



World Food Programme

SAVING LIVES  
CHANGING LIVES

# Evaluation of Chad WFP Country Strategic Plan 2019-2023

## CONTEXT

Chad is one of the world's most food insecure countries facing high levels of poverty and chronic and acute malnutrition. Gender inequality is very high and women and girls are disproportionately affected by food insecurity and malnutrition.

The country has been exposed to multiple crises over the period of the CSP: regional geostrategic crises, climate change related flooding, political and institutional instability, and the COVID-19 pandemic.

## SUBJECT AND FOCUS OF THE EVALUATION

The five-year CSP articulates WFP's repositioning in Chad to support the country in its efforts to achieve zero hunger by 2030, with a focus on working at the humanitarian-development-peace nexus to deliver sustainable hunger solutions.

WFP's interventions in Chad are targeted at people affected by crisis, such as refugees, returnees, internally displaced people and host communities, mostly along the border areas and Lake Chad, and people living with HIV (strategic outcome 1), and chronically food-insecure and malnourished people, including pastoralists, mostly in the Sahel (strategic outcomes 2, 3 and 4). They are designed to strengthen national social protection, disaster management and early warning systems (strategic outcomes 5 and 6) so that the Government of Chad can over time take on increasing responsibility for managing humanitarian crises.

As of December 2021, cumulative donor contributions received under the CSP amounted to USD 504.9 million or 37 percent of the total needs-based plan.

## OBJECTIVES AND USERS OF THE EVALUATION

The evaluation was commissioned by the independent Office of Evaluation to provide evaluative evidence for accountability and learning to inform the design of the next WFP CSP in Chad. It was conducted between June 2021 and June 2022, covering activities implemented from 2019 to October 2021. It also considered preceding operations to assess the strategic shift expected with the introduction of the CSP.

The main users for this evaluation are the WFP Chad country office, Regional Bureau in Dakar, headquarters divisions and partners in Chad.

## KEY EVALUATION FINDINGS

### WFP's strategic position, role and specific contribution based on country priorities and people's needs as well as WFP's strengths

The CSP was developed in a participative and inclusive process. Its design is generally aligned with national strategies, policies and plans as well as the United Nations development assistance framework and humanitarian response plans.

In a context of multiple crises and shocks, among which the COVID-19 pandemic and repeated flooding, WFP has prioritised emergency response interventions to address food insecurity

The CSP strengthened WFP's strategic positioning as a humanitarian actor in Chad. The strong operational network of sub-offices has enabled the organisation to reach the most vulnerable. WFP's logistics capacities have been critical in the emergency responses to flooding and the COVID-19 pandemic.

The CSP did not sufficiently consider the risks associated with the weak governance of the food security and agricultural development sectors, the consequences of climate change, and the implementation of cash transfers.

January 2023

## Extent and quality of WFP's specific contribution to CSP strategic outcomes in Chad

Reaching 1.6 million people in 2020, the integrated assistance delivered under strategic outcome 1 has provided crucial support to meet sharply increased humanitarian needs. However, inadequate funding levels and late and earmarked contributions have led to a gradual reduction, and in the case of returnees a temporary suspension in transfers. The overall support has been insufficient to cover the basic needs of all beneficiaries and improve their food security.

Seasonal assistance provided under strategic outcome 2 has been limited due to prioritization of rising humanitarian needs and implementation challenges including flooding and the COVID-19 pandemic. The separation of seasonal and integrated assistance has proven ill adapted to support a flexible crisis response. Nevertheless, effects in terms of food security seem generally positive.

Under strategic outcome 3, WFP's contribution to improving the nutritional status of the most vulnerable has been limited, despite adequate funding levels. The separation of prevention and treatment activities has not proven to be effective, and the monitoring of nutrition indicators was insufficient to assess the overall effects of WFP interventions.

Under strategic outcome 4, while WFP achieved overall positive results in terms of improved food consumption, the resilience of beneficiaries to recurring shocks, such as the lean season, remains limited - in particular, for households headed by women.

National institutions supported by WFP recognized the quality of capacity strengthening activities provided under strategic outcome 5, but implementation has been severely impacted by the COVID-19 pandemic.

UNHAS provided crucial air services during the COVID-19 pandemic under strategic outcome 6, when commercial flights were interrupted and adapted rapidly to emerging needs.

### Contribution to cross-cutting results

While girls and women are priority targets for assistance in the CSP, they have received proportionally less of the planned assistance than men and boys. The contribution of WFP to gender equality and women empowerment remains uncertain.

Community complaints and feedback mechanisms are not widely or systematically used. As the largest operational agency in Chad, WFP does not play a sufficiently strategic role as leader in principled humanitarian action.

Links between humanitarian, development and social cohesion components remain limited. While WFP is seeking to integrate support to social cohesion and peace, the humanitarian-development-peace nexus is not made sufficiently explicit and WFP's comparative advantage still needs to be better clarified and communicated.

### WFP's efficient use of resources in contributing to CSP outputs and strategic outcomes

In view of frequent late receipt of funds, WFP has made a significant effort to spend available money in a timely manner to limit negative effects on implementation.

To ensure coverage of targeted people for the integrated and seasonal assistance in the face of limited resources, WFP had to cut ration sizes for assisted beneficiaries. While targeting of beneficiaries was largely appropriate, multiple challenges remained.

WFP is generally operating efficiently, however, late arrival of funding and COVID-19 related restrictions, that disrupted supply chain, affected resilience activities, seasonal assistance and cash-based transfers.

### Factors that explain WFP performance and the extent to which it has made the strategic shift expected by the ICSP

The design of the CSP was based on existing evidence. More attention could have been paid to the identification of underlying assumptions for the effective implementation of different activities.

WFP succeeded in mobilizing resources for the responses to the various crises faced by Chad. However, funding has mostly been unpredictable, insufficient to respond to sharply rising needs, and almost entirely earmarked - a situation which affected the flexibility of interventions.

WFP experienced high staff turn-over, both for technical and management staff, with four consecutive country directors since the introduction of the CSP. The Chad country office faced difficulties to attract, retain and motivate staff given challenging working conditions.

## CONCLUSIONS AND RECOMMENDATIONS

### Overall Assessment

The first CSP for WFP in Chad has been implemented in an extremely challenging context characterised by multiple crises. The extent of these crises was unforeseeable, and the level of financial and human resources anticipated in the CSP were insufficient to respond. Resources did not augment in proportion to increasing needs limiting WFP's ability to address them. Overall, WFP achieved stronger results in the strategic outcomes oriented towards crisis response than for those with a focus on building resilience.

### Recommendations

**Recommendation 1.** Strengthen dialogue with the Government, other UN entities and donors with a view to better addressing the food security and resilience needs of affected populations.

**Recommendation 2.** Improve the suitability of risk analysis, programming and communication in the context of implementation.

**Recommendation 3.** Improve flexibility, integration and complementarity among various activities.

**Recommendation 4.** Better articulate cross-cutting approaches and ensure that they are based on solid analysis.

**Recommendation 5.** Improve internal mechanisms for implementation of the CSP in terms of planning, operations, monitoring and management.