

13. Cooperating Partners and Access

38. Cooperating partners were asked to identify the three access constraints with the most severe negative effects. Logistical constraints (59.5 percent) and bureaucratic delays (50.0 percent) are the top concerns to partners. It is interesting to note that attempts to influence beneficiary selection (33.8 percent) are more significant than security-related access constraints. Attacks by non-state (31.1 percent), criminal (18.9 percent), or government military actors (8.1 percent) were mentioned by fewer respondents, as were attempts to divert food supplies (24.3 percent) or having to pay fees to pass checkpoints (10.8 percent). Counter-terrorism legislation was only mentioned by 4.1 percent of respondents.

Figure 25: Cooperating partners' views on: "Which access constraints have the most severe negative effects on your programme with WFP? (Please choose up to three constraints)"

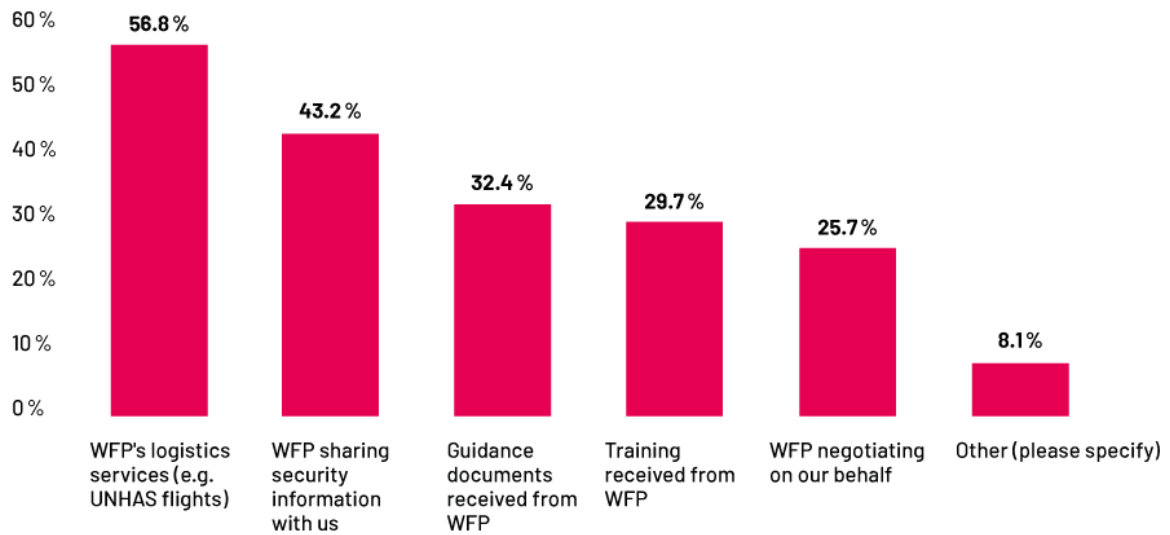


Cooperating partners (n=74)

39. The survey then asked cooperating partner respondents what support measures helped them most to deal with access constraints (up to three responses possible). Of the respondents, 56.7 percent identified WFP logistics services as most important, followed by WFP sharing security information (43.2 percent of respondents). Guidance documents (32.4 percent) and training (29.7 percent) were seen as less important. The least important measure is WFP negotiating access on behalf of the cooperating partner (25.7 percent). Comparing the identified access constraints with

the most relevant support measures, it is clear that logistics – and the role of WFP in it – are key to cooperating partners’ ability to gain access.

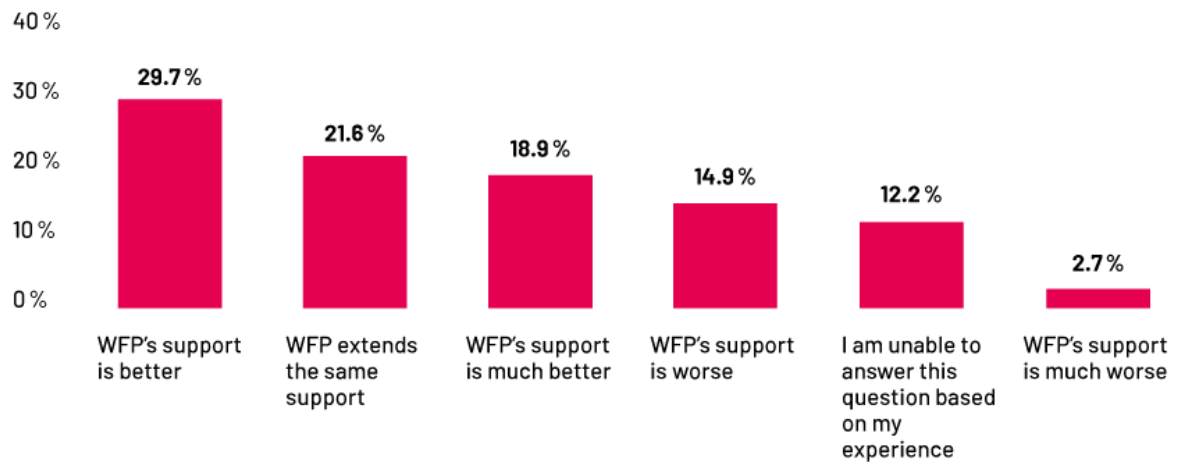
Figure 26: Cooperating partners’ responses to: “Which of the following support measures from WFP helps you most to deal with access constraints? Please choose up to three”



Cooperating partners (n=74)

40. Cooperating partners found the support they received from WFP to mitigate risk better than that of other partners or donors. Of the respondents, 48.6 percent rated WFP risk-mitigation support as better or much better, while 21.6 percent found that WFP extended the same support, and a relatively low 17.6 percent found WFP support to be worse or much worse than that of other partners or donors.

Figure 27: Cooperating partners' responses to: "How does the support you receive from WFP to mitigate your risks compare to that of your other partners and donors?"

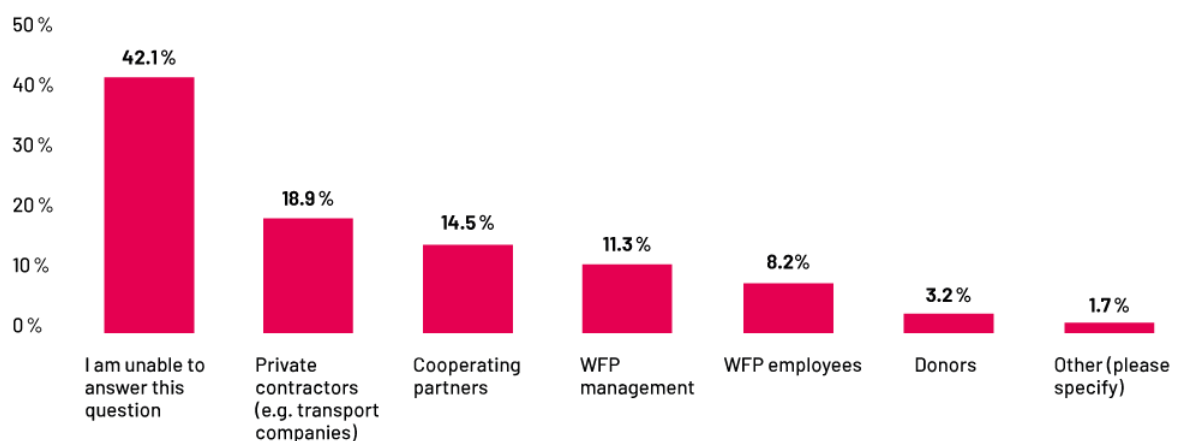


n=75

14. Problematic Compromises

41. WFP respondents were asked which stakeholder was most likely to accept problematic compromises to achieve access. Among those who responded, 42.1 percent felt that they were unable to answer the question, 18.9 percent saw the biggest risk with private contractors, 14.5 percent with cooperating partners, 11.3 percent with WFP management and 8.2 percent with WFP employees, whereas only 3.2 percent mentioned donors. Among those selecting "other", one respondent specified that "transport companies have their own access strategies which they do not talk about". Interestingly, women found cooperating partners (19.1 percent) more problematic than private contractors (16.9 percent). Among men, 26.9 percent identified private contractors as most problematic, compared to 14.5 percent for cooperating partners. The difference in opinion about private contractors is statistically significant (95 percent confidence level).

Figure 28: WFP staff views on: "Which of the following actors is most likely to accept problematic compromises to achieve access?"



WFP staff (n=805)

15. Survey form

About this survey

This survey is part of an external evaluation of World Food Programme's policies on humanitarian principles and humanitarian access. It is conducted by the Global Public Policy Institute (GPPi), an independent think tank.

The evaluation focuses on the overall standing of WFP with respect to principles and access, on its reputation, and on what measures WFP has and has not taken to translate the policies into effective practice.

This survey gathers insights and perceptions from WFP employees, cooperating partners and external partners (United Nations entities, other humanitarian organizations, donors). We invite you to share your individual insights and perceptions, not official positions.

Your submission will be treated anonymously, and individual responses will not be shared with WFP. In order to protect affected people, operations, and staff, no information about specific country situations or individual decisions will feature in the evaluation report.

The team greatly appreciates your participation by 5 October 2017. It will take about 15 minutes to fill in the survey. For questions or comments, please write to Claudia Meier at cmeier@gppi.net.

You can fill in the survey in English clicking "Next" below, in French (click [here](#)) or Arabic (click [here](#)).

Definition of key terms

Humanitarian access refers to the free and unimpeded movement of humanitarian personnel to deliver relief services. If you would like to read the WFP note on access before taking the survey, please click [here](#).

WFP subscribes to the humanitarian principles of humanity, impartiality, neutrality and operational independence. The policy document can be found [here](#).

Background of the respondent

* 1. Where are you based?

- Headquarters
- Regional level
- National level
- Sub-national level

2. (Optional) In which country do you work? (This is optional, please feel free not to answer this question)

* 3. How long have you been working with your current organization?

- Less than 3 years
- 3-5 years
- 6-10 years
- More than 10 years

* 4. Please specify your gender

- Male
- Female
- Non-binary

* 5. Which organization do you work with?

- World Food Programme (WFP)
- UN organization (other than WFP)
- A cooperating partner of WFP (=my organization implements WFP programmes)
- A different humanitarian organization (=my organization does not implement WFP programmes)
- Donor government
- Other (please specify)

* 6. What is your staff category?

- D1 and above
- P4-P5
- P1-P3
- NOD
- NOA-NOC
- SC (Service Contract)
- G6-G7
- G1-G5
- Consultant or other temporary contract

WFP Staff

Humanitarian principles

* 7. How well do you understand the humanitarian principles?

- I do not know what they are
- I know what they are, but I don't know how to apply them
- I can confidently apply them to some decisions
- I can confidently apply them to most decisions
- The humanitarian principles are not applicable to my work because:

* 8. In your view, how well do other WFP staff understand the humanitarian principles?

- They do not know what they are
- They know what they are, but seem not to know how to apply them
- They seem to confidently apply them to some decisions
- They seem to confidently apply them to most decisions
- I am unable to answer based on my experience

* 9. What was most helpful for you to know how to apply the humanitarian principles? (Please choose up to three answers)

- I don't know
- The policy document on the humanitarian principles
- Guidance materials
- Online training(s)
- In-person training(s)
- Circulars and other communications from headquarters

- Discussions on the humanitarian principles during office meetings
- Advice from experienced WFP colleagues
- My practical experience
- Other (please specify)

To what extent do you agree with the following statements? Please position the slider accordingly on the scale between "fully agree" and "fully disagree." If you cannot or do not want to answer, please skip the question by leaving the slider where it is (=white dot). (The response will be registered as "not answered", not as "fully disagree").

10. It is clear what the humanitarian principles mean for WFP in practice

Fully disagree Neutral Fully agree

11. The humanitarian principles are an important criterion for selecting WFP cooperating partners

Fully disagree Neutral Fully agree

12. WFP and its cooperating partners regularly discuss the humanitarian principles and their application

Fully disagree Neutral Fully agree

13. Do you have any comments on the above? (optional)

* 14. To what extent does your office management treat the humanitarian principles as a priority? (Headquarters staff please refer to your most recent field position)

- Management organizes regular joint discussions on how the principles affect specific decisions we need to take
- Management regularly reminds staff about the importance of the humanitarian principles
- Management occasionally reminds staff about the importance of the humanitarian principles
- The humanitarian principles are not a subject of discussion in our office
- Other (please specify)

* 15. How often is WFP assistance designed and delivered in a way that respects the dignity of crisis-affected people (does not treat them as powerless victims)?

- Always
- Usually
- About half of the time
- Seldom
- Never
- I am unable to answer based on my experience

* 16. How important are criteria other than severity of need to determine who receives WFP assistance?

- Not important at all
- Somewhat important
- Important
- Very important

- I am unable to answer based on my experience

* 17. How often does WFP take sides in a conflict or engage in controversies of a political, racial, religious or ideological nature?

- Very often
- Sometimes
- Rarely
- Never
- I am unable to answer based on my experience

18. Do you have any comments on the above? (optional)

* 19. Do you know of any cases where donors put pressure on WFP to deliver assistance following political rather than humanitarian objectives?

- Yes
- No

* 20. How often is WFP able to defend against such donor attempts to exert political pressure?

- Always
- Most of the time
- About half of the time
- Seldom
- Never
- I am unable to answer based on my experience

21. Do you have any comments on the above? (optional)

* 22. Do you know of any cases where host governments put pressure on WFP to deliver assistance following political rather than humanitarian objectives?

- Yes
- No

* 23. How often is WFP able to defend against such host government attempts to exert political pressure?

- Always
- Most of the time
- About half of the time
- Seldom
- Never
- I am unable to answer based on my experience

24. Do you have any comments on the above? (optional)

Humanitarian access

Definition: WFP defines access as "the free and unimpeded movement of humanitarian personnel to deliver relief services, or the free and safe movement of humanitarian agencies to reach civilians who are trapped, unable to move or detained because of armed conflict, natural disasters and other difficult access situations."

To what extent do you agree with the following statements? Please position the slider accordingly on the scale between "fully agree" and "fully disagree." If you cannot or do not want

to answer, please skip the question by leaving the slider where it is (=white dot). (The response will be registered as "not answered", not as "fully disagree").

25. Cooperating partners talk openly to WFP when they face difficult trade-offs related to access

Fully disagree Neutral Fully agree

26. The way WFP negotiates access has a negative effect on other organizations' negotiation strategies

Fully disagree Neutral Fully agree

27. It is difficult for WFP employees to talk openly to each other about sensitive access trade-offs

Fully disagree Neutral Fully agree

28. Do you have any comments on the above? (optional)

* 29. Which of the below were most helpful to develop your understanding of how WFP handles access questions? (Please choose up to three answers)

- I do not understand WFP approach to humanitarian access
- The policy document on humanitarian access
- Guidance materials
- Online training
- In-person training
- Circulars and other communications from headquarters
- Discussion about access during office meetings
- Advice from experienced WFP colleagues
- My practical experience
- Other (please specify)

* 30. With which types of armed actors does WFP maintain direct contact to negotiate access in your current or most recent operation?

- WFP negotiates with government actors and all non-state armed groups
- WFP negotiates with government actors and some non-state armed groups
- WFP only negotiates with government actors
- I don't know

31. What is the most important challenge WFP faces when negotiating with non-state armed groups?

32. What are the reasons why WFP does not negotiate with some non-state armed groups in your operation?

33. Why does WFP not negotiate with non-state armed groups in your context?

34. To what extent do you feel supported and protected by WFP when you make a tough decision on humanitarian access?

Not at all Very much

* 35. Which of the following actors is most likely to accept problematic compromises to achieve access?

- I am unable to answer this question
- Private contractors (e.g. transport companies)
- Cooperating partners

- WFP employees
- WFP management
- Donors
- Other (please specify)

Thank You

36. Do you have any remaining comments?

37. After completing the evaluation report, the team will conduct strictly confidential learning interviews with WFP employees to capture their experience negotiating access or making complex decisions based on the humanitarian principles. Would you like to recommend yourself or another WFP employee for such an interview? Please provide their full name, location and email address.

This evaluation conducts a network analysis to understand who influences access decisions in WFP (see picture below for what the end result may look like). To protect the anonymity of your survey responses, the network analysis questions are asked in a different survey (2 minutes maximum).

Please click [here](#) to continue.

Cooperating partners

* 38. How well do you understand the humanitarian principles?

- I do not know what they are
- I know what they are, but I don't know how to apply them
- I can confidently apply them to some decisions
- I can confidently apply them to most decisions
- The humanitarian principles are not applicable to my work because:

* 39. In your view, how well do WFP staff understand the humanitarian principles?

- They do not know what they are
- They know what they are, but seem not to know how to apply them
- They seem to confidently apply them to some decisions
- They seem to confidently apply them to most decisions
- I am unable to answer based on my experience

To what extent do you agree with the following statements? Please position the slider accordingly on the scale between "fully agree" and "fully disagree." If you cannot or do not want to answer, please skip the question by leaving the slider where it is (=white dot). (The response will be registered as "not answered", not as "fully disagree").

40. It is clear what the humanitarian principles mean for WFP in practice

Fully disagree Neutral Fully agree

41. The humanitarian principles are an important criterion for selecting WFP's cooperating partners

Fully disagree Neutral Fully agree

42. WFP and its cooperating partners regularly discuss the humanitarian principles and their application

Fully disagree Neutral Fully agree

43. Do you have any comments on the above? (optional)

* 44. How often is WFP assistance designed and delivered in a way that respects the dignity of crisis-affected people (does not treat them as powerless victims)?

- Always
- Usually
- About half of the time
- Seldom
- Never
- I am unable to answer based on my experience

* 45. How important are criteria other than severity of need to determine who receives WFP assistance?

- Not important at all
- Somewhat important
- Important
- Very important
- I am unable to answer based on my experience

* 46. How reliable is WFP data on humanitarian needs?

- Very reliable
- Reliable most of the time
- Not very reliable, but more reliable than other data
- Unreliable
- I am unable to answer based on my experience

* 47. How often does WFP take sides in a conflict or engage in controversies of a political, racial, religious or ideological nature?

- Very often
- Sometimes
- Rarely
- Never
- I am unable to answer based on my experience

48. Do you have any comments on the above? (optional)

* 49. Do you know of any cases where donors put pressure on WFP to deliver assistance following political rather than humanitarian objectives?

- Yes
- No

* 50. How often is WFP able to defend against such donor attempts to exert political pressure?

- Always
- Most of the time
- About half of the time
- Seldom
- Never

- I am unable to answer based on my experience

* 51. Do you know of any cases where host governments put pressure on WFP to deliver assistance following political rather than humanitarian objectives?

- Yes
- No

* 52. How often is WFP able to defend against such host government attempts to exert political pressure?

- Always
- Most of the time
- About half of the time
- Seldom
- Never
- I am unable to answer based on my experience

Humanitarian access

Definition: WFP defines access as “the free and unimpeded movement of humanitarian personnel to deliver relief services, or the free and safe movement of humanitarian agencies to reach civilians who are trapped, unable to move or detained because of armed conflict, natural disasters and other difficult access situations.”

To what extent do you agree with the following statements? Please position the slider accordingly on the scale between "fully agree" and "fully disagree." If you cannot or do not want to answer, please skip the question by leaving the slider where it is (=white dot). (The response will be registered as "not answered", not as "fully disagree").

53. WFP approach to negotiating humanitarian access is consistent across operations

Fully disagree Neutral Fully agree

54. Cooperating partners talk openly to WFP when they face difficult trade-offs related to access

Fully disagree Neutral Fully agree

55. The way WFP negotiates access has a negative effect on other organizations' negotiation strategies

Fully disagree Neutral Fully agree

56. Do you have any comments on the above? (optional)

* 57. Which access constraints have the most severe negative effects on your programme with WFP? (Please choose up to three constraints)

- Attacks by government military
- Attacks by non-state armed actors
- Attacks by criminal actors
- Having to pay fees to pass checkpoints
- Attempts to divert food supplies
- Attempts to influence beneficiary selection
- Bureaucratic delays
- Counter-terrorism legislation
- Logistical constraints

- Other (please specify)

* 58. Which of the following support measures from WFP helps you most to deal with access constraints? (Please choose up to three)

- Guidance documents received from WFP
- Training received from WFP
- WFP sharing security information with us
- WFP negotiating on our behalf
- WFP logistics services (e.g. UNHAS flights)
- Other (please specify)

* 59. How does the support you receive from WFP to mitigate your risks compare to that of your other partners and donors?

- WFP support is much better
- WFP support is better
- WFP extends the same support
- WFP support is worse
- WFP support is much worse
- I am unable to answer this question based on my experience

* 60. In your view, how well do WFP staff understand the humanitarian principles?

- They do not know what they are
- They know what they are, but seem not to know how to apply them
- They seem to confidently apply them to some decisions
- They seem to confidently apply them to most decisions
- I am unable to answer based on my experience

To what extent do you agree with the following statements? Please position the slider accordingly on the scale between "fully agree" and "fully disagree." If you cannot or do not want to answer, please skip the question by leaving the slider where it is (=white dot). (The response will be registered as "not answered", not as "fully disagree").

61. It is clear what the humanitarian principles mean for WFP in practice

Fully disagree Neutral Fully agree

62. The humanitarian principles are an important criterion for selecting WFP cooperating partners

Fully disagree Neutral Fully agree

63. Do you have any comments on the above? (optional)

External Stakeholders

Humanitarian principles

* 64. How often is WFP assistance designed and delivered in a way that respects the dignity of crisis-affected people (does not treat them as powerless victims)?

- Always
- Usually

- About half of the time
- Seldom
- Never
- I am unable to answer based on my experience

* 65. How important are criteria other than severity of need to determine who receives WFP assistance?

- Not important at all
- Somewhat important
- Important
- Very important
- I am unable to answer based on my experience

* 66. How often does WFP take sides in a conflict or engage in controversies of a political, racial, religious or ideological nature?

- Very often
- Sometimes
- Rarely
- Never
- I am unable to answer based on my experience

67. Do you have any comments on the above? (optional)

* 68. Do you know of any cases where donors put pressure on WFP to deliver assistance following political rather than humanitarian objectives?

- Yes
- No

* 69. How often is WFP able to defend against such donor attempts to exert political pressure?

- Always
- Most of the time
- About half of the time
- Seldom
- Never
- I am unable to answer based on my experience

* 70. Do you know of any cases where host governments put pressure on WFP to deliver assistance following political rather than humanitarian objectives?

- Yes
- No

* 71. How often is WFP able to defend against such host government attempts to exert political pressure?

- Always
- Most of the time
- About half of the time
- Seldom

- Never
- I am unable to answer based on my experience

Humanitarian access

Definition: WFP defines access as “the free and unimpeded movement of humanitarian personnel to deliver relief services, or the free and safe movement of humanitarian agencies to reach civilians who are trapped, unable to move or detained because of armed conflict, natural disasters and other difficult access situations.”

To what extent do you agree with the following statements? Please position the slider accordingly on the scale between "fully agree" and "fully disagree." If you cannot or do not want to answer, please skip the question by leaving the slider where it is (=white dot). (The response will be registered as "not answered", not as "fully disagree").

72. WFP approach to negotiating humanitarian access is consistent across operations

Fully disagree Neutral Fully agree

73. Cooperating partners talk openly to WFP when they face difficult trade-offs related to access

Fully disagree Neutral Fully agree

74. The way WFP negotiates access has a negative effect on other organizations’ negotiation strategies

Fully disagree Neutral Fully agree

75. Do you have any comments on the above? (optional)

Thank You

76. Do you have any remaining comments?

77. If you feel that others in your own or other organizations should respond to this survey, please either forward the survey invitation to them or leave us their name and email addresses here. Thank you!

Network analysis (WFP staff only)

This evaluation uses network analysis to understand who shapes decisions on humanitarian access in WFP. For this purpose, we require you to state your full name and current location. This information will be kept strictly internal to the evaluation team in a separate, encrypted file, and names will not be shared with WFP.

* 1. Please state your full name and the country you are currently based in: (e.g. Firstname Lastname; Country)

* 2. When you face a tricky issue related to humanitarian access, whom do you contact in WFP for advice? Please list up to five (5) WFP colleagues with their full name and country they are currently based in: (e.g. Firstname Lastname; Country)

* 3. What is your staff category?

- D1 and above
- P4-P5
- P1-P3
- NOD
- NOA-NOC
- SC (Service Contract)
- G6-G7

- G1-G5
- Consultant or other temporary contract

* 4. Please specify your gender

- Male
- Female
- Non-binary

* 5. How long have you been working with WFP?

- Less than 3 years
- 3-5 years
- 6-10 years
- More than 10 years

IX. Network Analysis

1. Summary

1. The network analysis is based on survey results and WFP employee data. It found that the knowledge network of WFP on access in humanitarian contexts is highly decentralized, localized, and has only very few recognized access experts.

2. It is decentralized because the survey shows that WFP staff members mostly rely on their immediate peers who are usually themselves not recognized by others as sources of information on access. Most survey respondents have their own mini networks that provide them with access advice. Only a few larger clusters exist where connections go beyond these mini networks. The network is "localized" in a geographical sense because survey participants predominantly rely on colleagues working in the same country or affiliated with the same regional office. Consistent with the decentralized organizational structure of WFP, colleagues from headquarters play only a very limited role. In this data sample only a few recognized access experts exist. These experts share certain characteristics such as being international professional staff, working in either programme or security, having a relatively high grade, and being men. Beyond those few recognized "experts", the typical peer that gives insights on access is quite different. For the most part, the typical colleague that survey participants rely on when they face a tricky issue related to access works either in programme or logistics, is a service contract holder and is relatively junior.

3. The results of the analysis are neither positive nor negative. Interpretation largely depends on a) how well access knowledge and humanitarian principles are dispersed throughout the organization and in particular at field level, and on b) how strong the desire is of WFP senior leadership to centralize or decentralize knowledge on access.

4. The network analysis suggests specific options for improving access knowledge at WFP and for strengthening the WFP access knowledge network:

- Improve access knowledge of the typical peer through training or guidance materials with a broad reach among service contract holders and junior staff
- Further enhance access knowledge of existing access "experts" through targeted trainings
- Actively strengthen connections and incentivize networking among WFP staff interested in access. This would require substantial investment and could involve, for example, a series of meetings at regional level where WFP staff can share access experiences and failures. To direct investments, WFP needs to decide whether the network should remain decentralized or to what extent the role of headquarters should be strengthened.

2. Method

5. The network analysis is based on a short additional survey attached to the staff survey described in Annex IV. A total of 208 individuals answered the network question "When you face a tricky issue related to humanitarian access, whom do you contact in WFP for advice? Please list up to five (5) WFP colleagues with their full name and country they are currently based in: (e.g. Firstname Lastname; Country)". This corresponds to a response rate of approximately 1.5 percent. In total, 603 individuals were mentioned ("targets"). On average, each participant named around three WFP contacts as their information sources on access.

6. The survey data was merged with existing WFP staff data to allow for a filtering of the network by different categories. The survey data were cleaned and prepared using Microsoft Excel and subsequently visualized and analysed using the open source software Gephi. Each individual

is represented by a circle ("node") in the graph. A connection between individuals is represented with a straight line (or "edge").

7. Once the software mapped the network, we manipulated the network visually in four ways. First, we used a layout algorithm to pull together nodes that are connected and push apart non-connected nodes. We further used a non-overlap algorithm to ensure every node is set apart from every other node for better visualization. Second, the size of the nodes were adjusted based on their relative importance ("indegree"). The more frequently a particular staff member was mentioned, the bigger is the corresponding node. Third, the additional staff data allowed to filter the network using different categories, such as regional office affiliation, grade or job title to visualize different representations of the network. Fourth and finally, we zoomed in on certain parts of the network to extract more granular information on sub-clusters.

8. The only significant limitation of the data on which the network analysis is based is the very low response rate. Nevertheless, the available data do allow a snapshot of the immediate network(s) of those surveyed. Since the observed patterns are very strong, they can be regarded as indicative for the broader state of access knowledge networks within WFP.

3. Survey Respondents and Target Profiles

9. Survey participants - that is those who completed (or partially completed) the questionnaire - have very diverse backgrounds in terms of their location (46 countries) and job duties (82 different job position titles). Yet, three overarching patterns on survey participants can be extracted from the data: first, survey participants almost exclusively work in the field; second, survey participants are overwhelmingly (80 percent) either "service contract holder GS" or "general service field"; and third, most survey participants have grade SC (50 percent of all respondents) followed by G6 (12 percent of all respondents). The affiliation of survey participants to regional offices is roughly proportional to the overall staff size of the different regional offices. Staff from headquarters, as well as P and D grade staff are highly underrepresented in the survey¹.

10. The composition of targets - that is the access experts the survey asked participants about - is equally telling. It may be read as a profile of the typical WFP colleague that is approached when a WFP staff member faces a tricky issue related to humanitarian access. Given the 603 unique targets, the results can be interpreted as cautiously representative. According to the survey data, the typical WFP colleague that WFP staff turn to for advice on access is working either in programme or logistics (Figure 1) and most likely a service contract holder, a P3 grade staff member or a G6 grade staff member (Figure 2). It is surprising that relatively few (only 10 percent) of those mentioned as access contacts work in security. Given the sensitivity of access decisions it is also surprising that higher staff grades (such as P4, P5, or D) are relatively seldom mentioned by survey respondents as access contacts. No data were available on the gender of the targets.

¹ Overview of UN staff categories: <https://careers.un.org/lbw/home.aspx?viewtype=SC>.

Figure 1: Job categories of typical WFP colleague giving access advice

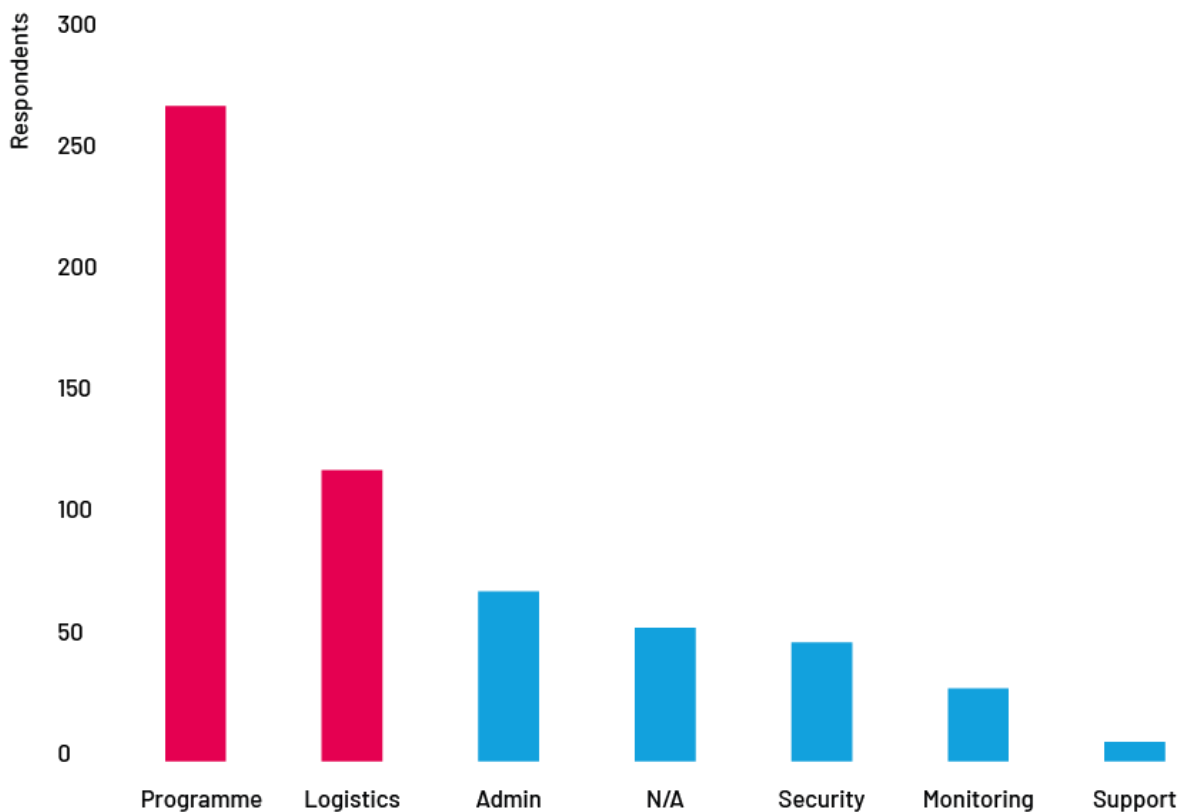
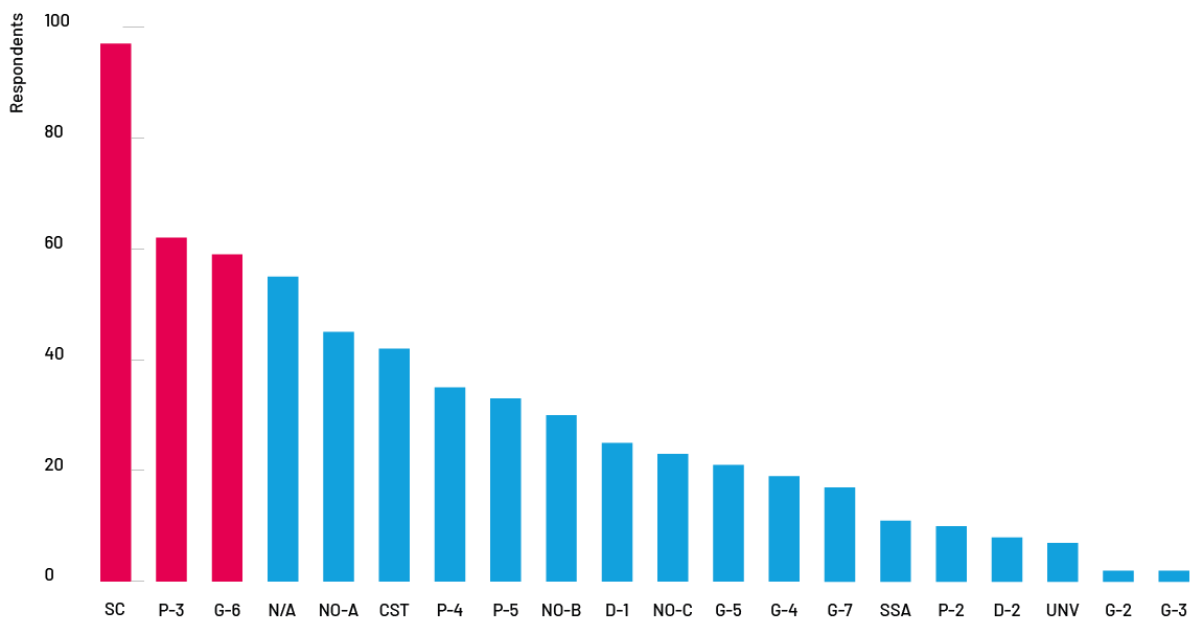


Figure 2: Grade classifications of typical WFP colleague giving access support

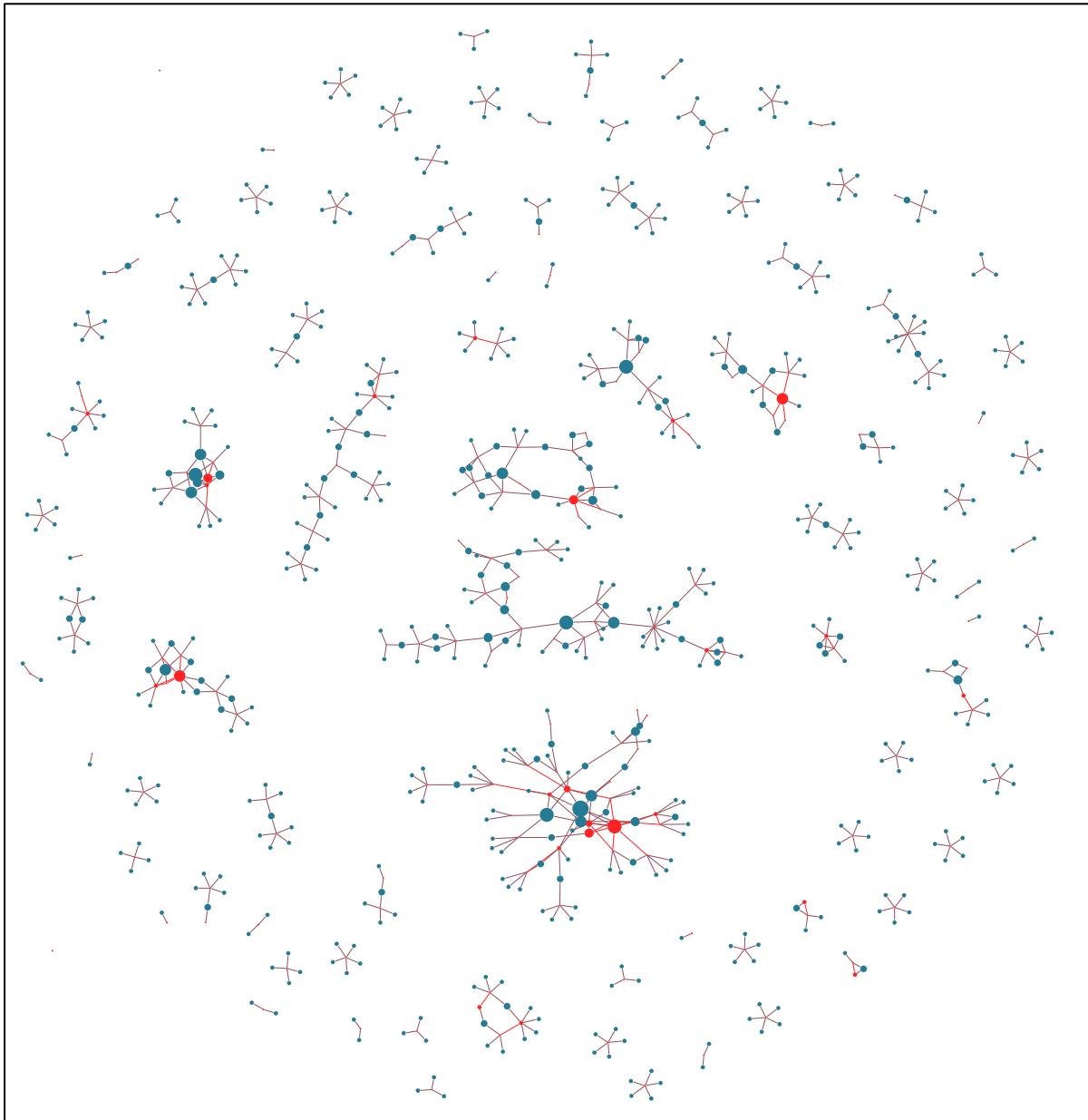


4. General Findings

11. Overall, the survey data present a highly fragmented network. Rather than one continuous network with multiple links among smaller groups, the visualization shows a large number of tiny, star-like networks and a few comparatively larger networks (at the centre). Very few connections among the different mini networks exist (Figure 3). The WFP access knowledge network is not one network but a multitude of many small and mostly unconnected networks. Survey participants

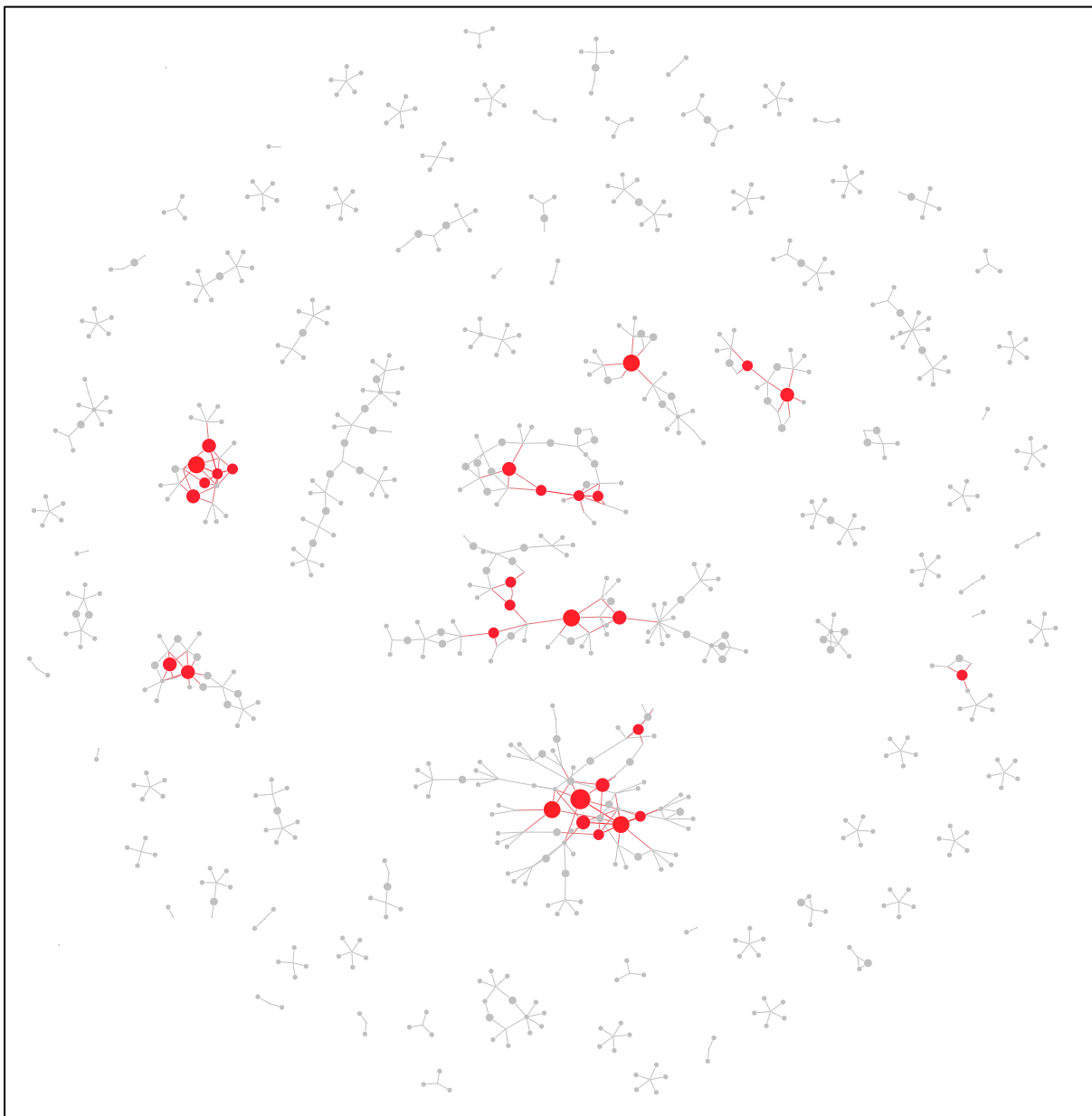
largely rely on their immediate and personal network of three to five people who are not used by others for advice on access.

Figure 3: The WFP access knowledge networks (red nodes participated in the survey)



12. The survey data also shows that there are few recognized experts. Only a few staff members are mentioned by multiple survey participants as contacts on access. In the map below, those with multiple mentions are colored red. The bigger the node, the more incoming connections this person has (Figure 4). The vast majority of targets were only mentioned once.

Figure 4: WFP access knowledge network influencers (red nodes)



13. Zooming in on those access experts, additional employee data show that WFP access experts have a very different profile to the typical WFP colleague usually contacted for access advice.

14. The typical person turned to as an access “expert” by a larger than usual number of people within WFP is an international professional staff member, working in either programme or security, with a relatively high grade, and is a man (Figure 5). The threshold to be included in the list below were at least four mentions by survey participants.

Figure 5: Typical access expert profiles

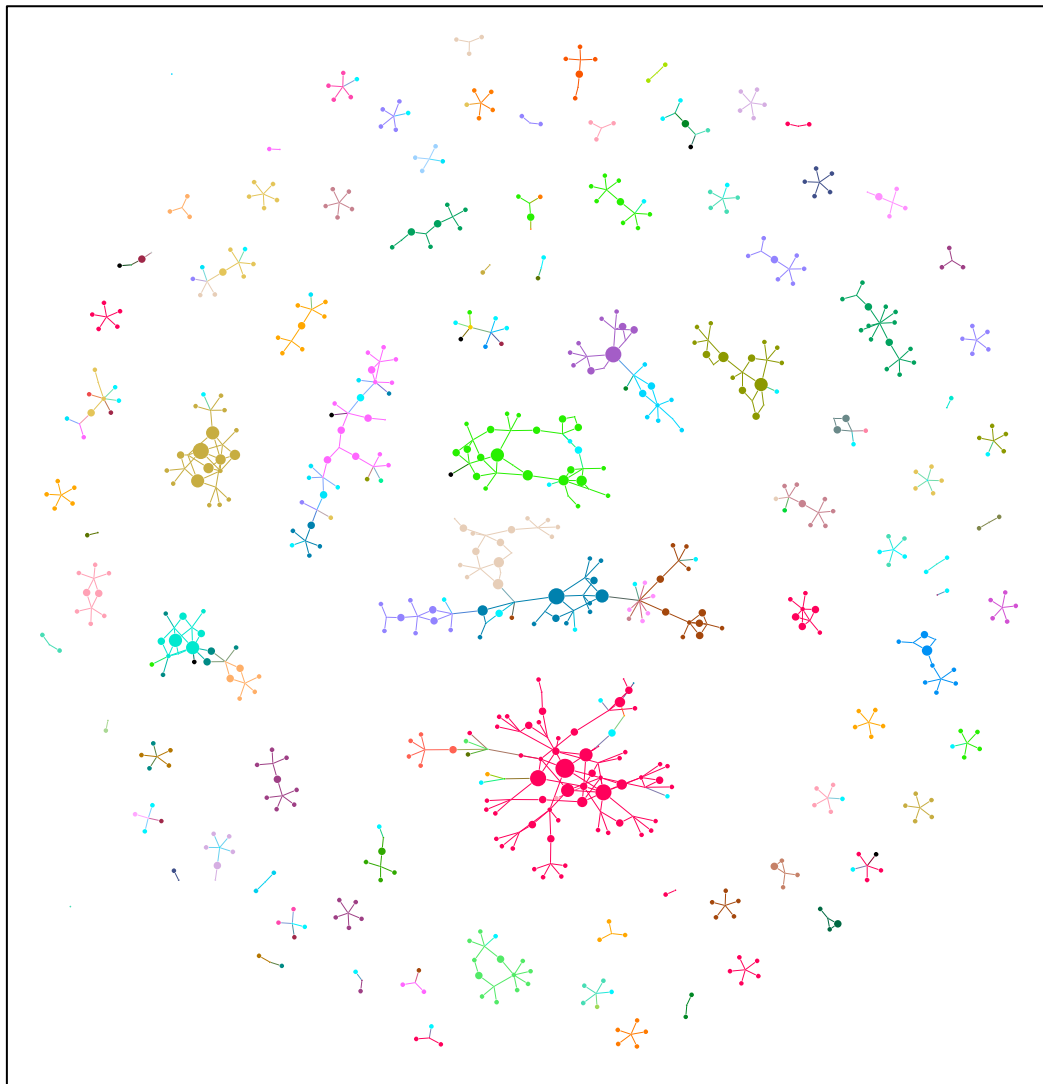
# of mentions	Grade	Job position	Type	Regional office	Job category	Gender
6	P-3	Security Officer	Security	RBN	International professional	Man
5	SC	Security SC G	Security	RBN	Service contract holders GS	Man
5	P-5	Deputy Country Director	Programme	RBC	International professional	Man

5	P-5	Senior Programme Policy Officer	Programme	RBN	International staff	professional	Man
5	P-3	Head of Area Office	Programme	RBJ	International	professional	Man
5	NO-A	Programme Policy Officer	Programme	RBB	National professional officers		N/A
4	D-1	Country Director	Programme	RBJ	International	professional	Man
4	P-3	Head of Field Office	Programme	RBD	International	professional	Man
4	G-6	Programme Associate	Programme	RBB	General service field		Man
4	CST	Consultant Programme Policy	Programme	RBN	Consultant		Man
4	P-5	Deputy Country Director	Programme	RBN	International	professional	Man
4	P-3	Security Officer	Security	RBJ	International	professional	Man
4	P-2	Head of Field Office	Programme	RBB	International	professional	N/A
4	P-4	Programme Policy Officer	Programme	RBJ	International	professional	Man

15. While a few recognized experts exist, the survey data imply that they are usually not the source of information or advice the survey participants rely on. For the most part, survey participants rely on colleagues who are not recognized by others as access experts (which, importantly, does not imply that they are not experts, they may well be, but others simply do not know this or have other contacts they believe are equally or more knowledgeable).

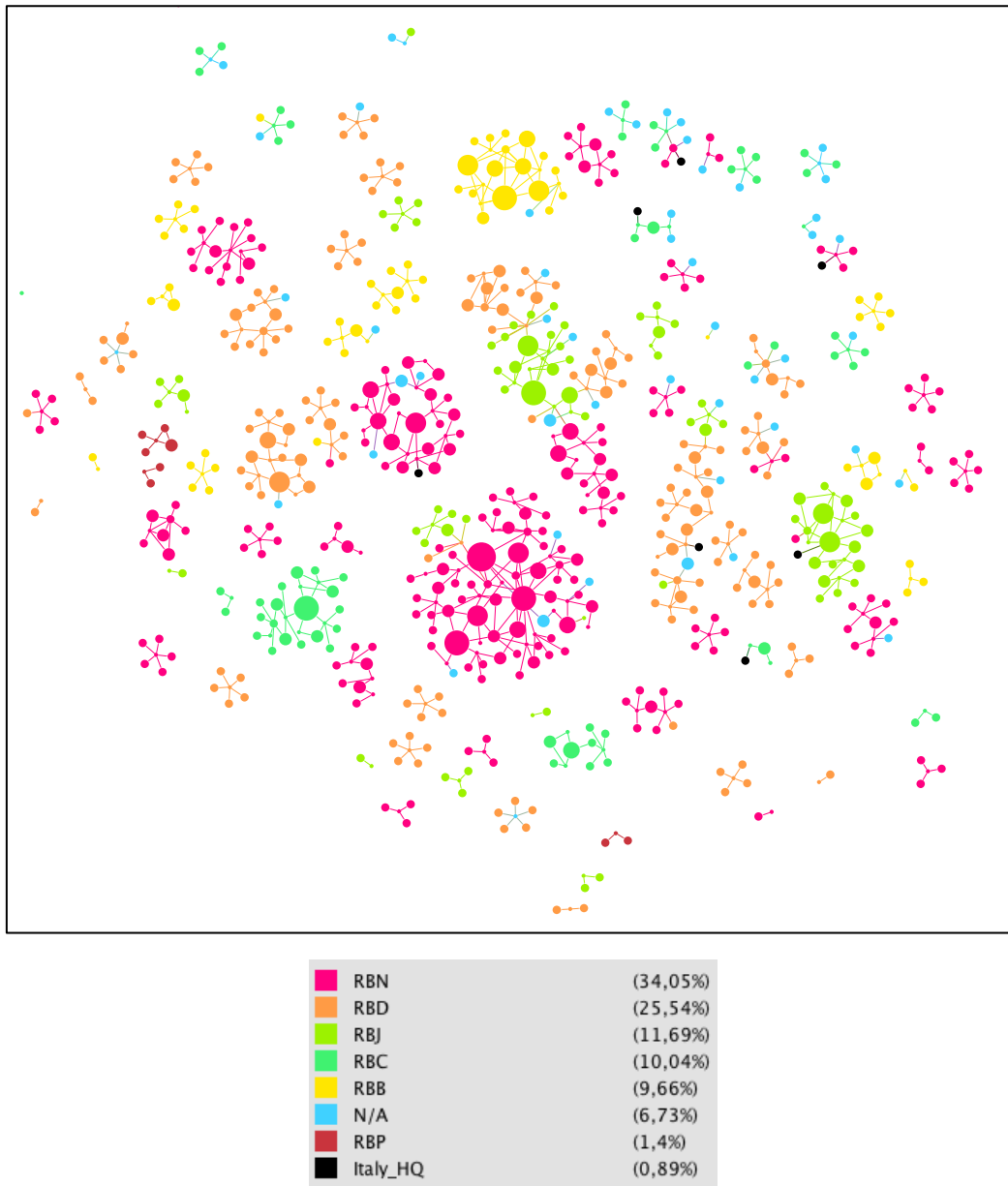
16. The analysis tool allows filtration of the network by different categories, such as grade, job description, country, or regional office affiliation. Filtering the network by all potential categories, only the country office as well as the regional office affiliation yield significant results. The network maps below (Figures 6 and 7) show that the networks are largely clustered by country and regional office affiliation.

Figure 6: Overall network filtered by country offices



South Sudan	(12,71%)	Zimbabwe	(1,52%)	Burkina Faso	(0,38%)
N/A	(6,73%)	Jordan	(1,4%)	Colombia	(0,38%)
Kenya	(6,48%)	Congo, Rep.	(1,4%)	Tajikistan	(0,25%)
Chad	(4,7%)	Mozambique	(1,4%)	Madagascar	(0,25%)
Myanmar	(3,81%)	Gambia	(1,02%)	Djibouti	(0,13%)
Ethiopia	(3,68%)	South Africa	(1,02%)	Thailand	(0,13%)
Burundi	(3,43%)	Senegal	(1,02%)	Algeria	(0,13%)
Rwanda	(3,43%)	Italy_HQ	(0,89%)	Ukraine	(0,13%)
Cameroon	(3,3%)	Syria	(0,89%)	Guinea-Bissau	(0,13%)
Congo, Democratic Rep.	(3,18%)	Yemen	(0,89%)	Bangladesh	(0,13%)
Mali	(3,18%)	Lesotho	(0,89%)	Pakistan	(0,13%)
Central African Rep.	(2,92%)	Philippines	(0,76%)		
Afghanistan	(2,92%)	Timor-Leste	(0,76%)		
Nigeria	(2,8%)	Malawi	(0,76%)		
Uganda	(2,54%)	Swaziland	(0,76%)		
Sudan	(2,41%)	Egypt	(0,64%)		
Niger	(2,03%)	Bolivia	(0,64%)		
Liberia	(2,03%)	Korea, Dem. People's Rep.	(0,51%)		
Lebanon	(1,65%)	Sri Lanka	(0,51%)		
Somalia	(1,65%)	Tanzania, United Rep.	(0,51%)		
Turkey	(1,65%)	Sierra Leone	(0,51%)		
Cote d'Ivoire	(1,52%)	Nicaragua	(0,38%)		

Figure 7: Overall network filtered by regional offices



17. Figures 6 and 7 not only show a strong reliance on colleagues from the same country and the same regional office, the filtering also shows that respondents largely do not rely on peers from other regions or on access experts from headquarters (those whose location was named as HQ or N/A). In particular headquarters staff were rarely mentioned (black nodes in both network maps).

5. Findings on Specific Patterns

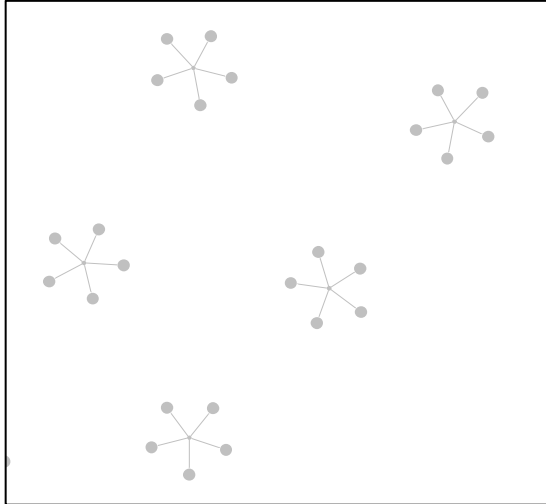
18. The previous sections gave a birds-eye view on the WFP access knowledge networks. Zooming in on certain aspects reveals further information about three typical patterns: "the mini-star", "the regional office cluster", and "the extended network".

19. The mini-star: This type of network is typical for the WFP access knowledge network and shows the immediate network of up to five contacts given by a survey participant (Figure 8). The mini-star is separate from the other networks because none of those mentioned in one mini-star is recognized by any other respondent as a source of information on access. Being in the same country office strongly determines who is in each mini-star network. More connections between

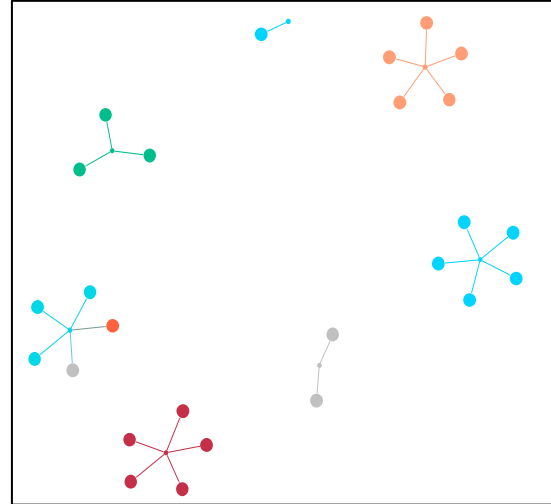
mini-stars could have emerged had more staff members participated in the survey. It is also important to reiterate that non-recognition by others is not a judgement about the level of expertise those targets hold.

Figure 8: Mini-star networks

Mini-star (grey)

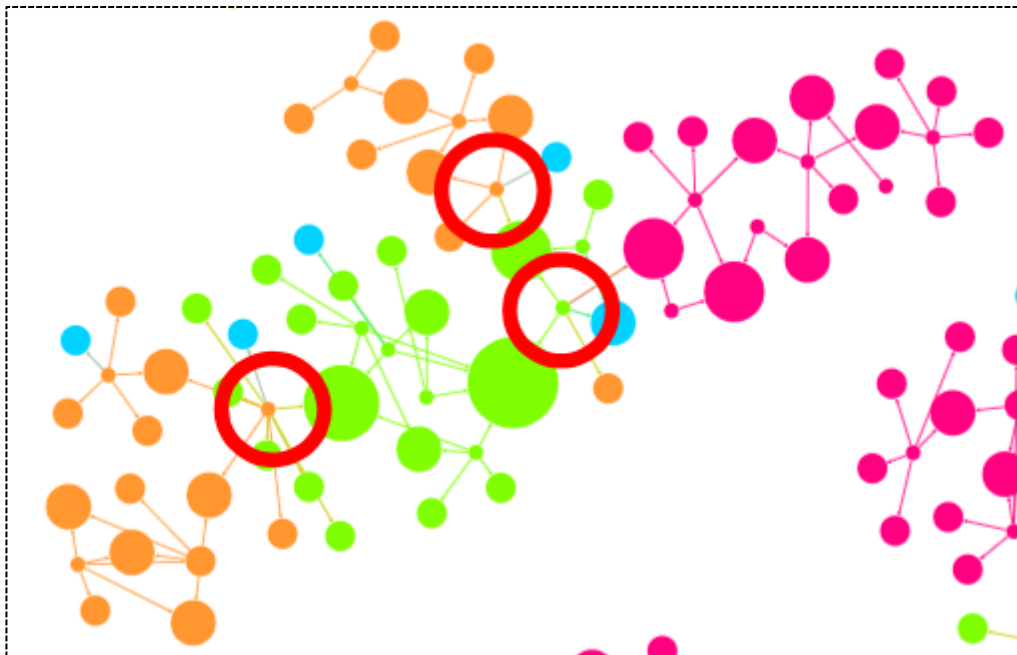


Mini-star (country office affiliation)



20. The extended network: While the small mini-star networks are the dominant pattern of the WFP access knowledge network, the network analysis also shows a small number of networks that are large and bridge country office and regional office boundaries (Figure 9). The connections beyond a particular regional office exist because survey participants mentioned contacts with different regional office backgrounds. These "connectors", circled in red in Figure 9, are very rare and thus only few connections exist that lead to a larger network.

Figure 9: Connectors of different network clusters



6. Interpretation

21. The network analysis reveals a number of points that are relevant for evaluating the state of access knowledge at WFP and for designing options for change. While the results are unfortunately not representative for the entire WFP access network due to the limited response rate, the results are strongly indicative due to the clear and consistent patterns.

22. As discussed above, the observed network is highly decentralized, localized and the peers that WFP staff usually rely on once they have questions on access or seek advice are not a few access experts but the "average" colleague. These results can be interpreted in different ways. On the one hand, such a decentralized network works well if short pathways and informal decision-making are preferred. On the other hand, the observed network is problematic because the survey confirms that there is no consistent understanding about principled access in the organization, and the policies are not known in the field.

23. Another issue the analysis highlights is the limited involvement of higher grades and senior experts. WFP colleagues rely mostly on local colleagues. While they may be experts (and should be recognized as such), a question may be: should the importance of access policy and the political nature of access be best addressed at such a level or should involvement of more senior managers be considered? However, the trade-offs such a shift may bring must always be considered: the involvement of more senior experts may reduce the swiftness of information sharing because suddenly formal corporate reporting requirements may be necessary. In other words, the inevitable bureaucracy senior experts may bring must not replace the decentralized network if it does not bring higher quality access knowledge and more efficient sharing of information than that which exists at this point.

X. Public Perceptions

1. Public perceptions in the countries of operation are an important and often under-utilized piece of information in evaluations. Arguably, they are particularly relevant to this review, since the most meaningful judgment of whether assistance was effective and principled falls to the affected population. In other words, the way in which people perceive assistance was delivered (impartially, neutrally, free of political influence) is more important than the actual intentions and actions of the deliverer. If an agency is widely seen to be colluding with or beholden to one party in a conflict, for instance, – even if untrue – this can spark resentments or fears and impact upon the delivery and effectiveness of assistance.

2. The research team used four different means for examining public perceptions of WFP programming: remote surveys of affected people in a sample of the focus countries, an analysis of available beneficiary feedback and complaints data, press coverage relating to WFP work, and social media mentions of WFP. While all four tools have limitations and none can claim perfect representativeness, their findings reinforce each other and those of the broader study in important ways. This report groups their findings by three themes: general perceptions of WFP as a humanitarian actor (including perceptions of quantity, quality and accountability); access issues, which entail the principle of humanity; and the operating principles of impartiality, neutrality, and independence.

1. Synthesis of Findings

3. On balance, the public impression of WFP is positive in terms of its ability to access people and deliver aid in a principled manner. Overall, survey respondents had a very positive perception of WFP, and on every question expressed more satisfaction than dissatisfaction with the organization. This net favourability holds true not only in the surveys, but also in the traditional and social media samples analysed. Even when the overall subject/tone of the article or post was flagged as negative, it was often critical of the situation and the constraints, not of WFP or its programming per se.

4. The net favourable opinion should, however, not obscure the often sizable minorities of negative respondents, or the areas in need of improvement — such as consultation with recipient communities, particularly women. Although still positive on balance, women were more likely than men to express negative sentiments. In addition, populations in unstable and protracted conflict situations, such as in the Democratic Republic of the Congo (DRC), Afghanistan, Syria, South Sudan, and Myanmar, tended to express more negative opinions than people from relatively stable contexts (for example, the Philippines).

5. Affected people consulted for this evaluation perceived the ability of WFP to gain access in hard-to-reach areas positively. To do better it should focus on local partnerships and negotiations with key players. This perception may, however, be biased, because the survey only considered respondents with direct experience of WFP programming – that is, those living in areas that could be accessed.

6. Majorities in all survey countries also found WFP to be impartial in its aid delivery, although women were again more likely to be of the minority opinion (WFP is not impartial) than men. There were no strong findings on impartiality in the news and social media analyses.

7. The neutrality question yields some complicated and counterintuitive results. Survey countries with smaller insurgencies were more likely to see WFP as not neutral. It is reasonable to assume that respondents view WFP cooperation with the government against insurgents as a

positive factor. Instances of criticism for WFP found in news and social media were mainly in reference to Syria (“abetting President Assad”), and to Somalia and Myanmar (“aiding ‘terrorists’”).

8. In Nigeria, WFP had positive results in the survey of affected populations. This seems to contradict the noticeable frequency of negative comments relating to Nigeria in the staff, partner, and external stakeholder surveys, as well as the results relating to WFP access/coverage in Nigeria. This difference could be explained by the survey’s built-in “access paradox” – that is, since only those with direct experience of WFP aid were eligible to take the survey, the findings on access will necessarily skew positive.

2. Methods

9. The section below describes the four modes of inquiry in turn, followed by their limitations and caveats.

Affected population surveys

10. Populations in six countries were surveyed remotely. Remote telecoms surveys have the advantage of being able to cover a far wider geographical scope, and of doing so far more quickly, than in-person surveys conducted in the field. This includes areas that may be inaccessible to enumerators for reasons of security risk or expense. Traditional household surveys have the benefit of face-to-face interaction and can extract greater nuance or clarification from respondents, but run the risk of skewed samples from fewer, more accessible locations. Focus groups, another means by which the aid recipient perspective is sometimes queried, tend to be the least useful, as the sample is necessarily small, non-random, and subject to selection bias.

11. For the implementation of the surveys, the team collected bids from three of the major providers of international mobile telecoms surveying services. The partners chosen were GeoPoll and VOTO Mobile. Six countries were chosen based on prevailing conditions and issues that were relevant to the study (that is, challenging conditions relating to access and humanitarian principles) combined with the possibility of collecting meaningful numbers of respondents within budgetary constraints. These were: Afghanistan, Bangladesh, Burundi, DRC, Nigeria, and the Philippines. The study originally hoped to conduct a survey in Syria, as it has an especially challenging context for access and principled programming. Unfortunately, due to an unforeseen price increase in rates of the mobile network operator in Syria, it proved impossible to get a significant sample of respondents within the budget. Syria was thus replaced with Bangladesh. The small number of Syrian responses that were collected before the switch are included in some of the overall survey analysis, but with the caveats that the small sample size (47) cannot be held to be representative of the Syrian population. All other samples are representative.

12. The team designed a survey questionnaire to elicit public perceptions of the reputation of WFP as a principled and effective organization in these contexts. The questionnaire was translated into relevant local languages. The English version is included at the end of this Appendix. An initial pilot survey was fielded in Nigeria, which resulted in small modifications to the questionnaire. The survey was implemented from August to November, using SMS (text-based) platforms in those countries where literacy rates and security conditions were favourable, and interactive voice response technology in the cases of Afghanistan and Bangladesh.²

13. The target number of respondents was 400 per country. The target number was slightly higher than the minimum number required for statistical significance for the total population of each country (384), at 95 percent confidence, CI-5. In all, 2,547 responses were collected, including the additional responses from the Nigeria pilot (92) and the Syria attempt (47). Respondents were

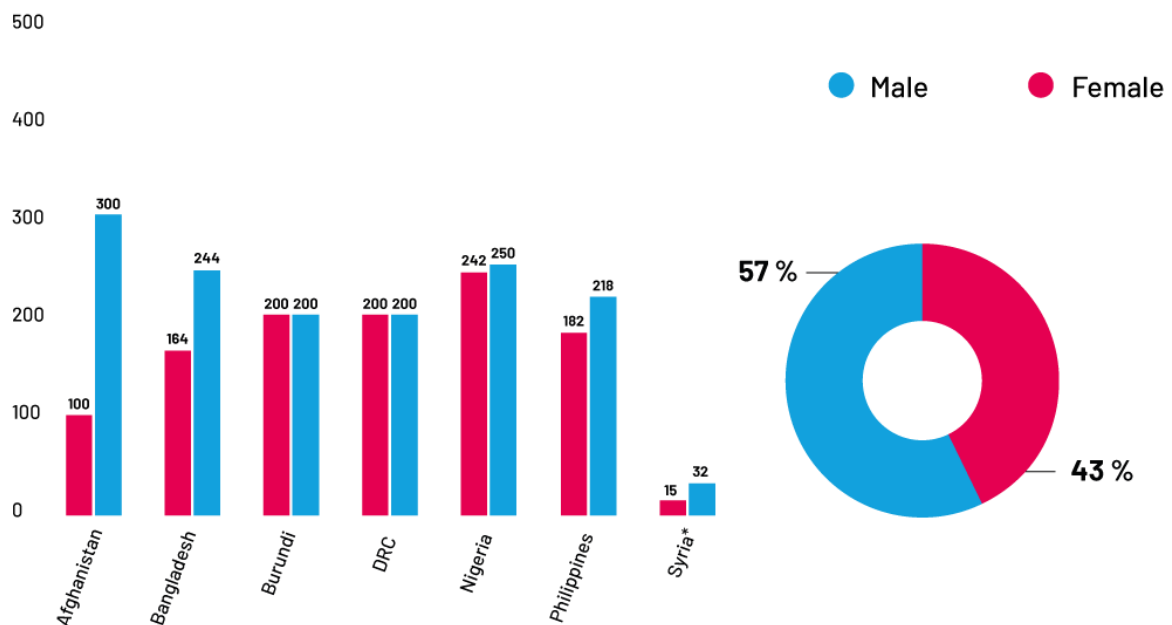
² Interactive voice response uses a recorded voice asking questions and prompting the respondents to answer by pressing number keys. It allows for greater reach to non-literate populations and is considered more secure as it does not leave a text record on a user’s phone.

screened with two eligibility questions: to complete the survey they needed to be 1) familiar with WFP as an organization and 2) either a recipient of WFP programming themselves or know someone personally who was. They were also asked their age, sex, and location of residence.

Limitations

14. Cell phone ownership and network coverage are not yet extensive enough in many developing countries to achieve perfect randomization of respondents through the remote surveying method. Another drawback is that the surveys tend to be gender imbalanced due to patterns of cell phone ownership and usage in many of the countries of interest. To limit the gender bias, the surveys were kept in the field longer to obtain more women respondents to achieve as close to a 50/50 gender split as possible within time and budget constraints. Balanced samples were achieved in Burundi, DRC, and Nigeria. The Philippines and Bangladesh samples were close to balanced, at 46 percent men and 40 percent women respectively. Afghanistan, as expected, proved more difficult, reaching only 25 percent of women respondents, despite balancing efforts (Figure 1). For most questions, there were no significant differences between the opinions of women and men.

Figure 1: Respondent profile



Beneficiary feedback and complaints data

15. WFP provided the evaluation team with raw data from its feedback and complaints systems in four countries: Bangladesh, Mali, the Philippines, and Somalia. The evaluation team designed automated tools to analyse these data, primarily drawing on the “bag-of-words” approach, focusing on word frequency and association. The team made further inquiries into the most frequent relevant terms and their associations to determine the presence and scope of pertinent issues.

Limitations

16. WFP only made a relatively limited set of feedback data available to the evaluation team. This was further aggravated by the inconsistent language used in the Philippines’ log, where affected people filed their complaints in a mixture of English, Tagalog, and texting language. While developing a customized tool to analyse this log is theoretically possible, it was not practical given the limited timeframe and capacity.

17. In addition, only one of the three logs suitable for text mining appeared to be exact transcripts of beneficiaries’ feedback and complaints. The other two contained staff summaries of feedback received. These summaries tended to note the type of complaint, but not its exact content, making them unsuitable for analysis. The analysis of feedback data thus did not yield a lot of insights.

Media analysis

18. WFP, like other large organizations, uses the services of companies that monitor and analyse their press coverage. These platforms use Boolean keyword searches to identify and compile relevant articles from media sources. Generally, such media analysis aims for broad analysis of tone (i.e. favourable or unfavourable). In the inception phase of the project, the team explored with WFP colleagues the possibility of running customized searches via their CARMA or Meltwater partnerships. As this proved not to be possible, the team instead reviewed synthesis reports prepared for WFP by CARMA (provided by WFP to the study) and in addition ran a limited, separate media analysis, adapting a media search tool used by researchers from Humanitarian Outcomes, to search the Global Database of Events, Language and Tone (GDELT). The team also consulted with the WFP security unit regarding their planned media analysis to see if synergies could be found, but that initiative was still in the early planning stages.

19. The researchers systematically reviewed eight CARMA reports covering 2014-2016, to extract information relevant to the study, namely: mentions of WFP gaining (or failing to gain) access in difficult or dangerous environments; questions of partiality or favouritism in their programming; and any discussion of whether WFP is considered neutral, impartial, and independent of political interests as a humanitarian actor. In general, the review sought to identify any themes highlighted by the positive or negative stories.

20. GDELT, a database that houses a global index of broadcast, print, and web news media, was used to source specific articles that mentioned WFP and attributed positive, negative and neutral sentiment, or tone, to them. The query, which utilized Google Big Query to search the GDELT Global Knowledge Graph database, returned 120,000 results. A secondary query was refined to further narrow down these results using specific search terms within the URLs containing the titles of articles. This winnowed down the results to 1,251 links to articles that were manually reviewed to weed out duplicates and false positives. After the initial analysis, additional search terms were queried to drill down for specific content that wasn't returned (observed) in the initial query. This resulted in an additional 1516 links that were again manually scanned to assess relevance to the study. At the end of the process, a very small number of articles (24) were directly relevant to the analysis.

Limitations

21. A media search that is both highly targeted and precise in terms of topics searched, while at the same time being comprehensive across all global sources and languages, is a highly costly proposition and not feasible within the budget of this review, particularly since it is not a central evidence component but rather supplementary — an additional lens with which to view WFP performance. Hence the team used the far less costly and “shallower” modality described above. While the media-monitoring research process yielded a small return relative to inputs/effort, it nevertheless lends value to the overall study in the sense of “due diligence,” ensuring that the team did not miss any significant currents of general or localized public opinion vis-à-vis WFP.

Social media analysis

22. In addition to traditional media, the team undertook an analysis of Twitter posts relevant to WFP during the period of January 2013 to September 2017. A Twitter analysis was not planned for in the initial project design, but since the media search yielded less substantive results than hoped and the team had the capacity to build a simple custom search tool, it was deemed worthwhile. The tweets were collected using a custom-built crawler collecting all mentions of the WFP official handle (@WFP), and excluding those emanating from internal WFP or other United Nations sources. The final corpus included 63,796 tweets with 12,571 hashtags from 16,569 unique accounts.

23. Similar to the feedback analysis, the team employed the natural language process model “bag-of-words” to look for insights in this set of data. Additionally, each tweet was fed through a polarity scorer to approximate its sentiment.

Limitations

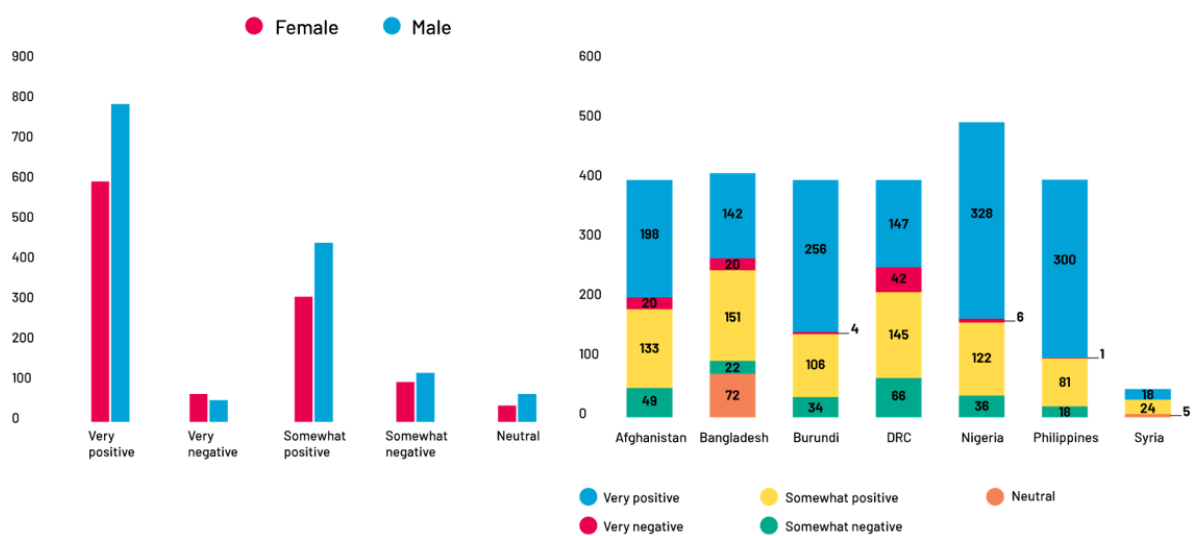
24. Because the crawler only searched for tweets that tagged WFP (@WFP), it missed tweets that only mentioned the agency by name. On the other hand, it resulted in many false positives, as many users arbitrarily tagged WFP in irrelevant tweets and spam. Even though much effort was spent on minimizing this irrelevant material or “noise”, a substantial amount of it remained, which might have skewed some descriptive statistics. Furthermore, due to limited capacity, only tweets in Roman script were considered. This exposes the analysis to certain biases. Lastly, the opinions of Twitter users are not fully representative of the general population in places where access to internet is still a privilege.

3. General Perception of WFP as a Humanitarian Actor

25. Public opinion, as gleaned from the surveys and media search results, appears to have a favourable view of the performance of WFP in general.

26. Survey respondents were asked for their impression of how WFP is viewed in their country as a humanitarian actor maintaining a principled operational stance.³ Clear majorities overall had positive responses (Figure 2). The largest group of “very positive” responses were driven by the Philippines and Nigeria. DRC had the most negative responses, but there were still more favourable opinions than unfavourable ones. Women were more likely than men to hold a “very negative” opinion and less likely to hold a “very positive” opinion. Again, it is important to remember that women’s opinions, like men’s, were, in the majority, positive. However, because in most contexts it is women who oversee food and family feeding in the household, this difference in opinion merits attention.

Figure 2: Overall perception of WFP as a principled humanitarian actor

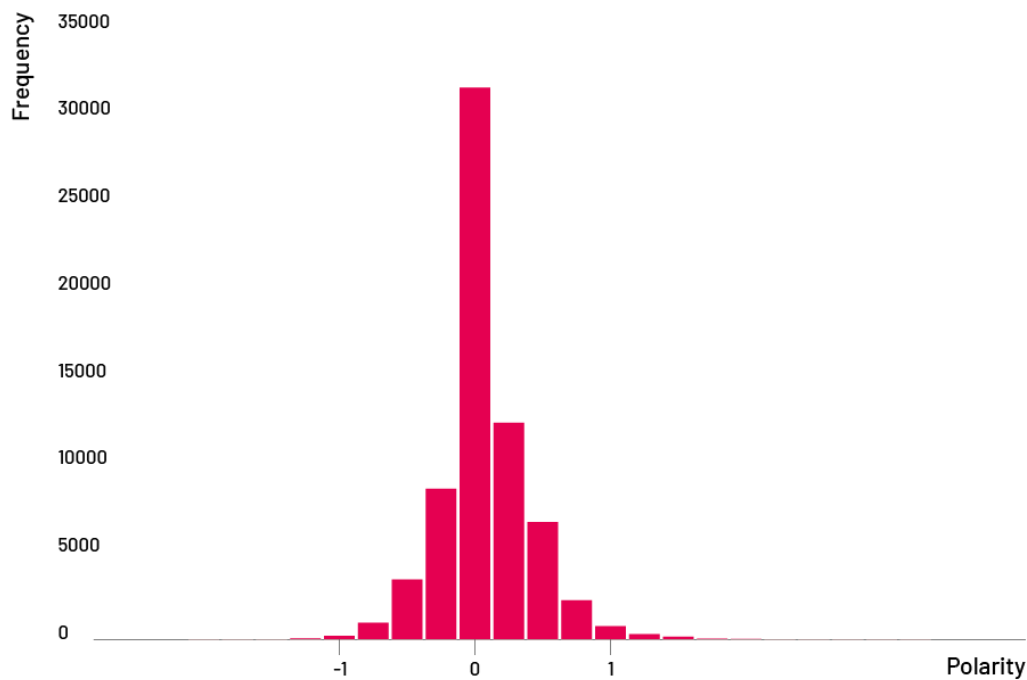


27. News articles mentioning WFP were mainly neutral on the agency itself (most of those flagged as negative in tone referred to humanitarian conditions, not assistance delivery), and no significant editorial pieces were found expressing negative sentiment. Likewise, the majority of tweets tagging WFP were found to be neutral (0), with more favorable (+1) tweets than unfavorable (-1) (Figure 3), and some tweets with negative sentiment are expressing sympathy for the people whom WFP serve as opposed to criticism of the agency.⁴

³ This was the final question of the survey, designed to allow for reflection by respondents on their previous answers to specific questions about access, principles and general performance.

⁴ An analysis of a random sample of 200 negative and 200 positive tweets showed that 18 percent of negative tweets - compared to 43 percent of positive tweets - were directed at WFP.

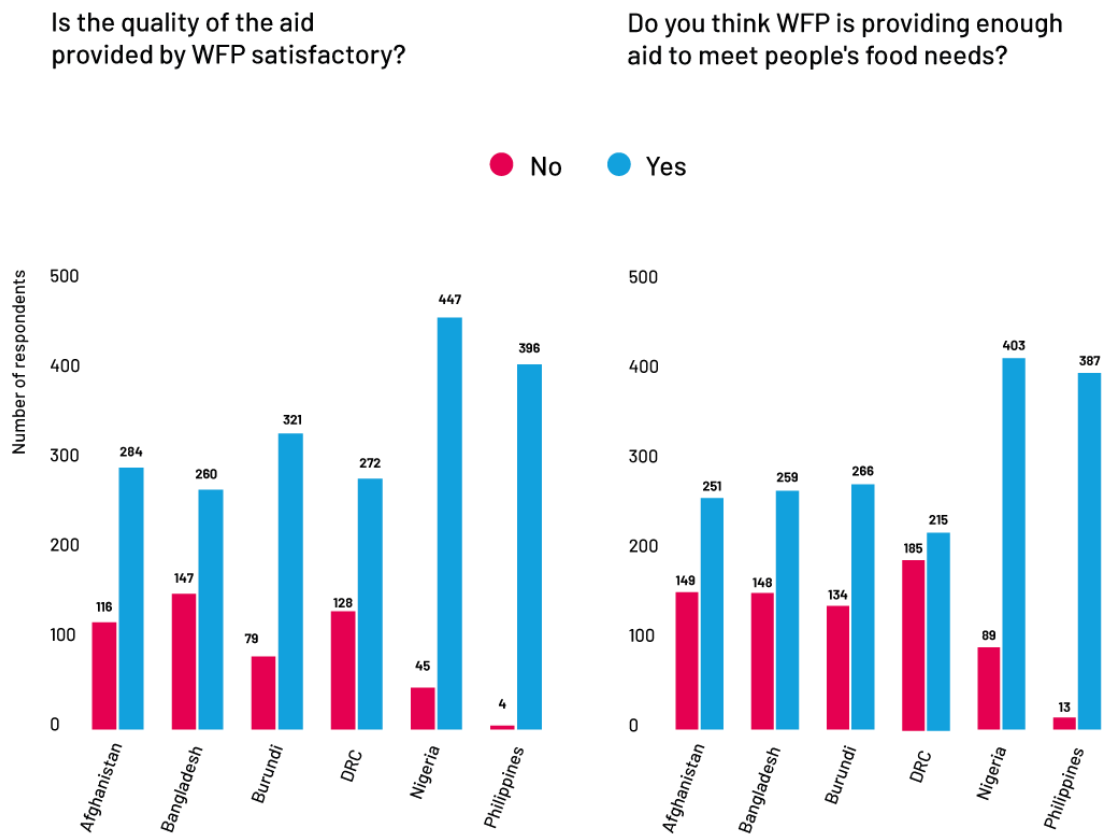
Figure 3: Sentiment distribution of tweets directed at WFP



4. Quantity (Sufficiency) and Quality of Aid

28. Most people surveyed were satisfied with both the quantity and quality of aid provided through WFP and its partners (Figure 4). Respondents in the Philippines were the most satisfied on both counts, and DRC respondents were the least. In DRC, nearly half of respondents (46 percent) said that WFP was not delivering enough to meet people’s needs. Respondents in all survey countries were more satisfied with quality than with quantity.

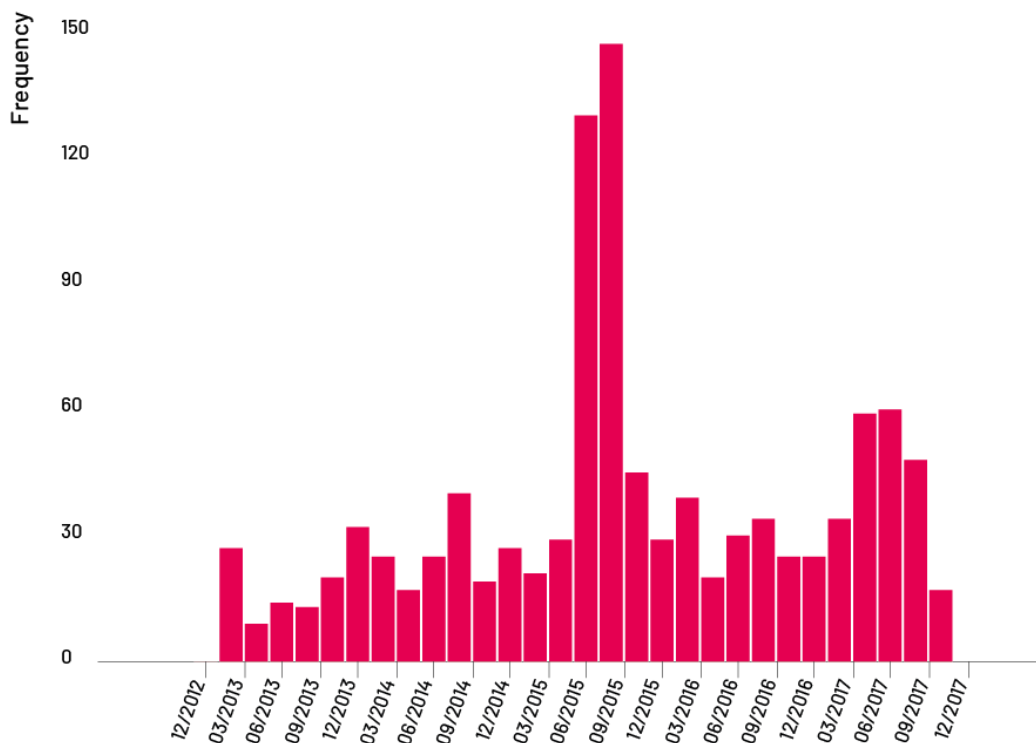
Figure 4: Perception of quality and quantity of aid provided by WFP



29. The media search turned up an exception regarding quality satisfaction in a non-survey country, namely reports of expired or “contaminated” food delivered in Somalia in 2016.⁵ Similarly, in the Twitter analysis, one of the words most associated with Somalia is “expired,” with multiple tweets criticizing WFP for sending expired food in 2014, 2016, and 2017. The Somalia finding echoes that of a survey Humanitarian Outcomes conducted with Al-Shabaab members, where the issue of contaminated food assistance was repeated as an example of the perceived international community’s malign intent. Similar complaints were raised for Syria, Nepal, and Yemen and occur over the entire period of time investigated (Figure 5). The spike in July 2016 contains mostly tweets from Nepal complaining about WFP supplying earthquake victims with rotten rice.

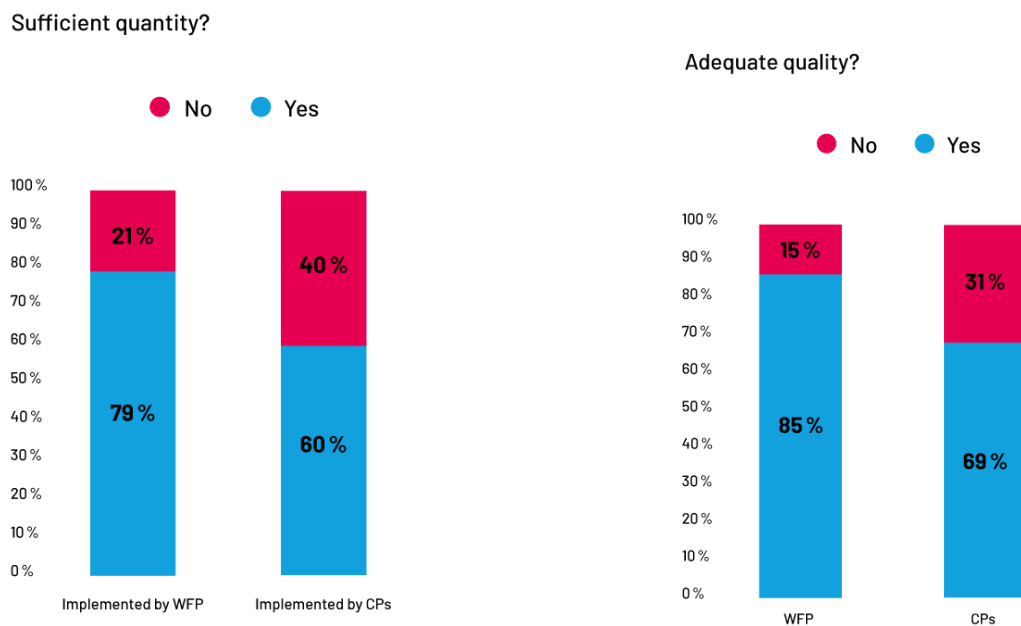
⁵ <http://www.radiodalsan.com/2016/06/15/wfp-investigating-the-origin-of-expired-food-aid-destined-for-drought-victims/>;
<http://sn-tv.com/2016/06/14/somalia-seizes-expired-food-relief-at-mogadishu-airport/>

Figure 5: Distribution of tweets containing “expire”, “rot”, and “spoil”



30. More dissatisfaction with both quantity and quality was reported through the surveys when aid was delivered through a partner organization, as opposed to directly through WFP; the higher the proportion of people reporting delivery through partners, the higher the level of dissatisfaction (Figure 6).

Figure 6: Level of satisfaction with quantity and quality of aid

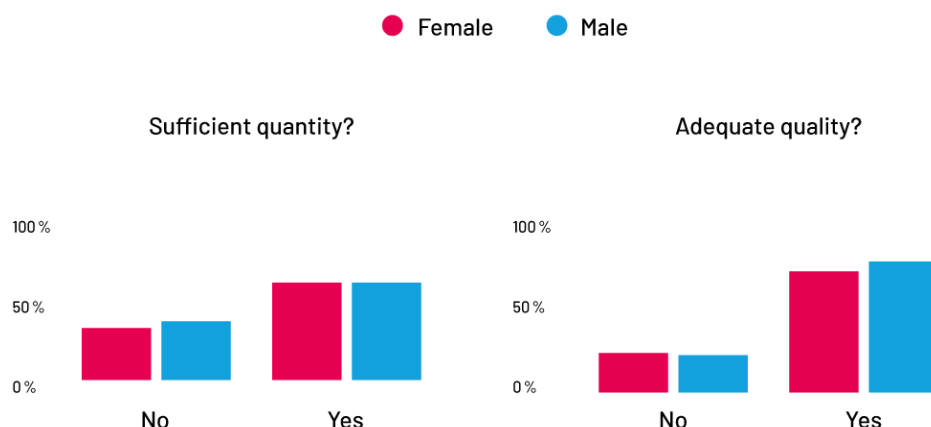


31. The sample reporting the lowest level of direct implementation —DRC — had the highest level of dissatisfaction with quantity (46 percent) and quality (32 percent) of assistance. Conversely, the country with the highest level of direct implementation — the Philippines — also had the highest reported satisfaction. Only 3 percent of respondents there expressed dissatisfaction with

quantity, and 1 percent with quality. This finding requires more investigation, as it is not clear that respondents' distinctions between WFP and implementing partners are accurate.

32. There were no significant gender differences in perceptions of quantity and quality overall. Women tended to be only very slightly more favourable than men overall on quantity and quality (Figure 7). The two country exceptions were Afghanistan, where women (though still majority satisfied) were 9 percentage points less satisfied than men on quantity and 16 percentage points less satisfied on quality, and DRC where women tended to be more satisfied than men on quantity (by 16 percentage points).

Figure 7: Perception of quantity and quality of aid by gender



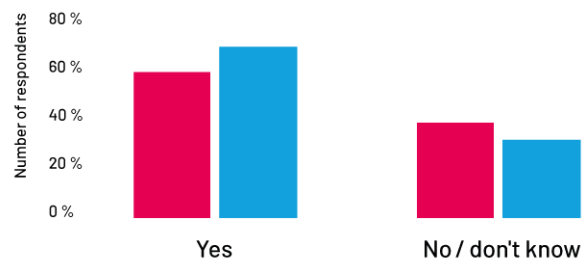
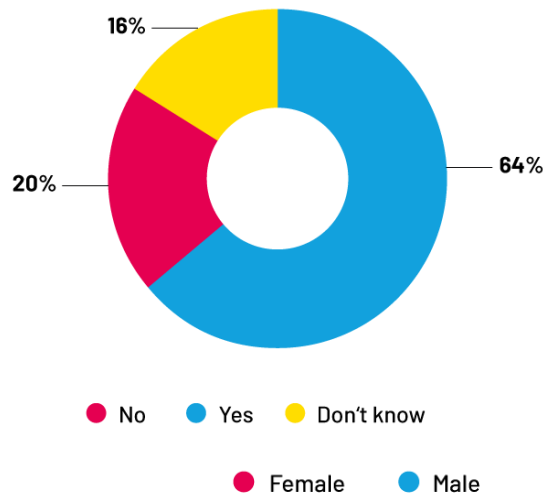
33. Although not in very large numbers overall, affected people did also complain about the prices of food provided by WFP retailers and about the retailers themselves when providing feedback to WFP. Out of 1816 unique entries in the feedback log for Somalia, the team found 103 instances of complaints about food being priced higher than market rates, or about corruption among retailers. The feedback provided in Bangladesh mostly related to cash for work programmes. Out of 177 entries, 78 were related to wages, and 58 of those complained about late payments.

5. Accountability to Affected Populations

34. A majority of respondents across countries reported that WFP consulted with them and provided them with the opportunity to give feedback on programming (Figure 8). Prior surveys, such as those done for the [SAVE research programme](#) and the [State of the Humanitarian System review](#), have consistently reported low levels of consultation by aid actors. So in this area, WFP is seen to outperform other humanitarian agencies and the international humanitarian community as a whole.

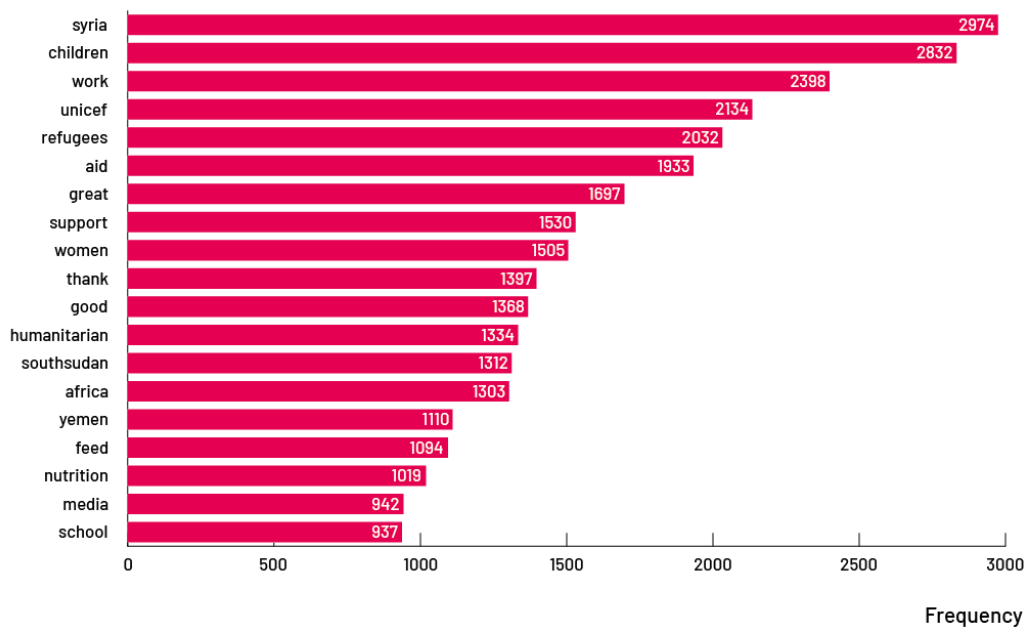
35. However, it is noteworthy that overall fewer women than men responded yes to this question. There were five percentage points of a difference — the largest overall gender difference seen in the survey results. Figure 8 shows that 66 percent of men reported “yes” to the question “were community members able to give their opinion on the WFP programme, make complaints, and suggest changes?” compared to 61 percent of women. Both groups were still a majority “yes,” but this five point difference might suggest that more efforts are needed to balance gender in WFP outreach to affected communities.

Figure 8: Were community members able to give their opinion on WFP programmes, make complaints, and suggest changes?



36. Finally, it is perhaps indicative of public satisfaction regarding WFP that numerous tweets expressed gratitude. A word frequency analysis showed that one of the words most often appearing in tweets directed at WFP was “thank” (Figure 9).

Figure 9: Word frequency of tweets directed at WFP

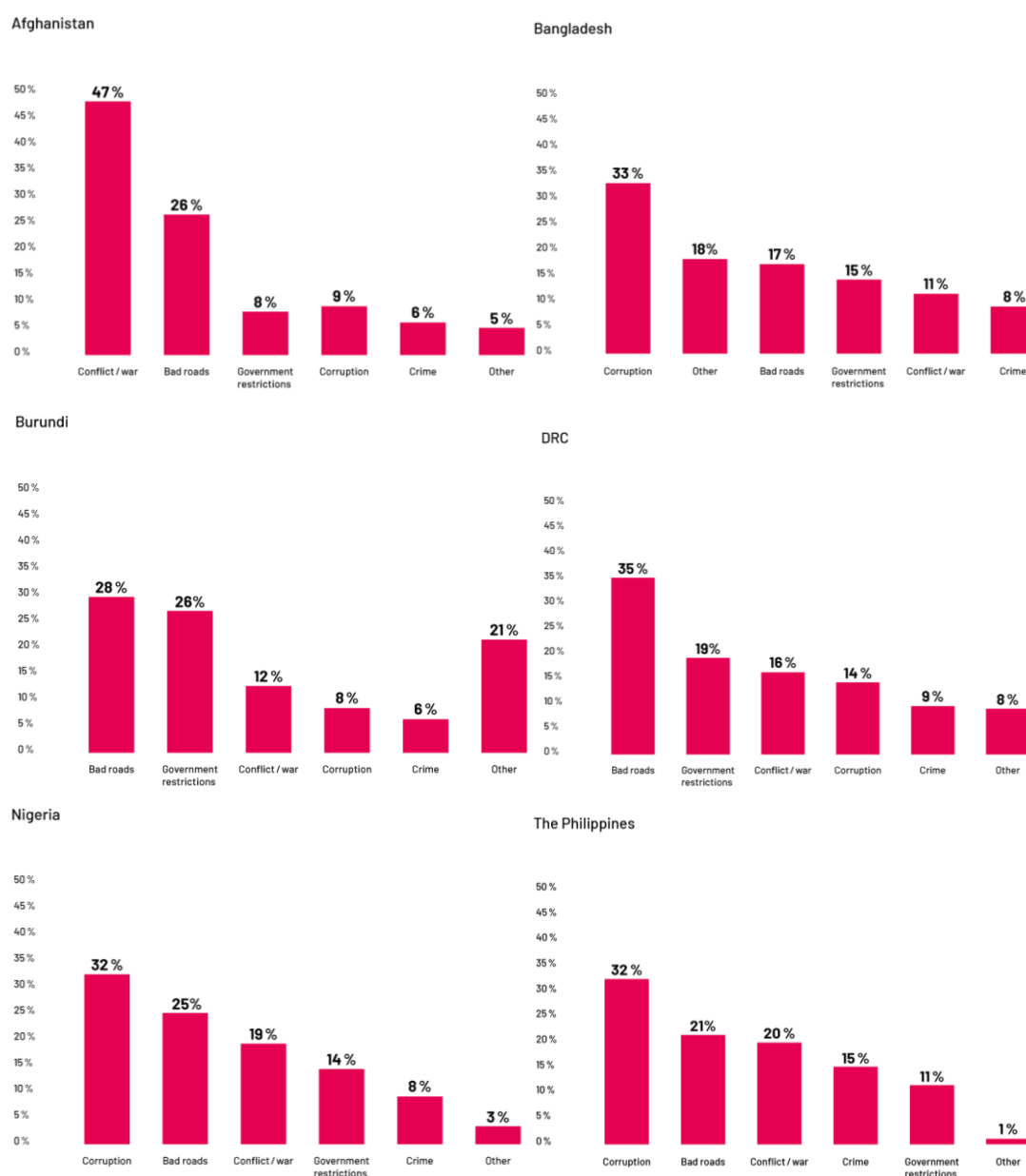


6. Access and Obstacles

37. Majorities in all countries surveyed said that WFP was managing well in accessing populations in hard-to-reach areas. The country cases differed when it came to public perceptions of the greatest obstacles to assistance delivery (Figure 10), but logistical difficulties featured prominently across all of them. In Burundi and DRC, large majorities reported bad roads as the number one problem, followed by government restrictions. For Bangladesh, Nigeria, and the Philippines, the chief obstacle was corruption (followed by bad roads), and for Afghanistan it was conflict/war, again with bad roads as number two. Crime was the least cited obstacle to access.

38. Women and men were equally likely to see bad roads as the largest obstacle, but when it came to the second largest, women more often cited corruption, whereas men cited conflict/war. At the country level, the one exception was Bangladesh, where slightly more men than women cited corruption (though pluralities of both men and women chose this as the number one obstacle).

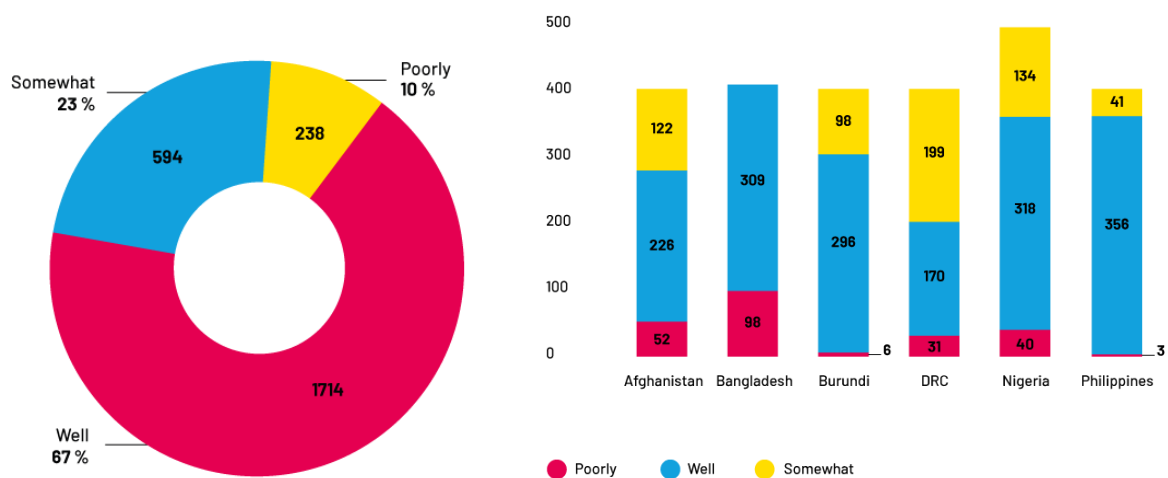
Figure 10: Perception of obstacles to aid delivery



39. Respondents were then asked how well WFP managed to provide aid in the places with the most severe needs, given the identified obstacles. Overall, WFP was given high marks for managing access despite obstacles. The average ratio of people perceiving that WFP was doing well as opposed to doing poorly was almost 7:1. A majority in all countries (excepting only DRC) found that WFP was “managing well” (Figure 11).

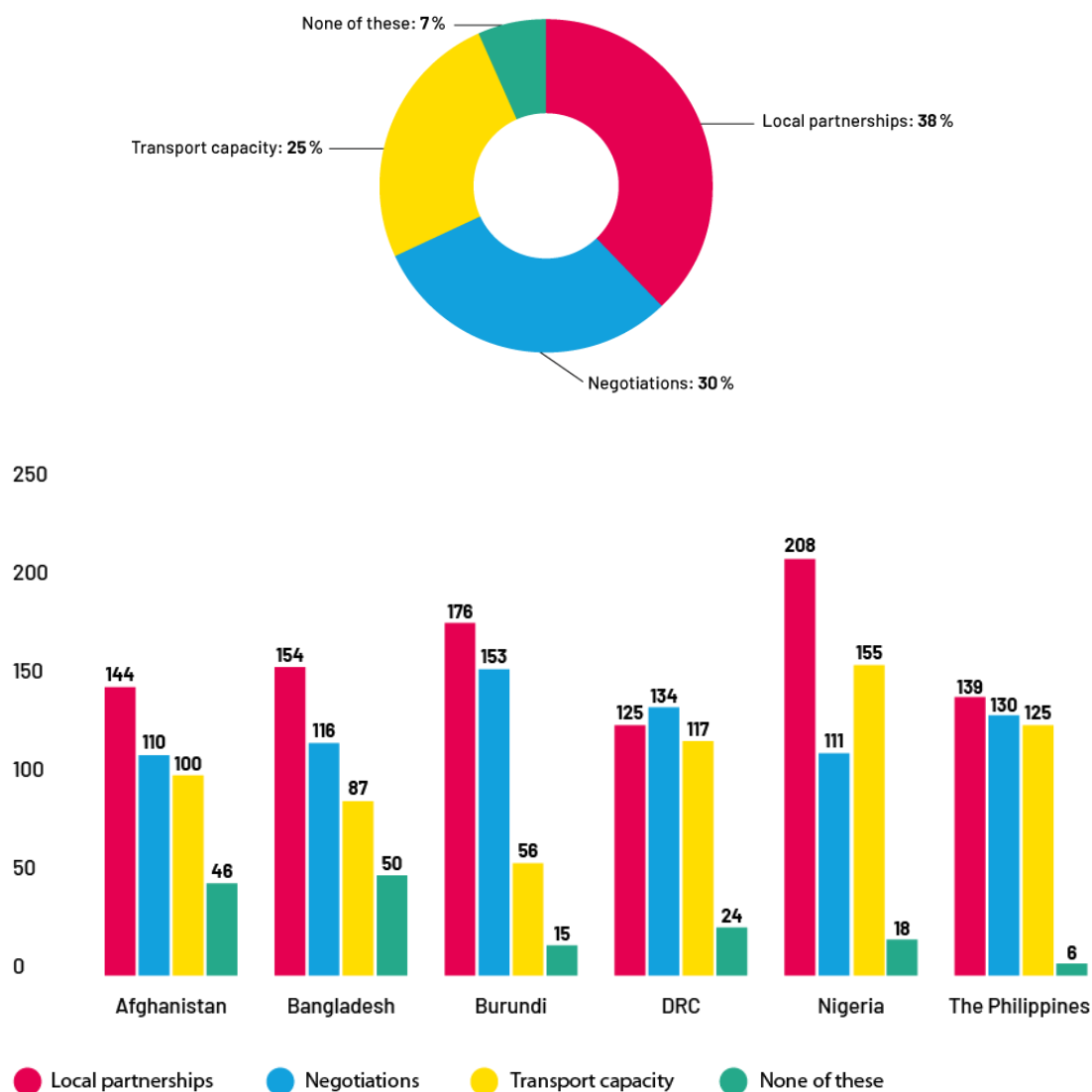
40. However, eligibility screeners for the survey meant that people who had never encountered WFP (i.e. those not accessed) could not possibly be among the respondents, making it likely that responses on access skew positively for WFP. Significant gender differences on access were only found in Afghanistan, where 11 percent more women than men said WFP was “doing poorly” in terms of access (though majorities of both sexes said WFP was “doing well”).

Figure 11: Affected population perception of the ability of WFP to manage to provide aid in the places in the given country with the most severe needs



41. Survey respondents were then asked what WFP should improve in order to increase its access. Thirty eight percent of respondents suggested WFP should “do more through local partnerships,” and 30 percent suggested WFP should increase negotiations with all players. Although most had identified logistical problems as the main access constraint, only 25 percent suggested WFP should “increase transport capacity” (Figure 12). Men and women did not differ significantly on their responses to this question.

Figure 12: Affected population suggestions of what ONE thing WFP should improve to increase its access in difficult areas



42. Thirteen percent of articles tracked through CARMA media monitoring reports from 2014 to 2016 had access constraints as their main message. Most report on the lack of cooperation of host governments or de facto authorities. Media had a generally favourable view of WFP efforts to reach affected areas despite obstacles. The share of articles reporting on WFP reaching an area increased from 8 percent in the first quarter of 2014 to 27 percent in the last quarter of 2016. Media reports on blocked access were usually followed by reports that WFP had managed to overcome the obstacles. Individual crises led to spikes in negative coverage, which are relevant to the perceived neutrality of WFP. In the first quarter of 2015, for example, photos on social media featuring Islamic State logos on WFP aid packets led to negative media attention.

43. The GDELT media query found Syria to be the predominant context in reports mentioning access obstacles, specifically government interference and the lack of government coordination hampering relief efforts. Also mentioned were the governments of South Sudan and Myanmar. These were mostly neutral on WFP, with a rare exception.⁶

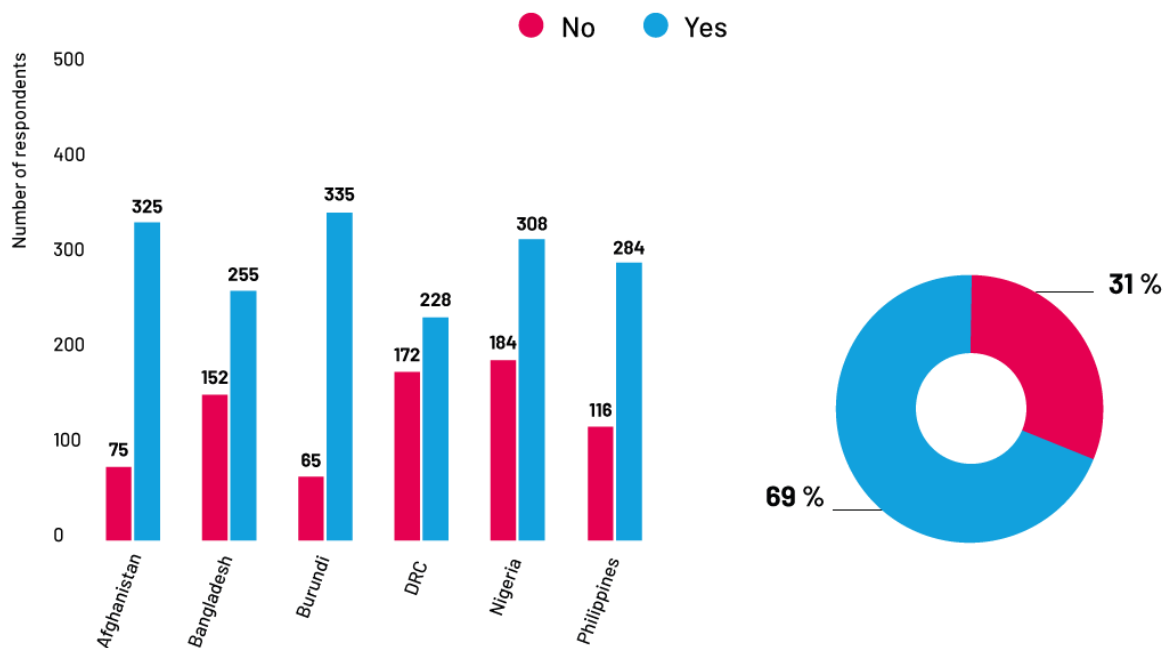
⁶ <https://www.irrawaddy.com/opinion/guest-column/burmas-biggest-challenges-civil-war-and-religious-intolerance.html>

44. The Twitter analysis found 249 tweets with the word ‘access’, most of which refer to people’s access to food, rather than WFP access. The few tweets referring to WFP access are mostly related to Syria, and mostly positive. A total of 185 tweets refer to WFP being denied access, specifically in Yemen (most tweets), Burundi, South Sudan, and Myanmar. Again, the negative sentiment of these tweets is mostly directed at those denying WFP access and not at WFP itself. There are a few exceptions, however, with some tweets expressing frustration at WFP (for example, for not being able to stop the violence in Yemen or Myanmar).

7. Impartiality

45. Majorities of survey respondents in all countries considered WFP to be impartial in its humanitarian action (Figure 13). Once again, the minority opinion was strongest in DRC, where 43 percent of respondents did not see WFP as an impartial actor. In Nigeria, 37 percent held a negative view. While majorities of both sexes in all countries viewed WFP as impartial, men held more positive views than women in Afghanistan (by 6 percentage points), Bangladesh (by 10 percentage points), and DRC (by 10 percentage points).

Figure 13: Affected populations’ views on: “Do you think WFP provides aid impartially, without favouritism, based on need alone?”



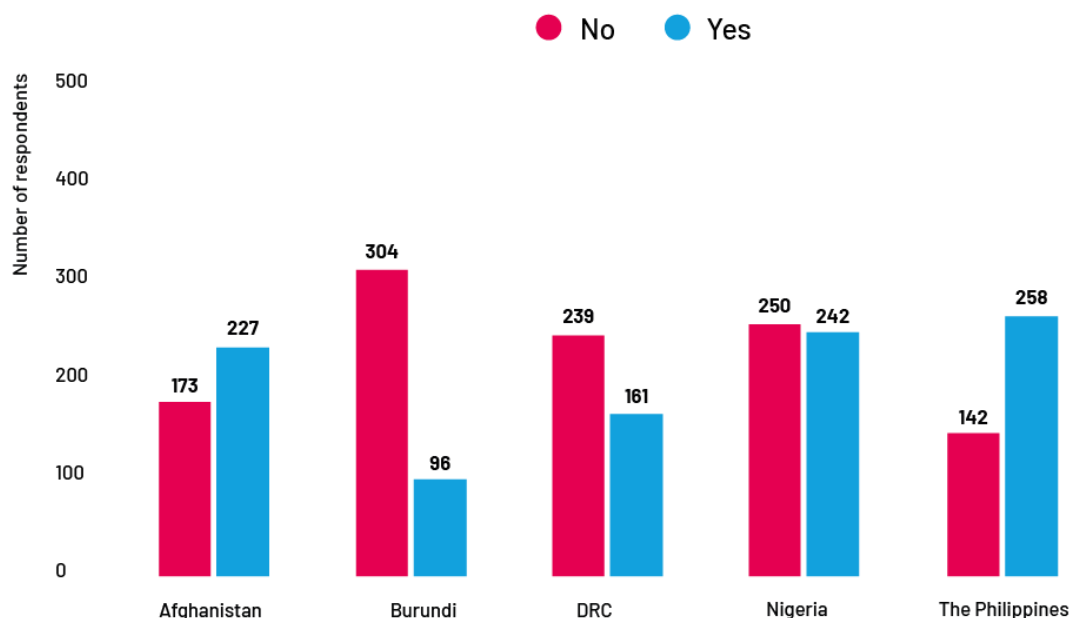
8. Neutrality

46. Neutrality may be the principle on which WFP has the most complicated public perception profile. After the pilot survey and consultations with experts, the wording of the neutrality question was finalized as: “Do you think WFP is working to help any one side of the conflict to win in your country?”⁷ The countries with the most positive attitudes towards WFP programming overall (the Philippines and Nigeria) also have the greatest number of people who believe it is supporting one side of the conflict (Figure 14). This correlation seems counterintuitive at first. However, the phrasing makes the question dubious as to whether neutrality is a good or bad thing. It is likely that many people in the Philippines and Nigeria believe WFP is indeed cooperating with the Government against an insurgency, and that this is how it should be. The responses would thus

⁷ For the survey in Bangladesh, which is not currently undergoing major civil conflict, this question was omitted.

make sense as these are the countries with smaller territories under control of insurgencies, compared to the more contested and fragmented scenarios in DRC and Afghanistan.

Figure 14: Affected population responses to: “Do you think WFP is working to help any one side of the conflict to win in your country”



47. The responses to the neutrality question showed no significant differences by gender either overall or at the country level.

48. The media searches turned up some instances of WFP neutrality being questioned in countries that were not included in the survey. Several articles mentioned the use of a Russian contractor to help with Syrian airdrops, raising neutrality concerns (coupled with the criticism that the contractor had previously been found to be an unreliable partner). The New York Times, for example, stated that “...if aid is being delivered by a party to the conflict, it reinforces the perception — and the reality — that the delivery of aid is highly politicized.”⁸

49. A total of 350 tweets mentioning WFP since 2013 contained the word “terror.” There was however only one instance with a clear trend: all tweets mentioning “terror” in September 2017 accuse WFP of funding “terrorism” in Myanmar by providing assistance to the Rohingya ethnic group. Other tweets sporadically refer to non-state armed groups allegedly using WFP goods and equipment, including 283 tweets on Somalia.

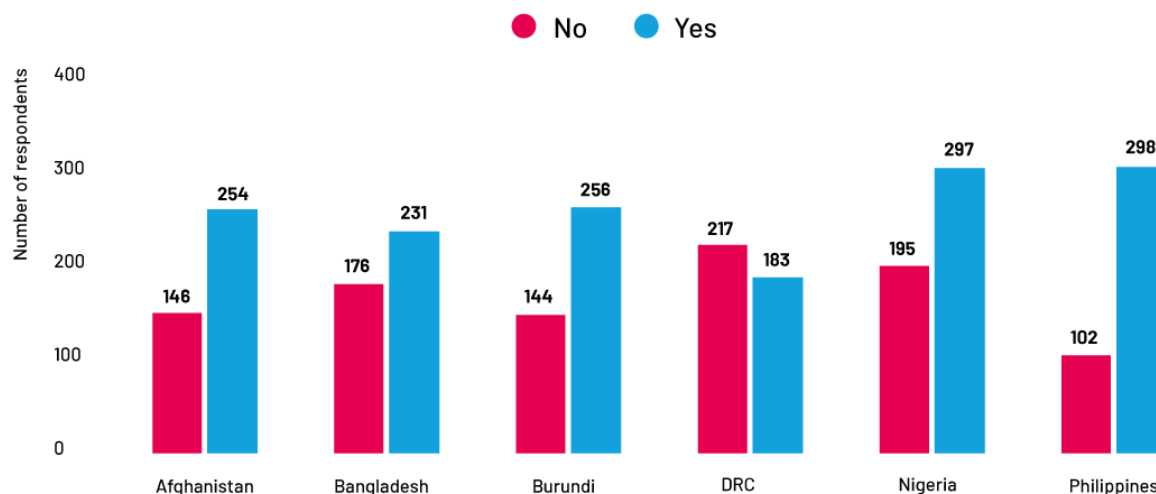
9. Independence

50. Affected people in all but one country found WFP to be independent of its major donor governments. In DRC, a slight majority of 53 percent thought that WFP was not independent of its donors. The opinions of men and women did not differ in the aggregate, but Afghanistan provided the sole instance in the entire survey where the majority opinion differed by gender. In that case, a slight majority of women (51 percent) answered “no” when asked if WFP was independent,

⁸ <http://www.nytimes.com/2016/10/22/world/middleeast/syria-aid-airdrops-russia.html>

whereas a strong majority of men (68 percent) answered “yes.” Why such a gender difference should exist on this particular question in this one country is not evident.

Figure 15: Affected population perceptions on whether or not WFP is independent of its major donors



10. Survey Questionnaire Script (English Version)

1	Birth Year	In what year were you born? Type a four-digit number like 1980.
2	Eligibility1	Are you aware of the World Food Programme [WFP] and its activities in your country? Please press 1 for yes, 2 for no or 3 for unsure.
3	Eligibility2	Have you, someone you know, or someone in your community received food or cash from the World Food Programme [WFP]? Please press 1 for yes, 2 for no or 3 for unsure.
4	Gender	Are you male or female? Press 1 for male or 2 for female. Press a number now.
5	Province	What province do you currently live in? Type the name of your province, like [example].
6	City/Town	What city do you currently live in? Type the name of your city, like [example].
7	Recipient Status	Did you or any of your family members receive food or other assistance from WFP? Please press 1 for yes or 2 for no.
8	Implementation	Is the WFP aid programme you know implemented directly by WFP, or through a local partner organization? Please pick only one. 1) Directly by WFP 2) Through a partner organization.
9	Quantity	Do you think WFP is providing enough aid to meet people's food needs? Please press 1 for yes or 2 for no.
10	Quality	Is the quality of the aid provided by WFP satisfactory? Please press 1 for yes or 2 for no. Press a number now.
11	Feedback	Were community members able to give their opinion on the WFP programme, make complaints, and suggest changes? Please press 1 for yes, 2 for no or 3 for don't know. Press a number now.
12	Obstacles	What is the main obstacle to aid organizations like the WFP providing aid in hard to reach communities? Please pick only one. 1) Bad roads 2) Conflict/war 3) Crime 4) Government restrictions 5) Corruption 6) Other.
13	Access	Given these obstacles, how well is WFP managing to provide aid in the places in your country with the most severe needs? Please press 1 for 'well', 2 for 'somewhat' or 3 for 'poorly'. Press a number now.

14	Improving Access	What ONE thing WFP should improve to increase its access in difficult areas? Please pick only one. 1) Transport capacity 2) Negotiations with key players 3) Local partnerships 4) Other.
15	Impartiality	Do you think WFP provides aid impartially, without favouritism, based on need alone? Please press 1 for yes or 2 for no.
16	Neutrality	Do you think WFP is working to help one side of the conflict to win the conflict in your country? Please press 1 for yes or 2 for no.
17	Independence	Do you think WFP is independent of its major donor governments, such as the U.S and European Union? Please press 1 for yes or 2 for no.
18	Public Perceptions	What is your overall impression about WFP as a principled humanitarian actor that is neutral, impartial, and independent of politics? 1)Very positive 2) Somewhat positive 3) Neutral 4) Somewhat negative 5) Very negative

XI. Quantitative Analysis

1. Introduction

1. The evaluation team collected quantitative data for a snapshot covering the third quarter of 2016. The main purpose of this data collection was to analyse how different variables correlate with WFP level of access, as evidenced by the share of emergency food security needs covered.

2. This Annex will first explain the applied method in greater detail, then provide a descriptive analysis of the collected data and finally present the results of a regression analysis of the data.

2. Method

Scope

3. The evaluation team first identified countries in which WFP currently experiences significant access constraints. Through interviews conducted during a scoping exercise and during the inception phase of the evaluation, an initial set of 23 countries were identified and a data request form was sent to WFP offices in these countries (Figure 1). For 18 of these countries, country offices submitted sufficiently complete data to be included in the analysis. Table 1 provides an overview of these countries and their characteristics.

Figure 1: Countries considered for quantitative analysis

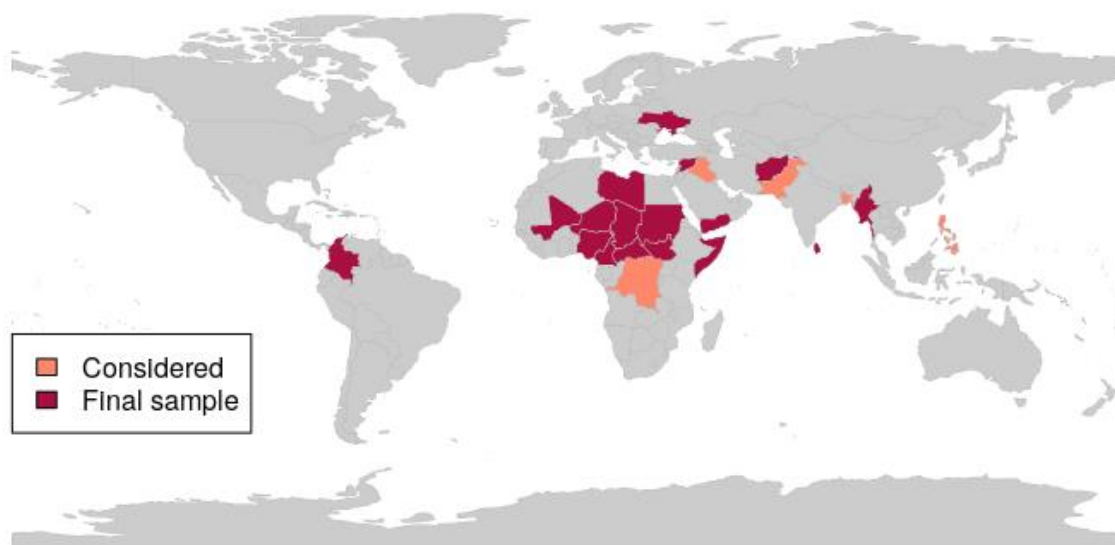


Table 1: Characteristics of countries included in quantitative analysis for 2016

Country	Number of food insecure people (WFP Figures)	Number of WFP beneficiaries (as reported in SPRs)	WFP programmes	Context
Afghanistan	9.3 million	3,504,081	IR-EMOP, EMOP, PRRO, SO (capacity development and UNHAS), Trust Fund	<ul style="list-style-type: none"> - Ongoing conflict with economic uncertainty and high inflow of returnees - Strong gender inequality with pervasive gender based violence - Logistical constraints and security reported as most severe access challenge
Cameroon	3.9 million	567,053	Country Programme, Regional EMOP, PRRO, SO (UNHAS)	<ul style="list-style-type: none"> - Low agricultural production and large displacement of people - Restricted roles of women - High levels of HIV/AIDS. Travel restriction by Government and logistical constraints reported as most severe access challenges
Central African Republic	2 million	915,578	Regional EMOP, SO (UNHAS, logistics & emergency telecommunication)	<ul style="list-style-type: none"> - L2 emergency - Conflicts, displacement, food insecurity, HIV/AIDS constitute main challenges - Violence, banditry, infrastructure, insufficient transport and storage hinder access
Chad	3.6 million	1,093,511	Regional EMOP, PRRO, SO (UNHAS), Development project (schoolchildren in insecure areas)	<ul style="list-style-type: none"> - Climate change, chronic poverty, insufficient availability of basic services, displacement of people affecting food security, nutrition, and livelihoods - Travel restrictions by the government and logistical constraints reported as most severe access challenges
Colombia	20.9 million	257,559	PRRO, EPR	<ul style="list-style-type: none"> - Ongoing armed violence and climate change exacerbate food insecurity. Displaced people and marginalized ethnic groups are most affected - Restrictions by non-state armed groups reported as main access challenge
Libya	1.3 million	113,485	EMOP	<ul style="list-style-type: none"> - L2 emergency - Political power struggle and armed conflict since 2013 resulted in an economic, security and humanitarian crisis - Logistical constraints reported as main access challenge
Mali	3 million	847,107	PRRO, SO (UNHAS)	<ul style="list-style-type: none"> - L2 emergency - Increase in insecurity and displacement of people increase food insecurity - Violence between armed groups and inter-communal clashes over natural resources hinder humanitarian access
Myanmar	2.9 million	1,166,848	PRRO	<ul style="list-style-type: none"> - Challenges include impact of prolonged isolation, natural disasters, economic sanctions, political unrest, ethnic conflicts and inter-communal violence, malnutrition, low life expectancy, high tuberculosis and HIV/AIDS rates - Travel restrictions by the Government and logistical constraints reported as main access challenges
Niger	1.5 million	1,755,297	Regional EMOP, PRRO, SO (UNHAS)	<ul style="list-style-type: none"> - Economic and health shocks, climate-related crises, and events in the region result in security, migration, and humanitarian needs

				<ul style="list-style-type: none"> - Travel restriction by the Government and logistical constraints reported as main access challenges
Nigeria	N/A	1,017,117	Regional EMOP, IR-EMOP, SO (UNHAS), EPR	<ul style="list-style-type: none"> - L3 emergency - Economic recession, the Boko-Haram induced crisis and the resulting displacement of people lead to instability - High malnutrition and mortality rates - Humanitarian assistance is limited to government-controlled areas
Somalia	5 million	1,801,984	PRRO, SO (UNHAS and food security cluster augmentation)	<ul style="list-style-type: none"> - Prolonged violence, political instability, displacement of people, and environmental and economic shocks lead to acute hunger and malnutrition - Gender inequality with high levels of gender based violence, child marriage, and maternal mortality - Restrictions by non-state armed groups and logistical constraints reported as main access challenges
South Sudan	8.5 million	4,016,874	EMOP, PRRO, SO (UNHAS, food security and livelihoods cluster, logistics cluster, emergency telecommunications cluster, transport infrastructure)	<ul style="list-style-type: none"> - L3 emergency - Prolonged conflict with severe economic crisis, and deteriorated food security. - Gender inequality and discrimination are prevalent - Travel restrictions by the Government and logistical constraints reported as main access challenges
Sri Lanka	N/A	193,420	Country programme, EMOP	<ul style="list-style-type: none"> - Malnutrition remains a problem, especially in the Northern and Eastern Provinces - National level food availability in Sri Lanka, however, is not a significant concern - Emergency situation caused by flood and landslide disaster
State of Palestine	1.6 million	503,221	PRRO	<ul style="list-style-type: none"> - Protracted crisis due to occupation in the West Bank, blockade, and slow recovery in Gaza Limited market access to food - Food insecure people are assisted by the Palestinian Authority, with the UNRWA serving refugees, and WFP and FAO supporting non-refugees
Sudan	3.5 million (severely food insecure)	3,902,157	PRRO, SO (UNHAS), SAFE, Joint Resilience Project	<ul style="list-style-type: none"> - Complex political environment coupled with economic instability, displacement, regional insecurity, malnutrition and food insecurity, as well as sporadic climatic shocks - Access to Dafur, Kordofan, and Blue Nile states remains limited - Travel restrictions by government reported as main access challenge
Syria	7 million	5,180,835	EMOP, SO (UNHAS, logistics and emergency telecommunications)	<ul style="list-style-type: none"> - L3 emergency - Violence, displacement, and economic recession lead to one of the largest humanitarian and protection crises seen for many years. - Travel restrictions by the government reported as main access challenge
Ukraine	600,000	503,135	EMOP, SO (logistics)	<ul style="list-style-type: none"> - L2 emergency - Conflict with non-state armed groups forces civilians living in non-government-controlled areas to endure violence, reduced accessibility to enough and nutritious food,

				<p>rising prices, and lack of functioning banking system</p> <ul style="list-style-type: none"> - Humanitarian access to non-government-controlled areas is restricted, WFP has to operate through cooperating partners
Yemen	14.1 million	7,402,543	EMOP, PRRO, SO (UNHAS, logistics and emergency telecommunication)	<ul style="list-style-type: none"> - L3 emergency - Civil war and attacks by militant groups result in an alarming humanitarian crisis - Social environment hinders gender mainstreaming in WFP operations - Travel restrictions by authorities reported as main access challenge

4. Data was collected at the sub-national level - referred to as “province-level data” or “provincial data” in this Annex. In 16 of the countries, this comprised the territorial units at the first administrative level below the country level. In two countries, the second administrative level below the country level was chosen as that was more similar in size.

5. In terms of time period, the evaluation opted for a “one snapshot” analysis, focusing on the third quarter (July to September) of 2016. This is a relatively recent period for which most complete data were expected to be available. It aligns with reporting cycles on needs and beneficiaries, which are monthly or quarterly in most cases. It also covers more than the (often) monthly distribution cycle and thereby allows balancing, for example for delivery delays experienced in one month.

6. The main limitation of this approach is that it cannot take into account potential seasonal variations in WFP distribution planning, for example cases in which food stocks are distributed before July because climatic conditions inhibit access during the time period in question. The reasons why this approach was chosen nevertheless include:

- Some of the factors potentially affecting access can vary significantly over time. For example, access limitations due to heavy rainfall or snow are usually a seasonal restriction that is only present in certain periods of the year. Territorial control and related travel restrictions, as well as security levels, can change relatively quickly in active conflict zones. Accounting for these variations would have required recording multiple observations for each variable and each province for each point in time when a significant change is registered in one of the access constraints. However, data on needs and beneficiaries are usually available on a monthly or quarterly basis only. A fine-grained analysis sensitive to changes in access levels was therefore not possible.
- Alternatively, several “snapshot” examinations aligned to reporting cycles on needs and beneficiaries could have been carried out. This, however, would have imposed a significantly higher burden on WFP country offices and would likely have reduced the number of complete data requests submitted. By using the “one snapshot” approach, by contrast, it was hoped to increase the number of countries for which complete data were provided, thereby increasing the data’s variance and representativeness.
- Focusing on “one snapshot” also allowed for a relatively high internal consistency of the data.

Variables considered and data sources

7. The dependent variable used in this analysis is the coverage of emergency food security needs through food distributions by WFP and its cooperating partners. The evaluation team saw this as the most meaningful proxy indicator for WFP access since WFP is the global lead agency for emergency food assistance and has the role of provider of last resort as co-lead of the food security cluster.

8. Coverage is defined as the percentage of people in need that WFP and its partners are able to assist within a given geographical area. Emergency food security needs are defined as people in need of food assistance at Integrated Food Security Phase Classification (IPC) levels 3 to 5 (or in severe/moderate food insecurity) - a measure that is highly comparable across contexts.

9. To determine the number of people assisted, only beneficiaries reached with general food distribution (GFD) as reported by WFP were considered. This measure has limitations. Most importantly, it does not consider people reached with cash based programmes. According to WFP standard project reports, cash-based programmes accounted for 40 to 60 percent of the WFP operational budget in two countries in the sample, 20 to 40 percent in six countries and 0 to 20 percent in seven countries. No data on cash programmes was available for the remainder of the countries in the sample. This means that the collected data only accounts for part of the total coverage by WFP. However, conditions for access and the feasibility of cash programmes can be quite different to those for general food distribution, depending for example, on the functionality of markets and the availability of a banking and/or mobile telecommunications infrastructure. The team therefore did not deem it useful to include both types of assistance in the same regression analysis. Requesting data on both types of assistance, as well as all variables potentially associated with them, at the same time, was felt to overburden country offices. Another limitation of the data reported for general food distribution is that it only indicates the number of people reached, but not how complete the assistance provided was, for example, whether full or partial rations were distributed.

10. As independent variables, the team collected data on potential access obstacles and some other variables expected to affect WFP needs coverage. Those variables were identified and defined based on interviews conducted during the scoping and inception phases of this evaluation. Table 2 lists the variables and provides information on their operationalization, measurement level and period, and the data source.

Table 2: Variables considered in quantitative analysis

Variable	Operationalization / measurement	Measurement level	Measurement period	Data source(s)
Security level	6-point scale of UNDSS security level per security area	Province	13 September 2016	WFP security (HQ)
Travel restrictions (government)	5-point scale from "no restrictions at all" (1) to "government does not allow WFP to travel to this province at all" (5)	Province	July-September 2016	WFP country office data request (assessment)
Restrictions imposed by non-state actors	5-point scale from "no restrictions for operating in this province at all" (1) to "non-state actor does not allow WFP to work in this province at all" (5)	Province	(July-)September 2016	WFP country office data request (assessment)
Logistical constraints	5- point scale from "logistically, access was no problem at all" (1) to "extremely challenging/costly" (5)	Province	(July-)September 2016	WFP country office data request (assessment)

Territorial control	5-point scale from "control exclusively by government" (1) to "exclusively non-state actor" (5)	Province	July-September 2016	WFP country office data request (assessment)
Presence of terrorist groups	Among actors exerting control in this province: at least one listed by US as terror group	Province	July-September 2016	Territorial control & US terror list
Availability of cooperating partners	3- point scale from "finding CPs was not a problem" (1) to "was very challenging/impossible" (3)	Province	July-September 2016	WFP country office data request (assessment)
Needs coverage by other humanitarian actors	3- point scale from "no or very little food assistance activities by other organizations" (1) to "other provided assistance on equal or higher level than WFP" (3)	Province	July-September 2016	WFP country office data request (assessment) & OCHA 4W, ICRC operational presence
Funding	Ratio of available funding for WFP operations over estimated people in need	Country	2016	Funding: WFP Country Office Resource Level Overviews (HQ)
WFP workforce	Absolute number of staff members in respective province Ratio of number of in-country staff over number of people in need	Province / Country	2016	WFP Breakdown of staffing by location in 2016 (HQ)
Food import obstacles	4- point scale from "no problem in delivering food" (1) to "challenges were so high that only limited amounts could be delivered" (4)	Country	July-September 2016	WFP Procurement (HQ, assessment)
Difficulty to get visa approvals / travel clearance	3-point scale from "obtaining visa approval/travel clearance by government was not a problem" (1) to "was a significant challenge and imposed important operational restrictions" (3)	Country	2016	WFP country office data request (assessment)
L3 emergency status	Yes / No	Country	July-September 2016	WFP Emergency Responses 2016
Presence of integrated United Nations peacekeeping mission	Yes / No	Country	2016	United Nations mission websites

11. For several variables, the team deemed assessments by locally experienced WFP staff members as the most realistic, reliable, and comparable data source. For one of these variables - the needs coverage by other humanitarian actors - stakeholders subsequently questioned the reliability of the received, assessment based data and suggested assistance data collected by the food security cluster as an alternative. Unfortunately, this data was not available at a sub-national level for all 18 countries and the specified time-period. However, sub-national data for all food security cluster partners for three major emergency responses in 2017 was provided. This data was used to triangulate some of the descriptive analysis of the received data (for example, the evenness or unevenness of coverage within countries), but could not be used in the regression analysis.

12. All data requests to country offices were included in a comprehensive request sheet, together with detailed descriptions on the variable's scaling, in order to ensure comparability across countries. For each data entry in the request sheet, comments could be added by country offices to provide additional information or clarify their entries. On this basis, the returned data could be verified and slightly adjusted in some instances.

Data availability and quality

13. As Table 1 shows, most data had to be requested from WFP country offices. Twenty one country offices⁹ covering a total of 362 provinces or districts submitted information. Fifty provinces were excluded from the sample as they did not record any food security needs at IPC level 3 or higher. In addition, the received data were not always complete or reliable, in which case they were excluded from the sample. This concerns, in particular, coverage data (the ratio of beneficiaries over needs), which were only included if they matched in terms of period of observation and type of need and assistance. For several countries IPC data were available that better matched the time-period for which beneficiary data were submitted by country offices, which made it possible to include the respective data.

14. Furthermore, many provinces in the sample were not covered by WFP assistance at all during the period in question. These provinces have a reliable coverage score of zero, even if no needs data were available or needs data were not reliable. Reliable coverage data could therefore be obtained for 285 provinces. Complete needs data are available for 266 provinces. For the purpose of the regression, only observations for which information is complete in all variables could be used. Some provinces without needs data had strong indications that emergency food security needs existed and this was backed up by comments made by WFP country team staff and the overall analysis by WFP of the situation, needs and access restrictions for the country. For nine of these provinces, good needs data existed for the other provinces in the country, enabling an estimation of needs based on official population figures (which can face limitations in terms of accuracy and completeness), raising the number of provinces with complete data to 214. Data were only used for the regression analysis. Eight of these nine provinces had zero coverage. For them, the estimates do not therefore affect the calculation of the coverage rate (zero irrespective of the level of needs). In these cases, the estimates were only used as data points to calculate what effect the level of needs has on coverage. For the regression model excluding zero coverage provinces (that is, the one focusing more on variables that explain the level of coverage), the model was calculated twice - once including the province with estimated needs data and once excluding it. The results were the same, both in statistical significance and in strength of the effects of the different variables. Table 3 shows the province counts for the various levels of data availability.

15. Provinces with zero coverage also received special treatment during the analysis. Various different factors can potentially explain zero coverage, including, for example: a lack of access to the province in question; the absence of emergency food security needs; the presence of other food security actors; or special seasonal conditions. Excluding zero coverage provinces from the analysis would therefore also have eliminated some of the most relevant cases from the sample. At the same time, provinces with zero coverage not related to access constraints could distort the results of the analysis. Two models of the regression analysis were therefore calculated: one including zero-coverage provinces (Model A) and one excluding them (Model B) and the results of the two models were compared.

⁹The data request was not completed by WFP country offices in the Democratic Republic of the Congo and in Bangladesh. However, the latter sent information on beneficiary feedback.

Table 3: Province count for various levels of data completeness

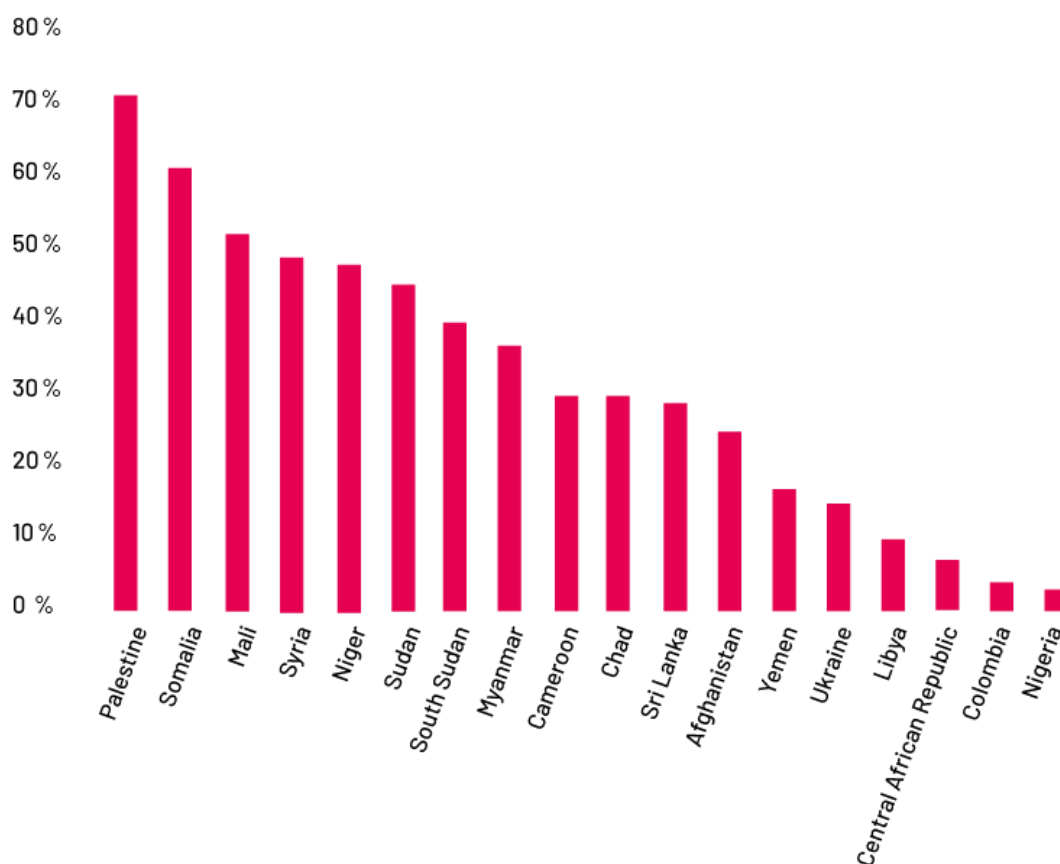
	COUNT		LEVEL OF DATA COMPLETENESS				
	Countries	Provinces	Beneficiaries	Coverage (reliable)	Needs	All variables	+ needs estimates
Areas considered	23	411					
Data received	21	362					
Relevant provinces (needs > IPC 2)	20	312					
Provinces with coverage data	18	285	✓	✓			
Provinces with needs data	18	266	✓	✓	✓		
Regression model A	18	214	✓	✓	✓	✓	✓
Regression model B	18	173	✓	✓	✓	✓	✓

3. Descriptive Analysis of the Dataset

Coverage of humanitarian needs by WFP

16. Based on the coverage rates for individual provinces, an average coverage rate for each country was calculated. A first result of a descriptive analysis of the dataset is that this average per country varies significantly (Figure 2), keeping in mind that the data only cover general food distributions during a snapshot covering three months.

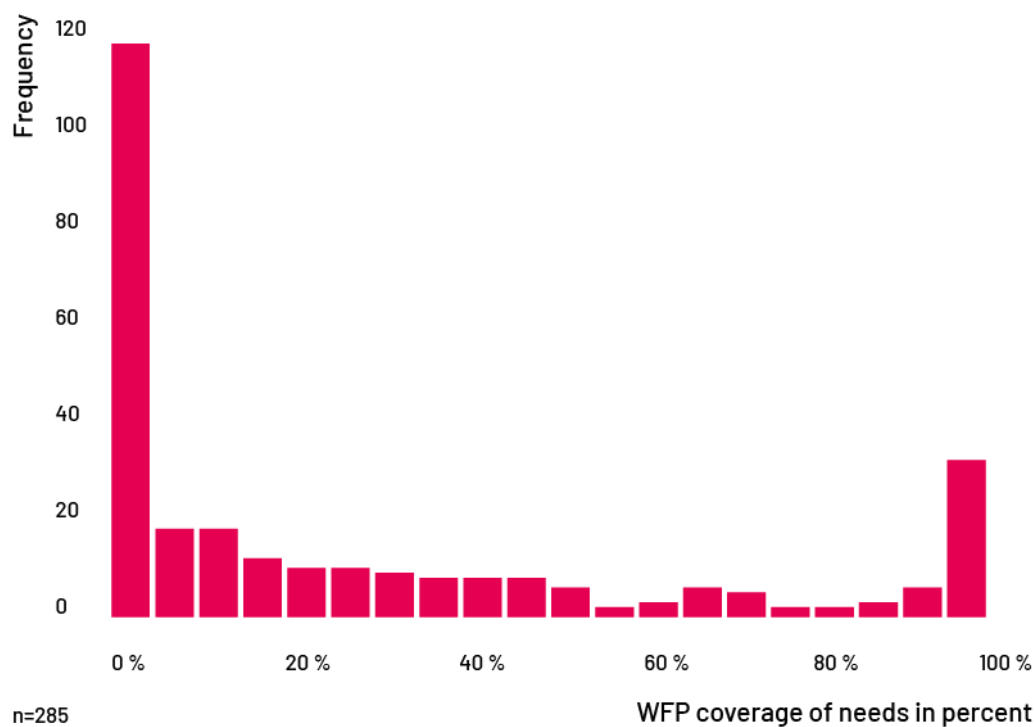
Figure 2: Country averages of WFP coverage with food distributions in percent of all emergency food needs in Q III 2016¹⁰



¹⁰ Data source: Data request to WFP country offices.

17. The mean coverage of needs per province is 28.4 percent when provinces with zero coverage are included in the count. Figure 3 shows a frequency distribution of different levels of coverage among the 285 provinces for which these data are available. It shows that there is a large number of provinces with zero coverage. If these provinces are not included in the count, the mean coverage is 43.5 percent.

Figure 3: Histogram of WFP coverage for provinces with reliable coverage data in Q III 2016 with food distributions¹¹



18. In total, 35 percent of all provinces had zero coverage by WFP in the period between July and September 2016. When only provinces with available needs data are considered (266), zero coverage provinces account for 30 percent. Among provinces with particularly high needs (with more than 200,000 people in severe or moderate food insecurity (75)) only 7 percent were not covered by WFP at all.

19. Another relevant aspect of the histogram in Figure 3 is the relatively high number of provinces with 100 percent coverage. This concentration is partly due to the fact that the figure also includes any scores that were above 100 percent. Scores above 100 percent may indicate data problems. The data were therefore triangulated with an alternative data set: sub-national needs and coverage data for all members of the food security cluster, provided for 2017 for three major emergencies. These data include average monthly coverage rates exceeding 200 percent for some areas. Provinces with 100 percent coverage or more were therefore retained in the dataset.

Combined coverage of needs by WFP and other humanitarian actors

20. Since WFP is not the only organization providing food assistance, it is important to also take into consideration other humanitarian actors. In the data request, country offices were asked to indicate on a three-point scale to what extent there were other humanitarian actors¹² active in food distribution in the respective province and period, ranging from no or little food assistance

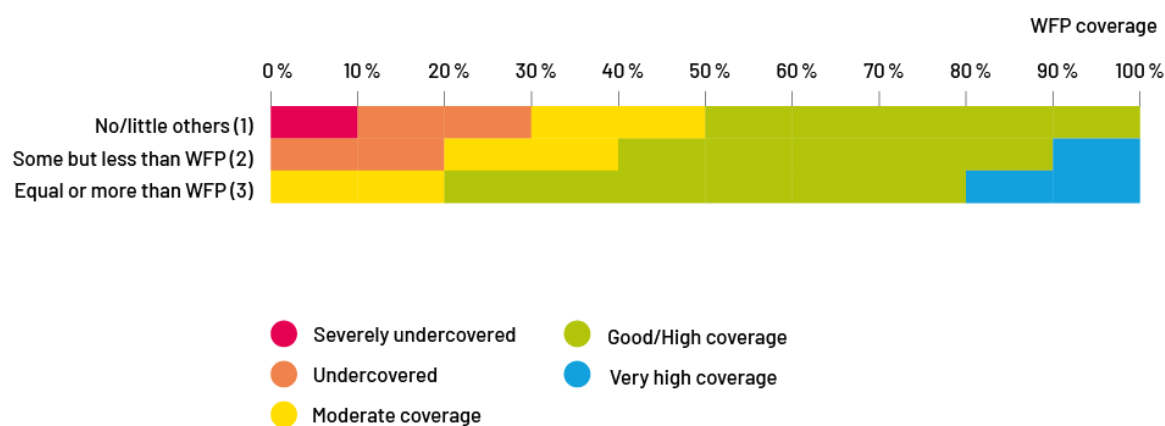
¹¹ Data source: Data request to WFP country offices.

¹² In most cases, this does not include assistance provided by the local government if done so independently from international operations.

by others (1), to some assistance but less than WFP (2), to equal or more assistance than WFP (3). This indicator provides only a rough estimation of the level of activity of other organizations. The team therefore triangulated and complemented the results with additional data sources and indicators: the share of funding received by other actors as part of the overall funding received for activities related to food security as reported on the OCHA Financial Tracking Service; and data provided by the global food security cluster on the share of beneficiaries reached by WFP as compared to other organizations throughout 2017 (available for nine countries at country level); and food security cluster data on beneficiaries reached at sub-national level throughout 2017 (available for three major emergencies).

21. The analysis of combined coverage scores at province level was first conducted using the assessment-based data provided by WFP country offices. The evaluation team classified the provinces based on a combination of WFP coverage and estimates of the activity of other humanitarian actors. Figure 4 shows how the two measures were combined to form five categories, from severely undercovered to very high coverage.

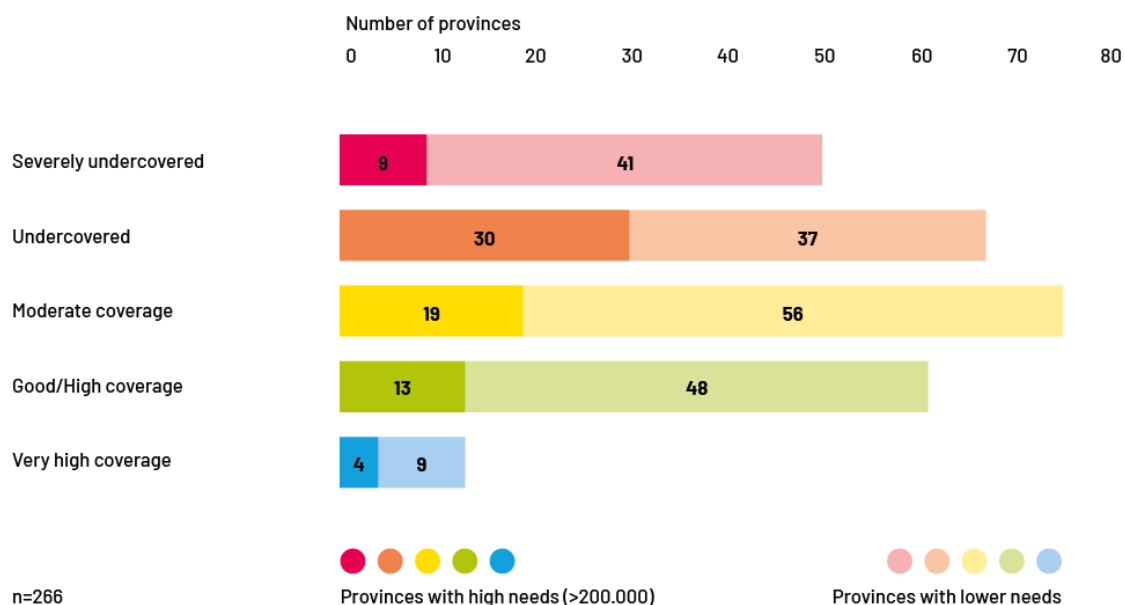
Figure 4: Legend for the classification of combined coverage levels¹³



22. Figure 5 shows how many provinces fell into each classification. The graph distinguishes between provinces with particularly high needs (darker shade of the colour) and all other provinces (lighter shade of the colour). Only provinces for which needs data are available are included in the sample (266). More than 50 percent of the provinces were classified as having moderate to high coverage of needs, 25 percent as undercovered, and 19 percent severely undercovered. In 5 percent of the provinces, needs were found to be covered extremely well by WFP and other organizations. Among those provinces with particularly high needs, only 42 percent had their needs moderately or well covered, while 40 percent remained undercovered, but only 12 percent severely undercovered. The level of very high coverage, however, is roughly the same across provinces with higher and lower needs.

¹³ Data source: Evaluation team

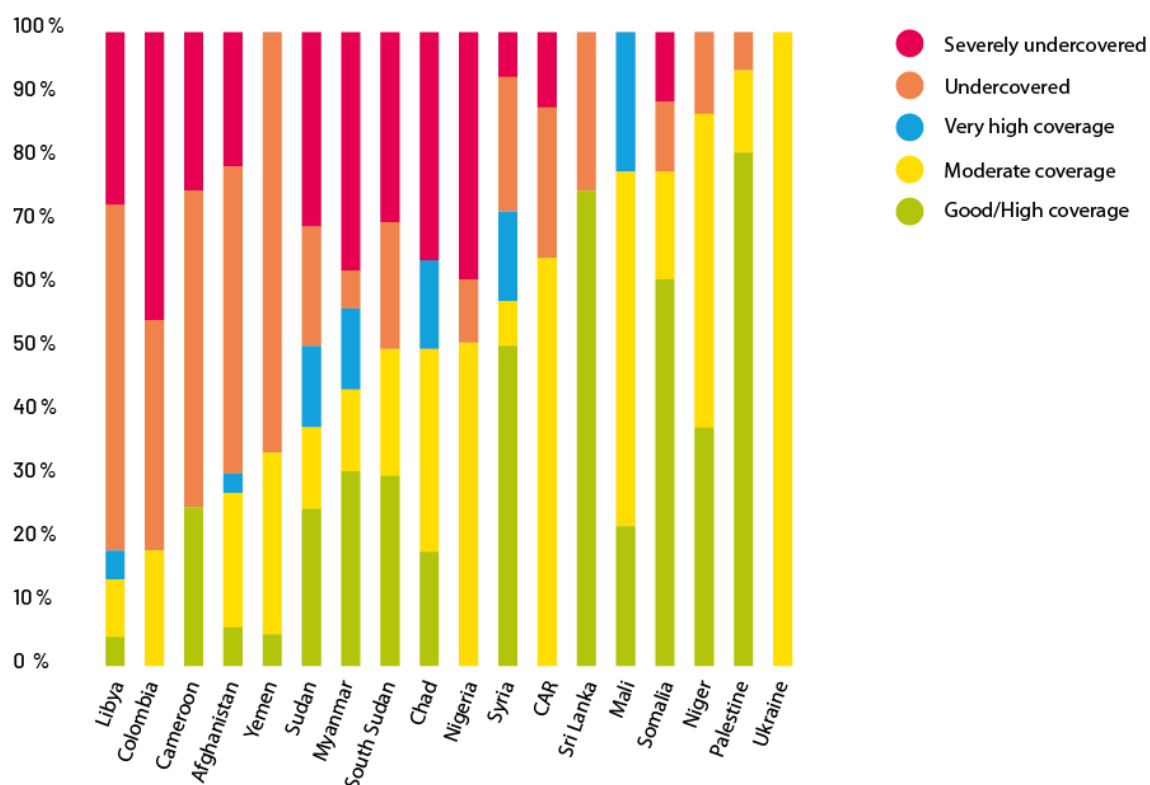
Figure 5: Combined coverage of WFP and other humanitarian actors, according to classification of provinces by evaluation team¹⁴



23. Analysing combined coverage of WFP and other organizations country-by-country, most countries show a very uneven range of coverage levels across provinces. In six countries, severely undercovered provinces exist alongside extremely well covered ones. Figure 6 provides an overview of the distribution of provinces across the five categories for each country. This analysis was triangulated with the coverage data provided by the Global Food Security Cluster, which covered three major emergencies for the full year of 2017. The results are consistent with the first analysis: average monthly coverage of identified needs per district varies strongly in all three countries. Nineteen percent of districts were classified by the evaluation team as severely undercovered (receiving 0 to 9 percent coverage of identified needs), while 26 percent of districts were well covered (receiving 50 to 99 percent coverage) and 13 percent were extremely well covered (receiving 100 percent or more coverage). Each of the three countries includes the entire range of possible categories, from severely undercovered to extremely well covered.

¹⁴ Data source: Evaluation team, based on data request to WFP country offices.

Figure 6: Levels of combined coverage in provinces by country¹⁵



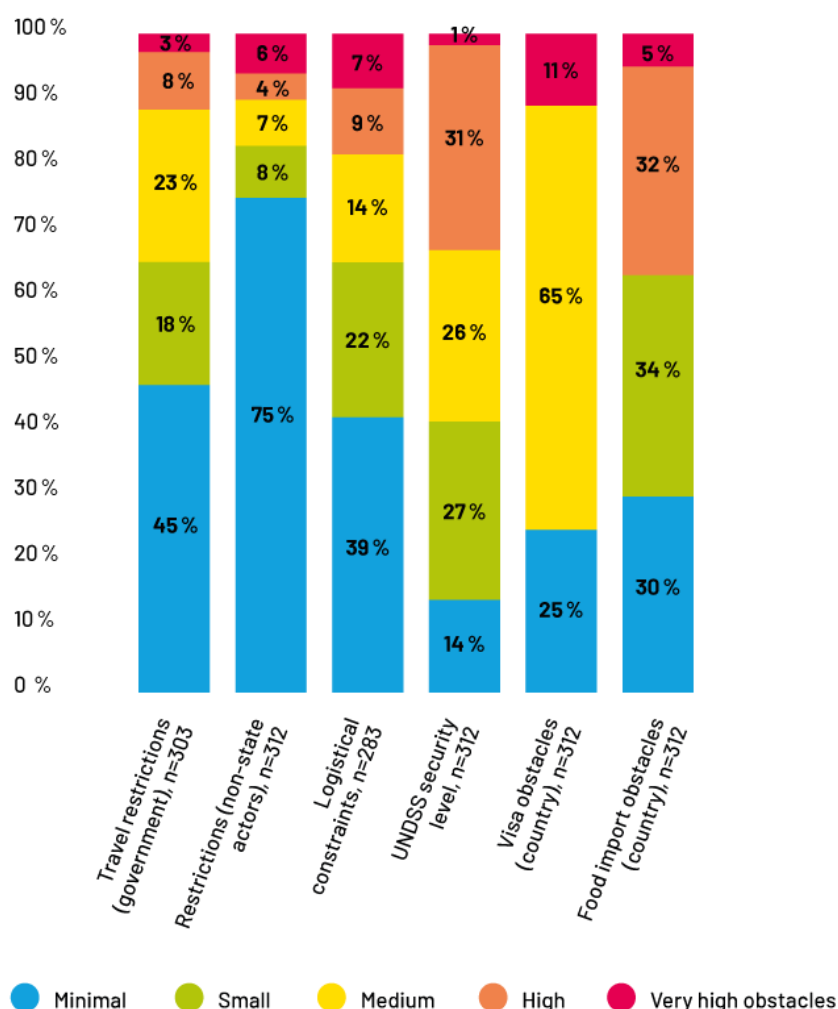
Access obstacles

24. The data collection covered various factors that can potentially compromise or complicate humanitarian access. Figure 7 provides an overview of the responses received, covering up to 312 provinces, depending on the completeness of the submitted data requests. The restrictions indicated as most severe (very high obstacles) include logistical constraints and difficulties in obtaining visa and travel clearance for foreign staff.¹⁶ Restrictions occurring most frequently included insecurity and food import obstacles, which are high or very high in about one third of all provinces.

¹⁵ Data source: Evaluation team, based on data request to WFP country offices.

¹⁶ Note that most variables represented here were recorded using a five-point scale. For the purpose of the visualization in Figure 7 other scales were adjusted as follows: the three levels of “visa obstacles” were attributed to the lowest, middle and highest levels of the 5-point scale; in the case of the 4-point scale on “food import obstacles”, the levels were attributed to the two lower and two higher categories, and in the case of the 6-point scale of “UNDSS security level”, levels 1 and 2 were merged into representing “minimal” obstacle to access.

Figure 7: Distribution of access obstacles across all provinces in Q III 2016 (n=312)¹⁷



4. Factors Influencing WFP Coverage (Regression Analysis)

Approach

25. Thanks to the quite comprehensive submission of data by country offices, the data were sufficiently complete and of satisfactory quality that a regression analysis could be undertaken. The structure of the data suggests the use of a multilevel regression model: variables that are constant for a country as a whole are treated differently from variables that can differ from province to province to avoid distortion.

26. Using a multi-level regression model first requires a test to check whether the assumed variance at country level is statistically relevant. The evaluation team applied two tests, a so-called two-level null model and a comparison between the null multilevel model with the null single-level model. Both tests indicated that the country-level indicators are indeed statistically significant.

27. To model the effects of province-level variables, the evaluation team opted for the so-called random intercept model. It assumes that the relationship between independent variables at province level and the dependent variable is the same for all countries. Tests checking this assumption did not generate strong evidence that these relationships were different between

¹⁷ Data source: Data request to WFP country offices.

countries. The team therefore gave preference to the random intercept model over the more complex random slope model.

28. As discussed above, separate regression models were run for the entire set of provinces with complete data (model A, including provinces with zero coverage, n=214) and a reduced set that excluded the provinces with zero coverage (model B, n=173). This was done to analyse whether the variables affecting the degree of coverage differ from the variables affecting whether or not WFP provides assistance in a given province.

Results

29. Table 4 shows the results for model A, including fixed-effect estimates, standard errors, and significance tests (t-tests with Satterthwaite approximations for the degrees of freedom).

Table 4: Output for model A

```

Random effects:
  Groups   Name      Variance Std.Dev.
country   (Intercept) 125.3    11.19
Residual                   790.3    28.11
Number of obs: 214, groups: country, 18

Fixed effects:
              Estimate Std. Error      df t value Pr(>|t|)
(Intercept)   6.68512   20.91884  42.87000   0.320  0.75084
undss.security 5.97726    2.53555 196.72000   2.357  0.01939 *
needs        -1.83057    0.81487 212.83000  -2.246  0.02570 *
coop.partners -7.57833    3.64640 208.23000  -2.078  0.03891 *
staff.province 0.10554    0.06643 207.57000   1.589  0.11365
territ.control 1.31664    1.74466 207.55000   0.755  0.45130
logistic      4.03622    2.02047 213.16000   1.998  0.04702 *
terror       -2.73991    7.15755 133.57000  -0.383  0.70248
other.humanit -2.02439    3.87285 210.07000  -0.523  0.60172
travel.gov    -1.13925    2.69758 172.81000  -0.422  0.67331
restric.nsa   -3.37956    2.38089 208.88000  -1.419  0.15726
capital      -35.11308   13.47583 213.44000  -2.606  0.00982 **
dollarperneeds 0.06456    0.15860 19.23000   0.407  0.68846
staffperneeds 1.81559    0.45032 20.84000   4.032  0.00061 ***
visa         -6.44324    8.17392 19.54000  -0.788  0.44000
import       0.17295    5.89165 14.82000   0.029  0.97697
L3           28.21915   16.25686 19.23000   1.736  0.09859 .
integr.miss  -10.05447   10.07104 21.24000  -0.998  0.32934
---
Signif. codes:  0 '***' 0.001 '**' 0.01 '*' 0.05 '.' 0.1 ' ' 1

```

30. The column on the right indicates the statistical significance of the correlation. Typically, estimates with p-values below 0.05 (indicated by at least one *) are considered significant in social science studies. Accordingly, the regression analysis does not provide statistically significant evidence for this model of effects of the following variables on the level of WFP coverage of needs per province:

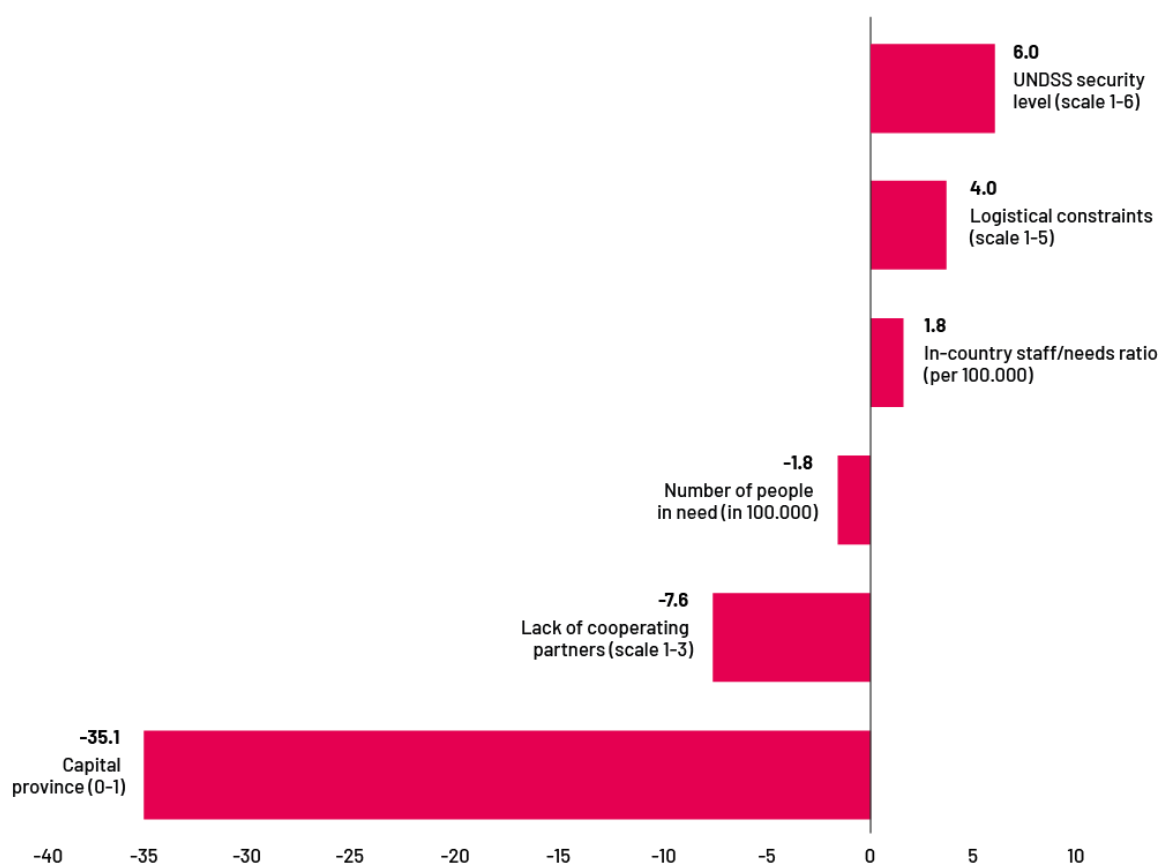
- a) Degree of governmental territorial control
- b) Presence of armed groups listed as terror groups by the US
- c) Level of activities by other humanitarian organizations
- d) Travel restrictions imposed by the government
- e) Restrictions imposed by non-state actors
- f) Level of available funding in the relevant country
- g) Difficulties in obtaining a visa and travel clearance for foreign staff

- h) Food import restrictions and obstacles
- i) L3 emergency status of the relevant country
- j) Presence of an integrated United Nations peacekeeping mission.

31. This does not necessarily mean that all those variables are irrelevant for the WFP coverage level. However, since no statistical significance results from the available data, we cannot make any conclusive statements, neither on the existence of, nor the direction, or size of, their effect on coverage.

32. On the other hand, effects were found to be significant for six variables. Here the coefficients (called “estimates” in Table 3) become relevant. They indicate by how much the coverage level would change for each increase in the variable, while all other variables are held constant. Figure 8 visualizes the effect, direction and sizes of those variables. It should be noted that the variables are scaled very differently from each other (see units in the axis labels), a fact which needs to be taken into account when interpreting Figure 8. Surprisingly, both the UNDSS security level and the presence of logistical obstacles such as weather conditions or a lack of infrastructure display positive effects. With each step of escalation on the six-point UNDSS scale, the coverage of needs by WFP tends to increase by about 6 percent (if all other variables are held constant). For each step of escalation on the five-point scale for the presence of logistical difficulties as indicated by WFP country staff, WFP coverage of needs increases by about 4 percent.

Figure 8: Model A, including zero-coverage provinces: Effect sizes of variables significant at $p < 0.05$. Change in WFP coverage with the variable increasing by one unit (see variable units in labels)¹⁸



33. More intuitively, the absolute number of people in need in a province shows a negative relationship with coverage. WFP coverage decreases by almost 2 percent with each 100,000 more people in need, if all other variables are held constant – a relatively small effect.

34. The difficulty in finding cooperating partners has a relatively strong negative effect on WFP coverage: it is 8 percent lower in provinces where finding cooperating partners presents occasional difficulties in comparison to those with no difficulties, and a further 8 percent lower in provinces where it is very challenging.

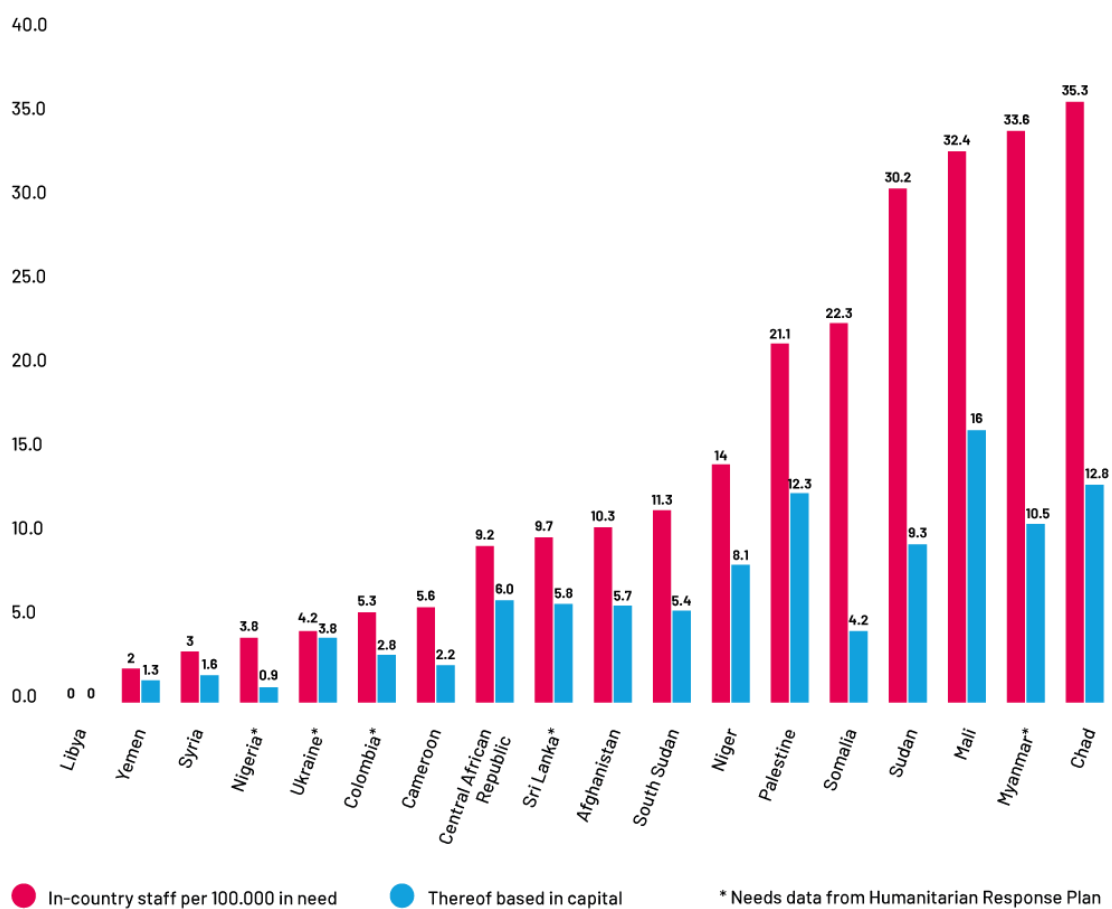
35. The presence of the country's capital in the province has an even stronger negative effect on coverage, with WFP coverage 35 percent lower in provinces where the country's capital is located.

36. Lastly, for each additional WFP staff member based in the country per 100,000 people in need,¹⁹ WFP coverage increases by almost 2 percent for the country as a whole. However, the number of staff members located in any province does not seem to have an effect on that province's coverage. See Figure 9 for an overview of staff numbers.

¹⁸ Data source: Evaluation team, based on results of regression analysis.

¹⁹ For this measure, the sum of the recorded people in need at IPC 3-5 for the relevant period in all provinces were used, with the exception of Colombia, Myanmar, Nigeria, Sri Lanka and Ukraine, where only sub-regions of the country were considered by our data. For these countries, the Humanitarian Response Plan's needs estimates were used in order not to distort the in-country workforce.

Figure 9: WFP In-country staff per 100,000 in need in Q III 2016²⁰



37. Table 5 presents the results for model B, which excludes provinces with zero coverage.

²⁰ Data sources: Data request to WFP country offices, IPC, Humanitarian Response Plans for 2016.

Table 5: Output for model B, excluding provinces With zero coverage

```

Random effects:
  Groups   Name      Variance Std.Dev.
country   (Intercept)  84.39    9.186
Residual                675.31   25.987
Number of obs: 173, groups:  country, 18

Fixed effects:
              Estimate Std. Error      df t value Pr(>|t|)
(Intercept)  33.542754   20.805773  51.040000    1.612  0.11309
undss.security  6.354971    2.496799 159.710000    2.545  0.01187 *
needs        -2.186097    0.768304 169.980000   -2.845  0.00498 **
coop.partners -7.448437    3.859643 166.440000   -1.930  0.05533 .
staff.province  0.078343    0.064286 163.820000    1.219  0.22472
territ.control  0.906541    1.697834 159.700000    0.534  0.59413
logistic      4.415739    2.252779 172.690000    1.960  0.05159 .
terror       -6.312797    6.928020 105.070000   -0.911  0.36428
other.humanit  1.488575    4.443302 156.050000    0.335  0.73806
travel.gov    -3.446211    2.681687 139.800000   -1.285  0.20089
restric.nsa   -2.778610    2.284699 165.060000   -1.216  0.22565
capital      -24.336873   14.497554 172.730000   -1.679  0.09502 .
dollarperneeds  0.002477    0.144176  17.010000    0.017  0.98649
staffperneeds  2.074594    0.446317  26.910000    4.648  7.89e-05 ***
visa        -11.741091    7.714013  21.070000   -1.522  0.14286
import       -7.477693    5.474861  15.610000   -1.366  0.19135
L3           41.030455   15.144651  19.950000    2.709  0.01352 *
integr.miss  -11.721697    9.505735  22.840000   -1.233  0.23007
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Signif. codes:  0 '***' 0.001 '**' 0.01 '*' 0.05 '.' 0.1 ' ' 1

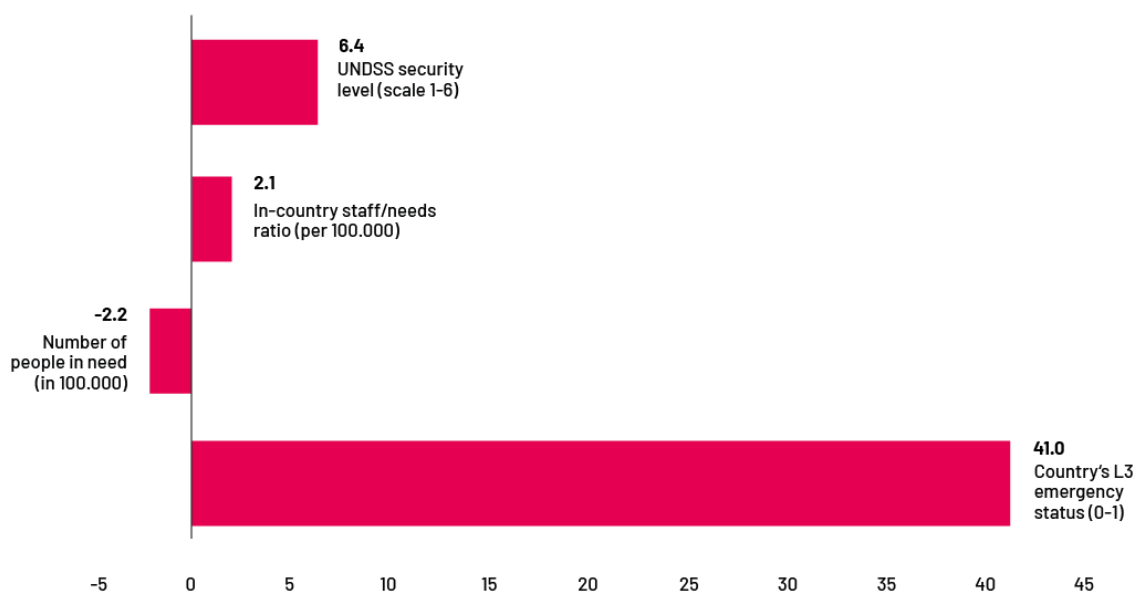
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38. A comparison between the results of the two models indicates which variables are statistically more significant for explaining the level of coverage achieved as compared to variables that are more significant for explaining whether or not WFP provides any assistance at all in a given province. Similar to Figure 8, Figure 10 visualizes the effect, direction, and size for all statistically significant variables in model B. First of all, we can observe that both UNDSS security levels and the absolute number of needs remain statistically significant in the second analysis. In both cases, the effect increases for model B, indicating that both variables have stronger explanatory power relating to the level of coverage than for whether or not WFP provides assistance at all.

Figure 10: Model B, excluding zero-coverage provinces: Effect sizes of variables significant at $p < 0.05$. Change in WFP coverage with the variable increasing by one unit (see variable units in labels)²¹

Model B (excluding zero-coverage provinces):
Effect sizes of variables significant at $p < 0.05$

Change in WFP coverage with variable's increase by one unit (see variable units in labels)



39. The statistical significance of the lack of cooperating partners, on the other hand, has dropped, now at a p-value above 0.05. This variable thus mainly helps to explain whether WFP can provide assistance in a province at all, but is not statistically significant for explaining the level of coverage reached in a given province. Similarly, the presence of the country's capital in a province is not significant in model B.

40. The number of WFP staff per 100,000 people in need, by contrast, remains highly significant, with a slightly stronger effect in model B.

41. Lastly, in model B, L3 emergency status has a statistically significant and strong effect, whereas this variable is not statistically significant in model A. When excluding provinces with zero coverage, provinces in countries with L3 emergency status have almost 40 percent higher coverage than provinces in countries without this status. This result is driven by the fact that the L3 emergencies included in the sample (Syria, South Sudan, Nigeria and Yemen in our sample) include a large number of provinces with zero coverage during the period observed, as well as provinces with a level of coverage substantially above the overall average.

²¹ Data source: Evaluation team, based on results of regression analysis.

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