Strategic Evaluation of the Pilot Country Strategic Plans

Evaluation Report

Prepared by: Stephen Turner, Co-Team Leader; Michael Reynolds, Co-Team Leader; Jim Grabham, Elizabeth Hodson; Nick Maunder; Ruwan de Mel; Javier Pereira; Enrico Piano; and Muriel Visser.

Commissioned by the
WFP Office of Evaluation

World Food Programme

October 2018

Acknowledgements

The evaluation team are very grateful to Andrea Cook and Sally Burrows of the Office of Evaluation, WFP, for their guidance and support during this evaluation. We also thank management and staff at WFP Headquarters, regional bureaux and country offices, as well as many informants in governments, non-governmental organizations, civil society organizations, donor agencies and United Nations entities – all gave generously of their time and honest opinions.

Disclaimer

The opinions expressed are those of the evaluation team, and do not necessarily reflect those of the World Food Programme. Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

The designations employed and the presentation of material in this information product do not imply the expression of any opinion on the part of the World Food Programme concerning the legal or development status of any territory, country, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

Key Personnel for the Evaluation

Office of Evaluation (OEV)

Andrea Cook	Director of Evaluation
Michael Reynolds	Evaluation Manager and Co-Team Leader
Alexandria Novokowsky	Research Analyst and Team Member
Enrico Piano	Evaluation Analyst and Team Member

Mokoro Limited Evaluation Team

Stephen Turner	Co-Team Leader
Penny Chideme	Consultant for Zimbabwe country study
Zoe Driscoll	Research Support/Analyst
Jim Grabham	Research Support/Analyst
Elizabeth Hodson	Evaluator and Survey Coordinator
Nick Maunder	Senior Evaluator
Ruwan de Mel	Senior Evaluator
Edward Mhina	Consultant for Tanzania country study
Samm Musoke	Consultant for Indonesia country study
Javier Pereira	Evaluator and Research Coordinator
Iqbal Sobhan	Consultant for Bangladesh country study
Muriel Visser	Senior Evaluator

Table of Contents

List of tables

List of figures

Executive summary

Background and context

1. In November 2016, the Executive Board approved a transformative package of instruments and actions known as the Integrated Road Map (IRM). The IRM changes WFP's strategy, programme structure, financial management and reporting, transforming its ability to help countries achieve the Sustainable Development Goals (SDGs) by 2030, prioritizing SDGs 2 and 17. The IRM links four interrelated corporate components – the Strategic Plan (2017–2021), the Policy on Country Strategic Plans, the Financial Framework Review and the Corporate Results Framework (2017–2021). The transformation is taking place at a time of renewed impetus for the United Nations reform process.

Evaluation features

2. The strategic evaluation described in this summary report comes at an early stage in WFP's process of learning from its initial implementation of elements of the IRM and the 'pioneer' Country Strategic Plans (CSPs) (table 1). It took place between January and July 2018.

TABLE 1: FOURTEEN PILOT CSPs AND INTERIM CSPs							
EB session	**Wave**	**Regional bureau**					
		Bangkok	**Cairo**	**Dakar**	**Johannes-burg**	**Nairobi**	**Panama**
EB.1 Feb. 2017	**Original pilots**	Bangladesh Indonesia			Zimbabwe		Colombia
EB.1 Feb. 2017	**Other Wave 1a**	China Lao Dem. Rep.					Ecuador El Salvador
EB.A June 2017	**Wave 1b**		Sudan* Lebanon	Cameroon	Mozambique Namibia Tanzania		

* Interim CSP.

3. The evaluation focused on: progress towards the intended organizational change set out in the CSP policy and the other documents of the IRM; the extent to which WFP headquarters and regional bureaux worked effectively to develop the CSP framework and provided adequate support to country offices in the formulation and implementation of the 2017 CSPs; country-level factors exerting positive or negative influence on achievement of the intended organizational change; whether WFP adequately captured and used lessons from the formulation and implementation of the CSPs; opportunities and risks encountered; and the likelihood that WFP will achieve the intended organizational change through the CSPs. The forward-looking topics reflect the conduct of the evaluation at an early stage of the transition process combined with the long-term objectives that the CSP framework is expected to achieve.

Figure 1: Thematic overview of the theory of change
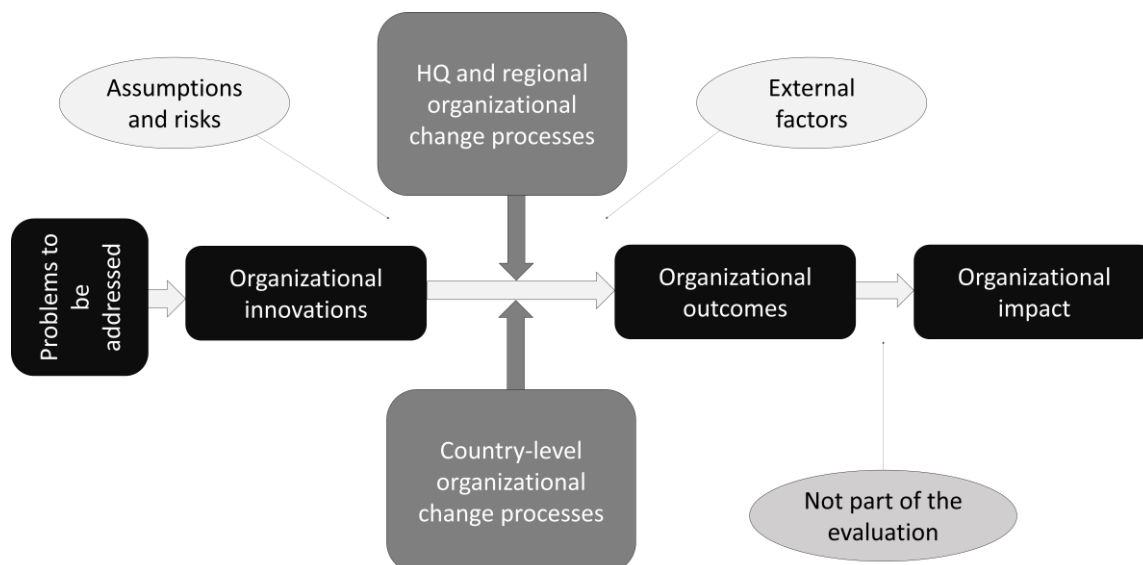
4.   Both the data analysis framework and the evaluation report were structured to focus on ten organizational outcomes[1] that summarize the core purpose of the CSP policy and related initiatives under the IRM. These outcomes are the result of organizational innovations (representing relevant elements of the IRM) and organizational change processes, as illustrated in figure 1.[2] The presentation of the findings below refers to each of the ten outcomes. The data collection process included visits to nine countries and four regional bureaux; desk reviews with telephone interviews for a further six country offices and two regional bureaux; analysis of administrative data; a document review; and an online survey of WFP staff at all levels. Interviews were conducted with over 400 people, 59 percent of whom were women and 33 percent of whom were from other stakeholder organizations. Figure 2 illustrates the countries covered.

Implementation of the CSP framework

5.   Despite its dual humanitarian and development mandate, in recent decades WFP has focused more on short-term humanitarian operations. Like its humanitarian work, its operations to promote resilience were implemented through a range of mostly short-term projects without a formal coordinating strategy at the country level. The CSP framework represents an explicit commitment to strategically driven performance management in pursuit of the SDGs as part of the wider United Nations community.

---

[1] The ten outcomes were identified in consultation with the internal reference group established for the evaluation (consisting of divisions at headquarters and all regional bureaux).
[2] The evaluation did not assess the links between organizational outcomes and organizational impact.

Figure 2: Countries covered by data collection

Legend:
- Country offices/regional bureaux visited
- Desk reviews with telephone interviews
- Telephone interviews

Map labels: Headquarters, Tunisia, RB Cairo and Egypt CO, Colombia, El Salvador, RB Panama, Ecuador, RB Dakar, Namibia, RB Johannesburg, China, Lao People's Democratic Republic, Lebanon, Sudan, Somalia, RB Nairobi and Kenya CO, Bangladesh, RB Bangkok, Tanzania, Indonesia, Mozambique, Zimbabwe

6.   As core instruments in the implementation of the WFP Strategic Plan 2017–2021, CSPs prioritize: SDG 2 on achieving zero hunger, and SDG 17 on partnering to support implementation of the 2030 Agenda for Sustainable Development – while contributing to other SDGs in accordance with national circumstances and priorities. The CSP for each country will be WFP's strategic, programmatic and governance instrument in the country for up to five years and will replace the current collection of project documents.

7.   The CSP policy recognizes the humanitarian-development nexus (which is now understood to encompass peace as well) and the importance of linking all aspects of WFP's work in a single holistic and strategic document while also improving its response in emergency and crisis situations. CSPs provide a line of sight from resources to results and map results to relevant SDG 2 and SDG 17 targets.

8.   WFP now supports country-led national zero hunger strategic reviews (NZHSRs) – inclusive consultative exercises providing comprehensive analysis of the challenges faced in achieving SDG 2. NZHSRs aim to provide context for the design of CSPs. Wherever an NZHSR has not been completed, WFP operations will be delivered through an interim CSP (ICSP). To ensure that as many country offices as possible are functioning under the IRM framework by the end of 2018, 28 will have transitional ICSPs,[3] pending the development of full ICSPs and CSPs. A more flexible approach to implementation was introduced in April 2017, and by the end of 2018 57 percent of WFP country offices are expected to have CSPs or ICSPs (figure 3).

---

[3] The CSP framework consists of CSPs, ICSPs, transitional ICSPs and limited emergency operations, the last of which are outside the scope of this evaluation.

Figure 3: Number of country offices with CSPs, ICSPs and transitional ICSPs by the end of 2018*
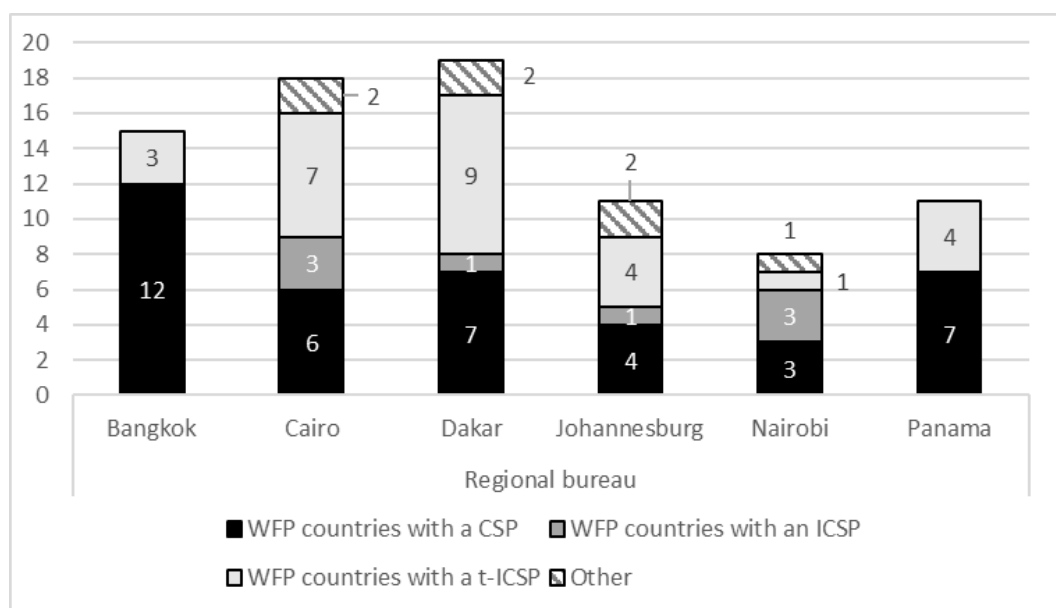
* "Other" refers to country offices continuing under the project system in 2018, which will move to the IRM framework by early 2019.

9.   The introduction of the IRM has required organizational changes at all levels of WFP. To facilitate the monitoring of progress, IRM dashboards and tools have been developed. In addition, WFP has provided regular updates to the Executive Board and is engaged in an ongoing process of lesson learning and review of procedures, tools and guidance.

Findings

10.   **Alignment with national policies and priorities.** The introduction of a CSP or ICSP in each country, linked to an NZHSR, has generally strengthened the alignment of WFP's work with national policies and priorities. Continuing commitment will be required to sustain that alignment. While serving their national purposes, many NZHSRs have also been important foundations for CSP design. Some, however, have failed to meet the standards set, and the scope of others has been too narrow. The feasibility and value of NZHSRs – and the challenges of identifying and aligning WFP's work with national policies – naturally vary with the economic, political and food security conditions of each country.

11.   **Harmonization with United Nations entities and processes.** Alignment of CSP and ICSP cycles with those of United Nations development assistance frameworks (UNDAFs) has been partially achieved: just 45 percent of the 29 CSPs and ICSPs approved in countries with UNDAFs terminate on the same dates as their corresponding UNDAFs. Harmonization clearly goes beyond aligning cycles, and many United Nations and WFP staff interviewed for the evaluation saw potential for increased harmonization through the CSP process in the context of the current United Nations reform initiative, which is expected to strengthen UNDAFs significantly. These changes might ultimately lead to closer integration of CSPs with UNDAFs and of NZHSRs with national policy review processes.

12.   **Maintaining and enhancing emergency response capacity.** A key intended outcome of the CSP policy is to increase the efficiency and effectiveness of WFP's already high standards and strong systems for emergency response. Valuable experience was gained from the response to floods and a later large-scale refugee influx under the Bangladesh CSP. Although the response to the crisis in Bangladesh was not delayed, available data on the initial emergency responses under other CSPs suggest that the CSP framework has increased the time required to obtain approval of funding for such a response. Procedures have therefore been improved to speed up the revision

of CSPs. CSPs are seen as emphasizing WFP's commitment to building countries' own response capacity and strengthening WFP's ability to integrate preparedness, response, rehabilitation and resilience efforts.

13.   **Links between humanitarian and development work.** The three focus areas of CSPs – crisis response, resilience-building and response to the root causes of vulnerability – reflect the organization's commitment to combining humanitarian and development interventions in mutually reinforcing ways that should reduce the need for humanitarian interventions and enable national governments in countries where recurring crises are caused by natural phenomena to handle them on their own. Nevertheless, CSPs do not quickly transform WFP's work or funding. Some WFP work in the development sphere, such as food assistance for assets, is already well established – although CSP frameworks should make it more effective. CSPs do not eliminate the need for WFP staff to have capacities and skills in new areas of intervention and new approaches. WFP's organizational readiness strategy and toolkit have not yet achieved the enhanced, restructured workforce needed for successful CSPs. Another pre-existing challenge is convincing donors to fund WFP's work on resilience and the root causes of vulnerability.

14.   **Predictability and flexibility of resource allocation.** WFP expected funding to be more readily available for use at the CSP strategic outcome level or across the CSP as a whole. To date, there has been little progress towards these objectives, which depend on donor policies and decision making and are bound to take time. Recent data show that, of 241 grants to WFP countries operating under the IRM framework, 90 percent of total funding was earmarked for use at the CSP activity level, a figure similar to pre-IRM estimates (Figure 4). In addition, although some donors have extended the period during which WFP could make use of their contributions, this often reflects a general evolution in their policies rather than a reaction to the CSP approach. So far, confirmed commitments for multi-year funding for 2018 represent just 22 percent of the total commitments for all countries over the same period and 20 percent for CSP/ICSP countries. Short-term funding continues to pose multiple longstanding challenges to country office capacity and performance, as documented in other evaluation reports.

Figure 4: Percentage of total funding by level of allocation
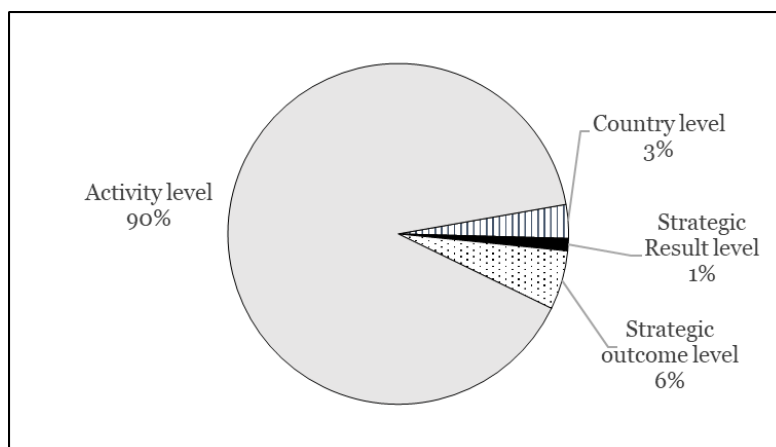
15.   **Visibility and communication.** Through the CSPs, governments, development partners and other stakeholders have a greater understanding of WFP's overall programme. Combined with the broad engagement undertaken through the NZHSR process, this has raised WFP's visibility at the country level. There is little evidence, however, that as a result governments are "increasingly involving WFP in policy and programme dialogue across the humanitarian–development spectrum", an objective of the CSP policy. WFP is developing stronger communications approaches for country offices, and annual country reports should help to sustain momentum and keep WFP

visible. Better visibility and communication depend on comprehensive performance monitoring and increase opportunities for scrutiny of WFP performance.

16.   **Gender and other cross-cutting issues.** The CSP policy does not make new commitments on gender or other cross-cutting issues but does say that they will be incorporated into CSPs and addressed in line with WFP policies. Beyond gender, it is not clear what WFP's priority cross-cutting issues are. Intensive work has been done to ensure that gender is appropriately addressed in CSPs. There has been no comparable effort for other cross-cutting issues. The challenge that remains in preparing, implementing and monitoring CSPs is to move beyond the quantitative aspects of gender (and other cross-cutting issues) into substantive transformational action.

17.   **Transaction costs.** In the intentionally rapid transition to CSP structures and systems, not all constituent elements of those structures and systems and their corresponding guidance were ready when needed. Pilot initiatives inevitably encounter problems and, unsurprisingly, country office transaction costs rose as the new arrangements were introduced. Yet the strain on systems and staff was heavier than it needed to be because of inconsistency and gaps in coordination. Following a year of learning in 2017, administrative systems and procedures are in the process of being fully standardized or stabilized within the CSP framework. It is too early to judge the long-term impact of CSPs on transaction costs, especially as several parts of the new system are still evolving. Recognizing these challenges, WFP has embarked on a drive to simplify procedures, including those related to CSP preparation and approval processes.

18.   **Partnerships.** The CSP policy is well aligned with WFP's strong commitment to partnerships. The preparation of CSPs has generally created good opportunities for country offices to engage with existing and potential partners at many levels, although the "whole of society" approach advocated in CSP guidance has not gained much traction. The introduction of CSPs has stimulated private-sector partnerships in several countries. It has strengthened collaboration with the other Rome-based agencies, particularly the Food and Agriculture Organization of the United Nations. The main hope of implementing partners (often non-governmental organizations) is that CSPs will lead to longer contracts, but there has been limited progress on this so far. It remains to be seen how the initial promise of the CSP process will translate into a sustained increase in the scope and value of existing and new WFP partnerships, particularly more strategic partnerships (including the private sector). Much will depend on the effective integration of partnership, profiling, communication and resource mobilization strategies.

19.   **Performance management, reporting and accountability.** CSPs are intended to articulate the links between resources and results more clearly, which is expected to lead to a focus on high-level results (strategic outcomes and above) and greater accountability to stakeholders. The implementation of country operations management plans and country portfolio budgets will support this process, together with a revised corporate results framework, which will be presented to the Executive Board in November 2018. There have been delays in revising the current corporate results framework to support these intentions. Longstanding challenges persist in the development of, and training on, appropriate indicators for qualitative matters such as capacity strengthening. Indicators for WFP's still maturing areas of work, such as activities related to Strategic Results 5–8,[4] require further refinement. The existing corporate results framework was used for reporting on performance in 2017; comprehensive reporting on CSPs that focus on capacity strengthening and policy support using the revised and tested corporate results framework will be possible from 2019. Annual country reports linked to corporate results framework outputs have been launched. Progress is being made in determining the role of the

---

[4] These relate to WFP Strategic Goal 2: Partner to support implementation of the SDGs (SDG 17) and involve capacity strengthening, policy support, access to funding, knowledge-sharing and partnerships.

mandatory mid-term reviews and in designing country portfolio evaluation approaches that can demonstrate WFP's contributions to the strategic outcomes set out in CSPs.[5]

Conclusions

20.   **Conclusion 1.** Adopting CSPs as the framework for planning, managing and delivering WFP's contributions to the achievement of zero hunger was a significant step forward. At this early stage of implementation, the contribution of the CSP to the intended organizational outcomes has, on balance, been positive, but it varies significantly across the ten organizational outcomes reviewed and across countries. The CSP process has often strengthened WFP's alignment with national policies and priorities. CSPs have not yet made WFP more effective in achieving its gender equality goals and tackling other cross-cutting issues. So far, there is no evidence that CSPs have improved WFP's capacity to respond to sudden onset emergencies; however, the structure of CSPs may strengthen long-term efforts to build resilience and tackle the root causes of vulnerability, and CSPs have strengthened the focus on capacity strengthening, highlighting the human resources challenges that WFP faces. Overall, achievement of the intended long-term organizational change is not yet assured and will depend in part on factors outside WFP's direct control in a dynamic global policy environment, including the response of donors and partner governments and the results of the United Nations reform process.

21.   **Conclusion 2.** By building on a comprehensive review of national needs, the CSP has often helped WFP move to a new strategy and approach at the country level. It has also offered WFP opportunities to move from "deliverer" to "enabler" (and back again when necessary) and to develop better conceptual links between humanitarian and development work. Yet the conceptual and structural improvements of the CSP approach do not automatically create stronger operational linkages or ensure the implementation of plans. The move to new ways of working poses the challenge of maintaining expertise in humanitarian response while convincing partners that WFP is able to work effectively in other areas to address long-term issues. Working in these areas will require the development of strategic partnerships, especially with the other Rome-based agencies but also within the broader United Nations family and beyond.

22.   **Conclusion 3.** CSPs have not yet resulted in the expected gains from the increased transparency and accountability that the framework offers, specifically a move to more flexible and predictable funding. The development of an effective performance management system has not kept pace with the other components of the IRM. Such a system is necessary if WFP is to demonstrate the benefits of the CSP approach with a view to influencing donor behaviour in the long term.

23.   **Conclusion 4.** It is impossible to say whether a more gradual reform process would have made a stronger contribution to achieving the intended organizational outcomes in the long term. But the high speed at which the elements of the IRM have been implemented has heightened the challenges of coordination, staff capacity strengthening, learning and the application of lessons learned. These challenges have not been fully overcome. This has led to increased transaction costs and a heavy burden at all levels of the organization. Many of these issues have been caused by the transition itself and are short term. Ongoing efforts to simplify processes across the whole of   the   IRM   framework   must   address   the long-term issues.

24.   **Conclusion 5.** In responding to national needs, WFP recognizes that one size does not fit all: CSPs need to be flexible and diverse in implementing the Strategic Plan (2017–2021) in multiple, shifting circumstances. A major positive feature of the CSP process has been the ability to better align WFP work with national priorities. Operational and administrative standardization around

---

[5] The first country portfolio evaluations of CSPs will start in 2019.

core systems and procedures is also essential, however, and has not yet been fully achieved. WFP therefore needs to balance flexibility and standardization (not uniformity) in CSP design and delivery while maintaining the ability to adapt CSPs to shifts in the national and global policy environments and institutional frameworks in which it operates.

25.   **Conclusion 6.** The task of introducing and stabilizing CSPs and their supporting systems is far from complete, and multiple adjustments lie ahead. If 2017 was the year of learning, 2018 represents the finalization of the roadmap and the beginning of the journey. By the end of 2019, all countries will have moved to the CSP framework, and by the end of 2020 the first CSP cycle will be completed. All of this is taking place against a backdrop of uncertainty and change in the humanitarian context, donor strategies and United Nations reform. Years of intensive, focused commitment at all levels of the organization will therefore be needed to achieve the goals of the IRM and the CSP policy.

Recommendations

Management of the CSP framework

Recommendation 1(a): From now until 2021, mainstream IRM-specific structures while strengthening all existing structures to ensure effective coordination of the IRM and effective operationalization of the CSP approach in a transparent and inclusive manner. (IRM Steering Committee; IRM Implementation Office (IRMO); Executive Management Group).

- Maintain implementation of the CSP framework as a top management priority for WFP until the end of 2021.
- Continue to dedicate senior staff time to CSPs at headquarters and the regional bureaux.
- Ensure the continuation of an active, carefully coordinated effort to optimize the efficiency and complementarity of all relevant systems and procedures, as well as the ongoing strategic monitoring of the fitness of the current CSP model for its many diverse purposes.

Recommendation 1(b): By the end of June 2019, strengthen the process of systematic learning from the implementation of the CSP framework and strengthen implementation process monitoring to support learning across all areas. (IRMO; Policy and Programme Division (OSZ); Performance Management and Monitoring Division (RMP); Partnerships and Governance Department (PG); Nutrition Division (OSN); Office of Evaluation (OEV); regional bureaux; country offices).

- Incorporate high-level elements of the CSP monitoring system and the existing performance management system.
- Systematically monitor the development of partnerships.
- Strengthen the capacity of country offices to learn from their experiences and adapt as necessary.
- Encourage the exchange of information and experience from country office to country office and from regional bureau to regional bureau.

Recommendation 1(c): In the first quarter of 2020 carry out a comprehensive review of experience with the CSP format and systems to generate recommendations for improving the CSP framework and other elements of the IRM. (IRMO; OSZ; Strategic Coordination and Support Division (STR); PG; OSN).

- The review should cover a full implementation cycle of the pilot CSPs (which will include the formulation of the second-generation CSPs in the pilot countries).

- The review should build on all existing efforts, including those of the regional bureaux.
- The process should be linked to the mid-term review of the WFP Strategic Plan (2017–2021).
- The review should focus on areas that are relatively difficult to assess, such as alignment with national priorities and the development of strategic partnerships. It should also include updates on the extent and nature of the earmarking of contributions and the alignment of CSPs with UNDAFs (in terms of both content and cycles).

CSP processes and guidance

Recommendation 2(a): Building upon existing efforts, ensure that the simplification process is complete by 1 January 2019. (IRMO; OSZ; Emergency Preparedness and Support Response Division (OSE); Gender Office (GEN); PG, Resource Management Department (RM).

- Ensure that country offices have systems that are fit for purpose.
- Reduce transaction costs as far as possible.
- Keep staff workloads within acceptable limits.

Recommendation 2(b): By the end of the first quarter of 2019, update existing guidance related to the development and implementation of CSPs and prepare a single and comprehensive set of new guidance that reflects the need to undertake differentiated processes according to national context. (IRMO to coordinate; other units at headquarters including OSZ, RMP, PG, OSN, OEV).

- All existing guidance related to the implementation of the CSP framework and the WFP Programme Guidance Manual should be replaced by a new comprehensive CSP manual that will guide all aspects of the formulation and implementation of CSPs.
- WFP should now confirm that the CSP is a dynamic model and that the next generation CSPs (and their supporting procedures, notably NZHSRs) may vary more according to local conditions – while all adhering to core systems that facilitate standardized management, monitoring and reporting procedures. All guidance should specify what is mandatory, where there should be flexibility and where waivers can be obtained.
- NZHSR processes should better reflect national needs and provide opportunities to use the approach in areas beyond SDG 2.
- There should be a light option for the mandatory mid-term review for countries with CSP cycles of less than five years.
- Mid-term review and country portfolio evaluation processes should be aligned in sequence and method.
- Guidance should take the United Nations reform process into account, and the revision of guidance should be designed accordingly.

Recommendation 2(c): By the end of the first quarter of 2019, define cross-cutting issues and provide guidance on how to address them in the context of CSPs. (GEN; OSZ to define cross-cutting issues; OSN and other units depending on how the issues are defined.)

- Review the WFP policy compendium and streamline it to reflect the findings and recommendations of recent OEV policy evaluations.
- Incorporate gender equality and other cross-cutting issues in all other CSP guidance.

United Nations reform

Recommendation 3(a): Continue strong engagement with the United Nations reform process and participate in the practical work of developing a new generation of UNDAFs, including by

introducing WFP innovations and experiences into the process. (STR; United Nations System, African Union and Multilateral Engagement (NYC), Rome-based agencies and Committee on World Food Security (PGR)).

- Tailor lesson-learning documents to United Nations reform work streams, especially those related to developing the new generation of UNDAFs.
- Options may include joint country strategic reviews and planning with the Rome-based agencies and possibly other United Nations entities, or the whole United Nations country team.

Recommendation 3(b): By mid-2019, develop strategies to ensure that all CSP cycles match UNDAF cycles as quickly as possible. (Regional bureaux; country offices; OSZ; NYC; PGR).

- For each ongoing CSP that does not match the corresponding UNDAF cycle, examine opportunities to shorten or extend the CSP cycle to align with that of the UNDAF.
- Include a short section on the strategy for UNDAF alignment (or an explanation for the absence of such a strategy) in all concept notes for CSPs.

Monitoring and reporting performance

Recommendation 4(a): By the second quarter of 2019, ensure that the comprehensive system for monitoring and reporting performance is aligned with the revised corporate results framework (RMP).

- Gender-responsive monitoring and reporting systems based on a revised corporate results framework should be tested. Once confirmed workable, they should be adopted by country offices after adequate training and should be in place to support the comprehensive monitoring and reporting of all CSP results.

- In the meantime, WFP will need to confirm to donors and other stakeholders that it will not be able to report in full on all activities under certain CSPs for the first one or two years of implementation because indicators and a supporting methodology were not in place when the CSPs were launched.

Recommendation 4(b): By mid-2019, ensure country portfolio evaluations are at the centre of the performance management system to ensure better assessment of WFP's contribution to development results. (RMP; OEV; RMB; PG.)

- OEV to review and revise the current country portfolio evaluation model and adapt it to CSPs
(by end 2018).
- Ensure the sustainable financing of country portfolio evaluations.
- Introduce a rating system in country portfolio evaluations that gauges CSP performance in terms of contribution of CSP activities to strategic outcomes.
- Incorporate the results of country portfolio evaluations into annual performance reporting using the rating system.

Funding

Recommendation 5: By mid-2019, address constraints on more flexible and predictable financing. (IRMO; PGB; Government Partnerships Division (PGG); RM).

To ensure more flexible and predictable financing, WFP should:
- Undertake strategic dialogue with the Executive Board on multilateral funding and earmarked funding.
- Strengthen engagement with donors on adapting to the new model.
- Make greater effort to demonstrate the gains in efficiency and effectiveness that predictable and flexible funding delivers in the context of the long-term CSP framework.
- Make special efforts to reduce earmarking by strengthening staff negotiating skills.
- Set clear and time-bound targets for more flexible and predictable funding.

1. Introduction

1.1   Evaluation Features

1.   This strategic evaluation comes at a critical time for WFP in its process of learning from the initial implementation of its Integrated Road Map (IRM), and specifically from the pilot country strategic plans (CSPs). The country strategic plans are a core component of the Integrated Road Map and represent a new way for WFP to structure, plan, fund and manage its work. The evaluation complements the ongoing process of learning with an impartial in-depth assessment of the country strategic plan framework, including the relevant elements of two other Integrated Road Map components, the Financial Framework Review (FFR) and the Corporate Results Framework (CRF) (2017-2021). It also builds on the recent internal audit of the Integrated Road Map Pilot Phase in WFP by the Office of the Inspector General (OIG: WFP, 2018a).[6]

2.   The evaluation took place between January and July 2018, with most of the data collection undertaken between March and May. It was managed by the WFP Office of Evaluation (OEV) and conducted by an independent evaluation team. The evaluation report will be presented to the WFP Executive Board (EB) at the Second Regular Session in November 2018, together with the Management Response. It serves the dual objectives of accountability and learning and therefore:

- Assesses and reports on the quality and results of WFP implementation of the new strategic direction related to country strategic planning (accountability)
- Determines the reasons why the expected changes resulting from implementation of the new approach to country strategic planning did or did not occur, to draw lessons that should help in further implementation of the new strategic direction (learning).

3.   This report is required to answer six evaluation questions (for more details on the evaluation questions, see Annex C, pages 25-24):

1. What observable progress has been made towards the intended organizational change set out in the Policy on Country Strategic Plans and related documents in the framework of the Integrated Road Map?

2. To what extent have WFP Headquarters and regional offices undertaken appropriate processes in developing the country strategic plan framework and provided adequate support to country offices in the formulation and implementation of the 2017 country strategic plans?

3. What were the country-level factors that inhibited and enhanced the achievement of the intended organizational change set out in the Policy on Country Strategic Plans and related documents in the framework of the Integrated Road Map?

4. Was WFP able to adequately capture and utilize lessons from formulation and implementation of the country strategic plans in a timely manner?

5. What opportunities and risks have been encountered that could influence results from future implementation of the country strategic plan framework?

6. From what we observe of the implementation of the pilot country strategic plans, is WFP likely to achieve the intended organizational change set out in the Policy on

---

[6] The audit focused on the period 1 July 2016 to 31 January 2018. The audit team visited four CSP pilot countries: Bangladesh, Colombia, Cameroon and Sudan.

Country Strategic Plans and related documents in the framework of the Integrated Road Map?

4.   To answer these questions, the evaluation assesses WFP experience to date in formulating and implementing country strategic plans. At this stage, there has, of course, been more experience with the formulation process than with implementation. The evaluation therefore assesses the country strategic plan formulation process for countries in "Waves" 1, 2 and 3, as well as the initial implementation of country strategic plans in a smaller number of Wave 1a and 1b countries (see Annex B for a list of countries covered, by regional bureau).

5.   The evaluation approach was set out in an inception report and is summarized at Annex C. It focused on the process of the organizational change necessitated by the adoption and implementation of the Policy on Country Strategic Plans, framed as this process is by other elements of the Integrated Road Map. Review of the documentation and preliminary discussions led to the formulation of a theory of change that represents, in schematic and general terms, the stages of this organizational change process. The theory of change sets out the various organizational innovations introduced by WFP though the Integrated Road Map and the ten organizational outcomes to which WFP hoped the country strategic plan pilots would contribute. The specification of the outcomes has been adjusted slightly from that proposed in the inception report, as explained in paragraph 6 in Annex C (pages 87-88). Data collection and Section 2 were structured to answer the six evaluation questions posed by the terms of reference (ToR) using the framework of the ten organizational outcomes. The sequencing of the outcomes in Section 2 has been adjusted from that shown in the inception report, in order to optimize the flow of the analysis.

6.   The formative evaluation is deliberately taking place at a very early stage in the transition to the country strategic plan framework in order to feed into future strategies and guidance. The evaluation therefore covers only a limited number of countries with ongoing country strategic plans. The short period of implementation is important, since the contribution of country strategic plans to many of the expected organizational outcomes will take time, longer than the period being examined. The lack of any explicit timeframe to achieve the expected organizational results makes holding WFP accountable more difficult. Regarding the limited number of countries, efforts were made to include additional countries to the extent possible, to make the sample studied more representative of the work of WFP.

7.   Moreover, the way the pilot and early country strategic plans were conducted meant that changes were taking place on an ongoing basis, with each new round of country strategic plans learning something from the previous ones. This makes it difficult to form overall evaluative judgements of performance. The evaluation has therefore tried to identify the major issues that have not been addressed in the process. Another challenge for the evaluation was the diversity of perceptions and opinions within and beyond WFP about the major transformations that the organization is undergoing. The evaluation team has striven to report and assess this range of views in a balanced and neutral manner. Finally, the country strategic plan framework is addressing pre-existing issues; clearly efforts were ongoing to address many of these issues before the Integrated Road Map. Identifying the changes that result from the country strategic plan and those changes that result from ongoing efforts has also been a challenge that the evaluation team has consciously taken into account in data collection and analysis.

8.   Data collection took place between March and May 2018. It included country visits (nine countries[7] and four regional bureaux (RBs)[8]), desk reviews with telephone interviews of a further

---

[7] Bangladesh, Ecuador, El Salvador, Indonesia, Tanzania, Zimbabwe. COs in Egypt, Kenya and Somalia (Nairobi) were also visited at the same time as the respective regional bureau.
[8] Regional bureaux in Cairo, Johannesburg, Nairobi, and Panama.

six countries[9] and two regional bureaux,[10] analysis of administrative data, review of key documents, and an online survey of WFP staff at country, regional and headquarter (HQ) levels. Over 400 people, of whom 59 percent were women, were interviewed either individually or in groups. Forty-four percent were from WFP country offices (COs), 17 percent from regional bureaux, 6 percent from WFP Headquarters and 33 percent from other stakeholder organizations.

9.   Annex E outlines the online survey methodology and presents charts summarizing the results, as well as a selection of the comments made by survey respondents. Of the 184 invitees from WFP Headquarters, regional bureaux and country offices, 77 responded, giving a response rate of 42 percent. Annex I gives more information on the data-collection methods used. The list of persons consulted and the bibliography can be found in Annex F and Annex J respectively.

10.   As a fundamental and wide-ranging review of the country strategic plan approach in the context of the Integrated Road Map, it was appropriate that this evaluation adopted a gender-responsive methodology that identified and generated lessons from the way in which the country strategic plan process has facilitated or impeded a gender-transformative approach to food security and nutrition and progress towards gender equality (as articulated in the Strategic Plan 2017-2021 (WFP, 2016c)) and in the WFP Gender Policy 2015-2020 (WFP, 2017a). The analysis is included in Section 2.8.

11.   Findings will be actively disseminated and the Office of Evaluation will seek opportunities to present the results at internal and external events as appropriate. Internal stakeholders with varied normative, technical and programming perspectives are expected to use the evaluation across WFP. It is expected that the findings, conclusions and recommendations of the evaluation will be used to strengthen the understanding and quality of country strategic plans.

1.2   Context

The 2030 Agenda for Sustainable Development

12.   The United Nations' 2030 Agenda for Sustainable Development, known as the 2030 Agenda, sets forth an ambitious, people-centred framework of action for achieving sustainable development – economic, social and environmental. It requires moving beyond saving lives to changing lives, focusing first on the people in greatest need (United Nations, 2015). The 2030 Agenda and its 17 Sustainable Development Goals (SDGs) are intended to be all-encompassing and to define global actions for the period up to 2030, including humanitarian assistance within the context of broader development progress and the realization of gender equality and the empowerment of women and girls. These actions will be carried out at the country level, where national contexts, priorities and strategies will guide the work of governments, other partners and WFP. In addition, the Quadrennial Comprehensive Policy Review (QCPR) of the Operational Activities of the United Nations Development System (2017-2020) (United Nations, 2016) was approved in late 2016 and guides the operational activities of the United Nations entities in support of the 2030 Agenda for Sustainable Development (United Nations, 2015).

The Grand Bargain and the New Way of Working

13.   In May 2016, the community of humanitarian donors and aid organizations[11] came together to confirm the "Grand Bargain". The Grand Bargain aims at "harnessing the vast

---

[9] China, Colombia, Lao People's Democratic Republic, Namibia, Mozambique and Sudan. Discussions were also held with the WFP Country Directors in Lebanon and Tunisia.
[10] Regional bureaux in Bangkok and Dakar.
[11] In the Grand Bargain, the term "organizations" refers to all humanitarian aid providers including the United Nations, its agencies, funds and programmes, the International Organization for Migration (IOM), national and international NGOs, the

experience and expertize from across the humanitarian ecosystem and bringing it into a realignment that is better prepared for tackling the emergency needs of more than 125 million people, fully recognising the diverse needs defined by their age, gender and abilities" (United Nations *et al.*, 2016: 2). Ultimately, its main purpose is to get more means into the hands of people in need by increasing efficiency and shifting resources to frontline delivery. Key elements of the Grand Bargain include: greater transparency; increased collaborative humanitarian multiyear planning and funding; reduced earmarking of donor contributions; harmonized and simplified reporting requirements; and enhanced engagement between humanitarian and development actors.

14.   Also in May 2016, the former United Nations Secretary-General Ban Ki-moon and the heads of key United Nations entities[12] with the endorsement of the World Bank, signed a "Commitment to Action" document, in which they agreed on a "New Way of Working" in crises. While recognizing that humanitarian and development actors have been progressively working better together, the New Way of Working aims "to offer a concrete path to remove unnecessary barriers to such collaboration in order to enable meaningful progress" (OCHA, 2017: 6). It includes working through joint planning and programming over multi-year timeframes to achieve collective outcomes based on the comparative advantages, with greater focus on vulnerability and on localization. It complements similar approaches in the 2030 Agenda and the Grand Bargain, but aims to provide a new momentum for addressing old problems more holistically.

The WFP Integrated Road Map

15.   To strengthen the WFP contribution to the 2030 Agenda, the WFP Executive Board approved, in November 2016, a package of actions that make up the Integrated Road Map. This package changes WFP strategy, programme structure, financial management and reporting in order to transform its ability to help countries achieve the SDGs by 2030. It prioritizes SDG 2: "End hunger, achieve food security and improved nutrition and promote sustainable agriculture" and SDG 17: "Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development". The strategic objectives and strategic results set by the WFP Strategic Plan (2017–2021) in this area (see below) stress national ownership and country-driven strategies for sustainable development. Complementing its direct engagement in food assistance, WFP will help governments to achieve these objectives and results through capacity strengthening, technical advice and assistance in the development of coherent policies, while ensuring that gender equality is integrated into all its work.

16.   The new and comprehensive architecture of the Integrated Road Map links four interrelated corporate components – the Strategic Plan (2017-2021), the Policy on Country Strategic Plans, the Financial Framework Review and the Corporate Results Framework (2017-2021).

17.   **Strategic Plan (2017-2021).** The strategic plan and its objectives are aligned with the relevant SDGs, prioritizing emergency, life-saving and development work that benefits the poorest and most marginalized people (WFP, 2016c). The plan outlines how WFP will operationalize its efforts to support national leadership and SDG achievement at the country level. The plan was approved at the same time as the QCPR and was directly informed by the QCPR deliberations.

18.   **Policy on Country Strategic Plans** (CSP Policy). Country strategic plans define the role and portfolio of assistance of WFP at the country level and they are the WFP strategic,

---

International Red Cross and Red Crescent Movement. For more information on WFP Grand Bargain commitments and actions, see Metcalfe-Hough *et al.*, 2018.

[12] UNICEF, UNHCR, WHO, OCHA, WFP, FAO, UNFPA and UNDP; also endorsed by IOM.

programmatic and governance instrument in a country for a period of up to five years, replacing the previous collection of project documents (WFP, 2016b).

19.   **Financial Framework Review.** This review introduces a new framework that aims to better align resources and results to improve decision-making (WFP, 2016d). The redesigned budget structure will replace the current project-based model and will support the country portfolio approach to strategy, planning, implementation, budgeting and reporting to enhance results-based management.

20.   **Corporate Results Framework (2017-2021).** This framework lays out results and indicators to help WFP plan, implement, monitor and report on WFP programmes and measure management performance (WFP, 2016e). The framework is the means through which WFP will demonstrate implementation of the strategic plan. It also links WFP activities to nationally defined SDG targets through to SDGs 2 and 17.

21.   The integrated approach of the Integrated Road Map aims at helping WFP to design better programmes aligned with national priorities in order to:

- Enable WFP to serve people in need more effectively and efficiently
- Support government policies, actions and resource allocations for eliminating hunger in their countries
- Clearly communicate what WFP is delivering and its distinct added value
- Efficiently plan and implement WFP programmes for those in greatest need by being focused on the results WFP needs to achieve
- Better allocate resources to achieve, measure and understand results and impacts
- Learn from performance management and accountability systems to improve WFP programme design and implementation
- Work in a flexible manner, responding to changing country needs while balancing addressing humanitarian needs and development
- Move away from fragmentation in its work and therefore reduce transaction costs
- Improve transparency in donor reporting
- Harmonize with external partners in the public and private sectors as well as other United Nations agencies (WFP, 2016j: 4).

United Nations Reform

22.   In mid-2017, the Secretary-General initiated a new and ambitious phase of the ongoing United Nations reform process that may lead to some significant changes in the way the United Nations is organized and the way it approaches development (United Nations, 2017a, United Nations, 2017b). The proposed reforms aim to strengthen the ability of the United Nations to support Member States to deliver on Agenda 2030 and build on Member State requests to the United Nations Development System in the 2016 QCPR. They are rooted in the principles of reinforcing national ownership and developing country-contextual responses. They propose the development of "a new generation of United Nations Country Teams" with enhanced skill sets and optimized physical presence.

Global Humanitarian Context

23.   The implementation of the Integrated Road Map and the launch of multiple innovations within its framework have occurred in an unfavourable global humanitarian context. The record number of emergencies experienced in 2016 continued in 2017. Many of these are protracted emergencies. Of the six WFP Level 3 and five WFP Level 2 emergency responses active at the end

of 2017, all but three[13] had been active for more than three years. The WFP Annual Performance Report (2017) also noted that "of the estimated 815 million hungry people, 489 million lived in conflict-affected countries; countries affected by both conflict and climate change faced even greater challenges. Displacement also reached a record high, leading to a downwards spiral of conflict, displacement and food insecurity" (WFP, 2018m: 11).

1.3   Strategic Directions in Implementing the Country Strategic Plan Framework

24.   In the past, different forms of country level programming were used within WFP. Until the end of 2002, country strategy outlines were presented to the Executive Board for information and guidance in tandem with development projects. Country strategy documents were introduced in 2009 and used to guide the delivery of coherent and strategically focused assistance from WFP through its operations in a country. These documents, which focused on strategic direction, were voluntary, endorsed internally and not submitted to the Executive Board for approval (although they usually required extensive consultations and agreements with national governments). The time taken for WFP to move towards a formal multi-annual country-level framework for its operations reflects its history in recent decades. Despite the dual humanitarian and development mandate with which it was established (paragraph 94 below), WFP came to focus on shorter-term humanitarian operations, often supported by very specific funding allocations from the international community. The country strategic plan framework represented an explicit departure from that mode of planning and funding, and a new commitment to strategically driven performance management. It also recognizes the humanitarian-development nexus and the importance of linking these two parts of WFP work into a single holistic and strategic document.

The Country Strategic Plan Framework

25.   As a key element of the Integrated Road Map, the country strategic plan framework aims to facilitate implementation of results-focused portfolios, which should include outcomes and activities addressing humanitarian and development needs, as required by the country's context. The process of developing the new country strategic plan approach started in 2014 and led to the development of a concept note (CN) and identification of early lessons from piloting the country strategic planning process in Zimbabwe and Indonesia. This was followed by the development of the Policy on Country Strategic Plans and its subsequent approval by the Executive Board in November 2016. According to the policy, the country strategic plans will be the strategic, programmatic and governance instrument of WFP in a country for a period of up to five years and will replace the current collection of project documents. All country strategic plans are submitted for Executive Board approval; this can be at any session.

26.   Linked to the country strategic plan process, WFP supports a National Zero Hunger Strategic Review (NZHSR). The review is intended to be an inclusive, consultative and country-led exercise providing comprehensive analysis of the challenges a country faces in achieving SDG 2 by 2030. The review should achieve this through extensive analysis and consultations involving a wide range of government stakeholders as well as civil society, private sector, donors and international organizations. The NZHSR is also intended to inform WFP strategic orientation in a country, support the alignment of its portfolio of assistance with those of key stakeholders, and guide preparation of the country strategic plan.

27.   The new WFP programmatic framework focuses first and foremost on strengthening the effectiveness of the WFP response in emergency and crisis situations (WFP, 2016b: 7). Country strategic plans are designed to enable WFP to respond effectively and efficiently in emergencies, as well as in other contexts (while integrating gender equality and women's empowerment).

---

[13] In the Horn of Africa, Nigeria and Bangladesh/Myanmar.

According to the Policy on Country Strategic Plans, existing emergency response mechanisms will be preserved and embedded in the country strategic plan to ensure that speed and effectiveness are not compromised while the benefits of internal coordination, as well as transition and exit planning, are pursued.

28.   Protracted emergency responses foreseen during the development of the country strategic plan will be reflected in the programmatic framework through WFP strategic outcomes with specific outputs and related activities. Unforeseen and sudden onset emergencies will be handled by adding or augmenting one or more WFP strategic outcome specific to the emergency response. This will be done through a dedicated template aligned with the WFP country framework and the country portfolio budget, or by revising the country strategic plan document itself (as was recently done in Bangladesh), depending on the specific country context, scope of the response and required speed. By embedding the emergency response operation within an integrated country framework, WFP aims to help ensure effective integration and coherence of its activities in country and a realistic transition plan and exit strategy.

29.   In addition to the basic country strategic plan, the country strategic plan framework also includes three further elements. First, where an NZHSR has not been completed, WFP operations in a country will be delivered through an 'interim' country strategic plan (ICSP). Secondly, those country offices that would not have had a country strategic plan or an interim country strategic plan ready for approval by February 2018 prepared "transitional" ICSPs (T-ICSPs). These plans were based on previously approved project documents and served as a bridge to full country strategic plans or ICSPs during the transition phase, to ensure that country offices established and implemented uniform programmatic, financial and operational systems in line with the new strategic plan. Thirdly, in countries where there is no established WFP operational presence or country framework, at the onset of an unforeseen emergency, WFP may implement limited emergency operations (LEOs). The limited emergency operation is planned for an initial period of up to six months and, if a further response is needed, will be integrated into a new ICSP. A summary of the country strategic plan framework was appended to the terms of reference and is reproduced in Table 9 at Annex B.

30.   Although the Policy on Country Strategic Plans is a separate component of the Integrated Road Map, all components are interrelated: the corporate results framework and new country portfolio budget (CPB) arrangements set out in the Financial Framework Review are integral parts of the country strategic plan. The corporate results framework should link the activities undertaken within the country strategic plan to nationally defined SDG targets, as well as WFP corporate strategic results and strategic objectives. The visible linkages between results and resources are also intended to strengthen country-level accountability. Regarding the Financial Framework Review, the country portfolio budget, resource-based planning and "macro-advance" financing (MAF: see paragraph 118 below) were intended to be integral parts of the country strategic plan framework. The introduction of pilot country portfolio budgets has required some temporary waivers to the WFP General Rules and Financial Regulations. It is expected that amendments to these regulations will be submitted to the Second Regular Session of the Executive Board of 2018 and, if approved, will take effect from 1 January 2019.

Implementing the Country Strategic Plan Framework

31.   Table 1 presents the percentage of WFP countries expected to have an approved country strategic plan or ICSP by the end of 2018, by region. It thus includes country strategic plans that were presented to the Executive Board at the Annual Session as well as those planned to be presented at the Second Regular Session in 2018. It shows that 57 percent of countries will have country strategic plans or ICSPs by the end of 2018. A further 37 countries moved to the country

strategic plan framework with T-ICSPs in 2017 and 11 of these had, or are expected to have, their CSPs/ICSPs approved in 2018. Under the flexible approach adopted in June 2017, 16 country offices have continued using the current system on an exceptional basis beyond January 2018, of which 9 had, or are expected to have, their CSPs/ICSPs approved in 2018. Seven countries will continue with current system in 2019.

Table 1. WFP countries with a country strategic plan or interim country strategic plan approved by the Executive Board in 2017 and 2018 (by region)

	Regional bureau						
	Bangkok	Cairo[14]	Dakar	Johannes-burg	Nairobi	Panama	Total
WFP countries with a CSP	12	6	7	4	3	7	39
WFP countries with an ICSP	0	3	1	1	3	0	9
Total	12	9	8	5	6	7	47
Total as % of countries in the region	80%	50%	42%	45%	75%	64%	57%

Source: IRM Implementation Tracking: see Table 10, Annex B.

32. As noted above, field testing the country strategic plans as programmatic frameworks started in Zimbabwe and Indonesia in 2014. The "early pilots" were designed to provide important lessons on the programmatic framework as well as the alternative budgeting and performance monitoring processes, prior to finalizing the Policy on Country Strategic Plans in 2016. Both countries undertook strategic reviews of national food security, producing lessons that fed in to guidance on facilitating future NZHSRs. The two early pilot plans were approved as country strategic plans by the Executive Board at the First Regular Session in February 2017, together with six other pilot country strategic plans (all together known as Wave 1a). Five more country strategic plans and one ICSP were then approved at the Annual Session in June 2017 (Wave 1b). The 14 countries in these two waves are collectively known as the "pilots". In April 2017, flexibility to the timeframe was introduced in response to concerns raised by some members of the Executive Board and donor partners. The flexible approach aimed to: (i) provide more time for WFP to make adjustments in light of lessons learned to date and progressively implement improvements during the roll-out; (ii) safeguard WFP capacity to implement the Integrated Road Map while responding to an unprecedented number of emergencies.

33. The full list of the countries with country strategic plans approved by the Executive Board in these waves is shown in Table 10 at Annex B. Of the 29 country strategic plans that have been approved by the Executive Board up to June 2018, 66 percent are for 5 years, 24 percent for 4 years and 10 percent for 3 years.

Support to Organizational Change Processes

34. The introduction of the Integrated Road Map has required multiple efforts by WFP at headquarter, regional and country levels to support the organizational change process. The headquarter initiatives included: (a) an Integrated Road Map Manual developed to provide a living set of guidance and examples to staff engaged in all aspects of Integrated Road Map implementation, and to provide the results of lesson learning processes; (b) an Integrated Road Map learning channel established with general and specific courses to help build the capacity of WFP staff to implement the Integrated Road Map; and (c) an Integrated Road Map community platform, where WFP staff can share experiences, ideas and news about the process of implementing the Integrated Road Map and its components. Other headquarter units prepared specific guidance, a notable example being the Gender Unit. Regional bureaux played an important role in designing the above. Staff from both headquarters and regional bureaux have also been active in providing direct support to country offices through missions, dialogue and remote support. Exchange of experience between country offices was another aspect of support within the organization.

---

[14] Sudan had an ICSP approved for the period January 2017-December 2018. A CSP from 2019-2023 will be discussed for approval at the Second Annual Session of the WFP Executive Board in November 2018. Therefore, Sudan was counted only once.

35.   To ensure country offices are equipped to implement country strategic plans (from a people perspective), the Human Resources Division (HRM) supported country offices in organizational-alignment processes. In March 2017, HRM launched an Integrated Road Map Organisational Readiness Toolkit (WFP, 2017u), recognizing that for successful country strategic plan implementation country offices need to be equipped with the right staff, capabilities and structures. The toolkit forms part of the broader support provided by HRM and sets the baseline for recommended actions required to adequately prepare for, and roll out, the Integrated Road Map people agenda.

36.   WFP has also developed comprehensive infrastructure and procedures for managing the transition process though the Integrated Road Map. Following initial arrangements in 2016 to support the initiation of the Financial Framework Review and the country strategic plan pilots, an Integrated Road Map Steering Committee was established in 2017, consisting of the Deputy Executive Director, Assistant Executive Directors and Regional Directors. A dedicated inter-disciplinary functional and technical team - the Integrated Road Map Operations team (IRMO) - was established in 2017 and by early 2018 had more than 30 staff members, many seconded from other units. It was complemented by the Integrated Road Map policy and programme group, and regularly assisted by country offices that fed their country strategic plan experience back to headquarters. At the regional level, Deputy Regional Directors (DRDs) were asked to serve as '"Integrated Road Map Champions" and, in their role as first line of support, regional bureaux also established support mechanisms, some with full-time Integrated Road Map coordinators. Weekly technical meetings on the Integrated Road Map have been held throughout 2017 and to date, complemented by a Directors Integration Forum at headquarters and teleconferences every two to three weeks with Deputy Regional Directors.

37.   To facilitate the process of monitoring the Integrated Road Map, dashboards and tools have been established for tracking and reporting on the Integrated Road Map implementation progress, including cutover of operations and resource migration from the old project-based system to the country strategic plan framework. WFP has also provided regular updates to the Executive Board during its regular and annual sessions as well as through informal consultations.

38.   WFP has also undertaken a process of lesson learning that has been feeding into revision of procedures, tools and guidance (e.g. WFP, 2017g). Over time, lessons learned from Wave 1a and 1b pilot countries and country office Integrated Road Map task teams have been gathered through: (a) detailed tracking; (b) structured input from Wave 1a country offices; (c) impact "pulse checks" conducted in Colombia, Ecuador and Zimbabwe (Wave 1a: WFP, 2017i; WFP, 2017j; WFP, 2017m); (d) support missions, regional workshops and regular dialogue on challenges and best practices among Integrated Road Map teams at headquarters, regional bureaux and country offices; (e) regular teleconferences with Deputy Regional Directors and regional focal points; (f) Deputy Regional Directors' meetings; and (g) direct inputs from Country Directors (CDs).

39.   Meanwhile, the Integrated Road Map has been mentioned in the WFP Corporate Risk Register and Global Risk Profile reporting since 2017[15] (WFP, 2018r: 3). The findings of this evaluation, presented in Section 2 below, confirm those analyses of the significant risks that WFP faces in undertaking an organizational transition of this magnitude. They also show the opportunities that this transition creates for WFP to strengthen its contribution to the 2030 Agenda.

---

[15] These internal documents are not included in the bibliography at Annex J.

2. Evaluation Findings

2.1 Introduction

40.   As indicated in Section 1.1, presentation of the evaluation findings is structured to answer the six evaluation questions with respect to the ten organizational outcomes posited in the theory of change (Annex C). The organizational outcomes identified for analysis are numbered below. They are related, but not identical, to the stated aims of the Integrated Road Map (paragraph 21 above), having been drawn from a range of statements about what the Policy on Country Strategic Plans and other elements of the Integrated Road Map aim to achieve (paragraph 6, Annex C). The outcomes are as follows:

1. Improved alignment with national policies and priorities, including national SDG targets

2. Strengthened harmonization with United Nations entities and processes

3. Maintaining and enhancing emergency response capacity

4. Better links between humanitarian and development work

5. Predictability and flexibility of resource allocation

6. Improved visibility and communication

7. Strengthened approach to gender equality and other cross-cutting issues

8. Reduced transaction costs

9. Stronger and broader partnerships

10. Enhanced performance management, reporting and accountability, with a stronger focus on results.

41.   Sections 2.2 to 2.11 address each of those ten outcomes. Each section explores all the evaluation questions with respect to the outcome in question. Overall answers to the evaluation questions are then drawn out in Section 3.1.

2.2 Alignment with National Policies and Priorities

42.   Improved alignment with national policies and priorities, including national SDG targets, was intended to be one of the principal benefits of designing and delivering WFP work through country strategic plans (WFP, 2016b: 15). The key design instrument for this purpose is the National Zero Hunger Strategic Review,[16] whose presence differentiates country strategic plans from ICSPs. (In some countries, the exercise is described as a country strategic review.)

43.   The NZHSR is a major undertaking, involving the identification of a senior national convenor (normally expected to work *pro bono*, as an eminent national figure) and a competent team of national consultants with appropriate strategic and multi-sectoral insights. Convenors have typically been drawn from high official bodies such as the Office of the President or Prime Minister or agencies under their auspices (as happened in Tanzania, Egypt, Indonesia and Zimbabwe); national planning authorities and/or Ministries of Finance (as happened in Bangladesh, Namibia and El Salvador); or sectoral ministries (as happened in Kenya (Agriculture)).

---

[16] The evaluation team recognizes that the purpose of the NZHSR is much broader (to support governments and other partners to achieve SDG2) but that it enables the organization to adequately anchor its strategic planning in collectively agreed national outcomes.

In some countries, the NZHSR led to, or was integrated with, a national plan for enhancing food security (as happened, for example, in Namibia and Sudan). Some NZHSRs, for example in Lesotho and Namibia, were presented to Cabinet. In Cambodia, the exercise was linked to preparation of a National Food Security Strategy and, as in some other cases (reportedly including Sudan), consultations were undertaken at local as well as national level. An October 2017 summary of emerging lessons from the country strategic plan process emphasized the importance of taking a "whole of society approach" to the NZHSR consultative process (WFP, 2017g: np[17]). Interviews and available documentation suggest that the amount of local consultation in NZHSRs has varied (paragraph 160 below).

44.   Overall, NZHSRs, where they were carried out, enabled WFP to improve its alignment with national policies and priorities – although alignment on paper does not automatically translate into action. Informants in country offices, regional bureaux, other United Nations entities and in governments expressed more consensus on this achievement than on other results of the country strategic plan approach to date. This was consistent with the views of the 77 WFP respondents who fully answered the evaluation's online survey. Figure 1 shows that over half of the respondents considered that there had been a significant organizational change in this regard.

Figure 1 Survey responses: improved alignment with national policies and priorities
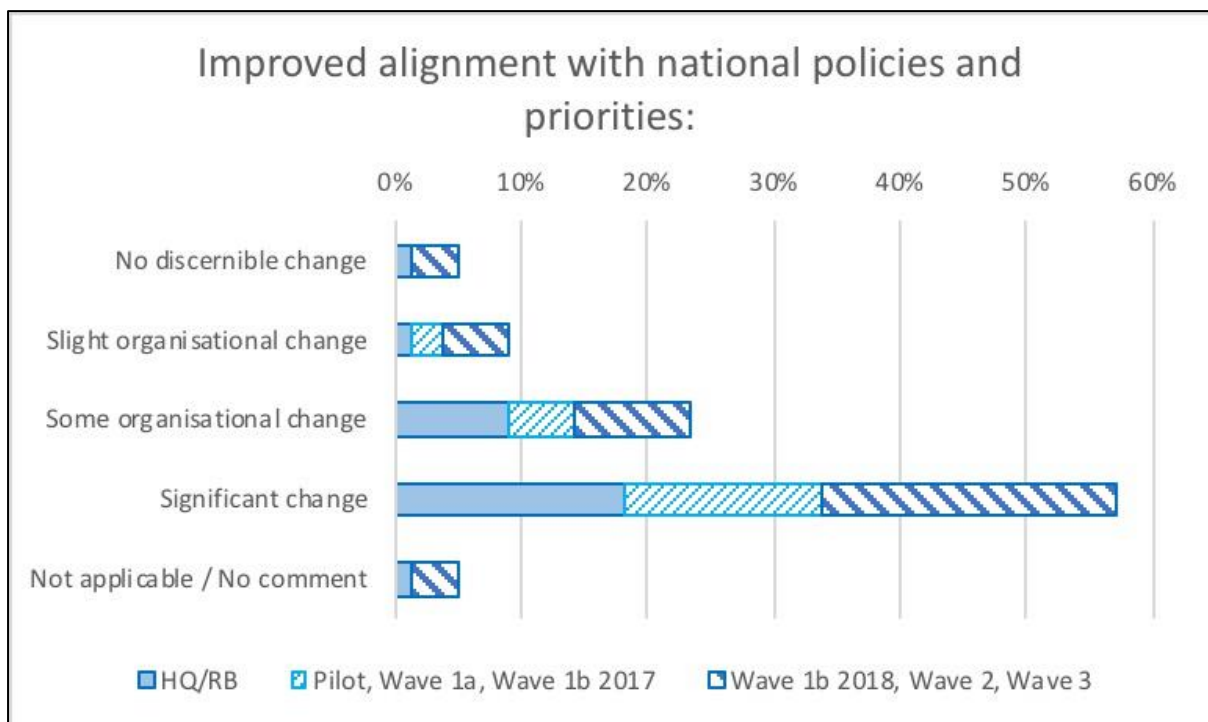
Source: online questionnaire survey carried out by the evaluation (Annex E).

45.   The quality and usefulness of this key component of the country strategic plan concept have varied, however. The process did not always adequately identify the "concrete solutions to achieve SDG 2, articulated through a list of priority actions", as the guidelines required. In such cases (for example in Tanzania), this "prerequisite for developing a… country strategic plan", was not an optimal basis for WFP country offices "to adequately anchor [their] strategic planning in collectively agreed national outcomes" (WFP, 2017h: 2-3). Where an NZHSR process was more sectorally led, as in Kenya, the resultant analysis did not fully span the range of issues and sectors to which WFP might contribute, such as social protection or nutrition. NZHSRs in Central America

---

[17] np: no page number.

were said to focus on agricultural production, without adequate consideration for the social protection and support that WFP could give in that field. In the same region, informants said that only one NZHSR (Honduras) looked at food security systematically; and that gender was not addressed satisfactorily. Some NZHSR processes took longer than planned (for example in El Salvador, Kenya and Mozambique), meaning that country strategic plans were in final draft before the NZHSR documents were finalized. The Policy and Programme Division (OSZ) warned country offices that "experience has shown that expected standards are not always met and WFP needed to invest substantial manpower and additional resources to bring the product up to a presentable, professional level" (WFP, 2017g: np). The addition of manpower and resources could, of course, conflict with the intention that NZHSRs be country-led.

46.   As with most aspects of the Integrated Road Map, the initial engagement with country offices on starting to strengthen country alignment through NZHSRs came directly from WFP Headquarters. Regional bureaux were allocated the supportive role in this area later. OSZ, where the concept originated, has produced guidelines on the design and production of NZHRs (most recently revised in December 2017: WFP, 2017h).

47.   Lessons about alignment with national policies and priorities have been learned and documented at different levels. Corporately, more than half of an OSZ October 2017 summary of emerging lessons from the country strategic plan process was devoted to NZHSR preparation (WFP, 2017g). An early series of "pulse checks" referred to some positive results from these efforts at stronger alignment, for example, in Zimbabwe and Colombia (WFP, 2017i; WFP, 2017j).

48.   This mode of planning thus creates important new opportunities for WFP. Taking direction from NZHSRs as national statements of challenges and priorities, some country strategic plans helped to strengthen WFP alignment with national policies and priorities, including their SDG 2 targets. In some countries, such as Mozambique and El Salvador, this was a gentle reinforcement of existing strong alignment with already clear national strategy. In others, such as Peru and Tunisia, the country strategic plan represents a major shift in the WFP portfolio. The approach helps to emphasize the profile of WFP as enabler, facilitator and capacity builder, which is particularly important in middle-income countries.

49.   Conversely, informants recognized a significant risk that the degree of country participation, engagement and ownership in WFP work is likely to wane after the NZHSR process is complete. Indeed, preparation of country strategic plans themselves has been a much more internal process (Ecuador, Guatemala and Honduras are cited by informants as three examples of this). Other challenges may arise during country strategic plan implementation, if there are significant shifts in government policy or a new government is installed – potentially diminishing earlier alignment. In some countries, of course – for example, the Democratic Republic of the Congo (DRC), Central African Republic (CAR), Somalia and South Sudan - there may be limits on the degree of consultation and engagement that are possible, and NZHSRs are a greater challenge. In some circumstances, the strong alignment with government policy that the NZHSR approach implies may raise questions about the neutrality of WFP or its ability to comply fully with international humanitarian principles (paragraph 93 below).

50.   The Policy on Country Strategic Plans states that "WFP will endeavour, with the Rome-based agencies, to encourage and/or help to facilitate country-owned national zero hunger strategic reviews. WFP will advocate for national funding of strategic reviews, as well as for joint Rome-based agency funding to be made available" (WFP, 2016b: 8). NZHSRs have mainly been funded by WFP, although those in Afghanistan and The Gambia were jointly funded with the Food and Agriculture Organisation of the United Nations (FAO) and the United Nations Children's Fund (UNICEF), and four NZHSRs in the southern African region were jointly funded with other United Nations agencies. WFP does not have a consolidated database of NZHSR costs or funding sources. Other offices of the Rome-based agencies (RBAs) at country level have often participated in NZHSR

consultations – particularly close collaboration or formal joint engagement in NZHSRs are cited from Dominican Republic, Lesotho, Nigeria and Uganda (WFP, 2018k: 7-8).

51.   There is also a risk that WFP is seen to be suggesting an unreasonable level of effort by governments in undertaking NZHSRs and engaging (to a lesser extent) in country strategic plan preparation – all for what could be construed as primarily WFP purposes, even though that is not the intention of WFP. Some WFP informants have this perception; but it is a minority view. Most national stakeholders have proved willing to commit strongly to closer engagement and alignment with WFP.

52.   As in many aspects of Integrated Road Map implementation, the opportunities and risks of standardization (including the way country strategic plan strategic outcomes are worded) must be balanced in the development of country strategies for achieving SDG 2. Middle-income countries represent nearly two-thirds of the countries where WFP works.[18] In those countries: many country offices are small and shrinking; WFP has often shifted largely or entirely to an enabling or capacity strengthening role; some governments have become WFP donors; traditional donors have reduced or ended their support; food security issues often remain highly challenging, despite growing national wealth; and stunting frequently persists, and is paralleled by rising levels of obesity in some population groups. The NZHSR concept has also been applied, with varying degrees of success, in significantly different country contexts where the humanitarian needs remain paramount. It has been particularly challenging – although not impossible, and in some country offices' view rewarding - to apply the NZHSR concept in countries dominated by emergencies or conflict and suffering weak or little government.

53.   Findings to date thus suggest that one size does not fit all in promoting stronger alignment with national policies and priorities. Potential changes of policy or government are among a range of country-specific factors affecting WFP intentions in this regard. Others, mentioned above, include the level and sector specificity of government engagement, and the availability and selection of consultants who can provide an appropriately strategic and timely NZHSR. Some country offices, for example in Indonesia and Tanzania, felt that recent Office of Evaluation country portfolio evaluations (CPEs) served as a good platform for country strategic plan development and questioned the added value of NZHSRs. In other countries, for example, Lao People's Democratic Republic, the timing of this WFP exercise was seen as problematic, as the government had just completed a national development plan and United Nations Development Assistance Framework (UNDAF). However, in that country "the government and donors later appreciated that the [NZH]SR added value to earlier processes by contributing sub-national perspectives from all 17 provinces, which were largely missing from other processes" (WFP, 2017g: np).

54.   The longer-term objective of WFP in launching the NZHSR, and ensuing country strategic plan processes, is to maintain the improved country alignment that the initial effort should achieve (while delivering stronger national strategies for achievement of SDG 2). It is already clear that, in most countries, there is important scope for this improvement to take place. It is also clear that the consultative process is as important as the written product. The likelihood of the intended longer-term results depends on the maintenance of that process of engagement. How it is continued will depend on country-specific factors.

55.   Achievement of the longer-term objective thus depends on sustaining the recent intensification of consultation, engagement and commitment with national governments and civil society. Several informants warned that it also depends on a convincing performance by WFP through its country strategic plans. If that performance is inefficient or ineffective – or if it fails to

---

[18] WFP data show that, of 82 WFP COs (excluding State of Palestine), 52 (63 percent) are in upper or lower middle-income countries. Outside the three WFP African regions, the proportion is 38 out of 42 (90 percent).

materialize for funding or other reasons – WFP partners at country level are likely to be less interested in its alignment with their policies and priorities.

56.   One consequence of the increasingly dynamic context in which WFP must plan its future is the likelihood that some country offices, mainly in middle-income countries, may no longer be needed. Not surprisingly, the intended organizational outcomes that this evaluation distilled from WFP documentation on country strategic plans and related elements of the Integrated Road Map did not refer directly to this possibility. However, guidance on country strategic plan drafting does require clear reference to transition and exit strategies (WFP, 2017n: 2). Although country strategic plans have complied, mostly envisaging exit towards 2030 rather than in the short term, the Indonesia country strategic plan is an example of explicit reference to the possibility that this one will be the last.

57.   Ultimately, the best opportunities for alignment of the WFP strategy with the national development strategy will occur if the timing is also aligned. This will also provide an opportunity for WFP to contribute to the debate surrounding the development of the strategy and provide evidence to be used in the process. Most UNDAFs are already aligned with national strategies and planning cycles.[19] A recent survey of United Nations Member State governments revealed a 91 percent positive response to the statement "the UNDAF has enabled the Government to ensure that the United Nations' activities are closely aligned with your country's priorities" (United Nations, 2018a: 17). Therefore, the alignment of the country strategic plan with the UNDAF is extremely important if these opportunities for alignment with national policies and engagement with policy development are to be exploited. NZHSRs, as they evolve, may become valuable national instruments for the development of UNDAFs overall. The question of country strategic plan alignment with the UNDAF is examined more in Section 2.3 below.

2.3   Harmonization with United Nations Entities and Processes

58.   WFP intends that, by aligning the country strategic plan with broader United Nations Development Assistance Frameworks, it should contribute to a more integrated and harmonized United Nations system of support for national development. The Policy on Country Strategic Plans states that "the country strategic plan framework will be aligned with strategic response plans and joint resource mobilization efforts of the United Nations humanitarian programme cycle by adequately reflecting emergency-related outcomes and activities that are part of the wider humanitarian response" (WFP, 2016b: 15). It acknowledges that "the United Nations Development Assistance Framework is the strategic, medium-term results framework that guides the collective vision and response to national development priorities of the United Nations system at the country level". As a result, the policy states that country strategic planning cycles will be aligned with UNDAF planning cycles.

59.   However, aligning the country strategic plan cycles with the broader UNDAF cycles is still work in progress. Of the 29 country strategic plans and ICSPs approved in countries with UNDAFs, only 31 percent are aligned with the UNDAF cycle, while another 14 percent have the same completion year as the UNDAF and therefore should be aligned in the next cycle. This leaves 55 percent of country strategic plans that have yet to be aligned with the UNDAF cycle (Table 2 and Table 10, Annex B). The future may even see a worsening situation: of the new country strategic plans that will be approved in 2019 (to start in 2020) less than 20 percent will have the same start dates as the respective UNDAF. Some WFP regions mapped country strategic plans against the UNDAF timelines to ensure alignment of cycles, but this was not done everywhere. Levels of

---

[19] Information from the 2017 UNEG Management Information System report shared by DOCO shows that 80 percent of UNCTs with UNDAFs have aligned with national development planning processes and a further 13 percent plan to do so in the next cycle.

awareness and commitment on UNDAF alignment appear to have varied among country offices and regional bureaux.

Table 2. Alignment of the 29 approved country strategic plans with UNDAF cycles

	Number	Percentage
CSPs aligned to UNDAF cycle	9	31
CSPs unaligned but with same end date	4	14
CSPs unaligned but with same start date	2	7
CSP unaligned with different end and start dates	14	48

Source: WFP and United Nations DOCO data on CSPs approved up to and including the EB annual session, 2018.

60.   Clearly, harmonization is much more than aligning country strategic plan and UNDAF cycles. At the same time, it is also clear that the existing UNDAF is not adequate for the needs of the United Nations development system, which has led to the call for a new generation of UNDAFs. Initial work on designing the reformed UNDAF has started, based on the ideas suggested by the United Nations Secretary-General (United Nations, 2017a, United Nations, 2017b) and as agreed by the General Assembly (United Nations, 2018b). The United Nations Development Operations Coordination Office (DOCO) has confirmed that the new UNDAFs will also be multi-year frameworks closely aligned with national planning processes, making alignment with existing UNDAF cycles important.

61.   Notwithstanding the above data on the alignment of cycles, the country studies revealed a broadly, but not universally, positive reaction by United Nations resident coordinators and country team members to the introduction of the country strategic plan framework. Informants noted that the new approach may not have fundamentally changed relationships, reduced inter-agency competition for funding or strengthened harmonization; but that it provided possibilities for moving towards greater harmonization, cooperation and integration in the future. The evaluation survey of WFP staff confirmed this positive assessment. When asked how much organizational change they had seen as a result of the country strategic plans in strengthening harmonization with external partners including the United Nations, the vast majority of respondents believed that there has been some or significant organizational change (46 percent and 30 percent respectively).

62.   The country strategic plan itself, as well as the process of developing it, often led to greater visibility for WFP and therefore an increased understanding of what WFP is doing in a country (see Section 2.7 for more on visibility and communication). In some cases, this led to an increase in opportunities for collaboration. In other cases, it led to charges of "mission creep", specifically when it came to the more developmental components of the country strategic plan.

63.   The country strategic plan formulation guidance waters down the Policy on Country Strategic Plans and suggests that WFP should only "aspire to conduct the planning process at the same time as national and United Nations planning processes; when this is not feasible, the CSP/ICSP shall commit to be reviewed when new development plans or UNDAFs have been formulated" (WFP, 2016h: 9-10). UNDAFs are not mentioned in the key considerations for CSP/ICSP drafting document (WFP, 2017n) nor in the "Guidance Note on Strategic Outcomes, Outputs and Activities" (WFP, 2017k). There is some information on UNDAF alignment in the "Functional Area Resources for Successful Strategic Reviews and Country Strategic Plans" document (WFP, 2017o), but the evaluation's country studies indicate that there was very little direct support from regional bureaux or headquarters on this specific issue. The latest NZHSR guidance (WFP, 2017h), however, notes that a common and comprehensive view of national food security and nutrition challenges and solutions should not only inform national development plans but a range of other processes as well, such as UNDAFs and voluntary national reviews (VNRs). Specific guidance is provided for

undertaking the review in contexts where a common country analysis (CCA) or a voluntary national review (or similar) are being undertaken, and options are provided for making the best use of the NZHSR in different scenarios.

64.   At the country level, it is clear that the country strategic plan builds on existing engagement with the United Nations Country Team (UNCT) and joint programming processes. Country studies indicate that WFP was often very heavily involved in UNDAF formulation and implementation, often through participation in, and sometimes leadership of, thematic coordination structures. There are also many examples of ongoing project collaborations with other UNCT members. The degree to which WFP contributes to greater harmonization through the country strategic plan will, however, largely depend on country context. Specifically, it will depend on the openness of other members of the UNCT (notably, other Rome-based agencies) towards greater harmonization, the quality of the resident coordinators' leadership, the interest of donors to finance joint efforts as well as the interest of government in greater United Nations harmonization. Although the aim of the Policy on Country Strategic Plan is to strengthen harmonization within the United Nations, lesson learning in this area has been limited. United Nations harmonization is not mentioned in the 2017 summary of lessons learned and only appears in a limited way in the lessons learned note on partnerships that is included in the Integrated Road Map Manual (WFP, 2018j).

65.   Looking to the future, there are good opportunities for WFP to contribute to this outcome, but the organization also faces some serious risks, most notably uncertainty concerning the ongoing United Nations reform process. The United Nations development system is entering a period of uncertainty in terms of United Nations reform, where the Secretary-General has put new impetus on the reform process and introduced what could be considered radical ideas to deepen the process and speed it up. This process may provide an opportunity for WFP to feed in some of its experiences with the country strategic plan framework. However, if changes to newly introduced country strategic plan procedures are required due to compliance with United Nations reform processes, specifically the new generation UNDAFs, this will be an additional burden on country offices, regions and headquarters, even if in the longer term the results may be positive.

66.   Where country strategic plan and UNDAF cycles are out of alignment, it may be necessary to have shorter or longer country strategic plans to ensure alignment in future cycles. Although the Policy on Country Strategic Plans allows some flexibility in the length of cycles (it only states a maximum of five years for a cycle) there is still a risk that, in some cases, a lack of flexibility to allow for short programmes will result in misalignment of future country strategic plan and UNDAF cycles. In other areas of harmonization there are also trade-offs between organizational standardization and flexibility to respond to national contexts. As one resident coordinator said, the worst words to hear from a member of the UNCT are "it's a requirement of my headquarters".

67.   An additional risk is one that could result from better alignment of the country strategic plan with the UNDAF cycle, where WFP processes within the country strategic plan framework may overlap with processes undertaken within the framework of the UNDAF or by other members of the UNCT. This could bring about an inefficient use of resources as well as an undue burden on government and other national partners. The 2030 Agenda and the SDGs have given primacy to the country level, and it is here that national SDG monitoring and reporting will take place. There are calls for a more flexible approach to NZHSR implementation in some countries, and while existing NZHSR guidance does recognize the challenge (paragraph 63 above), new country strategic plan and NZHSR guidance will reportedly emphasize this issue. In addition, mandatory end-of-cycle evaluations of the UNDAF will follow a similar timeline to the mandatory WFP country portfolio evaluations, as well as similar evaluations of other UNCT members, which presents an additional risk of over-burdening national partners.

2.4   Maintaining and Enhancing Emergency Response Capacity

68.   In relation to emergency response, the WFP Policy on Country Strategic Plans states that: "The context in which WFP operates is often one of crisis and/or emergency response. WFP's new programmatic framework must therefore first and foremost focus on strengthening the effectiveness of WFP's response in emergency and crisis situations. To achieve this, WFP's existing emergency response mechanisms will be preserved while being embedded in an overall WFP country framework. This will help to ensure that the speed and effectiveness of WFP's emergency response is not compromised, while also ensuring that concerns relating to lack of internal coordination and coherence, and inadequate transition and exit planning can also be effectively addressed." It argues that the introduction of the country strategic plan is expected to improve emergency response as "by articulating and focusing on strategic outcomes in rapidly evolving and/or volatile emergency situations – rather than on particular activities only – WFP will be in a much better position to respond quickly, flexibly and efficiently with a range of appropriate activities and modalities" (WFP, 2016b: 7, 14). The recently approved Emergency Preparedness Policy states that country strategic plans "are the programmatic vehicles for integrating preparedness tools and actions into longer-term planning that embed WFP preparedness activities in a broader strategic context" (WFP, 2017z: 14).

69.   This section discusses progress towards the first of the goals identified above – maintaining and enhancing emergency-response capacity – while the related goal of linking humanitarian and development work is discussed in Section 2.5.

70.   A common view among evaluation informants was that WFP had, prior to the Integrated Road Map process, already established procedures, instruments and capacities to respond rapidly and effectively to sudden-onset emergencies (for example through the Preparedness and Response Enhancement Programme (2011–2014)). Headquarter staff claimed that, when required, WFP was able to mobilize an emergency response through an emergency operation (EMOP) or special operation within 24 hours. From some WFP informants' perspective, the main concern was thus to maintain the existing strong emergency response capacities through the transition to country strategic plans. As shown above, the Policy on Country Strategic Plans had higher ambitions.

71.   So far there are relatively few cases of countries implementing country strategic plans facing unforeseen emergencies. Bangladesh, the Central African Republic, Mauritania and Zambia have prepared, or are preparing, emergency revisions to their T-ICSPs, ICSPs or country strategic plans. Valuable experience was gained from the Bangladesh response to floods and the later large-scale refugee influx. The pre-existing inclusion of an activity for crisis response under an approved country strategic plan enabled the country office to immediately initiate an emergency response to the 2017 floods. In this case, there was no need to prepare a separate EMOP document, as donations could be received directly under the country strategic plan (although some informants elsewhere suggest that a funding appeal for a new activity like an EMOP - precluded in countries with a country strategic plan - would be more attractive to donors than an appeal for more money for an existing country strategic plan). In Bangladesh, initial efficiency gains were achieved because all activities were managed through a single instrument – the country strategic plan – which led to a reduction in processing time (WFP, 2018h: 18).

72.   A second, and much larger, crisis followed when violence in Myanmar's Rakhine state led to widespread movement of the Rohingya population, both within Myanmar and across the border into Bangladesh. The scale of this crisis warranted a revision of the country strategic plan itself with augmentation of Strategic Outcome 2 to address increased food needs. In addition, scaling up supporting services in emergencies also needed to be considered, with the addition of a fifth strategic outcome (crisis response, Strategic Result 8) enabling WFP service delivery and logistic

support to the wider humanitarian community. The WFP Policy on Country Strategic Plans outlines an approach where unforeseen and sudden onset emergencies will be handled by adding or revising one or more strategic outcomes specific to the emergency response, depending on the specific country context, scope of the response and required speed (WFP, 2016b: 9, 10). This can be done by either revising the country strategic plan itself or creating an emergency addendum.

73.   In this second Bangladesh crisis "the clearance and approval process alone took one week" (WFP, 2017t: 4). Informants described a tension between the speed and quality of the process, and no clear guidelines or precedents. For country strategic plan revisions an electronic project review process (e-PRP) and strategic project review process (s-PRP) are usually required. However, the draft country strategic plan guidance on emergencies states that the Executive Director may agree to waive any part of the project review process upon written request by the Regional Director. This option was not given in the case of Bangladesh. It took a considerable amount of staff time to respond to all the comments resulting from the project review process. This took time away from other pressing issues related to the response. Technical budget adjustments unrelated to the Level 3 (L3) response added a layer of complexity to the budget preparation and review process.

74.   Data supplied by WFP Operations Management Support (OMS) and tabulated at Annex B (Table 15-Table 19) show that the average number of working days taken from submission by the country office to final approval through the system for project approval (SPA) was 15 days for new EMOPs in 2017, and 9 for the LEO in Papua New Guinea in 2018. No new EMOPs were developed in 2018. By comparison, the average number of working days taken for budget revisions (BRs) of existing EMOPs was 25 working days in 2017 and 24 in 2018 to date. Budget revisions of country strategic plans responding to emergencies through "crisis response" took an average 12 working days in 2017 and 35 in 2018 to date (Table 17). The Bangladesh country strategic plan budget revision took only nine days from submission by the country office to approval. While sample sizes are small and the circumstances of each emergency and administrative response are different (sometimes including waivers), the available data suggest that the country strategic plan framework has so far extended the average approval time for new funding to support emergency response.

75.   However, the administrative hurdles - partly linked to the initial lack of experience with country strategic plan-related procedures - did not delay the refugee response in Bangladesh. WFP was able to immediately scale up activities to meet the massive and rapid influx of refugees and provide emergency food assistance to nearly half a million people under the existing country strategic plan, Strategic Outcome 2, even before the revision was approved (WFP, 2017t: 2). Logistics and emergency telecommunications coordination and pre-positioned equipment (for example, mobile storage units) were set up as a result of preparedness investments under Strategic Outcome 4. Many lessons were learned from the Bangladesh experience of mobilizing a major emergency response within a country strategic plan framework (WFP, 2017t), and the organization is incorporating these lessons in enhanced procedures. The overall conclusion of the most recent assessment was that this framework can handle an L3 emergency, but that more work needs to be done to optimize arrangements (WFP, 2018t).

76.   An important finding in both Asia and southern Africa is that, given a necessary degree of flexibility, WFP can continue to respond quickly to a major crisis through the country strategic plan framework. However, there is a need to be adaptable – if guidance is too rigid then there is a real threat to the operational nimbleness of WFP. Other country offices consulted, not yet directly impacted by emergencies, shared a similar prognosis. The quality of the emergency response is as important as the speed with which it is delivered. This issue is discussed further in paragraphs 89 - 91.

77.   The recent annual performance report (APR) stated that: "Analysis of the 60 approved strategic outcomes in the crisis response focus area revealed that 55 are formulated in ways that

allow the immediate scale up of operations – enabling WFP to reach affected populations rapidly in the event of a new crisis. Common services, including clusters (if these are not already present because of a protracted crisis) would have to be added if and when an emergency response is activated, as seen in the example of Bangladesh. Only five of the approved crisis response strategic outcomes are less versatile and may lead to response restrictions because they stipulate specific population groups, such as refugees (excluding host populations) and/or geographic areas, such as specific provinces. This may require modification of existing strategic outcomes or the addition of new ones in the case of an emergency." (WFP, 2018m: 98).

78.   However, a number of interviewees raised concerns about how the country strategic plan might negatively affect WFP emergency response in other contexts. The general issue remains - that if a new emergency requires a revision to the country strategic plan, this is potentially a slower and more cumbersome process than the preparation and approval of an EMOP and/or special operation. Potential problems were foreseen by several country offices. In some cases, governments were reported to be resistant to country strategic plans anticipating the need for emergency assistance, as this can imply a failing of national systems. Where the causes of food insecurity are political, such as possible post-election violence, the added transparency of the country strategic plan process made it difficult to include a contingency in the country strategic plan. The converse argument at headquarters is that anticipating emergencies through the country strategic plan in this way is not necessary, because the country strategic plan framework and procedures allow for emergency responses to be arranged if and when the need arises, and internal processes are being further streamlined.

79.   Concerns were also raised where emergency situations warranted regional strategic, resourcing and operational coordination. Examples included natural disasters affecting multiple small countries in the Caribbean or Pacific, or regional refugee crises. The Policy on Country Strategic Plans does anticipate the necessity of regional responses in specific situations. The practical details of how a regional response would interact with individual country strategic plans and/or ICSPs are now being developed, with particular reference to those two regions.

80.   Donors are reported to be generally willing to fund an emergency response, if an approved plan, programme or project is in place. The country strategic plan has had limited reported impact on the willingness or ability of donors to contribute funds, although the loss of the EMOP document was felt to have reduced visibility (paragraph 71 above). A new situation report template has been developed for use in emergency response fund-raising. Lessons from the WFP response to the refugee emergency in Bangladesh supported preparation of this template.

81.   In terms of operational effectiveness, the major financing challenge is to bridge the inevitable delay between the onset of a disaster and the receipt of funds. WFP has closed this gap through the establishment of a number of advance financing mechanisms. The most important of these for emergency response is the use of the Immediate Response Account (IRA: Section 2.6 below), which gives WFP the ability to proactively respond to emerging crises in advance of donor decision-making. The Immediate Response Account procedures have been adapted so that the funds can be drawn through the country strategic plan. Emergency responses also continue to benefit from the availability of pre-positioned food stocks in the Global Commodity Management Facility (GCMF). Other advance financing mechanisms (including internal project lending and macro-advance financing) are less relevant to emergency response and are discussed further in Section 2.6.

82.   The operational efficiency of WFP in responding to emergencies appears to be affected to some degree by the shift to the IRM/CSP framework. As with other areas of programmatic response, the increased transaction costs (Section 2.9 below) associated with managing the new framework may detract from operational capacity. Tighter earmarking of resources (Section 2.6) has led to a reported reduction in operational flexibility. For example, food pipelines are now

managed at the level of activities rather than for the operation (protracted relief and recovery operation (PRRO) or EMOP) as a whole. The consequence of a clearer distinction between pipelines has been reduced flexibility to borrow resources to respond to urgent emergencies. However, the amount of flexibility available under the previous system should not be exaggerated, and the counter argument is that the new arrangements will provide greater predictability of resources to non-emergency operations in periods of crisis. In theory, meanwhile, intra-country strategic plan loans are reportedly still possible. However, they are seen as cumbersome, requiring negotiation and approval with each donor.

83.   The majority of country offices consulted[20] reported that the detailed procedural arrangements and guidance in relation to responding to emergencies in the IRM/CSP framework remained inadequate and unsatisfactory. The complete draft country strategic plan guidance for emergencies was not available prior to the crisis in Bangladesh and as a result, there was a lack of clarity about guidance, process details, templates and approval authority in this early instance of major emergency response under a country strategic plan. The headquarter units responsible reported that they were only brought into the process relatively late. The guidance has since been updated.

84.   In addition to the direct provision of relief assistance, WFP is mandated to provide services such as United Nations Humanitarian Air Service (UNHAS) and United Nations Humanitarian Response Depot (UNHRD) logistics. It is also the lead for emergency cluster services to the humanitarian community, with an official accountability to the rest of that community. Other non-mandated services are carried out to "rehabilitate and enhance transport and logistics infrastructure to permit timely and efficient delivery of food assistance, especially to meet emergency and protracted relief needs" (WFP, 2018i: 10).

85.   The WFP Integrated Road Map audit noted that the corporate position on the management of common and on-demand services under the Integrated Road Map framework remains unclear (although efforts have been made to clarify approaches since the audit was done). Within the country strategic plan, such services are captured under SDG 17, under the service-delivery modality. However, the logic of this placement is unclear – and developing workable monitoring indicators on performance in this area is proving challenging. Furthermore, in an effort to keep the number of the activities in the country strategic plan manageable, logistics, common services and corridor management were aggregated in some countries with a capacity-strengthening activity. At a practical level, this complicated the management of budgets and costs for such services, which had their own specificity and complexity (WFP, 2018a: 26).

86.   In the early case of Bangladesh, there was a specific lack of clarity whether existing preparedness activities under the country strategic plan Strategic Outcome 4 (resilience building), could be used for shared service delivery in logistics, air transport and emergency telecommunications for the crisis response. A new Strategic Outcome 5 (crisis response) was created, based on perceived donor and activity management preferences, and on the argument that resilience and capacity-building work for emergency preparedness is different from crisis response and logistics work. Furthermore, for the service provision component, there was some confusion about who was doing what, as most special operations were previously designed centrally in headquarters and a new support modality is yet to be defined. According to headquarter informants, guidance on these issues has since been clarified, and emergency preparedness work has been placed in the "crisis response" focus area in more recent country strategic plans.

---

[20] In March – May 2018 (see paragraph 2, Section 1.1).

87.   The process of revising country strategic plan narrative and budgets is still unclear, especially in the context of an L3 emergency response. A budget revision in Colombia (like Bangladesh, a Wave 1A country) took over two months because full clarity on the process had not yet been achieved. Some other country offices also considered it cumbersome and difficult. The delegations of authority were slow to define and put in place. Interim delegations of authority, relating to the authority for programme approval and budget revisions, were only approved by the Executive Board at its Second Regular Session in 2017. Learning and consequent adjustments continue. Permanent delegations of authority, drawing on experience from the interim period, are only expected to take effect on 1 March 2020.

88.   There were important initiatives to capture early experiences in emergency response under country strategic plans. A review was undertaken of the processes employed under the Integrated Road Map framework to respond to the Bangladesh/Myanmar crisis. (Lesson learning exercises are mandatory for all L2 and L3 emergencies and are expected to continue to capture Integrated Road Map-related issues.) Another review drew lessons from revisions to the Zambia T-ICSP to accommodate an emergency response in that country. All these lessons are expected to facilitate and better inform the future emergency responses of WFP and are being converted into new guidance. Informants argued that these lessons had already led to more efficient and timely response to the subsequent Papua New Guinea earthquake – albeit as a LEO rather than country strategic plan response.

89.   A number of risks and opportunities were identified in how the country strategic plan process may interact with WFP ability to respond to emergencies in the longer term. The biggest concern related to a fear that country strategic plans may increasingly position WFP as an agency for advice rather than action, leading to a degradation of its direct response capacity. For example, in Indonesia WFP has witnessed a steady fall in staff numbers and skills – predating its country strategic plan by some years - and the country office's ability to respond to dynamic operational contexts is seen to have consequently diminished. Similar challenges were perceived in El Salvador. However, such a reduction in WFP capacity at country level may be matched by an increase in the capacity and competence of national disaster management authorities, which has arguably been the case in Indonesia; and the introduction of country strategic plans does not necessarily lead to any reduction in the emergency response capacity of WFP itself.

90.   Conversely, some stakeholders argued that the country strategic plan provides a significant opportunity to strengthen emergency response through greater attention to preparedness in advance of a crisis. Specifically, the country strategic plan process is aligned to embedding and sustaining preparedness functions within national systems. In principle, the country strategic plan takes a longer-term view of emergencies, rather than responding to one-off events. The NZHSR guidance encourages an integrated analysis of the immediate and underlying causes of hunger, alongside dialogue with the responsible national institutions. Importantly, the country strategic plan framework provides for capacity-building operations without concurrent food assistance.

91.   In theory, such preparedness activities may be used to channel a more timely and efficient crisis response – whether implemented by WFP or other agencies. However, other stakeholders pointed out that this in turn depends on the extent to which WFP is appropriately (re)tooled to act as an enabler of capacity strengthening.

2.5   Links between Humanitarian and Development Work

92.   The intention of WFP, through its Policy on Country Strategic Plans, is that by taking a holistic approach across the whole WFP portfolio in a country, its country strategic plan will facilitate more strategic linkages between humanitarian and development work (WFP, 2016b: 15,

18). A holistic approach should mean genuine integration and complementarity between its components, rather than the simple inclusion of both humanitarian and development activities in the portfolio. This intention is linked to the growing focus by WFP and other agencies on the humanitarian-development nexus – for WFP, this means building on its established commitment to strengthening the livelihood resilience of its beneficiaries. In that sense, it was described by one informant as an evolution rather than a revolution and is now framed by the expanded concept of a humanitarian-development-peace nexus.

93.   The Policy on Country Strategic Plans recognizes this triple nexus, but only mentions peace once, referring also to the WFP policy on its role in peacebuilding in transition settings (WFP, 2016b: 3; WFP, 2013; WFP, 2014b). More recently, WFP has emphasized that its "move towards multi-year, comprehensive country strategic plans enables WFP to forge the long-term multi-stakeholder partnerships that are central to humanitarian, development and peace objectives". But it has also raised concerns about the "lack of a clearly identified role for regional coordination mechanisms or agency regional offices to support implementation of joint humanitarian, development, and peace efforts" and the possibility that United Nations coordination and collaboration with governments might sometimes jeopardize adherence to humanitarian principles (WFP, 2018n: 5, 8; paragraph 49 above). An annex to the paper just quoted, which aimed to provide practical guidance and examples, did not set out the specific role of country strategic plans in incorporating peace into a triple nexus in any detail (WFP, 2018o). This issue may still be under review at WFP. Meanwhile, some country strategic plans, for example in Asia, are reported to address peace-building issues either explicitly or implicitly.

94.   Informants in and beyond WFP believe that the country strategic plan framework constitutes important conceptual progress in this regard and helps to remind those stakeholders outside the organization that, despite appearances in recent decades, WFP was established with a development as well as a humanitarian mandate (WFP, 1993). Asked on which long-term strategic aim the country strategic plan approach was likely to have the most positive impact, 18 percent of the evaluation's online survey respondents (all WFP staff) identified better links between humanitarian and development work (Figure 2 below). This was the second most common response (although far behind the aim most often mentioned: improved alignment with national policies, which 53 percent of respondents said would be most positively affected). As one survey respondent argued: "The country strategic plan allows WFP to build upon emergency response to pave the way for development planning within the same framework; it helps promote programmatic convergence, flexibility of response to sudden changing conditions and needs." Informants observed that, within the Bangladesh country strategic plan, the recent emergency response was accompanied by efforts to initiate and integrate resilience and rehabilitation work, involving host populations as well as refugees.

95.   The structure of country strategic plans, with their three focus areas ("crisis response", "resilience building" and "response to root causes"), clearly shows the organization's programmatic commitment to link and integrate humanitarian and development interventions in ways that should make the former less necessary. The evaluation's analysis of country portfolio budgets – which so far exclude many of the countries with the biggest WFP humanitarian operations - shows that 39 percent of all activities in country strategic plans and ICSPs are categorized under "response to root causes"; 35 percent under "resilience building"; and 26 percent under "crisis response" (Figure 3 and Table 3). However, available data on funding – still very early in the transition to country strategic plans - show that 48 percent of funding contributions to country portfolio budgets were allocated for "crisis response" work; 33 percent for "resilience building"; and 8 percent for "response to root causes". Data on all country portfolio budgets to date shows that, of actual expenditure so far, 33 percent has been recorded in the system as for "crisis

response"; 11 percent for "resilience building"; and 4 percent for "response to root causes" (see also Section 2.6 below).[21]

Figure 2 Survey responses: strategic aims on which country strategic plan is likely to have most positive impact
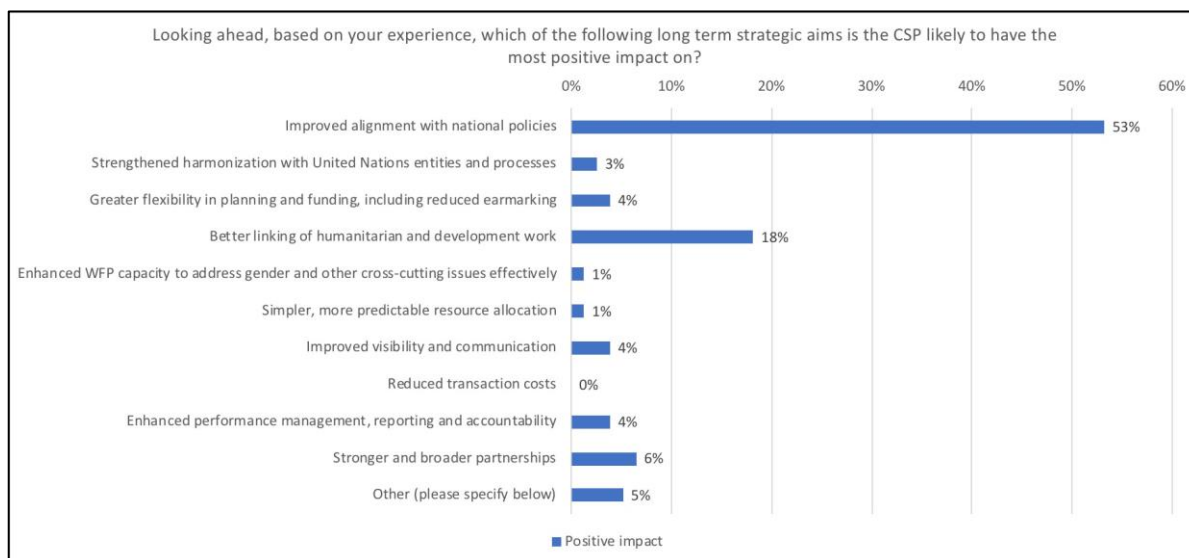
Source: online questionnaire survey carried out by the evaluation (Annex E).

96.   As emphasized above, the new country strategic plan structure is seen as a useful shift in the way that WFP presents its mandate and commitment, rather than a substantive change in the kinds of work WFP does. There are three reasons for this. First, as noted, asset creation and other resilience-building interventions are a long-established part of the WFP portfolio in many countries. School feeding is another long-running mode of WFP support (analysis of country portfolio budgets shows that 59 percent of these activities in country strategic plans are now classified under "response to root causes"). Second, a different framework or presentation does not necessarily mean an increase in the implementation of development-related activities in "resilience building" and 'response to root causes" – because funding for such an expanded portfolio takes time to materialize (Section 2.9 below). Third, the presentation of humanitarian and development activities in one portfolio, or country strategic plan "line of sight" table, does not guarantee sustained, holistic thinking across that portfolio, still less the integration of activities and outcomes in WFP operations or beneficiary livelihoods. Indeed, some WFP informants were concerned that the focus areas could themselves become silos within the country strategic plan. They said that it was hard to develop synergies between the strategic outcomes of their country strategic plans. They also said that the country strategic plan structure could make it more difficult than before to link humanitarian and development work on the ground – although this may not prevent humanitarian and development specialists (for example, in Mozambique) from working more closely together.

---

[21] Overall funding and expenditure percentages are calculated on all amounts received and spent, including those not allocated to any specific focus area. Percentages therefore do not sum to 100.

Figure 3 Percentage of country strategic plan activities, funding and expenditure by focus area
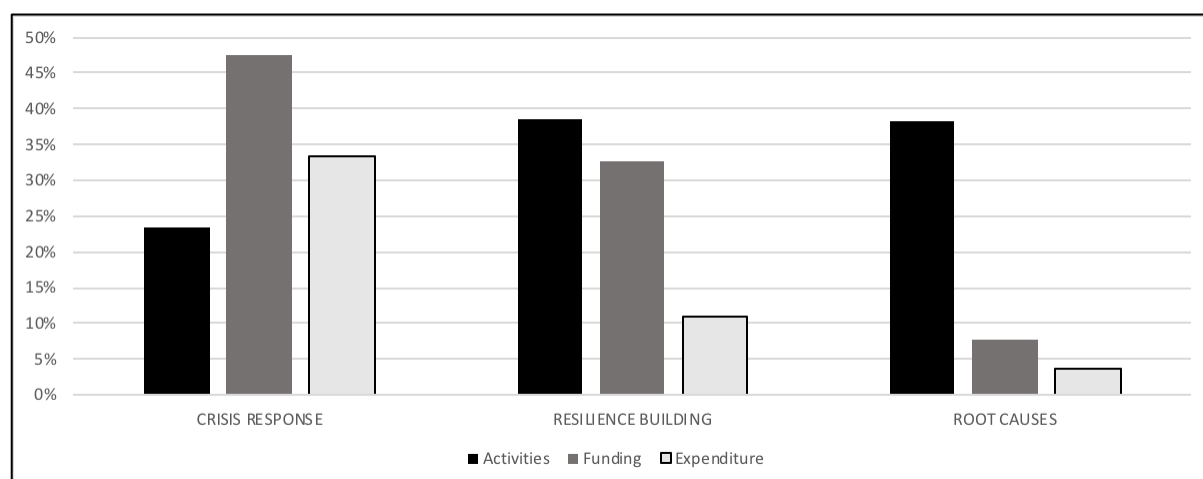
Source: CPB project plan data, 29 May 2018.

97.   Some established areas of WFP competence and commitment are not automatically placed under only one focus area. Because of the specific details of modality, context and/or target population, these areas may be included in any of the three, as shown in Table 3 below. This includes only approved CSPs/ICSP as of May 2018. This may be thematically logical, and/or operationally expedient, but it does call for integrated presentation and rationalization, at country and corporate levels, of the roles each type of work can play across the focus areas that comprise the portfolio as a whole.

98.   It should also be noted that in some countries – including some of the middle-income countries for which the country strategic plan concept was first intended – WFP has largely or completely ended its engagement in the humanitarian sector. Of the 70 country strategic plans (including (T-)ICSPs) analysed for the evaluation, 37 have no activities in the "crisis response" focus area. In such countries, reference to the humanitarian-development-peace nexus may appear less relevant, although ongoing support for "resilience building" and "response to root causes" work (often in technical assistance mode) can arguably help strengthen the ability of individuals and institutions to resist or respond to emergencies. There are also areas of severe, ongoing humanitarian need – such as the in the Democratic Republic of the Congo - where WFP has found it easier to secure funding for "resilience building" work than for "crisis response". Conversely, the country office in another fragile state firmly expected that most of the funding for its ISCP would focus on "crisis response" activities, arguing that the new country strategic plan structure would deepen the divide between relief and recovery work because it would be harder to use part of the humanitarian funding stream for development-related activities, like strengthening the livelihood resilience of households recovering from crises. Meanwhile, some middle-income countries, like El Salvador, may face new forms of slow onset crisis linked to spreading social pathologies, like gang violence, posing challenges for a different kind of humanitarian capacity and response through WFP country strategic plans.

Table 3. Activities registered in country strategic plans and interim country strategic plans to date by activity category and focus area

| | Number of activities | | | |
| | Focus area | | | |
Activity category	Crisis response	Resilience building	Response to root causes	Total
Analysis, assessment and monitoring		3	3	6
Asset creation and livelihood support		17	2	19

| Activity category | Number of activities | | | |
| | Focus area | | | |
	Crisis response	Resilience building	Response to root causes	Total
Climate adaptation and risk management	1	7	1	9
Emergency preparedness	2	3	1	6
Individual capacity strengthening	2	4	3	9
Institutional capacity strengthening	2	20	41	63
Malnutrition prevention	4	4	10	18
Nutrition treatment	2	2	1	5
School meals	4	5	9	18
Service provision and platforms	14	4	2	20
Smallholder agricultural market support		6	9	15
Unconditional resource transfers to support access to food	28	2	2	32
Other			3	3
Total	**59**	**77**	**87**	**223**
Percentage	**26**	**35**	**39**	**100**

Source: WFP CPB project plan data, 22 May 2018.

99.   These are examples of the diverse, country-specific factors that affect the meaning, value and impact of increased emphasis by WFP on the humanitarian–development–peace nexus. At opposite ends of the spectrum are middle-income countries, where little or no external humanitarian support is needed (although this is not the case in all middle-income countries), and countries overwhelmed by humanitarian need (where, as in the Democratic Republic of the Congo, donor fatigue may complicate funding). More central in the spectrum are countries like Zimbabwe and Mozambique that understand and support the arguments for WFP to play a more developmental role. Some states, for example, Namibia and the Republic of the Congo, may be willing in principle to fund more of WFP developmental services themselves, but (according to informants) are currently inhibited by domestic fiscal difficulties. There is also diversity in the extent to which governments and donors are willing to recognize WFP expertize or potential contribution in certain fields, such as social protection in Kenya. A converse risk is that WFP is funded to do such work, but fails to perform optimally, diminishing its credibility at the humanitarian-development nexus. More immediately, the recent Integrated Road Map audit noted the challenges some country offices face in finding the skills for designing and delivering more developmental activities (WFP, 2018a: 22).

100.   Some informants noted the prospect that the shift towards the humanitarian–development nexus might be halted or reversed by a major crisis like the recent El Nino drought in southern Africa. A related concern among some WFP staff and donor agencies is that the new emphasis WFP has placed on its developmental mandate might divert its attention in maintaining excellence in crisis response (Section 2.4 above). The Policy on Country Strategic Plans emphasizes the organization's ongoing, central commitment in this area (Section 2.4 above). Reviewing its reports from 2016, the WFP Office of Evaluation argued that "there is room for better integration of emergency response with approaches that contribute to sustainable hand-over strategies, but have slower returns" (WFP, 2017l: 1).

101.   The growing emphasis on the "resilience building' and "response to root causes" focus areas of its country strategic plans heightens existing challenges of staff capacity for WFP. Although the organization has long had skills in some aspects of resilience building (notably food for assets work), informants point to the need for expanded competence in fields like social protection and farm-to-market linkages. The transition also requires a change in mind-set from dealing with relatively short-term interventions to longer-term efforts aimed at capacity

strengthening. The WFP People Strategy (WFP, 2016k) predates the introduction of the Integrated Road Map, and its more recent Organisational Readiness Toolkit (WFP, 2017u) is a structured set of checklists for country offices to use on human resources and other issues, rather than a corporate policy or strategy to guide WFP adjustment to the requirements of the Integrated Road Map.

102.   It is important to distinguish internal WFP perspectives on all these issues from those of external stakeholders. WFP informants are generally ready to accept the potential logic and value of the country strategic plan approach in strengthening their organization's effectiveness at the humanitarian–development–peace nexus. But they often express scepticism, too, about whether their human and budgetary resources will enable them to capitalize convincingly on this potential. Some fear that WFP has been too ambitious, or – for various reasons - promised more than it can deliver. Outsiders' attitudes to WFP and the humanitarian–development–peace nexus have not been altered much by the introduction of country strategic plans. Some expect to continue established collaboration in fields like resilience, and ongoing innovation on approaches that may strengthen the developmental impact of humanitarian efforts – such as cash transfers. Others remain sceptical about WFP capacity – or mandate – outside the humanitarian sector. Some are willing to support WFP expansion into new areas like farm-to-market linkages but are not fully confident about adequate resourcing for work in such areas and/or about WFP capacity to succeed in them.

103.   Many factors beyond the policy shift itself, therefore, affect the longer-term prospects of achieving the stronger integration of humanitarian and development work to which the Policy on Country Strategic Plans aspires. First and foremost is the provision of enough funding to convert concepts into action, as discussed in Section 2.6. Credible performance with the funds that are received will also be a vital factor – which means a comprehensive and credible monitoring and reporting system to demonstrate that performance. Political and environmental stability are needed, to give space for a stronger developmental emphasis in WFP portfolios. Time is a factor too: other things being equal, a second cycle of country strategic planning will be less influenced by older ways of working and will be better placed to shift the organization further to the centre of the humanitarian–development–peace nexus.

2.6   Predictability and Flexibility of Resource Allocation

104.   One of the four goals of the Financial Framework Review was to "increase the predictability of resources so that country offices can optimize operational efficiency and effectiveness. Another was to "simplify the resource-management framework" (WFP, 2016d: 20). The financial architecture pre-country strategic plan supported a project-based approach, under which managers had "limited flexibility to move funding among cost components without a budget revision". Also, the implementation of multiple projects in a country, as the Financial Framework Review observes, created "fragmented funding streams and complicated programming" (WFP, 2016d: 5). The Financial Framework Review was designed to address these challenges, presenting a holistic view of resources to improve planning, budgeting and performance management.

105.   In addition, the Integrated Road Map tools, in particular the country portfolio budget and corporate results framework, would enable WFP to create a "line of sight" that links results to resources. This increased transparency was designed to improve focus on performance. It was hoped that this in turn would "lead to more multilateral contributions and encourage partners to contribute at higher levels of the budget structure or by thematic area. In addition, the multi-year nature of country strategic plans, with outcome information on planned results, could provide a basis for donors to provide resources over multi-year periods" (WFP, 2016d: 9). These aims, for more flexible and predictable funding, were ambitious and not something that would be achieved quickly, as they required changes in donor behaviour and sometimes policy. Nonetheless,

expectations were raised that the new arrangements would lead to an increase in more flexible funding at a higher level of the results chain, as well as an increase in multi-year funding.

106.   However, most country offices covered by the evaluation reported continuing high levels of earmarking by donors, preventing the desired flexibility of resource allocation across focus areas or across the whole country strategic plan. While country offices in some middle-income countries are exploring new funding from private sector and philanthropic sources, informants state that these donors also expect to focus their support on very specific activities.

107.   Many stakeholders throughout WFP contend that the practice of earmarking has increased due to the availability to donors of more detailed activity level budgetary information. They are concerned that resources are increasingly earmarked at the sub-activity level as well as the activity level, and that donors may also specify the modality to be used. These perceptions are not easy to verify because of the difficulty in comparing the new approach with the previous systems; but they reflect the problem that expectations have not been met. This issue is also reflected in responses to an online survey question on what long-term aims the country strategic plan has most positively affected. Only 1 percent of respondents picked "simpler, more predictable resource allocation" (Figure 2); while 12 percent saw this as the strategic aim on which country strategic plan was likely to have the least impact, or the most negative effect (Figure 4). What this evaluation has learned is consistent with observations made by the Integrated Road Map Audit (WFP, 2018a: 14).

108.   It appears, however, that for WFP as a whole, there has not been a major increase in earmarking. While it is difficult to identify the level of earmarking in the system that preceded the country strategic plan approach, it appears that the situation was already serious when country strategic plans were introduced. A 2013 study of contributions from the top ten donors to the project system showed that 88 percent of all contributions were earmarked to below the project level or had additional conditions attached related to purchasing restrictions or geographic targeting (WFP, 2018e: 1).

109.   The data in Table 4, presented at a WFP meeting in May 2018, refer to grants to 47 countries operating under the Integrated Road Map framework. The table shows that, while 90 percent of funds have been allocated at the activity level, this only represents 61 percent of the number of grants. However, the 95 individual grants allocated above the activity level represented only 10 percent of the total volume received.

Table 4. Grants to WFP countries operating under Integrated Road Map framework, by allocation level

Allocation level	No. of grants	% of total no. of grants	Volume (USD)	% of total volume	No. of countries
Country level	47	20	61,127,395	3.4	26
Strategic result level	5	2	22,605,037	1.2	4
Strategic outcome level	43	17	107,323,273	5.6	20
Activity level	146	61	1,723,748,312	90	35
Total	241	100	1,919,804,017	100	47

Source: WFP, 2018e: 3.

110.   In general, the aim of more flexible financing is some way from being achieved and this is proving problematic at country level. Conversely, donors may not yet feel fully convinced that the WFP mandate is clearly delineated or dovetailed with those of other United Nations entities; or that country strategic plans adequately explain how the broader strategies of WFP will work. One

country office regarded this as a missed opportunity, noting that the very donors that approved the strategic shift to the Integrated Road Map were not fulfilling their side of the bargain. The responsibility to change donor behaviour is seen as a headquarter responsibility, working at a high advocacy level with donor capitals. Moving forward, more is expected from headquarters and regional bureaux in terms of resource-mobilization support. This would include attracting new kinds of donors and sharing the burden of raising funds across all levels of the organization. Country offices express a fear that the experience and skills for a more extensive role in mobilizing resources are not available in the country office. This is especially the case where new sources, such as the private sector, philanthropic donors and host governments are involved.

111.	In addition to flexibility, the level and predictability of resources are central to how effectively the activities defined in the country strategic plan can be implemented. Some positive results were reported with respect to the duration of funding. A few countries reported the willingness of donors to consider longer-term financing, which expands opportunities for WFP to make developmental contributions and to offer its staff longer-term employment – in contrast to the contracts of less than 12 months that many currently receive. However, this is not believed to have been associated with the introduction of the Integrated Road Map per se, rather a concurrent shift in donor policy. Similarly, based on a few country experiences, some donors are more open to reduced levels of earmarking. This may not be necessarily attributable to the country strategic plan but may have been in the pipeline earlier.

112.	Two related elements are explored here. First, how a country will strike the right level of ambition when establishing its country strategic plan at the outset. This includes defining the strategic outcomes and related activities it wishes to pursue. Second, given the reality of available resources, how it organizes its work.

113.	The country strategic plan strategic outcomes, activities and related country portfolio budget would ideally be informed by needs identified through the NZHSR process. It is not evident, however, how a country office will strike the level of its strategic ambitions having regard to, on the one hand, full needs and the other, the historical level of achievable resources. As a regional bureau noted, "budgeting based on historical trends is a problem because it looks at the past (i.e. budgeting on past trends) to guide what levels we should plan for in the budget and this is contrary to the idea that in many country strategic plans WFP is trying do something different". Evidence given to the WFP Integrated Road Map audit indicated that country offices with low historical funding levels may develop ambitious country strategic plans that are approved, despite the poor prospects of their being adequately resourced, or they may adopt a conservative approach that mainly just continues their pre-country strategic plan activities (WFP, 2018a: 21-22). The question is whether a full articulation of ambition is appropriate. Country offices may face a choice – to be ambitious and aspirational, or to limit their expectations to historically realized funding levels.

114.	The evidence suggests that allocation of resources to strategic outcomes and their related activities has been piecemeal, irregular and needs to map to short term activity-specific funding from donors. While the above is not altogether the direct result of the introduction of the country strategic plan framework, expectations of improvement were raised. To illustrate this point, a response to the online survey noted that "the country strategic plan was presented as a simpler system to plan and manage resources. In reality, it has been the opposite. Now it is more difficult to plan, it is more difficult to manage resources and donors find it easier to earmark". In response to an online survey question on what aims of the country strategic plan it has most positively affected only 4 percent of respondents picked "greater flexibility in planning and funding, including reduced earmarking" as the strategic aim on which the country strategic plan approach is likely to have the most positive impact (Figure 2), while 27 percent saw this as the strategic aim on which country strategic plan was likely to have the least impact, or the most negative effect (Figure 4).

115.   This situation forces country offices into a cycle of constant, expedient short-term funding decisions aimed at creating liquidity. One consequence is that creative solutions are found to manage short-term fluctuations in budget availability in specific-activity budget lines, which can obscure the intended line of sight between resources and results. This ongoing lack of predictability has required repetitive revisions to spending plans, led to inconsistent support across activities and risks WFP reputational damage. Again, this may not stem from the country strategic plan framework, but nor did the introduction of the country strategic plan framework effectively solve the problem.

116.   Predictability of resources has a critical impact on safeguarding staff positions and in attracting and retaining talent. An internal audit conducted in 2016 reported that 70 to 90 percent of local recruits in country offices were under temporary contract arrangements, despite fulfilling core managerial and technical positions (WFP, 2016f: 10). Such staff could not be provided with a career path. The uncertainty associated with these temporary appointments was seen as a key reason for staff turnover. While this situation pre-dates the country strategic plan, the lack of flexibility and predictability in funding under the it may exacerbate the situation. This comment from a country office illustrates the point: "The most noticeable risk/effect [of the country strategic plan] has been on staffing and the use of staff. Previously, as staff were funded out of direct support costs (DSC), there was a great deal of flexibility in how staff were deployed and used across activities. Now they are tied to specific activities making it hard to both maintain continuity and start-up activities while awaiting initial contributions." In one of the countries visited it was noted that all but one of the approximately 40 staff were on three- and six-month contracts. In this case, lack of funding had led to a staff member being discontinued, only to find that resources were subsequently secured, allowing the position to be re-filled, but with disruptions associated with recruitment and retraining.

117.   The continuing staffing challenge faced by country offices is not adequately addressed by the Organisational Readiness Toolkit (paragraph 101 above). It undermines the ability of WFP to deliver high quality programmes and is well summed up by this view from a country office: "[There is a] major concern about maintaining adequate staff capacity and continuity. If there is no fully flexible budget or 'seed money' for at least a proportion of the country office's staff costs, and all staff costs have to be pro-rated across activities, and donors are not funding much (or at all) at outcome level, it becomes difficult or impossible to assure continuity of funding for quality staff whose capacity has been built over time." This is an issue that has not yet been successfully addressed within the transition to the country strategic plan framework.

118.   Given the ongoing high levels of earmarking, it is evident that there is very limited unrestricted, fully flexible funding. This substantially constrains country offices' ability to effectively plan, engage and bridge funding pending securing of further resources. Macro-advance financing, a component of the Financial Framework Review, sought to "provide aggregated budget authority for country offices early in the process to reduce the effects of fragmented funding streams, increase the predictability of resources, and maximize efficiency and effectiveness" (WFP, 2016d: 18). Macro-advance financing is in addition to two existing advance financing mechanisms: internal project lending (IPL) which allows contributions to a project to serve as collateral to support spending on the project before the contributions are confirmed, and the Immediate Response Account (IRA) for financing specific activities addressing life-threatening situations without the need for collateral. The Immediate Response Account is a multilateral fund established in 1991 to fund immediate assistance. Since 2011, USD 1.17 billion has been allocated from the Immediate Response Account to WFP operations worldwide – an average of USD 167 million annually.

119.   While the aims of macro-advance financing were good, it has not been mainstreamed as a key tool in smoothing funding, due largely to the fact that tightly earmarked donor contributions make it difficult for country offices to refund macro-advance financing transfers (WFP, 2018q: 6).

One country office that piloted macro-advance financing stated that it did help to regularize support to beneficiaries; other informants did not consider the pilot to have been successful. The high levels of earmarking emphasize the need for some proportion of unrestricted funds. Such funds would: give a degree of stability to country office staffing; enable meaningful activity planning; provide bridging finance; and act as a basis for enabling the country office to pursue new and innovative activities for which donor funding may not immediately be available. Earmarking at current levels, in the absence of some form of fully flexible funding, disproportionately impairs WFP ability to work in its "resilience building" and "response to root causes" focus areas of work - as was noted in the Regional Bureau Panama region, amongst others.

120.   In response to the finding of the recent internal audit of the Integrated Road Map that some country offices need seed funding to support the effective design and implementation of new roles and activities under country strategic plans, WFP management has proposed the establishment of a "WFP 2030" investment fund. The fund would help bridge the gap between previous and new ways of working and ensure that WFP is able to reposition and operationalize its activities based on the outcomes of comprehensive NZHSRs, including through the efficient and effective deployment of support throughout all stages of the country strategic plan process (WFP, 2018f: 7).

2.7   Visibility and Communication

121.   Through the country strategic plans, governments, development partners and a broader range of stakeholders have greater understanding of the overall programme of WFP. Combined with the broad engagement undertaken through the NZHSR process, this has raised WFP visibility at the country level. A clear goal of the Policy on Country Strategic Plans was to help WFP articulate its specific contribution to national efforts and reposition itself at the country level (WFP, 2016b: 15). The country strategic plans set out a clear time-bound strategy and implementation plan for the entirety of WFP activities in each country where it works, accompanied by a single, comprehensive country portfolio budget. In terms of communication and visibility, this is, by itself, an improvement on the project-by-project approach, even where, in some countries, individual project documents were accompanied by a country strategy or similar document.

122.   However, at this early stage there is less evidence that, as a result, governments are "increasingly involving WFP in policy and programme dialogue across the humanitarian–development spectrum", an objective of the Policy on Country Strategic Plans (WFP, 2016b: 15) – although such stronger involvement has happened in El Salvador. While the process may also contribute to the policy objective of a "greater understanding of WFP's multifaceted mandate" in some cases the increased visibility has led to partners questioning WFP mandate at the country level, requiring WFP to explain what is in the Executive Board-approved Strategic Plan (2017-2021). Increased visibility may also lead to unrealistic expectations. The move beyond what is perceived by some as the core business of delivering humanitarian assistance towards a greater role in more developmental areas is made very clear in a country strategic plan.

123.   Some countries recognize that the country strategic plan itself may not be the ideal communication product for all stakeholders and have therefore produced shorter products such as two-page summaries, brochures and updates (for example, Zimbabwe). In some cases, relevant documents have been translated into local languages. The "line of sight" can be a very good communication tool, as it clearly sets out the activities and the linkages to the SDGs. Some country offices are already exploiting this potential in their communication strategies.

124.   Use of the country strategic plan to communicate to the Executive Board is also important and the Executive Board is consulted from the CSP/ICSP concept note to the final approval of the CSP/ICSP itself. However, the content of the country strategic plan may not meet the demands of

all the membership and two specific examples have been raised by Executive Board members. First, some members would like the country strategic plan to better explain the partnership strategy, specifically to ensure that WFP is undertaking activities where it has comparative strengths and forming partnerships where it does not. New guidance on this issue has led to improvements in some of the more recent country strategic plans (for example, Kenya) although some Executive Board members believe it is still not enough. Second, some Executive Board members have noted the need for better explanations of the overall strategy, specifically why certain activities or modalities were chosen above others (for example, why cash-based transfers were selected rather than alternative approaches). Both these changes would probably require either reducing other sections of the country strategic plan document or increasing its permitted word-count.

125.   A corporate strategy for communications and branding was introduced in December 2016 (WFP, 2016g). It was aimed at supporting the shift required by the new Strategic Plan (2017-2021) and the Integrated Road Map and to guide country-level communications and advocacy planning with the goal of realizing Agenda 2030. This set a good foundation but was not always translated fully into communications work at the country level. Two of the countries in the first wave of country strategic plans, Colombia and Zimbabwe, prepared communication and visibility plans with the help of the Partnership and Advocacy Coordination Division.[22] The Regional Bureau Johannesburg also assisted Mozambique in the development of a communication strategy for its country strategic plan.

126.   To address this issue in a more systematic way, the Communications Division is working with up to ten pilot country offices to learn how best to respond to their strategic communications needs. A three-phased approach is being undertaken for each pilot: Phase 1: Survey to define a communications framework; Phase 2: In-country mission involving headquarters, regional bureaux and country office; Phase 3: Delivery of the first draft of a communication (and advocacy) strategy. Lessons learned during the pilot phase will inform the identification of good practices and the development of resources and training courses. The development of strategic communications capacity is also supported through a digital information and resources platform. Capacity strengthening will also be supported by the regional communications officers.

127.   The above initiatives go beyond the country strategic plans, and although the country strategic plans can play important roles in communication strategies there is limited guidance on using them for communications purposes. There is some guidance on strengthening the content of products, for example annual country reports (ACRs: Kangas, nd; WFP, 2018c). But to ensure effective visibility, the Communication Division is urging that communications need to go beyond products and be more strategic. There is little evidence of lesson learning or identification of good practices from the field specifically related to the country strategic plan process, although this may be addressed through the Communications Division project described above.

128.   Looking to the future, there are good opportunities for WFP in contributing to this organizational outcome. Beyond the initial opportunities for increased visibility and communication through the NZHSR and country strategic plan formulation processes, there are additional opportunities throughout the country strategic plan cycle. The annual county report should provide an opportunity to maintain momentum and keep WFP visible to in-country stakeholders. It will provide an opportunity to address a key communication challenge by sharing changes in WFP strategy that may have taken place in the year. Other opportunities for maintaining the communications momentum will be through engagement during the mandatory country strategic plan mid-term review (MTR) and country portfolio evaluation processes. The increase in visibility is also closely linked to resource mobilization and the development of

---

[22] Now the Communication and Advocacy Division.

partnerships (Section 2.10). Partnerships with the United Nations system were discussed in Section 2.3, but these also present an opportunity to communicate as part of the United Nations system at the country level.

129.   The organization also faces some serious risks. Just as increased transparency may lead to questions on mandate, it can also heighten the consequences of not achieving the promised results. The challenge of an incomplete set of indicators for the corporate results framework (Section 2.11) is that WFP may not be able to communicate adequately on all areas of its work (for example, support to national capacity strengthening). At the same time, as noted in Section 2.8 below, it is not always easy to capture progress in all key cross-cutting areas or in areas that appear as distinct activities but also as part of other activities (for example, nutrition).

2.8   Gender and other Cross-Cutting Issues

130.   WFP intended that, by taking a strategic approach across its whole portfolio in a country, the country strategic plan should allow more effective support for advancing gender equality (as an end in itself and for food security and nutrition outcomes), and other cross-cutting issues. The Policy on Country Strategic Plans stated that "gender equality and women's empowerment as provided under the WFP Gender Policy (2015–2020) will be incorporated into country strategic plans; impacts of climate, environmental and other cross-cutting issues will be considered in accordance with WFP's climate, environment and other relevant policies during their formulation and implementation" (WFP, 2016b: 21). This statement is made in a section of the policy on "operationalization of WFP's principles". Brief references to gender and other cross-cutting issues (CCIs) are made at various other apposite points in the policy document, without fully specifying what the other issues are. Other WFP statements on this offer varying lists of the cross-cutting issues of primary concern to the organization (Table 5). In any event, gender is the only cross-cutting issue to have received systematic attention in country strategic plan development and management so far.

Table 5. Cross-cutting issues identified by WFP

Source	Cross-cutting issues mentioned
Policy on CSPs (WFP, 2016b: 21)	Gender equality; impacts of climate, environmental and other cross-cutting issues
Key considerations for CSP/ICSP drafting (WFP, 2017n: np)	Gender, disability and innovation
ACR guidelines (WFP, 2018c: np)	Progress towards gender equality; protection; accountability to affected populations; extra optional section (e.g. environment)
Annual Performance Report, 2017 (WFP, 2018m: 67)	Accountability to affected populations; protection; gender; environment

131.   Meanwhile, however, recently approved WFP policies on environment, on climate change and on nutrition all require that the organization's commitments in these areas be operationalized through country strategic plans (WFP, 2017w: 9; WFP, 2017x: 11; WFP, 2017y: 10).

132.   The Gender Office at WFP Headquarters has worked to support country strategic plan preparation (as have some regional bureaux) and will extend its activities to country strategic plan implementation as that expands (WFP, nd (b); see also WFP, 2017o: 11). This includes detailed commentary on the various (draft) documents that country offices prepare as they develop their country strategic plans. Until recently, the objective was to achieve a gender marker score of 2A for a country strategic plan. Now that WFP has adopted the gender and age marker (GAM), the target is either a 3 (fully integrates gender) or 4 (fully integrates gender and age: WFP, nd (c)). A June 2018 update to the Executive Board stated that "all country strategic plans – including country strategic plan concept notes, transitional interim country strategic plans (T-ICSPs) and interim

country strategic plans (ICSPs) – were reviewed by the respective regional bureaux and the Gender Office for gender marker coding. A gender marker code of 2a – signifying integration of gender issues – was assigned to 53 of the 63 country strategic plans, ICSPs and T-ICSPs that were approved in 2017, while ten ICSPs were coded 1, meaning partial integration" (WFP, 2018d: 3). However, an informant in one regional bureau described the gender marker as "an easy-to-fool tool", referring to the possibility that words in documents can be manoeuvred into the right positions to achieve the desired score, and another regional bureau considered it unhelpful.

133.   The intention of WFP is that its "strategies for achieving a world of zero hunger be gender-transformative" (WFP, nd (b): 1). As a regional bureau's advice to country offices on country strategic plan formulation said, "experience to date in country strategic plan preparation has been that it is easy to include references to gender in a country strategic plan document. However, this is not the same as giving thorough consideration across the portfolio to gender aspects" (WFP, nd (d): np). The WFP Gender Policy (2015–2020) (WFP, 2016a) and the gender implementation strategies and gender action plans (GAPs) from WFP regional bureaux that were developed at corporate level and in many country offices partly predate the preparation of country strategic plans. Efforts have been made at all these levels to achieve a proactive interface between country strategic plans and these gender strategies and plans, for example by updating the indicators in the corporate gender action plans to align with the Integrated Road Map (WFP, 2018d). The challenge, as ever with gender and other cross-cutting issues, is to convert the words into practical and effective action. As can be seen from Figure 2 and Figure 4, the evaluation's online survey respondents were not positive about how much difference the country strategic plan approach would make in this regard.

134.   The majority view in the evaluation's interviews with regional bureau and country office personnel was that gender was not always adequately addressed in NZHSRs (although, in the Bangladesh NZHSR one of the five recommendations was to recognize women as the key to achieving sustainable food security and nutrition). How strongly WFP can advocate integrating gender in NZHSRs depends, of course, on how much country offices feel they can influence what is meant to be a country-led, country-driven review process. Informants also felt that – at least to start with – the overall drafting guidance from headquarters on country strategic plans did not focus adequately on gender or other cross-cutting issues. More ample guidance is now available (WFP, nd (b); WFP, nd (e); WFP, nd (f); WFP, 2017o: 12). These documents do not appear in the Integrated Road Map Manual, although the Gender Toolkit provides comprehensive advice on the integration of gender in country strategic plans. Another recent guidance document, drawn from comments by Member States of the Executive Bureau, focuses again on how country strategic plans will target and benefit persons with disabilities and women – as well as how they will integrate gender equality and women's empowerment. Again, this falls short of explaining how practical action will make a practical difference. Meanwhile, a number of country offices and regional bureaux suggested that commentary from headquarters on gender issues in the sequence of drafts submitted during country strategic plan preparation was excessively detailed and sometimes purely editorial. Too often, gender was seen as a late add-on to the country strategic plan conceptualization and formulation process.

135.   Evaluation respondents also pointed out that WFP has been strengthening its commitment and actions on gender for some time before the Integrated Road Map and the country strategic plan approach were introduced. Many therefore suggested that what progress has been made is not attributable to country strategic plans, and described some country strategic plans (El Salvador, Sudan) as gender-blind. However, it can also be argued that country strategic plans, which often take a more developmental approach to the role of WFP, offer a stronger platform for the promotion of transformational change than emergency programmes do.

136. The challenge that remains, in country strategic plan preparation and monitoring and above all in country strategic plan implementation, is to move meaningfully beyond the quantitative aspects of gender (and other cross-cutting issues) into substantive transformational action. Here, country strategic plans do not solve the fundamental challenge of mainstreaming. There are presentational and substantive aspects to this problem.

137. The presentation problem lies in the "line of sight" structure used to offer transparency from resources to results, from the activities to the SDG-linked strategic outcomes that a country strategic plan proposes in up to three focus areas. Work in the focus areas can too easily be seen as separate silos (paragraph 96 above). This kind of graphic does not accommodate the presentation of cross-cutting issues. These cross-cutting issues should, by definition, be addressed everywhere in the portfolio, but they cannot be shown as an integral part of the portfolio by the "line of sight" presentation structure.

138. The substantive challenge concerns the extent to which work under the different focus areas can be meaningfully integrated into an overall programme in which effective attention can be given to gender and other cross-cutting issues. As several informants in regional bureaux and country offices observed, it is possible for WFP operations to continue much as before under a country strategic plan, despite sweeping administrative changes. Efforts must continue to integrate cross-cutting issues into each separate activity, and to achieve transformational change through each separate activity. Once the document is written and implementation is under way, the country strategic plan structure and format do not necessarily enhance WFP performance with regard to cross-cutting issues.

139. Finally, although guidance has been developed to facilitate better inclusion of gender equality in country strategic plan processes and documents, it is not so developed in other areas that could be considered cross-cutting. Limited guidance is provided in areas such as environment, climate change, and affected populations. The guidance document on functional area resources (WFP, 2017o) lists 22 functional areas that include cross-cutting issues, programmatic themes (such as school feeding) and areas of support (for example, monitoring and evaluation). At the same time, there has been very limited learning about the cross-cutting issues in general and how they are treated in the country strategic plan framework.

2.9   Transaction Costs

140. Efficiency is an important concern for WFP and a basic criterion for this evaluation. The WFP Policy on Country Strategic Plans acknowledges the limitations of its former project-based approach: "fragmentation among projects with different approval processes, durations and planning cycles increases the transaction burden of internal processes… In addition, the fragmented approach to programming among projects limits coherence among activities" (WFP, 2016h). The Integrated Road Map was intended to address these limitations. According to the policy: "country strategic plans will enhance the strategic role and efficiency of the Board, increasing its ability to provide strategic oversight and guidance. This is possible because the plans: i) present a comprehensive picture of WFP's intervention in a country rather than the fragmented view obtained from individual project documents; and ii) reduce the number of projects to be discussed by the Board, resulting in time and cost savings. country strategic plans will also increase operational efficiency. By integrating strategic and programme planning, resourcing, technical support and performance management, and replacing individual project documents, country strategic plans reduce the process-management burden for WFP at the country, regional and Headquarters levels and increase the efficiency and quality of planning and implementation" (WFP, 2016b: 4, 15).

141.   While 2017 was intended to be a year of learning, the highly ambitious pace of rolling out the Integrated Road Map has left guidance, standards, processes and tools trying to catch up. The transaction burden for country offices was considerably increased because key components of the Integrated Road Map were not ready on time or made available concurrently with other components. It is also seen as a lost opportunity to align the strategy with finances and the results framework. Due to the multiple iterations, this led to greater workload in country. As one regional bureau respondent noted "the country strategic plan-related procedures were not designed with enough forethought as to what their impact on transaction costs would actually be; and the fragmented, incomplete and unclear way in which they were introduced exacerbated the problem". The tools themselves are also seen as overly complex. Informants raised the need for simplification of the Financial Framework Review and country portfolio budget, but also noted that this was already on the headquarters' agenda at the Integrated Road Map simplification workshop that was held in May 2018.

142.   The lack of readiness of Integrated Road Map tools influenced how support from headquarters and regional bureaux was delivered, and in turn, perceived. The general impression in country offices was that even headquarters, and certainly the regional bureaux, were grappling with understanding the new processes even as they were being rolled out piecemeal. The uncertainty of those guiding the process, at headquarters and regional bureaux, also resulted in conflicting advice, according to some country participants. Regional bureaux were reported by some not to be fully engaged from the start of the pilot phase, learning at the same time as the country office but more remote from the issues. According to other informants, this was partly because some regional bureaux were heavily committed to emergency response work in 2017.

143.   While there was recognition of the support afforded by headquarters and their well-intentioned efforts, the consensus (with exceptions mentioned above) was that the haste of the country strategic plan roll-out processes has increased transaction costs and added to stress at country level, with many systems and procedures not yet stable and subject to ongoing revision.

144.   One aspect of these challenges was reflected by the WFP Annual Project Report 2017, which stated that 32 percent of country strategic plans submitted by country offices in that year of learning were not "considered to have met quality standards at first submission", meaning that changes in the "line of sight" were necessary after the Executive Board's electronic review process (WFP, 2018m: 82).

145.   A key step in country strategic plan development is to create a "line of sight" linking strategy to budget to resources to results. Country offices had to decide the number of activities around which the country strategic plan implementation was designed. This would replace the sometimes numerous operations in their previous portfolios, for example, EMOPs and PRROs (Table 6 below: for further detail, see Table 14, Annex B). This had a major impact on country office operations. The Integrated Road Map audit noted: "Regional bureaux acknowledged that pilot country offices received inconsistent advice on activity aggregation in the pilot phase, resulting in differing approaches to constructing the "line of sight". For example, the audit observed that in a particular region one country office had opted to include 13 individual activities in its country strategic plan in an effort to afford maximum visibility to all, while another country office had chosen to consolidate a number of interventions into broader and less descriptive activity categories. In this instance, the regional bureau noted that, aside from the lack of standardization, the first country office had faced greater complexity in country portfolio budget preparation and funds management. In contrast, the general activity statements for the second country office had triggered donor queries on the real nature of what WFP intended to implement" (WFP, 2018m: 18). This evaluation found that the country offices that had included larger number of activities in their country strategic plans were faced with greater management challenges: for example, one PRRO was replaced by several separate activities, each of which required an activity manager (although

one person could manage more than one activity). Some of these managers had to build new management skills on top of their existing specialized functions.

Table 6. Number of activities per interim country strategic plan

Regional Bureau	Number of (I)CSPs	Number of activities per CSP		
		Minimum	Maximum	Mean
Bangkok	8	4	13	8
Cairo	6	1	15	9
Dakar	2	11	12	12
Johannesburg	5	4	13	9
Nairobi	3	6	10	8
Panama	6	3	12	8
Total	**30**	**1**	**15**	**8**

Source: WFP CBP project plan details, 22 May 2018.

146.   The activity budgeting approach also required allocation of costs to activities. This imposed an additional and unclear requirement on country offices. The Integrated Road Map audit commented on the "significant complexity in allocating and charging costs, especially staff and administrative or fixed costs, across cost categories and multiple activities. This was in part because the country portfolio budget guidance on cost allocation was not always found to be clear or logical for complex country office operations and decentralized structures, and also because it required a significant amount of manual offline processing and time in allocating costs to the multiple activities" (WFP, 2018a: 24). This has led to inconsistencies across country offices, including a practice of charging overheads and staffing costs from unfunded activities to funded activities. While countries may have been driven to this practice due to the inflexibilities of activity budgeting and tied resources, it does undermine the transparency and accuracy of the underlying financial reporting.

147.   The overwhelming view amongst country and regional participants canvassed is that the country strategic plan transition has significantly added to country workload. This has been exacerbated by a lack of preparedness of tools and insufficient and conflicting guidance, the haste of transition and multiple iterations. Small country offices in middle-income countries have found country strategic plan preparation particularly demanding. This short-term pain has, for some, created a negative view of the entire country strategic plan experience. This is summed up by a country perspective; "excess haste and attempts to apply methods not fully thought through, and in some cases repeatedly revised during country strategic plan preparation increased stress for all concerned". A different perspective from some informants is that WFP has mostly been able to maintain its operations without any significant shortfall or delay directly caused by the introduction of country strategic plans – and that there is therefore no major cause for concern. This is a minority view.

148.   There are mixed opinions on the impact of transaction costs in the longer term. While it is reasonable to expect that these costs would spike during an introductory period of inevitable preliminary problems and decline once new procedures are bedded in, some WFP informants do not see evidence for any confident prediction that transaction costs will be lower in the long term. An online survey respondent felt that "in general, all processes introduced with the country strategic plan have reduced the country office's efficiency and increased the amount of time spent in corporate processes. This has come at the expense of the capacity to focus on the day-to-day work and the implementation of the strategy. In this regard, the country strategic plan has been a step backwards for WFP efficiency".

149.   Informant evidence suggests that requiring multiple supply chain matrices and budgets corresponding to the activities in a country strategic plan has significantly expanded the staff resources needed to service this main area of work. In turn this has made supply chain activities less efficient. For example, supply chain activities previously under one PRRO may now be spread across four activities. Data supplied from one regional bureau showed that 15 previous projects have been replaced by 37 activities. (Six other previous projects were still operational in May 2018.)

150.   The evaluation's online survey asked respondents (all WFP staff) which of the strategic aims of the country strategic plan approach would be least affected, or most negatively affected, by the changes that this approach aims to achieve. As Figure 4 shows, reduction in transaction costs was identified more often than any other objective (by 30 percent of respondents) as the area of least impact or greatest negative effect. Only one of the 77 respondents said that this was the area in which the country strategic plan approach would achieve the greatest positive change (Figure 2 above).

151.   Some informants, however, have expectations that, beyond this learning phase, costs will stabilize and reduce. The activity-based structure is also seen to deliver benefits, such as enhanced transparency, better teamwork and improved donor reporting. One country office's view is that "the system can, overall, serve WFP and donors better, once the ongoing problems with planning, budgeting and cost allocation have been ironed out". It is, however, too early to judge the longer-term impact of the Country Strategic Plans on transaction costs, especially with several constituent parts still evolving. Further, this will need to be judged by a broader measure, also by reference to how the effectiveness and efficiency of programmes have been affected. Recognising the challenges, WFP has embarked on a drive to simplify procedures as far as is consistent with efficiency and effectiveness objectives, and senior management met to review progress in this regard in May 2018 (paragraph 141 above).

Figure 4 Survey responses: strategic aims on which country strategic plan is likely to have least impact, or most negative effect

From the same list, which of the following strategic aims is the CSP likely to have the least impact, or most negative effect on?

Improved alignment with national policies	3%
Strengthened harmonization with United Nations entities and processes	5%
Greater flexibility in planning and funding, including reduced earmarking	27%
Better linking of humanitarian and development work	1%
Enhanced WFP capacity to address gender and other cross-cutting issues effectively	8%
Simpler, more predictable resource allocation	12%
Improved visibility and communication	1%
Reduced transaction costs	30%
Enhanced performance management, reporting and accountability	6%
Stronger and broader partnerships	3%
Other (please specify below)	4%

Negative impact

Source: online questionnaire survey carried out by the evaluation (Annex E).

152.   The objective of the country strategic plan was to encourage donors to take a holistic view, providing funding at a more strategic level and over a longer term. This was explored in paragraph 92 above. It was hoped that this would lead to less fragmented donor reporting. In short, the hoped-for evolution of donor behaviour is still at a very early stage. This means that the country continues to be subject to the varying donor reporting requirements, including across multiple

activities and grants. Given the ongoing degree of activity-level earmarking, however, the "line of sight" was also found to allow more precise donor reporting. To date, country office informants state that allocating costs to activity budgets has added considerably to transaction costs, but that reporting expenditures against those budgets is simpler and quicker than it was before country strategic plans were introduced.

153.   Importantly, the country strategic plan was expected to enhance the efficiency of the Executive Board, thus improving its strategic oversight and guidance (paragraph 140 above). This would be possible by enabling the Executive Board to focus on a more complete picture of interventions in a country instead of the fragmented view presented by a multitude of misaligned projects. Recent Executive Board Secretariat data show that informal meetings, volume of documentation and cost of meetings have all increased. Informants largely attribute this to country strategic plans and ICSPs (WFP, 2018b), and are not confident about any subsequent reversal of this increase once the initial wave of country strategic plan reviews and approvals is complete.

154.   Sequencing of the key steps in country strategic plan development presented challenges during the first cycle of that development and will remain an important consideration in future cycles. This has potentially serious implications for transaction costs, workload and the overall effectiveness of the strategy development process. This concern stems from the multiple inputs and constraints that will frame subsequent country strategic plan development processes, although it can be anticipated that lessons will have been learned from the first cycle and some streamlining will have been achieved.

155.   It is currently intended that the next country strategic plan in a given country will be informed by a fresh multi-sector, multi-partner strategic review (NZHSR) and also go through concept note and s-PRP and e-PRP steps. The internal approval processes have been criticized for being cumbersome. One online survey respondent said, for example, that "the internal approval process is too long and burdensome. The s-PRP should be more strategic, but this is not the case. The e-PRP ends up being a never-ending list of comments that are not relevant. After all the process, there is an informal consultation with the Executive Board that is also burdensome, and then comes final approval. Too much time is wasted" (Figure 5 below). Significantly, milestone analysis data show that the average time taken from concept note submission on a proposed country strategic plan to Executive Board approval of that country strategic plan increased from 89 working days for Wave 1a and 1b countries to 179 working days for Wave 2 countries. (The average approval time for new projects in 2015–2016, before country strategic plans, was 152 working days.[23]) This reflects the decision to undertake Executive Board informal consultations on concept notes, as well as recognition that more time was required for country offices to develop high quality country strategic plans and for headquarters and regional bureaux to provide the necessary support – a burden that grew as the number of country strategic plans under development increased.

---

[23] This refers to the time taken in 2015 and 2016 for new projects (country programmes, development projects and PRROs) between concept note (CN) submission and EB approval. The data exclude projects for which, for various reasons, the concept notes, s-PRP or EB approval stages were waived or not required.

Figure 5 s-PRP and e-PRP processes
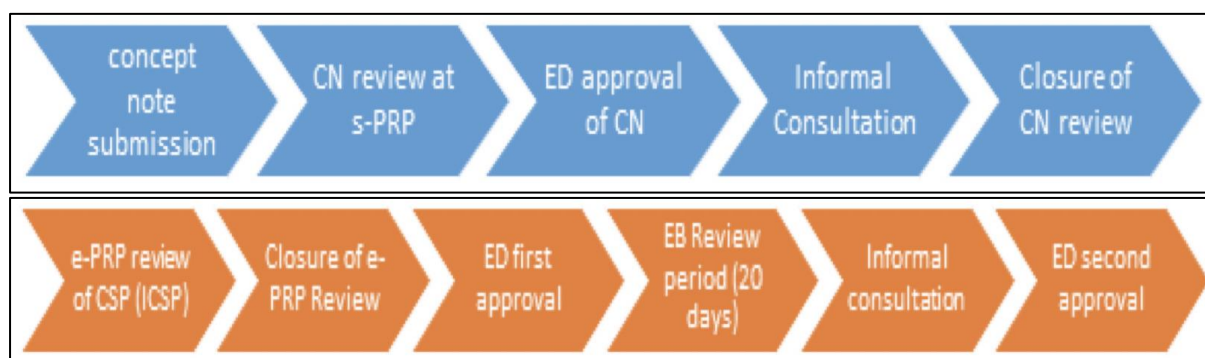
Source: WFP Management Support Unit.

Note that, according to the IRMO, the second Informal Consultation is no longer required as of June 2018.

156. The WFP process must also align with the country UNDAF process and national development plan timelines. Again, according to the Policy on Country Strategic Plans, the first country strategic plan will also be subject to two evaluation processes – a mid-term review and a country portfolio evaluation - both of which will inform the next country strategic plan (WFP, 2016b: 19). Given that the steps from strategic review through to country strategic plan approval alone could take up to two years (WFP, 2017g: np), there is a risk that the mandated strategy development process will impose heavy transaction costs, absorb significant country office management time and not be able to support the country strategic plan cycle in the manner that was envisaged.

2.10 Partnerships

157. Partnership is a core strategic concept for WFP. Four years ago, the Executive Board approved the Corporate Partnership Strategy (2014–2017), quoting the Strategic Plan (2014-2017) and its identification of partnerships as one of the defining key strengths of WFP (WFP, 2014a: 5). One of the two Strategic Development Goals on which the current WFP Strategic Plan (2017-2021) focuses is SDG 17, "partnerships for the Goals". "Commitment to partnership and collective action has long been central to WFP's operations and is at the heart of the 2030 Agenda's global call to action. The Strategic Plan (2017–2021) affirms and deepens this commitment." (WFP, 2016c: 13). Through a combination of many of the organizational outcomes reviewed above, country strategic plans should result in more effective partnerships that span humanitarian and development contexts. This does not necessarily mean increasing the number of partners; it means ensuring that partnerships offer full scope for effective joint action with all relevant structures and stakeholders in a country. As country strategic plans evolve the profile and portfolio of WFP, this is likely to mean diversifying and reinforcing partnerships with government, local and international NGOs, civil society and the private sector in advocacy and awareness raising, capacity strengthening and field implementation.

158. The Policy on Country Strategic Plans picks up on this theme, speaking of the "transformative spirit" of Agenda 2030 motivating strengthened partnerships. "Country strategic plans articulate the short- and long-term contributions of partners to national SDG targets and WFP Strategic Outcomes, drawing on the complementary strengths of partners, including the Rome-based agencies" (WFP, 2016b: 16-17).

159. For WFP, the concept of partnership is broad. Discussion of the issue here in the context of country strategic plans links to that of improved alignment with governments' policies and priorities (Section 2.2); of harmonization with United Nations entities and processes (Section 2.3); and of resource mobilization and allocation (Section 2.6). WFP partners include: governments, donors and multilateral organizations; United Nations entities; civil society organizations and

(increasingly) the private sector. As noted above, WFP has recognized the importance of partnerships for many years. The question is the extent to which the country strategic plan approach has already strengthened and broadened them, or shows plausible potential to do so. It is not yet possible to draw firm conclusions about what external partners have gained (or failed to gain) from collaboration with WFP in the framework of country strategic plans, since that framework is mostly still very new.

160.   Integrated Road Map and country strategic plan guidance urges that country offices take a "whole of society approach" when carrying out NZHSRs and preparing country strategic plans, as does guidance on NGO partnerships (WFP, 2018p: 6; WFP, 2018s: 1). The objective is to maximize civil society inclusion, while working where appropriate to build civil society capacity to promote food security. "Whole of society" includes government, national and provincial disaster-management agencies, national NGOs, Red Cross, private sector and other institutions. The approach is based on the idea that "stronger local-actor capability contributes to WFP strategic objectives through (1) nurturing sustainable development at country level, particularly progress towards SDG 2 on ending hunger as well as partnering to achieve SDG17 toward Agenda 2030; and (2) augmenting local preparedness, response and resilience" (WFP, 2017p: 2). Interviews and available documentation suggest that the amount of local consultation has varied. In Latin America and the Caribbean, community and civil society consultations were only done in the Dominican Republic.

161.   Lao People's Democratic Republic is cited as an early example of emphasis on this approach in a country strategic plan (WFP, 2017q). The WFP Annual Country Report for Lao People's Democratic Republic refers briefly to the "many... consultations with all actors of society (through the whole-of-society approach)" (WFP, 2017s: 3). The WFP Annual Performance Report 2017 also refers specifically to the application in Lao People's Democratic Republic of the "whole of society approach in inclusive consultations throughout the zero-hunger strategic review process" (WFP, 2018m: 47). However, although it refers to extensive consultations in the capital and in 17 provinces, the country strategic plan does not mention the "whole of society approach" per se. It does say that "as Lao People's Democratic Republic's civil society is young, WFP will develop the technical and organizational capacities of non-profit associations for implementation at the local level... The value of these partners includes their presence in remote ethnic communities with different languages and cultural practices, and their capacities in community mobilization and asset creation" (WFP 2017r: 14). While there is a clear and unsurprising mandate for country strategic plans to be based on strong participation by, and extensive consultation with, all sectors and levels of government and society through NZHSRs, the "whole of society approach" has not gained much traction as a specific concept.

162.   The consensus of (mainly internal WFP) informant opinion is that both the concept and the launch of the country strategic plan approach have had positive results in terms of strengthening the WFP spectrum of partnerships. It remains to be seen how far this initial promise converts into a sustained uplift in the scope and value of these many relationships. Among respondents to the evaluation's online survey, only 6 percent felt that stronger and broader partnerships would be the strategic aim on which country strategic plans were likely to have the most positive impact (Figure 2). Among external partners, the most prominent reactions to date concern the hope among implementing partners that country strategic plans will be a platform for longer-term contractual arrangements, and the nascent interest of the private sector in the greater mutual benefits that country strategic plans may offer. One clear area for potential expansion of private sector collaboration is nutrition – although this is not a theme that country strategic plan structure clearly facilitates.

163.   As explained in Section 2.2 above, the NZHSR process has strengthened and broadened WFP partnerships with government in many countries – although the country strategic plan

concept has also been introduced (through ICSPs) in countries where the strategic review was not done (Table 1). It is important to note that governments of countries where WFP works are increasingly becoming funders of WFP operations, although (temporary) fiscal constraints may sometimes cause complications. Another challenge or opportunity for WFP is to work with the local government structures that have taken on major new responsibilities through devolution reforms in countries like Kenya, Somalia and Sudan.

164.   Donors are a very different kind of partner for WFP, and the country strategic plan experience has been mixed in this regard. Issues of funding strategy are dealt with in Section 2.6 above. There have been limited expressions of donor interest in supporting the thematic structure and more developmental emphasis that country strategic plans propose (WFP, 2018g). Switzerland, for example, finds this approach wholly appropriate from a thematic perspective. Major providers of funding for WFP humanitarian operations are also partners in the sense of depending on WFP capacity to deliver relief. This is a partnership of mutual dependence, and donor partners of this kind are responding more ambivalently to the country strategic plan approach – concerned that WFP capacity and expertize should continue to enable them to fulfil their own mandates. In some cases, as in Latin America and the Caribbean, some donors had started to withdraw support for WFP even before the Integrated Road Map because of its shift to more developmental work. Some major charitable foundations, on the other hand, are more interested in partnership with WFP now that they see the country strategic plan approach offering a more developmental profile for the organization.

165.   In Sudan, where a new partnership has begun with the International Monetary Fund on food pricing, informants point out that not all the partnership progress can be attributed to the country strategic plan, but also that development partners (DPs) view the country strategic plan as changing the dynamic of their relationship with WFP. The shift to a more developmental perspective has opened new areas of collaboration, they feel. Many development partners are particularly interested in livelihoods activities and welcome the opening of this area of collaboration. In Tanzania, the country office felt that the country strategic plan had raised the level of WFP engagement with partners. As one staff member stated, "this is the first time WFP has been engaging with different levels, sectors, donor groups to such a degree. The country strategic plan provided a forum to disseminate information on what WFP is doing… We foresee positive changes coming out of this approach to partnerships."

166.   There has been clearer progress with private sector partnerships, which the country strategic plan approach is reported by informants to have stimulated in Colombia, El Salvador, Indonesia, Sudan and in China. In these countries the country strategic plan essentially restarted WFP engagement and all partnerships were therefore new. The Lao People's Democratic Republic country strategic plan is one of those country strategic plans that commits to expanding partnerships with the private sector (WFP 2017r: 15). As WFP contemplates a new corporate private sector strategy, it must consider where the opportunities for such partnerships are strongest and where the country strategic plan concept can add most value. Interviews indicate that Central America is the WFP region where the most progress is being made in this regard.

167.   The Policy on Country Strategic Plans makes numerous references to consultation and joint action with the Rome-based agencies. As noted in Section 2.3, Rome-based agency counterparts were frequently involved in NZHSR exercises and in subsequent consultations around country strategic plan formulation. However, according to FAO informants, FAO offices are not always optimally involved in NZHSRs, with collaboration developing later as country strategic plans are prepared. Corporately, the introduction of the Integrated Road Map led to renewal of debate, involving FAO in particular, about the agencies' respective mandates. According to informants, there is no absolute conclusion or new definitive statement in this regard, although WFP and FAO signed a revised global memorandum of understanding (MoU) in 2017 (WFP, 2018m:

49). The memorandum of understanding states that "each party shall systematically consult and engage with the other when embarking on major country programming exercises (i.e., FAO country programming framework and WFP country strategic plans) with a view to developing and maximizing joint efforts towards the achievement of shared outcomes" (FAO & WFP, 2017: 5). This commitment is repeated, and expanded to include IFAD, in the June 2018 tripartite memorandum of understanding between the Rome-based agencies (FAO, IFAD & WFP, 2018: 5). Some donors and other external stakeholders still express confusion about mandates, and some WFP country offices are concerned about a lack of direction from headquarters on collaboration with other Rome-based agencies. But it is broadly recognised that WFP has developmental as well as humanitarian mandates and that there is plenty of scope for complementarity and synergy. This is reflected in the growing number of joint Rome-based agency activities (WFP, 2018m: 49; see also WFP, 2016i and WFP, 2017v).

168.   More significantly, it is understood that pragmatic solutions – which may not be driven directly by the country strategic plan - are the best way forward at country level in determining which agency does what in the field of food security, and where and how it may be constructive for them to collaborate (keeping in mind the often limited field presence of FAO and IFAD). This evaluation encountered many such solutions at country level. In Tanzania, for example, WFP and FAO play complementary roles with regard to climate-smart agriculture. The Rome-based agencies collaborate closely in China, where FAO and WFP coordinate a United Nations thematic group on nutrition and food security – although there is also concern about potential mandate overlap, as in Mozambique. FAO cited collaboration with WFP in Sudan – one of the countries where the influence of the United Nations resident coordinator has been significant in bringing the agencies closer and stimulating joint programming in the resilience field. It also referred to collaboration with WFP on joint humanitarian responses in the Democratic Republic of the Congo, Haiti, Nigeria and Somalia. Joint programming is reported to have been developed between FAO and WFP in Kenya, and in Pakistan on the basis of the former's review of the NZHSR.

169.   There are challenges in the WFP-FAO relationship too, for example the organizations' differing approaches to monitoring and reporting vulnerability. In some cases, inter-agency competition continues, for example, over access to the Green Climate Fund. In Central America, informants felt that, overall, Rome-based agency collaboration has not increased - although there is close cooperation in the Dominican Republic, where FAO and WFP jointly developed a zero hunger road map, and in Guatemala, where the Rome-based agencies have developed a memorandum of understanding and a joint action plan for 2018-2019.

170.   At the risk of stating the obvious, much of the variance in consultation and collaboration between the Rome-based agencies at country level depends on the personalities and capacities of the respective directors and country offices. Where the chemistry is good and two or more Rome-based agencies have the capacity and expertize (as with an FAO-WFP small grains project in Zimbabwe), productive joint activity can follow – although there is little evidence that country strategic plans either facilitate or impede it, despite their "resilience building" focus area offering clear scope for it. However, some smaller country offices did report that difficulties in collaboration arose because of perceived disagreements between the agencies in Rome.

171.   Collaboration and challenges are more limited in the case of WFP and the International Fund for Agricultural Development (IFAD), although informants did refer to WFP cooperation with IFAD in some countries – for example, Tanzania, Lao People's Democratic Republic and China. In some countries, IFAD has actively welcomed the more developmental focus implicit in WFP country strategic plans. WFP sees good potential to work with IFAD in Indonesia.

172.   As explained above, the WFP drive for stronger partnerships does not derive wholly from the introduction of country strategic plans, although the linkages are many and the potential for mutual reinforcement is substantial. There are many country office partnership action plans

(PAPs). These remain voluntary so far and differ in their format, their degree of emphasis on funding partners and on other partners, and the extent to which they specify coordinated action with partners. (The Regional Bureau for Southern Africa has prepared a regional partnership action plan.) According to April 2018 data (summarized in Table 7 below), none have been started yet in the Regional Bureau Bangkok region. PowerPoint guidance drawn up on partnership in country strategic plan development emphasizes that partnership action plans can serve as a platform for the partnership strategy that country strategic plans present, and for implementing that strategy (WFP, 2018j). The Government Partnerships Division (PGG) at headquarters has provided guidance and support to country offices (WFP, 2018s), including tools, templates and training modules (used at five regional partnerships 'boot camps'). Some regional bureaux have been active in working with country offices to develop the latters' partnership action plans. Beyond the partnership action plans themselves, much has depended on country offices' and Country Directors' initiative in building partnerships at the various relevant levels. Suggestions from Wave 1a country offices consulted during a lessons learned survey in July 2017 included holding meetings with non-governmental organizations to map convergence of the country strategic plan with their strategic plans, and managing cooperating partner expectations: being clear on what WFP expects from its partners (WFP, 2018j).

Table 7. Status of partnership action plans by type of country strategic plan

| CSP type | Partnership action plan status | | | | |
	Completed	In progress	Not started	Not known	Total
Not yet specified	1	2	4	1	8
CSP	10	9	17		36
ICSP	2	5	1		8
T-ISCP	3	20	10	1	34
Total	**16**	**36**	**32**	**2**	**86**

Source: available WFP PGG data. (Full PAP tracking system not yet in place.)

173.   The implementing partners of WFP include international and national NGOs. They play a vital role in the implementation of country strategic plans, as they did in earlier operations. However, that role, and which partners are best able to fulfil it, are likely to change as WFP takes on more enabling and less direct implementation. Country strategic plans should offer these partners a significant improvement in their relationship with WFP, replacing field level agreements (FLAs) that were often contracted for only a few months at a time with longer-term field level or other agreements. This depends on the revised funding allocations that have so far only materialized to a limited extent (Section 2.6) – and on the provision of appropriate guidance to regional bureaux and country offices on developing longer-term arrangements.

174.   Country strategic plans have thus offered enhanced scope for the existing emphasis in WFP on partnerships and on supporting the achievement of SDG 17. But, to quote a country office informant, "stronger partnerships will ultimately hinge on whether WFP is able to deliver". This depends in large part on whether WFP can find the resources to fulfil its partnership promises and match appropriately selected partners' contributions with adequate effort of its own. Informants in East Africa were also concerned that such promises could rebound on WFP if it proves difficult for WFP to give the promises substance. On a more proactive note, some informants suggested that the next round of NZHSRs – or similar strategic reviews – could be joint efforts by the Rome-based agencies. To be meaningful, stronger partnerships also require funding for joint action by WFP and its collaborators. In the case of the private sector, stronger engagement by WFP could lead to such partners contributing to the funding of joint activities.

175.   Whether stronger, longer-term partnerships evolve during the implementation of country strategic plans will depend also on the linkages that country offices develop between their partnership strategies and their communication and profiling of WFP and its "unique value proposition" across the "whole of society" (Section 2.7; see also WFP, 2014a: 13). These are closely related functions: partnerships can only be built on the basis of a convincing profile, effectively communicated. To date, the two functions have not been adequately blended: some informants feel that the opportunities afforded by this repositioning of WFP should be seized more systematically, to strengthen the organization's image across its three focus areas and provide a stronger platform for building partnerships.

2.11   Performance Management, Reporting and Accountability

176.   The Policy on Country Strategic Plans notes that the new country strategic plan should respond to a QCPR recommendation that programmes deliver demonstrable results at the country level. The overall intention was that the country strategic plan should articulate more clearly the links between resources and results

This, it was anticipated, would lead to a stronger focus on higher-level results and greater accountability to stakeholders. It was also intended that the country strategic plan should allow more effective and strategic evaluations across the whole portfolio.

177.   The Corporate Results Framework (2017-2021), approved by the Executive Board at its 2016 Second Regular Session, came into effect on 1 January 2017 and is the core of the performance management system. A key element of the system is the "line of sight" that indicates the direct linkages between the activities and resources and the higher-level results to which they will contribute (Sections 2.6, 2.7, 2.9). Guidance materials covering the programme elements of the corporate results framework were issued in February 2017 and included guidance on the corporate results framework indicators as well as the design of logframes, monitoring reviews and evaluation plans. Corporate results framework training of trainers was conducted for regional monitoring advisers and country-level training was subsequently rolled out. Standard operating procedures (SOPs) for country strategic plan monitoring were introduced in October 2017, recognizing that "in the absence of standard processes and procedures, staff can be expected to conduct core business functions in an unharmonized, ad hoc manner". Minimum monitoring requirements originally established in 2014 have been updated in order "to establish common expectations as to what is required in relation to monitoring coverage, baselines, data collection exercises, monitoring frequency, applicability, level of disaggregation and sampling requirements" (WFP, 2018u: 2). Yet there is still some lack of clarity over what part of the suggested monitoring process is compulsory. For example, both the Policy on Country Strategic Plans and the standard operating procedures state that a monitoring, review and evaluation (MRE) plan is required even though it is not a mandatory submission to the project review process and is therefore not referred to in all country strategic plans.

178.   To complement the Corporate Results Framework (2017-2021), a compendium of indicators has been produced setting out the methodology required to make the necessary estimates. Many of these methodologies have been carried over from the Strategic Results Framework (2014-2017) indicator compendium. Those related to activities in the more traditional areas of work (strategic results 1-4[24]) are therefore adequate, with reportedly more than 90 percent of expenditures related to activities contributing to these strategic results. Indicators for still maturing WFP areas of work, such as activities related to strategic results 5-8, require further refinement. Of the 30 countries with approved CSPs/ICSPs, 17, or 57 percent, have more than one

---

[24] These relate to ending hunger, improving nutrition and food security.

third of their activities contributing to strategic results 5-8,[25] with six countries having more than half of activities doing so. This makes utilization of the corporate results framework a challenge (Table 13, Annex B).

179.   One area that many country offices raised, concerned capacity strengthening (largely represented in strategic result 5), where there is only one indicator available and one that is unlikely to be suitable across all capacity-strengthening interventions. Country offices can develop their own indicators for monitoring specific aspects of capacity strengthening (or indeed any thematic area) where indicators do not cater to their programmatic needs. This in itself requires significant capacity and help can be requested from the Performance Management and Monitoring Division (RMP) monitoring unit, which also has responsibility of validating these indicators before entering them in the Country Office Monitoring and Evaluation Tool, known as COMET. Another area relates to capturing results, where the interventions may be spread across several strategic outcomes (for example, the areas of nutrition, education or climate change)

180.   A concern of some country offices and regional bureaux with the existing corporate results framework relates to the perceived rigidity of the framework and the limitations it imposes on flexible programming (for example, activities that cut across strategic outcomes). The constraints on strengthening the humanitarian-development nexus imposed by the focus areas have already been noted in Section 2.5. It has also been noted that the increased transparency provided by the "line of sight", especially clearly setting out activities and budgets, has been one factor in encouraging donors to fund at the activity level. But it also relates to the use of standard indicators: while this may be useful for aggregation it may not reflect either the needs or the practical realities of data collection at the country level. This presents a trade-off for the organization. Another concern is that the corporate results framework does not provide any measure of WFP contribution to all the relevant SDGs. WFP is working to incorporate new elements of indicators deriving from the SDGs, which aim to strengthen evidence of how it contributes to national SDG targets. These improved links between WFP outcomes and national SDG targets will apply not only to SDGs 2 and 17, but also to WFP contributions to other SDG targets (WFP, 2018l). This is part of an ongoing internal review process of how the corporate results framework is building on lessons learned. The process included the establishment of a working group consisting of the RMP Monitoring Unit (RMPM), OSZ and the new Strategic Coordination and Support Division (STR),[26] and an advisory board that validates the proposals made by the working group.

181.   The process also includes testing new approaches in a set of nine pilot countries (Bangladesh, Cameroon, China, Colombia, Kenya, Lao People's Democratic Republic, Peru, Sudan, and Zimbabwe, selected to provide a representative sample of WFP work worldwide). Learning from previous experience, the review plans to have wide engagement at all levels in order to ensure broad endorsement and consensus throughout the organization. It will also encourage active engagement externally, with national governments and with other members of the United Nations system. The revised corporate results framework will be presented to the Executive Board for approval at the Second Regular Session in 2018.

182.   The Policy on Country Strategic Plans introduces two other mandatory processes to support performance management, learning and accountability. First, the country strategic plan mid-term review, although no detail is given in the policy on what the mid-term review should look like. Second, the country portfolio evaluation, towards the end of the cycle, which is intended "to assess progress and results against intended country strategic plan outcomes and objectives,

---

[25] These relate to WFP Strategic Goal 2: Partner to support implementation of the SDGs (SDG 17) and concern capacity strengthening, policy support, access to funding, knowledge sharing and partnerships.
[26] Until December 2017 there were three senior-level working groups with representation from COs, RBs and HQ supporting revision of different aspects of the CRF.

including towards gender equity and other cross-cutting corporate results; and to identify lessons for the design of subsequent country-level support" (WFP, 2016b: 19). The country portfolio evaluation provides an opportunity to examine contributions to development results in a way that annual outcome reporting cannot. It will also assess the strategic positioning of WFP as a whole at the country level.

183.   A practical approach has been taken to assessing performance, but there is a risk that making the assessment through examining changes in outcome indicators could be over simplistic. In addition to problems of developing appropriate indicators in some areas, there are two more key challenges. First, the issue of poor data quality, a limitation recognized in the Annual Performance Report 2017 (WFP, 2018m: 118), often compounded by issues of timeliness. Second, and most important, the likelihood that WFP will not be alone in making the contribution to the development change. Assessing the contribution though a process of identifying a plausible link between WFP work and the expected result is a better approach. It is one that is included in the draft mid-term review guidelines, but is more suited to independent evaluation and is likely to be a key element of the redesigned country portfolio evaluations that will start in 2019. In addition, there is the issue of the cost of data collection, where national systems and development partners are not providing what is needed, as well as, in some cases, the burden on national statistical offices from collection of data that is not a priority for national authorities. Aggregating country-level performance for corporate reporting also raises challenges, not least the additional issues of data coherence and compatibility, as also recognized in the Annual Performance Review 2017 (WFP, 2018m: 218). At the same time the focus on using monitoring for learning at the country level (in addition to feeding corporate reporting systems) will result in better learning at the country level and the opportunity to adapt to changing national and local contexts.

184.   On the reporting side, a new system of annual country reports has been introduced within the country strategic plan framework. To date, they only cover the 12 country strategic plan pilots that started implementation in 2017. The aim is to provide a detailed analysis of the ability of the corporate results framework to capture the relevance and impact of the work of country offices. As the first round of such reports, the process was complicated by the need to report on two different results and financial frameworks within the reporting period. Further work is also required in terms of defining and developing baselines and in building systems for developing and reviewing annual country reports. In addition, the previous standard project reports had a system in place to develop and review them (called SPRING), while for the annual country reports the process is undertaken manually, with special support required from headquarters to country offices (another example of increased transaction costs in the short term).

185.   If an enhanced corporate results framework is ready for implementation in 2019, there may be a good opportunity for enhanced performance management, reporting and accountability. However, there are also a number of serious risks, above all the risk of not being able to adequately reform the performance management system in a timely manner. Many, at the regional and country level, believe that headquarters was too slow in recognizing the problems with the corporate results framework, and again too slow in addressing the issues identified. There is a major risk of the approach resulting in a heavy burden from some of the processes, not only on WFP country offices but also on their country-level partners, for example, by having both a relatively heavy mid-term report and country portfolio evaluation even in a five-year programme. The draft mid-term report guidance recognizes that the suggested process may be too burdensome for a three- or four-year country strategic plan cycle; but not to do one would mean not complying with the Policy on Country Strategic Plans.

186.   Another risk concerns the possibility that, while transparency has increased as a result of the country strategic plan, it may become clouded by reduction in the number of activities within country strategic plans, as country offices strive to get back to more manageable and flexible

PRRO-type arrangements. There has been a decrease in the number of activities: for the eight pilots of Wave 1a, the average was nearly ten activities per country strategic plan, while for the first 30 country strategic plans, the average is eight activities (see also Table 6 and Table 14 at Annex B). Finally, the uncertainty of United Nations reform and the development of a new generation of UNDAFs will remain a risk in the short term until the design is finalized. Although WFP is heavily involved in certain aspects of the United Nations reform process, these are clearly issues that will depend on interaction of all members of the United Nations development system and, in some respects, ultimately on decisions of Member States.

3. Conclusions and recommendations

3.1 Overall Assessment

187.   The evaluation's overall strategic assessment of the WFP country strategic plan experience to date is presented in the conclusions below. Taken together, these conclusions provide summary answers to the six evaluation questions (see Table 28 at Annex H for the linkages between conclusions and evaluation questions). The conclusions are also the basis for the recommendations presented in Section 3.2 (see Table 29 at Annex H for a mapping of conclusions, recommendations and findings). As explained in Section 1.1, the entire evaluation – including its conclusions and recommendations – takes the current early stage of the country strategic plan process into account, and aims to offer constructive analysis and suggestions for taking it forward.

188.   **Conclusion 1: Adopting country strategic plans as the framework for planning, managing and delivering WFP contributions to the achievement of zero hunger was a significant step forward. At this early stage of implementation, the contribution of the country strategic plan to the intended organizational outcomes has, on balance, been positive, but it varies significantly across the ten organizational outcomes reviewed and across countries. The country strategic plan process has often strengthened WFP alignment with national policies and priorities. Country strategic plans have not yet made WFP more effective in achieving its gender equality goals and tackling other cross-cutting issues. So far, there is no evidence that country strategic plans have improved WFP capacity to respond to sudden onset emergencies. However, the structure of country strategic plans may strengthen long-term efforts to build resilience and tackle the root causes of vulnerability. Country strategic plans have increased the focus on capacity strengthening, highlighting the human-resources challenges that WFP faces. Overall, achievement of the intended long-term organizational change is not yet assured and will depend in part on factors outside the direct control of WFP in a dynamic global policy environment, including the response of donors and partner governments and the results of the United Nations reform process.**

189.   The introduction of this multi-annual approach to the country portfolio, spanning humanitarian and development operations, has been widely welcomed. Overall, the country strategic plan, as the guiding framework for WFP planning and implementation at country level, offers strong promise for more effective delivery of the WFP Strategic Plan (2017-2021). Staff at all levels in the organization have shown commitment and dedication in maintaining operations while working at unsustainable levels of effort to make the transformation succeed.

190.   Although the evaluation is being conducted at the very early stages of implementing the country strategic plan framework, it is possible to identify some areas where good progress is being made. The introduction of country strategic plans has allowed a holistic and more strategic approach to country-level planning and therefore provides significant opportunities for strengthening the humanitarian-development-peace nexus. Overall, the country strategic plan has also improved the alignment of WFP work with national policies and priorities. NZHSRs, in particular, have raised the organization's profile in some countries, despite not always providing an optimal strategic foundation for the country strategic plans that were subsequently drafted and despite the fact that the country strategic plan drafting process was more internal to WFP. However, alignment cannot be static: it must be sustained. Nor is the context of country strategic plans static, at any level. Country conditions and policies, the donor environment, the United Nations environment and global food security challenges are all dynamic. Moreover, opportunities

have been missed to align better with national development plans by aligning country strategic plans with the UNDAF cycles.

191.   There is broad consensus that this transformation presents important new opportunities in terms of optimizing the contribution of WFP to the SDGs. On the back of the boost to its visibility that the early stages of the country strategic plan process typically generate, there are longer-term opportunities to keep the profile of WFP high and its reputation – already good among many governments and societies – strong.

192.   In some areas of WFP intent, the introduction of country strategic plans has not yet made a significant difference. Partly this is because these are areas where WFP had already been working for change; partly it is because claims made in the Policy on Country Strategic Plans and elsewhere in the Integrated Road Map were too ambitious about the difference country strategic plans would make (in many cases raising unrealistic expectations about what the move to the country strategic plan could achieve). Most significantly in this category, there has been no real improvement in WFP ability to respond to sudden onset emergencies. Instead, there is some concern, at this transitional stage, about potential delays arising as new procedures are introduced. Conversely, the structure of country strategic plans may facilitate the design and delivery of longer-term responses to emergencies, through work to build resilience and tackle the root causes of vulnerability. Country strategic plans do not make it easier to mainstream WFP commitments to gender equality and other cross-cutting issues. WFP was already committed to its partnership strategy. The early stages of the country strategic plan cycle can diversify and strengthen partnerships, but – as across the whole endeavour – the real challenge is to sustain the momentum of positive change through the years of country strategic plan implementation. The same is true of the positive increases in WFP visibility and communication. Country strategic plans offer new potential; there is no strong evidence yet that it will be exploited in the longer term.

193.   A combination of factors thus complicates the prospects of WFP achieving the intended long-term organizational change set out in the Policy on Country Strategic Plans within the framework of the Integrated Road Map. The transition faces a number of risks outside the control of WFP, including uncertainty over the direction and speed of the United Nations reform process and the inherently unpredictable global humanitarian context. There are some risks that WFP must face and these include: donors being unwilling (or unable) to support the new arrangements with a more flexible or predictable approach to funding; and donors being reluctant to support the ultimate move from deliverer to enabler (see Conclusion 3). However, WFP may have some power to manage these risks."

194.   **Conclusion 2: By building on a comprehensive review of national needs, the country strategic plan has often helped WFP move to a new strategy and approach at the country level. It has also offered WFP opportunities to move from "deliverer" to "enabler" (and back again when necessary) and to develop better conceptual links between humanitarian and development work. Yet the conceptual and structural improvements of the country strategic plan approach do not automatically create stronger operational linkages or ensure the implementation of plans. The move to new ways of working poses the challenge of maintaining expertize in humanitarian response while convincing partners that WFP is able to work effectively in other areas to address long-term issues. Working in these areas will require the development of strategic partnerships, especially with the other Rome-based agencies but also within the broader United Nations family and beyond.**

195.   Commendably, WFP country strategic plans, with their three focus areas, clarify the organization's holistic approach to its dual humanitarian and development mandate, specifying the ways in which WFP can best contribute to the achievement of SDGs 2 and 17. This is a thematically logical approach. However, the political reality is that many donors (including the largest) are either constrained to support WFP from their humanitarian budgets or they are

unconvinced about WFP capacity for more developmental work; or both. The key challenge is to reconcile thematic logic and political reality. The key challenge is to reconcile thematic logic and political reality. In the background of this dilemma is the notion of a mutual commitment. Greater transparency is needed from WFP about the structure of its portfolio and (through the country strategic plan's "line of sight") about how resources link to results. This then needs to be matched by greater flexibility from donors, who should be more willing to fund WFP work on the root causes of vulnerability and the strengthening of resilience. If such an understanding existed, WFP has partly delivered on its commitments.

196.   There is uncertainty in parts of the international community about whether the change to country strategic plans will enhance, sustain or impair the organization's excellence and reputation in emergency response. Millions of beneficiaries, and the donors who seek to support them, depend on WFP being as able as ever to act fast and effectively in the front line of humanitarian action. It managed to do so in the recent L3 emergency in Bangladesh. Performance in other recent emergencies in country strategic plan contexts heightened some stakeholders' perceptions that the risk is real.

197.   A related challenge, as country strategic plans explicitly broaden the WFP contribution across three focus areas, is to develop and sustain adequate staff capacity in fields where the organization has not previously been strong (as in some aspects of social protection). At the same time, WFP faces scepticism from some funding and implementation agencies about its competence and mandate in some of these areas. To address these challenges, WFP must work to optimize complementarity and partnership between its own work and that of: the other Rome-based agencies; other United Nations entities; and other programmes and capacity in governments and civil society. This will involve innovation as WFP develops new partnerships, particularly in the "resilience building" and "response to root causes" areas of its country strategic plans.

198.   **Conclusion 3: Country strategic plans have not yet resulted in the expected gains from the increased transparency and accountability that the framework offers, specifically a move to more flexible and predictable funding. The development of an effective performance-management system has not kept pace with the other components of the Integrated Road Map. Such a system is necessary if WFP is to demonstrate the benefits of the country strategic plan approach with a view to influencing donor behaviour in the long term.**

199.   Delivery of WFP commitments to development partners links to other potential negative effects of the country strategic plan experience so far. Contrary to intentions, the transparency offered by the structure of country portfolio budgets and the "line of sight" has not yet made resource allocation simpler or more predictable. While some smaller donors have embraced that structure positively and are willing to offer funding across the whole country strategic plan or at strategic outcome level, the overall level of donor earmarking has not improved. The conclusion for WFP is that it will take some years of advocacy and negotiation to bring donor resourcing into line with the improved structure and greater transparency that the country strategic plan structure offers.

200.   This links to another challenge in the country strategic plan experience to date. Country strategic plan structure is meant to facilitate enhanced performance management, reporting and accountability, because of the "line of sight" between resources and results and the opportunity to demonstrate WFP effectiveness at strategic outcome level. Standards of accountability should thus be strengthened. This has not yet been achieved, because the existing corporate results framework is not yet fully fit for purpose. Ongoing clear reporting of results in terms of basic food security parameters is not matched by clarity on what WFP is achieving in more developmental areas, and especially in capacity strengthening – the main or only element of the portfolio in some

countries. From this perspective, what WFP offered the international community is not yet being delivered, jeopardizing the organization's standards of accountability as well as its reputation.

201. A combination of significant risks concerns resourcing for WFP country strategic plans. It remains possible that, despite advocacy and negotiation, major donors to WFP might not offer significant extra resources for the "response to root causes" and "resilience building" focus areas of country strategic plans; and that they might continue to earmark their funding as intensively as before. Both these risks could be exacerbated by any ongoing failure to report performance adequately across the three focus areas through a corporate results framework that offers meaningful, comprehensively reported results indicators for all modes of WFP support. That risk is already partially real, as some Wave 1A and 1B countries that focus on capacity strengthening and policy support will implement the first one or two years of their country strategic plans without adequate indicators for their full range of activities.

202. **Conclusion 4: It is impossible to say whether a more gradual reform process would have made a stronger contribution to achieving the intended organizational outcomes in the long term. The high speed at which the elements of the Integrated Road Map have been implemented has heightened the challenges of coordination, staff capacity strengthening, learning and the application of lessons learned. These challenges have not been fully overcome. This has led to increased transaction costs and a heavy burden at all levels of the organization. Many of these issues have been caused by the transition itself and are short term. Ongoing efforts to simplify processes across the whole of the Integrated Road Map framework must address the long-term issues.**

203. A further area of concern is the effect of the country strategic plan innovation on WFP transaction costs. At this stage, it is not possible to be precise about how much of the perceived change in these costs is due to the inevitable short-term difficulties of transition, and how much will remain as the lasting result of the multiple transformations of systems and procedures that introducing the country strategic plan entails. Higher transaction costs affect the Executive Board, which (having been given new opportunities for oversight) is engaged in intensive scrutiny of various aspects of the process. On a much larger scale, higher transaction costs also affect country offices, and the regional bureaux that support them. They currently find some processes significantly simpler but the balance of effort substantially more. The challenge is particularly concerning for smaller country offices.

204. The present emphasis of WFP management on simplification is clearly warranted from the perspective of country strategic plans. The stress currently experienced across much of WFP exceeds what should reasonably be expected in a well-managed process of organizational change, however profound, comprehensive and necessary. Overall, the processes of developing the country strategic plan framework and their supporting systems and procedures have fallen short of what was needed, in terms of coherence, coordination and timing. Support to country offices has been fragmented, often uncertain (with multiple revisions), not fully coordinated from one aspect of the country strategic plan process to another, and sometimes late. It would have been unrealistic to expect such a wide-ranging set of changes to have been completely smooth. However, it is clear that the magnitude of the disruption was not adequately anticipated and that the time expected to achieve full introduction of the country strategic plan approach was seriously underestimated. With their usual commitment to expedient action, WFP personnel at all levels have sustained operations despite the stress of confused and incomplete transition – a laudable achievement that need not have been so difficult.

205. In addition to developing staff capacity to undertake new roles in supporting capacity-strengthening processes with national partners and engaging in policy-level activities, the rapid pace of the Integrated Road Map implementation has not allowed enough capacity to be developed to manage the new approach, be it for new activity managers or Country Directors now

having to programme more strategically. Moreover, while efforts have been made to learn from country strategic plan formulation and implementation, there have been gaps in coverage that now need to be addressed. The rapid pace of implementation is one factor behind this, as well as the difficulty in utilizing lessons. However, rapid implementation is not the cause of the lack of systematic monitoring of many aspects of country strategic plan implementation.

206.   It should be noted that the alternative approach of a more gradual implementation of the transition could not be assessed. There is a clear possibility, however, that it might have led to a different set of problems resulting from a lack of momentum and could have created opportunities for resistance.

207.   **Conclusion 5: In responding to national needs, WFP recognizes that one size does not fit all: country strategic plans need to be flexible and diverse in implementing the Strategic Plan (2017–2021) in multiple, shifting circumstances. A major positive feature of the country strategic plan process has been the ability to better align WFP work with national priorities. Operational and administrative standardization around core systems and procedures is also essential, however, and has not yet been fully achieved. WFP therefore needs to balance flexibility and standardization (not uniformity) in country strategic plan design and delivery, while maintaining the ability to adapt country strategic plans to shifts in the national and global policy environments, and the institutional frameworks in which it operates.**

208.   While the organization needs further standardization and simplification of country strategic plan systems and procedures to cut back on the substantial increase in transaction costs suffered so far, it must be strategically flexible in adjusting its country strategic plans – and supporting mechanisms like NZHSRs – to country conditions. The next cycle of country strategic plans may look significantly different. While there has been a degree of variation among country strategic plans in some areas, in others standardization has led to constraints on programming and effective management. WFP will have to make a careful trade-off between standardization and flexibility. The Policy on Country Strategic Plans points to the primacy of the country level as the area where changes are made, and it should be the country level where the trade-off is examined. Moreover, in relation to performance monitoring and assessment, it should be the country level that is the unit of analysis.

209.   Simply repeating the existing NZHSR process may not always be appropriate, even if the first one was well received. It will be important for the next round of WFP consultation and planning to be linked into – in some cases, possibly subsumed by - national and UNDAF development-planning cycles. The appropriateness of a second NZHSR along the lines of the first may be particularly uncertain in middle-income countries. National appetite for repeating the exercise may also be influenced by the duration of the first country strategic plan cycle and of the time elapsed since the initial NZHSR. Not least because of the United Nations reform process that is now unfolding, the evolving country strategic plan approach, and supporting guidance to country offices, may have to provide more explicitly for the possibility of folding country strategic plan consultations, and the plan itself, into broader processes and plans.

210.   The country strategic plan model must add value in all the diverse country contexts in which WFP works – from fragile, scarcely governed states riven with conflict to middle-income countries with gross domestic products bigger than those of some donor nations. A host of country-specific factors thus affects the progress and effectiveness of the country strategic plan approach so far around the world. What may be an appropriate focus on enabling and capacity-building work in some countries is qualified so far by the lack of indicators to report accurately on country strategic plan performance, weakening accountability. In some countries where emergencies and the need for general food distribution remain the primary concern, country strategic plans have essentially been a reformat of ongoing activities, with one of the main results

so far being the extra burden on staff who have to process those operations through unfamiliar and incompletely developed procedures. Cutting across these different contexts are more random factors, such as the willingness and interest of Country Directors to embrace change; the local politics of the UNCT; the attitude of governments and local donor offices to WFP; and the quality and strategic focus of the NZHSR.

211.   **Conclusion 6: The task of introducing and stabilizing country strategic plans and their supporting systems is far from complete, and multiple adjustments lie ahead. If 2017 was the year of learning, 2018 represents the finalization of the roadmap and the beginning of the journey. By the end of 2019, all countries will have moved to the country strategic plan framework and by the end of 2020, the first cycle of a country strategic plan will be completed. All of this is taking place against a backdrop of uncertainty and change in the humanitarian context, donor strategies and United Nations reform. Years of intensive, focused commitment at all levels of the organization will therefore be needed to achieve the goals of the Integrated Road Map and the Policy on Country Strategic Plans.**

212.   There was an apparent assumption as WFP embarked on the Integrated Road Map that the country strategic plan change process would soon end, to be followed by a period of stability, enhanced efficiency and stronger effectiveness. In fact, the rest of the first cycle of country strategic plans (and probably longer) will be a period of ongoing change, during which, as indicated above, the country strategic plan model will need further adjustment and diversification. Learning lessons from these many challenges will be vital. WFP has made a good, but again fragmented, start with capturing lessons from the change process to date. However, lesson learning has been partially submerged in the general rush of developing and adjusting the country strategic plan approach. It has not been comprehensively planned; nor has it been fully timely. The implication of having country strategic plan "pilots" should have suggested a measured assessment and stock taking after the "pilot" phase, before proceeding with an adjusted approach. The Integrated Road Map schedule did not allow for that. This evaluation of the country strategic plan pilots, too, will be an input into a rapidly ongoing process. Looking ahead, plans to learn lessons through mid-term reviews and then evaluations of each country strategic plan are unrealistic, in terms of both scheduling and workload for country offices and national partners. Moreover, while it is important for headquarters and regional bureaux to capture lessons, learning needs to take place in the country offices so that they adapt their processes according to the specific context.

213.   The transition to the country strategic plan framework has not been well integrated; implementation of the different elements of the framework has not always been aligned. The focus on addressing the fundamental elements of the country strategic plan framework (country portfolio budgets and financial arrangements, country strategic plan documents and NZHSR) was pragmatic, even if the finalization of one core element, the corporate results framework fell behind. In terms of learning, there has been less emphasis on areas such as United Nations harmonization and supporting the humanitarian-development–peace nexus. The cross-cutting issues also have to be addressed properly: the WFP Strategic Plan (2017-2021) commitment to strengthen gender equality has not been adequately supported through the country strategic plans. Decisions will need to be made about how to deal with the issues that could be considered cross-cutting to ensure that they continue to be addressed adequately, facilitate WFP compliance with global agreements and contribute to the SDGs, while at the same time ensuring that they do not result in a burden on country offices or raise the level of complexity to become unmanageable.

214.   Implicit in many of the lessons learned to date is the need to keep this major innovation front and centre in management attention for at least the remainder of this first country strategic plan cycle, and probably beyond. If that attention is distracted or adequate resourcing is not maintained for the ongoing innovation and retooling that are still needed, WFP efficiency and effectiveness will be compromised, and the organization will fall back to lower levels of

performance than before the change was introduced. A dwindling management focus on finishing what has been started would also exacerbate the risk of a net increase in transaction costs. Even if that focus remains strong, major efforts at simplification and harmonization of systems and procedures – from supply chain management to monitoring and reporting – would be needed to achieve a net decrease in those costs.

215.   So much may change for the WFP and the United Nations in the next ten years that the optimum strategy will be one of constant readiness to adapt and evolve – starting with the intention to reassess the country strategic plan approach thoroughly as the Wave 1A and Wave 1B cycles near completion.

3.2   Recommendations

216.   This evaluation has been conducted during a period of rapid change in WFP. The pace, scope and significance of the changes introduced by adoption of the country strategic plan approach mean that, although this evaluation report will only be considered formally by the Executive Board in November 2018, it should offer recommendations that are helpful to those stakeholders who see the report, informally, before that date. The report must also recognize the ongoing efforts to strengthen the new systems and structures that have been introduced in pursuit of the Integrated Road Map. The recommendations made below identify issues and priorities of which WFP management are largely aware and which, in some cases, they are already addressing. They are offered here to emphasize the most important aspects on which action is needed, and to propose frameworks and timelines to support that action. Table 29 at Annex H shows how the recommendations link to the findings set out in Section 2 and the conclusions presented in Section 3.1.

Management of the Country Strategic Plan Framework

Recommendation 1 (a): From now until 2021, mainstream Integrated Road Map-specific structures while strengthening all existing structures to ensure effective coordination of the Integrated Road Map and effective operationalization of the country strategic plan approach in a transparent and inclusive manner. (Integrated Road Map Steering Committee; Integrated Road Map Implementation Office (IRMO); Executive Management Group)
Rationale: • It is essential to undertake continuous efforts to until at least the end of the first cycle of country strategic plans   • The various components of the country strategic plan framework still need to be fully aligned   • Unified and consistent guidance needs to be prepared across all relevant units   • The synthesis of the learning efforts by different units needs to be managed
Detail: • Maintain implementation of the country strategic plan framework as a top management priority for WFP until the end of 2021   • Continue to dedicate senior staff time to country strategic plans at headquarters and the regional bureaux   • Ensure the continuation of an active, carefully coordinated effort to optimize the efficiency and complementarity of all relevant systems and procedures, as well as the ongoing strategic monitoring of the fitness of the current country strategic plan model for its many diverse purposes

Recommendation 1(b): By the end of June 2019**,** strengthen the process of systematic learning from the implementation of the country strategic plan framework and strengthen implementation-process monitoring to support learning across all areas. (IRMO; Policy and Programme Division (OSZ); Performance Management and Monitoring Division (RMP); Partnerships and Governance Department (PG); Nutrition Division (OSN); Office of Evaluation (OEV); regional bureaux; country offices)

Rationale:

- Lessons should be learned on a continuous basis and especially until at least one full cycle of country strategic plans has been concluded
- Some areas have been less well covered by the existing learning process than others
- More systematic learning will strengthen the WFP case for feeding its experience into the ongoing United Nations reform process
- Learning will be strengthened by the integration of the Office of Evaluation's role in learning activities arising from country portfolio evaluations, other evaluations and potential syntheses

Detail:
- Incorporate high-level elements of the country strategic plan monitoring system and the existing performance management system
- Systematically monitor the development of partnerships
- Strengthen the capacity of country offices to learn from their experiences and adapt as necessary
- Encourage the exchange of information and experience from country office to country office and from regional bureau to regional bureau

Recommendation 1 (c): In the first quarter of 2020 carry out a comprehensive review of experience with the country strategic plan format and systems to generate recommendations for improving the country strategic plan framework and other elements of the Integrated Road Map. (IRMO; OSZ; Strategic Coordination and Support Division (STR); PG; OSN)

Rationale:

- The first cycle of some country strategic plans will be nearing completion and the new country portfolio evaluations will have been undertaken
- The United Nations reform process should be clearer
- Newly strengthened monitoring systems introduced in 2018 will provide data for the review

Detail:
- The review should cover a full implementation cycle of the pilot country strategic plans (which will include the formulation of the second-generation country strategic plans in the pilot countries)
- The review should build on all existing efforts, including those of the regional bureaux
- The process should be linked to the mid-term review of the WFP Strategic Plan (2017–2021)
- The review should focus on areas that are relatively difficult to assess, such as alignment with national priorities and the development of strategic partnerships. It should also include updates on the extent and nature of the earmarking of contributions and the alignment of country strategic plans with UNDAFs (in terms of both content and cycles)

Country Strategic Plan Processes and Guidance

Recommendation 2 (a): Building upon existing efforts, ensure that the simplification process is complete by 1 January 2019. (IRMO; OSZ; Emergency Preparedness and Support Response Division (OSE); Gender Office (GEN); PG, Resource Management Department (RM)
Rationale: • Transaction costs are high even though in some areas they have been reduced by the country strategic plan approach • Many staff members at country office, regional bureau and headquarter levels have unsustainable workloads
Detail: • Ensure that country offices have systems that are fit for purpose. • Reduce transaction costs as far as possible. • Keep staff workloads within acceptable limits.
Recommendation 2 (b): By the end of the first quarter of 2019, update existing guidance related to the development and implementation of country strategic plans and prepare a single and comprehensive set of new guidance that reflects the need to undertake differentiated processes according to national context. (IRMO to coordinate; other units at headquarters including OSZ, RMP, PG, OSN, OEV)
Rationale: • By the end of 2019, the transition to the country strategic plan framework will be complete and a single set of comprehensive guidance will be necessary to guide future implementation of the country strategic plan framework • Guidance is currently fragmented across the various units and offices involved in implementation of the country strategic plan framework • The variety of contexts that WFP works in means that one size cannot fit all and WFP needs to find the right balance between standardization and diversity • Existing guidance framed in the Policy on Country Strategic Plans is not always clear about the options for variation on standard approaches
Detail: • All existing guidance related to the implementation of the country strategic plan framework and the WFP Programme Guidance Manual should be replaced by a new comprehensive country strategic plan manual that will guide all aspects of the formulation and implementation of country strategic plans • WFP should now confirm that the country strategic plan is a dynamic model and that the next generation of country strategic plans (and their supporting procedures, notably NZHSRs) may vary more according to local conditions – while all adhering to core systems that facilitate standardized management, monitoring and reporting procedures. All guidance should specify what is mandatory, where there should be flexibility and where waivers can be obtained • NZHSR processes should better reflect national needs and provide opportunities to use the approach in areas beyond SDG 2 • There should be a light option for the mandatory mid-term review for countries with country strategic plan cycles of less than five years

- Mid-term review and country portfolio evaluation processes should be aligned in sequence and method
- Guidance should take the United Nations reform process into account, and the revision of guidance should be designed accordingly

Recommendation 2 (c): By the end of the first quarter of 2019, define cross-cutting issues and provide guidance on how to address them in the context of country strategic plans. (GEN; OSZ to define cross-cutting issues; OSN and other units depending on how the issues are defined.)

Rationale:
- Cross-cutting issues are not yet clearly and consistently defined
- Guidance on including them in country strategic plans in many cases is not strong, nor is it integrated into all country strategic plan guidance
- In the case of gender, comprehensive guidance has been developed and now needs to be incorporated into the country strategic plan guidance

Detail:
- Review the WFP policy compendium and streamline it to reflect the findings and recommendations of recent Office of Evaluation policy evaluations
- Incorporate gender equality and other cross-cutting issues in all other country strategic plan guidance

United Nations Reform

Recommendation 3 (a): Continue strong engagement with the United Nations reform process and participate in the practical work of developing a new generation of UNDAFs, including by introducing WFP innovations and experiences into the process. (STR; United Nations System, African Union and Multilateral Engagement (NYC), Rome-based agencies and Committee on World Food Security (PGR))

Rationale:
- Although the overall direction of the United Nations reform has been set out by the Secretary-General, the details have yet to be worked out. This represents a risk in respect to developing guidance and building staff capacities around country strategic plan processes that may change. It is important to be part of the process
- WFP has very useful lessons from the early stages of introducing a number of innovations in the country strategic plan framework

Detail:
- Tailor lesson-learning documents to United Nations reform work streams, especially those related to developing the new generation of UNDAFs
- Options may include joint country strategic reviews and planning with the Rome-based agencies and possibly other United Nations entities, or the whole United Nations country team

Recommendation 3 (b): By mid-2019, develop strategies to ensure that all country strategic plan cycles match UNDAF cycles as quickly as possible. (Regional bureaux; country offices; OSZ; NYC; PGR)

Rationale:
- Alignment with UNDAF cycles will usually result in alignment with national development planning cycles and provide greater opportunities for effective and efficient engagement in the development planning process.
- Alignment with UNDAF cycles will also provide greater opportunities for developing partnerships with other members of the UNCT.

Detail:
- For each ongoing country strategic plan that does not match the corresponding UNDAF cycle, examine opportunities to shorten or extend the country strategic plan cycle to align with that of the UNDAF
- Include a short section on the strategy for UNDAF alignment (or an explanation for the absence of such a strategy) in all concept notes for country strategic plans

Monitoring and Reporting Performance

Recommendation 4(a): By the second quarter of 2019, ensure that the comprehensive system for monitoring and reporting performance is aligned with the revised corporate results framework. (RMP)

Rationale:
- The ability to asses and report on performance across the whole of the WFP portfolio in a country is at the core of the country strategic plan framework
- The process is inevitably iterative and will require multiple reviews of different parts of the framework, but needs to be undertaken within a time-bound strategic framework
- The ongoing process of developing the new generation of UNDAFs may have important implications for performance management and should be reflected in any strategic planning in this area

Detail:

- Gender-responsive monitoring and reporting systems based on the revised corporate results framework should be tested. Once confirmed workable, they should be adopted by country offices after adequate training and should be in place to support the comprehensive monitoring and reporting of all country strategic plan results

- WFP will need to confirm to donors and other stakeholders that it will not be able to report in full on all activities under certain country strategic plans for the first one or two years of implementation because indicators and a supporting methodology were not in place when the country strategic plans were launched

Recommendation 4 (b): By mid-2019, ensure country portfolio evaluations are at the centre of the performance management system to ensure better assessment of WFP contribution to development results. (RMP; OEV; RMB; PG)

Rationale:

- Approaches that measure changes in indicators at the outcome level do not take into account other factors that can explain changes
- They also often rely on unrealistic expectations on the availability, timeliness and quality of data
- Country portfolio evaluations can make a better assessment of the contribution of WFP to its expected outcomes
- Country portfolio evaluations respect the primacy of the country level as intended by the SDGs and use it as the unit of analysis

Detail:
- The Office of Evaluation to review and revise the current country portfolio evaluation model and adapt it to country strategic plans (by end 2018)
- Ensure the sustainable financing of country portfolio evaluations
- Introduce a rating system in country portfolio evaluations that gauges country strategic plan performance in terms of contribution of country strategic plan activities to strategic outcomes
- The results of country portfolio evaluations should be incorporated into annual performance reporting using the rating system

Funding

Recommendation 5: By mid-2019, address constraints on more flexible and predictable financing. (IRMO; PGB; Government Partnerships Division (PGG); RM)

Rationale:
- Flexible and predictable funding lies at the heart of the country strategic plan framework and is an essential element for the success of the new multi-year programming approach
- The strategy should also include an outline of how such steps would enable each donor to get closer to meeting their own Grand Bargain commitments.
- WFP needs to demonstrate how it can improve its performance through stronger partnership, better reporting and greater trust

Detail:

To ensure more flexible and predictable financing, WFP should:
- Undertake strategic dialogue with the Executive Board on multilateral funding and earmarked funding
- Strengthen engagement with donors on adapting to the new model
- Make greater effort to demonstrate the gains in efficiency and effectiveness that predictable and flexible funding delivers in the context of the long-term country strategic plan framework
- Make special efforts to reduce earmarking by strengthening staff negotiating skills
- Set clear and time-bound targets for more flexible and predictable funding

Annexes

Annex A Terms of Reference

(Annexes to the ToR are not included here.)

1. Background

1.1. Introduction

1.   Strategic evaluations focus on strategic and systemic issues of corporate relevance, including the new WFP strategic direction and associated policy, operations and activities. They evaluate the quality of the work being done related to the new strategic direction as well as its results, and seek to explain why and how these results occurred. This strategic evaluation was included in the Office of Evaluation (OEV) Work Plan 2017-2019 presented to the Executive Board at the Second Regular Session in November 2016.[1]

2.   The Terms of Reference (TOR) were prepared by the WFP Office of Evaluation (OEV) evaluation manager Michael Reynolds, Senior Evaluation Adviser, based on a document review and discussions with stakeholders.

3.   The purpose of these TOR is to provide key information to stakeholders about the proposed evaluation, to guide the evaluation team and specify expectations that the evaluation team should fulfil. The TOR are structured as follows: Chapter 1 provides information on the context; Chapter 2 sets out the rationale, objectives, stakeholders and main users of the evaluation; Chapter 3 provides an overview of WFP's new country strategic planning approach, and defines the scope of the evaluation; Chapter 4 presents the evaluation approach and methodology; and Chapter 5 indicates how the evaluation will be organised.

4.   The annexes provide additional information on the evaluation timeline (Annex 1), the communication and learning plan (Annex 2), a summary of the CSP process (Annex 3), CSPs/ICSPs in the scope of the evaluation by region (Annex 4), the criteria for country selection (Annex 5), the evaluation e-library (Annex 6), proposed composition of the Internal Reference Group (IRG) and the External Advisory Group (Annexes 7 and 8).[27]

5.   The evaluation is scheduled to take place from January to November 2018. It will be managed by the OEV and conducted by an independent evaluation team. The evaluation report will be presented to the WFP Executive Board at the Second Regular Session in November 2018 together with the Management Response.

1.2. Context

6.   The United Nations' 2030 Agenda for Sustainable Development sets forth an ambitious, people-centred framework of action for achieving sustainable development, and requires moving beyond saving lives to changing lives, focusing first on the people in greatest need. The 2030 Agenda and its 17 Sustainable Development Goals (SDGs) are intended to be all encompassing and define

---

[27] See note above on exclusion of the TOR annexes.

global actions for the period up to end of 2030 including humanitarian assistance within the context of broader development progress objectives.

7.   These actions will be carried out at the country level, where national contexts, priorities and strategies will guide the work of governments, other partners and WFP. To strengthen WFP's contribution to the 2030 Agenda, the WFP Executive Board approved, in November 2016, an integrated package of actions that make up the Integrated Road Map (IRM). This package re-aligns WFP's strategy, programme structure, financial management and reporting in order to transform WFP's ability to help countries achieve the Sustainable Development Goals by 2030, prioritising SDG 2, "End hunger, achieve food security and improved nutrition and promote sustainable agriculture" and SDG 17, "Strengthen the means of implementation and revitalise the global partnership for sustainable development."

8.   The new and comprehensive architecture of the IRM links four inter-related corporate components – the Strategic Plan (2017-2021), the Policy on Country Strategic Plans, the Financial Framework Review and the Corporate Results Framework. These four components are further described below.

9.   **Strategic Plan 2017-2021.** The Strategic Plan and its objectives are aligned with the relevant Sustainable Development Goals, prioritising emergency, life-saving and development work that benefits the poorest and most marginal people. The Plan outlines how WFP will operationalise its efforts to support national leadership and SDG achievement at the country level.

10. **Policy on Country Strategic Plans (CSP).** CSPs define WFP's role and portfolio of assistance at the country level and are WFP's strategic, programmatic and governance instrument in a country for a period of up to five years, replacing the previous suite of project documents.

11.   **Financial Framework Review (FFR).**   The FFR introduces a new framework that aims to better align resources and results to improve decision- making. The redesigned budget structure will replace the current project-based model to support the country portfolio approach to strategy, planning, implementation, budgeting and reporting to enhance results-based management.

12. **Corporate Results Framework (CRF).** The CRF lays out results and indicators to help WFP plan, implement, monitor and report on WFP's programmes and measure management performance. The framework builds on the Strategic Plan and links WFP's activities to nationally defined SDG targets, as defined in CSPs. In turn, the CRF allows WFP to assess progress made towards achieving the Strategic Plan and the SDGs.

13. The integrated approach of the IRM aims at helping WFP to design better programmes aligned with national priorities in order to:
- Enable WFP to serve people in need more effectively and efficiently
- Support government policies, actions and resource allocations for eliminating hunger in their countries
- Clearly communicate what WFP is delivering and its distinct added value
- Efficiently plan and implement WFP programmes for those in greatest need by being focused on the results WFP needs to achieve
- Better allocate resources to achieve, measure and understand results and impacts

- Learn from performance management and accountability systems to improve WFP programme design and implementation

- Work in a flexible manner, responding to changing country needs while balancing addressing humanitarian needs and development

- Move away from fragmentation in WFP's work and reduce transaction costs

- Improve transparency in donor reporting

- Harmonise with external partners in the public and private sectors as well as other United Nations (UN) agencies

14. Although the original timeline for implementation of the IRM envisaged completing the transition process by 2018, a more flexible approach to implementation of the IRM was agreed with the Executive Board at the Annual Session in June 2017. The November 2017 IRM update notes that by 1 January 2018, a majority of country offices – representing nearly two thirds of WFP's programme of work – will have completed the transition to the new CSP framework. Under the flexible approach, 16 country offices will continue to use the current system on an exceptional basis beyond that date and will transition to the country strategic plan framework by mid-2019.

2. Reasons for the evaluation
2.1 Rationale

15. The IRM is expected to lead to a major transformation of WFP. Such a reform was developed based upon wide consultation and lessons learned from WFP's experiences. It was also developed knowing that further learning from pilots would be required before some of the key elements could be finalised. The evaluation comes at a critical time in this process of learning from the initial implementation of the IRM, and specifically from the pilot CSPs. It complements the ongoing process of learning with an impartial in-depth assessment of the CSP framework, including the relevant elements of the FFR and CRF.

2.2. Objectives

16. Evaluations serve the dual objectives of accountability and learning. As such, the evaluation will:
- Assess and report on the quality and results of WFP's implementation of the new strategic direction related to country strategic planning (accountability)

- Determine the reasons why the changes resulting from implementation of the new approach to country strategic planning occurred or not, to draw lessons that should help in further implementation of the new strategic direction (learning).

17. Findings will be actively disseminated and OEV will seek opportunities to present the results at internal and external events as appropriate. A detailed strategy will be developed in the Evaluation Communication and Learning Plans (an initial version can be found in Annex 2).

2.3. Stakeholders and Users of the Evaluation

18. There are various groups of stakeholders in this evaluation: the members of the Executive Board, WFP senior management and country-level programme colleagues and partners are the primary audiences.

19. Key internal stakeholders and users with varied normative, technical and programming perspectives are expected across the organisation. More specifically, key users at Headquarters

level will include: The Policy and Programme Division (OSZ); the Performance Management and Monitoring Division (RPM); the Budget and Programming Division (RMB); the IRM Implementation Division (IRM); the Gender Office (GEN); the Nutrition Division (OSN); the Human Resources Division (HRM); the Government Partnership Division (PGG); and the Division for Emergency Preparedness and Support Response (OSE). At the decentralised level, key users will include WFP regional Bureaus and country office staff working on the formulation and implementation of CSPs at the country-level, including the 38 countries that have transitional I-CSPs.2

20. It is expected that the results (findings, conclusions and recommendations) of the evaluation will be used to strengthen the understanding and quality of CSPs and contribute to: (a) revision to the CSP policy and guidance as necessary; (b) revision of the CRF and guidance as necessary, and; (c) revisions to the FFR as necessary including finalisation of amendments to the WFP General Rules and Financial Regulations.

21. Potential global stakeholders and users of the evaluation will include humanitarian and development actors, academics, consortia and networks working on issues related to WFP's mandate. National governments and implementing agencies in the countries where WFP works are important potential users of the evaluation. Within the UN development system, those entities with country strategic plans are also important potential users, both in terms of learning from the WFP experience as well as in relation to the impact of the new CSP framework on their own response as clients of WFP common services. The UN Development Operations Coordination Office (DOCO) may use the evaluation when considering United Nations system-wide planning mechanisms at the country level. Finally, other potential users include the World Bank and regional development banks, donor countries and/or their aid/development agencies, national/international NGOs, regional entities, universities and research institutions. The inception report to be prepared by the evaluation team at the start of the process, will include a more in-depth stakeholder analysis.

3. Subject of the Evaluation

3.1. WFP's Country Strategic Plan Framework

22. In the past, different forms of country level programming were used within WFP. Until the end of 2002, country strategy outlines were presented to the Executive Board for information and guidance in tandem with development projects. Country strategy documents were introduced in 2009 and used to guide WFP's delivery of coherent and strategically focused assistance through its operations in a country. These documents, which focused on strategic direction, were voluntary, endorsed internally and not submitted to the Board for approval.

23. The process of developing the new CSP approach started in 2014 and led to the development of a concept note and identification of early lessons from piloting the country strategic planning process in Zimbabwe and Indonesia. This was followed by the development of the CSP policy and its subsequent approval in November 2016. According to the Policy, the CSPs will be WFP's strategic, programmatic and governance instrument in a country for a period of up to five years, and will replace the current suite of project documents. All CSPs are submitted for Executive Board approval and this can be at any session

24. The CSP framework aims to facilitate implementation of results-focused portfolios, which should include outcomes and activities addressing humanitarian and development needs, as required by the country's context. The specific projected results of the CSP approach as set out in the CSP policy are:

- Increased effectiveness and efficiency in emergencies and protracted crises

- Improved alignment with national SDG targets and partners

- Greater focus, improved visibility and communication

- Integration of operational support, technical assistance and resource mobilisation

- Flexibility to plan for and respond to dynamic operational contexts while better linking humanitarian and development work

- Increased strategic guidance and reduced transaction costs

- Harmonisation with the humanitarian programme cycle and other United Nations agencies and processes

- Enhanced performance management, reporting and accountability

25. In order to inform WFP's strategic orientation in a country and support the alignment of WFP's portfolio of assistance with those of key stakeholders, the development of a CSP requires the input of a National Zero Hunger Strategic Review (NZHSR). The review is intended to be an inclusive, consultative and country-led exercise providing comprehensive analysis of the challenges a country faces in achieving SDG 2 by 2030. It should do this through extensive analysis and consultations involving a wide range of government stakeholders as well as civil society, private sector, donors and international organisations.

26. WFP's new programmatic framework focuses first and foremost on strengthening the effectiveness of WFP's response in emergency and crisis situations. Country Strategic Plans are designed to enable WFP to respond effectively and efficiently in emergencies as well as in other contexts. Existing emergency response mechanisms will be preserved and embedded in the overall WFP country framework to ensure that speed and effectiveness are not compromised while the benefits of internal coordination, as well as transition and exit planning, are pursued.

27. Protracted emergency responses foreseen during the development of the CSP will be reflected in the programmatic framework through WFP Strategic Outcomes with specific outputs and related activities. Unforeseen and sudden onset emergencies will be handled by adding or augmenting a WFP Strategic Outcome(s) specific to the emergency response through a dedicated template aligned with the WFP country framework and the country portfolio budget or by revising the CSP document itself (as was recently done in Bangladesh), depending on the specific country context, scope of the response and required speed. By embedding the emergency response operation within an integrated WFP country framework, WFP will help ensure effective integration and coherence of its activities in country and a realistic transition plan and exit strategy.

28. In addition to the basic CSP, the CSP framework also includes three further elements. First, where a NZHSR has not been completed, WFP operations in a country will be delivered through an "interim" CSP (ICSP). Second, country offices where the ICSP or CSP was not going to be ready for approval by February 2018 prepared 'transitional' ICSPs. These plans were largely based on existing projects but packaged to conform to new corporate guidance to the extent possible. Third, in countries where there is no established WFP operational presence or country framework, at the onset of an unforeseen emergency, WFP may implement Limited Emergency Operations. The LEO is planned for an initial period of up to 6 months and if a further response is needed will be integrated into a new ICSP. A summary of the CSP framework can be found in Annex 3 of this TOR.

29. Although the CSP policy is a separate component of the IRM, all components are interrelated and the CRF and new financial arrangements set out in the FFR are integral parts of the CSP. The

CRF should link the activities undertaken within the CSP to nationally defined SDG targets defined in the CSP. The linkages between results and resources should also strengthen country-level accountability. Regarding the FFR, the Country Portfolio Budget, resource-based planning and macro-advance financing are integral parts of the CSP framework.

3.2. Overview of relevant WFP Activities

30. Field testing the CSPs as programmatic frameworks started in Zimbabwe and Indonesia in 2014. The "early pilots" were designed to provide important lessons on the programmatic framework as well as the alternative budgeting and performance monitoring processes, prior to finalising the CSP policy in 2016. Both countries undertook a strategic reviews of national food security producing lessons that fed in to guidance on facilitating future NZHSRs.

31. The two early pilot plans were approved as CSPs by the Executive Board at the First Regular Session in February 2017 together with six other pilot CSPs (all together known as Wave 1a). Five more CSPs and one ICSP were then approved at the Annual Session in June 2017 (Wave 1b). Countries in these two waves are collectively known as the "pioneers". The full list of the countries with CSPs approved by the Executive Board in these waves can be found in Annex 4.

32. The introduction of pilot country portfolio budgets has required some temporary waivers to the WFP General Rules and Financial Regulations and it is expected that amendments to these regulations will be submitted to the Second Regular Session of the executive board of 2018 and, if approved will take effect from 1 January 2019.

3.3. Scope of the Evaluation

33. The evaluation will cover the parts of the IRM framework that relate to CSPs, specifically the CSP Policy as well as the relevant elements of the CRF and FFR. The evaluation will cover three interrelated components. First, the formulation and approval of the CSPs and ICSPs, which will include engagement with national and international stakeholders and the development of the NZHSR. Second, the implementation of the CSPs and ICSPs and a preliminary assessment of the likelihood of achieving the goals set out in the CSP policy, CRF and FFR as well as other ambitions expressed by WFP management. Third, the evaluation will assess the institutional arrangements for supporting formulation and implementation of the CSPs/ICSPs within the framework of the IRM, including the arrangements for learning from the CSP/ICSP formulation and implementation process and facilitating adaptation when appropriate. More details can be found in Section 4.2 on evaluation questions.

34. The distinction between formulation/approval and implementation has implications for the CSPs and ICSPs that will be covered. For the first component on formulation, it is expected that 31 CSPs and 6 ICSPs will have been formulated by the time data collection starts in March 2018. This will include those CSPs and ICSPs that will be presented to the Executive Board at the Annual Session in June 2018. For the second component, assessment of the implementation of the CSPs, only the 11 CSPs and one ICSP that started implementation by mid-2017 will be included. Annex 4 lists the countries with CSPs within the scope of the evaluation by region.

4. Evaluation Approach, Questions and Methodology

4.1. Overview of Evaluation Approach

35.   Although the evaluation includes both accountability and learning objectives, it will be formative in nature and will primarily focus on organisational learning. The CSPs are a key element of the Integrated Road Map to ensuring that WFP will be effective and efficient in its contribution to the SDGs. These lessons will therefore feed into the process of changing WFP through IRM implementation.

36.   This evaluation will follow OEV's Evaluation Quality Assurance System (EQAS) guidance for strategic evaluations. To maximise the evaluation's quality, credibility and utility, a mixed methods approach will be used with triangulation of evidence to ensure transparency, impartiality and minimise bias. The evaluation questions and sub-questions will be systematically addressed to meet both the accountability and learning goals.

37.   During the inception phase, the evaluation team will conduct an inception mission to one of the WFP Country Offices piloting the CSP to deepen its understanding of the CSP process, gather information on data availability and quality, and test data collection instruments. There will be a validation workshop following the mission as an integral part of the inception phase. The inception report will include a constructed theory of change, a detailed evaluation matrix and a description of the proposed methodological approach. An assessment of gender and equity-related data gaps will be included in the evaluation approach.

38.   The design of the evaluation is also considering the Internal Audit of the Transition to the IRM being conducted by the Office of Internal Audit of the Inspector General and Oversight Office (OIGA). There is ongoing cooperation with the OIGA during the design of both exercises, including establishing the scope of the evaluation and audit in a collaborative manner. The audit will be completed before the end of the evaluation inception phase and will therefore be able to inform the detailed design of the evaluation in the inception report. In addition, special efforts will be made to ensure, to the extent possible, that data collection efforts do not overlap and result in unnecessary burden of stakeholders. The evaluation will build on the data collected by the audit where appropriate, providing the opportunity for the evaluation to make a wider and deeper assessment than would otherwise have been possible.

39.   The evaluation will take into account the independent assessment of the CRF being managed by RMP that is also due to be completed before the end of the evaluation inception phase. At the same time, the evaluation will consider relevant parts of ongoing efforts aimed at UN reform including the 2016 Quadrennial Comprehensive Policy Review and the more recent initiatives of the UN Secretary General. Other UN initiatives that will be considered in the evaluation include evolving UN Development Group (UNDG) guidance on the UNDAF and the development of common results framework indicators across the UN development system.

4.2. Evaluability Assessment

40. The Executive Board approved documents related to the relevant components of the IRM, and the CSP Policy in particular, form the basis for identifying the expected results and assessing the evaluability of the pilot countries. These documents set out the challenges of the system that existed before as well as expected results from implementing the CSP framework. Indicators can be developed in consultation with WFP stakeholders during the inception phase to assist the evaluation. However, while this may be useful for learning, the original pilots were developed

before the approval of the CSP Policy and therefore cannot be held accountable for contributing to the expected results. In addition, the timeframe for the contribution to expected results is missing in the IRM documents including the CSP policy. In some cases, the contribution to expected results will be immediate; in others, it may be too early to assess the results of the recent changes introduced in the pilot CSPs.

41. The evaluation will build on the evidence collected through the Internal Audit of the Transition to the IRM and the independent assessment of the CRF mentioned above. It will also draw on a wide body of documentation available to the evaluation team, including a set of lessons learned that has been collected since the start of the CSP pilot process. Annex 6 contains the evaluation e-library which provides an indication of the documentation available.

4.3. Evaluation Questions

42. The evaluation will address the following questions, which will be detailed further by the evaluation team during the inception phase. Collectively, the questions aim to generate evaluation insights and evidence that will help WFP colleagues adapt the policy, processes and procedures on country strategic plans as required and strengthen their contribution to the SDGs.

43. **Question 1: What progress is observable towards the intended organisational change set out in the CSP Policy?** This would assess progress towards the specific projected results derived from the CSP Policy and listed in section 3.1 of this TOR. It would also try to identify and assess the unintended results that occur as the result of formulating, approving and implementing the CSPs. It covers both formulation and implementation of the CSPs including the relevant aspects of the FFR and CRF. The evaluation will not just be examining the CSP/ICSP itself but rather the processes and tools that surround and support the formulation and implementation of the CSP. For example, country portfolio budgets, country operation management plans, partnership action plans, and the relevant information platforms.

44. **Question 2: From what we observe of the implementation of the pilot CSPs, is WFP likely to achieve the intended long-term results envisaged in the IRM?** The second question is related to the first but would require an assessment and judgement on the likelihood of achieving these projected results. During the inception phase the evaluation team will develop a framework to set out the path between the changes introduced in the IRM and its components and the objectives of these changes. In so doing it is possible to identify assumptions and risks that can be tested and as a result an assessment can be made as to the likelihood that these objectives will be achieved.

45. **Question 3: To what extent have WFP Headquarters and regional offices undertaken appropriate processes in developing the CSP framework and provided adequate support to country offices in the formulation and implementation of the 2017 CSPs?** The question would lead to the identification of explanatory factors related to WFP Headquarters and regional office support for CSP formulation and implementation. Support would be interpreted widely to include guidance and learning materials, seminars, workshops, etc. Examination of processes could include the extent to which they are transparent, inclusive and timely.

46. **Question 4: Was WFP able to adequately capture and utilise lessons from formulation and implementation of the CSPs in a timely manner?** At the core of the IRM is a process of learning and this question assesses if lessons were learned and, if so, how they were utilised in the process of undertaking the changes envisaged and, more specifically, during the formulation and implementation of the CSPs.

47.   **Question 5: What were the country-level factors that inhibited and enhanced the achievement of the intended results?** This question captures the country level explanatory factors, some of which may be assumed in advance and others will be identified during data collection. Examples of key factors include: (a) the existence of strong and broad partnerships, identified as central to success of the CSPs in the CSP policy; (b) the ability of country office staff to adapt to the new approach in the time allowed (in terms of both capacities and mindsets); (c) the appropriateness of WFP's regional county level organisational structures; (d) the challenges to adequate resource mobilisation; (e) the national ownership of the NZHSR and its role in supporting CSP implementation through strengthening partnerships, transforming the food security and nutrition landscape and pushing SDG implementation forward; (f) whether the data processes and systems in place will enable WFP to sufficiently monitor, measure and demonstrate achievement of strategic outcomes and WFP contribution to SDGs, and; (g) the extent to which the different CSP elements, including the relevant elements of the FFR and CRF, were aligned and how they have been influencing each other in terms of CSP design and implementation.

48.   **Question 6: What opportunities and risks have been encountered that could influence results from future implementation of the CSP framework?** Based on the formulation and implementation experience to date, the question would help understand the potential risks and opportunities for both processes in future rounds of CSPs.

49.   The detailed sub-questions that will be developed during the inception phase will also be listed in an evaluation matrix linking the questions/sub-questions to the data sources and data collection methods.

4.4. Methodology

50. The evaluation will employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), efficiency, effectiveness, impact, sustainability and connectedness. It will also examine the extent to which gender and equity dimensions are integrated into WFP's policies, systems and processes. The methodology should:

- Build on the logic that is the basis of the new strategic direction and its objectives;

- Be geared towards addressing the evaluation questions presented in section 4.3.

- Take into account the limitations to evaluability pointed out in 4.2 as well as budget and timing constraints.

51. The methodology should also demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups) and using a mixed methodological approach (e.g. quantitative, qualitative) to ensure triangulation of information collected through a variety of means. The sampling technique to impartially select stakeholders to be interviewed should be specified in the inception report. The evaluation will employ multiple methods of data collection including interviews, desk reviews and surveys. Desk reviews will cover a wide variety of background material available including related assessments such as strategic reviews. An initial mapping of relevant documents can be found in the evaluation e-library in Annex 6.

52.   Within the time available for data collection, of the 12 countries that will be studied for CSP/ICSP implementation, six will have field missions, five will be undertaken by desk review and telephone interviews, and one will be covered by an inception mission. For the larger number of countries that can be studied for CSP/ICSP formulation, most will be covered by desk review and telephone interviews but with missions to three of the countries. All six regional Bureaus will also

be visited. The selection of countries will be purposive but drawing on a number of criteria in order to achieve a representative sample to the extent possible and ensure that specific contexts are covered.

53. The criteria for identifying the countries are listed in Annex 5 together with the tentative list of countries selected. First, criteria indicating where it is necessary to include at least one of certain types of country. These include at least one: (a) ICSP; (b) emergency context; (c) new emergency since the start of the CSP, and; (d) Delivery as One (DAO) country. Based on these criteria, Bangladesh (new emergency since the start of the CSP) and Sudan (the only ICSP in the group) were selected. Second, criteria indicating where it was important to achieve balance, to the extent possible. These include a balance of countries within regions, national income categories and sizes of the WFP portfolio. Since the regional bureaus in Cairo and Nairobi will be visited, this will also allow examination of the CSP formulation in Egypt and Kenya. The third country with a CSP/ICSP formulated but not yet started implementation will be selected form the West Africa region to ensure that all regions are covered by at least one mission.

4.5. Quality Assurance

54. WFP's evaluation quality assurance system (EQAS) is based on the UNEG norms and standards and good practice of the international evaluation community. It sets out processes with in-built steps for quality assurance and templates for evaluation products. It also includes quality assurance of evaluation reports (inception, full and summary reports) based on standardised checklists. EQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team. There will be two levels of quality assurance used in the evaluation process. This quality assurance process does not interfere with the views and independence of the evaluation team, rather it ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.

55. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases.

5. Organisation of the Evaluation

5.1. Phases and Deliverables

56. In order to present the evaluation to the Executive Board Second Regular Session in November 2018, the following timetable will be used.

Table 8. Timeline summary of the key evaluation milestones

Main Phases	Timeline	Tasks and Deliverables
1.Preparatory	September to December 2017	Last draft and final TOR Selection of evaluation team, contract and briefing.
2. Inception	January and February 2018	Evaluation team meeting at Headquarters Inception mission Inception report

Main Phases	Timeline	Tasks and Deliverables
3. Fieldwork	March and April 2018	Evaluation missions and data collection. Exit debriefing at Headquarters Analysis
4. Reporting/ Reviews	May to August 2018	Report drafting Comments process Final evaluation report Learning workshop
5. Executive Board follow up. For EB.2/2018 (November)	September to November 2018	Summary evaluation report editing/evaluation report formatting Management response and Executive Board preparation Dissemination event

5.2. OEV Roles and Responsibilities

57. This evaluation is managed by OEV. Michael Reynolds, Senior Evaluation Adviser (consultant) has been appointed as evaluation manager. In a departure from the usual management arrangements for a strategic evaluation, the evaluation team will have two co-team leaders, one of whom will be the OEV evaluation manager. These arrangements have been put in place to ensure that the evaluation is conducted on a timely basis and is anchored in the realities of WFP. The evaluation manager is responsible for drafting the TOR; selecting and contracting the evaluation team; preparing and managing the budget; setting up the review group; organising the team briefing in Headquarters; assisting in the preparation of the field missions; conducting ongoing quality assurance of the evaluation products and consolidating comments from stakeholders on the various evaluation products.

5.3. Evaluation Team Composition

58. Evaluation team members with appropriate evaluation and technical capacities will be hired to undertake the evaluation. The co-team leaders bear ultimate responsibility for all team outputs, overall team functioning, and client relations. The OEV evaluation manager/co-team leader brings extensive experience of evaluation in the UN system including of strategic evaluations and evaluation of UN work at the country level.

59. The other co-team leader position requires a minimum of 15 years' experience in evaluation, with extensive experience in strategic-level evaluations. Knowledge/experience of humanitarian and development contexts and of the UN system is essential. Understanding of strategic planning, accountability systems and organisational change, preferably in UN contexts, is also important. The co-team leader must also have experience in leading teams, excellent analytical and communication skills (written and verbal) and demonstrated skills in mixed qualitative and quantitative data collection and analysis techniques. The primary responsibilities of the co-team leaders will be:

- setting out the methodology and approach in the inception report
- guiding and managing the team during the inception and evaluation phase and overseeing the preparation of working papers
- consolidating team members' inputs to the evaluation products
- representing the evaluation team in meetings with stakeholders

- delivering the inception report, draft and final evaluation reports (including the Executive Board summary report) and evaluation tools in line with agreed EQAS standards and agreed timelines.

60.   Members of the evaluation team, including the evaluation manager, will not have been involved in the design, implementation or monitoring of any programme for WFP or any of its key collaborating partners nor have any conflicts of interest. The evaluation manager/co-team leader will also be the main interlocutor between the rest of the evaluation team and WFP counterparts to ensure a smooth implementation process.

61.   The evaluation team should have strong capacity in conducting global, thematic evaluations that incorporate country-level studies and in the use of mixed methods in evaluation. The team will be multi-disciplinary including an appropriate balance of extensive knowledge, skill and expertise in evaluating organisational strategies at global and country levels as well as in analysis and synthesis of both qualitative and quantitative data and information. Across the team there must be a good understanding of global UN policy architecture and humanitarian institutional architecture. Team members must have experience with development or humanitarian contexts, and preferably the team will include at least one or two members who know both contexts.

62. Other specific skills necessary across the team include experience with organisational change, human resource systems, performance measurement, data systems and results-based management in a UN context. Between the team members, there should be qualifications, knowledge and/or considerable experience of the following technical areas related to WFP's mandate: food security; nutrition; gender; livelihoods, and; capacity development.

63.   The evaluation team must ensure a gender equality and equity focus in all phases of its implementation. The team itself should comprise men and women of mixed cultural backgrounds. A core team of between 4 and 6 people is expected including the two co-team leaders. When conducting country studies, core team members should be complemented by national expertise. The team members should be able to communicate clearly both verbally and in writing in English. The team should also have additional language capacities (specifically, French and Spanish). The evaluation team members should:
- contribute to the design of the evaluation methodology in their area of expertise
- undertake documentary review prior to fieldwork
- conduct field work to generate additional evidence from a cross-section of stakeholders, including carrying out site visits, collect and analyse information
- participate in team meetings with stakeholders
- prepare inputs in their technical area for the evaluation products
- contribute to the preparation of the evaluation report.

64.   Support will be provided by OEV to collect and compile relevant documentation not available in public domain, facilitate the evaluation team's engagement with respondents and provide support to the logistics of field visits. A Research Analyst has been recruited to perform these tasks.

5.4. WFP Roles and Responsibilities

65. WFP stakeholders at country office, regional bureau and headquarters levels are expected to provide information necessary to the evaluation; be available to the evaluation team to discuss the programme, its performance and results; facilitate the evaluation team's contacts with

stakeholders for country visits; set up meetings and field visits, organise for interpretation if required and provide logistic support during the fieldwork. A detailed consultation schedule will be presented by the evaluation team in the inception report. To ensure the independence of the evaluation, WFP staff will not participate in meetings where their presence could bias the responses of the stakeholders.

5.5. Evaluation governance

66. WFP colleagues from the key divisions and offices will be asked to be members of the Internal Reference Group (IRG). A small number of external experts from other UN development system entities with experience of country-level programming, as well as from academia, research institutes, international NGOs and foundations will be invited to be members of an Expert Advisory Group (EAG). Members of both groups will be requested to review and provide comments on the draft inception and evaluation reports. Attention will be paid to ensure gender balance in the IRG and EAG.

5.6. Communication

67. Emphasising transparent and open communication, the evaluation manager will ensure consultation with stakeholders on each of the key evaluation phases. The evaluation TOR and relevant research tools will be summarised to better inform stakeholders about the process of the evaluation and what is expected of them. In all cases the stakeholders' role is advisory. Briefings and de-briefings will include participants from country, regional and global levels. Participants unable to attend a face-to-face meeting will be invited to participate by telephone. A Communication and Learning Plan for the Evaluation can be found in Annex 2. A more detailed plan for the findings and evaluation report will be drawn up by the evaluation manager during the inception phase, based on the operational plan for the evaluation contained in the inception report.

68. OEV will make use of a file sharing platform (Dropbox) to assist in communication and file transfer with the evaluation teams. In addition, regular teleconference and one-to-one telephone communication between the evaluation manager and the rest of the evaluation team will assist in discussion of any issue. The main deliverables during the evaluation phase will be produced in English. Should translators be required for fieldwork, the evaluation team will make the necessary arrangements and include the cost in the budget proposal.

69.   After completion of the field work, OEV will organise an exit de-briefing with internal stakeholders to discuss the draft evaluation findings (April/May 2018). After the completion of the evaluation report a learning workshop will be organised to discuss findings, conclusions and recommendations among a wide range of interested WFP stakeholders (August/September 2018).

70. The Summary Evaluation Report together with Management Response will be presented to WFP's Executive Board in all official WFP languages in November 2018. OEV will ensure dissemination of lessons through the annual evaluation report, presentations in relevant meetings, WFP internal and external web links. In addition, a specific dissemination event will be organised to engage with WFP staff and external stakeholders on the evaluation and facilitate further utilisation of the evaluation findings and conclusions. The country offices and regional Bureaus are encouraged to circulate the final evaluation report to external stakeholders.

5.5. Budget

71. The evaluation will be financed from OEV's Programme Support and Administrative budget.

Annex B Data

Table 9. Summary of the country strategic plan framework

Response	Requirements	Initial duration	Approval	Review	Revision
1) Country Strategic Plan					
Country strategic plan (CSP) informed by national zero hunger strategic review	National zero hunger strategic review assessments and consultations	Up to five years	Executive Board, any session	s-PRP & e-PRP	Executive Board, for additional or deletion of strategic outcomes, except for emergency responses, including service provision, strategic outcomes. Emergency responses are approved by Executive Director and if required, FAO Director-General (emergency response template).
Interim country strategic plan (ICSP)	Assessments and consultations	Up to three years	Executive Board, any session	s-PRP & e-PRP	Other revisions approved in line with applicable general regulations and rules governing delegation of authority (CSP revision template)
Transitional ICSPs	ICSP or CSP not ready for approval by February 2018; project documents cover duration, budget and activities of transitional ICSP	Up to 18 months	Executive Director	Consolidated e-PRP focused on strategic and technical alignment with IRM components (concept note); s-PRP if requested by the Regional Director, Chief of Staff or Director of Programme and Policy; regular e-PRP (together with required budget revisions wherever possible)	All revisions to ICSPs are approved by the Executive Director (i.e. during their initial 18 months). Unforeseen emergency responses would be embedded into the ICSP through the addition or augmentation of an emergency-focused strategic outcome to be approved by the Executive Director and, if required, the FAO Director-General.
Special circumstances					
Technical assistance	Technical assistance from a country where WFP has no operational presence	Up to three years	Executive Director; unless host government elects to have CSP/strategic outcome approved by EB	s-PRP & e-PRP	Executive Director; unless host government elects to have CSP/strategic outcome approved through the regular CSP approval process
CSP/SO funded entirely by host country	CSP/new strategic outcome entirely funded by the host country	Up to five years		s-PRP & e-PRP	

Limited emergency operation	An unforeseen and sudden-onset emergency may occur in countries where WFP does not have an operational presence or a country framework.	Up to six months	Executive Director and, if required, the strategic outcomes specific to such emergency responses will be approved by Director-General of FAO.	e-PRP	Executive Director and, if required, the strategic outcomes specific to such emergency responses will be approved by Director-General of FAO.

Table 10.   Country strategic plans and interim country strategic plans by region

EB Session	Wave	Regional Bureau						No.
		Bangkok	**Cairo**	**Dakar**	**Johannesburg**	**Nairobi**	**Panama**	
EB.1 2017	**Original pilots**	Bangladesh Indonesia			Zimbabwe		Colombia	4
EB.1 2017	**Other Wave 1a**	China Lao People's Democratic Republic					Ecuador El Salvador	4
EB.A 2017	**Wave 1b**		_Sudan_ Lebanon	Cameroon	Mozambique Namibia Tanzania			6
EB.2 2017	**Wave 2**	Myanmar Sri Lanka	Kyrgyzstan State of Palestine _Iran_	_Central African Republic_	_Democratic Republic of the Congo_	Uganda _South Sudan_	Guatemala Peru	11
EB.1 2018	**Wave 2**	Pakistan Timor-Leste	Tunisia			_Burundi_	Honduras	5
EB.A 2018	**Wave 3**	Afghanistan Philippines	Egypt			Kenya	Bolivia	5
EB.2 2018	**Wave 3**	India Nepal	Sudan _Syria_ _Yemen_	Burkina Faso Chad Ghana Mauritania Senegal The Gambia	Rwanda _Somalia_			13
No of approved CSPs/ICSPs	Number	12	9	8	5	6	7	47
	As % of total countries in the region	80%	50%	42%	45%	75%	64%	57%
2019		Bhutan Cambodia DPRK	Algeria Armenia Iraq Jordan _Libya_ Morocco Tajikistan _Turkey_	Benin Cote D'Ivoire Guinea Guinea-Bissau Liberia Mali Niger Nigeria Sao Tome Sierra Leone Togo	Republic of Congo Eswatini Lesotho Madagascar Malawi Zambia	Djibouti Ethiopia	Cuba Dominican Republic Haiti Nicaragua	34

Table 11.   Alignment of country strategic plans with UNDAF cycles

Country	Region	Wave	EB	CSP/ICSP		UNDAF		Difference	
				Start	Finish	Start	Finish	Start	Finish
Afghanistan	RBB	Wave 3	EB.A/2018	18	22	15	19	3	3
Bangladesh	RBB	Wave 1A	EB.1/2017	17	20	17	20	0	0
Bolivia	RBP	Wave 3	EB.A/2018	18	22	18	22	0	0
Cameroon	RBD	Wave 1B	EB.A/2017	18	20	18	20	0	0
China	RBB	Wave 1A	EB.1/2017	17	21	16	20	1	1
Colombia	RBP	Wave 1A	EB.1/2017	17	21	15	19	2	2
Ecuador	RBP	Wave 1A	EB.1/2017	17	21	15	18	2	3
Egypt	RBC	Wave 3	EB.A/2018	18	23	18	22	0	1
El Salvador	RBP	Wave 1A	EB.1/2017	17	21	16	20	1	1
Guatemala	RBP	Wave 2	EB.2/2017	18	21	15	19	3	2
Honduras	RBP	Wave 2	EB.1/2018	18	21	17	21	1	0
Indonesia	RBB	Wave 1A	EB.1/2017	17	20	16	20	1	0
Kenya	RBN	Wave 3	EB.A/2018	18	23	14	18	4	5
Kyrgyzstan	RBC	Wave 2	EB.2/2017	18	22	18	22	0	0
Laos	RBB	Wave 1A	EB.1/2017	17	21	17	21	0	0
Lebanon	RBC	Wave 1B	EB.A/2017	18	20	17	20	1	0
Mozambique	RBJ	Wave 1B	EB.A/2017	17	21	17	20	0	1
Myanmar	RBB	Wave 2	EB.2/2017	18	22	18	22	0	0
Namibia	RBJ	Wave 1B	EB.A/2017	17	22	14	18	3	4
Pakistan	RBB	Wave 2	EB.1/2018	18	22	18	22	0	0
Sri Lanka	RBB	Wave 2	EB.2/2017	18	22	18	22	0	0
Peru	RBP	Wave 2	EB.2/2017	18	22	17	21	1	1
Philippines	RBB	Wave 3	EB.A/2018	18	23	12	18	6	5
State of Palestine	RBC	Wave 2	EB.2/2017	18	22	18	22	0	0
Tanzania	RBJ	Wave 1B	EB.A/2017	17	21	16	21	1	0
Timor-Leste	RBB	Wave 2	EB.1/2018	18	20	15	19	3	1
Tunisia	RBC	Wave 2	EB.1/2018	18	22	15	20	3	2
Uganda	RBN	Wave 2	EB.2/2017	18	22	16	20	2	2
Zimbabwe	RBJ	Wave 1A	EB.1/2017	17	21	16	20	1	1

Table 12.   Alignment of country strategic plans with UNDAF cycles: summary by regional bureau

	RBB	RBC	RBD	RBJ	RBN	RBP	Total	%
Aligned	5	2	1	0	0	1	9	31
Same end year	1	1	0	1	0	1	4	14
Same start year	0	1	0	1	0	0	2	7
Different end and start years	4	1	0	2	2	5	14	48
Total	**10**	**5**	**1**	**4**	**2**	**7**	**29**	**100**

Table 13.   Activities contributing to strategic result 1-4 and to strategic result 5-8 by approved country strategic plan

Country	A Activities contributing to SRs 1 to 4	B Activities contributing to SR 5-8	A+B Total activities	B as % of A
Bangladesh	9	4	13	31%
Cameroon	9	3	12	25%
China	3	5	8	63%
Colombia	8	2	10	20%
Ecuador	6	2	8	25%
El Salvador	10	2	12	17%
Honduras	5	2	7	29%
Indonesia	4	0	4	0%
Kyrgyzstan	5	2	7	29%
Laos	7	3	10	30%
Lebanon	5	1	6	17%
Mozambique	6	1	7	14%
Myanmar	8	0	8	0%
Namibia	2	2	4	50%
Pakistan	7	1	8	13%
State of Palestine	1	2	3	67%
Peru	1	2	3	67%
Sri Lanka	8	0	8	0%
Tanzania	6	3	9	33%
Timor-Leste	2	2	4	50%
Tunisia	0	1	1	100%
Uganda	7	3	10	30%
Zimbabwe	8	5	13	38%
Burundi	7	1	8	13%
Cen. African Rep.	7	4	11	36%
Dem. Rep. Congo	7	4	11	36%
Iran	2	0	2	0%
South Sudan	4	2	6	33%
Sudan	12	3	15	20%
Guatemala	5	1	6	17%
Grand Total	**372**	**133**	**505**	**26%**

Source: CBP Project Plan Details, report 22 May 2018.

Table 14.   Number of activities by interim country strategic plan and mean per region

	CSP	ICSP	Activities	Mean
RBB				
Bangladesh	x		13	
China	x		8	
Indonesia	x		4	
Laos	x		10	7.9
Myanmar	x		8	
Pakistan	x		8	
Sri Lanka	x		8	
Timor-Leste	x		4	
RBC				
Iran		x	2	
Kyrgyzstan	x		7	
Lebanon	x		6	5.7
Tunisia	x		1	
State of Palestine	x		3	
Sudan		x	15	
RBD				
Cameroon	x		12	11.5
Central African Republic		x	11	
RBJ				
Dem. Rep. Congo		x	11	
Mozambique	x		7	
Namibia	x		4	8.8
Tanzania	x		9	
Zimbabwe	x		13	
RBN				
Burundi		x	8	
South Sudan		x	6	8
Uganda	x		10	
RBP				
Colombia	x		10	
Ecuador	x		8	
El Salvador	x		12	7.7
Guatemala	x		6	
Honduras	x		7	
Peru	x		3	
Mean for all CSPs				**8.1**

Source: CBP Project Plan Details, report 22 May 2018.

The data shown in Table 15 to Table 19 below are drawn from the system for project approval tracking matrices prepared by the Operations Management Support Unit. In these tables, the approval date used is the date of final approval. The approval authority (which may be the Country Director, Regional Director, Executive Director, FAO Director-General or WFP Executive Board) varies with the type of operation and the size of the budget revision.

Table 15. **Working days for approval of new EMOPs and LEOs through the system for project approval, 2017 and 2018**

	Working days between submission by CO and approval	
	2017 (EMOPs)	2018 (LEO)
Minimum	6	9
Maximum	26	9
Average	15	9
No. of EMOPs/LEOs	8	1

Source: OMS data, July 2018.

Table 16. **Working days for approval of budget revisions for emergency operations through the system for project approval, 2017 and 2018**

	Working days between submission by CO and approval	
	2017	2018
Minimum	4	11
Maximum	53	35
Average	25	24
No. of BRs	9	4

Source: OMS data, July 2018.

Table 17. **Working days for approval of budget revisions for country strategic plans through the system for project approval,**[28] **2017 and 2018**

	Working days between submission by CO and approval	
	2017	2018
Minimum	9	25
Maximum	15	51
Average	12	35
No. of BRs	2	7

Source: OMS data, July 2018.
Note: This table refers to revisions of CSPs for crisis response and "complex revisions".[29]

---

[28] Data do not include BRs for CSPs that did not go through the project review process. The BR may have been approved by the Country Director or Regional Director, and/or the review process was waived.
[29] "Complex revisions" are budget revisions affecting more than one focus area. For this analysis, all complex revisions affecting the "crisis response" component were taken into consideration.

Table 18.   **Working days for approval of new IR-EMOPs and IR-PREPs, 2017 and 2018**

	Working days between submission by CO and approval	
	2017	**2018**
Minimum	1	1
Maximum	24	14
Average	6	6
No. of IR-EMOPs/IR-PREPs	20	5

Source: OMS data, July 2018.
Note: This table refers to approval of new IR-EMOPS and immediate response account for preparedness facilities (IR-PREPs), without going through the system for project approval.

Table 19.   **Working days for approval of budget revisions for EMOPs and IR-EMOPs, 2017 and 2018**

	Working days between submission by CO and approval	
	2017	**2018**
Minimum	1	1
Maximum	33	8
Average	5	3
No. of EMOPs/IR-EMOPs	20	10

Source: OMS data, July 2018.
Note: This table refers to budget revisions for EMOPs and IR-EMOPs, without going through the system for project approval.

Annex C Methodology

Methodological approach

1. The methodological approach to this formative evaluation complied with Section 4.1 of the ToR (Annex A) and, as required there, was tested and validated during and after the inception mission to Tanzania. The methodology is challenging in that this is an evaluation of the pilot application of the Policy on Country Strategic Plans (WFP, 2016b), in the context of the Integrated Road Map and two of its other key components, the Financial Framework Review and the Corporate Results Framework (2017-2021). The Policy on the Country Strategic Plan sets out its projected results but does not detail any kind of logic chain or theory of change. Nor does the Integrated Road Map, although various statements of its intended impact are available (WFP, 2017e). The Financial Framework Review is more than a review; it is a plan for fundamental change to approaches, systems and procedures in funding, budgeting and accounting for the work of WFP. While its intended benefits are clear, it lacks a simple statement of expected causality and supporting assumptions. The alignment of the Strategic Plan (2017–2021) with the Sustainable Development Goals (SDGs) and the revision of the WFP financial framework present an opportunity for better integration of strategic results and management performance through the corporate results framework.

Figure 6 Schematic overview of the theory of change

Figure 7 Theory of change for country strategic plan pilots

Organisational innovations	Organisational change processes	Organisational outcomes	Organisational goal
1. A country-owned NZHSR process and report	**Global/Regional level**	1. Improved alignment with national policies and priorities, including national SDG targets	WFP able to provide more effective and efficient support to help countries achieve their national SDGs, prioritizing SDG 2 and SDG 17
2. A multi year strategic, programmatic and governance document covering all of WFP's work in a country	Organisational restructuring	2. Strengthened harmonization with United Nations entities and processes	
3. A mechanism for integrating unforeseen and sudden onset emergency response operations within the CSP	Revision of operating systems	3. Flexibility to plan for and respond to dynamic operational contexts	
	Guidelines		
	Revision of procedures		
4. Strategic Outcomes linked to focus areas	Training	4. Better linking humanitarian and development work	
	Communications planning, delivery	5. Strengthened approach to gender equality and other cross-cutting issues	
5. Country Portfolio Budget encompassing all operations	Ongoing interaction with UN system	6. Simpler, more predictable resource allocation	
6. Simplified, consolidated annual planning and reporting process	Monitoring, assessment of lessons, adjustments	7. Improved visibility and communication	
	Country level	8. Reduced transaction costs	
7. Resource-based planning	Consultation with govt., UN, donors	9. Enhanced performance management, reporting and accountability, with a stronger focus on results	
8. Macro-advance financing	NZHSR preparation		
9. Partnership plans	Organisational restructuring		
10. Mandatory evaluations, evaluation plans and budgets	Training	10. Stronger and broader partnerships	

2.   The proposed evaluation approach, therefore, focuses on the process of organizational change that the adoption and implementation of the Policy on Country Strategic Plans entails, framed as it is by other elements of the Integrated Road Map. Review of the documentation and preliminary discussions led to the formulation of a theory of change that represents, in schematic and general terms, the stages of this process.

3.   Figure 6 presents a schematic overview of this theory of change, and Figure 7 shows it in more detail. Unlike a typical theory of change for a development intervention, this theory of change summarizes the organizational innovations that WFP has adopted. Through a series of organizational change processes, these innovations should contribute to the intended organizational outcomes, which should result in achieving the organizational goal: a WFP that can provide more efficient and effective support to countries in achieving the SDGs, giving priority to SDG 2 and SDG 17, while recognizing that all SDGs are interconnected. This is not a directly causal relationship in the sense that, in a conventional theory of change, inputs lead to outputs. Instead, it is an instrumental relationship: the change processes are the means whereby WFP converts its organizational innovations into organizational outcomes.

4.   The following notes amplify the ten innovations shown in Figure 7:

1. **A country-owned NZHSR process and report**: The theory of change advocates an open, inclusive and consultative review that should provide a comprehensive analysis of the challenges faced by the country in achieving zero hunger by 2030.

2. **A multi-year strategic, programmatic and governance instrument covering all WFP work in a country**: Replacing the previous suite of project documents, the single country strategic plan will cover all of WFP activities in a country over a period of up to 5 years.

3. **A mechanism for integrating unforeseen and sudden onset emergency response operations within the country strategic plan framework**: Existing emergency responses mechanisms will be embedded in the country strategic plan but for unforeseen and sudden onset emergencies there will be an added or augmented strategic outcome specific to the emergency.

4. **Strategic outcomes linked to focus areas**: The strategic outcomes are linked to three corporate focus areas – "crisis response", "resilience building" and "response to root causes" of vulnerability.

5. **Country portfolio budget encompassing all operations**: The redesigned budget structure replaces the current project-based structure to support the country portfolio approach.

6. **Simplified, consolidated annual planning and reporting process**: The country operations management plan (COMP) forms the basis of the annual planning cycle. The annual country report allows country level performance reporting.

7. **Resource-based planning:** This type of planning makes the distinction between needs and resources.

8. **Macro-advance financing**: Macro-advances are linked to the level of resources that a country office expects for a given year.

9. **Partnership action plans:** These plans are not compulsory but are intended to inform the strategic analysis of partnerships and prioritized partner engagement in country offices.

10. **Mandatory evaluations, evaluation plans and budgets:** Mandatory evaluation of the country strategic plans and evaluations are embedded in documents and budgets.

5.   The regional bureaux have been active in supporting the country offices and are included in the generic wording of the change processes in Figure 7. In addition to the Integrated Road Map initiatives listed in Section 1.2 above, WFP made institutional arrangements including establishing the Integrated Road Map Implementation Division at headquarters and appointing Integrated Road Map coordinators in the regional bureaux. Also, at headquarters, a country strategic plan team in OSZ has been providing support to country offices in areas such as setting up the NZHSRs, facilitation of country strategic plan formulation and mobilizing support from both inside and outside WFP.

6.   The organizational outcomes posited in the theory of change are detailed below. They are a blended summary of the intended organizational change resulting from the country strategic plan approach as stated in: the Policy on Country Strategic Plans (including those quoted in paragraph 25 above); WFP statements on the benefits of the Integrated Road Map (see Section 1.2 above); and the stated goals of the Financial Framework Review (WFP, 2016d). Some key elements of the Integrated Road Map that influence the implementation of the Policy on Country Strategic Plans are not directly stated in the list of that policy's projected results. But, as explained to the internal reference group (paragraph 3 below), the theory of change and the evaluation are more useful if they refer to them. The organizational outcomes in the theory of change are:

1. **Improved alignment with national policies and priorities, including national SDG targets:** The country strategic plan is expected to improve alignment with national policies and priorities, partly though ensuring strong national ownership of the NZHSR and partly through the process of national engagement in the development of the country strategic plan document itself (WFP, 2016b: 15).

2. **Strengthened harmonization with United Nations entities and processes:** By aligning the country strategic plan with broader United Nations development assistance frameworks, WFP should contribute to a more integrated and harmonized United Nations system of support for national development. The country strategic plan, and in particular, the NZHSR process, should facilitate greater coherence among the Rome-based agencies in their contribution to eliminating hunger (WFP, 2016b: 15-16).

3. **Maintaining and enhancing emergency response capacity:** At inception, this organizational outcome was posited in terms of flexibility to plan for, and respond to, dynamic operational contexts, while better linking humanitarian and development work. This is how the Policy on Country Strategic Plans describes one of the ways in which the country strategic plan approach would make WFP assistance more efficient and effective. By making country strategic plans context-specific and introducing flexible programming and budgeting mechanisms, WFP should be able to better respond to changes in the contexts in which it works, including sudden onset emergencies (WFP, 2016b: 15). Later, it was decided to focus this specification of an organizational outcome on the policy's statements about maintaining and enhancing WFP emergency response category (Section 2.4, paragraph 68 above), and to assess issues of flexibility in terms of organizational outcome 6 below.

4. **Better links between humanitarian and development work:** By taking a holistic approach across the whole WFP portfolio in a country, the country strategic plan should facilitate more strategic linkages between humanitarian and development work (WFP, 2016b: 15, 18).

5. **Strengthened approach to gender equality and other cross-cutting issues:** By taking a strategic approach across the whole WFP portfolio in a country, the country strategic

plan should allow more effective support for advancing gender equality (as an end in itself and for food security and nutrition outcomes), and other cross-cutting issues (WFP, 2016b: 21).

6. **Predictability and flexibility of resource allocation:** As noted under outcome 3 above, it was decided to assess progress towards the aim of enhanced flexibility in resource allocation in terms of this outcome. Through the reforms introduced by the Financial Framework Review, country strategic plans were intended to "increase the predictability of resources so that country offices can: optimize operational efficiency and effectiveness; increase flexibility with a view to improving responses to operational needs and maintaining discipline in financial management, reporting and analysis; enhance accountability by linking resource management to performance outcomes; and simplify the resource management framework" (WFP, 2016d: 20).

7. **Improved visibility and communication:** With a country strategic plan WFP should be able to clearly articulate its specific contribution to national development efforts as well as set out its strategic positioning in the country. "The approach helps WFP to articulate its specific contribution to national efforts and reposition itself at the country level. Through the country strategic planning process, governments and development partners have greater understanding of the WFP multifaceted mandate and are increasingly involving WFP in policy and programme dialogue across the humanitarian–development spectrum. This enhanced positioning and visibility is enabling WFP to communicate its value added to all stakeholders" (WFP, 2016b: 15).

8. **Reduced transaction costs:** With regards to reducing transaction costs, there are two parts to the organizational outcome: (i) transaction costs associated with oversight and approval processes at the Executive Board should be reduced through implementation of the country strategic plan framework; (ii) though replacing individual projects with integrated operational support, technical assistance, performance management and resource mobilization, the country strategic plan should reduce transaction costs at all levels of the organization (WFP, 2016b: 15).

9. **Enhanced performance management, reporting and accountability, with a stronger focus on results:** The country strategic plan should be able to better articulate the links between resources and results and therefore improve reporting on results. This should lead to both a stronger focus on higher level results and greater accountability to stakeholders. The country strategic plan should also allow more effective and strategic evaluations across the whole portfolio (WFP, 2016b: 16).

10. **Stronger and broader partnerships**: Through a combination of many of the outcomes above, the country strategic plan should result in more effective partnerships that span humanitarian and development contexts (WFP, 2016b: 16-17).

7. The outcomes identified are meant to serve as a meaningful outline of the organizational improvements that should flow from the process of organizational change under review: to quote UNDG again, "changes in the institutional and behavioural capacities for development conditions that occur between the completion of outputs and the achievement of goals" (UNDG, 2011: 7).

8. The statement of the organizational goal quoted above corresponds to the United Nations Development Group (UNDG) definition of a goal: "a specific end result desired or expected to occur as a consequence, at least in part, of an intervention or activity. It is the higher order objective that will assure national capacity building to which a development intervention is intended to

contribute" (UNDG, 2011: 7). The link between the organizational outcomes and the organizational impact is not assessed. Rather, the justification for a linkage between the two comes from the various documents that show that these organizational outcomes are necessary preconditions for the effective and efficient working of a United Nations entity. Such documents include the 2030 Agenda (United Nations, 2015), the Quadrennial Comprehensive Policy Review (QCPR: United Nations, 2016), the Grand Bargain (United Nations *et al.*, 2016) and the commitment to New Way of Working (OCHA, 2017).

9.   The main purpose of developing this theory of change is to present the main elements of the logic chain and to identify the assumptions underlying the design and pilot implementation of that process. This in turn informs the choice of sub-questions that will elaborate the six key evaluation questions (EQs) set out in the evaluation matrix (Annex D). The change processes are intended to be instrumental in converting the innovations into organizational outcomes. Much of the evaluation's focus is on their effectiveness in doing so, although other factors may affect the achievement of these results. For example, the WFP country strategic plan process is not the only influence in the United Nations system that may contribute to strengthened harmonization with United Nations entities and processes. Inevitably, assessment of these causal relationships – factors within and beyond the theory of change – must be largely qualitative. With judicious selection of informants and questions, combined with careful triangulation, it can nevertheless be accurate.

10.   The identification of assumptions in the country strategic plan process and its Integrated Road Map context has been done in two ways. First, a number of generic assumptions were identified from a basic review of the design and intentions of the Integrated Road Map, the Policy on Country Strategic Plans and the pilot country strategic plans, set against a general understanding of the organizational and institutional character of WFP. Second, the evaluation team explored the causal relationships between specific organizational innovations and a number of organizational outcomes, through various change processes. Interrogating those intended relationships helped to identify the assumptions implicit in their design. Sometimes, those assumptions were found to overlap with the generic ones already identified. In other cases, the analysis helped to identify additional assumptions whose validity the evaluation sub-questions should test. This exercise supported the development of sub-questions, measures and indicators for inclusion in the evaluation matrix (Annex D).

11.   The generic assumptions underlying the whole theory of change refer to factors like: perceived incentives to change; availability of resources; effective leadership; consensus and harmony among decision-makers and formulators of policy and procedures; clear and thorough communication; effective change management, including training and restructuring; acceptance of the changes by national governments, United Nations system partners and funding agencies; and ability, at minimum, to maintain WFP emergency response capacity and effectiveness while adopting the country strategic plan approach.

12.   The terms of reference for this evaluation require a gender equality and equity focus in all phases of their implementation, with assessment of the extent to which gender equality and equity dimensions are integrated into WFP policies, systems and processes (ToR, paragraph 50 and paragraph 63, Annex A). These requirements were met primarily by determining the way in which the country strategic plan process has facilitated or impeded implementation of WFP commitment to integrate gender in all of its work and achievement of the objectives of the WFP Gender Policy (2015-2020) (paragraph 10, Section 1.1 above). To do this, country missions and desk studies reviewed ICSPs/CSPs and draft ICSPs/CSPs to determine the extent to which gender has been substantively mainstreamed into WFP operations, moving beyond the predominantly quantitative counting of women and men that often characterized earlier work. They

supplemented this documentary analysis with interviews with WFP employees at country office, regional bureau and headquarter levels. The interview guides used are shown at Annex I.

13.   As required by the terms of reference, the evaluation applied relevant internationally agreed evaluation criteria. The evaluation team was guided by the definitions of these criteria that are used by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD). The evaluation matrix is not structured around the Development Assistance Committee evaluation criteria, because of the nature of the evaluation questions posed by the terms of reference, which focus on short- and long-term, global and country-level aspects of an organizational change process. For this strategic evaluation of the country strategic plan pilots and associated experience, the focus was on the effectiveness of the country strategic plan process (to date, and anticipated) in achieving the intended organizational outcomes. This linked into pertinent aspects of organizational efficiency; and the entire enquiry is framed by its concern with the sustainability of the changes being introduced.

Evaluation questions

14.   Alongside identification of causal links and assumptions underlying the theory of change, preparation of the evaluation matrix (Annex D) began with review of the six questions posed by the terms of reference. To guide the structure of the evaluation report, the evaluation team adopted a different sequence for the evaluation questions than that set out in the terms of reference. EQ 2 in the terms of reference, looking to the longer term, is best placed last in the list. Original EQ 4 about capturing and using lessons from country strategic plan implementation experience is most logically placed after original EQ 5 on country-level factors. Annex D shows the revised sequence, to which the following paragraphs refer.

15.   In response to clarification questions posed by WFP stakeholders, the evaluation team identified some potential changes to the wording of the evaluation questions listed in the terms of reference, specifically, EQ 1 and EQ 2. The first refers to the "intended organizational change set out in the Policy on Country Strategic Plans" and the second to the "intended long-term results envisaged in the Integrated Road Map". As explained in paragraph ¶6 above, the evaluation team used both sources to develop an integrated set of organizational outcomes for use in the theory of change. The evaluation team therefore changed the wording in both evaluation questions to "intended organizational change set out in the Policy on Country Strategic Plans and related documents in the framework of the Integrated Road Map". The proposed change is reflected in the evaluation matrix at Annex D.

16.   These changes to the sequence and wording of the evaluation questions were discussed and agreed with Office of Evaluation. The revised evaluation questions are as follows:

Question 1: What observable progress has been made towards the intended organizational change set out in the Policy on Country Strategic Plans and related documents in the framework of the Integrated Road Map?

Question 2: To what extent have WFP Headquarters and regional offices undertaken appropriate processes in developing the country strategic plan framework and provided adequate support to country offices in the formulation and implementation of the 2017 country strategic plans?

Question 3: What were the country-level factors that inhibited and enhanced the achievement of the intended organizational change set out in the Policy on Country Strategic Plans and related documents in the framework of the Integrated Road Map?

Question 4: Was WFP able to adequately capture and utilize lessons from formulation and implementation of the country strategic plans in a timely manner?

Question 5: What opportunities and risks have been encountered that could influence results from future implementation of the country strategic plan framework?

Question 6: From what we observe of the implementation of the pilot country strategic plans, is WFP likely to achieve the intended organizational change set out in the Policy on Country Strategic Plans and related documents in the framework of the Integrated Road Map?

The evaluation matrix

17.   The six evaluation questions range from a more factual presentation of findings (albeit partly based on informant opinion) in EQ 1 to a more qualitative assessment in EQ 5 and EQ 6 of the likelihood of achieving the Integrated Road Map's intended long-term results, and how opportunities and risks could influence results from future implementation of the country strategic plan framework.

Figure 8 Relationship of the theory of change to the evaluation matrix
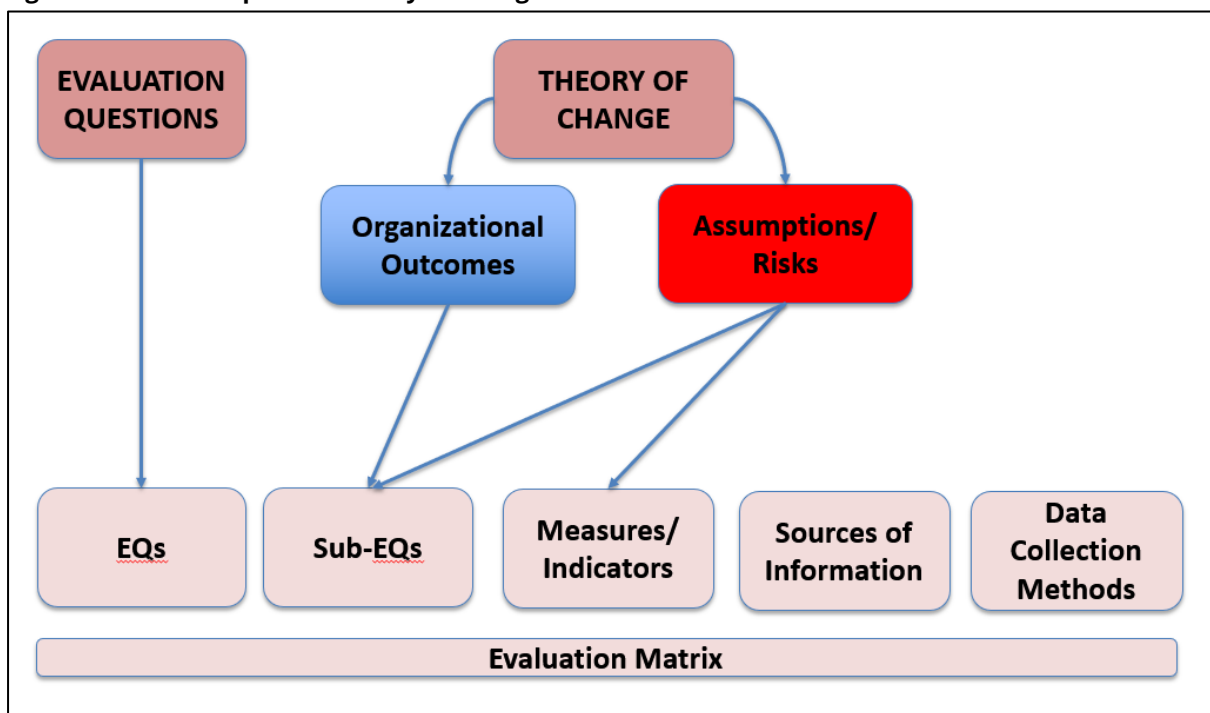
18.   The findings reported under EQ 1 reflect the linkages between organizational innovations and organizational outcomes: for example, whether NZHSRs have enhanced WFP visibility and potential effectiveness. EQs 2, 3 and 4 are more explanatory in nature. Answering them depends heavily on testing the assumptions identified in the theory of change. Figure 8 above offers a schematic representation of how the elements of the theory of change link to the evaluation matrix. The theory of change's identification of the assumptions and risks underlying the intended processes of organizational change supports the selection of sub-questions and the corresponding measures and indicators in the evaluation matrix.

19.   As noted in the evaluation matrix (Annex D), analysis of opportunities and risks that could influence results from future implementation of the country strategic plan framework (EQ 5) depends largely on the judgement of those informed about, and engaged in, the country strategic plan process – and less on directly factual evidence. By triangulating the views of numerous WFP

and external informants on the four sub-questions on this subject, a comprehensive and meaningful discussion of opportunities and risks can nevertheless be developed.

20.   The final evaluation question, on the likelihood of achieving the intended long-term results envisaged in the Integrated Road Map, must also be based on the judgement of expert informants, combined with that of the evaluation team. As explained in the evaluation matrix, it was found best to mainstream enquiry about longer-term prospects into discussion with informants about EQs 1–5, rather than present it to them as a completely separate topic. Findings about risks and opportunities (EQ 5) are particularly pertinent to analysis of long-term prospects.

Annex D Evaluation Matrix

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
Q1: What observable progress has been made towards the intended organizational change set out in the CSP Policy and related documents in the framework of the IRM?	1.1 What progress is observable towards improved alignment with national policies and priorities, including national SDG targets?	CSP alignment with national policies, priorities, including national SDG targets	CSP National policies and plans WFP CO Government Implementation partners Donors (country, HQ) WFP CO, RB, HQ	Document review Interviews Survey (Annex E)	See stakeholder analysis for further details of interviewees CSP alignment includes more detailed alignment with sector policy, e.g. on school feeding, refugees
	1.2 What progress is observable towards strengthened harmonization with the United Nations entities and processes?	CSP harmonization with UNDAF/P: timeframe, content Increase in joint programmes with other United Nations entities Increased participation and leadership in thematic working groups	CSP UNDAF/P WFP CO United Nations RC, United Nations entities Government WFP CO, RB, HQ	Document review Interviews Survey	See stakeholder analysis for further details of interviewees
	1.3 What progress is observable towards flexibility to plan for, and respond to, dynamic operational contexts?	Compared with previous systems: - CSP allows for simpler, quicker response	CSP Resource allocation data in WINGS WFP CO Government	Document review Data analysis Interviews	See stakeholder analysis for further details of interviewees Further detail can be collected from countries that have needed to respond to

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
		• Reduced earmarking of funding allocations to WFP	Implementation partners Donors (country, HQ)		significant changes in operational context
	1.4 What progress is observable towards better linking humanitarian and development work?	Compared with previous arrangements: • CSP strategic outcomes that integrate humanitarian and development activities • Changes in donor earmarking of WFP funding at strategic outcome level	CSP ACR Resource allocation data in WFP Information Network and Global System (WINGS) WFP CO Government Donors (country, HQ) WFP CO, RB, HQ	Document review Data analysis Interviews Survey	ACRs are due on 31 March 2018. Evaluation team may request specific data extraction and analysis from PGG and COs. See stakeholder analysis for further details of interviewees.
	1.5 What progress is observable towards enhanced WFP capacity to address gender and other cross-cutting issues (accountability to affected populations, protection, disability) effectively?	Compared with the previous situation: • Systems, procedures and commitment for planning and implementing WFP activities in accordance with gender policy and action plan are enhanced • Systems, procedures and commitment for planning and implementing WFP activities in accordance with policy on other cross-cutting	NZHSR CSP Annual country report (ACR) WFP CO, RB, HQ	Document review Interviews	ACRs are due on 31 March 2018. Not yet clear whether checklists on gender and CCIs are in use. See stakeholder analysis for further details of interviewees.

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
		issues are enhanced			
	1.6 What progress is observable towards simpler, more predictable resource allocation?	Compared with previous arrangements: • The gap between resources requested and received is narrower • Average duration of funding allocation increases • The WFP staff responsible find the system simpler	Country portfolio budget (CPB) and CPB explanation Resource allocation data in WINGS WFP CO, RB, HQ WFP CO, RB, HQ	Document review Data analysis Interviews Survey	 Evaluation team may request specific data extraction and analysis from PGG and COs See stakeholder analysis for further details of interviewees
	1.7 What progress is observable towards improved visibility and communication?	Compared with previous situation: • In perception of governments, development partners and funding agencies, WFP has stronger profile. It has multifaceted mandate integrating development and humanitarian roles	Government Implementation partners Donors (country, HQ) WFP CO, RB, HQ	Interviews Survey	See stakeholder analysis for further details of interviewees
	1.8 What progress is observable towards reduced transaction costs?	Compared to previous situation, has the CSP reduced burden of the Executive Board? Compared with the previous situation, and after the current high transaction costs of changeover, HQ, RB and CO transaction costs are expected to fall	EB reports and timelines Business Process Review (at global level) Perceptions of WFP	Document Review Document review	Timeline data available Few factual data likely to be available: investigation will have to focus on perceptions

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
			HQ, RB, CO	Interviews	See stakeholder analysis for further details of interviewees
	1.9 What progress is observable towards enhanced performance management, reporting and accountability, with a stronger focus on results and more explicitly linked to resource allocation?	Compared with previous country portfolio structure: • CO reporting gives greater emphasis to humanitarian and development outcomes specifically and is meaningfully linked to the three focus areas • "Line of sight" linking funding allocations to results is clearer • CRF and associated systems enhance linkage of CSP results and performance to SP indicators and reporting (as well as national SDG targets and indicators), and include effective ways of assessing progress on gender equality	SPRs CRF CSP COMP ACR APR, if available WFP CO, RB, HQ WFP CO, RB, HQ	Document review Interviews Survey	Evaluation team will collect all SPRs from the CO for the year preceding CSP approval. They will also review a selection of pre-CSP project documents See stakeholder analysis for further details of interviewees
	1.10 What progress is observable towards stronger and broader partnerships?	Compared with the previous situation: • There is greater diversity of partnerships with the government, civil society, private sectors in joint planning, funding, implementation of CSP	COMET for baseline Review of 2017 FLAs and MOUs COMP Partnership action plans	Data analysis Desk review	Evaluation team will refer to 2017 evaluation of WFP Corporate Partnership Strategy (WFP, 2017f).

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
		activities • There is a higher percentage of WFP funding in country directed to work undertaken through partnerships • Partners consider partnerships to be meaningful, symmetrical and effective so far	United Nations partners Implementation partners	Interviews	
	1.11 Have efforts towards the organizational change set out in the CSP Policy had any unintended consequences?	Changes in WFP portfolio, performance, profile attributable to implementation of CSP Policy but not anticipated by it	WFP CO Government Implementation partners Donors (country, HQ)	Interviews Desk Review	Issues uncovered through interviews will be triangulated with documentary evidence and/or further interviews.
Q2: To what extent have WFP Headquarters and regional offices undertaken appropriate processes in developing the CSP framework, and provided adequate support to country offices in the formulation and implementation of the 2017 CSPs?	2.1 To what extent were the CSP framework and associated organizational change processes formulated in an appropriate manner?	CSP framework and associated organizational change processes were formulated in an adequately comprehensive, coherent and timely manner (including adequate attention to gender and equity) CSP framework and associated change processes were formulated in an institutionally transparent and inclusive manner (horizontally and vertically)	Transcripts of EB formal and informal meetings Reports of EB sessions Presentations at informal EB meetings IRM communications documents EB members WFP HQ staff	Document review Interviews	
	2.2 To what extent was the implementation of the CSP framework	From the CO perspective: • Implementation time frame was feasible	WFP CO	Interviews	This sub-question focuses on CO perspectives about the changes being introduced.

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
	and associated organizational change processes practical and feasible?	• COs had capacity to engage with introduction of CSP framework alongside other change processes			
	2.3 T0 what extent were COs adequately supported in the formulation and implementation of the 2017 CSPs?	From CO perspective: • Support systems and procedures were coherent • Support systems and procedures were adequate and ensured support provision at required times • RB and HQ support was responsive and consistent	WFP CO Timeline of guidance materials and versions WFP CO, RB, HQ	Interviews Data analysis Survey	This sub-question focuses on CO perspectives about the quality of support they were given from RBs and HQ The evaluation team will not be able to undertake detailed professional assessment of the quality of guidance and learning materials
	2.4 What other factors at HQ and RBs affected the progress made towards the intended organizational change?		WFP HQ, RB	Interviews	It will be important to check for other issues not previously identified that informants consider significant
Q3: What were the country-level factors that inhibited and enhanced the achievement of the intended organizational change set out in the Policy on Country Strategic Plans and related documents in the framework of the Integrated Road Map?	3.1 What factors within the CO inhibited and enhanced the achievement of the intended results?	Extent to which CO leadership takes ownership, shows commitment, drives process proactively Extent to which CO is structured appropriately to adopt and implement CSP approach Extent to which CO staff have mind-sets and skill sets suitable for adopting CSP approaches and procedures Extent to which CO workloads permit adequate engagement with adoption	WFP CO, RB CO human resources data WFP CO, RB CO human resources data WFP CO, RB WFP CO, RB	Interviews Data analysis Interviews Data analysis Interviews Interviews	

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
		of CSP approaches and procedures Extent to which CO is able to sustain and develop commitment to WFP cross-cutting goals, including gender	WFP CO, RB WFP CO, RB, HQ	Interviews Survey	
	3.2 What factors associated with governments inhibited and enhanced the achievement of the intended results?	Degree of government ownership of NZHSR Degree of government support for the adjusted role of WFP implicit in CSP approach Possible government policy shifts	Formal communications between WFP and government Government WFP CO NZHSR team Independent observers	Data analysis Interviews	Independent observers, e.g. experienced national consultants in WFP-related sectors, may be valuable sources of opinion on government-WFP relations
	3.3 What factors associated with the United Nations system at country level inhibited and enhanced the achievement of the intended results?	Extent to which UN system in country agrees with WFP role as expressed in CSP Extent to which CSP interface with UNDAF/P conducive to achievement of CSP objectives	Formal communications between WFP and United Nations entities WFP CO United Nations RC, United Nations entities Government	Data analysis Interviews	
	3.4 What factors associated with funding agencies at country level inhibited and enhanced the achievement of the intended results?	Extent to which funding agencies agree with CSP approach and fund accordingly Nature of earmarking applied by funding agencies to CSP Degree of consistency among funding	Formal communications between WFP and funding agencies WFP CO Funding agencies	Data analysis Interviews	

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
		agencies in support for CSP			
	3.5 What factors associated with partnerships at country level (including with civil society) inhibited and enhanced the achievement of the intended results?	Strength and diversity of partnerships with civil society and other sectors that WFP achieves in implementation of CSP Degree of support from implementing partners for revised WFP roles and approach implicit in CSP	Review of 2017 FLAs and MoUs COMP WFP CO Implementing partners Independent observers	Data analysis Interviews	Independent observers, e.g. experienced national consultants in WFP-related sectors, may be valuable sources of opinion on relations between WFP, civil society and international NGOs in the country
Q4: Was WFP able to adequately capture and utilize lessons from formulation and implementation of the CSPs in a timely manner?	4.1 To what extent were data processes and systems in place to monitor and report the CSP formulation and implementation processes at the right time?	Formulation and implementation processes systematically and consistently monitored across all CSP pilots, including substantive (rather than purely quantitative) reporting on gender and equity	IRM online platform and resources WFP CO, RB, HQ	Analysis of systems and materials Interviews	
	4.2 To what extent were monitoring and reporting on the CSP formulation and implementation processes synthesized into analytical learning materials at the right time?	Monitoring data on CSP formulation and implementation regularly synthesized and reviewed	IRM online platform and resources WFP CO, RB, HQ	Analysis of systems and materials Interviews	
	4.3 To what extent were lessons from CSP formulation and implementation disseminated, reviewed and used at the right times to enhance these processes?	Lessons from review of CSP experience fed back into adjustment of approaches, systems and procedures	2017 learning process IRM Pulse Check Transcripts of EB formal and informal meetings Reports of EB sessions Presentations at informal EB meetings WFP CO, RB, HQ	Analysis of systems and materials Interviews	

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
Q5: What opportunities and risks have been encountered that could influence results from future implementation of the CSP framework?	5.1 What opportunities and risks have been encountered across WFP with regard to perceived incentives to change, availability of resources, leadership, ownership, commitment and consensus about the CSP framework?	Extent to which WFP leadership and staff at HQ, RB and CO levels have embraced CSP approach as a way to enhance relevance and effectiveness of WFP contribution Degree of consensus among WFP leadership and staff at HQ, RB and CO levels about value of changes involved in adopting CSP approach	2017 learning process IRM Pulse Check ACR WFP Risk Register Audit of Transition to the IRM (WFP, 2017d) WFP CO, RB, HQ	Document review Interviews	Answers to EQ 5 will be based more on the judgement of those informed about and engaged in the CSP process, internally or externally (including those who have undertaken learning reviews and progress checks) – and less on directly factual evidence
	5.2 What opportunities and risks have been encountered with regard to the external enabling environment for the CSP framework?	Degree to which governments have endorsed CSP approach and its implications for WFP role and contribution Degree to which United Nations system has endorsed CSP approach and its implications for WFP role and contribution Degree to which funding agencies have endorsed CSP approach and its implications for WFP role and contribution Degree to which (potential) WFP partners have endorsed CSP approach and its implications for WFP role and contribution			
	5.3 What opportunities and risks have been encountered with regard to the formulation and planning of the organizational change required by the CSP framework?	Degree of consensus at WFP HQ, RB and CO levels about scope and scheduling of organizational change processes inherent in adoption of CSP approach Extent to which formulation and			

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
		planning of organizational change impaired efficiency and effectiveness of WFP operations Extent to which formulation and planning of organizational change supported rationalisation of WFP structures			
	5.4 What opportunities and risks have been encountered with regard to the management and implementation of the CSP framework?	Extent to which management and implementation of CSP framework is successfully seized as opportunity to improve WFP effectiveness through reform of structures and systems Extent to which management and implementation of CSP framework has impeded WFP efficiency and effectiveness Extent to which management and implementation of CSP framework has enhanced WFP support to countries' achievement of their SDG targets			
Q6: From what we observe of the implementation of the pilot CSPs, is WFP likely to achieve the intended organizational change set out in the CSP Policy and related documents in the framework of the IRM?	6.1 To what extent is WFP likely to achieve long-term improved alignment with national policies and priorities, including national SDG targets?	Likelihood of: • Long-term CSP alignment with national policies, priorities, including national SDG targets • Long-term CSP alignment with national stakeholder priorities	WFP CO, RB, HQ Government United Nations partners Implementation partners Donors (country, HQ) WFP CO, RB, HQ	Interviews Survey	Answers to sub-questions 6.1–6.12 will be based on: • the answers to EQs 1 – 4 • the assessment of risks and opportunities given in answer to EQ 5 These answers will be drawn from the judgement of those informed about and engaged in the CSP process, internally or externally
	6.2 To what extent is WFP likely to achieve long-term strengthened	Likelihood of: • Long-term CSP			

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
	harmonization with the United Nations entities and processes?	harmonization with UNDAF: timeframe, content • Sustained higher level of joint programmes with other United Nations entities			Sub-questions 6.1–6.12 will be asked in the course of addressing EQs 1–5, and partially covered in the questionnaire survey (Annex E).
	6.3 To what extent is WFP likely to achieve long-term flexibility to plan for, and respond to, dynamic operational contexts?	Likelihood of: • Sustained ability to plan and achieve simple, quick response within CSP framework to dynamic operational contexts • Sustained low earmarking of funding allocations to WFP			
	6.4 To what extent is WFP likely to achieve long-term better links between humanitarian and development work?	Likelihood that: • WFP maintains optimal emergency response capacity within CSP framework • WFP sustains and justifies mandate and funding for integrated approach to resilience at humanitarian-development nexus			
	6.5 To what extent is WFP likely to achieve strong, long-term capacity to address gender (and age) and other cross-cutting issues (accountability to affected populations, protection, disability) effectively?	Likelihood that WFP sustains commitment and continues to build capacity and effectiveness in addressing cross-cutting issues			

103

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
	6.6 To what extent is WFP likely to achieve long-term simpler, more predictable resource allocation?	Likelihood that: • Country portfolio budget system maintains lower level of budget revisions • CPB continues to be funded largely through multi-annual resource allocations			
	6.7 To what extent is WFP likely to achieve long-term improved visibility and communication?	Likelihood that WFP remains highly visible, well understood and well respected as having multifaceted mandate integrating development and humanitarian roles			
	6.8 To what extent is WFP likely to achieve long-term reduced transaction costs?	Likelihood that WFP transaction costs in decade following CSP introduction are lower than those in previous decade			
	6.9 To what extent is WFP likely to achieve enhanced performance management, reporting and accountability, with a stronger focus on results and more explicitly linked to resource allocation?	Likelihood that CSP approach sustains simpler portfolio composition with longer-term outcomes specifically and meaningfully linked to the three focus areas			
	6.10 To what extent is WFP likely to achieve long-term integration of operational support, technical assistance and resource mobilization?	Likelihood that WFP sustains and continues to develop its role in strengthening governments' systems, capacity and resources, along with those of international humanitarian community – leading to reduced need for WFP presence			
	6.11 To what extent is WFP likely to achieve long-term stronger and broader partnerships?	Likelihood that: • In the longer term, CSP			

104

Key question	Sub-question	Measure/indicator	Source of information	Data collection methods	Comments and triangulation approach
		planning, funding, implementation characterized by partnerships with the government, civil society, private sectors • In the longer term, partners consider partnerships to be meaningful, symmetrical, effective			

Annex E Online Survey

Purpose of survey

1.	The online survey was intended to complement the other forms of data collection utilizing the advantages that can be gleaned from the use of online surveys, in particular:

	1.	Widening the scope of stakeholders consulted beyond the country case studies that are considered in greater detail

	2.	Gaining feedback that is anonymized and therefore may be more direct and honest

	3.	Collecting information in an entirely consistent manner, which can then be more easily aggregated and quantified.

2.	Within the context of a team-based project, a survey has the additional advantage of providing results that can be easily accessible to the whole team.

3.	The online survey, however, cannot be reasonably expected to provide detailed feedback.

4.	The country case studies (both visits and desk studies) were expected to provide detailed information from a greater range of stakeholders for each country strategic plan pilot.

5.	The survey was intended to be sent to a wider range of countries, many of which had not yet started the implementation phase. For this reason, the focus of the questions was on the formulation of country strategic plans rather than on their implementation (the latter being better answered by country visits and desk studies).

Risk factors and mitigations

6.	The utility of the survey was directly dependent on the quantity and quality of responses. Too often surveys are lacking in these respects with the result that the outputs are not as useful as anticipated. In order to maximize the chance of achieving useful responses, a high-level risk analysis of the survey is given below with suggested mitigating factors.

7.	Avoidance of bias is a huge area that has been dealt with briefly here, looking at the principal areas of response bias and sampling bias. Even in the area of the former, it is easy to find lists of around 50 different types of bias (Choi & Pak, 2005).

Table 20.   Online survey: risks

Risk	Relevant mitigations
A. Low response rate	Visibly short survey Survey is quick & easy to fill in Respondents are well targeted Ensure respondents can access the survey Follow up for non-respondents Relevance of survey is obvious Build in sufficient time for late respondents
B1. Responses are inaccurate	Visibly short survey Survey is quick & easy to fill in Questions are well worded and intelligible to respondents Bias is minimized in sampling strategy Bias is minimized in framing of questions
B2. Responses are misleading	Survey is quick & easy to fill in Questions are well worded and intelligible to respondents Questions are relevant and important Bias is minimized in sampling strategy Bias is minimized in framing of questions
C. Partial responses	Visibly short survey Survey is quick & easy to fill in Respondents are well targeted Relevance of survey is obvious Questions are relevant and important
D. Wrong people answering the questions	Thorough analysis of stakeholders as pool of respondents Bias is minimized in sampling strategy
E. Answers given are not relevant	Survey is quick & easy to fill in Respondents are well targeted Questions are well worded and intelligible to respondents Questions are relevant and important Bias is minimized in framing of questions
F. Results cannot be meaningfully summarized, aggregated and disaggregated as appropriate	Bias is minimized in sampling strategy Bias is minimized in framing of questions Questions yielding quantitative data are framed with view to aggregation Questions yielding qualitative information yield a sufficient volume of response to be meaningful Relevant markers for disaggregation are requested

8.   Once the risks had been identified, a list of possible mitigations was drawn up in more detail (Table 21 below).

Table 21.   Online survey: mitigations

Mitigation	Details	Relevant risks
i. Visibly short survey	Survey should be visibly short, e.g. limit number of questions, progress bar within survey, number of questions and/or estimated time to complete survey is given in cover email and at top of survey	A. B1. C.
ii. Survey quick & easy to fill in	Questions should be intuitive to answer and quick to read; limit number of qualitative responses required	A. B1. B2. C. E.
iii. Respondents well targeted	Respondents are chosen who know subject well, have useful opinions, will see the survey's relevance, and there is a reasonable chance they will respond	A. B1. B2. C. D. E.
iv. Ensure respondents can access the survey	The link to the survey reaches the respondent (e.g. it does not get lost in their spam folder), and they are able to access it	A.
v. Follow up for non-respondents	Follow up could be more effective if done by someone known to the respondents, or whose role is known to respondents	A.

Mitigation	Details	Relevant risks
vi. Relevance of survey obvious	Its relevance is explained in covering email & in header of survey	A. C.
vii. Questions well worded and intelligible to respondents	Questions should be understandable to those who will answer it; avoidance of ambiguous language and technical terminology unless well known; avoidance of overly long and complicated questions; translated into other languages as appropriate	B1. B2. C. E.
viii. Questions are relevant and important	Questions used are sufficiently general to be relevant for all respondents (if appropriate, skip logic used to make sure respondent is only presented relevant questions); questions do not elicit information which is already gathered more reliably elsewhere (unless range of respondents is required)	B2. C. E.
ix. Thorough analysis of stakeholders as pool of respondents	Stakeholders are assessed as to their knowledge, the relevance of their opinions, the likelihood that they will respond	D.
x. Bias is minimized in sampling strategy	Linked to: iii. ix. Respondents chosen to be representative of stakeholders but taking into account other data-gathering methods; where it is anticipated that one type of stakeholder will have a very low response rate it may be better to rely on other data-collection methods	B1. B2. D. F.
xi. Bias is minimized in framing of questions	Linked to vii. viii. Questions carefully designed to minimize bias, taking into account, inter alia, wording, order that questions and options are presented, options chosen for multiple choice questions.	B1. B2. E. F.
xii. Questions yielding quantitative data are framed with view to aggregation	Minimization of multiple types of survey (may need to be balanced against need to make answers relevant through use of skip logic)	F.
xiii. Questions yielding qualitative information yield a sufficient volume of response to be meaningful	Limit number of qualitative responses required; ask questions in a manner that elicits answers (i.e. do more than say "Any comments?")	F.
xiv. Relevant markers for disaggregation are requested	Questions asked about respondents where relevant, e.g. HQ/regional/country level; to be balanced against the need to keep survey short and anonymity	F.
xv. Use of pilot survey	Linked to ii. vii. viii. Survey piloted to small group to check understanding and improve content and language used.	B2. E.
xvi. Respondents specified by job title	Surveys are not sent simply to CO or RB but to specific people within each CO etc.	D. E.
xvii. Questions offer "Don't know"/"N.A." options where relevant	An opt-out choice or the ability to simply not fill in that question, to avoid "forced choice" where respondents answer at random when they don't know or where no option is perceived as correct.	B1. D.
xviii. Build in sufficient time for late respondents.	It is common for a sizeable proportion of respondents to miss the deadline.	A.
xix. Response categories are appropriate	Linked to xvii. Check all tick box categories are mutually exclusive, complete & exhaustive.	B1. B2.
xx. Reasonable chance that questions asked can be accurately answered by respondents	Linked to vii. viii. All questions are concrete enough for the respondents to be able to answer; this seeks to minimize risk that they will answer inaccurately, either guessing, trying to answer what is expected of them, or instead answering an easier proxy question. If the question that we want to answer is too hard, it is better to directly ask the proxy question and be transparent about this, than expect people to form their own proxy questions.	B1. B2. E.

9.   This table of mitigations in turn gave rise to a list of concrete actions (Table 22), many of which flowed logically on from the table of mitigations, but some of which required further

discussion and agreement. For example, "action *12.* Translate survey into other languages (French and Spanish):" while the need for translated surveys appeared as a mitigation, the decision to translate to French and Spanish was a result of a team discussion, which concluded that of the people we were surveying, all would be conversant in English, French or Spanish at a sufficient level to partake in the survey (see Stakeholder analysis below). This decision was taken specifically for this set of stakeholders; in other circumstances, further languages may have been necessary.

Table 22.   Online survey: actions

Suggested actions	Related Mitigations
1. Limit the number of questions	i. ii.
2. Include a progress bar	i.
3. Give estimated time to complete in email and top of survey	i.
4. Draft questions that are reasonably quick to read	ii. vii.
5. Draft questions that are intuitive to answer	ii. vii.
6. Create Pilot Survey and circulate to get feedback on questions	ii. vii. viii. xi. xv.
7. Distribute survey using a WFP address	iv.
8. Use a software tool for survey that is credible and accessible	iv.
9. Have the follow up on non-respondents done by someone within WFP	v.
10. Draft cover email & header to explain relevance of survey	vi.
11. Avoid ambiguous language and technical terminology unless well known	vii.
12. Translate survey into other languages (French and Spanish)	iv. vii.
13. Make questions sufficiently general to be relevant for all respondents	viii. xii.
14. Avoid asking questions where the information is already more reliably elsewhere	viii.
15. Have the stakeholder assessment of people to survey take into account knowledge, relevance and the likelihood of response; if one type of stakeholder is expected to have a very low response rate, rely on other data collection methods instead	iii. ix. x.
16. Design order and wording of questions carefully to minimize bias	xi.
17. Randomize order that "options" are given for multiple choice questions	i.
18. Carefully consider use of rating scales including use of negative ratings	xi.
19. Minimize use of skip logic (preferably avoid)	xii.
20. Limit number of qualitative responses required	xiii.
21. Ask qualitative questions in a manner that elicits answers (i.e. do more than say "Any comments?")	xiii.
22. Ask questions about respondents where relevant, e.g. HQ/regional/country level; to be balanced against the need to keep survey short and anonymity	xiv.
23. Do not send surveys simply to CO or RB but to specific people within each CO etc.	xvi.
24. Use an opt-out choice or allow the ability to simply not fill in a specific question, to avoid "forced choice" where respondents randomly answer, even if they don't know.	xvii.
25. Schedule an extra week for late respondents.	xviii.

Suggested actions	Related Mitigations
26. Check all tick box categories are mutually exclusive, complete & exhaustive.	xix.
27. Check all questions are concrete enough for the respondents to be able to answer	xx.

Stakeholder analysis and pool of respondents

10.   Choosing the intended recipients of the survey is arguably one of the most important areas to consider and is a factor in all the risks described above, with the exception of the final risk (F) which is concerned with the analysis of the results.

11.   Following from the risk assessment, the following mitigations are relevant: respondents well targeted; thorough analysis of stakeholders as pool of respondents; bias is minimized in sampling strategy.

12.   These mitigations give rise to action 15: "Have the stakeholder assessment of people to survey take into account knowledge, relevance and the likelihood of response; if one type of stakeholder is expected to have a very low response rate, rely on other data collection methods instead."

13.   With action 15 in mind, the majority of external stakeholders were excluded, given their likely low response rate, combined with the fact that fuller information was to be gathered from them elsewhere in the form of country visits and desk studies.

14.   The respondents chosen were heavily weighted towards WFP country offices: this seemed appropriate given the focus of the evaluation.

15.   The list of headquarter respondents was based on the main stakeholders identified during the kick-off meeting in Rome, with reference to the stakeholders listed in the terms of reference.

16.   The respondents were exclusively internal to WFP. This limited the scope of the survey but was appropriate in this instance. For countries where the country strategic plans were already being implemented, more detailed data collection was planned in the form of country visits and telephone interviews which would better capture external stakeholders' viewpoints. Where the country strategic plans were at the formulation stage, it was less likely that external stakeholders would have sufficient knowledge or interest to usefully contribute. The focus on internal stakeholders allowed us to frame questions that were more closely relevant than would have been possible if a more heterogeneous pool of respondents had been selected.

Table 23.   Online survey: proposed survey respondents

Internal / External	Area	Office / Type	Specific roles	Reasoning for inclusion/ exclusion	No. of offices	No. of roles	Total
Internal	Country	COs: Waves I, II and III	Country Director; Deputy Country Director; Head of Finance; Head of Programming	This is probably the most important section in terms of on-the-ground information; it broadens the country-scope from beyond those who are implementing to those who are at the formulation stage	37	4	148
Internal	Regional	RBs	Deputy Regional Bureau; IRM Coordinator;	This allows for quantitative analysis of opinion and experience at this level, and	6	4	24

Internal / External	Area	Office / Type	Specific roles	Reasoning for inclusion/ exclusion	No. of offices	No. of roles	Total
			Gender Adviser; M&E Partner	comparative analysis with country level.			
Internal	World	HQ	All members of Internal Reference Group plus others who directly deal with CSPs/IRM	This allows for quantitative analysis of opinion and experience at this level, and comparative analysis with country level.	1	c.20-30	25
External	World	Executive Board	All members of Executive Board	This allows for quantitative analysis of opinion and experience at this level, and comparative analysis with country level. Also, this adds some external stakeholders: these may not be sufficiently numerous for quantitative analysis in themselves, but gives an opportunity for qualitative input into the process.			
External	Country	UN	Resident Coordinators	These are excluded: unlikely to give significant responses; resident coordinators' feedback is better covered by country visits and other methods			
External	Country	Donors		These are excluded: unlikely to give significant responses; donors' feedback is better covered by country visits and other methods			
External	Country	Government		These are excluded: unlikely to give significant responses; Government feedback is better covered by country visits and other methods			
Total estimated							**c.197**

Survey tool

17.   A list of essential and desirable characteristics of the survey tool was drawn up.

Table 24.   Online survey: required characteristics of survey tool

Essential	Desirable
>100 respondents	No external branding
Export results	Estimate of time remaining
Variety of question types available (text, checkboxes, ratings)	Generating/sending reminder emails
Within budget	Monthly billing
Other languages supported	Ratings numbers can be specified
Professional looking	Randomization of options
Progress bar	Skip logic
No adverts; other extraneous content minimized	Survey campaigns which generate unique links for each respondent

18.   The requirement for >100 respondents, export options, and no adverts effectively ruled out all the free and low-cost programmes. An essential attribute – the ability to operate in multiple languages – narrowed the field considerably. After consideration, Survey Gizmo was selected on the basis of its having some additional useful features, for instance, ability to upload the survey from a Word document.

Drafting the survey

19.   Creating the survey was an iterative process, which took place over six weeks (Figure 9). The reason for this lengthy exercise was the need to gain feedback from groups of people on each successive draft. Each feedback loop took several days, to allow people time to consider and respond to the survey. A revised survey was then drafted and circulated once again. The primary reference group used consisted of the two co-team leaders and the research coordinator, who were in the best place to judge the strategic use of the survey. They reviewed around five versions of the survey. The extended team had also reviewed the pilot survey and made suggestions.

20.   The survey coordinator retained editorial control but considered all suggested amendments carefully, and significant changes were made from the first version to the final. Striking the balance between the desire to ask everything, and being selective about focussing on questions that were best answered by the survey, rather than by other methods, was key. Keeping the overall length of the survey to a manageable level was considered a priority. This was to: ensure a good response rate, ensure that questions were answered thoughtfully, and avoid wasting the time of the respondents, all of whom are busy people.

21.   The finished survey was translated into French and Spanish. The evaluation team were fortunate in being able to do this in-house, using people who were active team members. This meant that, by examining the WFP documentation in the relevant languages, the evaluation team were able to ensure that the correct technical terminology for this project was used for the translation.

22.   Survey Gizmo automatically rates surveys on estimated time to complete, fatigue and accessibility. The final survey scored well on all these measures (Figure 10).

Figure 9 Iterative process used to draft the online survey

First Draft	Redraft	Redraft	Redraft	Redraft	Final version
• v0 Excel format • Shared with core group (Co-TCs and Research coordinator)	• v1 Designed using survey software • Shared with entire team	• v2 • Shared with core group	• v3 • Shared with core group	• v4 • Shared with core group	• Translated into Spanish and French • Circulated to selected stakeholders
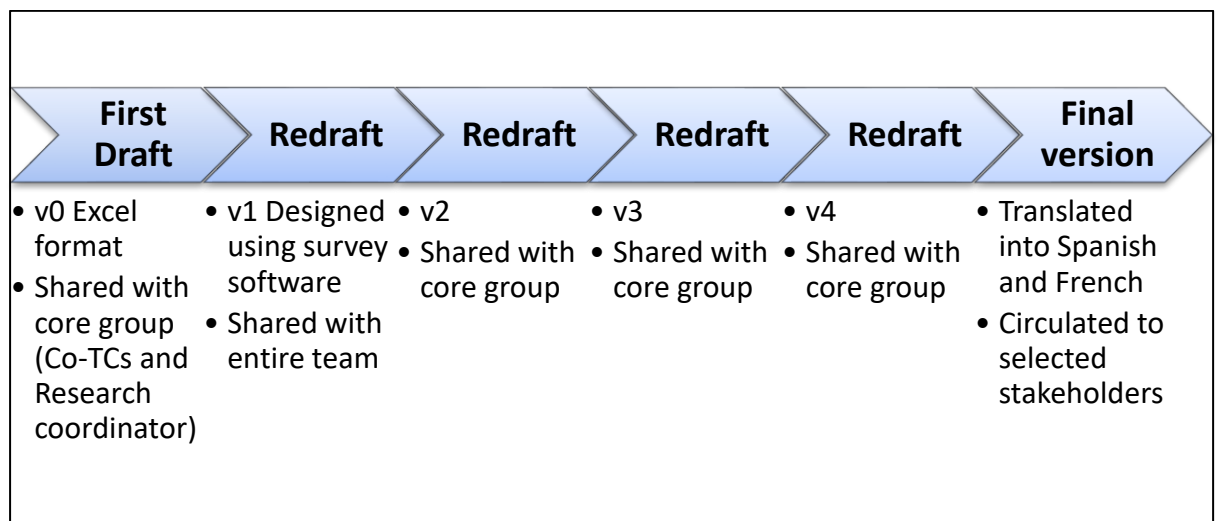
Figure 10   Assessment of online survey in terms of ease of completion

Survey Diagnostics

We've run an inconceivable number of surveys & forms and have learned a thing or two about what makes a successful project. Part of making your project great is making sure that your participants can and will participate. Form Length, Fatigue, and Accessibility are all measures of how easy it is for your participant to make it through.

7 minutes
Estimated Length

Fatigue Score

Accessibility

Circulation of the survey

23.   The software chosen allowed an "email campaign" to generate a unique link for each participant. This allowed each person's response to be tracked without the need to ask for personal information, such as an email address. There are several advantages to this approach:

- It is possible to segment the results by whatever attributes desired without having to lengthen the survey

- It feels more "confidential" than if the person's email address is a mandatory field; this has important psychological value, and, since the confidential nature of the survey is one of its advantages over other data-collection methods, its importance should not be underestimated

- Knowing who has replied allows reminder emails to target only those who have not filled in the form.

24.   Unfortunately, the WFP IT system filed all emails from Survey Gizmo as spam. This was rectified, after much assistance from the IT department, but took a considerable amount of time before it functioned smoothly.

25.   The cover email inviting people to participate in the survey was also circulated to the primary reference group (the two co-team leaders and the research coordinator). The cover email

often plays an important role in the response rate, so it was important to craft it carefully. It also contained the first question within the email, allowing people to commence the survey immediately rather than following a link and then start. Again, this can be helpful in drawing people into answering the survey, and the first question was specifically designed with this in mind.

26. The survey was circulated to 189 people within WFP. This was slightly lower than originally anticipated: the difference in numbers was due to fewer people from headquarters being invited, and a number of the country office positions being unfilled or "doubled up" with a single person performing more than one role. On the other hand, WFP liaison officers were added to the list of people.

Results

27. The final survey consisted of ten questions, which comprised a total of 24 fields, of which 18 were compulsory quantitative fields, and six were optional open text-based questions. The full survey is given at the end of this Annex.

28. The survey yielded 87 responses, of which ten were partial, leaving 77 full responses. This represents a response rate of over 40 percent.

Table 25. **Online survey respondents**

Area	Invitees	Responses	Response rate
RB/HQ	54	24	44%
Pilot, Wave 1a, Wave 1b 2017	44	18	41%
Wave 1b 2018, Wave 2, Wave 3	86	35	41%
Other	5	0	0%
Total	**189**	**77**	

29. There was a good response from across the regions where WFP works (Figure 11).

Figure 11 **Online survey: region of respondents**
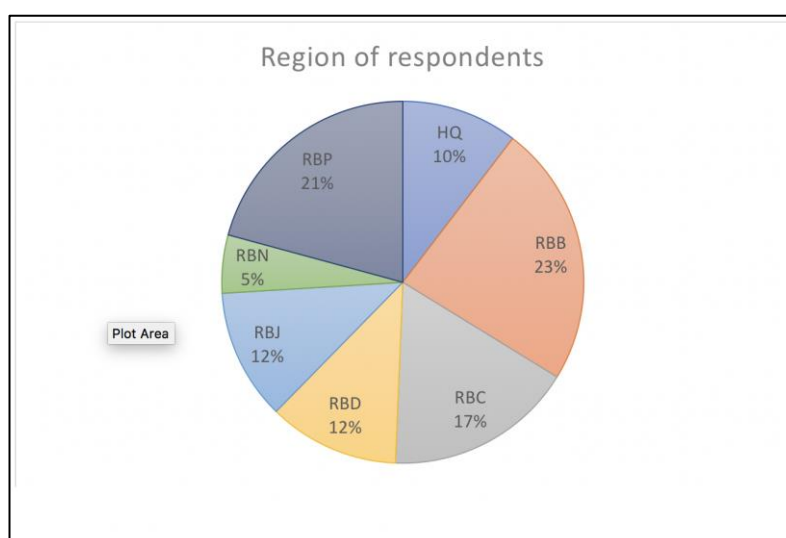
30. The time taken by respondents to complete the survey was higher than predicted by the survey software; this is illustrated in Figure 12.

Figure 12   **Time taken to complete online survey**
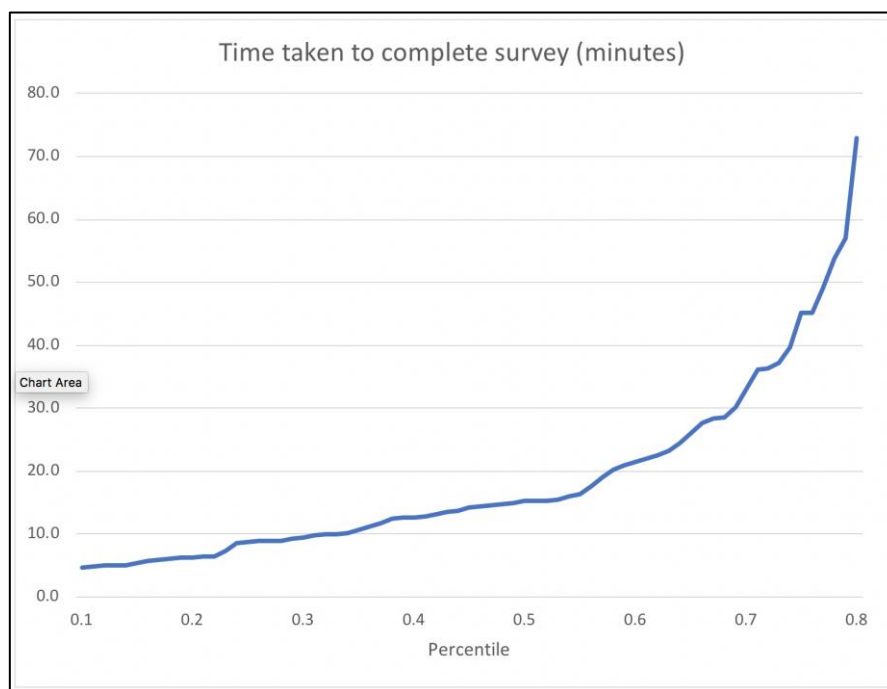
31.   The graph in Figure 12 shows the time taken by the bulk of the respondents, excluding the top 20 percent and the bottom 10 percent. As the time taken was recorded by the difference in the time the survey was started and the time it was finished, there were a few outliers who yielded an unrealistically high recorded time, the highest of which was 12 days. This brought the mean average time up to over 18 hours.

32.   The median time taken to complete the survey was 15.2 minutes, with only the fastest 10 percent of respondents completing the survey in less than 5 minutes. This signals a good engagement with the survey, which is also reflected in the high number of text answers that were given: only two respondents gave no written answers, and most of the optional open questions were answered by 65 percent to 80 percent of the respondents.

33.   The survey is shown below (in a compressed format). Relevant results have been given throughout the report, with additional summary charts in Figure 132 to Figure 254.

Survey

WFP Country Strategic Plans Survey

OEV Strategic Evaluation of the Country Strategic Plan Pilots

This survey forms part of an evaluation of WFP Country Strategic Plans (CSPs). It aims to assess initial results and to learn lessons from the early stages of WFP's new strategic direction. It is directed to relevant individuals at headquarters, regional bureaux and country offices, as well as selected external stakeholders.

The results of this evaluation will be considered by the WFP Executive Board in November 2018 with a view to improving the formulation and implementation of the country strategic plans and maximize the chance of achieving the aims of the Integrated Road Map (IRM).

This survey has been designed to collect views in a consistent, unbiased manner and to widen the range of opinions collected. It complements more in-depth research undertaken at country offices, regional bureaux and headquarters. Individual answers will remain strictly confidential.

The survey consists of ten questions and should take around seven minutes to complete. Thank you for participating!

1) Where do you work?*

( ) WFP Country Office

( ) WFP Regional Bureau

( ) WFP Headquarters

( ) Other (none of the above)

* signifies required information

Note: this survey is available in English, French and Spanish. Select your preferred language from the menu in the top right hand corner of the screen.

Esta encuesta está disponible en inglés, francés y español. Seleccione su idioma preferido en al menu desplegable de la esquina superior derecha.

Cette enquête est disponible en anglais, français et espagnol. Sélectionnez votre langue préférée dans le menu déroulant qui se trouve dans le coin supérieur droit de l'écran.

Organizational change

2) Country strategic plans (CSPs) are intended to improve the efficiency and effectiveness of WFP operations by changing the way country offices organize their programmes.

These changes include: improved alignment with national policies and priorities, including national sustainable development goal (SDG) targets; strengthened harmonization with external partners including the United Nations; greater flexibility in planning and funding while better linking humanitarian and development work; simpler resource allocation and reduced transaction costs; improved reporting and communication.

While it is early stages, how much organizational change have you seen as a result of the country strategic plans in the following broad areas?*

	No discernible change	Slight organization-al change	Some organizational change	Significant change	Not applicable/ no comment
Improved alignment with national policies and priorities	( )	( )	( )	( )	( )
Strengthened harmonization with external partners including UN	( )	( )	( )	( )	( )

Greater flexibility in planning and funding while better linking humanitarian and development work	( )	( )	( )	( )	( )
Simpler resource allocation and reduced transaction costs	( )	( )	( )	( )	( )
Improved reporting and communication	( )	( )	( )	( )	( )

Formulating the country strategic plan

3) From your point of view, how satisfactory have you found the process of formulating the country strategic plan?

Please consider this in terms of the inclusivity and timeliness of the country strategic plan process, the capacity of the country office to develop a country strategic plan suitable for the context, and the support provided by headquarters and regional bureaux.

Note: this question is equally relevant to staff at headquarters and regional bureaux, and external stakeholders, as to country office staff, though the results may be analysed separately. Please give your best answer from your perspective.*

	Very unsatis-factory	Unsatis- factory	Satisfactory	Very satisfactory	Not applicable/ no comment
Inclusiveness and timeliness of the CSP process	( )	( )	( )	( )	( )
Country office capacity to develop the CSP	( )	( )	( )	( )	( )
Support from headquarters and regional bureaux	( )	( )	( )	( )	( )
Overall satisfaction with the process	( )	( )	( )	( )	( )

4) What have you found particularly helpful in the current process of formulating the CSP?

_____

_____

_____

_____

5) What could be changed to improve the process of formulating the country strategic plan? What other support might be useful?

_____

Factors influencing the design of the country strategic plan

6) In your experience, how important are the following in the design of the country strategic plan?*

	Not important	Fairly important	Important	Very important	Not applicable/ no comment
National Zero Hunger Strategic Review (NZHSR)	( )	( )	( )	( )	( )
Previous evaluations and assessments	( )	( )	( )	( )	( )
National policies, priorities and national SDG targets	( )	( )	( )	( )	( )
UN coordination processes and the UNDAF	( )	( )	( )	( )	( )
Donors' requirements	( )	( )	( )	( )	( )
Other (please specify below)	( )	( )	( )	( )	( )

7) Please note any additional factors that you have found to be important in designing the country strategic plan:

Achievement of long-term aims of country strategic plans

8) Looking ahead, based on your experience, which of the following long-term strategic aims is the country strategic plan likely to have the most positive impact on?*

( ) Improved alignment with national policies

( ) Strengthened harmonization with United Nations entities and processes

( ) Greater flexibility in planning and funding, including reduced earmarking

( ) Better linking of humanitarian and development work

( ) Enhanced WFP capacity to address gender and other cross-cutting issues effectively

( ) Simpler, more predictable resource allocation

( ) Improved visibility and communications

( ) Reduced transaction costs

( ) Enhanced performance management, reporting and accountability

( ) Stronger and broader partnerships

( ) Other (please specify below)

Why?

_____

_____

_____

_____

9) From the same list, which of the following strategic aims is the country strategic plan likely to have the least impact, or most negative effect on?*

( ) Improved alignment with national policies

( ) Strengthened harmonization with United Nations entities and processes

( ) Greater flexibility in planning and funding, including reduced earmarking

( ) Better linking of humanitarian and development work

( ) Enhanced WFP capacity to address gender and other cross-cutting issues effectively

( ) Simpler, more predictable resource allocation

( ) Improved visibility and communications

( ) Reduced transaction costs

( ) Enhanced performance management, reporting and accountability

( ) Stronger and broader partnerships

( ) Other (please specify below)
Why?

_____

_____

_____

_____

Lessons learned

10) Any final comments on the process and effects (intended and unintended) of formulating and implementing the country strategic plans, and lessons learned that you would like to share?

_____

_____

_____

_____

Thank you for participating in this survey to provide feedback on the early stage of the country strategic plans. Your answers will be treated as confidential and will not be directly shared with WFP.

Thank you!

Summary findings not shown in the main text of the report

34.   The charts below summarize findings from the survey. They exclude the three charts shown in Figure 1, Figure 2 and Figure 4 in the main report.

Figure 13   Strengthened harmonization with external partners: amount of organizational change perceived
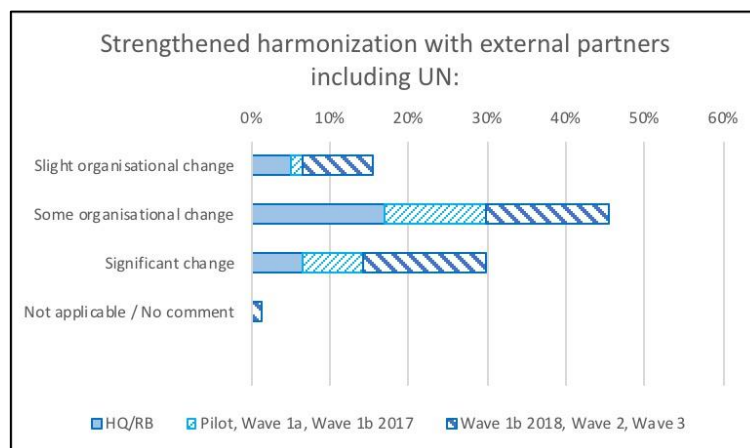
Figure 14   Greater flexibility in planning and funding while better linking humanitarian and development work: amount of organizational change perceived

Greater flexibility in planning & funding while better linking humanitarian & development work:

Slight organisational change
Some organisational change
Significant change
Not applicable / No comment

☐ HQ/RB   ☑ Pilot, Wave 1a, Wave 1b 2017   ☐ Wave 1b 2018, Wave 2, Wave 3
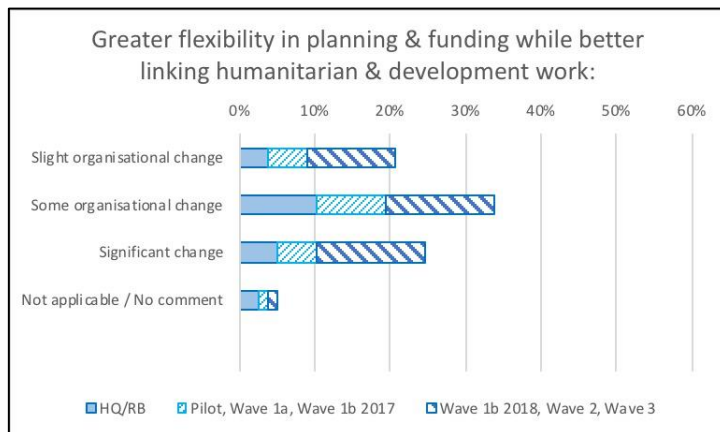
Figure 15   Simpler resource allocation and reduced transaction costs: amount of organizational change perceived

Simpler resource allocation and reduced transaction costs:

No discernible change
Slight organisational change
Some organisational change
Significant change
Not applicable / No comment

☐ HQ/RB   ☑ Pilot, Wave 1a, Wave 1b 2017   ☐ Wave 1b 2018, Wave 2, Wave 3
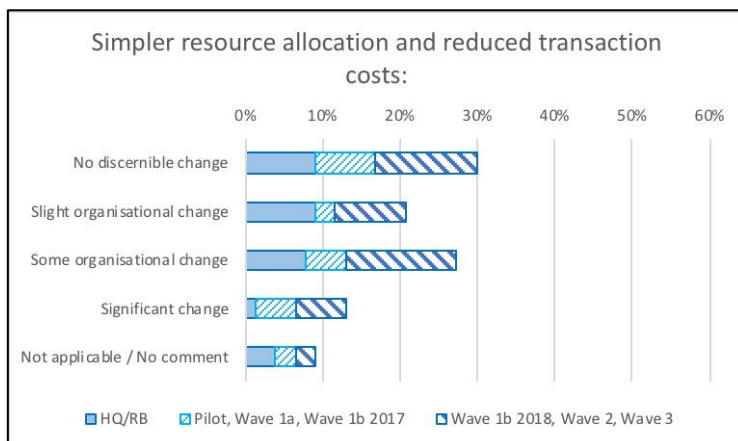
Figure 16 **Improved reporting and communication: amount of organizational change perceived**
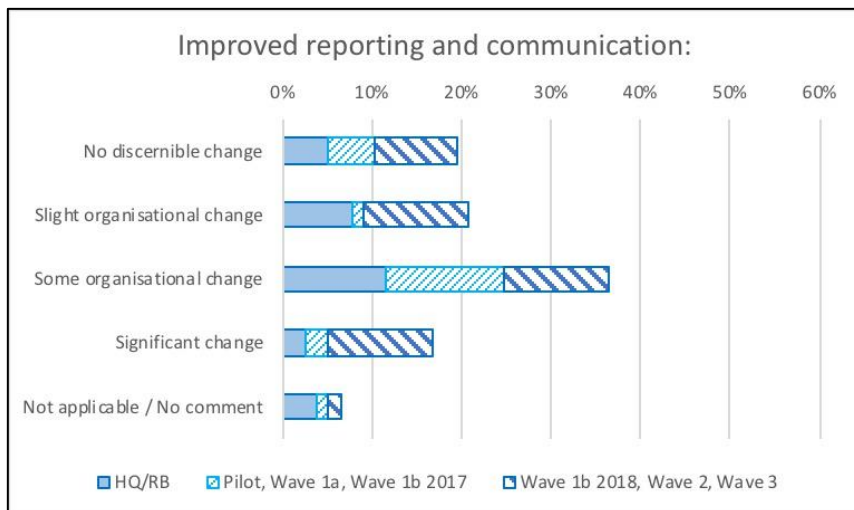
Figure 17 **Organizational change: average response over five areas**
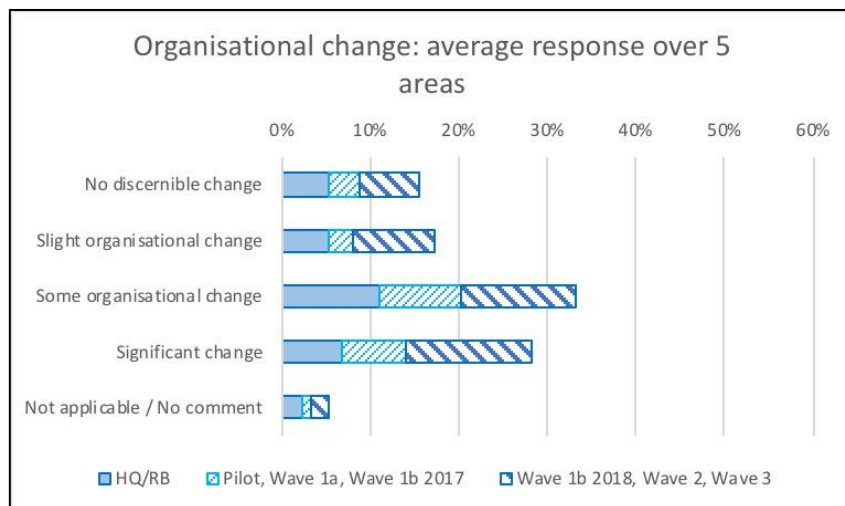
Figure 18 **Inclusiveness and timeliness of the country strategic plan process**
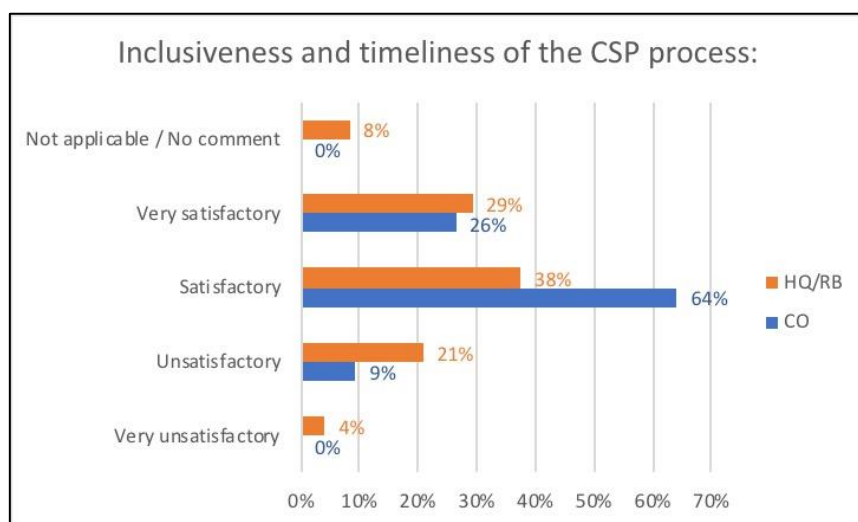
Figure 19   **Support from headquarters and regional bureaux**
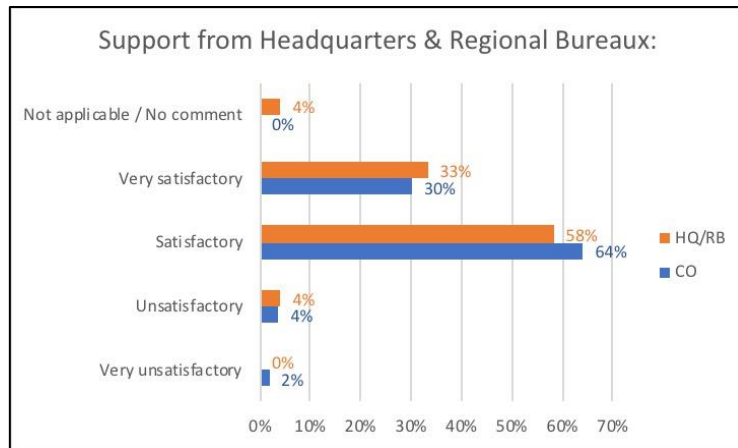
Figure 20   **Country office capacity to develop the country strategic plan**
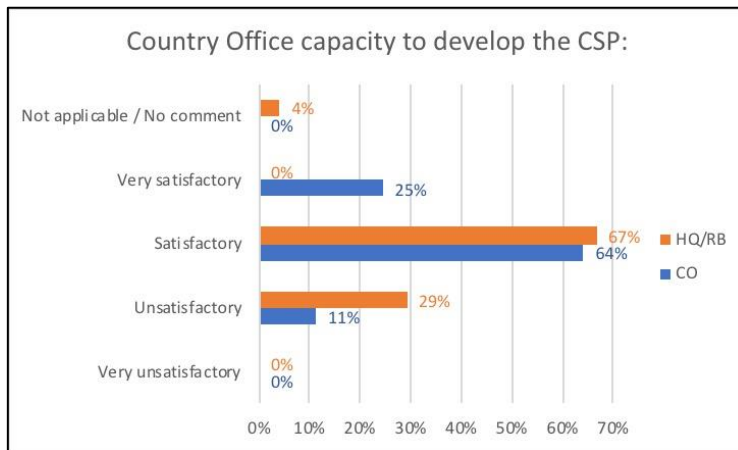
Figure 21   **Overall satisfaction with the country strategic plan process**
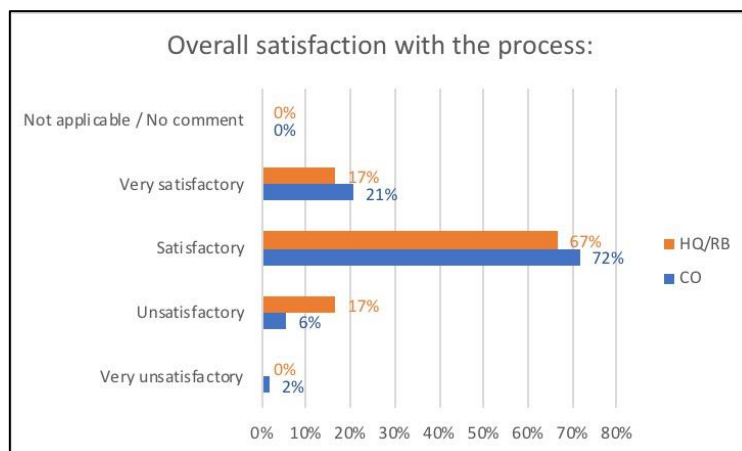
Figure 22   **Importance of factors affecting country strategic plan design**

In your experience, how important are the following in the design of the Country Strategic Plan?

Factor	Not important	Fairly important	Important	Very important	Not applicable / No comment
Other (please specify below):	5	3	11	17	41
Donors' requirements:	3	4	28	41	1
UN coordination processes and the UNDAF:	4	23	24	25	1
National policies, priorities & national SDG targets:	1	2	16	58	0
Previous evaluations & assessments:	0	6	34	36	1
National Zero Hunger Strategy Review (NZHSR):	4	6	22	43	2

Figure 23   **Long-term strategic aims on which country strategic plan likely to have most positive impact**

Looking ahead, based on your experience, which of the following long term strategic aims is the CSP likely to have the most positive impact on?

Aim	Positive impact
Improved alignment with national policies	53%
Strengthened harmonization with United Nations entities and processes	3%
Greater flexibility in planning and funding, including reduced earmarking	4%
Better linking of humanitarian and development work	18%
Enhanced WFP capacity to address gender and other cross-cutting issues effectively	1%
Simpler, more predictable resource allocation	1%
Improved visibility and communication	4%
Reduced transaction costs	0%
Enhanced performance management, reporting and accountability	4%
Stronger and broader partnerships	6%
Other (please specify below)	5%

124

Figure 24   Long-term strategic aims on which country strategic plan likely to have least, or most negative, impact
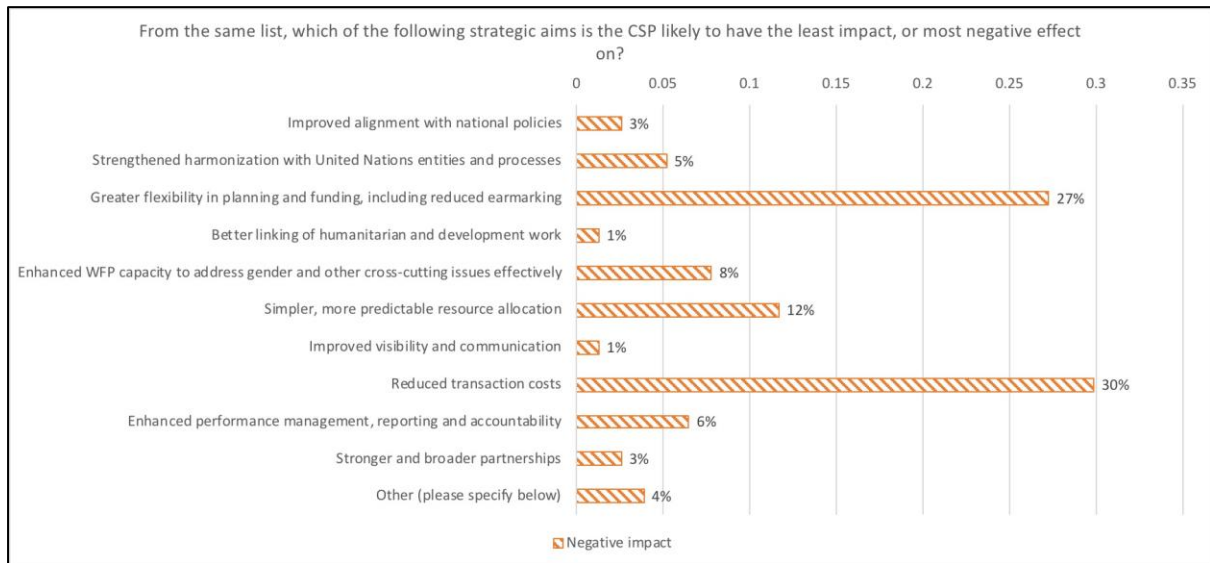
Figure 25   Long-term strategic aims on which country strategic plan likely to have most positive or negative impact
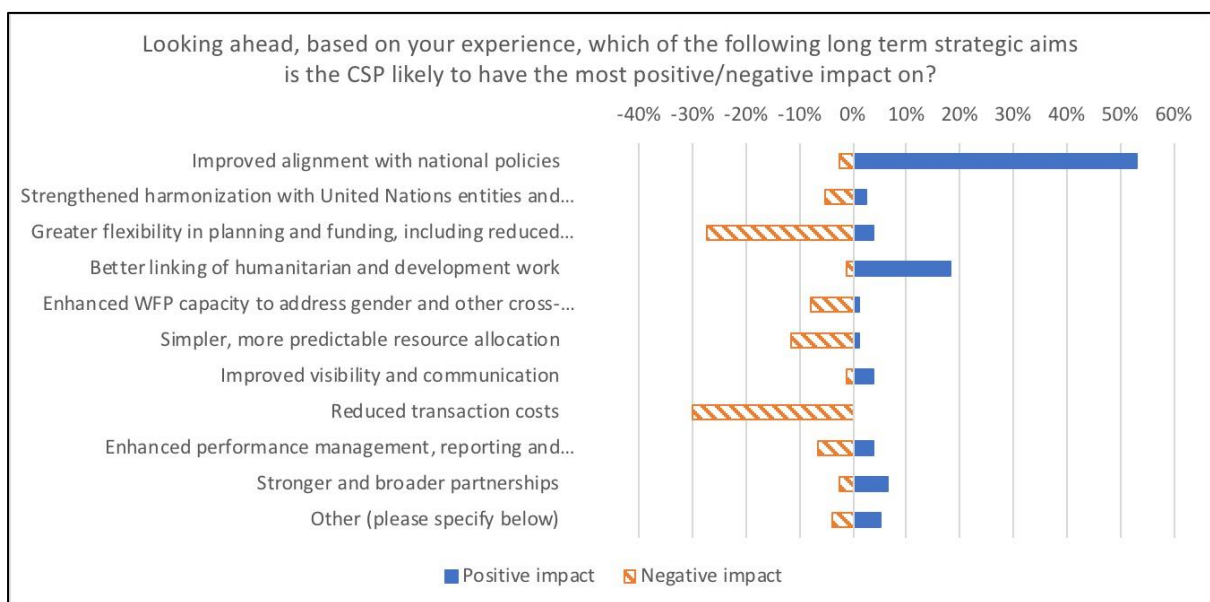
Selected responses to survey questions

35.   As shown above, the survey invited respondents to add comments and explanations to their answers. Some of their statements are reproduced below.

"What have you found particularly helpful in the current process of formulating the country strategic plan?"

36.   "The Zero Hunger Strategic Review process has been an excellent addition to the process, providing a strong evidence base for WFP's value-added proposition via the CSP, and a useful means of engaging stakeholders and raising the profile of SDGs in a country."

37.   "Consultation processes with government allowed (us) to communicate and raise awareness about the WFP's mandate and lay the basis for discussions on alignment with government priorities, but on the basis of a strategic review of food security and nutrition with an approach integrating humanitarian aid and development during a transition from food aid to technical assistance."

38.   "The strategic review process, as it provided WFP with a great opportunity to position itself and re-look at new areas of work."

39.   "The strategic review process, which brought us much closer to government and the development partner community, also giving us more credibility."

"What could be changed to improve the process of formulating the country strategic plan? What other support might be useful?"

40.   "The internal approval process is too long and burdensome. The s-PRP should be more strategic, but this is not the case. The e-PRP ends up being a never-ending list of comments that are not relevant. After all the process, there is an informal consultation with the executive board that is also burdensome and then comes final approval. Too much time is wasted."

41.   "The internal WFP review process is far too convoluted and long. Budgets are unwieldy and inflexibly interpreted by HQ."

42.   "More time to prepare a quality document and merge internal review processes (RB and HQ) to avoid a lot of unnecessary back and forth."

43.   "Greater engagement and awareness generation at the higher official level; regular sessions with the EB members, so that their respective government officials would appreciate this shift in WFP's approach. Many governments still do not understand WFP's roles beyond relief and recovery."

44.   "More thorough consultations. Our consultation with government was not very thorough as only low levels attended."

45.   "Cross-cutting issues are only considered as tick the box exercises and need to be included in the early CSP development/formulation discussions."

46.   "Inclusive engagement of all key actors from the outset (e.g. NZHSR), particularly for cross-cutting, strategic issues."

"Please note any additional factors that you have found to be important in designing the country strategic plan."

47.   "NZHSR should be a very important document. However, I feel country offices do not always accurately reflect the findings of the review in the development of the CSP."

48.   "The process seems to be driven primarily by donor requirements rather than real country needs."

49.   "Cross-cutting issues (gender and protection) should be better integrated in the NZHSR, as well as in the other areas and design steps."

"Looking ahead, based on your experience, which of the following long term strategic aims is the country strategic plan likely to have the most positive impact on? Why?"

Improved alignment with national policies

50.　　"The work of the WFP is much clearer and better aligned with national priorities. The government has a clear idea about how the WFP can contribute to national SDGs. The WFP is well positioned with government and partners."

51.　　"The strengthened engagement process with government and other partners, beyond traditional ones, helps focus WFP work and priorities in the country for the 2030 timeframe."

52.　　"The most important result of the CSP process here has been strengthening the relationship and planning with government to build trust - as such, the CSP is well aligned to the national plans and complements government's efforts."

53.　　"CSPs capture WFP's portfolio more holistically and articulate more clearly on how national hunger gaps are being addressed."

54.　　"CSP is prepared based on the Strategic Review of food security and nutrition towards zero hunger, national policies and strategies of the government on social and economic development and poverty reduction."

55.　　"CO is closely working with the government and actually government is the implementing partner as such aligning national policy may not require additional resources and congruence for the developmental purposes."

Enhanced WFP capacity to address gender and other cross-cutting issues effectively

56.　　"The structured CSP process provides a framework for the systematic integration of cross-cutting issues, like gender equality, which are fundamental ('strategic') to WFP delivering on its mandate."

"From the same list, which of the following strategic aims is the country strategic plan likely to have the least impact, or most negative effect on? Why?"

Reduced transaction costs

57.　　"So far, after the whole mapping and planning process I do not see any difference in transactions costs, on the contrary in our case the supply chain and the DSC split (IC + DSC) are higher than the previous costs."

58.　　"In contexts with high MIC countries, WFP will be leaning heavily on expert staff and human resources with specialized skill sets which do not come cheap. As there will be no direct delivery from WFP, the transaction costing model we currently have will not apply to the changing business model of WFP. Our region along with Latin America and the Caribbean is already questioning the viability of current financial and business model and discussing alternate presence models that are not hinged on reduced transaction costs but clarifying costs to deliver "low cost but high impact" assistance to the national governments."

Greater flexibility in planning and funding, including reduced earmarking

59.　　"The CSP was presented as a simpler system to plan and manage resources. In reality, it has been the opposite. Now, it is more difficult to plan, it is more difficult to manage the resources and donors find it easier to earmark. The CSP is a step backwards in this regard."

60.   "For now, we see little impact on levels of earmarking and more flexible funding; some CSP countries are reporting higher levels of earmarking than ever before, linked to the greater visibility the CPB affords down to activity level. It is unclear that the dial will move dramatically on these points, as donor earmarking is driven by a whole host of determinants that are not necessarily associated with WFP's own approach and processes. Donors have always earmarked and will continue to do so!"

Enhanced WFP capacity to address gender and other cross-cutting issues effectively

61.   "The CSP formulation is still largely gender blind, gender is largely inserted linguistically after drafts are complete - only to satisfy HQ gender unit. Not because COs identify it as an important issue to address. Lack of foresight."

62.   "CSP formulation pays close attention to these issues, but CSPs themselves do not 'enhance WFP capacity' in this regard. Focus should be on how these issues are actually reflected in the day-to-day operations, e.g. do we have the right skills in place, are our implementing partners able and willing to deliver on these promises etc."

"Any final comments on the process and effects (intended and unintended) of formulating and implementing the country strategic plans, and lessons learned that you would like to share?"

On the speed of transition

63.   "Two important obstacles to a smooth roll out should be noted. First, the highly ambitious pace that has left guidance, standards, processes and tools playing 'catch up', much to the chagrin of affected country offices. An element of 'learning as we go' was inevitable, but the extent of the delay we have experienced has been very challenging for the field. Secondly - and with similar effects - some functional units have been the 'pioneers' of the change, with others left far behind and still struggling to get on board."

64.   "The whole budget construction and management process has been a 'learning by doing' approach. As such, very heavy with many errors experienced and lessons learned on the way. I hope these lessons have been captured and recorded corporately - as it appeared at times that the country offices took on most of this burden. On a positive note, this approach to programme design has enabled our country office to take stock of what we have been doing and achieving/or not; and to adjust and redesign our vision and objectives. These objectives now reflect government, partner and donor priorities more than they did previously and not only our own shorter term, practically driven (i.e. what would be possible within the project lifespan), priorities."

65.   "The CSP process has been rushed and many COs don't have the required expertize to prepare and afterwards manage their strategic outcomes and activities. HQ should have imposed a realistic approach with fewer activities according to the expected level of contributions (up to 20 million USD/year = maximum 2-3 activities)."

66.   "Great system in theory - rolled our too fast to capture lessons and improve on them. Too many concessions to the donors allowing them to earmark to activity level - this will cause critical pipeline breaks, and uncertainty, as well as poorly implemented projects across the CO - rather than allowing COs to prioritize when funding does not meet all needs."

Transaction costs

67.   "The CSP strategic planning process was good for the CO. However, the new systems, processes and regulations resulting from the CSP have been very bad for the CO. They have

increased the time spent in exchanges with and for HQ that are not useful at all for COs (the new budget tools are an example of a new instrument that does not help COs in any way, but it is compulsory). Financial management and resource planning is more complex and less clear. In general, all processes introduced with the CSP have reduced the CO's efficiency and increased the amount of time spent in corporate processes. This has come at the expense of the capacity to focus on the day-to-day work and the implementation of the strategy. In this regard, the CSP has been a step backwards for the WFP's efficiency."

68.   "The CSP process could have been less long-drawn. Preparation of the document has been found to be time consuming and disruptive to operations. Requiring staff to implement the new strategy with less preparation has been challenge, for countries operating in non-English speaking settings. Furthermore, the additional work-related stress the whole process has caused to staff has been underestimated. On a positive note, once the budding challenges have been overcome with time, the CSP will become appreciated, unlike multiple document implementation in a country with multiple budgets and reporting requirements."

69.   "The CSP has been a learning-as-you-go process, so at times we have seen duplication of effort, but the most inefficient part has been the way HQ and RB comments on the CSP were managed - HQ and RB comments were often contradictory, confusion over draft documents going back and forth, comments arriving late, dispersed and not compiled. And, whilst the CO should have the last decision regarding proposed changes - in practice the RB has been prescriptive."

Simplification

70.   "Need for simplification and strengthening capacity of staff particularly in small country offices."

71.   "My involvement has not been long (only two months so far). I come from outside of WFP, and in my view, this is a valuable and bold and well managed improvement to the organization."

Alignment/consultation

72.   "Greater care and clearer criteria to select the institution that will conduct the NZHSR. Identify in a clear way the needs of government and people so that they can be addressed. Large groups of vulnerable people require a special approach and programmatic WFP actions which are not being undertaken by the government with the excuse that the average income is middle-high."

Partnerships

73.   "It is an important transition for WFP. In many aspects, we are entering into the space of FAO. It would be good to work more on a clear division of labour between WFP and FAO and to conduct the strategic review and planning jointly."

74.   "Opportunities for new partnership arose from the broad consultations over the CSP. The final portfolio is more coherent and better structured than the previous combination of projects. The financial structure is clearer, however challenges remain in the internal management of budgets."

Roles of actors

75.   "Clear delineation and communication of roles and responsibilities of all actors - across COs, RBx and HQ; with timelines and templates in which key - mandatory - elements are highlighted. Engagement of functional/technical specialists/entities from the beginning."

General

76.   "The change was worth it."

77.   "The process is ongoing so a little premature to say."

78.   "As with every change comes the uncertainties and pessimism. While there are quite a significant potential of the CSP in terms of efficiency, effectiveness and transparency, assessing, monitoring and reporting impact and results should be focused on to ensure that this component of the IRM is adequately developed and implemented."

79.   "The CSP design process requires team work and changes in the mind-set of the CO staff. The more one engages the team from the beginning the better the team's response to change."

80.   "The change to CSPs may result in a better aligned and more informed role for WFP in countries and therefore may provide some assurance of resources."

81.   "In countries that had country plans before, there is no radical change. The main improvement is including emergencies in the plan. The worst, and something that should be improved, is the budget: it is not simple, it is not friendly, mixes many things and it is impossible to monitor."

82.   "In countries designing and starting to implement the CSP, it is important not to forget the importance of getting ready for the change the CSP entails at the office level."

83.   "Improve the multisector approach with a better involvement of the technical units in the technical support of the country office."

84.   "I have seen positive impact of CSP and this is definitely the way forward for WFP."

85.   "I believe the CSP process exposes WFP to do higher level of self-reflection and poses questions related to our value add. Corporately, it also pushes us to define our relevance and our presence model in the future."

86.   "I am very satisfied with the CSP and the whole IRM process. It took time to explore the new way of working, but it makes all sense."

Quality Assurance Arrangements

1. WFP has developed a Centralized Evaluation Quality Assurance System (CEQAS) based on the United Nations Evaluation Group (UNEG) norms and standards and good practice of the international evaluation community (the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) and the OECD DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products. CEQAS was systematically applied during this evaluation and relevant documents were provided to the evaluation team. This evaluation was carried out in strict compliance with CEQAS, following the templates, quality checklists and technical notes of its predecessor, the Evaluation Quality Assurance System (EQAS) where these have not yet been updated to CEQAS format.

2. For this global strategic evaluation involving multiple country studies and a large evaluation team, the co-team leaders took special care to ensure uniformly high quality across evaluation activities and a shared understanding of concepts and methods. In addition to frequent communications between team members, the inception briefings at WFP Headquarters and the 24-25 April evaluation team workshop were important opportunities to do this.

3. As noted in the terms of reference, the evaluation team was advised by an internal reference group of WFP staff (Table 26). During its inception briefing visit to WFP Headquarters, the evaluation team briefed the internal reference group about its methodological approach, which the group endorsed. At the 10 May meeting with the internal reference group (paragraph 7 below), the emerging findings were presented and there was an opportunity for group members to examine the evidence and, where necessary, raise issues that would help the evaluation team in finalizing the evaluation report. WFP also appointed an external advisory group (Table 27).

Table 26.   Members of the internal reference group

DIVISION/BUREAU	NAME	POSITION
Office of the Deputy Executive Director		
Human Resources (HRM)	Flavia Scarnecchia	Chief, Field Support Branch
Integrated Road Map (IRM)	Rathi Pala Krishnan	Senior Policy Adviser
Gender Office (GEN)	Jacqueline Paul	Senior Gender Adviser
Regional Bureau Bangkok (RBB)	Kimberly Deni Britta Schumacher	Regional Programme Adviser Regional Programme Adviser
Regional Bureau Cairo (RBC)	Carlo Scaramella	Deputy Regional Director
Regional Bureau Dakar (RBD)	William Affif	Senior Regional Policy & Programme Adviser
Regional Bureau Johannesburg (RBJ)	Jedda Constantine	Regional Programme Adviser
Regional Bureau Nairobi (RBN)	Ana Fernandez-Martinez	Regional Programme Officer
Regional Bureau Panama (RBP)	Regis Chapman	Senior Regional Programme Adviser
Operations Services		
Policy & Programme (OSZ)	Chris Toe Mohamad Marji	Consultant Programme Policy Officer
Emergency Preparedness and Support Response (OSE)	Sheila Grudem	Deputy Director
Nutrition Division (OSN)	Jennifer Rosenzweig	Chief, Knowledge Management and Learning
Partnership, Governance and Advocacy		
Government Partnerships Division (PGG)	Marie-Lyne Joseph	Policy Adviser (IRM)
Resource Management		
Budget and Programming (RMB)	Michael Jensen	Senior Finance Officer
Performance Management and	Natasha Nadazdin	Chief, RMP Monitoring Unit (RMPM)

DIVISION/BUREAU	NAME	POSITION
Monitoring (RMP)		

Table 27.   **Members of the external advisory group**

NAME	ORGANISATION	POSITION
Bradley Foerster	United Nations Development Operations Coordination Office (DOCO)	Team Leader, Country & Regional Support Team
Cristina Amaral	Food and Agriculture Organisation (FAO)	Director Office of Support to Decentralized Offices (OSD)

4.   These arrangements were reinforced by the Mokoro consortium's internal quality support (QS) system. This is integrated into any assignment undertaken by Mokoro. In this case, two experts comment on deliverables from an independent perspective before they are submitted to the Office of Evaluation. The quality support experts are Brian Majewski and Stephen Lister. Brian is a senior expert in strategic research and evaluation, with highly developed skills in strategic planning and change management. To take advantage of his familiarity with recent developments in WFP strategic planning, Brian participated directly in the development of the evaluation's methodology and work plan during the inception phase, and joined the evaluation team on its inception visit to WFP Headquarters as well as its 24-25 April workshop. Stephen has extensive experience leading WFP evaluation teams. With his broad expertize of WFP evaluation principles and practice, he focused his quality support on ensuring that all deliverables satisfy CEQAS standards.

5.   There is no potential for conflict of interest in the performance of this evaluation. None of the evaluation team members has been involved in the preparation or implementation of any aspect of the WFP Integrated Road Map or of individual country strategic plans. The impartiality of the evaluation is backed up by the Office of Evaluation's own independent and impartial status in WFP: the WFP Evaluation Policy stipulates that the Director of Evaluation has full discretion over evaluation selection, approval and the issuance of evaluation reports to the Board (WFP, 2015: 10).

6.   WFP strategic evaluations must conform to WFP and UNEG ethical standards and norms. Evaluation team members were committed to ensuring ethics at all stages of the evaluation (planning, design, implementation, reporting and dissemination). This included, but was not limited to: ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation resulted in no harm to participants or their communities.

Annex F Persons Consulted During the Evaluation Phase

WFP ROME			
Name		**Position**	**Organization**
Braun, J.	M	Programme Officer	WFP HQ
Brennan, G.	M	Policy Adviser IRM	WFP HQ
Burrows, S.	F	Senior Evaluation Manager	WFP HQ
Campbell, B.	M	Counsellor, Alternate Permanent Representative of Switzerland to FAO, WFP, IFAD	WFP HQ
Cook, A.	F	Director of the Office of Evaluation	WFP HQ
Grundem, S.	F	Deputy Director of Emergencies	WFP HQ
Gudren, S.	F	Deputy Director	WFP HQ
Hochstetter, S.	F	Director of Rome-based agencies and Committee on World Food Security	WFP HQ
Igweta, G.	F	Evaluation Manager RBJ	WFP HQ
Isler, A.	F	Partnership Manager PGP	WFP HQ
Jensen, M.	M	Senior Finance Officer	WFP HQ
Jerger, G.	F	Head of WFP Geneva Office	WFP Geneva
Joseph, M.	F	Donor & Private Sector Relations Officer	WFP HQ
Kanova, L.	F	External Partnerships Officer (PGR)	WFP HQ
Marji, M.	M	Programme Policy Officer	WFP HQ
Milisic, Z.	M	Chief Direct Implementation Programme Service	WFP HQ
Nadazdin, N.	F	Chief, Monitoring Unit	WFP HQ
Nursinghdass, C.	F	Internal Auditor	WFP HQ
Paul, J.	F	Senior Gender Adviser	WFP HQ
Pronesti, N.	M	Consultant	WFP HQ
Rosenzweig, J.	F	Chief Knowledge Management	WFP HQ
Scarnecchia, F.	F	Human Resources Officer	WFP HQ
Spanos, H.	F	Secretary to EB and Director, EB Secretariat	WFP HQ
Valentini, J.	M	PGR	WFP HQ

EXTERNAL STAKEHOLDERS			
Name		**Position**	**Organization**
Alidri, P.	F	Policy Specialist - System Wide Programming	UN Development Operations Coordination Office
Amaral, C.	F	Director, Office of Support to Decentralized Offices (OSD)	FAO
Brave, N.	F	Strategic Programme Leader, SP1	FAO
Brett, N.	M	Regional Director for Asia and Pacific	IFAD
Campbell, B.	M	Counsellor and Alternate Permanent Representative	Switzerland Permanent Representation
Foerster, B.	M	Team Leader, Country & Regional Support Team	UN Development Operations Coordination Office
Ginsburg, M	M	Programme Officer (OSD)	FAO
Jácome, A. *	F	List C Convenor and Permanent Representative	Panama Permanent Representation

EXTERNAL STAKEHOLDERS			
Name		**Position**	**Organization**
Joshi, I.	F	Liaison and Operations Officer, TCE	FAO
Matthys, F.	M	Country and Regional Advisor	UN Development Operations Coordination Office
Moutone-Smith, D.*	F	Policy Team Leader	USA, Food for Peace
Petrovski, E.*	F	Finance and Oversight Specialist and Alternate Permanent Representative	USA, Food for Peace
Segrado, C.	F	First Secretary and Deputy Permanent Representative	United Kingdom Permanent Representation
Stephen-Tchicaya, B.	F	Programme Officer (OSD)	FAO
Vartanyan, A.	M	Programme Officer (OSD)	FAO
Whankhan, M.	F	Programme Officer (OSD)	FAO

Key: * = joint interview with internal audit team conducting the audit of the IRM during the evaluation inception phase

BANGLADESH			
Name		**Position**	**Organization**
Afros, S.	F	Additional Secretary	Economic Relations Division, Ministry of Finance
Ahmed, R.	M	Director General	Dept. of Disaster Management
Alvers, J.	F	Activity Manager	WFP CO, Bangladesh
Arefeen, S.	M	Head of Supply Chain & Emergency Response Preparedness	WFP CO, Bangladesh
Beun, M.	F	Head of Nutrition	WFP CO, Bangladesh
Bhattacharjee, L.	F	Senior Nutritionist	FAO
Bhattacharyya, D.	M	Deputy Country Director (Strategy and Programme)	WFP CO, Bangladesh
Clemens, B.	F	Deputy Country Director Operations	WFP CO, Bangladesh
Das, R.	M	Additional Secretary, Directorate of Primary Education,	Ministry of Primary and Mass Education
Doolan, D.	M	Representative ad-interim	FAO
Hardy, J.	F	Second Secretary	Australian High Commission.
Hosoi, M.	F	External Relations Officer	UNHCR
Karim, R.	M	Head, Social Safety Net Policies and Programmes	WFP CO, Bangladesh
Keya, A.	F	Finance Officer	WFP CO, Bangladesh
Nabi, E.	M	Head of M&E Unit	WFP CO, Bangladesh
Rader, C.	F	Country Director	WFP CO, Bangladesh
Rahman, A.	F	Senior Social Protection Economist	The World Bank
Rahman, K.	F	Humanitarian Affairs Specialist	Office of the UN RC
Seppo, M.	F	United Nations Resident Coordinator	Office of the UN RC
Tabassum, S.	F	Country Programme Officer	IFAD
Zakaria, S.	F	Senior Advisor, Food Security and Disaster Management	USAID
Zaman, N.	M	Resources Management	WFP CO, Bangladesh

CHINA

Name		Position	Organization
Chen, K.	M	Head of IFPRI East and Central Asia	IFRPI
Jiang, H.	F	Head of Domestic Programmes	WFP CO, China
Legros, C.	F	Deputy Director	WFP CO, China
Rong, F.	F	Programme Officer	FAO
Shiyin J.	F	Finance Associate	WFP CO, China
Yin, N.	F	Head of CSAM	CSAM
Yinhong, S.	M	Country Programme Officer	IFAD

COLOMBIA

Name		Position	Organization
Apraez, A.	M	Finance Officer	WFP CO, Colombia
Bello, A.	F	M&E Officer	WFP CO, Colombia
Del Castillo, S.	F	MZHRS Consultant Nutritionist	Consultant
Henao, F.	M	Supply Chain Officer	WFP CO, Colombia
Hines, D.	F	Country Director	WFP CO, Colombia
Poretti, F.	M	Managing Director	SDC
Sierra, C.	F	National Programmes Officer	SDC
Storbeck, A.	M	International Programme Officer	WFP CO, Colombia
Villate, T.	F	Development Assistance Specialist	USAID

ECUADOR

Name		Position	Organization
Almeida, E.	F	Coordination Officer	UNDP
Almeida, T.	F	Nutrition budgets	WFP CO, Ecuador
Ampudia, N.	F	International Cooperation Analyst, Ministry of Foreign Affairs	WFP CO, Ecuador
Andrade, L.	F	Secretariat for Integral Child Development	Ministry of Economic and Social Inclusion
Arteage, J.	M	Asistente Pilar 2	WFP CO, Ecuador
Calle, K.	F	Acquisitions	WFP CO, Ecuador
Cobos, O.	F	Director of Management of International Cooperation, Government of Pichincha	Government of Pichincha
Cuesta, V.	F	Head of Area Services	WFP CO, Ecuador
Fernandez, L.	M	M&E	WFP CO, Ecuador
Flores, J.	F	FAO	Ministry of Agriculture
Gabriela Aguilar Rodriguez, M.	F	Adviser on Global Strategies for the Reduction of Risks	Secretariat of Risk Management
Gabriela Aguilar Rodriguez, M.	F	Adviser on global strategies for the reduction of risks	Secretariat of Risk Management
Galarza, C.	F	Responsible Pilar 2-3-4	WFP CO, Ecuador
Guevara, C.	F	Asistente Pilar 1 – Punto Focal de Genero	WFP CO, Ecuador
Guillen, L.	F	Director of International Relations and Cooperation	Ministry of Economic and Social Inclusion
Guzman, D.	M	Director of Adaptation	Ministry of Environment
Janssen, P.	M	Deputy Director	WFP CO, Ecuador
Morales, A.	M	Undersecretary of Integral Protection and Attention to Immigrants	WFP CO, Ecuador
Paredes, J.	M	M&E Officer	IOM
Paz, E.	M	ICT	WFP CO, Ecuador

ECUADOR

Name		Position	Organization
Pesantez, N.	F	Programme Official	WFP CO, Ecuador
Romero, L.	M	Head of Sub-Office	WFP CO, Ecuador
Ruilova, M.	F	Health and Nutrition	UNICEF
Rusero, G.	F		FAO
Salazar, V.	F	Coordinadora General Administrativa	KOICA
Sandoval, F.	F	Nutritionist	WFP CO, Ecuador
Strebelle, K.	F	Deputy Country Director	WFP CO, Ecuador
Torres, D.	M		FAO
Vasconez, J.	M		Pan American Health Organisation
Velasquez, L.	F	Finance	WFP CO, Ecuador

EGYPT

Name		Position	Organization
Abuismail, R.	F	VAM, IM & M&E Head	WFP CO, Egypt
Al-Mamun, S.	M	Head of Finance and Admin	WFP CO, Egypt
Arafa, D.	F	School Feeding Unit Head	WFP CO, Egypt
Arafa, W.	M	FLA and IRM Focal Point	WFP CO, Egypt
Asim, M.	M	Acting HR Officer	WFP CO, Egypt
Atef, N.	F	Private Sector Partnerships	WFP CO, Egypt
El Gammal, M.	F	Monitoring and Evaluation Officer	WFP CO, Egypt
Gamaleldin, A.	F	Social Protection Unit Head	WFP CO, Egypt
Haile, M.	M	Country Director	WFP CO, Egypt
Khalil, I.	F	Climate Change and Livelihood Unit Head	WFP CO, Egypt
Khattab, O.	M	IT Officer	WFP CO, Egypt
Khodjaev, B.	M	Budgeting & Programming Officer	WFP CO, Egypt
Koike, Y.	F	Head of Supply Chain	WFP CO, Egypt
Osman, N.	F	Adviser to the Minister	Ministry of Social Protection
Parchment, S.	F	Deputy Country Director	WFP CO, Egypt
Purcell, J.	F	Partnerships Officer	WFP CO, Egypt
Vikoler, H.	M	Head of Programme	WFP CO, Egypt
Zalat, L.	F	Programme Associate – IRM	WFP CO, Egypt

EL SALVADOR

Name		Position	Organization
Alvarenga, C.	M	SO 2 Manager	WFP CO, El Salvador
Bachofer, R.	M	CSP Consultant	WFP CO, El Salvador
Constantia, J.	F	M&E Assistant	WFP CO, El Salvador
Delgado, S.	F	Finance Assistant	WFP CO, El Salvador
Guillen, R.	M	SO 3 Manager	WFP CO, El Salvador
Hernandez, J.	M	SO 3 Manager, Programme Officer for Emergency Preparedness and Response	WFP CO, El Salvador
Landaverde, J.	M	Director of Regional Multilateral Cooperation and International Financing Organizations	Ministry of Foreign Affairs
Lopez, D.	F	Logistics Assistant	WFP CO, El Salvador
Marquez, D.	F	Director	CONOSAN
Martinez, C.	M	M&E Programme Officer	WFP CO, El Salvador
Martinez, E.	F	Programme Policy Officer	WFP CO, El Salvador
Saenz, C.	F	M&E Assistant	WFP CO, El Salvador
Salazar, C.	M	UN Resident Coordinator	UN, El Salvador

Stanhope, A.	M	Representative	WFP CO, El Salvador
Vazquez, A.	F	Director of Regional Multilateral Cooperation and International Financing Organizations	Ministry of Foreign Affairs

INDONESIA

Name		Position	Organization
Bambang, H. W.	M	DIT, Primary School Division	Ministry of Education and Culture
Cook, N.	F	Second Secretary	Australian Embassy in Indonesia
Davies, F.	F	Minister-Counsellor, Development Cooperation	Australian Embassy in Indonesia
Dewi, P.	F	Assistant Director Directorate of Logistics, BNPB	WFP CO, Indonesia
Gandini, N.	F	Programme Policy Officer for Social Protection	WFP CO, Indonesia
Gunawan, D.	M	Director – Centre for Climate Change Information	WFP CO, Indonesia
Holmes, A.	M	Head, EPR Unit	WFP CO, Indonesia
Holmes, A.	M	Activity Manager	WFP CO, Indonesia
Isdiosojo, W.	F	Deputy Director, SMERU Research Institute	SMERU
Khamin, H.	M	Director, Directorate of Primary School Development	Ministry of Education and Culture
Kohoutova, K.	F	Head of VAM	WFP CO, Indonesia
Liu, D.	M	Deputy Country Director	WFP CO, Indonesia
Mangkusubroto, K.	M	Professor, former Head of Coordination Office for Development in Indonesia	
Marnala, C.	F	Finance Analyst	WFP CO, Indonesia
Melayansari, M.	F	Head, Business Support Unit	WFP CO, Indonesia
Mezaya, R.	F	Lecturer	
Murniningtyas, I.	F	Former Deputy Minister	BAPPENAS
Mutia, G.	F	M&E Officer	WFP CO, Indonesia
Nirody, A.	F	Resident Coordinator	United Nations
Phadmanto, R.	M	Deputy of Logistics & Equipment Department, Emergency Response Agency (BNPB)	WFP CO, Namibia
Rah, J. H.	F	Chief of Nutrition	WFP CO, Indonesia
Rospita, L.	F	Food Security Analyst / Nutrition and SDG Focal Point	FAO
Rudgard, S.	M	Representative	FAO
Sukotjo, N.	F	Nutrition Specialist	WFP CO, Indonesia
Tafiati, H.	F	DIT, Primary School Division	Ministry of Education and Culture
Wahyunto, A. T.	M	Head of Institutional Section	Ministry of Education and Culture
Webb, A.	F	Country Director	WFP CO, Indonesia

KENYA

Name		Position	Organization
Akinyi, L.	F	School and Adolescent Nutrition	Ministry of Health
Ambroso, A.	F	TA Food Assistance and DRR	ECHO
Behan, B.	F	Deputy Country Director	WFP CO, Kenya
Bernardez, M.	F	TA Food Assistance	ECHO
Chele, A.	F	Nutrition Policy Officer	FAO
Conte, A.	F	Country Director	WFP CO, Kenya
Doyo, G.	M	Food for Assets Coordinator	NDMA
Hughes, S.	M	Head, Resilience, Livelihoods and Nutrition and IRM Coordinator	WFP CO, Kenya
Jouineau, J.	M	TA Kenya; Focal Point – Regional Refugee Crises	ECHO

KENYA

Name		Position	Organization
Kidane, K.	M	Management Unit Head, Supply Chain Unit	WFP CO, Kenya
Kirogo, V.	F	Head of Nutrition and Dietetics Services, Ministry of Health	Ministry of Health
Mwongela, B.	F	PPO, M&E Unit	WFP CO, Kenya
Okhana, M.	M	PPO, Resource Management Unit	WFP CO, Kenya
Robins, A.	F	Nutrition Specialist	UNICEF
Unlova, I.	F	Assistant Representative	UNHCR
Wainaina, G.	M	Professor, School of Business, University of Nairobi	Consultant

LAOS

Name		Position	Organization
Bouapao, L.	M	Consultant	Independent
Morakot	M	Director, Division dealing with ODA	Ministry of Planning and Investment
Pattivong, S.	M	Programme Officer	IFAD
Phommavong, P.	M	Finance Analyst	WFP CO, Laos
Rong, F.	F	Programme Officer	FAO
Tjipto, U.	M	Head of M&E section	WFP CO, Laos
Tongul, H.	M	Deputy Director	WFP CO, Laos
Yin, N.	F	Head of CSAM (Centre for Sustainable Agricultural Mechanism)	CSAM (UNESCAP)

LEBANON

Name		Position	Organization
Heinrich, D.	M	Country Director	WFP CO, Lebanon

MOZAMBIQUE

Name		Position	Organization
Babu, N.	M	Outcome Manager	WFP CO, Mozambique
Bouapao, L.	M	Consultant	Consultant
Ginja, V.	F	Deputy Country Director	WFP CO, Mozambique
Hamido, L.	M	Head of Sub-Office in Xai-Xai	WFP CO, Mozambique
Mariquele, B.	F	Food Technologist	WFP CO, Mozambique
Missomal, S.	M	M&E Assistant	WFP CO, Mozambique
Rafael, A.	M	Programme Policy Officer	WFP CO, Mozambique

NAMIBIA

Name		Position	Organization
Idhenga, I.	F	Senior Economist, Directorate of Planning and Policy	Ministry of Poverty and Social Welfare
Kamwi, G.	F	Programme Officer	WFP CO, Namibia
Mamili-Mbangu, J.	F	Deputy Director, Programmes & Quality Assurance, Management Planning, Appraisal and Training Division	Ministry of Education
Mutumba, O.	M	Programme Officer	WFP CO, Namibia
Odeke, E.	M	Programme Officer	WFP CO, Namibia
Sibeya, N.	M	Deputy Chief	WFP CO, Namibia
Sibungo, N.	F	Head of Finance and Administration	WFP CO, Namibia

SOMALIA

Name		Position	Organization
Bideniman, E.	M	Deputy Country Director	WFP Somalia
Heines, E.	F	Deputy Country Director	WFP Somalia
Henderson, J.	F	Programme Policy Officer	WFP Somalia
Jovceva, L.	F	Head of Programme	WFP Somalia
Bukera, L.	M	Country Director	WFP Somalia
Moshin, F.	F	Donor Relations Officer	WFP Somalia
Pict, M.	F	Head of Budget and Programming	WFP Somalia

SUDAN

Name		Position	Organization
Abdullah, F.	M	M&E Officer, Technical Officer	FAO
Abrahim, I.	M	Head of Programmes	Sudanese Red Crescent Society
Cavalcante, M.	M	Head of Programme	WFP CO, Sudan
Elabbas, H.	F	Gender Officer	WFP CO, Sudan
Farah, A.	M	Representative	IMF
Fontana, D.	M	Head of HR	WFP CO, Sudan
Hollingworth, M.	M	Country Director	WFP CO, Sudan
Islepho, N.	F	Budget and Programming	WFP CO, Sudan
Khan, A.	F	Temporary Head of M&E	WFP CO, Sudan
Malu, M.	F	DCD, Support services	WFP CO, Sudan
Musisi-Mkambwe, M.	F	USAID Mission Director Sudan	USAID
Mussallam, A.	M	DCD Operations	WFP CO, Sudan
Pasquali, M.	F	Donor Relations	WFP CO, Sudan
Pfortner, H.	F	Head of Finance	WFP CO, Sudan
Quattrola, V.	F	Deputy FAO Representative	FAO
Ruedas, M.	F	Resident Coordinator	United Nations
Shiek, A.	M	M&E Officer	WFP CO, Sudan
Sowe, L.	F	Head of Darfur Area Office	WFP, Sudan
Yagoub, S.	M	M&E Officer	WFP CO, Sudan

TANZANIA

Name		Position	Organization
Abdulahi, M.	M	Senior Social Protection Specialist	World Bank
Assery, O.	M	Departmental Director	Prime Minister's Office
Assey, V.	M	Acting Director	Tanzania Food and Nutrition Centre
Battistella, E.	F	Head of M&E	WFP CO, Tanzania
Bigham, W.	F	Deputy Country Director	WFP CO, Tanzania
Burnett, A.	M	Humanitarian Adviser	DFID
Dunford, M.	M	Country Director	WFP CO, Tanzania
Gomez, M.	M	Head of VAM	WFP CO, Tanzania
Inglis, L.	F	Programme Manager	European Union
Jachi, B.	M	Public Works Programme Manager	Tanzania Social Action Fund
Kaganda, J.	F	Nutrition	WFP CO, Tanzania
Kambarangwe, D.	F	National Program Officer	WFP CO, Tanzania
Kapinga, N. N.	F	National M&E Officer	FAO
Kaziboni, S.	M	Business Development and Quality Assurance Director	Prime Minister's Office
Linner, P.	M	Senior Coordination Adviser	One UN
Makene, F. S.	M	Head, Strategic Research and Publication	ESRF
Manalea, I. S.	M	Operations Officer	Ministry of Home Affairs

TANZANIA

Name		Position	Organization
Masusu, D.	M	Assistant Director	Ministry of Home Affairs
Mateng'e, V.K.	F	Head of Commissioned Research Department	ESRF
Max, R.	F	Finance and Procurement Officer	WFP CO, Tanzania
Mebrahtu, H.	F	Senior Programme Officer	UNHCR
Miyagawa, K.	M	Counsellor	Embassy of Japan
Mkanda, E.	F	Finance and Procurement Officer	WFP CO, Tanzania
Mkaruka, R.	F	Director, Disaster Management	WFP CO, Tanzania
Mkumbwa, T.	F	Nutrition Coordinator	USAID
Mmbaga, P.	M	Operations Officer	Ministry of Home Affairs
Moloo, F.	F	Private Sector Partnership Officer	WFP CO, Tanzania
Morris, N.	M	Deputy Head of Dev. Coop	Ireland
Mseke, H.	M	Director	Ministry of Home Affairs
Mushi, O.	M	Programme Policy Officer	WFP CO, Tanzania
Mwangi, S.	M	Kigoma Food Assistance Programme Team Lead	Prime Minister's Office
Mziray, S. E.	M	Assistant Director	Ministry of Home Affairs
Navarette, K.	F	VAM Assistant	WFP CO, Tanzania
Ngegba, J.	F	Nutrition Specialist	UNICEF
Ngilabgwa, R.	M	Senior Research Officer	ESRF
Ngosingosi, S.	F	Gender Results Network	WFP CO, Tanzania
Nkya, O.	M	Director, Coordination of Government Business	Office of the Prime Minister
Rehani, S.	F	Donor Officer	Canada
Rodriguez, A.	M	Resident Coordinator	WFP CO, Tanzania
Sakata, Y.	F	Second Secretary	Embassy of Japan
Senga, E.	M	Disaster Management Coordinator	WFP CO, Tanzania
Shayo, D.	F	Finance and Procurement Officer	WFP CO, Tanzania
Shayo, F.	F	National Professional Officer & Education Sector Lead	UNESCO
Sitta, N.	F	Head of Sub-Office	WFP Sub Office, Tanzania
Steffen, S.	F	Head of Cooperation	Canada
Zoccheddu, T.	F	Head of Programme	WFP CO, Tanzania

TUNISIA

Name		Position	Organization
Lukyanova, M.	F	Country Director	WFP CO, Tunisia

ZIMBABWE

Name		Position	Organization
Akino, K	F	Programme Policy Officer	WFP CO, Zimbabwe
Balzer, N.	M	Head of Programme	WFP CO, Zimbabwe
Baxstrom, A.	F	Reports, Communications and Donor Relations Officer	WFP CO, Zimbabwe
Bulisani, N.	M	Senior Regional Programme Officer	SDC
Chakweya, T.	F	Logistics Associate	WFP CO, Zimbabwe
Chibwe, T	F	Programme Policy Officer	WFP CO, Zimbabwe
Chimedza, A.	M	Supply Chain	WFP CO, Zimbabwe
Chinoera, J.	F	Programme Policy Officer	WFP CO, Zimbabwe
Chiroodza, M.	M	HR Associate	WFP CO, Zimbabwe
Dube, W.	M	Nutrition SCP	WFP CO, Zimbabwe
Gondo	M	Principal Director	WFP CO, Zimbabwe
Gumbo, N.	F	Chief Agricultural Extension Specialist	WFP CO, Zimbabwe
Hamandishe, T	M	Head of Supply Chain	WFP CO, Zimbabwe
Isch, E.	M	Country Director	WFP CO, Zimbabwe

Kembo, G.	M	Director	WFP CO, Zimbabwe
Kwashira, G.	M	Head of IT	WFP CO, Zimbabwe
Maingire, B	M	Procurement Associate	WFP CO, Zimbabwe
Magorimbo, T.	M	Budget and Programming Associate	WFP CO, Zimbabwe
Makoni, P.	F	Programme Manager	WFP CO, Zimbabwe
Mashayo, E	F	Programme Policy Officer (P4P)	WFP CO, Zimbabwe
Matsikwa, H.	M	Programme Policy Officer	WFP CO, Zimbabwe
Mhike, C.	F	Head of Finance and Admin	WFP CO, Zimbabwe
Moyo, P.	F	Head of Field Office, Bulawayo	WFP CO, Zimbabwe
Muita, J.	F	Deputy Representative	UNICEF
Munyira, B.	F	HOFO Masvingo	WFP CO, Zimbabwe
Musengezi, N	F	Programme Associate	WFP CO, Zimbabwe
Musvosvi, J.	F	Country Director	WFP CO, Zimbabwe
Ndumiyana, T.	F	Nutritionist	WFP CO, Zimbabwe
Ntuli, G	M	Senior Programme SCG	WFP CO, Zimbabwe
Nyamayemombe, C.	F	Deputy Country Representative	UN Women
Parajuli, B.	M	UN Resident Coordinator	WFP CO, Zimbabwe
Pepukai, C.	F	Acting Head of Programmes / Coordination and Outreach Officer	UNICEF
Rowe, E.	M	Representative and Country Director	WFP CO, Zimbabwe
Sagomba, R.	M	VAM Officer	WFP CO, Zimbabwe
Sommer, T.	M	Regional Programme Manager – Food Security	SDC
Suzanne Truchard	F	Deputy Office Director	USAID
Tagwirei, J.	F	NZHRS Team Member	WFP CO, Zimbabwe
Tarakidzwa, I.	M	VAM Officer SCP	WFP CO, Zimbabwe
Taylor, J.	M	Office Director – Human Assistance and Resilience	USAID
Tore, G.	M	Principal Agricultural Extension Specialist	WFP CO, Zimbabwe
Yu, Y.	M	Deputy Representative	UNFPA
Zhou, A	F	Budget and Programming Officer	WFP CO, Zimbabwe
Zvinorova, B.	F	Senior Programme Associate	WFP CO, Zimbabwe

REGIONAL BUREAU FOR THE MIDDLE EAST, NORTH AFRICA, EASTERN EUROPE AND CENTRAL ASIA, CAIRO

Name		Position	Organization
Fanelli, R.	F	Regional Partnership Officer	WFP, RBC
Lamade, R.	F	IRM Coordinator	WFP, RBC
Liu, X.	F	Head of Programme Cycle	WFP, RBC
McDonald, J. H.	F	Gender Officer	WFP, RBC
Paulsson, N.	M	Head of Programme	WFP, RBC
Rasanen, A.	F	Head of Monitoring	WFP, RBC
Scaramella, C.	M	DRD (Operations)	WFP, RBC
Spallino, C.	F	Evaluation Officer	WFP, RBC
Tymo, D.	F	DRD (Admin)	WFP, RBC

REGIONAL BUREAU FOR ASIA AND THE PACIFIC, BANGKOK

Name		Position	Organization
Chard, F	F	Regional Gender Advisor	WFP, RBB
Defranchis, L.	F	Programme Officer M&E	WFP, RBB
Deni, K.	F	Programme Policy Officer (Nutrition?)	WFP, RBB
Meerdink, M.	M	Regional Programme Officer	WFP, RBB
Suvanto, J.	M	Senior Government Partnership Officer	WFP, RBB

REGIONAL BUREAU FOR WEST AFRICA, DAKAR

Name		Position	Organization

Affif, W.	M	Senior Programme Officer	WFP, RBD
Fauchon, M	F	Regional Donor Relations Officer	WFP, RBD

REGIONAL BUREAU FOR SOUTHERN AFRICA, JOHANANNESBURG			
Name		**Position**	**Organization**
Bourke, G.	M	Communications Officer for Southern Africa	WFP RBJ
Boyle, C.	F	Regional IT Officer	WFP RBJ
Cajee, Z.	F	Supply Chain & Logistics Officer (Fund Manager)	WFP RBJ
Castro, L.	F	Regional Director	WFP RBJ
Clements, S.	M	Regional External Partnership Officer	WFP RBJ
Constantine, J.	F	Head IRM Secretariat	WFP RBJ
de Jager, E.	F	National Supply Chain Officer (Logistics)	WFP RBJ
Gamaleldin, A.	F	Social Protection Unity Head	WFP RBJ
Gervais, K. R.	M	Programme Policy Officer: Social Protection	WFP RBJ
Gill, J.	F	Donor Relations Officer	WFP RBJ
Ibrahim, R.	F	Budget & Programming Officer	WFP RBJ
Igweta, G.	F	Regional M&E Officer	WFP RBJ
Inwani, C.	M	IRM Secretariat Consultant	WFP RBJ
Khalil, I.	F	Climate Change and Livelihood Unit Head	WFP RBJ
Khan, G.	M	Programme Policy Officer: Gender	WFP RBJ
Mendes, F.	M	Senior Programme Officer	WFP RBJ
Mogotsi, K.	F	National HR Officer	WFP RBJ
Msipa, L.	F	National Budget & Programming Officer	WFP RBJ
Mukiibi-Bunnya, A.	F	Regional Budget & Programming Officer	WFP RBJ
Nahimana, M.	F	Budget & Programming Officer	WFP RBJ
Nemadzhilili, B.	F	National Finance Officer	WFP RBJ
Nicole, T.	F	Project Management and Support Officer	WFP RBJ
Nystedt, D.	F	HR Consultant	WFP RBJ
Oghren, T.	M	Communications Officer	WFP RBJ
Reyes, A.	F	Budget & Programming Officer	WFP RBJ
Schlebusch, F.	M	IRM Secretariat: Change Management Specialist	WFP RBJ
Shivute, P.	M	IRM Secretariat Consultant	WFP RBJ
Strauss, J.	F	IRM Secretariat: Training Specialist and Budget and Programming Officer	WFP RBJ
Tajima, M.	F	Regional Monitoring Officer	WFP RBJ
Tariq, M.	M	Regional Finance Officer	WFP RBJ
Vikoler, H.	M	Head of Programme	WFP RBJ
Xaba, N.	F	Programme Policy Officer: Nutrition and HIV/AIDS	WFP RBJ

REGIONAL BUREAU FOR EASTERN AND CENTRAL AFRICA, NAIROBI			
Name		**Position**	**Organization**
Atela, S.	F	Head of HR	WFP RBN
Borlini, R.	M	Regional Evaluation Officer	WFP RBN
Bouchard, I.	F	Head, Donor Relations and Partnerships	WFP RBN
Chicoine, G.	F	Regional M&E Officer	WFP RBN
Etti, E.	F	Head of Finance and Administration	WFP RBN
Fernandez, A.	F	Project Cycle/CSP Coordinator	WFP RBN
Salort-Pons, A.	M	Head of Private Sector and Donor Relations Unit	WFP RBN
Sibanda, R.	M	Regional Director	WFP RBN
Van der Knaap, A.	M	Deputy Regional Director	WFP RBN
Zueco, J.	F	Head, Budget and Programming	WFP RBN

REGIONAL BUREAU FOR LATIN AMERICA AND THE CARIBBEAN, PANAMA			
Name		**Position**	**Organization**
Bottone, R.	F	Regional Monitoring Officer	WFP, RBP
Brown, A.	M	Regional Partnership Officer	WFP, RBP
Chapman, R.	M	Senior Regional Programme and Policy Officer	WFP, RBP
Dinucci, A.	M	Resilience Regional Adviser	WFP, RBP
Ferreira, A.	F	Regional Director and IRM Coordinator	WFP, RBP
Ganan, H.	F	Regional Gender Adviser	WFP, RBP
Machane, R.	M	Regional Supply Chain Officer	WFP, RBP
Mayer, V.	F	Liaison between CO and HQ	WFP, RBP
Mendoza, G.	F	Finance	WFP, RBP
Prost, M.	M	Regional Nutrition Adviser	WFP, RBP
Swidan, Y.	F	IRM Consultant	WFP, RBP
Testolin, G.	F	Cash and Voucher Regional Adviser	WFP, RBP

Annex G Summary Fieldwork Schedule

Purpose of mission	Location	By whom	Dates (2018)
Country visit (inception mission)	Tanzania	Alexandria Novokowsky Michael Reynolds Stephen Turner	5–9 February
Regional bureau visit	Panama	Muriel Visser	15-16 March
Country visit	El Salvador	Muriel Visser	19–23 March
Regional Bureau visit	Nairobi	Stephen Turner	22–23 March
Country visit	Kenya	Stephen Turner	26–27 March
Country visit	Somalia (in Kenya)	Nick Maunder	26–27 March
Country visit	Zimbabwe	Stephen Turner Penny Chideme	3–6 April
Country visit	Bangladesh	Michael Reynolds Iqbal Sobhan	8–12 April
Regional bureau visit	Cairo	Nick Maunder	12 April
Country visit	Ecuador	Javier Pereira	9–13 April
Country visit	Egypt	Nick Maunder	10–12 April
Regional bureau visit	Johannesburg	Stephen Turner	16–17 April
Country visit	Indonesia	Ruwan De Mel Samm Musoke	16–20 April
Team workshop	Oxford	Brian Majewski Elizabeth Hodson Enrico Piano Javier Pereira Jim Grabham Michael Reynolds Muriel Visser Nick Maunder Ruwan De Mel Stephen Turner	24–25 April
Debriefing visit	Rome	Michael Reynolds Stephen Turner Nick Maunder Enrico Piano	7th – 11th May
Meeting with Senior Management on emerging recommendations		Michael Reynolds Stephen Turner Enrico Piano	28 June

Annex H Links between findings, conclusions and recommendations

Table 28 below shows how the conclusions presented in Section 3.1 of the report answer the six evaluation questions posed by the TOR. Table 29 maps the links between findings, conclusions and recommendations.

Table 28.   Links between evaluation questions and conclusions

Evaluation question	Conclusion no.
Question 1: What observable progress has been made towards the intended organizational change set out in the CSP Policy and related documents in the framework of the IRM?	1, 2, 3, 6
Question 2: To what extent have WFP Headquarters and regional offices undertaken appropriate processes in developing the CSP framework and provided adequate support to country offices in the formulation and implementation of the 2017 CSPs?	3, 4, 5, 6
Question 3: What were the country-level factors that inhibited and enhanced the achievement of the intended organizational change set out in the CSP Policy and related documents in the framework of the IRM?	1, 3, 5, 6
Question 4: Was WFP able to adequately capture and utilize lessons from formulation and implementation of the CSPs in a timely manner?	4, 6
Question 5: What opportunities and risks have been encountered that could influence results from future implementation of the CSP framework?	1, 2, 3, 5, 6
Question 6: From what we observe of the implementation of the pilot CSPs, is WFP likely to achieve the intended organizational change set out in the CSP Policy and related documents in the framework of the IRM?	1, 2, 4, 6

Table 29.   Links between findings, conclusions and recommendations

Recommendation	Related conclusions	Related findings: paragraph(s)
Recommendation 1(a)	4, 5, 6	82-83; 87; 141-144; 154-156
Recommendation 1(b)	3, 4, 6	129; 177-180; 183-185
Recommendation 1(c)	6	56-57; 65-66; 117; 141-149; 153-156
Recommendation 2(a)	4, 5, 6	141-149; 153-156
Recommendation 2(b)	4, 5	57; 63; 67; 73; 83; 93; 124; 127; 139; 141; 146-147
Recommendation 2(c)	1, 6	130-131; 134; 139
Recommendation 3(a)	1, 2, 5, 6	59-61; 63-67

Recommendation	Related conclusions	Related findings: paragraph(s)
Recommendation 3(b)	1, 5	58-60; 66-67
Recommendation 4(a)	3, 6	176-186
Recommendation 4(b)	4, 6	67; 128; 182-183
Recommendation 5:	2, 3	106-116; 118

Annex I Data-collection methods

1.   **Data-collection methods.** The principal data-collection methods are shown below. As shown in the evaluation matrix, all were applied at global, regional bureau and country levels, spanning WFP, country government and external sources. As required by the terms of reference, they were designed to ensure rigour by using a cross-section of information sources. Used in combination, these methods supported the construction of comprehensive answers to the questions set out in the evaluation matrix. They also underpinned triangulation as a core principle of the exercise: different stakeholders' opinions and perspectives on the country strategic plan process were checked against each other and against the information supplied by the various databases that will be consulted or developed. Data collection methods are as follows:

- **Document/literature review**. An extensive e-library was developed, covering all aspects of the country strategic plan process, and related issues and developments, at global, regional and country levels. At corporate level, the evaluation team reviewed transcripts of Executive Board discussions about the Integrated Road Map during 2017 and referred, *inter alia*, to the 2017 Annual Performance Report and annual country reports, where available. Using the e-library, the evaluation team created country dossiers for use in the country studies (paragraph ¶5). Preparing the dossiers prior to the country studies enabled the evaluation team to identify, and try to fill, data gaps. In parallel, the evaluation team reviewed the relevant corporate material to support its global and regional levels of analysis.

- **Analysis of secondary data**. The e-library includes a comprehensive collection of WFP data on the introduction and implementation of the country strategic plan concept and process. The evaluation team analysed this material, together with other databases available within WFP. It applied gender disaggregation wherever possible in the analysis.

- **Interviews.** The interviews spanned the range of informants and interest groups indicated in the stakeholder analysis prepared during the inception phase, which provides a purposive sampling basis for the evaluation. The stakeholder analysis was in two parts: WFP Headquarters and regional bureaux and other agencies and offices with global remits; and country-level stakeholders. The latter part served as a guide for planning country studies (see below), for which face-to-face and telephone/Skype interviews were a core data-collection method. Where possible, relevant agencies (notably donors and United Nations entities) were interviewed at country and headquarter levels. Interviews at regional and headquarter levels were structured individually, in advance, by the interviewer(s), using the country level templates (developed during the inception phase) as a guide where relevant. Given the limited time and resources available, group meetings of informants were sometimes necessary. At global and country levels, the evaluation team ensured an appropriate gender mix of informants and was careful to adopt a gender-sensitive approach in all its enquiries. All interviews were treated as confidential; they were systematically written up by team members using a standard template and shared through a compendium in a confidential section of the e-library. The compendium enabled interview notes to be easily searched by topic, and facilitated triangulation of different interviewee recollections and perspectives. A degree of subjectivity in the data obtained from interviews and online enquiries was inevitable (see below). Triangulation of the various sources enabled the evaluation team to establish the degree of consensus or divergence – with either finding helping it to answer some of the evaluation questions about the quality of the country strategic plan process.

2. **Online survey.** The evaluation team administered an online survey to selected WFP informants at global, regional and country levels, in order to increase the collection of information and opinions from relevant informants across a standardized set of issues identified in the evaluation matrix. Further details are given at Annex E.

2.   **Corporate and global data collection.** WFP Headquarters was a key source of data and stakeholder opinion for this evaluation. Interviews began during the inception phase and continued during the evaluation phase, guided by the stakeholder analysis referred to above. The evaluation team also interviewed key informants at the headquarters of other relevant organizations, notably the Rome-based agencies.

3.   **Visits to Regional Bureaux.** The evaluation team visited four WFP regional bureaux. Visits were planned to the other two (Bangkok and Dakar), but despite repeated attempts it was not possible to set up a schedule when enough of the key informants there could be present. Discussions were held with those regional bureaux by teleconference instead. During regional bureau visits and calls, the evaluation team held group discussions and individual interviews to gain regional bureau-level perspectives on the country strategic plan process and learn about the experience in specific countries. The schedule of the four regional bureau visits is shown at Annex G.

4.   **Country-level data collection.** The approach to country-level evaluation was guided by which stage country offices have reached in the country strategic plan process, as indicated in Table 10, Annex B. It distinguished between those that have reached the stage of implementation and those that are at the formulation stage, and ensured coverage of countries with an ICSP (Sudan); an emergency context (Somalia); a new emergency since the start of the country strategic plan (Bangladesh); and a Delivery as One country (Tanzania). The field schedule is shown at Annex G. Country level data collection included the following:

- Field missions were undertaken to Tanzania (during the inception phase), Bangladesh, Ecuador, Egypt, El Salvador, Indonesia, Kenya and Zimbabwe. The planned visit to Sudan could not take place due to visa problems, and all interviews with informants in that country were carried out remotely. All country field missions undertook interviews with WFP and other key informants, with some supplementary data collection and triangulation.

- Detailed desk studies were done of the other countries engaged in country strategic plan or ICSP implementation: China, Colombia, Lao People's Democratic Republic, Mozambique, Namibia and South Sudan. These combined phone or Skype interviews with selected key informants with review of documentary material.

3. Summary analysis was undertaken of country strategic plan formulation experience in all the other countries shown in Table 10 (Annex B), drawing largely on corporate databases on the progress of formulation so far.

5.   All country analysis based on field missions or detailed desk studies drew data from the country dossiers prepared for them (paragraph 1). Country reports will not be presented for external use.

6.   The evaluation team held a two-day workshop in Oxford on 24-25 April 2018 to compare and triangulate findings from across the different data-collection methods and levels. The process was facilitated by a standard framework for country office and regional bureau reports as well as for other data-collection tools. This allowed the evaluation team to consolidate the major observations and arguments that are developed in this report.

7.   Following the identification of findings, further interviews and debriefing sessions were held with the internal reference group (10 May 2018), with an Integrated Road Map workshop of

senior WFP personnel at Viterbo (8 May 2018) and with other key informants at WFP Headquarters, (7-11 May 2018).

Annex J Bibliography

"Location" in the listing below refers to folder and document numbers in the evaluation team's electronic library. A few documents sourced on the internet were not suitable for downloading into the e-library, but can be located via the URLs shown.

Short ref	Full reference	Location
Choi & Pak, 2005	Choi, B.C.K. and Pak, A.W.P., 2005. A catalogue of biases in questionnaires. *Preventing Chronic Disease* 2(1). https://www.ncbi.nlm.nih.gov/pmc/articles/PMC1323316/ [accessed 28 May 2018]	
FAO, IFAD & WFP, 2018	FAO, IFAD and WFP, 2018. *Memorandum of Understanding between Food and Agriculture Organization of the United Nations (FAO), International Fund for Agricultural Development (IFAD) and World Food Programme (WFP).* Rome: FAO, IFAD and WFP.	E 8-6
FAO & WFP, 2017	FAO and WFP, 2017. *Memorandum of Understanding between Food and Agriculture Organization of the United Nations (FAO) and World Food Programme (WFP).* Rome: FAO and WFP.	E 8-5
Kangas, nd	Kangas, K., nd. *Good performance reporting: preparing the ACR.* Rome: WFP: PowerPoint presentation.	A 7-3
Metcalfe-Hough *et al.*, 2018	Metcalfe-Hough, V. and Poole, L., with Bailey, S. and Belanger, J., 2018. *Grand Bargain annual independent report.* London: Humanitarian Policy Group.	D 3-6
OCHA, 2017	United Nations Office for the Coordination of Humanitarian Affairs, 2017. *New way of working.* New York: OCHA.	D 3-5
Turner *et al.*, 2018	Turner, S.D., Reynolds, M., Hodson, E., Novokowsky, A. and Pereira, J., 2018. *WFP's Country Strategic Plan Pilots: a Strategic Evaluation: Inception Report.* Rome: Office of Evaluation, WFP	J 2-1
UNDG, 2011	United Nations Development Group, 2011. *Results-based management handbook.* New York: UNDG.	D 5-1
United Nations, 2015	United Nations, 2015. *Transforming our world: the 2030 Agenda for Sustainable Development.* New York: resolution adopted by the General Assembly on 20 September.	D 4-1
United Nations, 2016	United Nations General Assembly, 2016. *Quadrennial comprehensive policy review of operational activities for development of the United Nations system.* New York: resolution adopted by the General Assembly on 21 December 2016.	D 1.1-1

Short ref	Full reference	Location
United Nations, 2017a	United Nations, 2017. *Repositioning the United Nations development system to deliver on the 2030 Agenda: ensuring a better future for all.* New York: United Nations: Report of the Secretary-General. A/72/124-E/2013/3.	D 1-3
United Nations, 2017b	United Nations, 2017. *Repositioning the United Nations development system to deliver on the 2030 Agenda: our promise for dignity, prosperity and peace on a healthy planet.* New York: United Nations: Report of the Secretary-General. A/72/684-E/2018/7.	D 1-6
United Nations, 2018a	United Nations, 2018. *Report on QCPR monitoring survey of programme country governments in 2017.* New York: Development Cooperation Policy Branch, Department of Economic and Social Affairs.	D 1.1-5
United Nations, 2018b	United Nations, 2018. *Repositioning of the United Nations development system in the context of the quadrennial comprehensive policy review of operational activities for development of the United Nations system.* New York: resolution adopted by the General Assembly on 31 May 2018.	D 1-7
United Nations *et al.*, 2016	United Nations and other organizations, 2016. *The grand bargain – a shared commitment to better serve people in need.* Istanbul.	D 3-3
WFP, nd (a)	WFP, nd. *Evaluation Criteria. Technical note.* Rome: WFP Office of Evaluation.	H 5-1
WFP, nd (b)	WFP, nd. *Gender and Country Strategic Plans.* Rome: WFP Gender Office.	E 7-11
WFP, nd (c)	WFP, nd. *Gender and Age Marker.* Rome: WFP Gender Office.	E 7-12
WFP, nd (d)	WFP, nd. *Country Strategic Plans. Tips and Key Issues.* Nairobi: WFP RBN.	A 2-5
WFP, nd (e)	WFP, nd. *Gender and National Zero Hunger Strategic Reviews*. Rome: WFP Gender Office	E 7-13
WFP, nd (f)	WFP, nd. *CSP Gender-Responsive Planning and Budgeting.* Rome: WFP Gender Office.	E 7-14
WFP, 1993	WFP, 1993. *Basic documents for the World Food Programme.* Rome: WFP.	E 11-1
WFP, 2013	WFP, 2013. *WFP's role in Peacebuilding in Transition Settings.* Rome: WFP: WFP/EB.2/2013/4-A/Rev. 1.	F 21-1
WFP, 2014a	WFP, 2014. *WFP Corporate Partnership Strategy (2014 – 2017).* Rome: WFP Partnership, Policy Coordination and Advocacy Division.	E 6-1

Short ref	Full reference	Location
WFP, 2014b	WFP, 2014. *Update on WFP Peacebuilding Policy.* Rome: WFP: WFP/EB.2/2014/4-D.	F 21-2
WFP, 2015	WFP, 2015. *Evaluation Policy (2016-2021).* Rome: WFP: WFP/EB.2/2015/4-A/Rev.1.	H 6-1
WFP, 2016a	WFP, 2016. *Gender Action Plan. Walking the Talk.* Rome: WFP.	F 6-1
WFP, 2016b	WFP, 2016. *Policy on Country Strategic Plans.* Rome: WFP: WFP/EB.2/2016/4-C/1/Rev.1.	A 2.4-1
WFP, 2016c	WPF, 2016. *WFP Strategic Plan (2017–2021).* Rome: WFP: WFP/EB.2/2016/4-A/1/Rev.2.	A 1-2
WFP, 2016d	WFP, 2016. *Financial Framework Review.* Rome: WFP: WFP/EB.2/2016/5-B/1/Rev.1.	A 3-2
WFP, 2016e	WFP, 2016. *Corporate Results Framework (2017–2021).* Rome: WFP: WFP/EB.2/2016/4-B/1/Rev.1.	A 4.3-1
WFP, 2016f	WFP, 2016. *Internal Audit of Human Resources Management in Country Offices.* Rome: Office of the Inspector General, WFP: Internal Audit Report AR/16/15.	G 4-3
WFP, 2016g	WFP, 2016. *WFP Corporate Communications and Branding Strategy.* Rome: WFP.	E 12-1
WFP, 2016h	WFP, 2016. *Policy on Country Strategic Plans: Implementation Guidelines.* Rome: WFP OSZ.	A 2.1-12
WFP, 2016i	WFP, 2016. *Collaboration among the United Nations Rome-Based Agencies: Delivering on the 2030 Agenda.* Rome: WFP: WFP/EB.2/2016/4-D/Rev.1	E 8-1
WFP, 2016j	WFP, 2016. *Understanding the IRM.* PowerPoint presentation template for adaptation by Country Offices. Rome: WFP.	A 5.2-8
WFP, 2016k	WFP, 2016. *Update on the People Strategy.* Rome: WFP: WFP/EB.1/2016/4-E.	F 18-5
WFP, 2017a	WFP, 2017. *Update on the Gender Policy.* Rome: WFP.	F 6-7
WFP, 2017b	WFP, 2017b. *2017, a year of learning.* Rome, WFP: PowerPoint presentation.	A 6-1
WFP, 2017c	WFP, 2017. *Update on the Integrated Road Map.* Rome: WFP: WFP/EB.2/2017/4-A/1/Rev.1	B 2-2

Short ref	Full reference	Location
WFP, 2017d	WFP, 2017. *Internal Audit of WFP's Transition to the Integrated Road Map.* Rome: WFP: Office of the Inspector General: Management Information Note	G 6-3
WFP, 2017e	WFP, 2017. *The Integrated Road Map in Brief. Saving Lives. Changing Lives. Feeding Dreams.* Rome: WFP.	A 5.1-4
WFP, 2017f	WFP, 2017. *Policy evaluation. WFP Corporate Partnership Strategy (2014-2017). Evaluation report.* Rome: WFP.	G 2.2-2
WFP, 2017g	WFP, 2017. *Emerging Lessons from the Country Strategic Plan (CSP) Process.* Rome: OSZ, WFP.	A 6-4
WFP, 2017h	WFP, 2017. *National Zero Hunger Strategic Review Guidelines.* Rome: OSZ, WFP.	A 2.1-8
WFP, 2017i	WFP, 2017. *Impact Pulse Check Zimbabwe – mission report.* Rome: WFP.	A 6.1-1
WFP, 2017j	WFP, 2017. *Impact Pulse Check Colombia – mission report.* Rome: WFP.	A 6.1-3
WFP, 2017k	WFP, 2017. *Guidance Note on Strategic Outcomes, Outputs and Activities.* Rome: WFP.	A 2.1-6
WFP, 2017l	WFP, 2017. *Annual Evaluation Report.* Rome: OEV, WFP.	G 3-1
WFP, 2017m	WFP, 2017. *Impact Pulse Check Ecuador – mission report.* Rome: WFP.	A 6.1-4
WFP, 2017n	WFP, 2017. *Key Considerations for CSP/ICSP Drafting.* Rome: WFP.	A 2.1-15
WFP, 2017o	WFP, 2017. *Guidance: Functional Area Resources for Successful Strategic Reviews and Country Strategic Plans.* Rome: WFP OSZ.	A 2-6
WFP, 2017p	WFP, 2017. *The Whole of Society Approach to Zero Hunger: Civil Society Engagement and Capacity Strengthening.* Rome: WFP.	A 7-2
WFP, 2017q	WFP, 2017. *A Whole of Society Approach to the Country Strategic Plan in Lao People's Democratic Republic.* Rome: WFP. http://newgo.wfp.org/news/a-whole-of-society-approach-to-country-strategic-plan-lao-pdr [accessed 21 May 2018]	
WFP 2017r	WFP, 2017. *Lao People's Democratic Republic Strategic Plan.* Rome: WFP EB document WFP/EB.1/2017/7.6.	C 1.2.4.5.3-9
WFP, 2017s	WFP, 2017. *Lao People's Democratic Republic: Annual Country Report 2017.* Rome: WFP.	C 1.2.4.5.3-2
WFP, 2017t	WFP, 2017. *IRM-Related Lessons Arising from the October 2017 Emergency Response in Bangladesh.* Rome: WFP.	C 1.1.1-10

Short ref	Full reference	Location
WFP, 2017u	WFP, 2017. *Integrated Road Map (IRM) Country Office Organizational Readiness Toolkit.* Rome: WFP.	A 7-8
WFP, 2017v	WFP, 2017. *Progress Report on the Rome-Based Agencies Collaboration.* Rome: WFP: WFP/EB.2/2017/4-C	E 8-4
WFP, 2017w	WFP, 2017. *Environmental Policy.* Rome: WFP.	F 19-1
WFP, 2017x	WFP, 2017. *WFP's Climate Change Policy.* Rome: WFP Policy and Programme Division.	F 20-1
WFP, 2017y	WFP, 2017. *Nutrition Policy.* Rome: WFP: WFP/EB.1/2017/4-C	F 14-5
WFP, 2017z	WFP, 2017. *Emergency Preparedness Policy. Strengthening WFP Emergency Preparedness for Effective Response.* Rome: WFP: WFP/EB.2/2017/4-B/Rev. 1	F 6-3
WFP, 2018a	WFP, 2018. *Internal Audit of the Integrated Road Map Pilot Phase in WFP.* Rome: Office of the Inspector General, WFP: Internal Audit Report AR/18/05.	G 6-6
WFP, 2018b	WFP, 2018. *2017 Annual Analytical Statistical Report on the Activities of the WFP Executive Board.* Rome: WFP Executive Board Secretariat.	B-4
WFP, 2018c	WFP 2018. *Annual Country Report Guidance.* Rome: WFP.	A 7-1
WFP, 2018d	WFP, 2018. *Update on the Gender Policy.* Rome: WFP EB document WFP/EB.A/2018/5-G.	F 10-3
WFP, 2018e	WFP, 2018. *Impact of Earmarking in the IRM Framework.* Rome: WFP: draft document for Viterbo workshop on IRM simplification and alignment, 7-9 May.	
WFP, 2018f	WFP, 2018. *Utilization of the Programme Support and Administrative Equalization Account Reserve.* Rome: WFP EB document WFP/EB.A/2018/6-C/1.	E 4-14
WFP, 2018g	WFP, 2018. *A Lifeline for those Furthest Behind. Use of Multilateral and Immediate Response Account Funding. 2017 report.* Rome: WFP. https://sway.com/Eplux46qfjfax7EX [accessed 21 May 2018]	E 4-15
WFP, 2018h	WFP, 2018. *Update on the Integrated Road Map*. Rome: WFP: presentation to 2018 Annual Session of the EB.	B 3-1
WFP, 2018i	WFP, 2018. *Report of the External Auditor on the Scale-up and Scale-down of Resources in Emergency Operations.* Rome: WFP EB document WFP/EB.A/2018/6-H/1.	G 4-8

Short ref	Full reference	Location
WFP, 2018j	WFP, 2018. *Partnerships Lessons Learned.* http://integratedroadmap.manuals.wfp.org/en/reviews-and-lessons-learned/partnerships-lessons-learned/ [accessed 28 May 2018]	
WFP, 2018k	WFP, 2018. *Update on the Integrated Road Map.* Rome: WFP: EB Informal Consultation, 16 March.	B 3-3
WFP, 2018l	WFP, 2018. *Identifying and Reporting WFP Contribution to SDGs other than SDG 2 and SDG 17.* Rome: WFP Performance Management and Monitoring Division.	A 4.3-5
WFP, 2018m	WFP, 2018. *Annual Performance Report for 2017.* Rome: WFP EB document WFP/EB.A/2018/4-A.	E 1-10
WFP, 2018n	WFP, 2018. *WFP and the Humanitarian, Development and Peace Nexus.* Rome: WFP Emergencies and Transitions Unit.	E 13-1
WFP, 2018o	WFP, 2018. *WFP and Linking the Humanitarian – Development – Peace Action.* Rome: WFP Emergencies and Transitions Unit.	E 13-2
WFP, 2018p	WFP, 2018. *NGO Partnership Guidance.* Rome: WFP.	A 7-4
WFP, 2018q	WFP, 2018. *Report on the Utilization of WFP's Advance Financing Mechanisms during the Period 1 January 2017 – 31 December 2017.* Rome: WFP EB document WFP/EB.A/2018/6-D/1/Rev. 1.	E 4-16
WFP, 2018r	WFP, 2018. *WFP Oversight Framework.* Rome: WFP EB document WFP/EB.A/2018/5-C.	E 9-12
WFP, 2018s	WFP, 2018. *Quick Guide on CSP Partnerships.* Rome: WFP Partnerships and Governance Department.	A 7-5
WFP, 2018t	WFP, 2018. *Lessons Learned Exercise Bangladesh.* Rome: WFP OSE.	C 1.1.1.5.9-1
WFP, 2018u	WFP, 2018. *Minimum Monitoring Requirements for Effective Monitoring, Reporting and Reviewing Country Strategic Plans.* Rome: WFP Performance Management and Monitoring Division, Monitoring Branch.	A 4.3-4
WHS, 2016	WHS, 2016. *Transcending Humanitarian – Development Divides. Changing People's Lives: from Delivering Aid to Ending Need.* Istanbul: communiqué signed at the end of the World Humanitarian Summit.	D 3-7

Acronyms

ACR	Annual Country Report
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
APR	Annual Performance Report
AU	African Union
BR	Budget Revision
CBT	Cash-Based Transfer
CCA	Common Country Analysis
CCI	Cross-Cutting Issue
CD	Country Director
CEQAS	Centralized Evaluation Quality Assurance System
CN	Concept Note
CO	Country Office
CoI	Conflict of Interest
COMET	Country Office Monitoring and Evaluation Tool
COMP	Country Operation Management Plan
CONOSAN	Inter-Institutional Technical Council
CPB	Country Portfolio Budget
CPE	Country Portfolio Evaluation
CRF	Corporate Results Framework
CS	Common Services
CSP	Country Strategic Plan
CTL	Co-Team Leader
DAC	Development Assistance Committee
DCD	Deputy Country Director
DFID	Department for International Development
DOCO	United Nations Development Operations Coordination Office
DP	Development Partner
DRD	Deputy Regional Director
DSC	Direct Support Costs
EAG	External Advisory Group
EB	Executive Board
	Executive Director
EM	Evaluation Manager
EMOP	Emergency Operation

E-PRP	Electronic Project Review Process
EQ	Evaluation Question
EQAS	Evaluation Quality Assurance System
ER	Evaluation Report
ESRF	Economic and Social Research Foundation
ET	Evaluation Team
FAO	Food and Agriculture Organisation of the United Nations
FFR	Financial Framework Review
FLA	Field Level Agreement
GCMF	Global Commodity Management Facility
GEN	Gender Office (WFP Headquarters)
HQ	Headquarters
HRM	Human Resources (WFP Headquarters)
ICSP	Interim Country Strategic Plan
IFAD	International Fund for Agricultural Development
IOM	International Organisation for Migration
IPL	Internal Project Lending
IR	Inception Report
IRA	Immediate Response Account
IRG	Internal Reference Group
IRM	Integrated Road Map
IRMO	Integrated Road Map Operations
IR-PREP	Immediate Response Account for Preparedness
IT	Information Technology
KOICA	Korea International Cooperation Agency
L3	Level 3
LEO	Limited Emergency Operation
m	million
M&E	Monitoring and Evaluation Middle-Income Country Memorandum of Understanding
MRE	Monitoring, Review and Evaluation
MTR	Mid-Term Review
nd	not dated
NGO	Non-Governmental Organization
NYC	United Nations System, African Union and Multilateral Engagement Office of WFP (New York)
NZHSR	National Zero Hunger Strategic Review

OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Cooperation and Development
OEV	Office of Evaluation
OIGA	Office of Internal Audit (WFP Headquarters)
OMS	Operations Management Support
OSE	Emergency Preparedness and Support Response Division (WFP Headquarters)
OSN	Nutrition Division (WFP Headquarters)
OSZ	Policy and Programme Division (WFP Headquarters) Partnership Action Plan
PDR	People's Democratic Republic
PGG	Government Partnerships Division (WFP Headquarters)
PGP	Private Sector Partnerships Division (WFP Headquarters)
PGR	Rome-Based Agencies and Committee on World Food Security Division (WFP Headquarters)
PRP	Project Review Process
PPT	PowerPoint
QCPR	Quadrennial Comprehensive Policy Review
QS	Quality Support
RB	Regional Bureau
RBA	Rome-Based Agency
RBB	Regional Bureau for Asia and the Pacific, Bangkok
RBC	Regional Bureau for the Middle East, North Africa, Eastern Europe and Central Asia, Cairo
RBD	Regional Bureau for West Africa, Dakar
RBJ	Regional Bureau for Southern Africa, Johannesburg
RBN	Regional Bureau for Eastern and Central Africa, Nairobi
RBP	Regional Bureau for Latin America and the Caribbean, Panama
RC	Resident Coordinator
RD	Regional Director
RMB	Budget and Programming Division (WFP Headquarters)
RMP	Performance Management and Monitoring Division (WFP Headquarters)
RMPM	RMP Monitoring Unit
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goal
SER	Summary Evaluation Report
SOP	Standard Operating Procedure
SPA	System for Project Approval
SPR	Standard Project Report

SPRING	Standard Project Report Intelligent Next Generation
S-PRP	Strategic Project Review Process
SR	Strategic Result
STR	Strategic Coordination and Support Division (WFP Headquarters)
TASAF	Tanzania Social Action Fund
TICSP	Transitional Interim Country Strategic Plan
ToC	Theory of Change
ToR	Terms of Reference
UK	United Kingdom
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNGA	United Nations General Assembly
UNHAS	United Nations Humanitarian Air Service
UNHCR	United Nations High Commissioner for Refugees
UNHRD	United Nations Humanitarian Response Depot
UNICEF	United Nations Children's Fund
URL	Uniform Resource Locator
USAID	United States Agency for International Development
VAM	Vulnerability Analysis and Mapping
VNR	Voluntary National Review
WFP	World Food Programme
WHS	World Humanitarian Summit
WINGS	WFP Information Network and Global System

Photo Credit

Cover Photo: WFP/Samir Jung Thapa