WFP EVALUATION

Evaluation of WFP's Policy on Country Strategic Plans

Centralized evaluation report

OEV/2022/022
Office of Evaluation

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WFP
World Food
Programme

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Acknowledgements

Disclaimer

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Introduction

EVALUATION FEATURES

1. The evaluation of the WFP policy on country strategic plans (CSPs) assessed the quality and results of the policy, along with the factors that enabled or hindered progress. It is intended to support both accountability and learning and is expected to inform decisions regarding the revision of the policy.

2. The evaluation covered the period from 2017 to 2022 and employed a theory-based, participatory, mixed-methods approach drawing on primary and secondary data sources. It included extensive desk reviews, an online global survey, interviews, focus group discussions, thematic round table discussions and workshops with WFP country offices, regional bureaux and relevant headquarters units. This allowed the triangulation and validation of findings across methods and sources.

Figure 1: Evaluation approach, data collection and analysis
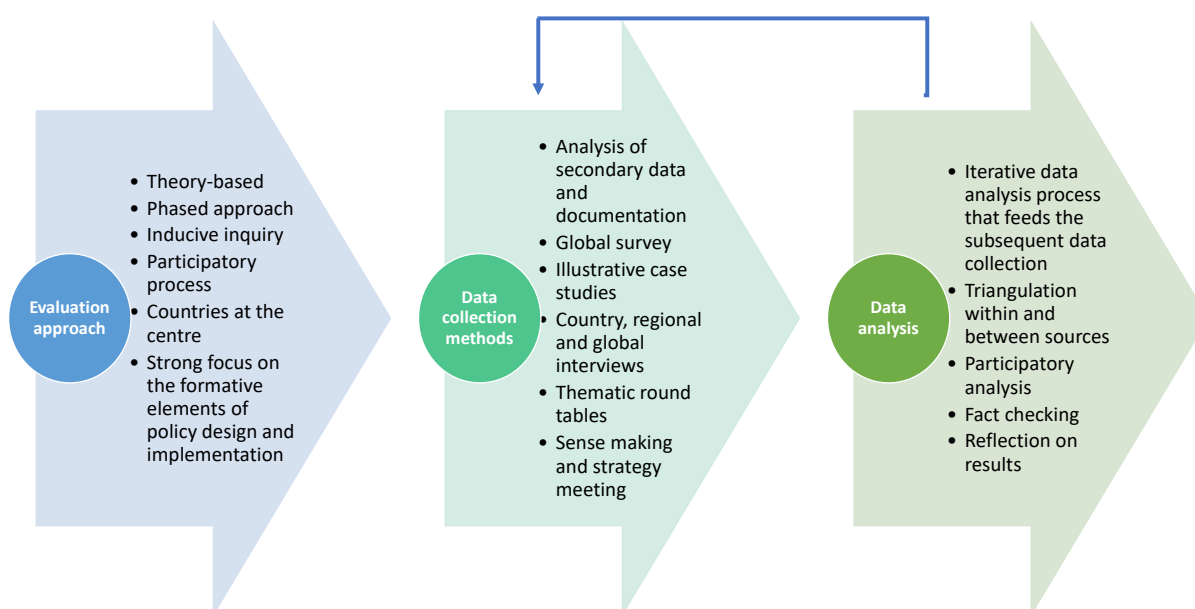
Source: Evaluation team.

3. The evaluation is intended to inform WFP senior management, Board members and stakeholders in programmatic and supporting divisions at headquarters, regional bureaux and country offices. The Programme – Humanitarian and Development Division at headquarters is the owner of the policy. External stakeholders, including United Nations country teams, national governments, donors and partners, may benefit from the evaluation.

4. Ethical considerations and safeguards were designed to ensure the informed consent, privacy, confidentiality and anonymity of participants, cultural sensitivity and fair representation (including for women and socially excluded groups) and that the evaluation results in no harm to participants.

5. Gender and diversity and other cross-cutting issues (protection and accountability to affected populations, nutrition integration and environmental sustainability) were incorporated into the design and implementation of the evaluation through a toolbox that included guides for interviews and recommended approaches to various consultative events. Thematically, the evaluation assessed the extent to which the implementation of the CSP policy advanced action on WFP's commitments to cross-cutting issues.

6.   The limitations of the evaluation included some challenges to stakeholder involvement at various stages, which were mitigated through adaptive management by the evaluation team and the Office of Evaluation. The limited comparability of data pertaining to the periods before and after the introduction of the CSP was mitigated through increased triangulation of findings and a selective approach that favoured the areas most relevant to the analysis. Difficult attribution of the changes brought about by the CSP policy rather than other factors was mitigated through the triangulation of data across qualitative and quantitative sources. Cases where data were not reported or collected are specified in the report.

CONTEXT

7.   The 2030 Agenda for Sustainable Development, adopted by the United Nations General Assembly in 2015, provides a framework for action and a long-term planning horizon for governments and their partners. In the same year, the World Humanitarian Summit committed to increasing the cooperation between humanitarian and development actors, multi-year funding, the localization of interventions and greater participation by – and accountability to – affected populations. At the country level, United Nations development system reform emphasized the need for greater coherence, stressing the importance of partnership and accountability and introducing changes in planning and reporting requirements. In mid-2019, the United Nations development assistance framework was replaced by the United Nations sustainable development cooperation framework (UNSDCF), with which the country programmes and results frameworks of all United Nations entities are expected to align.

8.   The settings in which WFP operates have become increasingly challenging as a result of increasingly complex and protracted crises and events such as the coronavirus disease 2019 (COVID-19) pandemic. The current global food crisis is exacerbated by conflicts and the worsening effects of climate change on people's lives. Figure 2 illustrates global humanitarian need since 2013.

Figure 2: Trends in global humanitarian funding and people targeted for assistance, 2013–2022

Legend:
- ■ Total tracked humanitarian funding, OCHA (USD billion)
- ■ Total humanitarian funding requirements, OCHA (USD billion)
- —— Total people targeted for humanitarian assistance, OCHA (million)
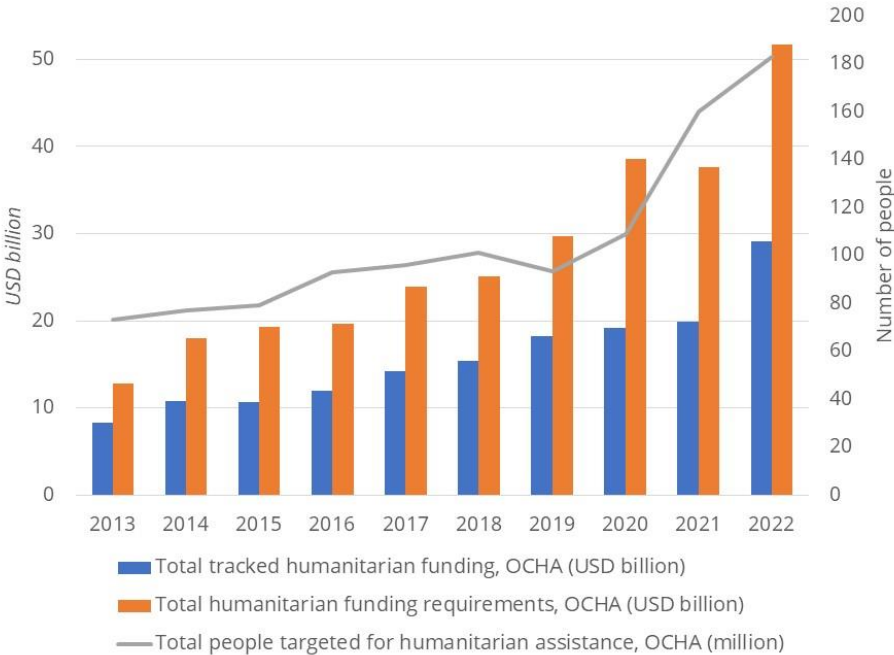
Sources: Office for the Coordination of Humanitarian Affairs (OCHA) Services. 2022. Humanitarian InSight (accessed March 2023).

9.   Since the CSP policy was introduced, WFP has had two strategic plans, covering the periods from 2017 to 2021 and from 2022 to 2025 and both aligning with the 2030 Agenda, in particular Sustainable Development Goals (SDGs) 2 "end hunger, achieve food security and improved nutrition and promote sustainable agriculture" and 17 "strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development". The focus on SDG 17 was intended to emphasize WFP's roles as an enabler as well as an implementer.

10. A range of policies, some of which were approved after the CSP policy, are captured in the WFP compendium of policies relevant to the strategic plan and provide more detailed guidance on specific aspects of WFP's work in the context of CSP implementation in various thematic and supporting areas.[1]

SUBJECT

11. The CSP policy[2] was approved by the Board in November 2016 as part of the Integrated Road Map, which also included the strategic plan for 2017–2021[3], the financial framework review[4] and the corporate results framework for 2017–2021.[5]

12. The policy seeks to improve the quality and coherence of WFP's assistance and marks a substantial shift in the organization's approach to programme planning, oversight and approval by establishing an integrated strategic and programmatic instrument that covers the entire portfolio of WFP's work within a country for a period of up to five years. CSPs are based on the promise of contributing to national development objectives and humanitarian needs and are centred on WFP's value proposition in a particular setting in relation to its partners. Eight interconnected areas of projected impact were identified in the policy, as shown in figure 3.

Figure 3: Country strategic plan policy, projected impacts

1 Increased effectiveness and efficiency in emergencies and protracted crises	2 Improved alignment with national SDG targets and partners	3 Greater focus, improved visibility and communication	4 Integration of operational support, technical assistance and resource mobilization
5 Flexibility to plan for and respond to dynamic operational contexts while better linking humanitarian and development work	6 Increased strategic guidance by the Executive Board and reduced transaction costs	7 Harmonization with the humanitarian programme cycle and other United Nations entities and processes	8 Enhanced performance management, reporting and accountability

Source: "Policy on Country Strategic Plans" (WFP/EB.2/2016/4-C/Rev.1).

13. Since 2022, every WFP country operation has been part of a CSP, an interim CSP or a limited emergency operation, and 40 percent (those in 36 countries) are under, or soon will be under, a second-generation CSP. Of the first-generation CSPs, 68 percent have been or are currently being evaluated. It is projected that by 2025 87 percent of CSPs will be in alignment with UNSDCF cycles.

Evaluation findings

HOW GOOD IS THE POLICY?

Timeliness, appropriateness and relevance

14. The CSP policy was relevant and timely in the light of global developments and commitments articulated in the 2030 Agenda and the United Nations development system reform process, which emphasized the critical importance of country ownership and partnerships. The scale of organizational

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[1] "Compendium of policies relating to the strategic plan" (WFP/EB.2/2022/4-A), which also includes the "Country capacity strengthening policy update" (WFP/EB.A/2022/5-A).

[2] "Policy on Country Strategic Plans" (WFP/EB.2/2016/4-C/1/Rev.1).

[3] "WFP Strategic Plan (2017–2021)" (WFP/EB.2/2016/4-A/1/Rev.2).

[4] "Financial Framework Review" (WFP/EB.2/2016/5-B/1/Rev.1).

[5] "Corporate Results Framework (2017-2021)" (WFP/EB.2/2016/4-B/1/Rev.1).

change that accompanied the introduction of CSPs was significant and unprecedented, with implications for processes, staffing and resourcing. The replacement of activity-based country portfolios with strategic country programming was appropriate, brought WFP into line with its peer United Nations organizations and contributed to the positioning of WFP as a key actor at the humanitarian–development–peace nexus.

Coherence with WFP strategic plans and policies

15. When approved the CSP policy was coherent with the existing WFP policy framework. Over time, as the policy framework evolved, WFP sought to align it with the CSP policy, recognizing the policy's existence and role in country planning and providing (in some cases) specific guidance on priorities. The strategic plan for 2022–2025 has incorporated lessons from the rollout of the CSP policy. Guidance on cross-cutting issues was broadly relegated to other policies and guidance, some of which emerged after the CSP policy. At the country level, CSP "lines of sight" ensure that CSP outcomes are explicitly linked to the corporate strategic outcomes in the relevant strategic plans.

Guiding WFP's scope of work and prioritization

16. The CSP policy presents a clear rationale for, and a comprehensive set of anticipated outcomes from, CSPs. It has been recognized as useful in providing general guidance, including through the introduction of a five-year planning horizon. However, it is insufficiently clear with regard to the role of WFP in peacebuilding and it does not strategically identify the comparative advantage of WFP, which negatively affects strategic prioritization.

WHAT ARE THE RESULTS OF THE POLICY?

17. This section is guided by the underlying logic of the evaluation theory of change as set out and validated during the evaluation inception phase, which broke down the eight CSP policy impact areas into 12 areas[6] organized around three dimensions of analysis with a view to better covering the essence of the policy and the questions in the evaluation terms of reference, as listed below and illustrated in figure 4. The three pillars are:

- strategic repositioning;

- programming quality and results; and

- management, governance and accountability.

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[6] The 12 areas made explicit reference to stronger, broader partnerships; a humanitarian–development–peace nexus and resilience approach; cross-cutting issues; and simpler, predictable funding.

Figure 4: Country strategic plan policy, projected impacts
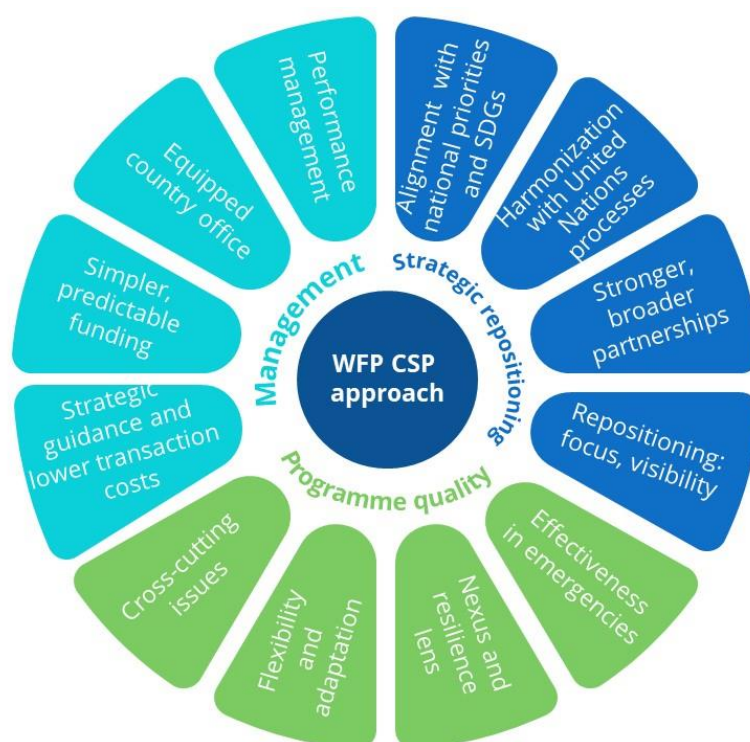
Source: CSP policy adapted by the evaluation team.

18.   This section of the report also covers a fourth dimension, which is not reflected in figure 4 and which accounts for the unintended positive and negative outcomes of the policy.

A.   Strategic repositioning

Improved alignment with national policies and priorities, including national Sustainable Development Goal targets

19.   The CSP approach has contributed substantially to increased alignment with national policies and priorities, reflecting national SDG targets, although the focus on SDGs 2 and 17 was restrictive and strategic guidance was unclear as to whether WFP's contribution to other SDGs should also be acknowledged. In this regard, the new WFP strategic plan represents a positive development. The conduct of zero hunger strategic reviews was approached as a holistic and consultative process and offered opportunities for WFP to engage with a broader range of partners and policy processes, facilitating evidence-based planning and the identification of new strategic priorities. However, the high-level engagement with partners initiated during the zero-hunger strategic review process has been difficult to sustain during CSP implementation and, contrary to expectations, CSPs did not draw sufficient attention to the conditions necessary for sustaining results and achieving a strong transition to full national ownership. In second-generation CSPs the zero-hunger strategic reviews have been replaced by common country analyses carried out in the context of the UNSDCF participation process. The nature of the dialogue with governments is changing, and WFP will need to reflect on how to continue that constructive relationship while fully engaging through United Nations processes.

Strengthened harmonization with other United Nations entities and processes

20. The CSP policy provided enough flexibility for country offices to adapt to the evolving United Nations development system reform agenda, and alignment with the United Nations country frameworks has progressively increased, although harmonization with planning cycles met implementation challenges during the first-generation CSPs. WFP's presence within United Nations country teams and its contribution to UNSDCF planning processes and related common country analyses is increasingly valued: CSPs are now "derived from" rather than "aligned with" common programming frameworks. The CSP approach has significantly helped WFP to clarify where it can contribute to and complement the work of other agencies and seize opportunities for joint programming. However, some stakeholders perceive WFP as stretching its mission beyond its original goals, and alignment between United Nations humanitarian and development frameworks still lacks clarity.

Stronger and broader partnerships

21. The CSP policy encouraged increased attention to partnerships at the country level, while corporate attention to partnerships was growing. This has led to a broadening of partnerships but has not necessarily translated into making them more strategic or sustainable. Overall, the CSP policy, and subsequent guidance, did not offer sufficient strategic guidance or support; nor did they set specific expectations for accelerating change in WFP's ways of working in partnership, and WFP's culture and systems limited the achievement of the envisioned results. Country offices were expected to prioritize partnerships with international financial institutions and private sector and civil society actors; they made progress in that area but suffered from a lack of clarity on how to embark on or improve the desired engagements. With the second generation of CSPs, WFP is proving to be better equipped with corporate guidance on planning and engaging strategically in partnerships.

Repositioning WFP through greater focus, improved visibility and communications

22. The CSP approach created a space for WFP to position itself in relation to both the "saving lives" and "changing lives" agendas, and it significantly improved WFP's ability to communicate about its programming strategy and added value beyond emergency response. Yet the CSP processes led WFP to position itself in areas for which boundaries were not well defined and where it did not consistently have the required expertise, as in the case of country capacity strengthening. The consultation and design process opened the door to many agendas, but WFP faced challenges in clearly focusing on, and prioritizing its interventions in the areas where it could add value.

B.   Programming quality and results

Improved effectiveness and efficiency in emergencies and (protracted) crisis situations

23. Overall, the CSP approach has demonstrated substantial advantages for effectiveness by creating a vision of how WFP's emergency activities contribute and connect to long-term objectives and other components of the WFP portfolio. WFP maintains a strong reputation for rapidly, flexibly and efficiently responding to new emergency needs, but the speed, flexibility and efficiency gains envisioned in the CSP policy are sometimes constrained by certain aspects of the CSP revision process, which is designed for medium-term planning and budgeting.

Better linking humanitarian, development and peacebuilding work and applying a resilience approach

24.   The CSP policy has created strong momentum for better linking humanitarian and development work, including through a resilience approach in protracted situations. This has encouraged WFP to pilot or expand interventions in social protection, climate change adaptation and livelihoods, with a greater focus on national capacity strengthening. However, the peace dimension of the humanitarian–development–peace nexus has received less attention even though conflict is on the rise and WFP is present in many conflict settings. Guidance for country offices on how to bridge the nexus effectively and on the role of WFP in peacebuilding has remained fragmented. Country offices also face significant challenges in funding their ambitions for resilience and the development element of the nexus.

Flexibility to plan and respond in dynamic operational settings

25.   The CSP approach has provided WFP with a planning mechanism that can be flexible and adaptable to changes in operating environments. However, the CSP structure, as defined in the line of sight, plays a significant role in flexibility and adaptability given its emphasis on activities as the most visible planning and budgeting component of CSPs, for which donor funding tends to be earmarked. As illustrated in figure 5, and contrary to the hopes and intentions underlying the CSP policy, high levels of earmarking persist and remain a barrier to flexibility. The CSP revision process provides a mechanism for further adapting CSPs and country portfolio budgets but the level of effort required to process revisions can create a disincentive to adaptation and can negatively affect the timeliness of responses to evolving needs and priorities.

Figure 5: Contributions to WFP by level of earmarking, 2017–2022
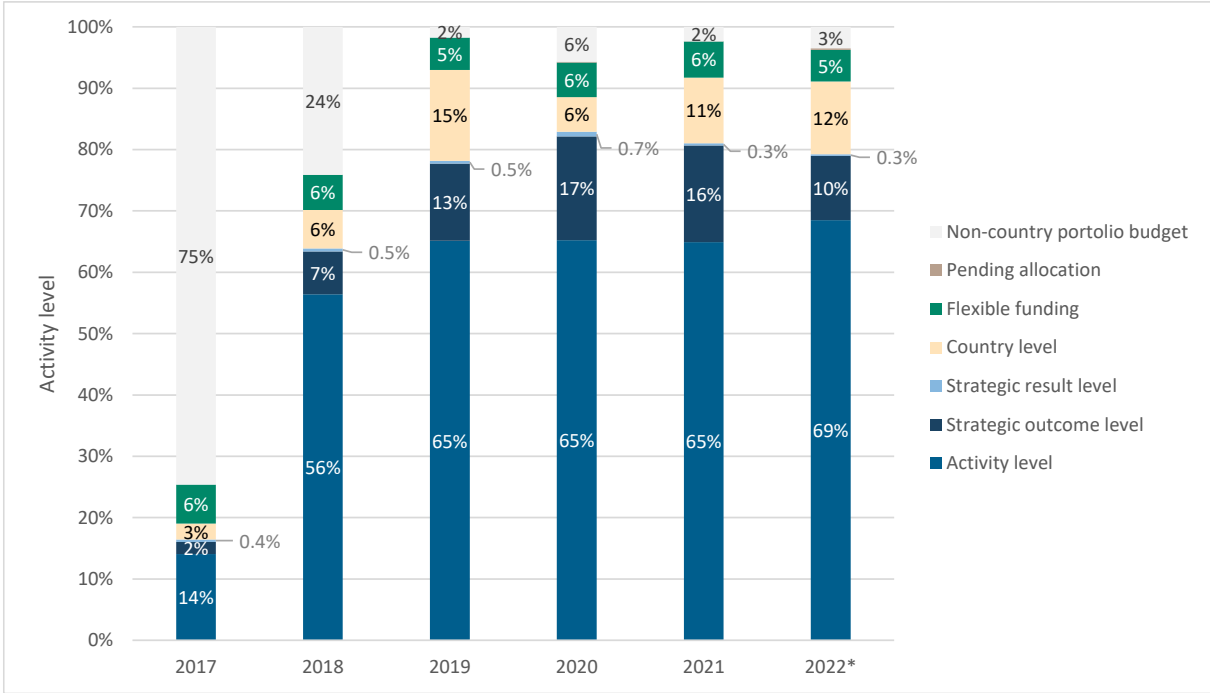
Source: Evaluation team's analysis of WFP distribution and contribution forecast statistics as of 4 December 2022.

Note: The proportion of funding earmarked at the strategic result level is consistently below 1 percent.

Strengthened approach to gender equality and other cross-cutting issues

26.   The CSP policy has provided an opening for the enhanced integration of cross-cutting issues, and subsequent improvements have been seen in the related policy and strategic frameworks, corporate guidance and dedicated human and financial resources. However, many country offices still find the operationalization of commitments to cross-cutting issues in the CSPs challenging because of persistent gaps in resourcing and a lack of systems for effectively tracking funding and spending.

C.   Management, governance and accountability

Increased strategic guidance and reduced transaction costs

27.   Overall, the intended reduction in the volume of separate project documents with different timeframes has been achieved. The Board has gained increased oversight and, in some cases, has offered strategic guidance. Yet operational efficiency related to the reduction of process management burdens has not been fully realized because the system has become more complex, with increasingly redundant layers of review for planning and budgeting documents. Although some steps in the programme review and approval process have been eliminated or streamlined since the policy was adopted, and the length of time from submission to approval for a CSP or a revision has decreased, the various steps in the programme review and approval process often generate comments – ranging from the strategic to the highly technical in nature – that have been submitted, discussed and addressed by the country office and the regional bureau at earlier stages in the process and in dialogue with national governments. As a comparison, it should be noted that the management and authorization processes of other United Nations entities are significantly more decentralized. The country programme documents of the United Nations Children's Fund (UNICEF) are endorsed by regional directors on the advice of regional chiefs of planning and monitoring and are approved by the UNICEF Executive Board on a no-objection basis. The processes of the Office of the United Nations High Commissioner for Refugees (UNHCR) are likewise significantly more decentralized than those of WFP.

Simpler and more predictable resource allocation

28.   Between 2015 and 2021 contributions to WFP increased by 92 percent[7] compared with 62 percent for UNICEF[8] and 38 percent for UNHCR.[9] Total need, however, continued to exceed funding by a significant margin. Between 2017 and 2021 the gap between WFP's aggregated needs-based plans and the allocated programmable budget fluctuated, with an average funding gap of 33 percent and variations among focus areas, as illustrated in figure 6. Notably, the average funding gaps for resilience building and addressing root causes were 43 and 42 percent respectively, compared with 21 percent for crisis response.

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[7] WFP. 2016–2022. Annual performance reports for 2015–2021.

[8] United Nations Children's Fund. 2019–2022. Funding compendiums for 2018–2021.

[9] Office of the United Nations High Commissioner for Refugees. 2016–2021. *Update on budgets and funding (2020/2021)*; *Update on budgets and funding (2019, 2020-2021)*; *Update on budgets and funding for 2018 and reporting on 2017)*; and *Update on budgets and funding for 2017 and reporting on 2016*.

**Figure 6: Percentage of needs-based plans funded
by allocated programmable budget, 2018–2021**
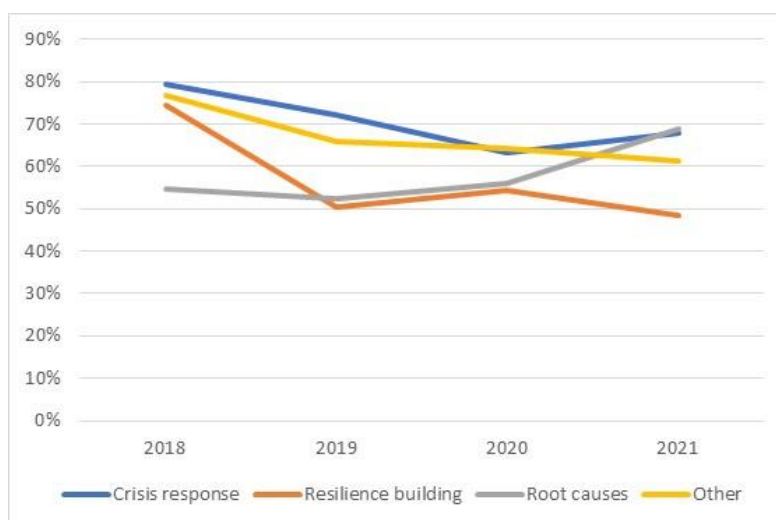
Source: WFP country portfolio budget resources overview.

29.   Despite WFP's significant financial growth, the predictability of WFP funding has not substantially improved and funding continues to be relatively short term. The total value of grants with a duration of between one and two years has increased the most, from 20 percent of contributions in 2012 to 45 percent in 2021. Grants with a duration of less than one year and "multi-year" grants (which indicate likely renewal but have a contract duration of only one year)[10] have increased slightly (figure 7).

Figure 7: Duration of grants to WFP, weighted by value *(USD)*
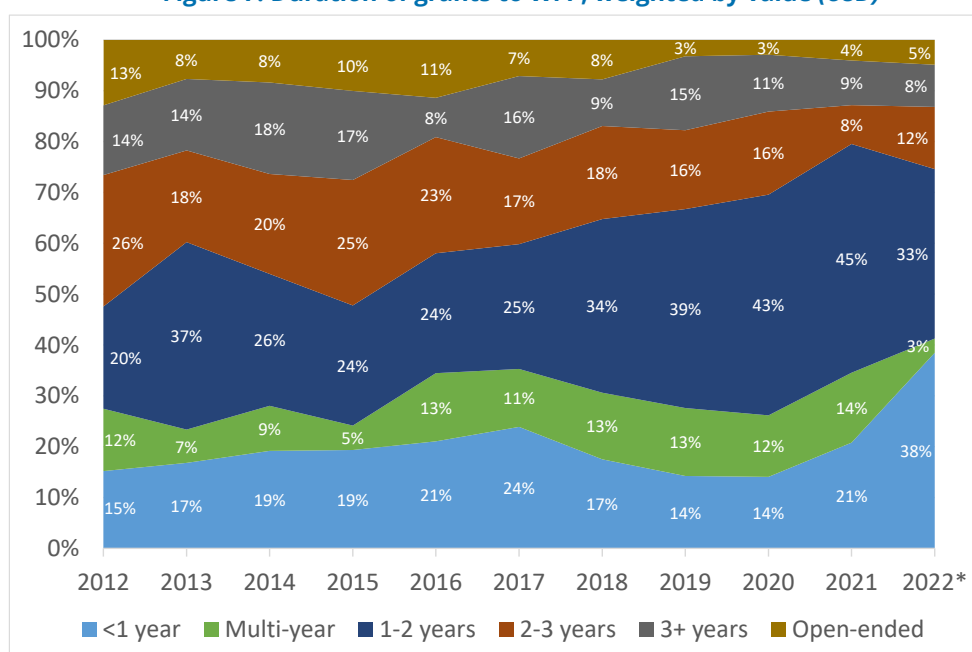
Source: Evaluation team's analysis of distribution and contribution forecast statistics.
Note: Grant duration calculated for positive contributions only.
* 2022 data are preliminary, up to October 2022.

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[10] WFP. 2020. *Strategic Evaluation of Funding WFP's Work*, footnote 77. "WFP makes a distinction between multi-year funding and long duration grants. The WFP definition of multi-year contributions are funds committed on a certain date which WFP can predictably count on in the following years. They are intended to provide support over more than one year but are registered within the WFP systems as separate grants – one for each year of the agreement. Long duration contracts are more flexible in that they could theoretically be spent in the first year if needed."

30.   As illustrated in figure 8, WFP funding from the private sector remains much lower than that of peers, although the adoption of the 2019 private sector strategy and a critical corporate initiative are beginning to yield results.

Figure 8: Amount and percentage of total contributions from private sector sources, WFP, UNICEF and UNHCR, 2015–2021
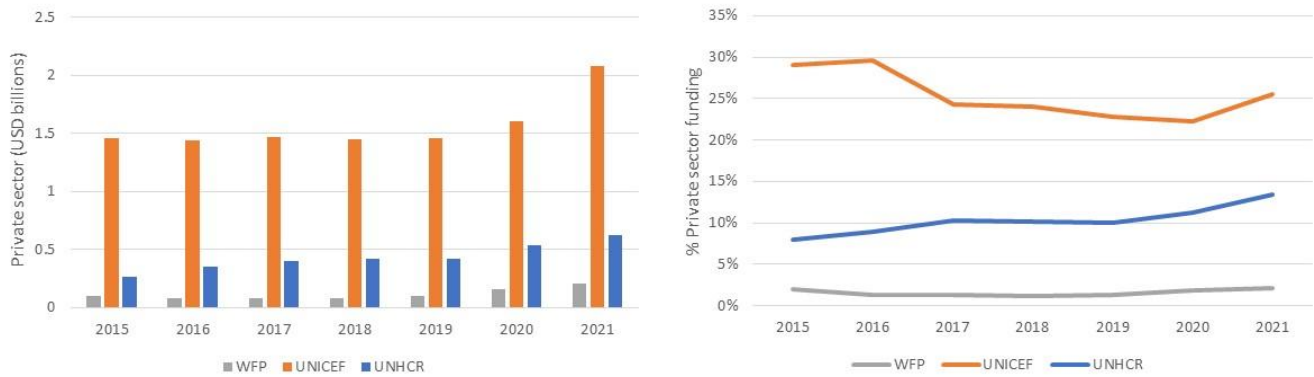
Sources: WFP Information Network and Global System and annual performance reports, UNICEF funding compendiums and UNHCR global reports.

Equipping WFP country offices

31.   Ensuring that country offices have the necessary staff to meet the ambitions of CSPs has been challenging. Workforce planning has been insufficiently adapted to needs, and the skills of staff are not optimally aligned with WFP's ambition to play a catalytic and more upstream role. Although WFP's 2021 people policy is guiding a more strategic approach to workforce planning, staff turnover and challenges to the stability of national-level staffing persist, reducing the capacity to retain talent, although improvements have been made in the type and duration of contracts.

Enhanced performance management, reporting and accountability

32.   Since 2017, progress towards the CSP policy goal of enhancing monitoring for results-based management has been limited and incremental, with the corporate results framework and its indicators falling short of enabling country offices to effectively measure, analyse and report on progress in the full spectrum of their activities. Limitations in the validity of indicators for measuring expected changes, particularly in capacity strengthening and resilience building, have influenced the utility of monitoring data for strategic decision-making and adaptive management during CSP implementation, as well as WFP's ability to tell the full story of its contributions at the humanitarian–development–peace nexus. The mid-term reviews are intended to contribute to filling that gap. To address the requirements of the CSP policy, the Office of Evaluation has significantly expanded its capacity to manage CSP evaluations and, in line with the 2015 evaluation policy, has invested in providing country offices with support for decentralized evaluations. The value of CSP evaluations is recognized, but there are concerns about the "one-size-fits-all" coverage requirements, cost and timeliness. Overall, the combination of monitoring, reporting and evaluation requirements has led to challenges in the sequencing, timing and absorptive capacity needed to make use of the evidence being generated. Regional bureaux and headquarters have initiated efforts to support the integration of evidence into programming.

Unintended outcomes

33.   Three main areas of unintended outcomes were identified by the evaluation:

i)   In certain instances, the zero-hunger strategic review took on a broader role and function than was originally envisioned and contributed to furthering national policy agendas and priorities.

ii)   The line of sight requirements introduced during the implementation of the CSP policy included vertical links among activities, outputs, outcomes and focus areas. Although intended to clarify causality along the results chain, in practice the introduction of those requirements contributed

to a degree of fragmentation in CSP design. Moreover, the corresponding management structure in country offices, with separate outcome and activity managers, contributed to a "siloing" effect during CSP implementation.

iii) The CSP architecture enhanced the visibility of WFP's development work and has allowed for more long-term planning in all areas of work. Conversely, emergency response and supply chain-related work, while continuing to represent the main budget and funding component of CSPs and the greatest WFP asset and comparative advantage in many settings, has become less visible in the CSP narrative.

WHAT HAS ENABLED OR HINDERED THE ACHIEVEMENT OF RESULTS FROM THE CSP POLICY?

Internal enabling factors

34.   *Leadership of the change process.* Senior management engagement and staff commitment at all levels of WFP pushed the CSP policy agenda internally. This created a sense of purpose and urgency from the initial stages of CSP rollout. Over time, however, the coherence of the oversight of the organizational change processes has diminished. To some extent, the role of the Integrated Road Map team, which provided the initial push for the change, has been taken up by the Programme – Humanitarian and Development Division and embedded in the second-generation CSP working group. However, there is insufficient authority at that level to address some of the key challenges to flexibility and efficiency that significantly affect a number of the expected impacts of the CSP policy.

35.   *Country director commitment and persistence.* Country office leadership has required a combination of vision, significant time, creativity, willingness to take risks and skills to navigate around some of the cumbersome elements of the change process. For some country directors the change has not been easy or evident, as the steering of the change process has required expertise that is substantially different from what might have been needed for the management of a portfolio of humanitarian project engagements. While significant efforts were made to engage with country office leadership and provide support at the CSP pilot stage, over time the CSP rollout became more standardized and country offices were left to manage their own processes.

36.   *WFP staff enthusiasm and commitment.* While the speed of change was challenging to the organization and its staff, wide engagement and the deep commitment of staff – supported by workshops, guidance and training – have benefited the understanding and rollout of CSP processes. Dedicated teams from headquarters supported the pilot phase and were involved in the subsequent expansion. Regional bureau staff have played a critical role in supporting country offices and translating the implications of the CSP policy and the guidance provided into country planning and implementation processes, thereby serving as a conduit for learning over time.

37.   *Financial resources for specific priorities.* Where the rollout of the CSP policy has been accompanied by the allocation of specific funding success has been facilitated and enabled. Dedicated resources for innovation and seed funding have allowed countries to make real progress in some of the change areas envisioned in the policy, such as positioning at the humanitarian–development–peace nexus. However, such resources were not available for other important areas such as upfront funding for staffing for new types of engagement and areas of work (such as policy advocacy), CSP preparation, gender mainstreaming and engagement with the common country analysis and UNSDCF processes.

Internal hindering factors

38.   *Frequent changes to critical frameworks, tools and guidance.* Staff absorption capacity was severely tested by the volume of conceptual and procedural changes and guidance introduced by the policy, some of which emerged with significant delays and underwent frequent revisions. Staff familiarity and comfort working within the system have improved over time and with experience in implementing the CSP approach. However, some of the solutions adopted represent "work-arounds" for processes that continue to be cumbersome. Not all areas of guidance and tools for CSP policy implementation have stabilized, for example the corporate results framework.

39.   *A variety of country office circumstances and operating environments.* The change process that came with the introduction of CSPs was significant for all country offices. However, the weight of the processes

and requirements has been significantly greater for small country offices than for large ones, given the more limited budgets, smaller staff contingencies and (in some cases) external circumstances of smaller offices. The CSP policy and subsequent guidance took insufficient account of those differences.

40.   *WFP's statutory required reliance on voluntary contributions has reduced the capacity of the organization to achieve the ambitions of its CSPs*. Country portfolio budgets continue to reflect funding opportunities that are not optimally aligned with the ambitions of CSPs. Funding realities (including the limited flexibility of donor contributions) have reduced the capacity to invest upfront in relationships, programme design and experimentation and partnerships. They have also affected the staffing of country offices.

41.   *Staff recruitment remains a function of the availability of resources.* Staff realignment exercises have created clarity, highlighting where there are gaps, but the realities of funding continue to limit the degree to which WFP country office staff have the required expertise. As a result, in most settings, and in particular in underfunded countries and small operations, it has not been possible to find staff with optimal skills. This has reduced the capacity of WFP to respond to opportunities to consolidate specific areas of its work and has limited the possibility of further building the case for its added value.

42.   *Knowledge management systems inadequately support results-based management.* Weaknesses in results frameworks and compliance-driven internal reporting have limited the utility of monitoring data for the strategic management of CSP implementation, and the corporate results framework still fails to adequately capture key dimensions of WFP's work, including in supply chain-related activities and country capacity strengthening. The use of evidence remains weak, with significant fragmentation among divisions at all levels of the organization.

43.   *Insufficient clarity and corporate steering with regard to WFP's comparative advantages.* Both the CSP policy and the accompanying guidance provided country offices with insufficient help in prioritizing and identifying the specific added value of WFP in each context. Combined with the realities of the WFP funding model this has continued to drive the organization to move into a range of areas, sometimes with capacity and funding that are not sufficient to ensure success.

External enabling factors

44.   *Endorsement and ownership by national governments* is critical for effectiveness and sustainability.

45.   *Growing demand for WFP services and support for service provision* has brought new opportunities for strategic engagement and positioning, as well as additional funding.

External hindering factors

46.   *Donor priorities and earmarking continued to determine funding flows and limit flexibility.* In addition, the escalation of humanitarian need over the period covered by the evaluation reinforced the views of some donors regarding WFP as primarily a humanitarian actor and increased the pressure and scrutiny on scarce resources, working against the envisioned change to more flexible and long-term funding.

47.   *Changes in global circumstances during CSP policy implementation* have been more radical and far-reaching than could be anticipated, including the COVID-19 pandemic, conflicts and the global food crisis.

Conclusions

48.   To fairly assess the results of the CSP policy it is important to keep in mind the far-reaching scale of the change that the policy implied. The period covered by the evaluation saw WFP making significant progress in adjusting its strategic outlook, relationship to other actors and internal systems, all while keeping pace with dramatically growing need. Nevertheless, the changes that the policy and WFP strategic plans have set in motion will take more time to fully mature, and key adjustments are needed to ensure that the policy's ambitions are achieved.

49.   Overall, as illustrated in figure 9, the areas where the greatest progress is being made relate to strategic repositioning and, in particular, alignment with national priorities, harmonization with other United Nations entities and general repositioning. Inroads have been made in the changes in selected programme quality dimensions envisioned in the CSP policy, in particular in WFP's positioning at the humanitarian–development–peace nexus and in resilience agendas, and in selected dimensions of flexibility and adaptation. Progress in achieving reductions in transaction costs and more predictable and flexible resource

flows has been much more elusive, and various areas of management remain challenging, including the adequate equipping of country offices and strong performance management.

Figure 9: Evaluation team's assessment of the level of progress in key anticipated impact areas
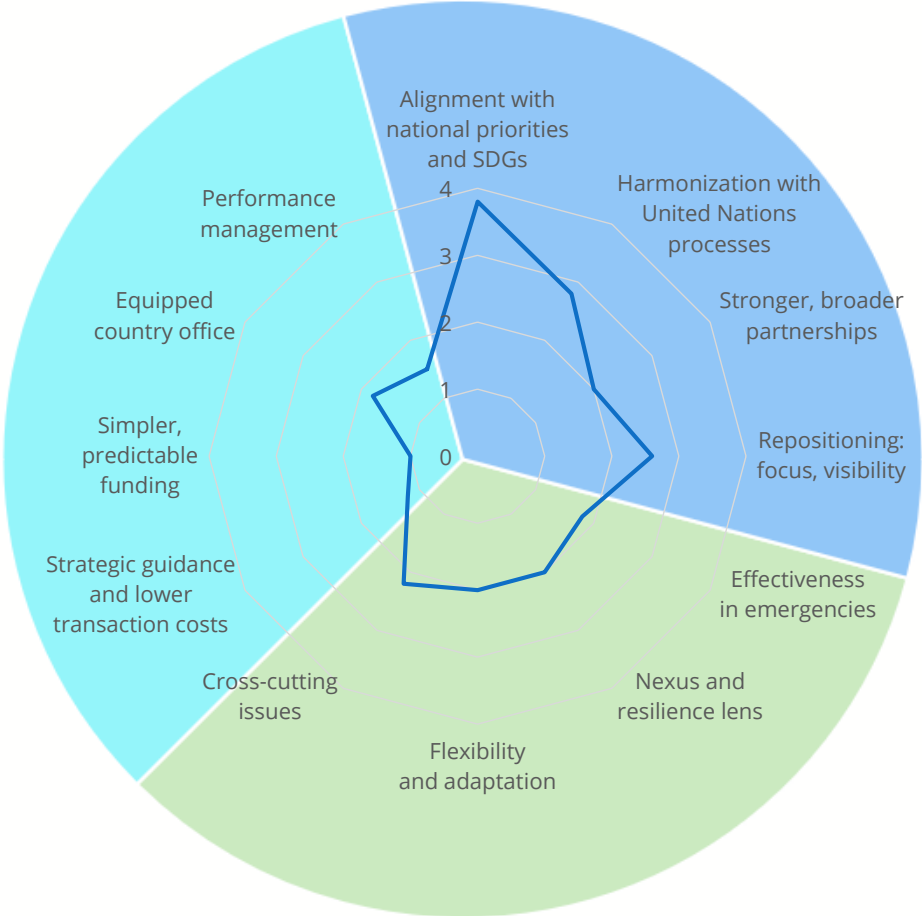
Source: Evaluation team.
Note: The evaluation team based its assessment on the evaluation evidence and made judgements regarding the progress made in each of the areas to date. The numbering refers to the following categories: 0 = no/little change; 1 = emerging changes; 2 = positive progress, more needed; 3 = significant achievement; 4 = progress complete.

50.   **Conclusion 1: The CSP policy and its rollout constituted a courageous, significant and highly relevant shift for WFP,** with CSPs now a firm feature of WFP programme cycles. The policy initiated a substantial departure from WFP's previous way of planning and operating. It was soundly based on the sustainable development agenda, United Nations development system reform and other changes in its operating environment, as well as on expectations within and outside WFP with regard to how the organization should improve. The change profoundly affected systems and processes, leading to considerable efforts at various levels of the organization, in particular the country offices, which have taken on board the change with significant courage and commitment against a backdrop of increasing external pressure and challenges.

51.   **Conclusion 2: The CSP policy continues to be valid. It is not in need of immediate updating.** The policy has been important in facilitating the transition and organizational shift in WFP's work from implementer to enabler and has served that purpose well. The policy also served an important overarching purpose authorizing a major change in the practices, rules and regulations that shape the work of WFP at the country (and multi-country) level. More broadly, it enabled a move to the planning and articulation of visions of work in a country and to external engagement that brings partners on board. The focus should now be on ensuring that the instruments and resources that are needed for continued implementation of the policy are fully supportive of WFP's efforts as encompassed in the policy (see next conclusion).

52.   **Conclusion 3: With CSPs firmly a part of the WFP landscape, the central instruments of success of the CSP policy are now the suite of instruments, accompanying measures and staff capacity and technical skills that are essential to CSP planning and implementation. Those elements all need continued priority attention.** As country offices shift into their second-generation CSPs, the more important normative reference point for staff at all levels has shifted from the policy to the wide array of programme, planning, budgeting, performance management and reporting guidance that has been developed to support the implementation of the policy, which can more nimbly be adjusted based on learning, feedback and major changes in the WFP operating environment. The success of WFP's work will depend to a significant extent on the organization's ability to staff its CSP implementation with the expertise needed to realize CSP ambitions.

53.   **Conclusion 4: The CSP policy is beginning to show dividends relating to programme quality enhancements and holistic planning, and a new generation of CSPs should allow WFP to build on this**. Lessons from the development and implementation of first-generation CSPs have been internalized by country offices, regional bureaux and headquarters and include an increasing focus on the development of programme theory and logic and the clarification of how WFP positions itself in the development sphere. There remains a lack of clarity on the priorities within CSPs, which has led WFP to engage in very broad agendas in many settings and has affected the achievement of results. At the same time, prioritization is insufficiently balanced with responsiveness to national circumstances, priorities and critical gaps. In areas such as work at the humanitarian–development–peace nexus, WFP is making progress, but there remains insufficient clarity as to where and how the organization can best add value while retaining a focus on its main areas of strength.

54.   **Conclusion 5: The CSP policy has positively influenced WFP's engagement in and contribution to the external environment, but in many settings the CSP ambitions significantly outstrip the available financial and staff capacity and technical skills needed for implementation.** The external environment evolved alongside the evolution in United Nations country planning to the revised common country analysis and UNSDCF system. Those system-wide processes will now guide and frame the development aspects of CSPs and will require WFP to make further adjustments. CSPs have allowed WFP to align well with the priorities of countries and partners and to engage in new and innovative areas of work while deepening its experience in more established areas. This is reflected in WFP's improved positioning, more mature relationship with governments and better alignment within the United Nations system, all of which have resulted in new opportunities and areas of work. As a tool, CSPs have brought about a substantive shift to more strategic, long-term planning. Significant emphasis on the matching of staff and technical resources to country office ambitions (and vice versa) has been missing for much of the period evaluated.

55.   **Conclusion 6: The internal management of CSPs has become less cohesive over time, with implications for the efficiency and effectiveness of CSP design and implementation.** Some elements of management have been overlooked or given insufficient attention, have simply moved too slowly or have not been responsive to feedback. Some CSP processes have worked in the direction of greater centralization and more bureaucracy, offsetting gains from the elimination of the previous fragmented project structure. Of particular concern are inefficiencies in the programme review and approval process and structural challenges stemming from the combined CSP, corporate results framework and budgeting procedures and guidance, which can negatively affect WFP's ability to respond quickly to emergency needs and coherently design integrated programming. "Siloed" approaches to implementation are evident, partly owing to external factors such as the nature of funding, but also the process management changes that accompanied the CSP rollout, which have worked against the holistic and integrated planning aims of the policy.

56.   **Conclusion 7: There is a need to simplify processes and procedures, delegate more responsibility, authority and accountability and build more robust planning capacity**. The focus should be on keeping what works well and making heavy processes significantly lighter, more streamlined and nimble. Continued positive alignment with United Nations planning and national priorities will require a more robust and decentralized planning support function and authorities. A strong focus on such internal reforms will reinforce the value of country planning and position WFP for the future.

57.   **Conclusion 8: In spite of an enhanced focus on monitoring, reporting and evaluation, WFP's capacity to use information on programme implementation to inform its decisions remains weak**. Despite the significant expenditure of effort to collect data and generate learning, major weaknesses remain. Monitoring systems focus on how much happened, but certain indicators do not meaningfully

measure progress towards the intended changes and do not produce information that is valuable to country offices or facilitate a better understanding of what worked. Despite being oriented towards corporate aggregation for accountability purposes, monitoring and reporting systems have not reduced the need for tailored donor reporting or led to major changes in the availability of flexible funding. Evaluations have produced valuable evidence and learning, decentralized evaluations in particular provide opportunities for contextually relevant evidence generation, and efforts to synthesize and summarize evaluative evidence improve the likelihood that evidence will be used. However, the combined evaluation coverage and other process requirements are not adequately differentiated in line with the varying sizes of country office portfolios and are too cumbersome and difficult to sequence to be sustained in their current form. Financial investments in monitoring and evaluation have been too limited, and organizational capacity still falls significantly short of what is needed in that area. The resulting situation is one of fragmentation of evidence generation and use, which needs to be addressed.

RECOMMENDATIONS

Recommendation	Priority	Action deadline
Recommendation 1: Continued policy implementation should embrace a more strategic and leaner approach to the country strategic plan framework, while future revisions need to take account of further consolidated learning. ➢ 1.1: Defer consideration of a country strategic plan policy update until learning from second-generation country strategic plans and the first generation of the United Nations sustainable development cooperation frameworks can be consolidated. ➢ 1.2: Continue to update planning, budgeting and resource management requirements and related guidance and tools, focusing on simplification, absorptive capacity for change, accessibility and utility. ➢ 1.3: Reconfigure country strategic plans as lighter and leaner strategic planning documents reflecting a high-level vision and strategy and including indicative needs-based budgets for Board approval. Relegate the details of implementation and resource mobilization arrangements to separate internal planning documents.	High	June 2024
Recommendation 2: Strengthen the support and resources dedicated to country strategic planning and the early stages of country strategic plan implementation. ➢ 2.1: Increase the support provided to country offices for country strategic plan development, quality assurance and learning. ➢ 2.2: Allocate adequate and dedicated budgetary resources at all levels in order to support country strategic planning and programme design, including through active engagement with common country analysis and the United Nations sustainable development cooperation framework processes. ➢ 2.3: Ensure that country offices are better equipped internally with the right expertise and capacity to engage in country strategic planning. ➢ 2.4: Provide country offices with dedicated on-demand support for the development of detailed country strategic plan implementation road maps based on approved country strategic plans. ➢ 2.5: Enhance guidance on the development of multi-annual needs-based budgets for resilience and root causes programming to ensure that they are based on realistic assessments of what WFP can do and what it can contribute to, taking into account available funding and implementation capacity.	High	December 2023

Recommendation	Priority	Action deadline
Recommendation 3: Further simplify and streamline procedures and processes for the review, revision and approval of the country strategic plan package with a view to enhancing efficiency and flexibility and reducing transaction costs. ➢ 3.1: Ensure that the intended focus and high-level priorities of country strategic plans, and the role that WFP will play, are discussed and agreed with the relevant regional bureaux and headquarters units at an early stage, in conjunction with consultations with key stakeholders at the country level and in alignment with the United Nations sustainable development cooperation framework process. ➢ 3.2: Further streamline the programme review and approval process to avoid unnecessary duplication of technical oversight (between the electronic programme review process and the strategic programme review process and between headquarters and the regional bureaux) and encourage discipline (self-restraint) in commenting on processes. ➢ 3.3: Further simplify the financial framework so as to lighten the associated workload for country office budget management and country strategic plan revisions. Request the Board to rationalize and simplify the delegations of authority for the approval of country strategic plans and related revisions once the results of ongoing governance and corporate change initiatives are clear (such as the ongoing Executive Board governance review).	High	July 2024
Recommendation 4: Strengthen and streamline accountability and learning for results-based management. ➢ 4.1: Shift towards output- and outcome-based budgeting and staffing, in line with the requirements of ongoing United Nations development system reform processes within the context of the United Nations sustainable development cooperation frameworks. ➢ 4.2: Review the value proposition of tagging country strategic plan outcomes by focus area, including the effects on coherent, integrated, outcome-oriented programme design and resource mobilization. ➢ 4.3: Develop common information management systems that utilize WFP monitoring data, can provide country offices with real-time access to analytical information for adaptive programme management and ensure interoperability with evolving system-wide requirements (such as the United Nations sustainable development cooperation framework reporting and the UN INFO platform). ➢ 4.4: Revise guidance on country strategic plan mid-term review exercises to ensure that the reviews are light and carried out in-house and enhance their complementarity with the country strategic plan evaluation process by allowing them to focus on dimensions of continued relevance, coverage, output-level achievements, coherence and operational efficiency, which will be updated at the country strategic plan evaluation stage with an independent assessment that adds coverage of, among other elements, the dimensions of effectiveness and sustainability. ➢ 4.5: Revise the evaluation requirements for country strategic plans to allow more selective and more strategic, timely and cost-efficient evaluation coverage.	Medium	July 2024

Recommendation	Priority	Action deadline
➤ 4.6: Further invest in country office monitoring and evaluation functions to expand capacity and ensure adequate dedicated budgets for monitoring and evaluation.		
Recommendation 5: Develop a clear shared understanding and vision of WFP's work at the humanitarian–development–peace nexus. ➤ 5.1: Update the guidance on country strategic plan design and prioritization based on the results of ongoing policy evaluations that cover critical aspects of humanitarian–development–peace programming, related potential policy revisions and new policies. ➤ 5.2: Adopt five-year* theories of change for work at the humanitarian–development–peace nexus and on the "changing lives" components of all country strategic plans, in conjunction with a systemic logic that allows WFP to act or be ready to react in changing complex situations and that takes into account long-term visions of change beyond the five-year country strategic plan period. Develop a coherent corporate approach to theories of change that ensures realism in the setting of ambitions, clear prioritization and the layering of programmes, in coordination with other humanitarian, development and (as relevant) peace actors. ➤ 5.3: Significantly expand strategic investment funding for technical capacity and seed funding for country office work in critical and underfunded areas of the nexus.	High	July 2023, with follow-up support as necessary
Recommendation 6: Continue and further upscale the process of strategic workforce planning and further prioritize work on skills development in line with the WFP people policy and evolving needs. ➤ 6.1: Ensure that workforce planning and organizational alignment are optimally aligned with the country strategic plan planning cycle, with particular attention to ensuring that staff turnover among country directors, deputy country directors and heads of programme does not affect the consistency of the strategic focus and continuity of operational activities. ➤ 6.2: Develop tailored terms of reference for outcome and activity managers and conduct training aimed at strengthening organizational alignment with country strategic plan requirements. ➤ 6.3: Prioritize the strategic management of human resources to ensure talent retention, in particular in areas of the WFP portfolio where more expertise in leveraging international and domestic resources and playing an enabling role is required. ➤ 6.4: Ensure that employee development and support are aligned with country office and country strategic plan needs in priority areas such as the enabling policy environment, broader country capacity strengthening and the development and management of strategic partnerships.	High	December 2025

Recommendation	Priority	Action deadline
➢ 6.5: Prioritize the retention of senior national (and sub-office) employees who fit with WFP's priority commitments, including by providing country offices with the requisite resources where particular technical skills are needed or should be enhanced.		

[*] Or for shorter periods in cases where a CSP covers less than five years.

1. Introduction

1. This report concerns the evaluation of the World Food Programme (WFP) Policy on Country Strategic Plans (CSPs), hereafter referred to as the CSP policy. The WFP Office of Evaluation (OEV) contracted out this evaluation to Mokoro Ltd.

1.1. EVALUATION FEATURES

2. **Objectives:** The evaluation of the CSP policy has the dual objectives of accountability and learning, with an emphasis on the latter, especially the forward-looking dimension of such learning that allows for on-going contributions to further policy and strategy. The accountability objective is fulfilled with the assessment of results. Interrogation of the explanatory internal and external factors for their influence on changes that occurred or failed to occur, and analysis of lessons learned provide important learning for the organization and for WFP senior management. The evaluation is expected to inform decisions for the CSP policy revision that is foreseen for 2023. As WFP has just approved a new Strategic Plan for 2022–2025[11], this evaluation comes at an important juncture.

3. **Scope:** The scope of the evaluation is global, focusing on three areas of inquiry that are common to WFP policy evaluations: the quality of the policy design (Evaluation Question 1); the results and the extent of result sustainability (Evaluation Question 2); and the reasons for results being achieved or for the lack of achievement (Evaluation Question 3). The evaluation covers the period from November 2016, when the policy was approved, to October 2022.

4. **Intended audience:** The evaluation is intended to inform a variety of stakeholders across all WFP divisions and units at headquarters (HQ), regional bureaux (RBs), country offices (COs) and field offices, as well as the Executive Board (EB), donors and external partners. The evaluation is destined for WFP Senior Management and all internal divisions. RBs and country offices will be among the most important users of the knowledge contained in the evaluation, given their primary roles in supporting and implementing CSPs. The EB will also benefit from the evaluation, as policy is set at the governance level by the EB, which is responsible for oversight of the WFP strategic direction. A wide array of external stakeholders will also learn from the evaluation. The policy emphasizes the better alignment of WFP CSPs and operations to national priorities and United Nations system-planning frameworks and programming, including national governments, other United Nations agencies, and WFP donors.

5. **Timing and performance of the evaluation:** The evaluation was undertaken by an independent, experienced team of external evaluators who conducted data collection between September and November 2022 and presented a draft report in December 2022.

1.2. CONTEXT

6. The adoption in 2015 of the 2030 Agenda for Sustainable Development (2030 Agenda) and its Sustainable Development Goals (SDG) provided a framework and a long-term horizon for planning and action for Governments and their partners. In the same year, the World Humanitarian Summit committed to increased cooperation between humanitarian and development actors, multi-year funding for operations in humanitarian crises, localization, and greater participation by and accountability to affected populations. The **United Nations development system reform** has introduced changes in planning and reporting at country level with implications for partnerships and accountability.

7. United Nations system-wide planning at the country level has evolved since 2015, beginning with updated guidance in 2017[12] on inclusion of key concepts of the 2030 Agenda such as "No one left behind" in United Nations Development Assistance Frameworks (UNDAF) and recommending alignment of individual United Nations organisations' programming processes to the extent possible. In 2018, a General Assembly resolution[13] led to separation of the functions of the resident coordinator from the UNDP resident representative and gave resident coordinators accountability for implementing UNDAFs and the authority

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[11] WFP. 2021). WFP strategic plan (2022–2025) Executive Board, Second regular session. Rome, 15–18 November 2021.

[12] United Nations Development Group (2017). United Nations Development Assistance Framework Guidance.

[13] United Nations (2018). Resolution adopted by the General Assembly on 31 May 2018. (A/RES/72/279).

to ensure alignment of agency programmes. In mid-2019, the UNDAF was replaced with the **United Nations Sustainable Development Cooperation Framework (UNSDCF)**.[14] This reform induced a major strategic shift from assistance to cooperation in the United Nations' approach. As a cornerstone agreement of a renewed relationship between the United Nations and host governments, the UNSDCF determines and reflects the United Nations' development system's sustainable development commitments in a country— and the configuration of the United Nations' resources required to achieve them.

8.	In a substantial change from less prescriptive UNDAF requirements, the UNSDCF guidance stated that United Nations entities "derive country programme outcomes from the Cooperation Framework, not vice versa", with outcomes "developed in parallel to, not ahead of, the Cooperation Framework". UNSDCF guidance also shifted the Common Country Analysis (CCA) from a "one-off event to a 'real-time' core analytical function – to make it more agile and reflective of evolving country contexts", drawing on the perspectives and expertise from all levels of the United Nations system.[15] For WFP, this implies that the contribution to the United Nations' collective development action planning is now an integral part of a United Nations-wide programme cycle of continuous improvement: from analysis, design, and implementation to results, feedback and adjustment. This approach now defines and influences WFP development programming through the CSP framework.

9.	United Nations' development and dual-mandated entities are required to submit the UNSDCF to their governing bodies for information when they submit their own country development programming instruments for approval. Once a new UNSDCF is approved, entities are expected to align their country programming documents no later than the next UNSDCF annual review. In 2021, the **Management and Accountability Framework of the United Nations Development and Resident Coordinator System (MAF)**[16] was released, building on the UNSDCF guidelines in stating that resident coordinators will have the opportunity to review entities' country programming documents related to development activities and ensure that entities' country programmes derive from the UNSDCF according to the UNSDCF Guiding Principles and guidance. (Additional information related to United Nations reform can be found in Annex O.)

10.	**External context.** The WFP operating contexts have become increasingly challenging, with longer and more complex protracted crises and escalating needs. Figure 1 below illustrates the growing global humanitarian needs since 2013.

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[14] United Nations Sustainable Development Group (2019). United Nations Sustainable Development Cooperation Framework: Internal Guidance.
[15] Ibid.
[16] United Nations (2021). Management and Accountability Framework (MAF) of the United Nations Development and Resident Coordinator System. This is an updated version of the 2019 MAF.

Figure 1. Trends in global humanitarian funding and people targeted for assistance 2013–2022
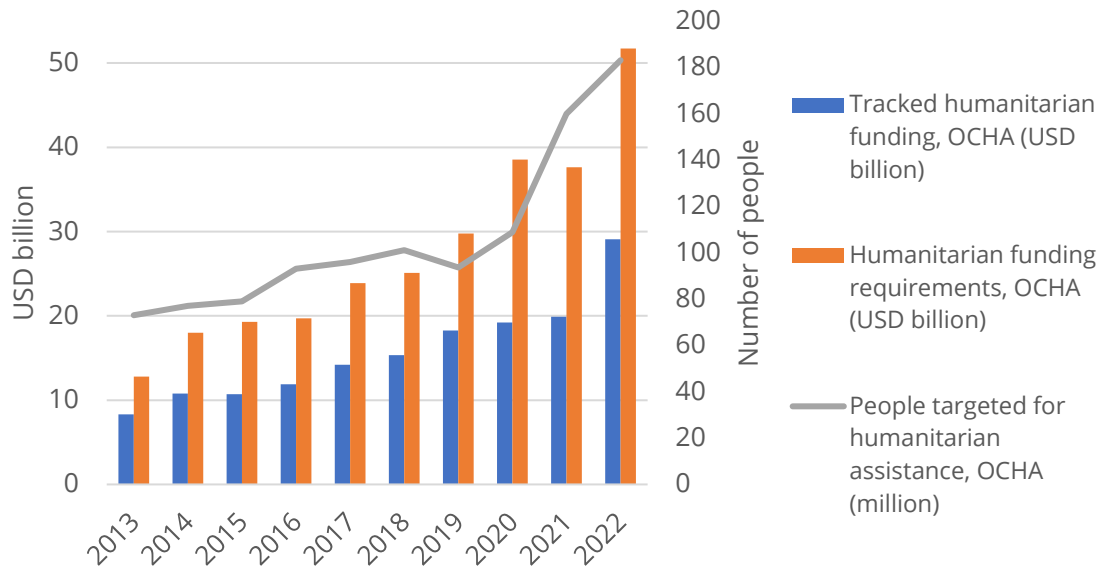
Source: OCHA Services (2022). Humanitarian InSight. Accessed March 2023.

11.   The coronavirus disease 2019 **(COVID-19) pandemic** profoundly affected the world in 2020 and 2021, with WFP and partners having to adapt. Vulnerability of women was exacerbated because of restrictions. Some countries saw partial collapse of food systems and safety nets, with implications for the eventual progress that could be made with the SDG and gender agendas.[17] The pandemic also put significant stress on WFP staff and systems, as it did for all organizations and individuals. The humanitarian role of WFP implied additional and exceptional stress and effort with significant implications for staff well-being.[18]

12.   **WFP context.** Important aspects of the internal context have evolved since the CSP policy was introduced. The organization has had two Strategic Plans over the period, covering 2017–2021 and 2022–2025 (see Annex D), both aligned with the 2030 Agenda for Sustainable Development. Strategic Plan 2017–2021 sought to align and position WFP to be focused on the achievement of the Sustainable Development Goals (SDGs) by establishing two Strategic Goals aligned to 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 focus on SDG 17 was intended to emphasize the strategic shift from implementation to enabling roles, first initiated with Strategic Plan 2008–2013 and its emphasis on shifting WFP away from providing food aid to instead providing food assistance. To operationalize the two Strategic Goals, the results framework for Strategic Plan 2017–2021 established five Strategic Objectives and eight Strategic Results areas. The Strategic Plan also outlined how country offices should operationalize these by defining their own Strategic Outcomes aligned to national SDG targets and priorities. Strategic Plan 2022–2025 removed the five Strategic Objectives from the results framework and replaced 19 outcome categories with five new outcomes, also introducing corporate outputs and enablers. This plan removed "nutrition" from the five strategic results, and instead integrated and mainstreamed "nutrition" across different WFP Strategic Outcomes as a cross-cutting priority, and placed a strong focus on national ownership and evidence. A range of policies, some of which were approved after the CSP policy, provide more detailed guidance on specific aspects of WFP work, and are captured in the WFP compendium of policies.[19]

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[17] WFP. 2022). WFP Gender policy 2022. Executive Board, First Regular Session. Rome, 28 February – 2 March 2022. 18 February 2022.
[18] WFP. 2022). Evaluation of the WFP Response to the COVID-19 Pandemic. Gambia CSPE, interviews with WFP staff, qualitative survey responses.
[19] The compendium of policies relating to the Strategic Plan (WFP/EB.2/2022/4-A), which also includes the Country capacity strengthening policy update (WFP/EB.A/2022/5-A).

13. WFP has experienced strong growth in total donations over the period 2012–2022, with a compound annual growth rate of 11 percent over the entire period. However, this growth needs to be seen from the perspective of growing and competing humanitarian priorities and new political crises—total humanitarian requirements have risen from $41 billion at the beginning of 2022 to a record $51.5 billion in 2023 (with the 10 largest humanitarian donors providing 82.4 percent of funding globally). The current global food crisis has been exacerbated by conflicts and the ever-increasing effects of climate change on people's lives. A total of 339 million people, one of every 23 people in the world, need humanitarian assistance.[20]

Figure 2. Total donations to WFP (USD): Year-on-year change of three-year moving average, 2010–2022
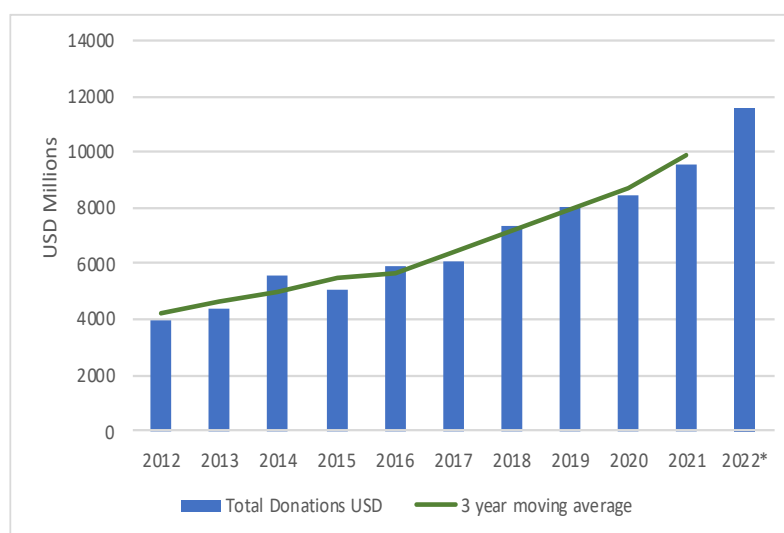
Source: Distribution Contribution and Forecast Stats, as of 4 December 2022; Mokoro analysis

1.3. WFP POLICY ON COUNTRY STRATEGIC PLANS

14. The architecture of WFP country programme planning has varied over time, though the primary form of authorized country level plans and budgets in the period pre-dating the WFP CSP policy was through Emergency Operations (EMOPs), Protracted Relief and Recovery Operations (PRROs), Development projects (DEV), and Special Operations (SOs). Certain WFP activities fell outside this framework and were funded by Trust Funds with little EB oversight. Until the end of 2002, country strategy outlines were presented to the EB for information and guidance in conjunction with development projects. In 2009, voluntary country strategy documents were introduced. These country strategy documents were endorsed internally and not submitted to the EB. In 2014, two country offices (Indonesia and Zimbabwe) began piloting a more robust country strategic planning approach, leading to a concept note that distilled early lessons and outlined the approach that evolved to become the WFP Policy on Country Strategic Plans.

15. The CSP policy, approved by the EB in November 2016, has seen six years of implementation (2017–2022) and was approved in conjunction with a package of elements as part of the Integrated Road Map (IRM). In addition to the CSP policy,[21] the IRM included the Strategic Plan 2017–2021,[22] the Financial Framework Review[23] (FFR), and the Corporate Results Framework[24] (CRF) (see Figure 3, below). The combined IRM package was the most significant reform that WFP has ever experienced. This reform was intended to strengthen the WFP contribution to the 2030 Agenda by realigning the WFP strategy, programme-planning structure, financial management, monitoring, and reporting systems.

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[20] OCHA (2023). Global Humanitarian Overview. Geneva. 2023.
[21] WFP. 2016). Policy on Country Strategic Plans. Executive Board, Second Regular Session. Rome, 14–18 November 2016.
[22] WFP. 2017. WFP Strategic Plan (2017–2021). July 2017.
[23] WFP. 2016. Financial Framework Review. Executive Board, Second Regular Session. Rome, 14–18 November 2016.
[24] WFP. 2016. Corporate Results Framework (2017–2021). Executive Board, Second Regular Session. Rome, 14–18 November 2016.

Figure 3. Corporate components of the Integrated Road Map

WFP Strategic Plan

The Strategic Plan 2017-2021 and its objectives were aligned with the relevant SDGs, prioritizing emergency, life-saving and development work that benefits the poorest and most marginalized people. The plan outlined how WFP will operationalize its efforts to support national leadership and SDG achievement at the country level.

Policy on Country Strategic Plans

Country strategic plans, developed with governments and relevant stakeholders, define the role and portfolio of assistance of WFP at the country level. The CSPs act as WFP's strategic, programmatic and governance instrument in a country for a maximum of 5 years.

Corporate Results Framework

The framework lays out results and indicators to help WFP plan, implement, monitor and report on WFP programmes and measure management performance. SDG 2 and SDG 17 provided the cornerstones of the CRF 2017-2021, in addition to being supported by five Strategic Objectives and Eight Strategic Results.

Financial Framework Review

This FFR introduced a country portfolio approach to better align resources and results to improve decision-making. Central to the FFR is the line of sight that links strategy, planning and budgeting to implementation, resources, obtained and results.

Source: Evaluation team, based on Integrated Road Map

16.   The 2016 CSP policy sought to improve the quality and coherence of WFP assistance. It marked a substantial shift in the WFP approach to programme planning, oversight, and approval, establishing an integrated strategic and programmatic instrument covering the entire portfolio of WFP work in a country for a period of up to five years. These country strategic plans operationalize the WFP Strategic Plan at country level and have the objective of addressing humanitarian needs and contributing to national development objectives centred around WFP value propositions and operational capacity in a particular context, including vis à vis partners. Aligned with country priorities, CSPs support countries in making progress towards zero hunger. They are submitted for Board approval at any formal Board session.

17.   Eight interconnected areas of projected impact were identified in the 2016 CSP Policy (see Figure 4).

Figure 4. Projected Impacts of the 2016 CSP Policy

1 Increased effectiveness and efficiency in emergencies and protracted crises	**2** Improved alignment with national SDG targets and partners	**3** Greater focus, improved visibility and communication	**4** Integration of operational suppo technical assistan and resource mobilization
5 Flexibility to plan for and respond to dynamic operational contexts while better linking humanitarian and development work	**6** Increased strategic guidance by the Executive Board and reduced transaction costs	**7** Harmonization with the humanitarian programme cycle and other United Nations entities and processes	**8** Enhanced performance management, reporting and accountability

Source: 2016 WFP Policy on Country Strategic Plans

18.   The CSP policy also mandated attention to cross-cutting issues (gender, climate, etc.), transitioning to national ownership and sustainability. Neither were identified as specific areas of impact but both topics were mentioned in the Policy and are part of this evaluation's Terms of Reference (ToR). The CSP also committed to operationalizing WFP principles and values including protection, do no harm, accountability to affected populations and humanitarian principles. Thematically, the evaluation assessed the extent to which the implementation of the CSP policy has advanced WFP commitments to the cross-cutting issues.

19.   The CSP policy introduced national country-led zero-hunger strategic reviews (ZHSR), intended to serve as a consolidated tool for assessing needs in line with national and other partners' priorities and leveraged as an input for CSP design. Where it was not possible to conduct a ZHSR, the policy provided a mechanism for interim CSPs (ICSPs)[25] as a bridge to full CSPs. In addition, for countries that had neither a CSP nor an ICSP ready for approval by February 2018, "transitional" ICSPs (T-ICSPs) were envisioned.

20.   The 2016 CSP policy further emphasized an expedited means of approving new emergency Strategic Outcomes under an existing ICSP or CSP to enable responses to unforeseen emergencies and the creation of Limited Emergency Operations in contexts where WFP had no established presence at the onset of an emergency.[26] The CSP policy also introduced requirements for systematic country portfolio evaluations (later renamed Country Strategic Plan Evaluations (CSPE) and Mid-term Reviews.[27]

21.   **Theory of change**: The CSP policy of 2016 did not have a clear results framework or a theory of change (ToC) but instead referred to the overall results framework of the Strategic Plan 2017–2021 and the CSP policy did include various goals and objectives. During the inception phase of this evaluation, the evaluation team constructed a theory of change, which builds on the theory of change used in the Strategic Evaluation of the Pilot CSPs (2018)[28] through a systematic review of the 2016 CSP policy and related documents and using good practice frameworks for organizational change. This theory of change is reproduced in Annex B and shows the pathway from the opportunities, problems, and issues to be addressed at the time of the creation of the CSP policy to the key organizational innovations designed under the IRM and the organizational capacity to implement these. Together, these organizational change processes seek to support the eight aforementioned expected organizational outcomes.

22.   **Policy implementation**: As of 2022, 100 percent of WFP country operations are covered by a CSP or an ICSP, or are Limited Emergency Operations, including 40 percent of countries (36 total) that commenced their second-generation CSP (2gCSP) following the November 2022 Executive Board session. Of the first-generation CSPs, 68 percent have conducted or are currently conducting CSPEs.

23.   Country Offices have undertaken exercises supported by the Human Resources Division at HQ and RBs to ensure that their human resources skills and competencies are aligned with their CSPs. Various revisions have been made by HQ of the WFP organizational structure, and a functional review has generated revised terms of reference for HQ and RBs to better support country offices and provide oversight in line with the CSP policy and the rest of the IRM.

24.   Change management activities related to the IRM have largely been mainstreamed into the day-to-day work of different divisions and cross-divisional working groups since the beginning of 2020. The last update on the IRM was presented at the February 2020 meeting of the EB, when updated delegations of authority were approved. A revised Corporate Results Framework[29] replaced management key

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[25] Pending development and approval of a CSP, WFP operations in a country are delivered through an ICSP. During the transition phase from project documents to the CSP framework and while ZHSR were being conducted, Country Offices used internally approved Transitional Interim Country Strategic Plans (T-ICSP) based on previously approved project documents for up to 18 months. T-ICSP can be developed and implemented following a Limited Emergency Operation for up to 18 months thereafter.

[26] These are implemented where WFP does not have an operational presence or a CSP in place. They are planned for an initial period of up to six months, with possible extension in line with the General Rules. Where further response is needed this is incorporated into a new ICSP.

[27] WFP. 2016. Evaluation policy established an evaluation function that encompassed centralized evaluations and demand-led decentralized evaluations. This led to the design of regional evaluation strategies, and specific strategies on evaluation capacity development, evaluation communication and knowledge management and impact evaluation. (WFP, 2022). (WFP Evaluation policy. Executive Board. First regular session. Rome, 28 February–2 March 2022).

[28] WFP. 2018. Strategic Evaluation of the Pilot Country Strategic Plans. 9 September 2018.

[29] WFP. 2022. Corporate Results Framework (2022–2025) Executive Board. First regular session. Rome, 28 February–2 March 2022.

performance indicators with an updated set of management results and indicators and was approved by the Executive Board in February 2022.[30]

1.4. METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

25.   **Approach:** The detailed methodological design for the evaluation took place at inception phase (June and July 2022). Details of the methodology are in Annex B. The evaluation was guided by a theory of change (see Figure 25 in Annex B). Given the profound nature of the IRM reforms and the substantial overhaul of many internal systems and processes, direct comparison, in terms of data patterns, to the pre-CSP period was not deemed feasible or useful for most areas of inquiry, although perceptions of management on the pre-CSP situation have been used when looking at the organizational culture, transaction costs for programming, and related dimensions.

26.   **Evaluation questions and criteria**: The evaluation focuses on three areas of inquiry that are common to WFP policy evaluations, as follows: Evaluation Question 1 – Policy quality; Evaluation Question 2 – Results and sustainability; and Evaluation Question 3 – Reasons for results, or lack thereof. At inception, the Theory of Change informed a review of the evaluation sub-questions and identification of lines of inquiry/indicators, data sources, sequencing and means of triangulation. ToC assumptions were integrated into the areas of inquiry in the Evaluation Matrix in Annex C, which provides details of the evaluation criteria.

27.   **Evaluation methods**: This evaluation began by drawing from previous evaluations, documentation, and data to identify preliminary and partial answers to current evaluation questions and to identify specific themes to pursue during data collection. Primary data collection was then used to fill data gaps and to triangulate findings across different sources and methods. The following evaluation methods were used:

Table 1. Evaluation methods, focus and coverage: Overview

Method	Focus	Coverage
Secondary data analysis	Documentation analysis. Analysis of existing WFP data sets. Analysis of United Nations High Commission for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF) data sets for comparison purposes.	26 completed CSPEs, audit reports, decentralized evaluations, global strategic and policy evaluations. Total of 91 documents analysed using a detailed coding framework. WFP data sets on needs-based plans, expenditure, funding sources, levels, and changes over time; staff records; and performance indicators.
Global survey	Collect views of WFP CO and RB staff on the impact of the CSPE policy, the organizational change process, and staff support and training.	1,420 respondents targeted at CO and RB levels,[31] 443 staff members responded (31 percent response rate).
Country illustrations	In-depth understanding of selected examples in each country that covered issues around: flexibility, transaction costs, staffing profiles, and timing and use of evaluation evidence.	Relevant documentation from and remote interviews with 37 informants from 11 countries: Bangladesh, Cameroon, Democratic Republic of the Congo, El Salvador, Kyrgyz Republic, Lebanon, Mozambique, Nigeria, Peru, South Sudan, and Timor-Leste.
Key informant interviews	Inform the design phase of the evaluation and collect primary data against key evaluation questions.	85 informants (47 male, 38 female) from WFP and Member States.

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[30] Ibid.

[31] The sample targeted senior staff members in each RB and CO, including all Director level staff, National Professional Officers, International Professional Officers of P-3 or above, Consultant staff of level II and IV, and General Service Field staff of level G-4 or above. Sub-office and field-office staff were not included in the survey and for countries with over 20 staff in the targeted field, 20 staff were randomly sampled from the list.

Method	Focus	Coverage
United Nations Comparison study	Comparison of WFP with two United Nations agencies on financing of country plans, EB oversight, and evaluation requirements, frequency, and expenditure.	Documentation and interviews with informants from UNHCR and UNICEF.
Thematic examples of change and thematic roundtables	Documentation review and virtual round tables entailing focussed discussions with WFP staff on themes resulting from survey results.	Total of 23 participants. Discussions on three themes: 1) CSP experience with preparation, response, and scaling in and out of emergency response; 2) CSP learning, programme adaptation and accountability; 3) Organizational change management of the CSP policy.

Source: Evaluation team.

28.   **Synthesis of data, compilation, and triangulation**: Data collected was organized, classified, and analysed in line with the main themes of the evaluation. A two-day team workshop at the end of the data-collection phase consolidated analyses and findings. Information collected was triangulated by cross-confirming findings and conclusions. Main findings were cross-checked through at least two different methods. WFP Evaluation Quality Assurance System (EQAS) quality criteria, templates and checklists were consistently applied. A quality assurance reviewer provided independent quality assurance of all deliverables.

29.   **Limitations:** The evaluation team identified challenges to evaluability at inception together with mitigating factors. Details on these issues and how they were addressed in practice during the evaluation can be found in Annex B.

30.   **Ethical considerations and safeguards**: The evaluation was designed to ensure informed consent, protect the privacy, confidentiality, and anonymity of participants, ensure cultural sensitivity, respect the autonomy of participants, ensure fair representation (including women and socially excluded groups) and ensure that the evaluation results in no harm to participants. To ensure confidentiality, all interview notes were stored in secure files and not accessible to any other party. Informed consent to be interviewed was sought from all informants and confidentiality was guaranteed.

31.   **Consideration of gender and diversity**: The evaluation has incorporated gender and diversity and other cross-cutting issues (protection and accountability to affected populations, nutrition integration, and environmental sustainability) in design and implementation through the coding framework, guides for interviews, and in the approach to different consultative events. The online survey data has been disaggregated by national and international workforce categories.

Figure 5. Evaluation participants breakdown by WFP location
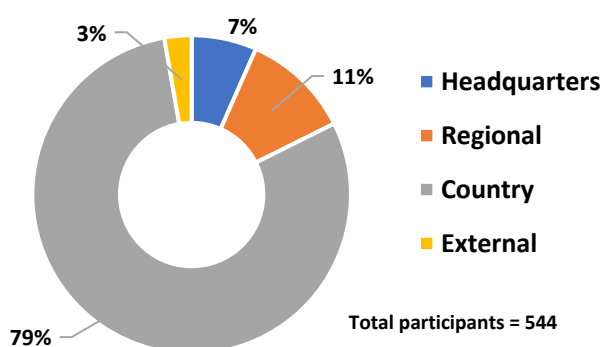
Source: Evaluation Team data

2. Evaluation findings

32.   This chapter is divided into three sections covering the three evaluation questions.

- Section 2.1. focusses on the quality of the CSP policy.
- Section 2.2. focusses on CSP policy results and sustainability.
- Section 2.3. focusses on the factors that explain CSP policy results.

2.1. HOW GOOD IS THE CSP POLICY?

This section of the report considers three dimensions of policy quality. It is supplemented by the evaluation's assessment of Policy quality against WFP criteria (see Annex F). [32]

2.1.1.Timeliness, appropriateness and relevance

Summary: The CSP policy sought to bring about a focus on coherent country programming, and partnership with other actors. The Policy was relevant and timely in light of global developments and commitments, which emphasized the critical importance of country priorities and partnerships. The scale of organizational change that accompanied the introduction of CSPs was significant and unprecedented, with implications for processes, staffing and resourcing, making it relevant to seek EB engagement and explicit approval through a Policy on CSPs.

33.   The adoption of the CSP policy took place at a critical moment, bringing WFP into the realm of support for landmark global commitments and position in the organization as a key actor across the nexus. The 2030 Agenda (approved in 2015) put forward a shared framework of action for achieving sustainable development – economic, social, and environmental – that recognized the need for joint action to build a sustainable future for humanity. The SDG agenda recognized the need to focus on changing lives, with a priority for people in greatest need, and brought to the forefront the importance of effective partnerships that span humanitarian and development contexts. WFP was the first agency to align its strategic plan with the 2030 Agenda.[33] The CSP policy commitments to a country-centred focus and coordination with partners were both highly timely and relevant in light of this agenda. WFP has prioritized SDGs 2 and 17 of the 2030 Agenda. The CSP policy also sought to position WFP in a role that bridged the saving and changing lives agenda. By fully adopting the SDGs and translating them into the strategic goals of the organization, WFP intended to ensure that the contribution to national SDG targets and the 2030 Agenda would become more strategic, country-specific, visible and effective (further discussed in section 2.2.1).[34]

34.   The shift embodied by the CSP policy was well-aligned and appropriate to the 2016 Grand Bargain commitments by the humanitarian community to: increase efficiency of humanitarian responses and to shift resources to frontline delivery. Key elements of the Grand Bargain included: 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. These priorities were reflected in the CSP policy's projected impact on flexibility to plan and respond, which also encompasses the dimension of working across the development-humanitarian-peace nexus.

35.   A key focus of the CSP policy was replacing activity-based country portfolios with country programming, thus aligning with good technical practices of similar United Nations peers and with the longer-term vision embodied in the United Nations Development Assistance Frameworks (UNDAF) and, later, the United Nations Sustainable Development Cooperation Frameworks (UNSDCF). Prior to the CSP policy, WFP work was project-based and country strategies were on a voluntary basis. While relevance to national priorities was sought, there were considerable challenges to achieving a coherent portfolio of activities. The resulting portfolio of activities was opportunistic, ensuring synergies across activities was

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[32] WFP. 2018. Top 10 Lessons for Policy Quality in WFP. WFP Office of Evaluation.
[33] Mid-term review of the WFP Strategic Plan (2017–2021). Executive Board Annual session. Rome, 29 June – 3 July 2020.
[34] WFP PRO-M, Second-generation Country Strategic Plans Lessons Learned Analysis, 2022.

difficult, with different timelines and durations (which were often shorter). A key CSP policy projected impact[35] focussed on harmonization with United Nations programming and humanitarian programme cycles. The five-year horizon of the CSPs allowed for flexibility, and this has enabled progressive alignment, first with the UNDAF, and later with the UNSDCF. Most CSPs are now aligned with country planning processes. United Nations frameworks were clearly on the agenda at the time of the CSP policy approval and were followed closely by the Executive Board, as reflected in Board minutes and also emphasized by key informants to this evaluation: "The Board wanted to see that we are aligned with United Nations frameworks, and they pushed a lot for this in early discussions".[36]

36.   **The CSP policy served as an important vehicle for external coherence by bringing external partners to the table.** The CSP policy document dedicated a substantial section to the importance of external consultation and alignment with national priorities through ZHSRs (further discussed in Section 2.2.1). The policy also explicitly aimed to influence donor support for WFP priorities, with the intent of increased, more flexible donor funding with longer time horizons (Section 2.2.2). The CSP policy referred to partnerships with other United Nations entities and Rome-based agencies (Food and Agricultural Organization, FAO and the International Fund for Agricultural Development, IFAD), which is essential to leveraging capacities to support countries in achieving the SDGs.

37.   The adoption of a policy to guide the introduction of CSPs was necessary given the scale of organizational change that the policy entailed. The introduction of the CSP policy, as part of a broader suite of reforms under the IRM, brought far-reaching implications for WFP work methods and the way its activities would be approved, managed and monitored. This scale of change clearly required approval at the highest level of management and justified using a specific policy instrument. This is in line with WFP guidance on the use of policies: "New policies are initiated when WFP enters into new areas of work, when a gap in existing policies is identified, or when the changing context or directives from governing bodies require a policy to be reviewed and reissued."[37]

38.   The introduction of a policy on CSPs elevated the importance of the change process and ensured involvement at all levels of the organization. This change process significantly affected all levels of the organization. Overall, WFP staff expressed a positive sentiment on the value of the change process, with over three quarters of WFP country office and regional bureau staff surveyed considering that the change was worth it (see Figure 6).

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[35] WFP. 2016. Policy on Country Strategic Plans. Executive Board, Second Regular Session. Rome, 14–18 November 2016, p. 15.
[36] Evaluation interviews.
[37] WFP. 2011. WFP Policy Formulation. Executive Board Annual Session. Rome, 6–10 June 2011.

Figure 6. "Considering the CSP policy as a whole, do you agree that 'the change was worth it'?"

Strongly disagree, 2%
Disagree, 6%
Don't know / N.A., 11%
Strongly agree, 24%
Agree, 56%
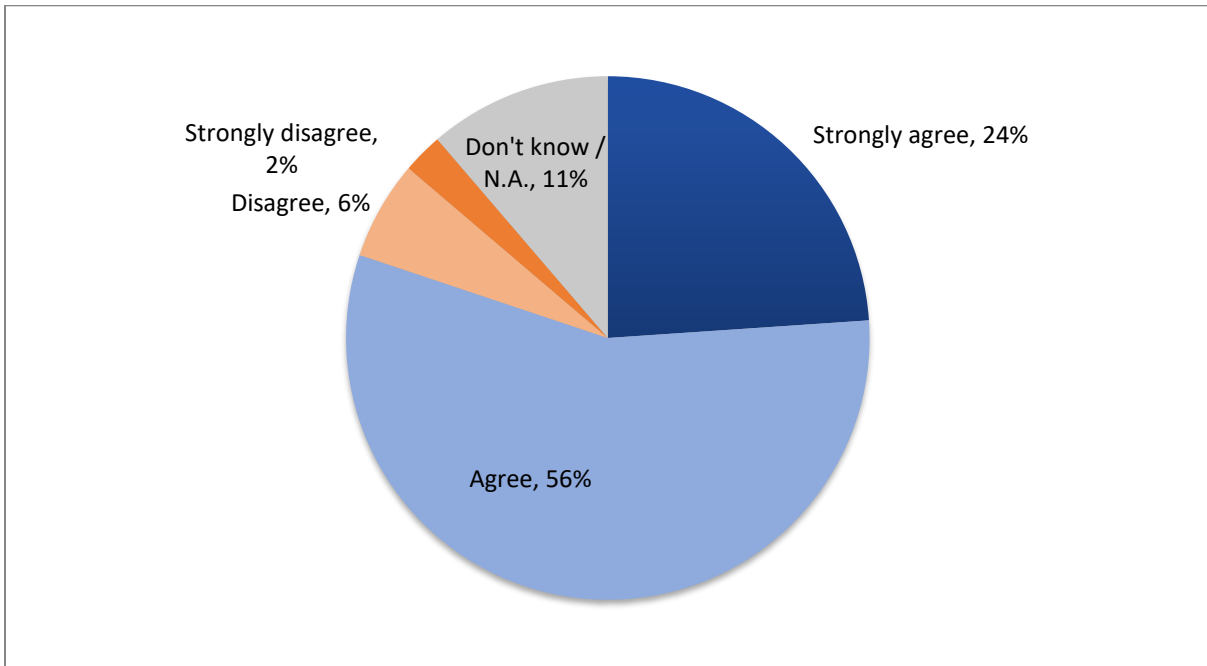
Source: Evaluation Global Survey – survey respondents' responses

2.1.2. Coherence with WFP strategic plans and policies

Summary: The CSP policy document was coherent with the existing WFP policy framework at the time of its approval. Subsequently, the policy framework has evolved and taken into account the CSP policy and its implications. CSP "lines of sight" ensure that country-level outcomes are explicitly linked to the Strategic Plan(s) corporate strategic outcomes. Strategic Plan 2022–2025 has incorporated lessons from the CSP policy rollout. Guidance for the CSP policy on cross-cutting issues was broadly relegated to other policies, some of which only emerged subsequently.

39.   The CSP policy was coherent with and built upon the existing WFP policy framework at the time of approval. No evidence was found of obvious contradictions between the CSP policy and the broader framework of existing policies. The drafting of the CSP policy was situated within the broader policy framework and several policies, referenced in the text, specifically informed the CSP policy document itself . For example: the policy on the role of WFP in peacebuilding in transition settings[38] is referenced in relation to the role of WFP across the triple nexus; the People Strategy[39] is referenced in relation to the importance of skilled staff to implement CSP policy ambitions; the Evaluation policy[40] is referenced as a framework for evaluating the CSPs; and the Gender policy[41] is referenced in terms of its role in providing more specific guidance for gender equality and empowerment of women (GEWE) in CSP design and implementation.

40.   **The CSP policy has informed the broader policy environment.** After the CSP policy entered into force, a number of policies were updated, and new policies have been issued as described in the compendium of policies related to the Strategic Plan.[42] These subsequent policies, as well as those that were updated, have sought to align with and/or derive from CSP policy, recognizing its existence and role in

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[38] WFP. 2013. WFP's Role in Peacebuilding in Transition Settings. Rome. 20 September 2013.
[39] WFP. 2020. WFP People Strategy (2014–2017). January 2020.
[40] WFP. 2015. WFP Evaluation policy (2016–2021). Executive Board, Second Regular Session. Rome, 9–13 November 2015.
[41] WFP. 2022. WFP Gender policy. Executive Board, First regular session, 28 February–2 March 2022.
[42] WFP. 2022. Compendium of policies relating to the strategic plan. WFP/EB.2/2022/4-A

country planning and providing (in some cases) specific guidance on priorities. Thus, the 2017 Climate Change Policy, for example, outlines three main objectives to be addressed in CSPs.[43]

41.   **Strategic Plan 2022–2025 has drawn several lessons from the implementation of the CSP policy.** While the CSP policy introduced a new way of planning and managing country portfolios, the overall strategic direction and priorities that are reflected in the CSP are informed by the WFP Global Strategic Plans as well as country priorities. The current Strategic Plan (2022–2025), incorporated many of the lessons from CSP policy implementation, with specific guiding principles around the importance of programmatic integration, partnerships across the Humanitarian Development and Peace nexus, and evidence-driven programming. It added a category of 'enablers' (investing in WFP people, partnerships, growing and diversifying funding, building on evidence, leveraging technology, fostering innovation) that have emerged as critical in the evolution of first to second-generation CSPs. The Strategic Plan also reflects a more explicit visualisation and enhanced attention to cross-cutting issues, including the mainstreaming of nutrition across all programming.[44]

2.1.3. Policy quality: Guiding WFP scope of work and prioritization

Summary: The CSP policy document presents a clear and well-written rationale and comprehensive set of anticipated outcomes. The document has been recognized as useful in providing general guidance, including through the introduction of a five-year planning horizon. However, in several specific areas of change, the CSP policy was insufficiently clear. In addition, the document does not strategically identify the comparative advantage of WFP. Significant challenges for operational planning have arisen from the introduction of line-of-sight requirements.

42.   The CSP policy provided a useful overall view of the change envisioned and of the process for a new, more holistic type of planning process. As a high-level document, the CSP policy clearly outlined the rationale for change and provided a clear outline of what this change would entail in terms of planning at country level, roles of different parts of the organization, evaluation requirements, and financial and performance management.

43.   The CSP policy document specified a vision on country planning and highlighted areas of expected impact, but insufficiently recognized the widely different contexts in which WFP operates and implications for prioritization. The Policy clearly states that the humanitarian work done by WFP should remain a priority, but that greater humanitarian-development coherence is needed. The primary component of the CSP policy that speaks to prioritization is that CSPs should be aligned to national priorities and harmonized with other United Nations actors. While important, neither of these objectives provides guidance on priorities based on WFP capacities and comparative advantages in different contexts. In part, such guidance on priorities would have been drawn from consecutive WFP Strategic Plans and other policy documents. However, WFP corporate strategic plans offer a menu of options within the WFP mandate – including in areas where WFP has yet to establish its worth – rather than priorities,[45] making it difficult to use these as a guide to prioritization.

44.   **In several areas, the CSP policy was insufficiently clear**. Some areas of change were insufficiently explained in the CSP policy document. The CSP policy document extensively discussed the humanitarian-development nexus but does not include specific references to the role of WFP in peace building, which at the time the CSP policy was developed still lacked strong discourse internally and externally. The policy's description of the projected impact area "integration of operational support, technical assistance and resource mobilization" was presented in a confusing way, mentioning different aspects of internal

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[43] These objectives are: support the most vulnerable people, communities and governments in managing and reducing climate-related risks and adapting to climate change; strengthen local, national and global institutions and systems to prepare for, respond to and support sustainable; and integrate enhanced understanding of the impacts of climate change on food security and nutrition into local, national and global policy and planning, including South–South cooperation, to address the impacts of climate change on food security and nutrition.

[44] WFP. 2020). Mid-term review of the WFP Strategic Plan (2017–2021). Executive Board Annual session. Rome, 29 June – 3 July 2020.

[45] Evaluation interviews, triangulated with the evaluation global survey open responses.

processes (human resources, resource mobilization) and country capacity strengthening support without clarifying what the concept of integration would entail and how it would be approached.

45.   The line-of-sight requirements to guide planning introduced fragmentation that complicated the articulation of strategic outcomes and reduced the effectiveness of the policy of enhancing programmatic integration and internal coherence at design stage. Under the line-of-sight requirements,[46] CSP strategic outcomes must be linked to a single corporate strategic outcome and tagged to only one focus area (crises response, resilience building, or root causes)[47] as well as one UNSDCF outcome or Humanitarian Response Plan pillar. Outputs are linked to one CSP outcome and include both free text and a standard output category, and, as of 2022, a standard output description as well as any secondary SDG targets. Activity descriptions are freely defined but must be linked to a standard activity category and modality. The vertical linkages between activities, outputs, outcomes, and focus areas, corporate/UNSDCF outcomes and SDG targets also dictate rules about which Corporate Results Framework indicators can or must be used and guiding principles for which activities and modalities (including capacity strengthening and service delivery) can be associated with which corporate strategic outcome. Linking each corporate and country-level strategic outcome to a focus area was meant to align with pre-existing governance and approval authorities and as a transitional mechanism to help bridge the former project document structure to the new CSPs.[48] In practice, the line of sight structure resulted in a strong vertical siloing effect and an absence of deliberate programme linkages and complementarities across distinct, multiple strategic outcomes at the CSP design and implementation stage.[49] The resulting fragmentation reduced chances of achieving the coherence envisioned by the CSP policy and represented an impediment to effective and impactful resilience programming, which requires programme layering and integration at multiple levels, as mentioned in the WFP resilience policy.[50]

2.2. POLICY RESULTS: WHAT ARE THE RESULTS OF THE CSP POLICY?

46.   This chapter covers the evaluation's findings on policy outcomes. The discussion is guided by the logic of the evaluation ToC, which expanded the 8 CSP policy impact areas to 12 (see Figure 7) to more fully cover the essence of the CSP policy as reflected in the evaluation ToC[51] and the questions in the ToR. (Annex F provides further details on the evaluation report sections, the CSP policy projected impacts and the relationship to the evaluation questions.) The resulting 12 policy impact areas have been structured to cover three dimensions:

- **Strategic repositioning:** (Section 2.2.1)

- **Programme quality:** Improved programming quality and results (Section 2.2.2.)

- **Management:** Enhanced management, governance, and accountability (Section 2.2.3)

47.   The 12 areas, and their relationship to these three dimensions are shown in Figure 7 below.

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[46] WFP. 2022. WFP Strategic Plan (2022–2025) Line of Sight Guidance (Version 1.2).
[47] The CSP policy defined the focus areas as follows: a) *Crisis response:* aims to provide relief and maintain food security and nutrition in relation to a crisis, and may also include recovery efforts to restore livelihoods; targets internally displaced persons, refugees, vulnerable host communities, and malnourished and food-insecure populations affected by a shock – conflict, natural disaster or economic crisis; b) *Resilience building:* aims to build resilience to future crises and shocks by providing support to people and institutions and enabling communities and institutions to develop their assets and capacities to prepare for, respond to and recover from crises; typically supports people, communities and institutions in areas that are food-insecure, poor, hazard-prone or vulnerable to climate change; and c) *Response to root causes:* aims to address the underlying, root causes of vulnerability, including unavailability of food, poverty, and poor access to education and basic social services, etc.; objective is to ensure and protect the food security and nutrition of the most vulnerable people and communities while strengthening institutional capacity to respond to their needs; typically targets people and communities suffering from chronic food insecurity, persistent poverty and limited access to services. (WFP. 2016) Policy on Country Strategic Plans. Executive Board, Second Regular Session. Rome, 14–18 November 2016, p.12).
[48] Key informant interviews (HQ).
[49] Evaluation interviews, triangulated with the evaluation global survey open responses.
[50] WFP. 2020. Mid-term review of the WFP Strategic Plan (2017–2021). Executive Board Annual session. Rome, 29 June – 3 July 2020.
[51] The evaluation ToC drew on the ToC for the CSP Pilot evaluation (2018) and was approved at Inception phase as the key framework to guide the evaluation inquiry.

Figure 7. The 12 policy impact areas and three dimensions
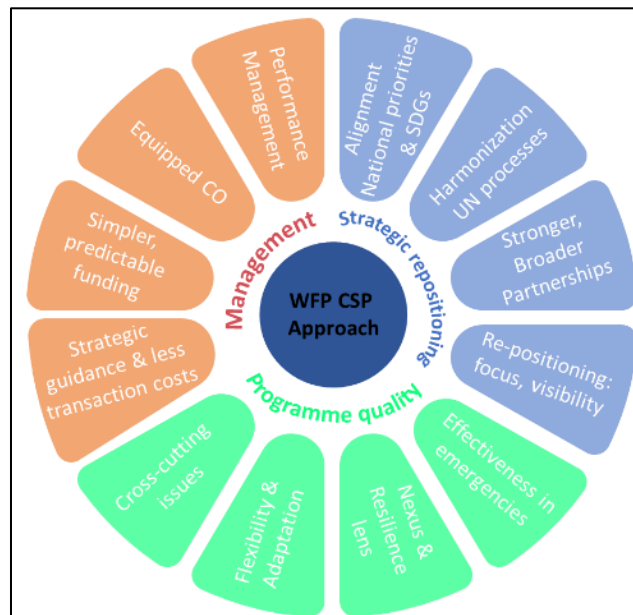
Source: CSP policy – version adapted by the Evaluation team

2.2.1.Strategic Repositioning

Shift foreseen by the Policy (CSP policy Impact 2):

→ CSPs are informed by **country-led, national zero hunger strategic reviews** (ZHSRs) reflecting national SDG targets.

→ CSPs articulate how WFP assistance in a country **contributes to broader national plans and priorities**.

→ Conditions for transition are facilitated by a **longer-term planning horizon.**

Summary: The CSP approach has substantially contributed to increased alignment with national policies and priorities, reflecting national SDG targets. The Zero Hunger Strategic Review was approached as a holistic and consultative process and fed into the alignment, offering opportunities for WFP to engage with a broader range of partners, and policy processes. In the later version of the CSP, the 2gCSP, the ZHSR has been replaced by Common Country Assessments in the context of the UNSDCF. Articulation of the WFP contribution to national priorities was formalized through the agreed five-year CSP which drew on a wide range of evidence. Contrary to expectations, CSPs insufficiently drew attention to conditions necessary for sustaining results. Some challenges of prioritization were also in evidence.

48.   **ZHSR participatory consultations facilitated alignment with national priorities.** The consultative process of the ZHSR created an opportunity to interact with a wide range of government and partner counterparts at relatively senior levels, and was valued for setting the foundation for solid policy and programming dialogue across regions.[52] "Improved alignment with national policies" is considered by evaluation survey respondents as the most positive impact of the CSP approach.[53] It was the first time WFP was leading a country-responsive strategic planning process of this magnitude. Most CSPEs found that the

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[52] Highlighted through regional bureau interviews, CSPEs (Bolivia, Gambia, Tajikistan, Timor-Leste, Sudan), and WFP Programme Humanitarian and Development Division ZHSR analysis, 2017.

[53] Global Survey, Question 8a 'Achievement of long term aims of CSPs'.

ZHSR was instrumental for aligning to national contexts, priorities, and policies,[54] although consultation and alignment at decentralised levels were more challenging in some countries such as Bolivia and Pakistan. In small countries,[55] where first-generation CSPs saw WFP focusing largely on enabling or capacity-strengthening roles, the ZHSR and the subsequent CSP were considered by the country office as a pivotal tool for elevating the WFP profile and contribution to multiple country priorities.[56] In 2gCSPs the ZHSRs have been replaced by Common Country Assessments (CCA) in the context of the UNSDCF, which have been

> "ZHSR is about the process and the diplomacy behind it, not only the product. The required high-level political engagement, the identification of partnerships and innovations, the generation of a set of issues that decision-makers agree upon, and the momentum generated around those issues have proven to be the biggest value added." – WFP PRO-HDD, 2017

49.   lighter in terms of the food security contextual analysis.[57]

50.   The CSP approach enabled a significant relationship with government, including in new domains, but high-level engagement has been difficult to sustain during implementation. Of the global e-survey respondents, 77 percent consider that the shift under the CSP policy resulted in improving "access to and ability to partner with national government".[58] In many countries, ZHSRs have been welcomed by government, with appreciation for the space for dialogue and the bottom-up approach taken by WFP.[59] Consultative processes helped broaden the spectrum of ministers with whom WFP engage to include relations with ministries of planning, finance, gender, environment, and social welfare, among others.[60] CSPE evidence highlights that not all countries subsequently sustained these relationships at the same level of engagement.[61]

51.   Aligning the WFP contribution to SDG targets was positive, but the focus on SDGs 2 and 17 was quite restrictive, and strategic guidance was unclear on whether WFP contribution to other SDGs should also be acknowledged. The focus on SDGs 2 and 17 was indicated to the Evaluation Team in interviews with WFP staff as being "very conservative", not sufficiently acknowledging the contribution of WFP and subsequent accountability to multiple other SDGs, in particular related to poverty (SDG 1), education (SDG 4), gender equality (SDG 5), climate change (SDG 13), and peace justice (SDG 16).[62] Insufficient recognition of the contribution of WFP to these other SDGs has been in tension with engagement by WFP in the holistic approach driven by the ZHSR process. In subsequent EB discussions, there has been limited strategic guidance on whether WFP should be explicitly committed to other SDGs in areas such as peace building (SDG 16)[63] or School Health and Nutrition (SDG 3, SDG 4, SDG 5, SDG 8, SDG 10), as the EB was most probably concerned by the fact that "expanding the ambitions of WFP contributions to multiple SDGs might

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[54] Analysis of qualitative data from 26 CSPEs (e.g. Bangladesh, Bolivia, Cameroon, China, Gambia, El Salvador, Honduras, India, Indonesia, Kyrgyz Republic, Lao PDR, Lebanon, Mozambique, Nigeria, Pakistan, Peru, Sri Lanka, Sudan, Tajikistan, Zimbabwe).

[55] Country offices size categories were calculated by proxy based on the latest Needs Based Plan figures (in USD) available to the Office of Evaluation. Small is <65 million; Medium is >65 million and <445 million; Large is >445 million.

[56] As highlighted though country illustrations in El Salvador, Peru and Kyrgyz Republic, and evidenced in CSPE (e.g. Bolivia, Indonesia, Namibia, Tanzania, Timor-Leste, Zimbabwe).

[57] Key informant interviews.

[58] Global Survey, Question 2 'Ability to partner and mobilize resources'.

[59] As confirmed throughout Global WFP and EB interviews, RB interviews, Country Illustrations and Thematic Roundtables.

[60] Analysis of qualitative data from 26 CSPEs (e.g. Gambia, India, Indonesia, Honduras Jordan, Lao PDR, Nigeria, Tanzania. Zimbabwe).

[61] As evidenced in CO from a variety of contexts and operational size (e.g. Cameroon, Indonesia, Kyrgyz Republic, South Sudan).

[62] Contributions to those SDGs were acknowledged across CSPEs (e.g. China, Gambia, Honduras, El Salvador, India, Jordan, Mozambique, Nigeria, Pakistan, Palestine, South Sudan, Sri Lanka, Tajikistan) and in KIIs at different levels of the organization.

[63] WFP, 2018. SDG16 – Discussion Paper presented to the EB to better define WFP contribution to triple nexus/peace building alludes to the fact contribution to SDG16 should have been encouraged.

lead to resources being spread too thinly".[64] More recently this issue has become less challenging as the new WFP Strategic Plan[65] acknowledges the wider contribution of WFP to other SDGs.

> "The (CSP) process fosters strategic thinking and cohesion for the overall approach of WFP in country and makes it easier to identify linkages to SDGs and national priorities." – Country office Director

52. **The ZHSR did not always provide an optimal strategic foundation for enhancing the strategic focus of the CSPs.** Some CSPEs found that country offices had insufficiently leveraged the analysis conducted under the ZHSR to inform CSPs (Cameroon, China, Mozambique), while others noted that the analysis conducted was insufficient to fully inform CSP development (South Sudan, Sudan, Zimbabwe), or led to a scattered approach in programming (Democratic Republic of Congo). The fact that some country offices contracted out development of the ZHSRs to external consultants or research entities (Indonesia, Pakistan, Sri Lanka, Zimbabwe) minimized ownership by WFP and governments.

53. Country-led planning processes evolved from first-generation to second-generation CSPs, with WFP adapting to priority setting in the context of United Nations frameworks. The maturation of the United Nations Reform and the related UNSDCF[66] has seen WFP engaging with key partners (in particular Rome-based agencies and UNICEF) in Common Country Analyses (CCA)[67], with ZHSR (or similar exercises) continuing to be a possible analytical input into the CCA in particular to localize the SDGs and ensure a solid food security analysis.[68] Clear national development priorities and CCA findings are in this context a prerequisite for country offices to organize CSP visioning workshops to ensure that the strategic orientation formulated actually responds to the country context and needs. In practice, this shift to CCA has somewhat reduced the space for WFP led country-owned dialogue, but enhanced possibilities for harmonization. Several respondents highlighted in-country experiences where WFP has proactively worked on positioning itself as a provider of evidence to inform strategies related to SDG 2 and engaged strategically in evidence-based dialogue around policy priorities in the context of the UNSDCF. In Latin America in particular, "food systems pathways and accompanying studies, conversations and dialogue" supported by WFP have made a significant contribution to an enabling policy environment.[69]

54. CSPs facilitated identification of new priorities as a result of alignment with country priorities, the SDG agenda and facilitated by the ZHSR and brought out the reality of contexts where there are limitations to WFP alignment. Alignment to the 2030 Agenda and the ZHSR led to identifying new or enhanced 'Zero Hunger' thematic priorities to which WFP could contribute, such as climate change adaptation (Jordan, Tajikistan, Tanzania), multisectoral approaches to nutrition (Cameroon, China, India, Tanzania), Home-grown School Feeding (Cameroon, Jordan, Sri Lanka), and working through national social protection systems.[70] Alignment to national policies has been a key intention of the CSP policy, but in some countries, as evidenced by the CSPE, has been challenging due to issues around humanitarian principles or the complexity of the institutional environment (e.g. Bangladesh, Cameroon, Lebanon, Nigeria, South Sudan, Sudan, Timor-Leste). Both realities were not reflected in the CSP policy and have not received attention in subsequent programming guidance.

55. A longer-term timeframe is enabling longer-term planning but not necessarily leading to stronger transition to full national ownership. The CSP five-year horizon has been perceived by WFP staff and external partners as representing a game changer, allowing for longer-term planning and more strategic thinking. Some informants, nonetheless, noted that even longer timeframes could have been of relevance

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[64] WFP. 2021. Strategic evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals. Office of Evaluation. May 2021.

[65] WFP. 2021. WFP Strategic Plan (2022–2025) Executive Board, Second regular session. Rome, 15–18 November 2021.

[66] UNSDG. 2019. United Nations Sustainable Development Cooperation Framework – Internal Guidance. 3 June 2019.

[67] WFP. 2022. Second-Generation Country Strategic Plans.

[68] WFP. 2022. Country Strategic Planning Manual. p. 32 indicate that ZHSRs can still be conducted under certain circumstances.

[69] RRBP Interview; Analysis from 26 CPSE (e.g. China, El Salvador, India, Peru) triangulated with country illustrations; and WFP. 2022. WFP. 2022. Evaluation of the WFP Response to the COVID-19 Pandemic Centralized Evaluation Report OEV/2020/062.

[70] WFP. 2019. Update of the WFP Safety Nets Policy - Policy Evaluation. May 2019, and WFP. 2021) Strategy for Support to Social Protection. July 2021.

given the 'changing lives' agenda and the timeframe of the SDG agenda (15 years) and other global and regional frameworks (e.g. the African Union 2050 agenda).[71]

56.   The CSP policy also envisioned that "the longer-term planning horizon of CSPs facilitates the setting of criteria for transition and the identification of actions to achieve conditions [for a successful transition]".[72] While all CSPs mention intention towards 'Transition and Exit Strategies' (CSP section 3.3), evidence indicates that analysis of preconditions and ingredients for effectively transitioning and ways to address these have hardly been considered (see CSP section 3.3).[73] As highlighted by the WFP Strategic Evaluation of School Feeding,[74] "the transition [...] is a long-term process and requires internal analysis of preconditions, country readiness, challenges and opportunities. WFP has not developed sufficiently effective, realistic, gradual, comprehensive and well supported and monitored transition strategies or plans".

Box 1   Consideration of preconditions related to government ownership in Cameroon CSP Theory of Change

"The analysis of the external assumptions and risks identified in the CSP theory of change illustrates that several assumptions are actually preconditions related to government and local ownership, and largely refer to government institution leadership/buy-in and financial partners' support. Either WFP finds itself unable to influence them and should consider them interventions as preconditions for engagement or WFP strategy should aim at mitigating associated risks. Only a few mitigating strategies are identified in the theory of change and the country strategic plan, and they have either not been implemented (for example, comprehensive assessment of capacity needs), or have been implemented late (for example, the funding strategy, which has not been finalized)."

Source: WFP Cameroon CSPE, 2020, p. 11.

Strengthened harmonization with United Nations entities and processes

Shift foreseen by the Policy (CSP policy Impact 7):
→   CSPs align with the **collective vision** and response to national development priorities of the **United Nations system.**
→   Country strategic planning cycles align with national **UNDAF planning cycles.**
→   CSPs ensure that WFP outcomes are coherent with both national and UNDAF outcomes and **complement the outcomes of other United Nations agencies.**

Summary: The CSP policy provided enough flexibility for country offices to adapt to the evolving United Nations Reform Agenda and alignment with the UNSDCF has progressively increased, though harmonization with United Nations systems and planning cycles has met country-level implementation challenges during the first-generation CSPs. WFP presence within the United Nations Country Team and contribution to SDCF planning processes and related CCAs is increasingly valued: CSPs are now 'deriving from' rather than 'aligning to' the common programming frameworks. The CSP approach has significantly helped WFP clarify where it can contribute to and complement the work of other agencies and seize further opportunities for joint programming, although it is still criticised by some stakeholders who perceive WFP as stretching its mission beyond its original goals and lacking clarity on its alignment between humanitarian and development frameworks.

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[71] A longer time horizon was considered at the time of the CSP policy design but that this was ultimately not feasible due to mandatory 5-year planning cycles of the UN as per the General Regulations. (Key informant interview).
[72] WFP. 2016. Policy on Country Strategic Plans. Executive Board, Second Regular Session. Rome, 14–18 November 2016.
[73] Analysis of qualitative data from 26 CSPEs (e.g. Kyrgyz Republic, Lao PDR, Tajikistan, Zimbabwe, Honduras).
[74] WFP. 2021. Strategic evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals. Office of Evaluation. May 2021.

57.   Harmonization with United Nations systems and planning cycles, one of the key projected impacts of the CSP Policy, has been difficult to implement at country level during the first-generation CSP. The intention mainly focused on aligning with the UNDAF planning cycle, yet such alignment proved challenging. At the time the Policy was rolled out, CSP planning was driven by the ZHSR process and consultation with Government. In addition, aligning with UNDAF planning cycles was often difficult because of sequencing issues.[75,76] Some WFP country office informants argued that the UNDAF was not necessarily a conducive vehicle for increasing the coherence of the United Nations system response to national priorities, as it was a 'weak planning document that was unofficially shelved'[77] and too donor driven.[78] Despite such limitations, WFP country offices tried to move towards greater alignment with United Nations processes through enhanced dialogue and integration of UNDAF priorities in their CSPs, which ultimately led to increased coherence in particular in the domains of nutrition, resilience, peace-building and social protection.[79] As 2gCSPs are approved, the initial challenges with alignment of planning cycles should be mostly overcome, with 87 percent of CSPs projected to be in alignment with UNSDCF cycles by 2025.[80]

58.   **The policy provided enough flexibility for country offices to adapt to the evolving United Nations Reform Agenda.** WFP survey respondents who believe the CSP approach has improved harmonization with United Nations entities and processes has tripled since the similar question in the CSP Pilot evaluation in 2017 (see Annex K). Efforts invested across the first-generation of CSPs to align planning processes paid off and have positioned WFP as a key contributor to the UNSDCF process and related CCA.[81] This is particularly the case in countries where WFP leadership was strong and WFP management strategically prioritized investment of time and resources in these mechanisms.[82] While guidance was made available by the Programming Cycle Unit,[83] it has come relatively late and some countries[84] lacked sufficient steering and support from headquarters and regional bureaux to effectively engage in the UNSDCF and CCA.

59.   In 2020, the Programme Cycle Management unit (PRO-M) issued guidance on considerations related to the UNSDCF (including CCA) for country strategic planning, which was subsequently updated in October 2022.[85] The guidance provides in-depth information on how WFP will align CSPs to UNSDCF planning cycles, and ensure CSP outcomes are derived from the UNSDCF for development ("those with root causes and to some extent resilience building activities"), while noting that WFP crisis response contributions will continue to link to other "United Nations frameworks, principally Humanitarian Response Plans or Refugee Response Plans". The guidance also reinforces the requirement[86] that country offices seek resident coordinator confirmation that they are aligned with the UNSDCF (after completion of the programme review and approval process (PRP) and before internal approval and EB review). The potential contributions of WFP to CCAs are also clearly articulated with emphasis on the need for country offices to take a proactive role in ensuring that all its analytical efforts related to food security and nutrition are incorporated on an ongoing basis into United Nations systems to make sure there is robust evidence to inform collective prioritization.

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[75] WFP. 2022. OIGA observations on WFP Country Strategic Plans – 2018 to date.

[76] WFP. 2018. Strategic Evaluation of the WFP Country Strategic Plan Pilots. Evaluation Report. p.15 "Of the 29 country strategic plans and ICSPs approved in countries with UNDAFs, only 31 percent [were] aligned with the UNDAF cycle".

[77] WFP. 2021. Evaluation of Timor-Leste WFP Country Strategic Plan 2018-2020. October 2020.

[78] Analysis of qualitative data from 26 CSPE in countries such as Pakistan, Zimbabwe.

[79] Analysis of qualitative data from 26 CSPE identifying increased coherence between the CSP and the UNDAF (and then UNSDCF) in countries such as Bangladesh, Cameroon, China, Jordan, India, Honduras, Kyrgyz Republic, Mozambique, Lao PDR, Pakistan, Sudan, El Salvador, Gambia, Indonesia, Lebanon, Palestine, Peru, Timor-Leste.

[80] PRO-M analysis.

[81] Global and Regional WFP interviews.

[82] Analysis of qualitative data from 26 CSPE triangulated with country illustrations indicate positive WFP contribution to UNSDCF & CCA correlated with strong leadership in Bangladesh, China, El Salvador, Kyrgyz Republic, Pakistan, Peru, Timor-Leste, South Sudan.

[83] WFP. 2022. Country Strategic Planning Manual – Sequencing of CSP and UNSDC & WFP Guidance to the UNSDCF including implications for the ZHSR. The 2022 guidance replaces guidance on sequencing CSPs and UNSDCFs initially issued in January 2020.

[84] Evaluation team country Illustrations in Bangladesh, EL Salvador, Peru, and Kyrgyz Republic.

[85] WFP. 2022. WFP Guidance to the United Nations Sustainable Development Cooperation Framework (a summary form of this detailed guidance is also embedded in the WFP Country Strategic Planning Manual).

[86] As per United Nations. 2021. Management and Accountability Framework of the UN Development and Resident Coordinator System (MAF).

60.   Requirements to make the CSP cycles and development programming outcomes subordinate to the UNSDCF has the benefit of ensuring harmonization with other United Nations entities, but also presents a risk to ensuring WFP programming is tailored to its unique comparative advantages and demand from national Governments for its support (if that support doesn't rank highly enough in overall UNCT prioritization). Synchronization of planning cycles is inherently difficult and places WFP at the mercy of how well-managed UNSDCF development processes are. While WFP guidance related to the UNSDCF clearly states that humanitarian programming is not subordinate to UNSDCF requirements, there is some scope for ambiguity remaining with resilience-building programmes, particularly in fragile and complex environments. As a consequence, UNSDCFs in highly political situations have been delayed because of challenges of getting government sign-off, leading to the introduction of additional guidance to help resident coordinators in managing these processes.[87] Nevertheless, after deciding to embed its full range of programming (across focus areas) in one planning instrument, WFP has devoted considerable attention to making sure its country planning process is in sync with system-wide requirements and that it remains well positioned to fulfil its dual mandate.

61.   Some country office informants, however, noted increasing tensions between the CSP approach and the requirements of the UNSDCF and the Management and Accountability Framework, in terms of which sets of processes, timelines and priorities are preeminent, and regarding the terminology of outcomes and indicators used in WFP versus system-wide and country-specific ones.

> "While the IRM/CSP policy was an overdue reform step to align with the 2030 Agenda, WFP thinking, policy guidance and systems solutions have remained behind the progress that other United Nations agencies made in United Nations reform. Thus, the CSP policy in its design is outdated and flawed (focused on EB approvals, when this is not where the funding and partnership decisions are made) and the Management and Accountability Framework/UNSDCF companion guidance now provide more relevant overarching policy directions for implementing WFP programmes in a development context, so complying with CSP and the Corporate Results Framework and other requirements is a burden that country offices try to navigate while being driven by other frameworks. Country Offices (…) need to derive their activities from the UNSDCF, with WFP policies, language and structures not aligning and sometimes contradicting United Nations guidance (resulting in not meeting the Management and Accountability Framework requirements and missing partnering and with that funding opportunities)." – Country office, Director level

62.   There were insufficient efforts to reconcile United Nations development and humanitarian planning through CSPs, which led to incoherence in programme implementation. While objectives in CSPs are linked to the 2030 Agenda and fit well under the umbrella of the UNSDCF, articulating coherence with humanitarian planning frameworks has been less prominent. Some key informants observe that WFP insufficiently considers harmonization with the Humanitarian Response Planning within its CSP approach despite the WFP portfolio remaining mainly humanitarian. In comparison, UNHCR guides operations to align with other joint humanitarian response planning, especially for resilience programming, and does not include its operating plan in the UNSCDF as it is not entirely development related and, in some cases, out of concern regarding the required sign-off by the national governments given the sensitivity of its mandate.[88]

63.   The WFP ability to partner with United Nations agencies and to contribute to joint efforts has been enhanced by the CSP approach and other global instruments and has improved during CSP implementation to date. Two thirds of the global survey respondents consider that the shift under the CSP policy has resulted in improving "Ability to partner with other United Nations agencies" (see Annex K). The CSP approach has created opportunities for strengthening WFP collaboration with other United Nations agencies, including with Rome-based Agencies,[89] and that this is likely to continue with the UNSDCF being a 'conducive vehicle for better alignment, integration and joint programming' and an important entry point for partnerships.[90] CSPEs, triangulated with country illustrations, show that WFP has been more present at the United Nations Country Team (UNCT) table, and its role of coordinator and advocate on behalf of the

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[87] UNSDG. 2022. Guidance on UN country-level strategic planning for development in exceptional circumstances. https://unsdg.un.org/resources/guidance-un-country-level-strategic-planning-development-exceptional-circumstances
[88] Evidence from evaluation comparison with UNICEF and UNHCR.
[89] FAO, IFAD, WFP. 2021. Joint evaluation of collaboration among the United Nations Rome-Based Agencies. October 2021.
[90] Analysis of qualitative data from 26 CSPE – countries such as Cameroon, Democratic Republic of the Congo, Gambia, Indonesia, Kyrgyz Republic, Jordan, Lao PDR, Pakistan, and Sudan.

United Nations has been on the rise in particular in the domain of social protection (e.g. Honduras, Jordan, Kyrgyz Republic, Lebanon, Zimbabwe) and in support to humanitarian response to refugees/host populations (e.g. Bangladesh, Cameroon, Lebanon). WFP is also praised for its growing advocacy role on behalf of the United Nations at both global level (i.e. humanitarian access, food security and support to refugees jointly with UNHCR) and country level (i.e. humanitarian access, and food security). [91]

Stronger and broader partnerships

Shift foreseen by the Policy (CSP policy Impact 1 & 2, and discussion on partnerships):
→ WFP forges **deeper partnerships** through consensus on common approaches to eliminating hunger.
→ The CSP process is aligned with **WFP Corporate Partnership Strategy (2014–2017).**
→ The CSP process fosters public-private partnerships and **private-sector investments in ending hunger.**
→ The CSP process also fosters interactions and dialogue with national and international **NGOs and other civil society actors** and ensures that those partnerships are prioritized.

Summary: The CSP approach introduced a set of processes (such as the ZHSR and focus on SDG 17) and, subsequent to the CSP approval, further resources/tools (such as the Partnership Action Plan) to encourage increased attention to partnerships, while corporate attention towards partnerships was growing. This led to broadening partnerships but has not necessarily translated into making these partnerships either more strategic or more sustainable. Countries were expected to prioritize partnerships with international financial institutions (IFIs), the private sector, and civil society actors, and made progress, but suffered from a lack of clarity on how to embark on or improve those engagements. With the second-generation of CSPs, WFP, with corporate guidance, is proving to be better equipped to plan and engage strategically in partnerships.

64. The importance of partnerships for the CSP approach was internalized at all levels of the organization and translated into engagement with a broader range of partners, although this focus was not necessarily sustained over time. The CSP policy, in line with the WFP Corporate Partnerships Strategy (2014–2017), pushed for country offices to "forge deeper partnerships through consensus on common approaches to eliminating hunger".[92] The consultative design process (ZHSR or CCA), the introduction of a consolidated and longer-term programming framework, and WFP commitment towards SDG 17 across CSPs, have been important enablers towards enhanced and more stable partnerships. WFP engaged with a wider and diversified range of partners,[93] which helped position WFP in new areas of intervention such as social welfare, sustainable agriculture, environment, public works, and technology,[94] although the opportunities for collaborative engagement through the CSP were not consistently capitalized on.[95]

65. Developing strategic partnerships was difficult during the first-generation of CSPs due to uneven partnering capabilities and the lack of use of partnership resources, such as the Partnership Action Plan (PAP), made available for the delivery of the CSP approach. Lessons learned at country level indicate that

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[91] WFP. 2022. Evaluation of the WFP Response to the COVID-19 Pandemic Centralized Evaluation Report OEV/2020/062. January 2022.
[92] WFP. 2016. Policy on Country Strategic Plans. Executive Board, Second Regular Session. Rome, 14–18 November 2016.
[93] Analysis of qualitative data from 26 CSPE (Bangladesh, Cameroon, China, El Salvador, Honduras, Indonesia, Nigeria, Pakistan, Peru, Jordan, Zimbabwe); Interviews with Regional Bureaux and 12 CD; WFP. 2020) Mid-term review of the WFP Strategic Plan (2017–2021). Executive Board Annual session. Rome, 29 June – 3 July 2020.
[94] As per triangulated CSPEs and country illustrations (e.g. sustainable agriculture and public works in Cameroon, environment in Peru) and CSPEs (e.g. social welfare in Lao PDR, technology in China).
[95] Illustrated among others by WFP. 2022. Evaluation of Pakistan WFP Country Strategic Plan 2018–2022. October 2022.

the approach to partnerships continues to be insufficiently strategic and that this remains a major bottleneck to effective CSP results, despite what was promised in the CSP policy, particularly in the resilience-building and root-causes areas.[96] The PAP had initially limited effects. The CSP approach and related programming guidance recommended that country offices conduct a mapping of partners following a 'whole of society approach', and subsequently elaborate a PAP. Country offices reported not being certain as to whether the PAP was meant to enhance the five types of partnerships outlined in the WFP Strategic Plan (2014–2017) or to act as a fundraising plan. As a result of limited ownership, commitment, and resources, and since the PAP was not mandatory, the instrument was hardly adopted during the first-generation of CSPs.[97] In countries where it was adopted, "the documents provided a situational analysis as opposed to insights that address challenges, changes and opportunities for success in a volatile environment and the expected milestones over time."[98]

66. **With the second-generation of CSPs, WFP is proving to be better equipped to engage strategically in partnerships.** The Mid-term Review of the WFP strategic plan, conducted in 2019, recognized the lack of operational guidance on programmatic partnerships. Since then, WFP headquarters has invested in partnership guidance, for example with respect to private sector partnerships,[99] school health and nutrition,[100] and IFIs. PAPs remain the official tool to support country office partner engagement and are likely to become mandatory.[101] With the second-generation of CSPs, country offices are increasingly embarking on partnership-planning processes as a way to strategically position WFP in the broader landscape (and in line with its locally specific comparative advantage), and are more conscious of the mindset shift that is required.[102] Evidence indicates that the ability of WFP to engage in effective and strategic partnerships is starting to strengthen, as is reflected in the evaluation's country illustrations of Cameroon and Peru (see Annex M, Box 7).

67. Areas of partnerships prioritized under the CSP approach (IFIs, private sector, civil society) have seen insufficient improvements, but have the potential to strengthen when WFP releases corporate support at the level of its ambitions. Set-up and operationalization of partnerships with IFIs and the private sector were initially constrained by the lack of guidance and understanding of the purpose and direction of such partnerships, and on how to effectively engage. WFP initially lacked capacity and understanding of engagement with IFIs, which has been. reflected in various examples of country offices approaching IFI as they would approach any other donor, without the awareness that the funding and engagement realities of these institutions are fundamentally different. Subsequent support by the WFP Washington office, and clarifications added to the CSP guidance material, helped address these issues. In the last two years, progress has been made as seen in increasing partnerships with the World Bank, mainly in support of social protection mechanisms and school feeding.[103] Similarly, the CSP process brought opportunities for exploring engagement with the private sector, particularly in the domains of food fortification, agricultural production, nutrition products, post-harvest loss, school feeding, supply chain, micro-insurance, digital inclusion and women's empowerment.[104] While guidance in this domain has been growing, there is still insufficient understanding by WFP on how to engage in such partnerships, with challenges in terms of understanding the influence of the private sector and setting clear boundaries, and constraints due to procurement, due diligence and cost-recovery processes. Partnerships with civil society organizations are a CSP policy area of focus that has seen limited improvement. Across CSPs, consultation with NGOs during

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[96] Analysis of qualitative data from 26 CSPE (Bangladesh, Bolivia, Jordan, Lao PDR, Mozambique, Pakistan, Sudan, Timor-Leste, Zimbabwe). WFP. 2021. Strategic evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals. Office of Evaluation. May 2020. WFP. 2017) Corporate Partnership Strategy Evaluation. WFP. 2020) Mid-term review of the WFP Strategic Plan (2017–2021). Executive Board Annual session. Rome, 29 June – 3 July 2020.

[97] WFP. 2019. Partnership Action Plan lessons learned exercise. Analysis of qualitative data from 26 CSPE.

[98] WFP. 2019. Partnership Action Plan Lessons Learned Exercise.

[99] WFP. 2020. Private Sector Partnership and fundraising strategy.

[100] WFP. 2021. Strategic evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals. Office of Evaluation. May 2021

[101] WFP. 2022. Second Generation CSP, Lessons learned.

[102] WFP HQ interviews and five Regional Bureaux interviews.

[103] Analysis of qualitative data from 26 CSPEs, WFP Global Evaluations and Country Illustrations in countries such as Cameroon, the Democratic Republic of the Congo, Gambia, Mozambique, Lebanon, Niger, Pakistan, Palestine, Somalia, and Zimbabwe.

[104] Analysis of 26 CSPE (Bangladesh, China, Honduras, Indonesia, Jordan, Lao PDR, Sudan, Tajikistan, and Zimbabwe).

the design phase has been uneven.[105] Although there have been examples of beneficial partnerships with NGOs in certain countries such as Gambia, Lebanon, and Zimbabwe, this remains anecdotal. Overall, WFP continues to engage with national civil society actors for one-off short-term activity implementation and monitoring and is not engaging in a more equitable relationship based on joint programming and leveraging of expertise.[106] Management of field-level agreements remains a consistent problem, and the discontinuity in partnership agreements affects the quality of operations.[107] This is a long-standing issue that remains unresolved to date.[108]

Repositioning WFP through greater focus, improved visibility, and communications

Shift foreseen by the Policy (CSP policy Impact 3):
→ The approach helps WFP to articulate its specific contribution to national efforts and **reposition itself at the country level.**
→ Governments and development partners have **greater understanding of the multifaceted mandate of WFP** and are increasingly involving WFP in policy & programme dialogue across the humanitarian–development spectrum.
→ Enhanced positioning and visibility enable WFP to **communicate its value added to all stakeholders.**

Summary: The CSP approach created a space for WFP to position itself on agendas for 'saving lives' and 'changing lives' and significantly improved its ability to communicate about its programming strategy and added value. Yet the CSP processes led WFP to position itself, at least on paper, in areas for which boundaries were not well defined, and where it did not consistently have the required levels of expertise. The consultation and design process opened the door for many agendas, without equipping WFP with processes and tools to focus and prioritize where changes were needed, and where it could add value.

68.   Country offices of all sizes expanded their strategic positioning through the CSP approach. WFP corporate instruments, such as the 2030 Fund, facilitated this transformation. The CSP approach along with the IRM (including the WFP SP 2017–2021) led to greater visibility for WFP and a recognition of both the 'saving lives' and 'changing lives' agendas.[109] For some smaller country offices, the CSP turned out to be a 'life saver', strengthening WFP engagement in certain countries in which it had been unclear whether a WFP presence should continue.[110] The 2030 Fund created under the IRM provided seed resources to help country offices 'reposition', and was extended until mid–2022. Country offices appreciated this support, although the grants were limited in size, and were able to position themselves in new areas of work, such as climate change. Analysis of shifts in WFP positioning in the 26 countries with CSPEs brings out seven key domains where a shift has been evidenced during the first-generation CSPs (see Table 2).

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[105] WFP. 2022. OIGA observations on WFP Country Strategic Plans – 2018 to date (3.1 CSP design i.).
[106] Analysis of qualitative data from 26 CSPE such as Cameroon, Democratic Republic of the Congo, India, Jordan, Kyrgyz Republic, Pakistan, Sudan, Zimbabwe.
[107] Analysis of qualitative data from 26 CSPE such as Cameroon, India, Lao PDR, Pakistan, Sudan, Zimbabwe.
[108] WFP. 2022. Report of the External Auditor on the management of cooperating partners. Executive Board Annual Session, 20–24 June 2022; WFP. 2018. WFP Corporate Partnership Strategy 2014–2017, Policy Evaluation. Commissioned by the WFP Office of Evaluation; Report number: OEV/2016/010.
[109] Regional bureaux interviews (RBN, RBJ), and country director interviews (12).
[110] Country director interviews (3).

Table 2. Areas of 'shift' in WFP positioning following the CSP process

Shift areas highlighted across CSPEs	Countries in which shift has been strong	Countries in which shift has been challenging	Enabling (+) or hindering (-) elements of a shift in WFP positioning
Policy and governance	China, Palestine, Peru, India, Kyrgyz Republic	Indonesia	- Limited influence on policy dialogue on food security and nutrition due to initial strategic positioning (Indonesia)
National system building & capacity strengthening (CCS)	Bangladesh, Gambia, Jordan, India, Kyrgyz Republic	Bolivia, Sri Lanka, Sudan, Tajikistan	+ A strong theory of change focused on CCS and subsequent capacity assessment (Jordan) - Limited experience and showcasing of the WFP role in CCS (Bolivia, Tajikistan, Sudan, Sri Lanka)
Service provider/enabler for humanitarian response	Bangladesh, Bolivia, Jordan, Lao PDR, Mozambique, Nigeria, Sudan, Tajikistan		+ Provision of public goods and common services (COVID-19 Evaluation) + Rapid support to localized natural disasters and COVID-19, availability of storage (Tajikistan)
Social protection and safety nets	Peru, Lebanon, Kyrgyz Republic, Sri Lanka, Zimbabwe	Cameroon (changing with 2gCSP), Jordan	+ Advocacy and support to the development of national social protection policies (Zimbabwe) + Piloting of a social protection project with support from 2030 grant (Kyrgyz Republic)
Resilience building	Bangladesh, Cameroon, China, Kyrgyz Republic, Lebanon, Palestine, Mozambique, South Sudan, Zimbabwe	Bolivia, China, Jordan	+ Shift in WFP culture towards a more forward-looking and resilience-focused approach in line with government interest (South Sudan) - Lack of expertise in livelihoods / agriculture compared to other partners (Jordan)
School Health and Nutrition /HGSF	Cameroon, Indonesia, Jordan, Sri Lanka, Tajikistan, Timor-Leste		+ Positioning of school feeding as an entry point for the nexus during CSP planning (SFSE, 2021)
Nutrition	China, El Salvador, India, Lao PDR, Peru, Tanzania, Timor-Leste	Bangladesh, Cameroon, Indonesia, Sri Lanka	+ Support to national nutrition priorities and linking with food system dialogue (China) + Bringing external expertise on nutrition-sensitive programming during CSP planning (El Salvador) - Insufficient national advocacy and influence on nutrition-sensitive programming (Bangladesh)

Source: Evaluation based on Analysis of 26 CSPEs, 12 country illustrations and selected WFP global evaluations

69. **WFP has gained visibility on its contributions and value-added.** Enhanced visibility and communication flowed from the CSP approach. Country offices did not necessarily invest in communication strategies, but for those that did (e.g. India), the strategy has enabled greater visibility and a recognition by stakeholders of WFP as a lean organization that is effective in highlighting critical issues and finding practical solutions to food security and nutrition problems.[111] Most informants from country illustrations concurred that having a CSP and line of sight were instrumental in sharing a narrative on what WFP is doing and where it is adding value. This changed the perceptions of external stakeholders and led to the understanding that WFP was "doing much more than emergencies".[112]

> "The (CSP) framework provided is helpful for country offices to be able to tell a complete story about the work WFP is doing in a coherent manner, and to link components more logically." – Director, Regional Bureau

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[111] WFP. 2022. Evaluation of India WFP Country Strategic Plan 2019–2023. October 2022.
[112] WFP HQ interviews, country perspectives from LAC.

70. Shifts in strategic positioning have not been without challenges. Some CSPEs highlight challenges in balancing the saving and changing lives mandate, with examples of WFP struggling to find an appropriate balance between crisis response needs and longer-term needs such as in South Sudan, but also in Cameroon, Lebanon, and Peru where this balance has been necessary as new crises were unfolding. To drive focus in dialogue with government and donors, WFP country offices would have benefitted from more thinking around theories of change and prioritization, but a theory of change only became an encouraged feature of CSP planning with the second-generation of plans. UNICEF experience with evidence use and theories of change can usefully enhance focus in programming (see Annex N) as has been recently recommended by the WFP Programme Cycle Management Unit.[113]

71. **Positioning WFP in challenging security environments.** In certain regions, security issues and conflicts that were on the rise were insufficiently taken into account in CSPs (e.g. the anglophone region in Cameroon and Northwest Nigeria). In Nigeria, the CSP "did not serve effectively as an enabling tool to frame the WFP strategy in relation to a highly volatile security environment (see also section 2.2.2 – Peace building).[114]

72. **Structured approaches to country capacity strengthening have not yet emerged.** Most CSPs, in line with SDG 17, committed to strengthening the capacities of national actors. However, assessments of capacity gaps and needs, analyses of operational, protection and fiduciary risks, or performance monitoring have not consistently been considered during CSP design, affecting the quality and relevance of some of the engagements by WFP in these areas.[115]

73. **Being a service provider to the Government.** WFP has expanded its provision of direct services to governments, including logistic support, delivery of social transfer payments, and the provision of public goods such as analytical products, situation analyses, and supply chain updates.[116] The COVID-19 pandemic accentuated this shift with the scale-up of WFP supply chain and logistics work in response to the pandemic that helped reposition WFP globally as a service provider to the wider humanitarian community. This area of strategic positioning is not yet well defined, although it has been captured in the new Strategic Plan (2022–2026) (under SO4).[117]

2.2.2. Policy quality: Programme Quality and Results

"The CSP is an enormously better approach than the project-based planning and implementation that WFP had in place before. It brings us into a world of broader and more holistic thinking that is needed in the complex environment we work in today."

– Evaluation survey of WFP staff

Improved effectiveness and efficiency in emergencies and (protracted) crisis situations

Shift foreseen by the Policy (CSP policy Impact 1):
→ The approach enables WFP to **orient emergency responses more strategically**.
→ The integration of emergency responses into the CSP framework allows WFP to optimize its response to protracted situations, addressing both short- and long-term issues, thereby increasing the effectiveness of its interventions, while **maintaining flexibility to respond quickly and efficiently** to any change in the situation.

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[113] WFP. 2022. Second-generation Country Strategic Plans - Lessons Learned Analysis.
[114] WFP. 2022. Evaluation of Nigeria WFP Country Strategic Plan 2019–2022. July 2022.
[115] WFP. 2022. OIGA observations on WFP Country Strategic Plans – 2018 to date; Analysis of 26 CSPE indicating that capacity assessments have not been conducted or used to inform the CSP (Cameroon, China, Gambia, Pakistan, Tajikistan, Zimbabwe).
[116] This was particularly evident in Latin America, Cameroon and Lebanon (Global, Regional and country illustration interviews).
[117] WFP interviews at global level.

> → WFP is in a much better position to **respond quickly, flexibly, and efficiently with a range of appropriate activities and modalities** (by articulating and focusing on Strategic Outcomes rather than on activities only).

> **Summary:** Overall, the CSP approach has demonstrated substantial advantages for effectiveness by creating a longer-term view of how WFP emergency activities contribute to and connect with longer-term objectives and other components of the portfolio. Yet speed, flexibility and efficiency gains envisioned continue to be constrained by certain aspects of the system and in particular by the budget revision process, which remains designed for medium-term planning and budgeting.

74.   **The CSP approach has led to more strategic emergency objectives, but there remains a strong pull back towards activity focus**. The shift from short-term Emergency Operations (EMOPs) and Protracted Relief and Recovery Operations (PRROs), to an integrated five-year CSP offers multiple advantages for making WFP emergency responses more strategic. The Strategic Evaluation of the WFP Capacity to Respond to Emergencies found that the "development of CSPs allows a more integrated approach (...) to link emergency responses and long-term solutions".[118] But while the high-level CSP architecture emphasizes Strategic Outcomes and developing a holistic portfolio, WFP staff indicate that the emphasis quickly shifts to focusing on activities when developing lines of sight, budgets, implementation plans, and results frameworks.

75.   **CSPs have led to mixed effects on the ability of WFP to respond quickly, flexibly and efficiently.** WFP maintains a strong reputation for rapidly, flexibly, and efficiently responding to new emergency needs. CSPEs have commended WFP on efficiency, speed, scale, quality, and reach in emergency response.[119] WFP staff involved in responses before and after the CSP policy relate an overall improvement in efficiency as they no longer need to develop, seek approval for, and implement many separate EMOPs and special operations for each new emergency event in a country.[120]

76.   In 2018, the CSP Pilots evaluation emphasized that there had been no real improvement in the ability of WFP to respond to sudden onset emergencies and that evaluation highlighted concerns about potential delays in response as new procedures were introduced.[121] The 2020 Strategic Evaluation of the capacity to respond to emergencies[122] found that "use of criteria and processes to enable rapid revision of CSPs is not yet systematic" and that there are "longer decision-making periods for budget revisions when emergency contexts change". Comparison with selected United Nations agencies highlights informative differences (Annex N). UNICEF planning, budgeting and resource mobilization for emergencies are kept separate from the Country Programme Documents (CPD)[123], although emergency response is part of the theories of change and CPD narratives. Approval authority for emergency programme plans and budgets resides with the Director of Emergency Operations at headquarters. Changes throughout the year are within their authority to approve.

77.   **CSP revision processes can impede rapid response, especially when revisions concern Strategic Outcomes or multiple focus areas.** country office staff indicate that the process of adding a crisis response strategic outcome where there was none in the CSP (e.g. development-oriented contexts) is burdensome (both in cases where the revision is EB approved and where it only goes through the internal programme review and approval process (PRP). The recent WFP Evaluation of the COVID-19 response

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[118] WFP. 2020. Strategic Evaluation of WFP's Capacity to Respond to Emergencies. January 2020.
[119] Analysis of 26 CSPEs (e.g. (Bangladesh, Honduras, Lao PDR, Sudan).
[120] Interviews with WFP staff.
[121] WFP. 2018. Strategic Evaluation of the Pilot Country Strategic Plans. Evaluation Report. 9 September 2018.
[122] WFP. 2020. Strategic Evaluation of WFP's Capacity to Respond to Emergencies. January 2020.
[123] Country Programme Documents are equivalent to Country Strategic Plans.

brings out similar concerns.[124] The most frequently cited lesson is to always ensure there is at least a placeholder special operation for crisis response.[125]

> "Rapid emergencies were developing on the ground but there was a budget framework that restricted the response. You have to break the rules, ask for a waiver and respond that way. The moment you have a shock, you can get lost in it and the system that has been created." Interview with country office Staff

78.   The Emergency Division at WFP headquarters contemplated enacting guidance that would ensure that CSPs include a dormant crisis-response objective. Instead, it has recently put in place procedures that allow for emergency-related revisions to be approved in 24 hours, complete with templates and tools for different scenarios and legal papers that can be adapted and activated quickly – even when a country office does not have an emergency objective in its CSP. This suggests improvement in practices over time, but data collected for this evaluation shows that under the CSP approach, maintaining rapid, flexible, and efficient WFP response has sometimes required creative "work arounds", and generated inefficiencies and sometimes delays. The country illustration below provides evidence of this. Annex M has additional examples.

Box 2   Country Illustration: Lebanon – emergency response

In 2021, **Lebanon** experienced rapid price inflation causing fuel and electricity shortages that threated continued provision of essential services in the health sector. This led the Resident and Humanitarian Coordinator to request WFP to support fuel procurement for continued lifesaving and sustaining services (hospitals, water plants). The CSP did not have a clear vehicle to respond to this request, although a previous budget revision (B07)[126] had created an unrelated service provision activity that had not been fully implemented while the subsequent budget revision (08) was working its way through the approval process.[127] The country office decided to immediately begin service provision by justifying activities as "support to the government in logistics" under the previous activity, while simultaneously developing a budget revision. In so doing, the Lebanon country office faced the choice of combining the service provision revision with other elements of the CSP that needed to be revised, or to separate revisions for the crisis response from non-emergency elements. Doing two budget revisions would take more work but would allow the service provision revision to move more quickly. Combining all the elements would have required a full e-PRP and Board approval. In the end, the country office decided to do two revisions. Budget Revision 09[128] on fuel and staffing capacity increases was approved by the Regional Director in December 2021, three months after the start of the fuel operation.

Source: Evaluation Team, Country Illustrations (Lebanon)

79.   Another challenge reported by staff[129] is that CSP and country portfolio budgets (CPB) frequently require revisions. Emergency-related revisions tend to include both crisis response adjustments and changes related to resilience and/or root cause focus areas. Analysis of all budget revisions since 2018 corroborates this, showing that in 2021, for example, 80 percent of the 94 revisions covered changes related to both crises responses and other focus areas.[130] Over the past three years (2019–2022) most revisions solely related to crisis response were within the approval authority of the country director or

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[124] WFP. 2022. Evaluation of the WFP Response to the COVID-19 Pandemic Centralized Evaluation Report OEV/2020/062. January 2022; WFP global level HQ and EB interviews.

[125] WFP. 2022. Evaluation of the WFP Response to the COVID-19 Pandemic Centralized Evaluation Report OEV/2020/062. January 2022. Gambia CSPE, interviews with WFP staff, qualitative survey responses.

[126] WFP. 2020. Lebanon country strategic plan, revision 07. Approved Nov 2020. This plan added new activities for logistics sector services and provision of procurement services, both under a new crisis response SO 6.

[127] WFP. 2020. Lebanon country strategic plan, revision 08. Approved September 2021. Budget review 08 involved a 52 percent total budget increase covering a one-year extension to align with the UNSDCF and adjustments to beneficiary targets, transfer values, exchange rates and a new activity for on-demand cash-based transfer services related to the ongoing crises in Lebanon.

[128] WFP. 2021. Lebanon country strategic plan, revision 09.

[129] Interviews with WFP staff.

[130] WFP. 2022. OMS SPA tracking data, internal unpublished.

regional director, though these go through some degree of commenting and feedback from headquarters and sometimes from the Board.[131]

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Box 3   Country Illustration: Lao PDR – Adapting strategic positioning to emergency situations

In **Lao PDR,** the CSP successfully adapted to respond to emergency situations. Emergency response was not a feature designed within the CSP, and there was no budget line for response activities. However, when the floods occurred in 2018 and 2019, on a request from the Government, WFP successfully augmented national response efforts to respond to the emergencies. WFP was able to respond using immediate funding from headquarters.

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80.   Overall funding and disbursement rates for crisis response have increased dramatically but are difficult to attribute to the CSP approach. Incorporating emergency response into the CSP framework has not restricted funding for emergencies. The overall growth in WFP budgets, almost entirely related to crisis-response activities, is attributed by key informants to global trends in food security and various crises rather than the WFP planning and budgeting architecture. Of staff surveyed, 53 percent agreed that the shift to the CSP has resulted in improvements in the ability of WFP to mobilize resources for emergencies. [132] Since the introduction of the CSP policy, the crisis response focus area has consistently received the most contributions and has steadily grown, while resilience funding peaked in 2018.

Figure 8. Donor contributions by focus area, 2017–2022
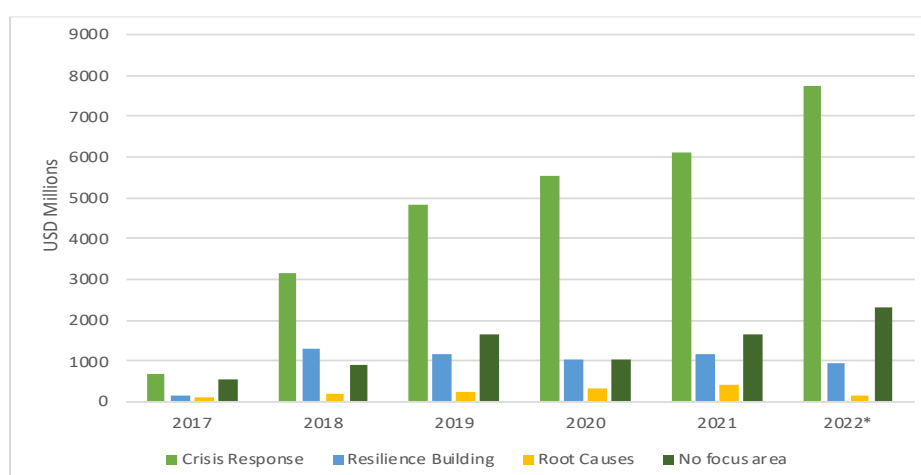
Source: WFP Distribution and contribution forecast statistics as of 4 December 2022, evaluation team analysis[133]

81.   Disbursement rates, the percentage of approved programmable budget that has been spent,[134] have improved for crisis response, with the median disbursement rate[135] rising from 75 percent in 2018 to 97

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[131] 100 percent of crisis response only revisions in 2021 and 2022 and 67 percent in 2020 feel within the CD/RD approval authority. For emergency response changes Country Directors can approve revisions up to USD 10 million and Regional Directors up to USD 30 million.

[132] Evaluation survey.

[133] Contributions not tagged by focus area include earmarked funding for country and strategic result level, regional programmes as well as flexible funding (including IRA and multi-lateral contributions), and other non-CPB funding (including trust funds, and the Global Logistics Cluster). Other non-CPB funding, including pre-CSP project categories (DEV, PRRO, EMOP, SOP) has been excluded.

[134] The approved programmable budget represents the funds received and allocated for expenditure, whereas the Needs Based Plan (NBP) budget represents the total request for funding.

[135] See Annex J.

percent in 2021.[136] Key informants and document review suggest that the decline in disbursement rates in 2020 were at least partially due to COVID-19-related activity suspensions and supply-chain disruptions.[137]

Figure 9. Median disbursement rates for country offices by focus area, 2018–2021
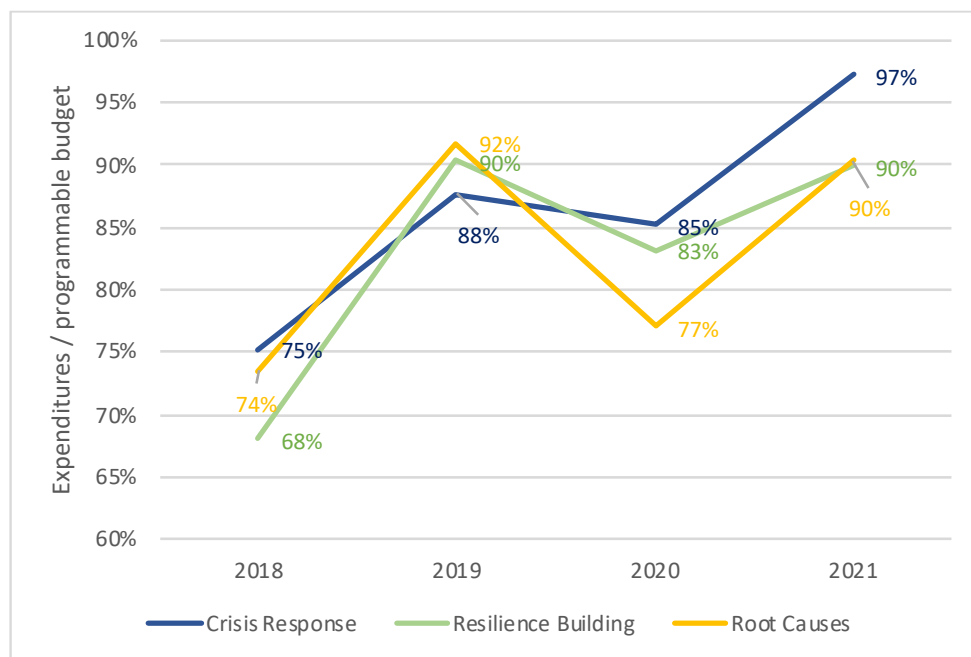
Source: IRM analytics, evaluation team analysis

82.   The relative timing and flexibility of contributions (level of earmarking, duration of grants) can influence the flexibility and efficiency of emergency response as well as the appropriate choice of modalities and activities.

Better linkage of humanitarian, development and peace-building initiatives with a resilience lens

Shift foreseen by the Policy (CSP policy Impact 4, 5b), CSPs:
→ Promote **links between humanitarian and development assistance and enable effective resilience building**.
→ Enable a **multi-sector approach** to recovery programming, addressing risk and building resilience for food security and nutrition [...]
→ **Examine all aspects of the programme cycle through a resilience lens**
→ Ensure **targeted institutional capacity enhancement to support governments** in designing and managing their nationally owned hunger solutions.
→ Ensure that the WFP crisis response supports recovery and long-term development, and that its **development activities are informed by an understanding of risk and protect vulnerable people from crisis**.

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[136] Low median disbursement rates in 2018 appear to be at least partly related to the early stage of first generation CSPs and transition to the new system.

[137] Interviews with WFP staff, COVID-19 response evaluation, WFP 2020 Annual Performance Report. The 2020 APR notes beneficiary targets for school feeding, nutrition-specific interventions, and food assistance for assets in particular missed their beneficiary targets due to the required proximity among recipients or reliance on institutions for delivery. The 2020 APR also highlights that the handover of the Emergency Social Safety Net programme in Turkey in March 2020 also reduced WFP achievement of planned cash-based transfer targets though this was offset by an increase in cash-based transfers in other countries.

Summary: The CSP policy has created a strong momentum for better linking humanitarian and development work. This has encouraged WFP (and partners) to pilot or expand a portfolio of interventions and practices. Country offices with a focus on development work have undertaken country capacity-strengthening exercises but corporate technical support in this domain was slow to materialize. The CSP approach created space for WFP to significantly expand its contribution to the humanitarian-development-peace nexus. Attention to the peace dimension of the nexus has been lower despite conflicts being on the rise and WFP presence in many conflict settings. However, systemic constraints have meant that WFP did not manage to scale up promising initiatives and demonstrate tangible results of its contribution to the humanitarian-development-peace nexus.

83.   The CSP approach clearly signalled the centrality of the nexus agenda for WFP and created an opportunity for WFP country offices to optimize their responses to protracted situations by adopting a resilience lens. The CSP brought about country-led and holistic strategic planning process. The CSP introduced significant internal cultural change[138] by encouraging much stronger linkages between its humanitarian and development work (e.g. school feeding, nutrition, and livelihoods programming); expanding interventions that would contribute to improving the resilience of beneficiaries, and connecting with actors working across the nexus. Five years later, approximately 80 percent of global survey respondents agree that as a result of the CSP policy, humanitarian programming has more and better linkages with development work with sufficient attention paid to capacity-strengthening strategies (see Figure 10).[139] A majority, 61 percent of respondents, consider that the CSP approach had a positive impact on the ability of WFP to mobilize resources for resilience programming.[140] According to the thematic round table, the approach facilitated better consideration of support for national preparedness capacities; improved readiness for scaling up and down responses; more ways of building and leveraging external relationships that support all areas of WFP work and improved identifying of pathways where WFP credibility and capacity to respond can create opportunities for contributing to resilience building and shock-responsive social protection systems.[141]

Figure 10.   Survey respondents' responses to statements related to flexibility and sustainability
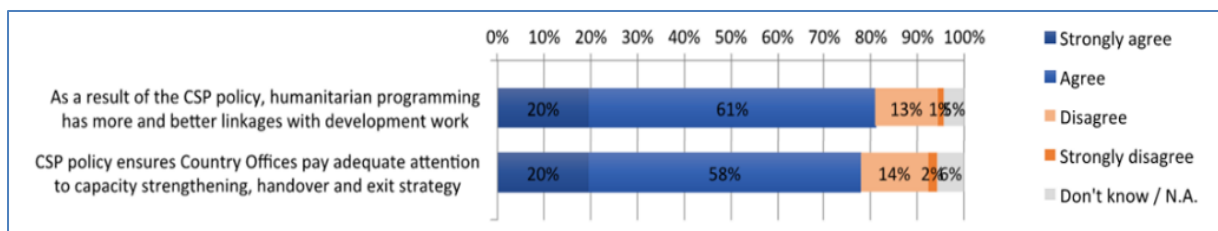
Source: Evaluation survey

84.   WFP built a portfolio linking humanitarian and development work across regions and country offices with notable experiences in the domain of social protection (with potential for scale up), and climate change and livelihoods (more scattered). Across countries, promising resilience programming initiatives have been implemented (or pursued) during the first-generation of CSPs in the domain of asset creation/livelihoods, nutrition, and climate change, with varying results depending on targeting and coverage, quality of the programming and continuity of funding and partnerships[142] and a limited potential for scale-up in the country illustrations that this evaluation considered (see Annex M). The increased use of cash and its

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[138] Global and country interviews; survey qualitative answers from small, medium, and large offices about the changes that the CSP policy brought.

[139] As confirmed by the MTR of WFP Strategic Plan 2017–2021: "WFP CSPs offer a conducive environment to articulate country strategies that are transformative, integrating humanitarian, resilience and development interventions".

[140] Global Survey, question 2.

[141] Thematic Roundtable, Emergency and Nexus.

[142] Analysis of qualitative data from 26 CPSE (e.g. Bangladesh, Cameroon, Democratic Republic of the Congo, El Salvador, Honduras, Jordan, Lebanon, Mozambique, Palestine, Peru, Sri Lanka, South Sudan, The Gambia, Zimbabwe).

growing importance has led WFP to support shock-responsive/transformative social protection mechanisms with a more confident potential for expansion.[143,144]

Box 4   Illustrations of WFP CSP humanitarian-development portfolios and attempt to grow / scale up

- **In Bangladesh,** WFP was able to integrate humanitarian-development interventions in Cox's Bazar through collaboration with others. However, it was not able to bring these collaborations to a programmatic level or to a national scale-up.
- **In Lebanon,** as a means of transforming the refugee crisis into a development opportunity, WFP worked with partners to implement asset creation and livelihood support activities for vulnerable Lebanese and Syrian refugees. *"WFP is the only agency in the country that has a big cash assistance programme and a livelihoods programme. WFP is one step ahead of other agencies as it is working on both humanitarian assistance and livelihoods activities."[122]*
- **In South Sudan,** although the budget allocations for resilience building were small overall (9 percent per BR07), funding allocated to this grew over the life of the ICSP and results have been positive, demonstrating that WFP can deliver resilience-building support effectively, even in conflict-affected areas.
- **In Cameroon,** WFP interventions started in emergency settings and are now moving to a more protracted crisis. Food for assets interventions shifted to a multi-year horizon. Contribution to improved resilience (building on the food for assets approach) has been more likely when activities were coupled with 1) brokering agreements for land usage rights in the Doulo site in the Far North; 2) mitigating effects of climate change in Goulfey; or 3) the creation of self-financing schemes.
- **In Mozambique,** WFP's work in Gaza and Tete has allowed combined strategies to rapidly assist vulnerable populations (for example, during lean seasons or drought crises) complemented with development-oriented actions towards increasing resilience in natural disaster-prone regions. In the north, WFP has been assisting vulnerable populations not only through humanitarian assistance, but also through contributing to their livelihoods through cash-based transfer strategies and the provision of services (for example, conservation agriculture, village savings and loans schemes, climate services, etc.).
- **In El Salvador,** social fabrics were strengthened due to the improvement in the economy and protection of vulnerable populations in areas of high exposure to climate change. Progress was made with the consolidation of emergency preparedness and response plans and programs, which favoured community and local level governance of the response.

Source: Source, Analyses of qualitative data from 26 CSPE; Country Illustrations.

85.   **WFP CSP nexus efforts have been enhanced by initiatives such as the 2030 Fund.** The 2030 fund (2019–2020, extended to 2022), with a total size of USD 15 million, provided "seed funding" for newly designed activities under the CSPs. Of 41 projects, 21 aimed at operationalizing the humanitarian-development-peace nexus in the domain of climate change, adaptive social protection and peace prospects.[145] This seed funding helped lay the foundation for upscaling interventions contributing to the triple nexus.[146] In the Kyrgyz Republic for example, WFP piloted a social protection project with social contracts to help people start small businesses. This programme is now being scaled up by the government. Following the 2030 Fund, the "Changing Lives Transformation Fund" will support three transformation themes (transition, system strengthening, climate adaptation) – with significantly more funding (catalytic funding of USD 50 million has already been secured) and an increased leveraging of partnerships.[147]

86.   A significant number of country offices expanded capacity strengthening to governments, country capacity strengthening and broader enabling work. Of the first-generation of CSPs, a significant number formulated a strong strategic shift/expansion to country capacity strengthening and implemented a wide range of such solutions, from policy and technical advice to secondment to government, large-scale coordination, management of information systems and generation of evidence.[148] Much of the effort in country capacity strengthening has been driven by country offices with limited headquarters guidance.

[143] Analysis of qualitative data from 26 CSPE (e.g. Honduras, Jordan, Kyrgyz Republic, Lebanon, Mozambique, Pakistan, Peru, Sri Lanka) + section 2.2.1 Stronger & broader partnerships/Partnerships with IFIs in support of social protection mechanisms (Somalia (150 million), Cameroon (50 millions), DRC, Gambia, Palestine, Lebanon, and Zimbabwe).
[144] WFP. 2022. World Food Programme Strategy for Support to Social Protection. July 2021
[145] WFP. 2022. 2030 Fund, Implementation update 30 April 2022: Climate change – including innovative insurance modalities (Afghanistan, Barbados, Bhutan, Congo, Cuba, Lebanon, Namibia, Palestine, Sri Lanka, The Gambia, RBN); cash-based transfers and the nexus / Adaptive social protection (Guatemala, Kyrgyz Republic, Madagascar, Rwanda, RBN); Peace (El Salvador, Guinea Bissau, Iraq, Libya, Mali).
[146] Country illustrations.
[147] WFP. Nov 2022. Update on the Changing Lives Transformation Fund. WFP/EB.2/2022/5-B/1.
[148] Analysis of qualitative data from 26 CSPE (e.g. Bangladesh, China, Democratic Republic of the Congo, India, Indonesia, Jordan, Kyrgyz Republic, Lao PDR, Lebanon, Mozambique, Nigeria, Pakistan, Peru, Sri Lanka, Sudan, Tajikistan).

Efforts continued to grow, as evidenced by the COVID-19 Evaluation[149] that found that in 2020, 17 CSP budget revisions related to the COVID-19 response requested increased resources for institutional capacity strengthening with a funding amount of USD 168 million. For the second-generation of CSPs, some countries are adopting a more coherent and comprehensive approach, in which country capacity strengthening and policy work are mainstreamed and allow WFP to work towards results according to projected policy changes (climate change, social protection), which is more conducive for leveraging partnerships and funding (e.g. El Salvador, Kyrgyz Republic, Peru).[150] These developments have taken place with very limited support from headquarters, although it is long awaited, prior to establishment of the Country Capacity Strengthening unit in 2020, which has already begun building a more robust articulation of WFP country capacity strengthening concepts, theories of change, and implications for measurement. This unit provides support to country offices (including through new CCS Advisors in regional bureaux and in 2022 launched a Country Capacity Strengthening Policy Update.[151] Overall, CSPs primarily oriented towards capacity strengthening suffered from the lack of an enabling environment within WFP, in particular the lack of corporate positioning/guidance and measurement,[152] weak financial structures and systems, and limited skills in comparison with sister agencies such as UNICEF.[153]

87.   Progress in working across the nexus has not been at the level of the ambition set in the CSP Policy and it has been difficult to show results, mainly due to insufficient attention and clarity on how WFP should balance its investment across the nexus. There are diverging opinions at management and Board levels on the role WFP should play in the development arena,[154] and on how to balance: (i) attention to both 'saving lives' and 'changing lives' visions, and (ii) investment in resilience / root causes / crisis response.[155] Understanding of both resilience and development work remains weak within the organization, including on the need for (i) the fundamentally different type of timeframes and resources, (ii) the adaption to contexts, and (iii) the programmatic complementarities it requires. Guidance to country offices has remained fragmented on how to effectively bridge the nexus and what the role of WFP is.[156] As a result, while the CSP approach has, at times, triggered progress towards linking humanitarian and development work and in advancing the resilience agenda (often using cash as a bridge), country offices struggle in maintaining a coherent, forward-looking and sustainable strategy on the nexus that would allow to scale up efforts over time.[157] In particular, country offices face significant challenges in funding ambitions on resilience and the development side of the nexus,[158] and building complementarities with development actors.[159] Limited funding as well as clarity and expertise on resilience measurement[160] has also greatly limited the capacity for evidence generation to make a case for the work done by WFP.

88.   Of the nexus dimensions, peace has been a missing from CSPs, along with the WFP role in conflict settings, which has thus been insufficiently translated into conflict-sensitive measures on the ground,

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[149] WFP. 2022. Evaluation of the WFP Response to the COVID-19 Pandemic Centralized Evaluation Report OEV/2020/062. January 2022.
[150] Country Illustration.
[151] WFP. 2022. Country Capacity Strengthening (CCS) Policy Update.
[152] WFP. 2022. Second-Generation Country Strategic Plans Lessons Learned; Analysis of qualitative data from 26 CSPEs (e.g. China, Pakistan, Nigeria, Sri Lanka, Sudan, The Gambia, Zimbabwe).
[153] Global and Regional Interviews.
[154] WFP. 2022. Evaluation of the WFP Response to the COVID-19 Pandemic Centralized Evaluation Report OEV/2020/062. January 2022; WFP global level HQ and EB interviews.
[155] Global WFP and EB interviews; Survey Qualitative answers.
[156] Examples of evolving guidance include tailored guidance on how to design resilience building focus area programmes, issued by WFP in 2019; guidance documents on peace building dimensions accompanied by support missions to country offices, and a knowledge partnership with the Stockholm International Peace Research Institute (SIPRI); a range of nutrition tools which remain however fragmented. Institutionally there have been some changes with a newly restructured resilience unit created in 2021: Resilience & Food Systems Service (PROR) in the Programme Humanitarian and Development Division (PRO). The unit links the Livelihoods, Asset Creation and Resilience Unit (PROR-L) and SAMS & Food Systems (PROR-F) within the same unit. Its aim is to develop the integrated resilience programming approach within the organization.
[157] Analysis of qualitative data from 26 CSPE (Cameroon, Kyrgyz Republic, Lebanon, Mozambique, Palestine, Peru, Jordan, South Sudan).
[158] Annex J - Figure 34. Donor contributions by Focus Area 2017–2022; and analysis of qualitative data from 26 CSPE (Mozambique, Lebanon, Nigeria, Sudan).
[159] Analysis of qualitative data from 26 CSPE (Bangladesh, Mozambique, Bolivia, Pakistan).
[160] WFP. 2022. Evaluation Synthesis of WFP's Performance Measurement and Monitoring (forthcoming).

despite the existing framework and guidance to do so. A considerable number of CSPEs highlight the need for WFP to give much more attention to conflict-sensitive analyses, doing no harm, and social cohesion. The recent evaluation on the peacebuilding policy confirms that "WFP currently faces some analytical blind spots and has more insight on general conflict dynamics than on how its own presence and programmes, as well as those of cooperating partners, intersect with conflict dynamics".[161] External[162] and internal developments, including the WFP Strategic Plan 2022–2025 are leading to a stronger push on the peace agenda. The new strategic plan includes the requirement that WFP "take steps to develop peace outcomes" and make conflict-sensitive analysis more central, with a conflict-sensitivity strategy and new indicators expected in 2023. While the peacebuilding policy itself provides a framework for strengthening the role WFP plays in (post-) conflict settings, this framework has thus far been poorly translated into CSP priorities and implementation as a result of limited capacities at WFP regional bureaux and country offices and insufficient uptake of existing guidance and partnership arrangements, although this is slowly changing.[163]

> *"I'm not convinced that WFP is built yet for development activities. This is still a challenge. Most of our systems (are) still built for emergency operations, and we still struggle to run development activities."* – Country office informant
>
> *"The tone from ED and the Senior Leadership Group differs from the controls put in place by the Board, for example, in terms of budget revisions for resilience and root causes, where the system is highly centralized at headquarters vs. the delegation of authority for crisis response to country office/regional bureau level"* – Survey, country office director level

Flexibility to plan and respond to dynamic operational contexts

Shift foreseen by the Policy (CSP policy Impact 5a):
→ CSPs are context-specific and **adaptable to changes in the operating environment**.
→ The CSP and its budget structure improve transparency and alignment with funding commitments while **maintaining programmatic resource-allocation flexibility.**

Summary: The CSP approach has provided WFP with a planning mechanism that can be flexible and adaptable to changes in operating contexts. The degree to which a CSP is flexible and adaptable depends on the degree of contextual changes and how well these were envisioned through a CSP, and on the line-of-sight design and structure of a CSP itself (number of activities and objectives and their alignment). The budget revision process provides a mechanism for further adapting CSPs and country portfolio budgets, but the level of effort required to process revisions can create a disincentive to adaptation. High levels of earmarking persist, contrary to hopes and intentions, and remain a barrier to flexibility.

89.   The CSP provides a conceptually flexible programmatic framework. As a strategic planning 'envelope', the CSP and all its associated planning and budgeting tools have allowed the country office to respond to changing needs. CSPEs demonstrate that the CSP has functioned as a flexible programmatic framework.[164] Interviews and documentary evidence show that the current CSP structure allows the office to adapt, such as in Tajikistan where the shift to the CSP was credited with allowing WFP to be "more strategic in its country-level interventions, while facilitating a flexible programme approach, which enables adaptation to evolving context and provides a prompt response to crises".

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[161] WFP. 2022–2023. Evaluation of the Policy on WFP's Role in Peacebuilding in Transition Settings. DRAFT p.61.
[162] External developments include an SDG16 positioning paper that was put forward in 2018, and the 2020 Nobel Peace Prize which was awarded to WFP, and which provided an additional push. More broadly the escalating of armed political conflicts and their more protracted has required to provide responses in practice, even in the absence of adequate guidance and support.
[163] WFP. 2022–2023. Evaluation of the Policy on WFP's Role in Peacebuilding in Transition Settings. DRAFT.
[164] Analysis of qualitative data from, 26 CSPE (Afghanistan, Democratic Republic of Congo, El Salvador, Gambia, Honduras, India, Jordan, Kyrgyz Republic, Lao PDR, Mozambique, Nigeria, Pakistan, Palestine, Peru, South Sudan, Tanzania, Zambia).

90.   **CSPs were flexible enough to adapt to the COVID-19 crisis, but with significant efforts.** The COVID-19 Response evaluation[165] stressed the importance of WFP flexibility and adaptability to respond and found that CSPs "adapted to meet new conditions as the pandemic unfolded"; "WFP rapidly issued guidance for adaptation"; and "CSPs adapted to meet new conditions".[166] CSPEs reflect similar positive findings on flexibility, including to the COVID-19 crisis[167] with WFP making adaptations to include urban targeting, cash-based transfer expansion, and scaling up of social protection measures.

91.   **A majority of WFP staff find the effects of the CSP approach on flexibility to be a positive outcome**. Almost two thirds of WFP staff surveyed believe CSPs that can be adjusted more rapidly than before (61 percent) and that budget revision authorization is easier (60 percent). Directors and senior management were more critical compared to administrative and corporate services staff, and, as noted in paragraph 77, flexibility has been challenging in emergency contexts where there was no specific strategic objective related to emergency response.

Figure 11.   Effects of CSP approach on WFP flexibility

CSPs and related programme components can be adjusted more rapidly than under previous system

WFP Country Offices can more easily get authorization for CSP budget revisions
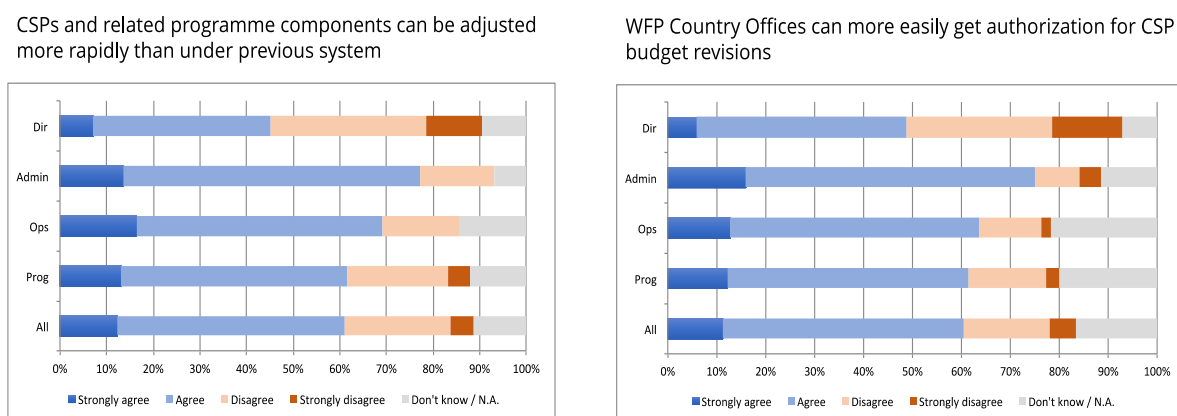
Source: Evaluation Global Survey. Only for staff with more than three years' experience. (n=374)

92.   In the view of WFP Staff, the integrated CSP framework provides opportunities for enhancing preparedness, capacity, and credibility to respond. WFP staff across levels indicate that the integrated approach of CSPs facilitates support for national preparedness capacities; readiness for scaling responses (up or down); ways of building and leveraging external relationships that support all areas of WFP work; and identifying pathways where WFP credibility and response capacity (especially through cash-based transfers) can contribute to building shock-responsive social protection systems.[168]

93.   **Budget Revisions (and strategic revisions) demonstrate adaptability but also slow down and disincentivize adaptations.** CSP adaptability and flexibility can be put into question due to the sheer number of budget revisions required. Hence, plans and budgets, as conceived, have not lasted throughout the whole five-year period. Yet, the requests for revisions also demonstrates that the process in place allows for changes. Between 2018 and 2021, 332 budget revisions were processed for 87 country offices, averaging just under one revision per year per country office.[169] Processing revisions, according to staff, is a disincentive to undertaking them, due to the level of effort involved. The COVID-19 Response evaluation[170] corroborated that country offices "struggled under the weight of the budget revision process" which involved "up to 120 separate steps" with "an average duration of four to five months, including approval". As

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[165] WFP. 2022. Evaluation of the WFP Response to the COVID-19 Pandemic Centralized Evaluation Report OEV/2020/062. January 2022.
[166] Ibid
[167] WFP. Various. Country Strategic Plan Evaluations in (Afghanistan, Democratic Republic of Congo, Dominican Republic, El Salvador, Gambia, Honduras, India, Jordan, Kyrgyz Republic, Lao PDR, Mozambique, Nigeria, Palestine, Pakistan, Peru, South Sudan, Tanzania, Zimbabwe.
[168] Roundtable discussion with WFP staff.
[169] WFP. SPA tracking files provided by OMS, evaluation team analysis. RBB had the lowest average number of revisions per CO and year at 0.78, followed by RBC (0.89), RBJ (0.96), RBD (0.99), RBN (1.00), and RBP (1.21). The number of revisions per year peaked in 2020 at 111 (66 related to COVID-19) as compared with 2018 (59), 2019 (68), and 2021 (94).
[170] WFP. 2022. Evaluation of the WFP Response to the COVID-19 Pandemic Centralized Evaluation Report OEV/2020/062. January 2022

a result, that evaluation concluded that "timescales were therefore badly out of sync with country office needs, and required a large burden of work at a time of considerable pressure".[171] Flexibility is also perceived to differ between emergency versus resilience and root causes programming. It has been more challenging to obtain approval for changes in the resilience and root causes focus areas, as well as for those cases where country offices need to shift CSPs from capacity strengthening into service delivery or provision.[172]

94.   **The structure of CSPs, as defined in lines of sight, plays a significant role in flexibility and adaptability.** The number of strategic objectives and strategic activities and how they are aligned influences the corresponding complexity and rigidity of management, performance measurement, and resource allocation and management requirements and processes. Key informants[173] noted that "all the options are limited to putting different activities into different boxes" even in the second-generation CSPs. Some noted specific concerns about being forced to consolidate all capacity strengthening under a single strategic objective despite its relevance across several.[174] Others noted that a lesson learned is to have fewer strategic objectives and activities to provide more flexibility in management and simplicity in reporting, accounting, and resource allocation. Another concern related to CSP structure is the perceived diminishment of flexibility as country offices transition to second-generation CSPs, with formerly innovative integrated programming strategic objectives (which allowed for associating enabling activities with programmatic strategic objectives) no longer being allowed due to required alignment to specific focus areas, corporate strategic results and indicators. (More information on the lines of sight is provided in Annex P.)

95.   The most frequent concern about the structure of CSPs is the emphasis on activities as the most visible planning and budgeting component and requirements to tag them to the three focus areas, as required by the combination of programme, line of sight, performance management and budget guidance and regulations. CSPEs frequently cited persistent challenges with resource allocation flexibility (between activities and strategic objectives) due to earmarking by focus area and activity levels – which the architecture of the CSP further enabled[175] (see section 2.2.3 on simpler and more predictable resource allocation). Country examples illustrate this reality.[176]

> *"The CSP approach was presented with hope of more flexible allocation of resources – how it was then translated into WINGS, budgets, attribution – I think we got lost by technocrats that wanted to do good but created a machine that now somebody else needs to simplify."*
>
> Interview with a former country director

96.   Requests for service provision have also illustrated gaps in the CSP architecture, business rules and guidance, and the budgeting framework, with further implications for WFP flexibility and resource mobilization. WFP staff report that the guidance on aligning service provision to governments under Strategic Outcome 5 linked to SDG 17 can minimize visibility of activities, and guidance to consider on-demand service provision activities as "non-donor grants" does not facilitate resource mobilization as donors want contributions to be seen as more operational. WFP headquarters has been developing additional guidance for on-demand service provision requests and an Executive Director circular on the subject is under consideration.[177]

97.   The hopes of WFP that the CSP approach and revised budget architecture would result in less earmarked and more flexible resources have not materialized. Only two percent of staff surveyed felt the CSP policy had had the most positive impact on "simpler, more predictable resource allocation", while 12 percent selected this as the area on which the policy had had the least or most negative impact.

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[171] Ibid.
[172] Country illustration interviews.
[173] Country illustration interviews.
[174] Line-of-sight guidance allows for flexibility that is being applied by country office for second-generation CSPs, Thus, when properly justified institutional capacity strengthening can be included under any of the five strategic objectives.
[175] Analysis of qualitative data from, 26 CSPE (e.g. Bangladesh, Indonesia).
[176] Analysis of qualitative data from, 26 CSPE and country office interviews (e.g. Bangladesh, Cameroon, Indonesia, Jordan, Lao PDR, Lebanon, Mozambique, Pakistan, Sri Lanka, Tajikistan, Zimbabwe).
[177] Interviews.

98.   WFP contributions have remained heavily earmarked at the activity level since most country offices migrated to the CSP and CPB system, rising from 56 percent of total contributions in 2018 to 65 percent in 2021,[178] and preliminary data for 2022 suggests that there may be a slight improvement in earmarking levels for contributions received as of October 2022. Except at the level of total percentage earmarked versus unearmarked (fully flexible), comparison in levels of earmarking from the pre-CSP timeframe are not possible due to differences in the budgeting architecture. Between 2010 and 2022, fully flexible funding has averaged 8.4 percent of total funding. Between 2017 and 2022 the average dropped to 5.8 percent.[179]

Figure 12.   WFP contributions by level of earmarking, 2016–2022
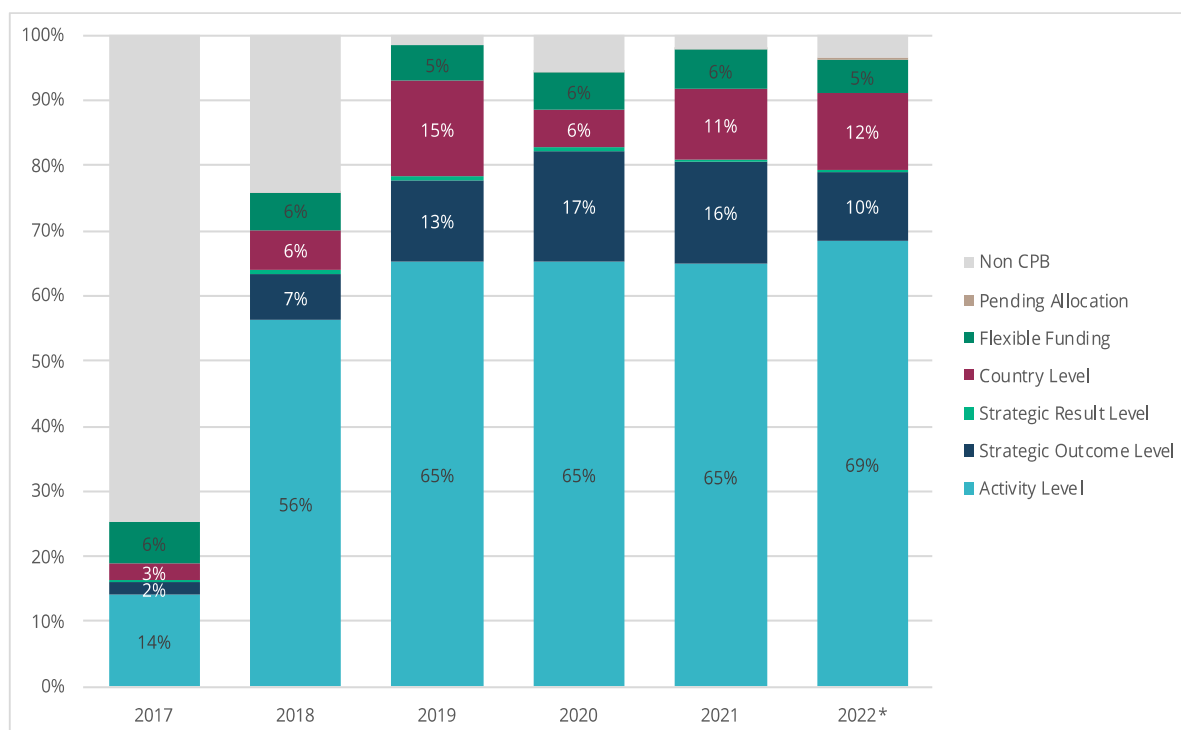
Source: WFP Distribution and contribution forecast statistics as of 4 December 2022, evaluation team analysis

Note: Strategic result level is consistently below one percent.

99.   **WFP contributions remain more heavily earmarked than contributions granted to peers.** In 2021, WFP appears to have the third highest level of total revenue that is earmarked across United Nations system entities, only the United Nations Institute for Training and Research (UNITAR) and the International Organization for Migration (IOM) had higher levels of earmarked revenues.[180] The total percentage of funding that is earmarked in WFP has steadily remained higher than in UNHCR and UNICEF. Growth in UNICEF contributions over the past three years (from USD 6.4 billion to USD 8.1 billion) has been largely based on new earmarked contributions.[181]

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[178] WFP. 2022. Distribution and contribution forecast statistics. Analysis by evaluation team. Internal database, unpublished.
[179] Ibid.
[180] Dag Hammarskjöld Foundation, United Nations MPTF Office. 2022. Financing the UN Development System.
[181] UNHCR receives assessed contributions allotted from the United Nations regular budget, totalling USD 43.2 million in 2021, which represents 0.9 percent of total contributions. Including or excluding this source of contributions does not change the overall percentage of funding earmarked at some level. UNICEF and WFP do not receive assessed contributions.

Figure 13. **Percentage of funding earmarked at some level for UNHCR, UNICEF, WFP, 2016–2021[182]**
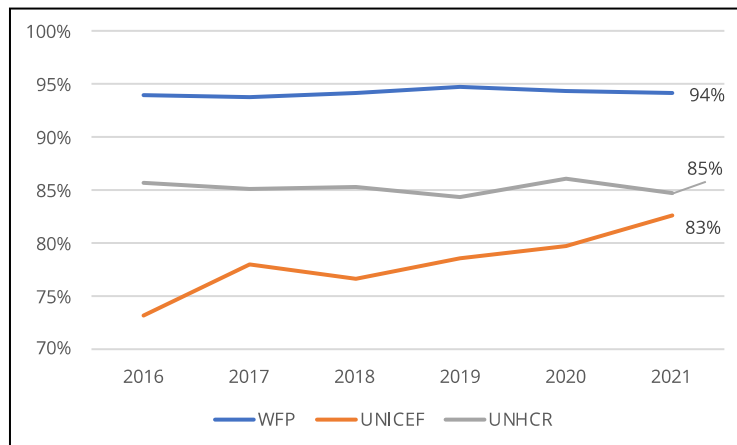
Sources: WFP Distribution and contribution forecast statistics, UNHCR Updates on budgets and funding, UNICEF Funding compendiums

100.	The greatest challenges to flexibility under the CSP architecture arise from the budget structure, internal financial procedures, and earmarking. Many WFP staff reported that this has led to more granular earmarking at activity and even sub-activity levels (including modality and geography), which makes it much more difficult to shift resources (contributions or food stocks) based on emerging needs. Country illustrations similarly highlight these challenges.

> *"Flexibility of funding has worsened with the CSP. The more boxes and more precisely activities have to be defined, the more that donors have no choice but to pick a box and put their money in there. We can't change donor behaviour, but we should be able to give ourselves enough flexibility to respond to donor rules. What we've ended up with is more WFP rules than donor rules. So we've tied ourselves in knots even more than the donors have with these requirements."* WFP Staff Interview

Strengthened approach to gender equality and other cross-cutting issues

Shift foreseen by the Policy (Operationalization of WFP Principles:
→	CSPs incorporate gender equality and empowerment of women as provided under the **WFP Gender policy.**
→	CSPs are formulated in accordance with WFP climate, environment and other relevant policies and thus consider the relevant **impacts of climate, the environment and other cross-cutting issues during planning and implementation**.
→	Progress towards gender equality and other cross-cutting corporate results is **assessed.**

Summary: The CSP policy has provided an opening for enhanced integration of cross-cutting issues, and subsequent improvements in policy and strategic frameworks, corporate guidance, dedicated human and financial resources have been seen, which have led to enhanced attention to cross-cutting issues over the evaluation period. The CSP structure has also been conducive to allowing systematic integration of cross-cutting issues across a country's entire portfolio of activities. However, many country offices still find the operationalization of commitments to cross-cutting issues in the CSPs challenging. There are gaps in resourcing for cross-cutting issues in many country offices. In addition, it is still not possible to effectively track financial commitments and spending.

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[182] The percentage of funding earmarked includes all levels of earmarking for WFP, UNICEF and UNHCR.

101.   The CSP policy has provided an opening for enhanced integration of cross-cutting issues. More detailed guidance, particularly on gender, was subsequently issued. The CSP policy document includes brief references to gender and other cross-cutting issues in various apposite points in the policy document. The policy document itself does not further specify what the priority issues are, nor how these priorities influence the design and implementation of the CSPs. Prioritization for gender was provided by the Gender policy.[183] Impacts of climate, environmental and other cross-cutting issues would be considered "in accordance with WFP climate, environment and other relevant policies during their formulation and implementation". Policies in these areas, including on gender environment, protection and accountability, climate change and nutrition have continued to evolve (see Table 14 in Annex I for details on new policies introduced on cross-cutting issues). The new WFP Strategic Plan 2022–2025 has also brought a shift in emphasis on cross-cutting issues, as follows:

   a.   Integration of nutrition across WFP activities

   b.   Focus on disability inclusion as a priority for achievement of SDGs and leaving no one behind[184]

   c.   Introduction of the 'people-centred' principle placing those most at risk of being left behind at the centre of programme design and operational response.

102.   There has also been an increase in guidance for gender and cross-cutting issues (0, Annex I). A review of the CSP Guidance Manual highlights numerous guidance documents for cross-cutting issues that are continuously being updated based on lessons learned.

103.   Corporate resources for cross-cutting issues have also grown following the CSP policy, in the form of human resources, although progress can still be made. Gender advisors are in position in regional bureaux and some country offices, and regional gender advisors have taken an increasing role in ensuring the integration of gender into CSPs. Some CSPEs[185] highlighted the increased capacity that has led to the institutionalization of the GEWE and gender transformative agenda. However, there are gaps. The 2020 Evaluation of the Gender policy 2015–2020 found that there were more gender positions at the end of 2019 than in 2015, but only three regional bureaux and 21 country offices had dedicated gender advisors, and, out of 18,000 WFP employees, only 30 people focused on GEWE. The new Gender policy 2022 commits to addressing these gaps in resourcing for gender. Similarly, there are commitments to putting in place Protection from Sexual Exploitation and Abuse (PSEA) focal points, but the positions are dormant in many countries.[186]

104.   **Funding specifically allocated to gender has increased,[187] with opportunities for mobilizing further funding**. The ability of country offices to frame their approach to GEWE within a single strategic document is an important fundraising tool[188] that country offices did not have before the CSPs came into place. However, tracking of gender in CPBs has been a challenge and WFP has struggled to account for funding to gender equality and other cross-cutting issues and to demonstrate the associated results. While country offices were aware of the Gender Office guidance that 15 percent of funds should have been spent on gender equality activities by 2020, most countries remain unclear on how to implement this commitment. Work is under way to address this challenge, with guidance and templates developed,[189] however, country offices will need considerable support to effectively apply the methodology.[190]

105.   The upward trend in corporate resourcing to cross-cutting issues has increased institutionalization of and attention to these issues in CSPs. CSPEs highlight examples of increasing focus on cross-cutting issues. For example in Mozambique, attention to protection and accountability to affected populations was significantly enhanced after the CSP MTR detected gaps in protection (see Box 10, Annex M). In addition, the recent strategic evaluation of nutrition and HIV/AIDS[191] found that by 2021, WFP had increasingly integrated nutrition objectives through its programmes and systems to make them more nutrition-sensitive, with a

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[183] WFP. 2015. WFP Gender policy (2015–2020). Executive Board, Annual Session. Rome, 25– 28 May 2015.
[184] WFP. 2020. Disability Inclusion Road Map 2020–2021.
[185] WFP CSPEs; Cameroon, the Gambia, India.
[186] WFP. 2020. Evaluation of the Gender policy (2015–2020). May 2020.
[187] WFP. 2020. Strategic Evaluation of Funding WFP's work.
[188] Key informant interviews and Online Survey respondents.
[189] WFP. 2021. CSP Gender Equality Budget guidance. Updated March 2021.
[190] WFP. 2020. Strategic Evaluation of Funding WFP's work.
[191] WFP. 2022. Strategic Evaluation of Nutrition and HIV/AIDS.

total of 69 countries including nutrition-sensitive activities in their CSPs. With the introduction of the WFP Environmental Policy (2017), regular environmental impact screenings have been part of first-generation CSP implementation. However, the implementation of environmental screening is country specific, with some country offices paying attention to environmental screening,[192] and others not.[193]

106.   The CSP policy has helped country offices to systematically integrate cross-cutting issues across their entire CSP, with the shift to one strategic document to guide a country. Case studies in Haiti and Tunisia undertaken as part of the Strategic Evaluation of School Feeding's contribution to the SDGs[194] found that the CSP structure has been conducive to enhancing gender-sensitive and nutrition-sensitive programming and to ensuring stronger connections between these areas and school feeding programming.

107.   The CSP policy has not led to improved analysis of cross-cutting issues, although there are some positive examples of improved gender analysis. The recent evaluation of the COVID-19 response[195] found that gender analysis had been limited across WFP. In many contexts where gender analysis informed CSPs,[196] most Country Offices relied on secondary data or national ZHSRs, which had relatively weak gender context analyses.[197] Gender analysis to inform implementation is improving, but its use is confined to country offices where leadership has prioritized gender mainstreaming.[198]

2.2.3. Factors explaining results: Management, governance and accountability

Increased strategic guidance and reduced transaction costs

Shift foreseen by the Policy (CSP policy Impact 6):
→   CSPs **enhance the strategic role and efficiency of the Board**, increasing its ability to provide strategic oversight and guidance.
→   CSPs increase **operational efficiency**. CSPs reduce the process-management burden for WFP at the country, regional and headquarters levels and increase the efficiency and quality of planning and implementation (by integrating strategic and programme planning, resourcing, technical support and performance management, and replacing individual project documents).

Summary of findings: Overall, the intended reduction in the volume of separate project documents with different timeframes has been achieved. Yet operational efficiency related to reduction of process-management burdens has not been fully realized as the system has become more complex, with increasingly redundant layers of review of planning and budgeting documents. Nevertheless, some steps of the PRP process have been eliminated or streamlined since the policy was adopted and overall time from submission of CSPs and revisions to their approval has improved. The Board has gained increased oversight, and in some cases offered higher-level strategic guidance.

108.   **Transaction costs remain a concern among WFP staff and are a particularly acute issue for smaller Country Offices**. Nineteen percent of staff surveyed selected reduced transaction costs as the area the Policy had had the least or most negative impact, which is an improvement from the 30 percent that said the same in 2018. Larger country office survey respondents were less negative about transaction costs than those in smaller country offices. In interviews, larger country offices with more complex portfolios expressed the greatest appreciation for the efficiency of the CSP approach, noting how resource intensive it had previously been to plan and manage multiple different projects on different timelines.

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[192] South Sudan, Sudan.
[193] Gambia, Mozambique, Palestine.
[194] WFP. 2021. Strategic Evaluation of the Contribution of School Feeding Activities to the Achievement of the SDGs.
[195] WFP. 2022. Evaluation of the WFP Response to the COVID-19 Pandemic Centralized Evaluation Report OEV/2020/062. January 2022.
[196] Kyrgyz Republic, Nicaragua, Rwanda, South Sudan, Sri Lanka, and Zimbabwe.
[197] WFP. 2022. WFP. 2020. Evaluation of the Gender policy (2015–2020). May 2020.
[198] WFP. 2022. WFP. 2020. Evaluation of the Gender policy (2015–2020). May 2020.

109.   There are substantial planning transaction costs at the early (in-country level) stages of CSP planning, but they allow for the generation of a strong strategy. Each stage of the CSP development, review, approval, and revision process includes efforts to incorporate strategic guidance and generates transaction costs. This begins at the country office level as needs assessment, evidence and lessons on past performance, corporate programme guidance and regulations, and consultations with external stakeholders are used to draft a CSP. At the in-country design stage, the efficiency of planning is somewhat in tension with the quality improvement of planning, as quality improves with a more participatory, thoroughly evidence-based and reflective process. Regional bureaux play a strong and well appreciated role in helping country offices craft CSPs by sharing lessons, interpreting guidance, and helping navigate regulations. In some cases, the Programme Cycle Management unit has also played a direct role in supporting individual second-generation CSP development. Transaction costs including the amount of time (duration and level of effort) prior to headquarters submission are not consistently or centrally tracked and thus cannot be measured to assess trends.

110.   The global Programme Review and Approval Process (PRP) [199] is intended to ensure quality, coherence, and compliance with WFP policies and regulations, but leads to duplicative and unnecessary transaction costs. Redundancies become more apparent after the regional bureau approves a CSP and submits it to headquarters in the System for Project Approval (SPA Plus). Between June 2017 and June 2020, the global PRP process began eight to nine months before the EB session at which a CSP was to be approved, with submission of a concept note that went through a pre-strategic Programme Review and Approval Process (s-PRP) review at headquarters followed by the endorsement of the Executive Director and an informal Executive Board consultation. After June 2020, the requirement for concept notes and related Board consultations was eliminated.[200] Since this change, the PRP process begins when the regional bureau posts the draft CSP document or budget revision on the online SPA Plus system, approximately seven months before the Board session. Five days later, a s-PRP meeting is held where headquarters directors and senior management provide strategic comments and adjustments for consideration. After the s-PRP, the Operations Management Support unit circulates a note for the record within two working days. The day after the s-PRP meeting is held, the Regional Bureau adds supporting budgetary and performance management information to SPA Plus and the electronic PRP (e-PRP) process begins, during which units from across headquarters provide technical comments within five working days. Country offices and regional bureaux then respond to comments in the SPA Plus system, make necessary adjustments, and resubmit revised documents for headquarters units' review and clearance followed by ED endorsement. After this step, WFP Operations Management Support shares the CSP package with the Executive Board Secretariat for editing and translation.

111.   WFP staff noted that the s-PRP and e-PRP often generate duplicative comments ranging from strategic to highly technical, many of which have already been discussed and addressed between the country office and regional bureau at earlier stages.[201] Review of the PRP comments provided to the evaluation team confirms this. Comments and responses also highlight the tension between alignment to context, resource mobilization/donor interests, specific headquarters unit interests and priorities, and corporate performance management architecture. Commentors seek additional details on evidence sources and targeting approaches, as well as activity and modality selection. This comes into conflict with the intended strategic nature of the process and is also in opposition with the possibly advanced state of endorsement of the CSP package with the national government and resident/humanitarian coordinator. This misalignment creates challenges and potentially affects the credibility of these processes if significant changes are required. Responding effectively to any SPRP comments at this stage is almost impossible due to timeline issues.

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[199] Evaluation team synthesis of information contained in the WFP CSP Manual, Executive Director Circulars (OED2021/011, OED2020/013 and OED2016/006), and various iterations of OMS PRP Sequence/Timeframe for new CSP/ICSP review approval flowcharts.
[200] Under the revised PRP a CO can choose to solicit early headquarters feedback by presenting an initial draft of their Line of Sight in a pre-sPRP meeting.
[201] Evaluation interviews, qualitative survey responses.

112. **Processes put in place to implement the CSP approach have increased visibility and oversight for the Executive Board.** The Executive Board has gained increased visibility and oversight/approval authority under the CSP policy, through various revisions to the PRP process and with changes to the delegations of authority for CSP and revision approval. Analysis of the recurring issues raised by EB members[202] during informal consultations and formal EB sessions shows patterns of frequent comments, some of which appear to be more strategic, such as comments on planned strategic shifts within a country, the use of theories of change, questions about assumptions, risks and strategic alignment with national governments and the United Nations system. Other frequent comments around the quality and inclusion of content on gender, protection, accountability to affected populations and disability as well as the nexus have influenced both CSP design and the policy agenda within WFP. Frequent topics of Board comments relate to specific programme activities, capacity strengthening, activity bundling, transfer modalities and targeting – which vary from more strategic to much more technical. The process of engaging the Executive Board prior to the formal session at which a new CSP is to be considered and approved has changed multiple times (see Table 3).

Table 3. Evolution of Executive Board engagement in PRP process prior to formal session

	2017 Sessions			2018 Sessions			2019 Sessions			2020 Sessions			2021 Sessions		
	Feb	Jun	Nov	Feb	Jun	Nov	Feb	Jun	Nov	Feb*	Jun	Nov	Feb	Jun	Nov
Pre-engagement — Informal Consultation on Concept Notes					▓	▓	▓	▓	▓		▓				
Pre-engagement — Electronic review of CSP document (open 20 working days)			▓	▓	▓	▓	▓	▓	▓		▓	▓	▓	▓	▓
Pre-engagement — Informal Consultation on CSP document	▓	▓	▓	▓											
Approval — Formal EB session - # of CSPs/ICSPs approved**	8	6	11	5	5	13	11	14	11		1	4	1	3	2
Revision — Electronic review of Crisis Reponse revisions (5 working days)							▓	▓	▓		▓	▓	▓	▓	▓
Revision — Electronic review of non-emergency revisions (10 working days)							▓	▓	▓		▓	▓	▓	▓	▓
Revision — # of CSP revisions approved by EB*** (including by correspondence mechanism)		0			19			9			1****			6	
correspondence only		0			17			7						6	

* held in April 2020 due to COVID-19, no CSP/ICSP presented

** all CSPs in 2021 approved through vote by correspondence mechanism, EB session noted is based on closest session to date of approval

*** including period since last EB formal session for approval by correspondence

**** during 2020 all but one revision fell within the authorities delegated below the EB , 16 revisions were submitted to the EB for electronic review

Source: WFP SPA tracking sheets provided by Operations Management Support, evaluation team analysis

113. Under the previous system, the Executive Board did not approve Emergency Operations (EMOPs) or Special Operations[203] nor any related budget revisions, which were instead approved by the Executive and Director General of FAO if the food and cash-based transfer value was above USD 3 million, or by the chief of staff or regional director.[204] WFP staff recall that these project documents were expedited for approval within 24–72 hours.[205] Since the CSP policy was adopted, the PRP process and delegations of authority for

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[202] WFP. 2022. Executive Board recurring issues: Ongoing issues and key considerations for CSPs raised in recent Executive Board sessions.
[203] Update on the Integrated Road Map: Proposed delegations of authority and other governance arrangements (WFP/EB.1/2020/4-A/1/Rev.2).
[204] WFP. 2013. Summary of Delegations of Authority for Approval of Budget Revisions. Internal guidance, unpublished.
[205] Interviews with WFP staff.

budget revision approval have evolved. In 2018, interim delegations of authority were introduced and complimented by a five-day online review for EB members for crisis response budget revisions involving the lower amount of a 25-percent or greater increase in the overall plan's latest Board-approved CSP budget value or a USD 150 million increase, prior to the approval of the Executive Director and, if required, the Director General of FAO.[206] Based on feedback from Member States in 2019, the threshold for board review of crisis response budget revisions was lowered to the lesser of 15 percent or USD 150 million.[207]

114. **WFP has made some key changes that have improved CSP review, approval, and revision efficiency and oversight over time**. With the removal of the concept note requirement, the elapsed time required for the PRP process has been reduced by roughly two months. In 2020, an online clearance function was introduced in SPA Plus that saved two to three days of time previously spent on headquarters units' clearance of CSPs after comments are addressed and changes made.

115. Analysis of the total elapsed time for review and approval for budget revisions, disaggregated by the delegated level of authority required for approval, suggests that total review and approval time has improved and approval time on its own has substantially improved.[208]

Figure 14.   Budget revisions: Average total review and approval time (days) and Average approval time (days) 2018–2021
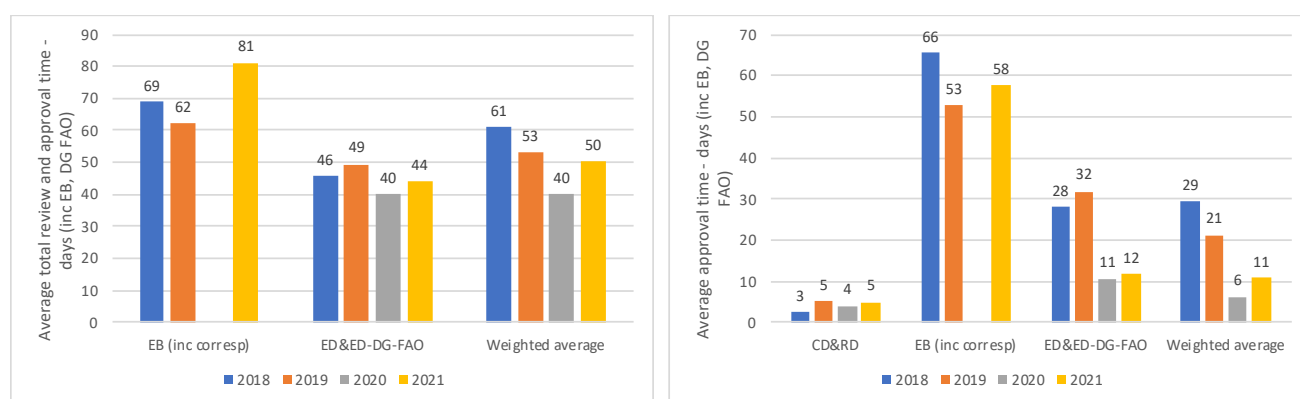
Source: Evaluation team analysis of data contained in SPA tracking files, provided by Operations Management Support[209]

Note: EB (inc corresp) = Executive Board including correspondence; ED&ED-DG- FAO = Executive Director WFP and/or Executive Director Director-General, FAO; CD&RD = Country director and regional director

Note: Weighted average takes the average time for each category and weights it by the number of budget revisions for that category

116. Evidence from CSPEs presents a mixed picture of the experience with CSP and budget revisions, with some countries (e.g. Bangladesh, the Gambia and Sudan) reporting flexibility and adaptability and other countries (Kyrgyz Republic and Nigeria) reporting that these processes did lead to delays. The Office of the Inspector General – Audit also observed that country offices are hesitant to go through such revisions even

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[206] "Update on the Integrated Road Map" (WFP/EB.2/2017/4-A/1/Rev.1) This additional review was introduced to address Executive Board concerns about loss of transparency related to crisis response related BRs that would have previously been included in PRRO BRs. In exceptional circumstances the 5-day review can be waived in certain circumstances as per paras 112 of the EB.2/2017 IRM Update and 61 of the EB.1/2020 IRM Update, until after ED/DGFAO approval when it would impede life-saving activities.

[207] "Update on the Integrated Road Map" (WFP/EB.1/2020/4-A/1/Rev.2), the rationale for lowering the threshold was that crisis response focus area is broader than former EMOPs and thus includes some activities that would have previously been included in PRROs, and therefore subject to board review and approval.

[208] On consultation with WFP OMS, two budget revision durations were calculated: 'approval time', which represents the clearance process (the time from submission of the budget revision for approval to its actual approval including the Board review where relevant), and 'total review and approval time' that encompasses approval time plus the time taken for internal (s-PRP and e-PRP) review. These were disaggregated by delegation of authority, again in consultation with OMS, as the level of that has such a strong impact on the length of time required (c.f. approval time for CD & RD with the Board); analysis without this produces near meaningless results.

[209] In 2021, OMS stopped tracking review and approval time for budget revisions that can be approved by Country or Regional Directors. Three budget revisions removed from analysis as outliers.

when required due to the lengthy budget revision process, and the COVID-19 evaluation stated that staff reported routinely trying "all other routes" to avoid budget revision requests.

117. **Other agencies' management and authorization processes are significantly more decentralized**. UNICEF headquarters is only substantively involved in Country Programme Document (CPD) development and only upon request, and technical programme units are not involved in the review and approval of CPDs.[210] CPDs are endorsed by the regional director on the advice of the Regional Chief of Planning and Monitoring and are approved by the EB on a no-objection basis. The overall indicative envelope for budgetary authority is approved by the UNICEF Executive Board but allocation within the envelope can be adjusted by the country representative as needed without further approval. UNHCR processes are similarly significantly more decentralized than those of WFP (see Annex N).

Simpler and more predictable resource allocation

Shift foreseen by the Policy (CSP policy Impact 4 & 8):
→ CSPs integrate resource mobilization efforts and the budget structure facilitates fundraising.
→ Resourcing efforts are driven by increasing the **alignment of aid** with donor and host country priorities; promoting **local resource mobilization**; allocating humanitarian funding **in proportion to needs**; and seeking **flexible and predictable funding.**
→ The CSP approach fosters identification of opportunities to design **new funding models.**

Summary of findings: The CSP approach is perceived to have a positive influence on resource mobilization and particularly on resilience programming. Despite the significant growth in budgets at WFP, the funding gap has grown and funding continues to be relatively short term. WFP private-sector funding remains much lower than that of its peers, though the adoption of the 2019 private sector strategy and a critical corporate initiative is beginning to yield results. The predictability of WFP funding has not substantially improved.

118. Between 2015 and 2021, WFP total contributions increased by 92 percent,[211] compared to 62 percent for UNICEF[212] and 38 percent for UNHCR.[213] Total needs continue to significantly outpace funding. Between 2017 and 2021 the gap between WFP aggregated needs-based plans and the allocated programmable budget has fluctuated, with an average funding gap of 33 percent. The average funding gap varied by focus area over this four-year period (crisis response, 29 percent; resilience building, 43 percent; root causes, 42 percent, other 33 percent). Funding of resilience building plans has declined over the past four years, reaching a low of 48 percent, while coverage of root causes improved significantly in 2021, reaching 69 percent.

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[210] Under a previous system programme concept notes went to Regional Offices and headquarters units and resulted in a high volume of comments from dozens of offices but based on feedback regarding inefficiencies and limited value this process was disbanded.
[211] WFP. 2015–2021. Annual Performance Reports.
[212] UNICEF. 2018–2021. Funding Compendiums.
[213] UNHCR. 2016–2021. Updates on Budgets and Funding.

Figure 15.   Percentage of Needs-based Plans funded by allocated programmable budgets, 2018–2021
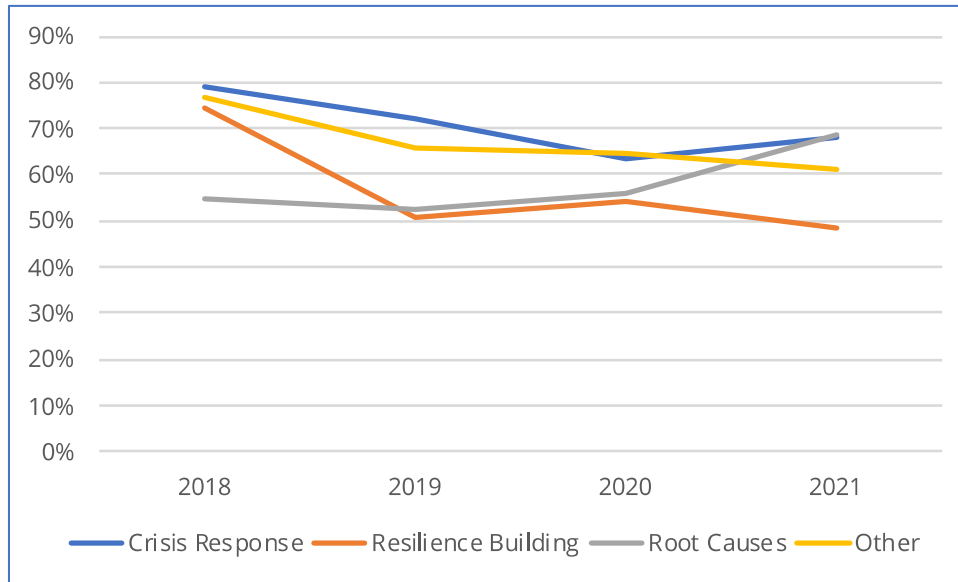
Sources: WFP CPB Resources Overview

119.   UNICEF and UNHCR publicly report different information regarding their global funding gap between assessed needs and contributions. UNHCR reports its global funding gap based on its total assessed needs and total funds available each year, showing an average funding gap of 44 percent (compared to 56 percent funded) between 2015 and 2021. [214] UNICEF does not publicly report its total assessed needs for non-humanitarian programmes but does report on the funding gap for its humanitarian action for children, which shows an average of 41 percent (compared to 59 percent funded) for the same period. [215]

120.   In the ten years from 2011 to 2020, the average funding gap for United Nations-coordinated appeals was 40 percent, with a sharp rise in 2020 as global humanitarian needs increased dramatically.[216]

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[214] Data compiled by the evaluation team from various iterations of UNHCR Updates on budget and funding to the Executive Committee of the High Commissioner's Programme, Standing Committee from 2016 to 2022.
[215] Data compiled by the evaluation team from various iterations of the annual UNICEF Humanitarian Action for Children Overview from 2015 to 2022.
[216] Willitts-King, B. and Spencer, A. (2021) Reducing the humanitarian financing gap: review of progress since the report of the High-Level Panel on Humanitarian Financing. London: ODI (https:// odi.org/en/publications/reducing-the-humanitarian-financing-gap-review-of-progress-since- the-report-of-the-high-level-panel-on-humanitarian-financing).

Figure 16. **Total requirements and funding for United Nations-coordinated appeals, 2011–2020 (USD billions)**
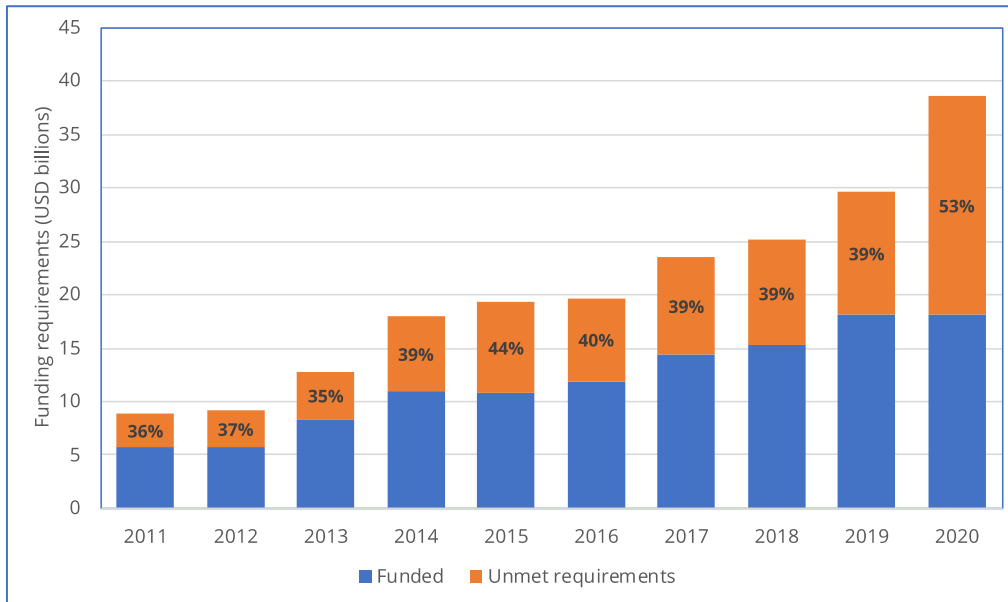
Source: Willitts-King, B. & Spencer, A, derived from United Nations OCHA FTS data

121. **WFP remains more reliant on governmental donors (including inter-governmental donors) than UNICEF and UNHCR**, which have both invested heavily in private sector fundraising for many years. Yet the decision by the WFP Executive Board in 2019 to authorize the private sector strategy and a related investment through a Critical Corporate Initiative has shown early dividends. UNHCR also receives assessed contributions[217] from United Nations Member States, totalling USD 40 million in 2020 (or 0.82 percent of its total revenue.[218] In 2021, UNHCR received USD 625 million from the private sector (13 percent of total contributions), UNICEF received USD 2.07 billion (26 percent of total contributions), whereas WFP received USD 205 million (2 percent of total contributions).

Figure 17. **Total contributions from private sector sources (amounts and percentages) for WFP, UNICEF, UNHCR, 2015–2021**
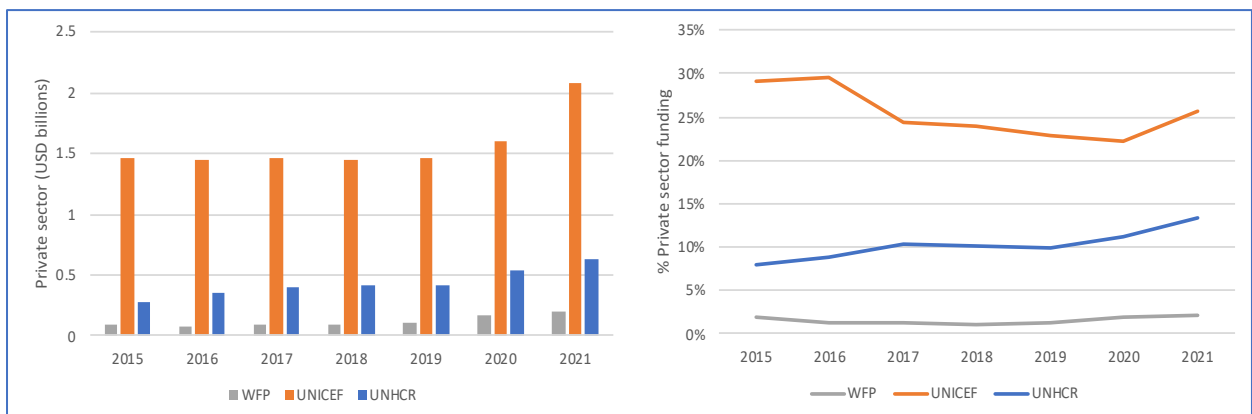
Sources: WFP WINGS and Annual Performance Reports, UNICEF Funding compendiums, UNHCR Global Reports

122. **The predictability of WFP funding has not substantially improved since the CSP policy was adopted**. Definitions of multi-year funding are not consistently applied or reported on within United

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[217] Assessed contributions are "membership fees that all Member States are obligated to meet". Dag Hammarskjöld Foundation, United Nations MPTF Office. 2022. Financing the UN Development System.
[218] Total revenue is the combined amount of income received from all sources (contributions, fees, product sales, etc.)

Nations agencies or among donors.[219] Between 2016 and 2018, donors reported that their multi-year humanitarian contributions increased from 29 percent of total contributions to 36 percent.[220] By contrast, direct recipient organizations reported a much lower percentage of total contributions in the form of multi-year funding.[221] Multi-year funding has increased by some definitions but the proportion of WFP grants with a duration of more than two years has decreased.

123.   UNHCR has reported on the amount of multi-year funding that it was "able to draw upon" in certain years,[222] most recently USD 575.1 million in 2021 (equivalent to 12 percent of total contributions).[223] UNICEF reports the percentage of funding that is multi-year annually, which stood at 36 percent in 2021.[224] In 2021, by contrast, WFP reported that 15 percent of the contributions it received were in the form of multi-year funding.[225]

124.   Analysis of WFP contributions by grant duration presents a more nuanced picture. In 2012, 47 percent of total WFP contributions came from grants with a duration of less than two years, whereas in 2021 this rose to 80 percent, which is linked to the overall growth in WFP funding linked to emergencies. When weighted by USD value, the proportion of grants to WFP has shifted over time, with a decrease in the total amount of grants with a duration greater than two years (including open-ended grants). Grants with a duration between one and two years increased the most: from 20 percent of the total contributions in 2012 to 45 percent in 2021. Grants with a duration of less than one year and "multi-year" grants (which indicate likely predictable renewal but only have a contract duration of one year[226]) have increased slightly.

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[219] Development Initiatives, "Global Humanitarian Assistance Report 2022", page 98,
https://devinit.org/documents/1221/GHA2022_Digital_v8_IdHI18g.pdf
[220] Development Initiatives, "Multi-year humanitarian funding: Global baselines and trends, background paper" March 2020, https://devinit.org/resources/multi-year-humanitarian-funding/.
[221] Ibid.
[222] UNHCR Global Report, 2021 and 2020.
[223] It is unclear if this reported figure only counts multi-year funding disbursed in that year or funding that may be spent in subsequent years.
[224] UNICEF Funding Compendium 2021.
[225] WFP. 2022. Annual performance report for 2021. Executive Board Annual session. Rome, 20–24 June 2022.
[226] WFP. 2020. Strategic Evaluation on Funding of WFP's Work. "WFP makes a distinction between multi-year funding and long duration grants. The WFP definition of multi-year contributions are funds committed on a certain date which WFP can predictably count on in the following years. They are intended to provide support over more than one year but are registered within the WFP systems as separate grants – one for each year of the agreement. Long duration contracts are more flexible in that they could theoretically be spent in the first year if needed."

Figure 18. Duration of grants to WFP weighted by USD value
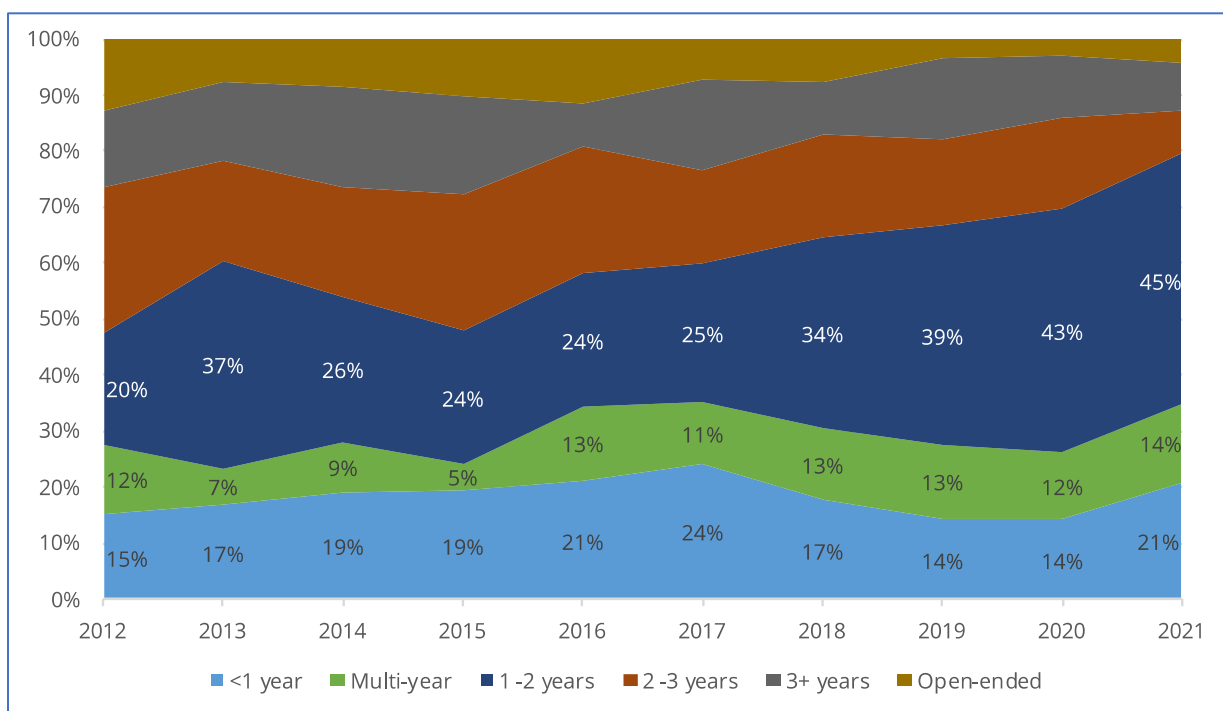
Source: Distribution Contribution and Forecast Stats; evaluation team analysis; duration of grant, weighted by value (USD): Grant duration calculated for positive contributions only.

125. Disaggregation by focus area for WFP contributions between 2017 and 2022[227] shows that 78 percent of crisis response contributions had a grant duration of less than two years. Over the same period, grant duration weighted by value is longer for resilience building (56 percent less than two years), and Root Causes (35 percent less than two years), but both have seen a decrease in the value of grants with a duration of three years or more.

Equipped WFP country offices

 Shift foreseen by the Policy (CSP policy Impact 4):
→ WFP Country Offices are equipped with information, **skilled staff and required capacities** in line with the **WFP People Strategy.**
→ Regional Bureaux and Country Offices have central roles in leading the transition.
→ Guidance and training on the design and implementation of CSPs are provided to staff. **Gaps in human resources are filled** and the transition process generate lessons for improving implementation.

Summary of findings: Staffing for country offices to meet the ambitions of the CSPs has remained challenging. Workforce planning has been insufficiently adapted to needs, and the skillsets of available staff are not optimally aligned with WFP ambitions to play a catalytic and more upstream role. The rotational system at WFP, coupled with extensive use of temporary appointments with relatively short duration reduced WFP capacity to retain talent. The new People policy (2021) is guiding a more strategic approach to workforce planning.

126. **Most staff received training and other forms of support as part of the process of organizational change**. Most staff have had access to documentation and received a combination of

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[227] WFP. 2022. Distribution Contribution and Forecast Stats; evaluation team analysis; data for 2022 as of October 2022.

different forms of support that have been useful to them. Only one quarter of staff report receiving training on skills needed for thematic and development work (see Figure 19).

Figure 19.   Staff responses related to CSP implementation at the country office level: 'What training and support have you received to help implement the CSP policy' and 'Which have been useful for implementing CSPs'
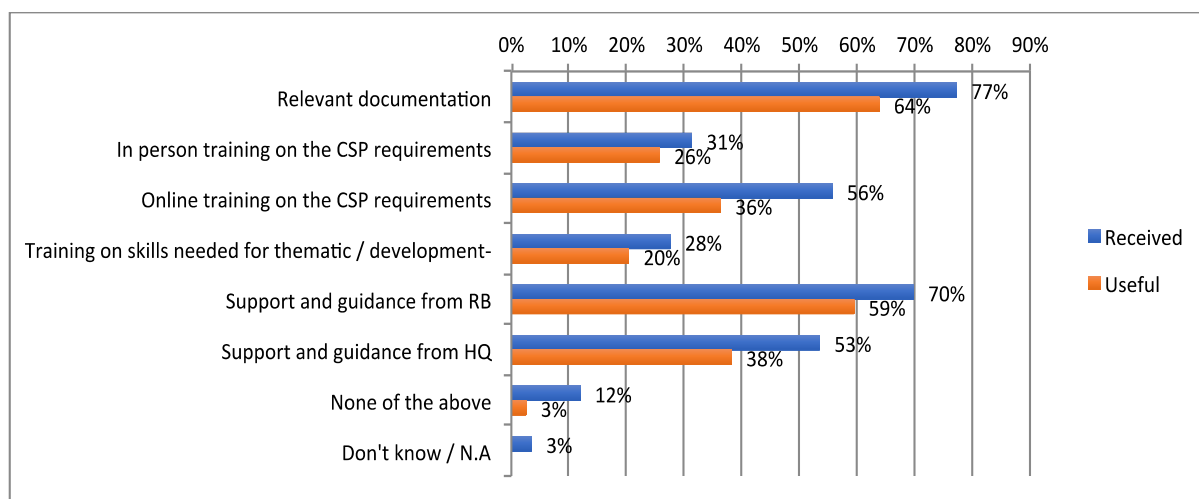
Source: Evaluation Global Survey

127. **Overall, the support provided is positively assessed,** in particular regional bureau support documentation, and in-person training both receive positive reviews,[228] with responses from national staff (not shown) more positive than those of internationals. However, qualitative answers to the survey described significant challenges related to the amount and complexity of guidance; training not being up to date; insufficient coordination between headquarters and regional bureaux and thus contradictory guidance or loss of time; frequent changes in guidance, making the training less useful; and inappropriate guidance, reflecting the lack of field experience of the staff responsible for drafting such guidance.[229] Requests for further support focussed on increasing the availability of in-person training and mentoring, stronger collective learning, and stronger and better guided exchanges of experience.

128. **Staffing for country offices to meet the ambitions of the CSPs has remained challenging.** Review of the CSPEs[230] highlights consistent gaps in staffing, with shortfalls in areas such as policy influencing, cross-cutting issues and climate, as well as challenge in terms of staff continuity. Recommendations from CSPEs highlight the need for corporate action to guarantee minimum staff capacity. For example, in Timor-Leste: "In order for WFP to remain relevant and effective … headquarters should ensure a threshold of sustainable and predictable funding to guarantee a minimum core stable team in the country office". Recommendations also focus on more effective partnerships to cover gaps in skill sets.[231]

129. **Workforce planning has been insufficiently aligned with the CSP rollout.**[232] As early as the pilot phase of the CSP policy, and in line with the commitment to addressing country office staffing, staff realignment exercises were launched, supported by regional bureaux, to identify staff needs. The utility of these exercises early on was mixed. In some countries, the exercise was disruptive, creating insecurity around staffing positions and in some cases leading to tensions among staff. The exercise was also not always well timed with other elements of the CSP cycle. Other countries reported finding that the exercise

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[228] Supported by country illustrations that brought out many examples of regional bureaux roles and support to CSP design and implementation.

[229] These survey findings were also triangulated with views from the Organizational Change Round Table.

[230] Synthesis of CSPEs, and synthesis of CSPE recommendations (Bolivia, Cameroon, China, Democratic Republic of the Congo, El Salvador, India, Indonesia, Jordan, Kyrgyz Republic, Lao PDR, Mozambique, Peru, South Sudan, Sri Lanka, Timor-Leste, Zimbabwe).

[231] Evaluation team analysis of recommendations from CSPEs.

[232] Country illustrations and evaluation survey.

allowed for some necessary adjustments to staff.[233] The evaluation of the People Strategy concluded that while alignment exercises had helped to "improve elements of workforce planning" they were "only beginning to develop a coherent approach to related challenges".[234] Externally, a similarly critical assessment was made by MOPAN: "*Workforce planning remains a key structural challenge with the potential to affect success ...challenges remain in securing the required numbers and skillsets in the right places.*" [235]

Box 5   Bangladesh country illustration: Strategic workforce planning and alignment with the CSP process

The design of the second-generation CSP offered the country office an opportunity to restructure. However, the Strategic Workforce Planning was not well-timed with the new CSP design. The new organigram was finalised nine months after the CSP started, and the full results of the Strategic Workforce Planning will only be ready by the start of 2023. The country office noted that it will then take at least six months to hire the right staff, and another six months to train and integrate them into the country office, leaving only three years of implementation of the CSP, reflecting a loss of approximately two years of the CSP to realignment processes. The changeover of country office leadership has similarly not been optimally aligned. An interim country director came in at the start of the CSP, mandated with the staffing realignment exercise, followed by a new country director who came six months later. This led to delays in appointing activity managers and sensitising staff to the new CSP.

130.   Country offices have struggled to put in place the right set of skills for CSP implementation and for new areas of engagement and areas where funding is not swiftly mobilized[236] and have experienced significant limitations because of short contracts and temporary contracts. There has been some improvement in this regard (Figure 19 above), resulting from corporate attention to this issue.

Figure 20.   Survey responses to the statement 'The human resources implications of this big change [CSP policy] are yet to be sufficiently and satisfactorily addressed'
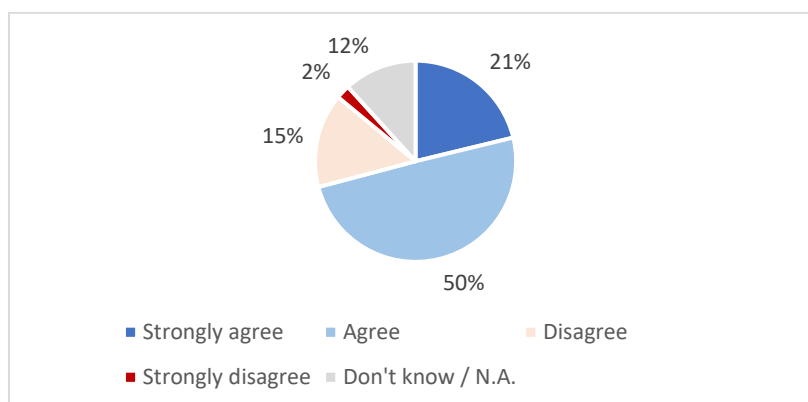
Source: Evaluation Survey

131.   **The level of ambition of CSPs compounded staffing challenges.** Problems of staffing predate the CSP policy and were made more visible by the new CSPs.[237] New ambitions compounded these pre-existing issues. In some cases, the realities of staffing constraints were not adequately taken into account in CSP planning.[238] The creation of Activity and Outcome manager positions, in particular, saw technical staff being moved to managerial positions without adequate skills or training,[239] and in some countries, and across

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[233] Selected country illustrations.

[234] WFP. 2020. Evaluation of the WFP People Strategy (2014–2017). January 2020.

[235] MOPAN. 2019. MOPAN 2017–2018 Assessments – World Food Programme (WFP) Revised April 2019 (p.26).

[236] WFP. 2019. Multilateral Organisation Performance Assessment Network (MOPAN) 2017–2018 Assessments. Revised April 2019. (p.26): country illustrations (Sudan, Mozambique), review of 26 CSPEs.

[237] Internal Audit of the Integrated Road Map Pilot Phase in WFP. 2018).

[238] Regional Bureau interviews and Round Table 3 on Organizational Change.

[239] Evidence from Organizational Change Round Table and qualitative evaluation survey responses.

different contexts, there has been insufficient coordination across activities due to the absence of a Programme Manager position.[240] This structure contributed to fragmentation and siloed working.[241]

132. Overall staffing levels increased and there has been a positive evolution in the type and duration of contracts for national staff. This is a positive development which aligns with CSP needs of multi-year planning and longer-term programming as well as with the importance of keeping national staff on board in the interest of continuity.

Figure 21.   Growth in country office staffing (2012–2022)
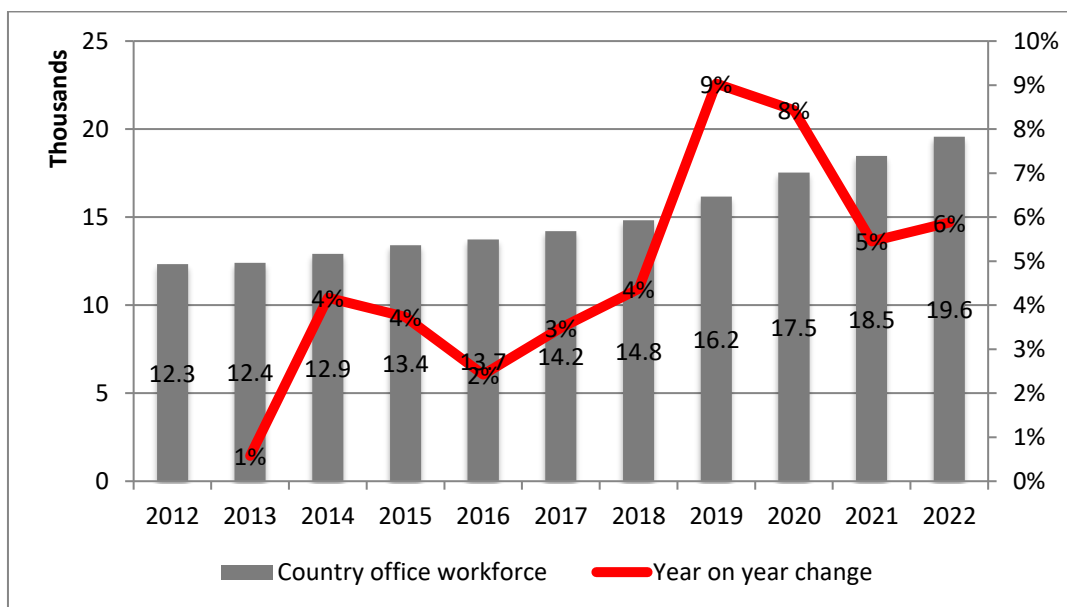
Source: WFP Human Resources Management Information system (HRMOI)

Figure 22.   Growth in staff by contract type (2012–2022)
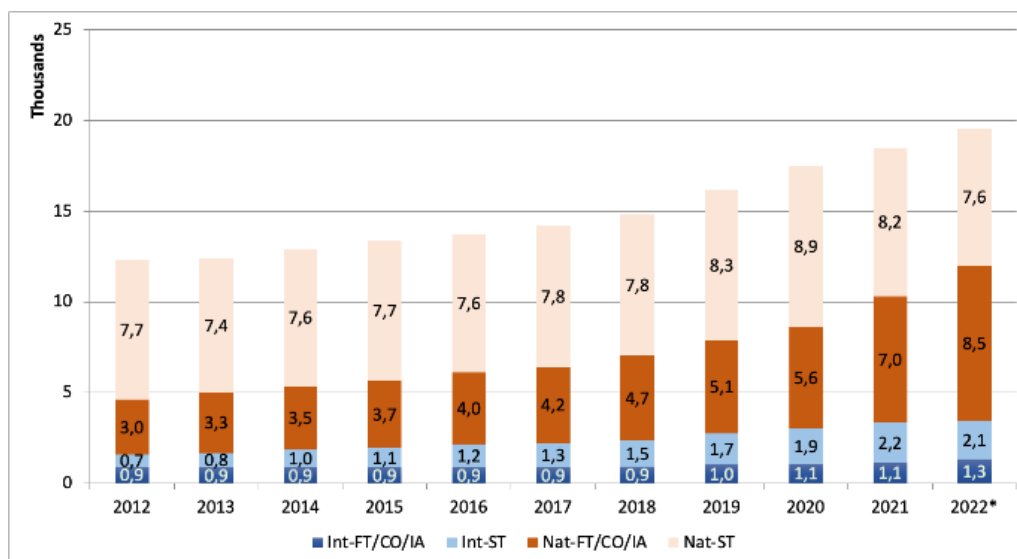
Source: WFP Human Resources Management Information system (HRMOI)
Note: Int-FT/CO/IA = International fixed-term/Country office/Indefinite appointment; Int-ST = International short-term; Nat- FT/CO/IA = National fixed-term/Country office/Indefinite appointment; Nat-ST= National short-term

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[240] Evidence from country illustrations in El Salvador and Mozambique, and from Kenya CSPE. This position was subsequently created.
[241] Evidence from the Organizational Change Round Table and qualitative evaluation survey responses.

133. **Workforce planning has evolved and taken on a more strategic nature**. In support of the second-generation CSPs, strategic workforce planning has been introduced. Guided by the new People policy and a more holistic approach to Human Resource Planning, early feedback suggests this will allow for a more strategic approach.[242] However, there is still concern that there is a mismatch between CSPs promised achievements and country office staff capacity, even with additional hiring. A recent director's circular recognizes the continued challenges: "Strategic planning of organisational structures as well as efficient use of the contractual framework have emerged as critical components for the implementation of the Strategic Plan and therefore for a successful delivery of our mandate."[243]

Enhanced performance management, reporting and accountability

Shift foreseen by the Policy (CSP policy Impact 8, Performance Management):
→ CSPs deliver **demonstrable results at the country level and improve WFP accountability** to beneficiaries, host governments, donors and other partners.
→ Monitoring, reviews, and evaluations support accountability, with findings and lessons being used to **refine the work of WFP and future engagement.**
→ The approach makes it **easier** to evaluate country portfolios, measure progress and extract lessons from country-level actions.

Summary of findings: Since 2017, WFP has invested significant efforts and resources to adjust performance measurement, reporting and evaluation approaches in line with the CSP policy. The influence of monitoring on the ability of WFP to refine its work and future engagement as foreseen by the Policy remains limited, but the process of conducting MTRs is intended to fill this gap. The Office of Evaluation has significantly expanded its capacity and support to country offices for decentralized evaluations and management of CSPEs. The value of CSPEs is recognized, but there are concerns about one-size fits all coverage requirements, costs, and timeliness. The total combination of monitoring, reporting and evaluation requirements has led to challenges in sequencing, timing, and absorptive capacity to make use of the evidence being generated. Regional bureaux and headquarters have initiated efforts to support integration of evidence in programming.

134. The CSP policy itself only contained a few paragraphs related to performance management, reporting and evaluation. Key informants felt that the policy did not sufficiently consider or articulate the implications for implementation.[244] However, soon after CSP policy adoption, WFP began introducing a wide range of new performance measurements, reporting, review and evaluation requirements, tools, and processes aimed at enhancing learning and accountability.

Box 6   Changes to performance measurement, reporting, evaluation, and oversight

Performance measurement, monitoring and reporting is guided by the Corporate Monitoring Strategy,[245] the CRF, CRF business rules, Standard Operating Procedures for Monitoring, and Minimum Monitoring Requirements (MMR). This normative framework is complemented by a corporate monitoring guidance manual and tools and the CRF Indicator Compendium. Data for reporting on corporate indicators is compiled in COMET[246], which along with WINGS[247]

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[242] Evaluation interviews.

[243] WFP. 2021. Executive Director's Circular (Human Resources Division). OED2021/017

[244] Evaluation roundtable discussion.

[245] WFP.2018. Corporate Monitoring Strategy 2018-2021.

[246] Country Office Tool for Managing Effectively.

[247] WFP Information Network and Global System (WINGS) is the WFP corporate system for organizing data on actual contributions and expenditure within the organization.

generates the primary content for Annual Country Reports (ACRs, replacing previous Standard Project Reports) and the global Annual Performance Report.

Evaluation requirements mentioned in the CSP policy included that the full CSP portfolio be evaluated under the management of OEV, and that decentralized evaluations of selected CSP components would be managed at CO level. The evaluation coverage norms were revised to align with the expectations of the CSP policy and approved by the EB in 2018[248], requiring one CSPE and a minimum of one decentralized evaluation be conducted during each CSP implementation cycle.

The CSP policy introduced a new requirement for COs to conduct **Mid-Term Reviews** (MTR) of their CSPs each cycle. Additional guidance on MTRs has been included in the CSP Manual (formerly IRM manual) and a 2021 detailed guidance note.[249] The guidance note describes MTRs as being a CO-driven exercise to assess progress under the CSP and inform strategic and operational decision-making. CSPs with a duration of less than four years can ask that the MTR requirement be waived if a decentralized evaluation is planned during the implementation cycle.

Additional independent oversight is provided by the Office of the Inspector General, which, annually, determines the necessary coverage of internal audits, advisory services, and investigations (including those at a country level) based on an analysis of material risks to WFP objectives and allegations of wrongdoing or misconduct.

135.   Monitoring and reporting, as guided by the Corporate Results Framework (CRF), as well as evaluation, are intended to generate evidence for decision-making and accountability, including to inform planning, policy, and strategic and programmatic decisions.[250] Across the revised monitoring, reporting, and evaluation requirements introduced with the CSP policy, slightly more than half of survey respondents stated that CSPEs, MTRs, and ACRs have enhanced strategic decision-making in their offices, while around 40 percent stated that decentralized evaluations and the CRF have enhanced their strategic decision-making. Sequencing, timing, and absorptive capacity affects the uptake of evaluative work by country offices. Management culture and processes for internal learning within country offices (partly a function of management style) also influence uptake.

136.   WFP dedicates much more of its evidence-generation resources to population-based surveys than other activities and there are important gaps for financing key activities such as monitoring and evaluation capacity strengthening and conducting MTRs. Between 2020 and 2021, total budgets for these activities increased from USD 192 million to USD 203 million and expenditures increased from USD 129 million to USD 152 million.[251] The majority of expenditures are dedicated to staffing (42 percent) and equipment / services (22 percent) which cannot be attributed to specific activities. Population-based surveys had the highest activity-specific cumulative expenditures in 2021 (13 percent), followed by outcome monitoring (7 percent), evaluations (6 percent), and process monitoring (5 percent). CSP MTRs had the lowest total expenditures of just USD 549,000 (0.36 percent). The biggest relative funding gaps in 2021 were for thematic reviews and studies (67 percent), capacity-strengthening activities (57 percent) and CSP MTRs (57 percent). A total of 1,520 staff members[252] were dedicated to Vulnerability Assessment and Monitoring (370), monitoring (1,080) and evaluation (70) activities in 2021. The overall increase in budget and expenditures for evidence generation is in line with CSP policy statements regarding rigorous analysis of needs and generating evidence of potential impact. However, the overall allocation of resources deserves further consideration considering the evolution of the CCAs, UNSDCF monitoring and other United Nations entity-specific and national partner population-based surveys. Examining the current state of these other

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[248] WFP.2017. Annual evaluation report, 2017 (WFP/EB.A/2018/7-A/Rev.1) Evaluation coverage norms were further clarified in WFP WFP Evaluation Policy (WFP/EB.1/2022/4-C).
[249] WFP.2021. Guidance Note on CSP Mid-Term Reviews.
[250] WFP. 2018. Corporate Monitoring Strategy 2018–2021; "WFP Evaluation policy 2022", (WFP/EB.1/2022/4-C)
[251] WFP. 2022. VAM, Monitoring and Evaluation Planning and Budgeting Tool: Global analysis. Underlying data further analysed by evaluation team. Data unavailable prior to 2020 when this new tool was introduced.
[252] Across all contract types. Full-time equivalent is calculated based on the time allocation, in terms of workload, to a specific functional area (i.e. two staff allocating 1/2 of their workload to monitoring equals one FTE for monitoring) and does not equal to the number of staff in each functional area.

initiatives could help to ensure that WFP is optimizing its resources, if possible by pursuing more integrated joint assessments and monitoring.

137.   **Since 2017, WFP has achieved limited incremental progress towards the CSP policy's intention to enhance results monitoring**. In the rush to introduce the CRF alongside other IRM elements, many fundamental challenges with WFP monitoring systems were not addressed and new issues related to rigid alignment requirements were introduced. A revised version of the CRF[253] was introduced in late 2018, with a wider range of indicators meant to facilitate linking WFP strategies to the SDGs and more fully integrating management and key performance indicators. In 2022, the CRF was again fully updated to align with the new Strategic Plan.[254] This latest iteration of the CRF includes a three-tier results chain (impact, outcome, and output) to better align with good practices for results-based management and other United Nations entities and introduces "nutrition integration" as a cross-cutting area. Between formal iterations of the CRF, procedures and methodology have also incrementally evolved with changes to how different indicator data should be collected and calculated.[255] Some progress on the coverage of CRF indicators has been made on the basis of previous evaluation findings and recommendations, including addition of indicators for social protection and school feeding in 2018, and South-South and Triangular Cooperation (SSTC) and the use of technology in 2022.

138.   The CRF and its indicators fall short of enabling country offices to effectively measure and report on a complete set of country results. Specific indicator deficiencies were frequently cited related to capacity strengthening, resilience, gender, and other cross-cutting areas, as also evidenced by the Synthesis of evidence and lessons on country capacity strengthening from decentralized evaluations[256]. Most importantly the validity of indicators remains problematic as they do not capture/measure the changes that need to be observed due to an emphasis on simple quantification that can be aggregated versus more complex analysis of qualitative and quantitative evidence. Although the frequent changes to indicators are credited for the intention to improve WFP ability to measure results, they have also decreased the organization's capacity to demonstrate achievements in specific areas over time. Previous evaluations[257] corroborate the challenges expressed by key informants.

139.   The content of ACRs, derived from consolidated data collected for CRF indicators, has not obviated the need for continued specialized donor reporting. Some Member States continue to believe that the ACR is insufficient for their own reporting requirements. This may be related to specific requirements around frequency or timeframes of reports, to which the ACR format does not respond. In addition, they are concerned that the ACR does not clearly demonstrate how their contributions have led to results, and that monitoring budgets are not "ring-fenced", resulting in resources potentially being reallocated to other needs, leading to poor data coverage and quality.[258] WFP staff cite continued, and in some cases growing, demand for specialized donor reporting, and for reporting at a higher frequency than the annual ACR.[259]

140.   The influence of monitoring on the ability of WFP to refine its work and future engagement as foreseen by the Policy remains limited, yet the MTR can provide the opportunity to reflect on monitoring data and conduct important additional qualitative follow up. Key informants noted that the CRF and reporting requirements focus on corporate aggregation needs rather than actionable information for strategic and programmatic decision-making at the level of the individual CSP. The recent Evaluation Synthesis[260] and a 2018 internal audit[261] also demonstrate that WFP monitoring is primarily used for reporting but does not well serve the purposes of contributing to learning, decision-making and programme adaptation.

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[253] WFP. 2016. Corporate Results Framework (2017–2021). Executive Board, Second Regular Session. Rome, 14–18 November 2016.
[254] WFP. 2022. Corporate Results Framework (2022–2025). Executive Board, First Regular Session. Rome, 28 February – 2 March 2022.
[255] WFP staff interviews.
[256] WFP. 2021. Evaluation Synthesis of evidence and lessons on country capacity strengthening from decentralized evaluations
[257] Evaluation team synthesis of 26 CSPEs.
[258] Interviews.
[259] Country illustration interviews.
[260] WFP. 2022. Evaluation Synthesis of WFP's Performance Measurement and Monitoring (forthcoming)
[261] WFP. 2018. Internal Audit of Monitoring in WFP.

> "The real challenge that we have is that the Corporate Results Framework tells us nothing. So, whether or not we reached 61 percent of female children under five years old, doesn't tell me anything actionable. There are so many numbers, but you don't know where to focus your attention, honestly. So, it's a real pity because so much effort goes into gathering them and our systems don't tend to help us diagnose problems in a way that's meaningful." WFP Staff Interview

141. Nevertheless, the Mid-term Review is intended to enhance learning and inform strategic and operational decision-making by developing an understanding of why interventions have or have not achieved targets and worked as intended so that adjustments can be made during implementation.[262] Mid-term reviews are country-office driven, and of the reports provided, the majority (61 percent) were conducted as fully internal exercises.[263] Guidance on conducting MTRs[264] emphasizes the importance of using existing monitoring data but also recent evaluations and reviews and holding additional internal and external consultations to develop a deeper understanding of performance and develop adjustments.

142. To address the requirements of the CSP Policy, the Office of Evaluation has significantly expanded its capacities to manage CSPEs and, in line with the 2015 Evaluation Policy, has invested in support to country offices for decentralized evaluations. The Office of Evaluation has focused on developing more country-oriented evaluation systems, capacity, quality assurance, and different forms of evidence summaries, syntheses and communications products to enhance the availability, quality, and accessibility of evaluative evidence. The Office of Evaluation reviews CSP content and the Monitoring, Reporting and Evaluation plans and budgets submitted with CSPs as part of the PRP process, to ensure they demonstrate consideration of previous evaluation findings and have appropriately planned and budgeted for required evaluations.[265]

143. To meet the coverage requirements initiated by the CSP policy for supporting CSPEs and decentralized evaluation capacity, as well as new investments in impact evaluation,[266] total funding for the WFP evaluation function has more than tripled from USD 8.96 million in 2016 to USD 29.16 million in 2021, which equates to 0.31 percent of WFP total contributions income.[267] The 2022 WFP Evaluation Policy sets a minimum target of 0.4 percent of total contribution income for the evaluation function at all levels, rising progressively up to 0.6 percent by 2026,[268] though expenditure is expected to fluctuate from year to year based on country programme cycles and changes in WFP total contribution income.[269]

144. By comparison, UNICEF had an annual expenditure of USD 66 million for its evaluation function in 2021, representing 0.91 percent of the total programme budget,[270] and UNICEF 2018 Revised Evaluation policy sets the objective of allocating at least one percent of its overall programme expenditure to evaluations (see Annex N).[271] Beginning recently, country programme evaluations in UNICEF are managed by the regional evaluation adviser with quality assurance provided from the Evaluation Office at headquarters. The new UNHCR country strategy evaluations are also commissioned and managed by regional bureaux,[272] and the organization recently introduced a requirement for multi-year evaluation and

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[262] WFP. 2021. Guidance Note on CSP Mid-term Reviews.
[263] The other MTRs were facilitated / conducted external consultants and research partners to a greater or lesser extent.
[264] Ibid.
[265] Evaluation team analysis of PRP records.
[266] A significant portion of which is funded through a multi-donor trust fund.
[267] WFP. 2022. Annual Evaluation Report 2021. And underlying data provided by OEV.
[268] "WFP evaluation policy 2022", (WFP/EB.1/2022/4-C). The current target is a downward revision compared to the 2016 Evaluation Policy which set a target of 0.8 percent of total contribution income.
[269] WFP. 2022. WFP Corporate Evaluation Strategy 2022. Between the time of the adoption of the WFP Evaluation Policy in 2021 and finalization of the Corporate Evaluation Strategy in 2022 WFP forecasted contribution income significantly increased. The Corporate Evaluation Strategy presents two scenarios for planned expenditures on evaluation and their related percentage of total contribution income based on potential fluctuation in total contribution income.
[270] UNICEF Annual report for 2021 on the evaluation function in UNICEF, United Nations Children's Fund Executive Board, 18 April 2022, E/ICEF/2022/17 see: https://www.unicef.org/executiveboard/media/13181/file/2022-17-Evaluation_function_annual_report-EN-ODS.pdf
[271] UNICEF. 2018. Revised Evaluation policy of UNICEF. 2018.
[272] UNHCR Policy for Evaluation in UNHCR, using evidence to drive results towards safeguarding the rights and well-being of persons of concern to UNHCR, approved 3 October 2022, UNHCR/HCP/2022/3, see: https://www.unhcr.org/633ee1b74

monitoring plans.[273] According to key informants from UNHCR, the current thinking is that some countries with smaller operations might be more feasibly covered as case studies in broader evaluations. UNHCR regional bureaux and country representatives also have authority to guide evaluation focus into areas of specific interest. WFP also encourages regional bureaux to commission regional thematic or multi-country evaluations in areas of interest to several countries within their region, which are increasingly being pursued.

145.   **The value of CSPEs is generally recognized**. Key informants predominantly express the view that CSPEs have a critical accountability function, and that they produce useful information from a learning perspective. They allow the country offices to reflect on their programming as a whole, serve the purpose of drawing attention to important issues, and contribute to the evidence base for countries moving into developing their second-generation CSPs.[274] Yet WFP staff also stress that CSPEs produce findings based on information that country offices are already aware of, sometimes without further developing and triangulating what was contained in the MTR.

146.   **CSPE timelines and their alignment with the programme cycle are challenged by inherent structural issues**. CSPEs are usually completed in the final year of a CSP cycle to ensure an adequate timespan is covered to generate evidence and learning and to avoid overlap with MTRs. Yet, this means that CSPEs usually only cover data pertaining to the first two thirds of CSP implementation even though they are seen as the final accountability and learning step for a full five-year plan. CSPE timelines can be lengthy due to time needed for internal consultation on the ToR, external mobilization of qualified teams, multiple rounds of feedback and revisions on inception and final reports, and the preparation time for presentation to the Executive Board. In comparison, the time allocated to collecting and analysing data and facilitating moments of reflection is often relatively short. An analysis of the 26 CSPEs completed between November 2020 and November 2022 shows that the average duration of CSPEs from approval of ToR to the approval of the evaluation report was 14.4 months. [275]

147.   However, Office of Evaluation procedures seek to ensure that draft reports, or at least a presentation of findings,[276] are available to feed into strategic thinking. The Office of Evaluation has worked closely with regional bureaux and country offices to hold CSPE workshops in advance of the CSP visioning workshops although with some challenges when timelines are affected by shifts in regional bureaux planning of the CSP visioning exercises.[277] Internal Office of Evaluation analysis[278] of CSPE inputs between 2020 and 2022 shows that CSPE workshops provided timely inputs (when held before CSP visioning workshops) in 16 out of 25 countries. In most of the remaining instances, preliminary findings debriefs were held to feed into CSP planning. Of the 26 CSPEs completed during this period, only one CSPE stakeholder workshop was not held, based on the request of the country office. The first draft of CSPE reports was approved before the CSPE stakeholder workshop in 23 of the 25 country offices. While these evaluation inputs are recognized as useful, the official approved document is only made available externally after presentation to the Board. Evaluation interviews highlight that this affects the internal perception of usefulness given that the evaluation product is not finalized. It also affects the extent to which the evaluation can be formally shared, especially with external partners.[279]

148.   Decentralized evaluations offer an opportunity for country offices and other units to generate evidence and insights on strategic topics of interest that can support CSP development. Between 2016 and the end of 2021, WFP units[280] completed 103 decentralized evaluations (DE), 92 percent of which were

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[273] UNHCR. 2022. The UNHCR programme in the United Nations proposed framework for 2023, Executive Committee of the High Commissioner's Programme, Standing Committee, 15 February 2022, EC/73/SC/CRP.4, see: https://www.unhcr.org/6228ace14.pdf
[274] Country illustrations (Bangladesh, Cameroon, El Salvador, Kyrgyz Republic, Lebanon, Peru, South Sudan, Timor-Leste).
[275] WFP. OEV Management Information System (MIS). Duration from approval of the ToR to approval of the evaluation report ranged from a low of 9.47 months to a high of 23.2 months.
[276] In some cases. the draft report has not been ready and in this case a presentation of findings has been done without the report.
[277] In some cases. these visioning exercises were reprogrammed by the RB to take place earlier affecting the evaluation timelines and the capacity to have a draft report ready for the visioning workshop.
[278] WFP. 2022. CSP and CSPE timelines analysis. Internal OEV work file.
[279] Interviews, county illustrations, analysis of qualitative survey responses.
[280] Decentralized evaluations can be commissioned by country offices, regional bureaux, or headquarters units.

commissioned by country offices.[281] Overall, 80 percent of WFP country offices had completed or were in various stages of planning and conducting DE by the end of 2021.[282] Among the 11 country illustrations for this evaluation, four had conducted more than one DE between 2017 and 2022, reflecting initial demand that has been higher than expected. The topics covered by decentralized evaluations are demand driven, based on evidence needs and occasionally donor or partner requests. Between 2016 and 2021 the programme areas most frequently covered[283] were school feeding (52), capacity strengthening (39) and nutrition (25). Even though commissioning units (mostly country offices) choose the topics and manage the decentralized evaluation, evaluation survey respondents more frequently cited CSPEs or MTRs than DE as having enhanced strategic decision-making in their offices. Slightly higher ratings were provided for DE by director and management level and programme staff. This may be due to a combination of decentralized evaluations being seen as programme specific rather than strategic, as well as their role in meeting specific donor requirements. PRO guidance and lessons learned have emphasized the importance of incorporating analysis of all types of evaluations and reviews into the CSP development process,[284] and regional bureaux, Office of Evaluation and other WFP units provide advice on framing decentralized evaluations' lines of enquiry. The most frequent point raised by WFP staff in interviews and qualitative survey responses was that while DE offer a good opportunity to learn, improving their integration into the CSPE could reduce overall process burdens and potential duplication of effort.

149.   The perceived "heaviness" and cost of the combined CSPE and decentralized evaluation processes was emphasized by evaluation informants, particularly for small and medium-sized country offices. The average cost of the 26 CSPEs completed between November 2020 and November 2022 was USD 248,307.[285] Key informants stress that this is disproportional to the size of programme budgets in smaller country offices.[286] In this context, the Office of Evaluation has made efforts to ensure CSPE costs are commensurate with country office portfolio size. The Office of Evaluation has also worked with the headquarters budget division and the smaller country offices to ensure that legitimate budget challenges can be addressed through contingency evaluation funding from headquarters. In addition to the total time (duration and level of effort) invested in evaluations, the CSPE reports are felt by WFP staff to be difficult to absorb, with reports (including annexes) stretching beyond 100 pages, in contrast to the 9,000-word limit of CSPs themselves.[287] The existence of a Summary Evaluation Report which is capped at between 6,000 and 6,500 words comes later in the evaluation process and is submitted to the Executive Board. This was not perceived by WFP staff as fully compensating for the difficulty in processing the full evaluation reports as country offices, in practice, draw on the full report which is available earlier in the process.[288]

150.   The 2021 peer review of the WFP evaluation function[289] sheds further light on some of these issues. It concluded that weaknesses in the WFP knowledge management system inhibit systematic use of findings from evaluations. It suggested a revision of the coverage norms for CSPEs after first-generation CSP evaluations are complete, and that these norms need to allow for a differentiated approach focusing on strategically important countries, with a lighter and joint or system-wide evaluation approach in other countries. The peer review stressed that full coverage may generate repetitive findings and recommendations and may have a negative effect on organizational absorptive capacity to learn. Now that planning cycles are increasingly aligned, these challenges are amplified for WFP and national partners by the many concurrent United Nations entity and UNSCDF evaluations. The 2022 WFP Evaluation Policy[290]

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[281] WFP. 2022. Annual Evaluation Report 2021.

[282] Ibid. Some small country offices have received exemptions from the DE and MTR coverage requirements.

[283] Ibid. Decentralized evaluations can cover more than one programme area. School Feeding is frequently covered by decentralized evaluations due to a combination of specific donor requirements for evaluations and its status as the second largest programme area in the WFP portfolio.

[284] WFP. 2022. Second-Generation Country Strategic Plans Lessons Learned Analysis.

[285] WFP. OEV Management Information System (MIS). The average cost represents the total amount of purchase orders for the 26 CSPEs. It does not include evaluation management and support costs of staff at various internal levels of WFP. Individual CSPE total purchase order amounts ranged from a low of USD 175,000 to a high of USD 494,803.

[286]Evaluation key informant interviews and country illustrations.

[287] CSP word limits can be exceeded through the request of a waiver which requires approval by the Country Director, Regional Director, and the Deputy Executive Director.

[288] Evaluation key informant interviews and country illustrations.

[289] UNEG, OECD DAC Network on Development Evaluation. 2021. Peer Review of the Evaluation Function at the World Food Programme. May 2021.

[290] "WFP evaluation policy 2022", (WFP/EB.1/2022/4-C)

notes that CSPE coverage norms will be reviewed following completion of first-generation CSPEs and this policy evaluation. The peer review further recommended that WFP ensure small country offices have the capacity to manage evaluations by financing their monitoring and evaluation officers, possibly through the Programme Support and Administrative budget.

151. The total combination of monitoring, reporting and evaluation requirements has led to challenges in sequencing, timing, and absorptive capacity to make use of the substantial amount of evidence being generated. Within the implementation cycle of a CSP, a given country office manages many overlapping processes (in time and often content) related to planning, accountability, learning and compliance. The likelihood of sequencing challenges was predicted in the 2018 CSP Pilots evaluation, and this evaluation confirms they are a major challenge for many country offices and other WFP units, especially when CSP cycles are shortened or extended. This can be further complicated by alignment with CCAs, SDCF development, and SDCF evaluations, the timelines for which can also be extended or changed due to situational context factors. In four of the eleven country illustrations for this evaluation, first-generation CSPs were extended to match the evolving timelines of the SDCF.[291] Table 4 shows a simplified summary of the quantity of such processes in the eleven illustrative countries for the past four years, including the amount of turnover in country directors, which WFP staff note can have a substantial effect on strategic direction and prioritization (see Annex M for detailed timelines).

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[291] Country illustrations (Bangladesh, Cameroon, Lebanon, South Sudan). Evaluation team analysis of budget revisions.

Table 4. Key CSP, evaluation, learning and change processes completed 2017–2022

WFP country office	CSP	2gCSP	1G Documented budget revisions	2G Documented budget revisions	CSPE	DE	MTR	Audits	Country director turnover	CSPE workshop timing[i]
Bangladesh	x	x	4	1	x	4		2	4	Yes
Cameroon	x	x	5	1	x			1	2	Yes
Democratic Republic of the Congo	x	x	3	1	x	1		1	2	No
El Salvador	x	x	3	1	x	2	x		3	Yes
Kyrgyz Republic	x	–	4		x	1	x		3	No
Lebanon	x	–	7		x	3		1	2	Yes
Mozambique	x	x	6		x	1	x	2	3	No
Nigeria	x		3		x	2	x	2	5	Yes
Peru	x	–	6		x		x	1	3	Yes
South Sudan	x	–	5		x	1		2	2	Yes
Timor-Leste	x	–	4		x	1			2	Yes

Source: Evaluation team illustrative country data analysis, OEV MIS.

Note: 2gCSP for Kyrgyz Republic, Lebanon, Peru, South Sudan and Timor-Leste were to begin in January 2023 as noted in the 2gCSP column by a dash (–). CSPE workshop timing: (+) Indicates whether or not the CSPE workshop was held before the CSP visioning workshop.

152.   Key informants stressed the challenges of managing concurrent processes during a CSP; meeting timelines of their outputs, and absorbing evidence, data and lessons with inadequate capacities and competing demands. To better balance accountability and learning, and to make learning more agile and integrated into programming, WFP staff suggested (i) creating greater ownership at country level of evidence generation and learning and (ii) tying learning objectives to the programme cycle rather than to internal reporting and external donor requirements.[292]

153.   **Regional bureaux and headquarters have launched initiatives to support integration of evidence in programming.[293]** Since the CSP Policy was adopted, the Office of Evaluation has substantively expanded creation of evaluation syntheses and evaluation evidence summaries, including on key programme development topics such as country capacity strengthening, to enhance the use of evaluative evidence. At the end of 2019, the Dakar regional bureau conducted a synthesis of decentralized evaluations and organized a workshop with Heads of Programme from 17 country offices to encourage the use of evidence and to translate evidence into programming. The Nairobi regional bureau recently hired a consultant to look at evidence generation and developed three Summaries of Evidence in support of CSPs/ICSPs (for Burundi, Ethiopia, and Somalia). The Bangkok regional bureau developed an analysis of evidence with instructions for its use, which could be leveraged for increasing the role of evidence in strategic programming decision-making processes.[294] Linked to its work on programme cycle management, PRO has been developing guidance for the "evidence value chain" (see Figure 23) to better ground CSP development in theories of change and programme logic-based learning and data. This resonates with the revised and recently released UNICEF country programming guidance,[295] which gives more weight to use of evidence and theories of change. Oversight and management of the CRF is also shifting from the Corporate Planning and Performance unit (CPP) under the Resource Management Department to the Research, Assessment and Monitoring unit (RAM) under the Programme and Policy Development Department, which offers potential synergies for better aligning programme cycle management and monitoring and reporting processes under the Programme and Policy Department.

Figure 23.   WFP Evidence Value Chain
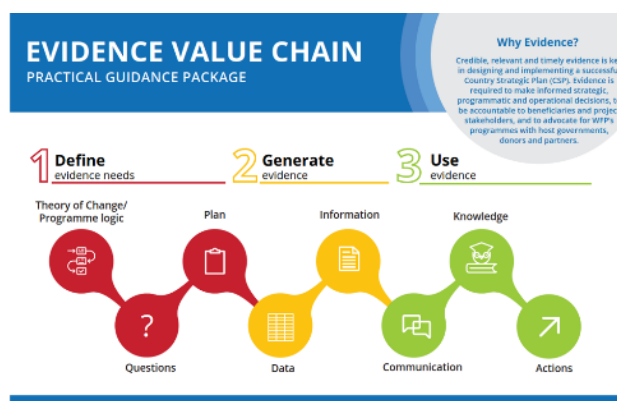
Source: PRO-M

2.2.4. Unintended outcomes

154.   Based on the evidence gathered in the evaluation, three unintended outcomes were identified in relation to the CSP design, development and implementation process:

155.   A positive unintended outcome has been a broader role and function for the ZHSR than had been originally envisioned, which allowed for contributions to furthering national policy agendas and priorities.[296] The evaluation team found various examples of ZHSR taking on the function of a public good and being

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[292] Evaluation roundtable discussion and key informant interviews.
[293] Key informant interviews and evaluation roundtable discussion.
[294] Ibid.
[295] UNICEF. 2022. UNICEF Country Programme Planning: Guidance to achieve SDGs by 2030.
[296] See paragraph 48 onwards.

used to directly feed into national policies and plans for food security and nutrition (e.g. Namibia, South Sudan).[297]

156. Although intended to clarify causality along the results chain, in practice, the introduction of the line-of-sight requirements during the implementation of the CSP Policy contributed to some fragmentation in CSP design, resulting from the vertical linkages between activities, outputs, outcomes, and focus areas. Moreover, the corresponding management structure in country offices, with separate outcome and activity managers, contributed to a siloing effect during CSP implementation.[298]

157. The CSP architecture enhanced the visibility of WFP development work and has allowed for longer term planning across all areas of work. Conversely, emergency response and supply chain work, which continue to represent the main budget and funding component and the greatest WFP asset and comparative advantage in many contexts, has become less visible in the CSP narrative.

2.3. FACTORS THAT HAVE ENABLED/HINDERED ACHIEVEMENTS

158. This question reflects on the underlying explanations for the intended results of the CSP policy, and cuts across all evaluation dimensions (relevance, effectiveness, efficiency, coherence, appropriateness, and sustainability). (Refer to the preceding sections of this report for detailed substance on these elements.)

Internal enabling factors

159. **Leadership of the change process**: Senior management engagement and staff commitment at all levels of the organization pushed the CSP policy agenda internally. This created a sense of purpose and urgency from the initial stages of CSP rollout. Over time, however, the oversight and coherence of the organizational change processes has diminished. Various elements of change have now been mainstreamed into the normal operating structure. There is no longer the same level of monitoring of the success of systems and tools supporting CSP policy aims. Updates to the Executive Board ceased in February 2020. To some extent, the role of the IRM team that provided the initial push for change has been taken up by PRO and embedded in the 2gCSP working group. However, there is insufficient authority at this level to address some of the key challenges to flexibility and efficiency that significantly affect several expected impacts of the CSP policy.

160. **Country director commitment and persistence**: Progress has been evident where country directors embraced the initial reform, committed time and resources, sought and were able to obtain support, and considered themselves accountable for success. Country office leadership has required a combination of vision, significant time, creativity, willingness to take risk, and skills to navigate some of the cumbersome elements of the change process. For some country directors, change has been neither easy nor evident, as the steering of this change process required expertise that is substantially different from that needed for the management of humanitarian/project engagements. At the CSP pilot stage, efforts were made to engage with and support country office leadership, but over time the CSP rollout became more standardized, and countries were left to manage their own processes.

161. **WFP staff enthusiasm and commitment**: While the speed of change was challenging to the organization and its staff, particularly at country office level, wide engagement and staff commitment – supported by workshops, guidance, and training – have benefitted the understanding and rollout of CSP process. Dedicated teams from headquarters supported the pilot phase and were involved in the subsequent expansion. Regional bureaux staff have played a critical role in supporting country offices, translating the implications of the CSP policy, guiding country planning and implementation processes and serving as a conduit for learning over time. The CSP policy received significant Board attention both in preparation and during the initial years of implementation, with some areas of progress such as the heightened attention to cross-cutting issues bearing the mark of this engagement.

162. **Financial resources for specific priorities:** Rolling out the CSP policy with the allocation of specific budgets facilitated and enabled success. Dedicated resources for innovation and seed funding have allowed countries to make real progress on the change areas envisioned in the policy, such as positioning on the nexus. However, such resources were not available for other important areas such as upfront funding of

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[297] WFP. 2018. Strategic Evaluation of the WFP Country Strategic Plan Pilots. Evaluation Report. 9 September 2018.
[298] Evaluation roundtable discussion, analysis of CSPEs.

staffing for new types of engagement and areas of work (e.g. policy influencing) where the country office needs to mobilize funding, planning and CSP preparation, and dedicated resources for the engagement with the CCA/UN SDCF. Dedicated resources for gender have also not been available.

Internal factors that slowed down or hindered the anticipated speed of change and CSP outcomes

163. **Frequent changes to critical frameworks, tools, and guidance**: Staff absorption capacity was severely tested by the volume of conceptual, process and compliance changes and guidance introduced, some of which emerged with significant delays and/or saw frequent revisions. Staff familiarity and comfort working within the system has improved over time with experience implementing the CSP approach. However, some of the solutions represent 'work-arounds' to processes that continue to be cumbersome. Not all areas of guidance and tools for CSP policy implementation, for example the CRF, have stabilized.

164. **Different country office realities and operating contexts**: The change process that came with the CSP was significant for all CO. However, for smaller country offices the weight of the processes and requirements has been significantly greater, given their more limited budgets, smaller staff contingencies, and (in some cases) external realities. The CSP policy and subsequent guidance insufficiently took account of these differences.

165. **WFP statutory required reliance on voluntary contributions:** Voluntary contributions have reduced the capacity of WFP to implement ambitious CSPs. Funding realities have meant that country offices have been at a structural disadvantage in responding to the priorities that are identified through country-planning processes. As a result, country portfolios continue to reflect funding opportunities that are often short term and thus not optimally aligned with the ambitions of CSPs. Funding realities, including limited flexibility, have reduced capacity to invest in relationships, programme design and experimentation, as well as partnerships. This lack of flexibility has also affected the staffing of country offices (see next point).

166. **Staff recruitment remains a function of available resources**: Staff re-alignment exercises have created clarity and improved the identification of gaps, but funding realities continue to limit the capacity of WFP to equip its country offices with the required expertise. As result, in most contexts, and in underfunded countries and for smaller operations in particular, it has not been possible to put in place the optimal staff contingent. This has reduced WFP capacity to respond to opportunities, to consolidate specific areas of its work, and has limited the possibility to further build the case for its particular added value.

167. **Knowledge management systems inadequately support results-based management:** Weaknesses in results frameworks have meant that generating learning from CSP implementation experience remains challenging.[299] CRF indicators require significant investment but their use is limited in informing WFP internal learning and decision-making. The CRF also fails to adequately capture key dimensions of WFP work, for example, in supply chain and country capacity strengthening. Internal reporting remains oriented towards compliance, and donor and UNSDCF requirements, with significant duplications and limited use in internal learning. Evidence that is generated internally is not used widely with significant fragmentation between different divisions at all levels of the organization.

168. **Insufficient clarity and corporate steering of WFP comparative advantages**: Both the CSP policy, and the accompanying guidance did not sufficiently assist country offices in the prioritization and identification of the specific added value of WFP in each context (~~taking into account where they have a bigger comparative advantage than WFP~~). Along with WFP funding model realities, WFP has thus continued to move into a range of areas without sufficient capacity and funding to ensure success on each occasion. Mandate and comparative advantages issues in the development work done by WFP have persisted, contributing to the difficulty of establishing clear priorities.

External enabling factors

169. **Endorsement and ownership by national governments:** In many contexts, national government partners engaged in CSP design and rollout, facilitating real progress in partnerships and types of engagement. Government partners generally showed willingness to engage with WFP when new constructs

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[299] Evaluation team synthesis of 26 CSPEs (e.g. Bolivia, Cameroon, China, Lebanon, Tanzania, Zimbabwe).

and processes for doing so were introduced, including in the planning processes, beyond what had been envisioned. Under second-generation CSPs, the nature of the dialogue with Government is changing, and WFP will need to reflect on how to continue this constructive relationship while fully engaging through United Nations processes.

170. **Growing demand for WFP services and support to service provision:** Growing humanitarian needs and the global COVID-19 pandemic and increased government leadership of emergency responses in some contexts have increased the demand for WFP support to service provision. This has brought new opportunities, changing positioning, as well as additional funding, and has provided an opportunity for WFP to strengthen its position as a leader in this area.

External factors that slowed down or hindered the anticipated speed of change and CSP outcomes

171. **Donor priorities and earmarking**: Donor priorities continued to be the conditioning factors for the vast majority of WFP work and have determined funding flows and flexibility. The ambitions of the IRM (framed by the Grand Bargain) to achieve less earmarking have not been realised. In addition, the escalation of humanitarian needs over the evaluation period reinforced (some) donor views on the primacy of the role of WFP in the humanitarian sphere and increased the pressure and scrutiny on scarce donor resources, working against the envisioned change of more flexible and long-term funding and greater access to development funding.

172. **Dramatic changes in context:** Globally, the COVID-19 pandemic significantly affected operations and required major adjustments. These global difficulties changed priorities, shifted funding and brought challenges in accessing certain areas. The Ukraine war, and the global food crisis are also having significant implications and resulting in immense growth of WFP work in service provision. In individual countries, context changes have at times also been more radical and far-reaching than could have been anticipated in the CSP design stage, with some countries shifting from stability into significant socio-economic and political fragility (e.g. Ethiopia, Nigeria, Ukraine).

3. Conclusions and Recommendations

3.1. CONCLUSIONS

173. A strength, weaknesses, opportunities and threats (SWOT) analysis summarizes the evaluation findings and provides a backdrop to the conclusions and recommendations presented here (see Annex Q). The spider graph (see Figure 24) reflects the evaluation team's assessment of progress against the different impact areas of the policy. The areas where more progress is being made relate to strategic repositioning and alignment with national priorities, harmonization with the United Nations, and general repositioning. Inroads have been made on selected programme quality dimensions of the changes envisioned by the CSP policy, in particular in positioning on the nexus and resilience agendas, and selected dimensions of flexibility and adaptation. Progress in achieving reductions in transaction costs and more predictable resource flows has been much more elusive, and various areas of management remain challenging, including adequately equipping country offices with talent and strong performance management.

Figure 24.   Evaluation team's assessment of progress on anticipated impact areas
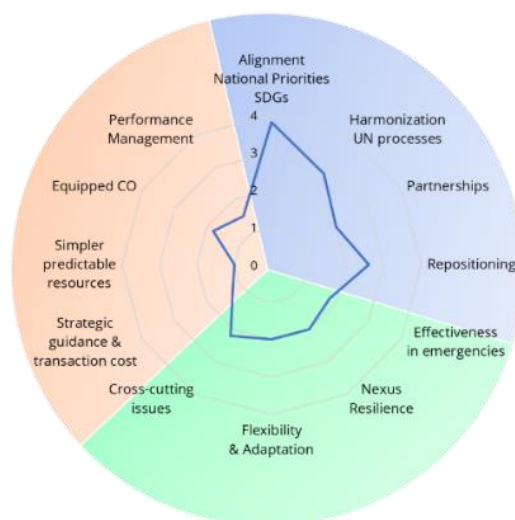
Source: Evaluation team

Note: The evaluation team-based its assessment on the evaluation evidence to judge progress made to date for each of the areas. The numbering refers to the following levels of progress:
0 = no/little change; 1 = emerging changes; 2 = positive progress, more needed; 3 = significant achievement; 4 = progress complete.

174. Keeping in mind the far-reaching scale of change the CSP implied is required to fairly assess the results of the CSP policy. During the evaluation period, WFP has made significant progress in adjusting its strategic outlook, relationship to other actors, and internal systems, all while keeping pace with dramatically increasing needs. Nevertheless, the changes that the Policy and WFP Strategic Plans have set in motion will take time to fully mature, and adjustments are needed to ensure that the spirit of the CSP policy's ambitions are met.

175. **Conclusion 1: The CSP policy and its rollout constituted a courageous, significant, and highly relevant shift for WFP.** CSPs are now a firm feature of WFP programme cycles. CSP policy initiated a substantial departure from the previous planning and operating modes at WFP that was soundly based on the Sustainable Development agenda, United Nations Reform, other changes in the WFP operating environment and expectations within and outside WFP on how it should improve. The change profoundly affected systems and processes but also the people who deliver WFP work. These changes have resulted from considerable effort at different levels of the organization, especially from Country Offices, which have integrated change with significant courage and commitment against the backdrop of increasing external pressure and challenges.

176. **Conclusion 2: The CSP policy continues to be a valid document that is not in need of immediate updating.** The CSP policy has facilitated the transition and organizational shift, serving this purpose well. The policy served an important overarching purpose – authorizing a major change in the practices, rules and regulations shaping the work done by WFP at country (and multi-country) level. More broadly, the policy enabled the move to in-country planning and articulating visions of work and to externally engaging to bring partners on board. While a new strategic plan, new and updated policies as well as progress on United Nations reform have somewhat overtaken the policy, there is no immediate need to update the policy document itself. Instead, ensuring the availability of the necessary instruments and resources, fully supportive of WFP efforts, for continued CSP policy implementation, is what is required (see conclusion 3).

177. Conclusion 3: With CSP firmly a part of the WFP landscape, the central elements of CSP policy success are now the suite of instruments, accompanying measures, and staff contingent/technical skills that are essential to CSP planning and implementation. These elements all need continued attention. As country offices shift into their second-generation of CSPs, the normative reference point for staff at all levels has shifted from the CSP policy to the wide array of programme, planning, budgeting, performance management and reporting guidance that have been developed to implement the policy – which can be adjusted based on learning, feedback, and major changes in the WFP operating environment. Success of WFP work will depend to a significant extent on the organization's ability to implement the CSP with the types and kinds of expertise that are needed to realise the CSP ambitions.

178. Conclusion 4: The CSP policy is beginning to show dividends in enhanced programme quality and holistic planning. A new generation of CSPs should allow WFP to build on this. Lessons from first-generation CSP development and implementation have been internalized by country offices, regional bureaux and headquarters, including an increasing focus on developing programme theory and logic and clarifying how WFP positions itself in the development sphere. There remains a lack of clarity on priorities within CSP, which has led WFP to engage on very broad agendas in many contexts and has affected achievement of results. At the same time, prioritization is insufficiently balanced with responsiveness to national contexts, priorities, and critical gaps. In areas such as working across the humanitarian-development-peace nexus, WFP is making progress but there remains insufficient clarity on where and how the organization can best add value while retaining a focus on its main areas of strength.

179. Conclusion 5: The CSP policy has positively influenced WFP engagement with and contribution to the external environment but in many contexts the CSP ambitions significantly outstrip available financial resources, personnel capacity and technical skills for implementation. The external context saw the evolution of United Nations country planning to the revised CCA and UNSDCF system. These system-wide processes will now guide and frame the development aspects of CSPs and will require WFP to make further adjustments. CSPs have allowed WFP to align with country and partner priorities and to engage in new and innovative areas of work, while deepening WFP experience in more established areas. This is reflected in better positioning, a more mature relationship with governments, and better alignment with the United Nations system as well, all of which have brought new opportunities and areas of work. As a tool, CSPs have brought about a substantive shift to more strategic, longer-term planning. For much of the evaluation period, matching staff and technical resourcing with country office ambitions (and vice versa) has not been taking place.

180. Conclusion 6: Internal management of CSPs has become less cohesive over time with implications for the efficiency and effectiveness of CSP design and implementation. Some elements of management have been overlooked or given insufficient attention, moved too slowly, or have not been responsive to feedback. Some of the processes have led to greater centralization and more bureaucracy, offsetting gains from eliminating the previous fragmented project structure. Of particular concern are inefficiencies in the PRP process, and structural challenges stemming from the combined CSP, CRF, and budgeting procedures and guidance that can negatively impact the ability for WFP to respond quickly to emergency needs, and to coherently design integrated programming. Siloed approaches to implementation are evident, partially due to external factors such as the nature of funding, but also due to process management changes that accompanied the CSP rollout that have worked against the holistic and integrated planning aims of the Policy.

181. Conclusion 7: Processes and procedures should be simplified, delegating more responsibility, authority, and accountability, and building more robust planning capacities. WFP should keep what works

well and lighten heavy processes, making them more streamlined and nimble. Continued alignment with United Nations planning, and national priorities will require a more robust and decentralized planning-support function and authorities. A strong focus on these internal reforms will reinforce the value of country planning and position WFP for the future.

182.   Conclusion 8: Despite enhanced focus on monitoring, reporting and evaluation, WFP capacity to use information on programme implementation to inform its decisions remains weak. Despite significant efforts to collect data and generate learning, weaknesses remain. Monitoring systems focus on quantification of outcomes, but certain indicators do not meaningfully measure intended changes, do not produce information valuable to country offices and do not allow for a better understanding of what worked. Monitoring and reporting systems, oriented to corporate aggregation for accountability, have not reduced the need for tailored donor reporting or led to more flexible funding. Evaluations have produced valuable evidence and learning. Decentralized evaluations in particular provide opportunities for contextually relevant evidence generation, and efforts to synthesize and summarize evaluative evidence improve the likelihood of use. However, the combined evaluation coverage and other process requirements are not adequately differentiated in terms of country office portfolio size and are too cumbersome and difficult to sequence to be sustained in their current form. Financial investments in monitoring and evaluation have been too limited and organizational capacity still falls significantly short of what is needed in this area. The resulting fragmentation of evidence generation and use needs to be addressed, .

3.2. RECOMMENDATIONS

Recommendation	Priority	Action deadline
Recommendation 1: Continued policy implementation should embrace a more strategic and leaner approach to the country strategic plan framework, while future revisions need to take account of further consolidated learning. ➢ 1.1: Defer consideration of a country strategic plan policy update until learning from second-generation country strategic plans and the first generation of the United Nations sustainable development cooperation frameworks can be consolidated. ➢ 1.2: Continue to update planning, budgeting and resource management requirements and related guidance and tools, focusing on simplification, absorptive capacity for change, accessibility and utility. ➢ 1.3: Reconfigure country strategic plans as lighter and leaner strategic planning documents reflecting a high-level vision and strategy and including indicative needs-based budgets for Board approval. Relegate the details of implementation and resource mobilization arrangements to separate internal planning documents.	High	June 2024
Recommendation 2: Strengthen the support and resources dedicated to country strategic planning and the early stages of country strategic plan implementation. ➢ 2.1: Increase the support provided to country offices for country strategic plan development, quality assurance and learning. ➢ 2.2: Allocate adequate and dedicated budgetary resources at all levels in order to support country strategic planning and programme design, including through active engagement with common country analysis and the United Nations sustainable development cooperation framework processes. ➢ 2.3: Ensure that country offices are better equipped internally with the right expertise and capacity to engage in country strategic planning. ➢ 2.4: Provide country offices with dedicated on-demand support for the development of detailed country strategic plan implementation road maps based on approved country strategic plans. ➢ 2.5: Enhance guidance on the development of multi-annual needs-based budgets for resilience and root causes programming to ensure that they are based on realistic assessments of what WFP can do and what it can contribute to, taking into account available funding and implementation capacity.	High	December 2023

Recommendation	Priority	Action deadline
Recommendation 3: Further simplify and streamline procedures and processes for the review, revision and approval of the country strategic plan package with a view to enhancing efficiency and flexibility and reducing transaction costs. ➤ 3.1: Ensure that the intended focus and high-level priorities of country strategic plans, and the role that WFP will play, are discussed and agreed with the relevant regional bureaux and headquarters units at an early stage, in conjunction with consultations with key stakeholders at the country level and in alignment with the United Nations sustainable development cooperation framework process. ➤ 3.2: Further streamline the programme review and approval process to avoid unnecessary duplication of technical oversight (between the electronic programme review process and the strategic programme review process and between headquarters and the regional bureaux) and encourage discipline (self-restraint) in commenting on processes. ➤ 3.3: Further simplify the financial framework so as to lighten the associated workload for country office budget management and country strategic plan revisions. Request the Board to rationalize and simplify the delegations of authority for the approval of country strategic plans and related revisions once the results of ongoing governance and corporate change initiatives are clear (such as the ongoing Executive Board governance review).	High	July 2024
Recommendation 4: Strengthen and streamline accountability and learning for results-based management. ➤ 4.1: Shift towards output- and outcome-based budgeting and staffing, in line with the requirements of ongoing United Nations development system reform processes within the context of the United Nations sustainable development cooperation frameworks. ➤ 4.2: Review the value proposition of tagging country strategic plan outcomes by focus area, including the effects on coherent, integrated, outcome-oriented programme design and resource mobilization. ➤ 4.3: Develop common information management systems that utilize WFP monitoring data, can provide country offices with real-time access to analytical information for adaptive programme management and ensure interoperability with evolving system-wide requirements (such as the United Nations sustainable development cooperation framework reporting and the UN INFO platform). ➤ 4.4: Revise guidance on country strategic plan mid-term review exercises to ensure that the reviews are light and carried out in-house and enhance their complementarity with the country strategic plan evaluation process by allowing them to focus on dimensions of continued relevance, coverage, output-level achievements, coherence and operational efficiency, which will be updated at the country strategic plan evaluation stage with an independent assessment that adds coverage of, among other elements, the dimensions of effectiveness and sustainability. ➤ 4.5: Revise the evaluation requirements for country strategic plans to allow more selective and more strategic, timely and cost-efficient evaluation coverage.	Medium	July 2024

Recommendation	Priority	Action deadline
➢ 4.6: Further invest in country office monitoring and evaluation functions to expand capacity and ensure adequate dedicated budgets for monitoring and evaluation.		
Recommendation 5: Develop a clear shared understanding and vision of WFP's work at the humanitarian–development–peace nexus. ➢ 5.1: Update the guidance on country strategic plan design and prioritization based on the results of ongoing policy evaluations that cover critical aspects of humanitarian–development–peace programming, related potential policy revisions and new policies. ➢ 5.2: Adopt five-year* theories of change for work at the humanitarian–development–peace nexus and on the "changing lives" components of all country strategic plans, in conjunction with a systemic logic that allows WFP to act or be ready to react in changing complex situations and that takes into account long-term visions of change beyond the five-year country strategic plan period. Develop a coherent corporate approach to theories of change that ensures realism in the setting of ambitions, clear prioritization and the layering of programmes, in coordination with other humanitarian, development and (as relevant) peace actors. ➢ 5.3: Significantly expand strategic investment funding for technical capacity and seed funding for country office work in critical and underfunded areas of the nexus.	High	July 2023, with follow-up support as necessary
Recommendation 6: Continue and further upscale the process of strategic workforce planning and further prioritize work on skills development in line with the WFP people policy and evolving needs. ➢ 6.1: Ensure that workforce planning and organizational alignment are optimally aligned with the country strategic plan planning cycle, with particular attention to ensuring that staff turnover among country directors, deputy country directors and heads of programme does not affect the consistency of the strategic focus and continuity of operational activities. ➢ 6.2: Develop tailored terms of reference for outcome and activity managers and conduct training aimed at strengthening organizational alignment with country strategic plan requirements. ➢ 6.3: Prioritize the strategic management of human resources to ensure talent retention, in particular in areas of the WFP portfolio where more expertise in leveraging international and domestic resources and playing an enabling role is required. ➢ 6.4: Ensure that employee development and support are aligned with country office and country strategic plan needs in priority areas such as the enabling policy environment, broader country capacity strengthening and the development and management of strategic partnerships.	High	December 2025

Recommendation	Priority	Action deadline
➢ 6.5: Prioritize the retention of senior national (and sub-office) employees who fit with WFP's priority commitments, including by providing country offices with the requisite resources where particular technical skills are needed or should be enhanced.		

* Or for shorter periods in cases where a CSP covers less than five years.

Annexes

Annex A Summary Terms of Reference

Evaluation of WFP's Policy on Country Strategic Plans

Summary Terms of Reference

Policy evaluations focus on a WFP policy and the guidance, arrangements, and activities that are in place to implement it. They evaluate the quality of the policy, its results, and seek to explain why and how these results occurred.

Subject and focus of the evaluation

Following the adoption of the 2030 Agenda for Sustainable Development, in 2016 WFP launched a package of actions that are part of an Integrated Road Map (IRM). The IRM aimed to reformulate WFP strategy, programme, financial management and reporting in line with the sustainable development agenda. One of the four components of the IRM is the Policy on Country Strategic Plans (CSP).

The Policy on Country Strategic Plans, approved by the Executive Board (EB) in November 2016, outlined WFP approach to strategic and programmatic planning at the country level. It introduced a programmatic framework based on coherent country portfolios, which replaced programme categories and project documents.

The CSPs serve as a vehicle for contextualizing and implementing WFP strategic plan at the country level and define WFP humanitarian and development portfolio within the country for a five-year timeframe.

CSPs are formulated in coordination with national governments and relevant stakeholders, reflecting country-specific needs and priorities to eliminate hunger and malnutrition.

Objectives and users of the evaluation

WFP evaluations serve the dual objectives of accountability and learning.

Accountability - The evaluation will assess the quality of the policy and the results achieved. The associated guidance and activities rolled out to implement it will also be considered. A management response to the evaluation recommendations will be prepared and the actions taken in response will be tracked over time.

Learning - The evaluation will identify the reasons why expected changes have occurred or

not, draw lessons and, as feasible, derive good practices and learning around further implementation and eventual development of new policies and/or strategies.

The target users of the evaluation are: i) the Programme Humanitarian and Development Division; ii) other HQ Units with a role in the policy's discussion and support in its implementation; iii) WFP senior management; iv) programme designers and implementers at HQ, Regional Bureau, and CO-level; v) Executive Board members; v) the Rome Based Agencies; vi) UN agencies; vii) host governments, civil society organizations, grassroots organizations and WFP implementing partners, and viii) donors.

Key evaluation questions

The evaluation will address the following three key questions:

QUESTION 1: How good is the CSP policy? Focuses on relevance, timeliness, and how well the policy aligned with WFP priorities and with the broader priorities of the international community. It will also look at the extent to which the policy helps WFP to prioritize and ensure internal strategic coherence.

QUESTION 2: What are the results of the CSP policy?

Addresses the results of the policy focusing on three key dimensions: i) progress against the eight outcome areas of the policy; ii) The extent to which the implementation of the CSP policy advanced WFP commitments to the cross-cutting issues of gender, inclusion, protection, AAP and environment; iii) the likely sustainability of results and whether they will persist over time.

QUESTION 3: What has enabled or hindered results achievement from the CSP policy?

Interrogates the factors that influenced the achievement of results. This will require a systematic look at the elements of the organizational reform process and how these contributed (or not) to the envisioned enhancement in organizational capability and coherence.

Scope, methodology and ethical considerations

The evaluation will cover the period between January 2017 and October 2022. In line with its objectives, it will have a summative and a formative dimension, and will focus on assessing the outcomes of the CSP policy, in terms of repositioning WFP in light of the Agenda 2030, and the expected organizational changes set out in the CSP policy document. In doing so, the evaluation will identify the critical factors, internal and external to WFP, that are contributing to or hindering progress, and that should be considered while continuing the implementation and, eventually, the revision of the Policy.

The evaluation will examine country capacities for gender and cross-cutting issues as a factor that enables attention to integration of these issues into programming and implementation.

The methodology will adopt a mixed approach combining qualitative and quantitative methods, including:

a. Desk review
b. statistical analysis of quantitative
c. electronic survey
d. key-informant interviews
e. focus group discussions
f. thematic round table
g. sense making workshops

Systematic data triangulation across different sources and methods will be carried out to validate findings and minimize bias in the evaluative judgement.

The scope of the evaluation will be further elaborated during the inception phase and will be informed by a detailed evaluability assessment, as part of the overall evaluation design to be developed by the evaluation team.

The evaluation conforms to WFP and 2020 UNEG ethical guidelines. This includes, but is 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).

Roles and responsibilities

EVALUATION TEAM: The evaluation will be conducted by a team of independent consultants with a strong capacity in undertaking complex global, policy evaluations.

Additionally, the team will have extensive knowledge, skill, and expertise in evaluating humanitarian action as well as development-oriented interventions addressing food and nutrition security-related issues.

OEV EVALUATION MANAGER: The evaluation is managed by WFP Office of Evaluation with Sergio Lenci as evaluation manager and Raffaela Muoio providing research and data analysis support. The Director of Evaluation, Andrea Cook, will conduct the second-level quality assurance, approve the final evaluation products, and present the Summary Evaluation Report to the WFP Executive Board for consideration.

An Internal Reference Group of a cross-section of WFP stakeholders from relevant business areas at different WFP levels has been established. The Internal Reference Group will be consulted throughout the evaluation process to review and provide feedback on evaluation products.

STAKEHOLDERS: WFP stakeholders at country, regional and HQ level are expected to engage throughout the evaluation process to ensure a high degree of utility and transparency. External stakeholders, such as host government, civil society organizations, grassroots organizations, donors, implementing partners and other UN agencies will be consulted during the

evaluation process.

Communication

The Evaluation Manager will consult with stakeholders during each of the evaluation phases. Preliminary findings will be shared with WFP stakeholders in headquarters, the regional bureaux and the country offices, during a debriefing session at the end of the data collection phase in October 2022. A stakeholder workshop will be held in January 2023 to ensure a transparent evaluation process and promote ownership of the findings and preliminary recommendations by stakeholders. Evaluation findings will be actively disseminated, and the final evaluation report will be publicly available on the WFP website.

Timing and key milestones

Inception Phase: June - September 2022
Data collection: September - October 2022
Debriefing: October 2022
Analysis and reporting: October 2022 – March 2023
Stakeholder Workshop: January 2023
Executive Board: June 2023

Annex B Methodology

1.   This annex provides details of the methodological design and approach for the evaluation.

Theory of change

2.   The evaluation was guided by a theory of change, which was constructed during the inception phase, and which builds on the theory of change used in the Strategic Evaluation of the Pilot CSPs (2018), on systematic review of the policy and related documents, and good practice frameworks for organizational change. The theory of change informed the assessment of evaluation questions and sub-questions, identification of underlying assumptions, and development of lines of inquiry and indicators for the evaluation matrix.

3.   The theory of change presented below shows the pathway from the impetus for the CSP policy on the left-hand side of the diagram (in terms of opportunities, problems, and issues to be addressed) to the organizational innovations designed under the Integrated Results Matrix (moving towards the centre top part of the diagram) and organizational capacity and capability to implement these (bottom part in the centre of the diagram). Together, the organizational change processes seek to support organizational outcomes.

4.   The outcomes on the right-hand side reflect the eight 'policy impacts' (that this evaluation considers to be outcomes) from the CSP policy, reworked for clarity along the lines of the theory of change that was part of the CSP Pilot Evaluation, and with the explicit inclusion of cross-cutting issues.[300]

5.   The external and internal enabling environment plays a critical role throughout the stages of the theory of change, by influencing the core assumptions and risks, and thus affecting the way in which and the degree to which change processes lead to outcomes and eventually organizational impact.

6.   The extent to which WFP has seen progress towards organizational outcomes is captured in efforts to distil lessons learned (shown as the grey arrow across the bottom of the diagram), including through CSP evaluations, other evaluations, audits, and less formalized exercises. These lessons then inform adjustments to the various organizational change efforts to improve the likelihood of achieving organizational outcomes.

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[300] The outcomes presented on the right-hand side of the theory of change are derived from what the policy document named 'projected impacts' which are labelled as outcomes for the purpose of this evaluation and from other key statements of outcome in the policy document.

Figure 25.   Reconstructed CSP policy theory of change
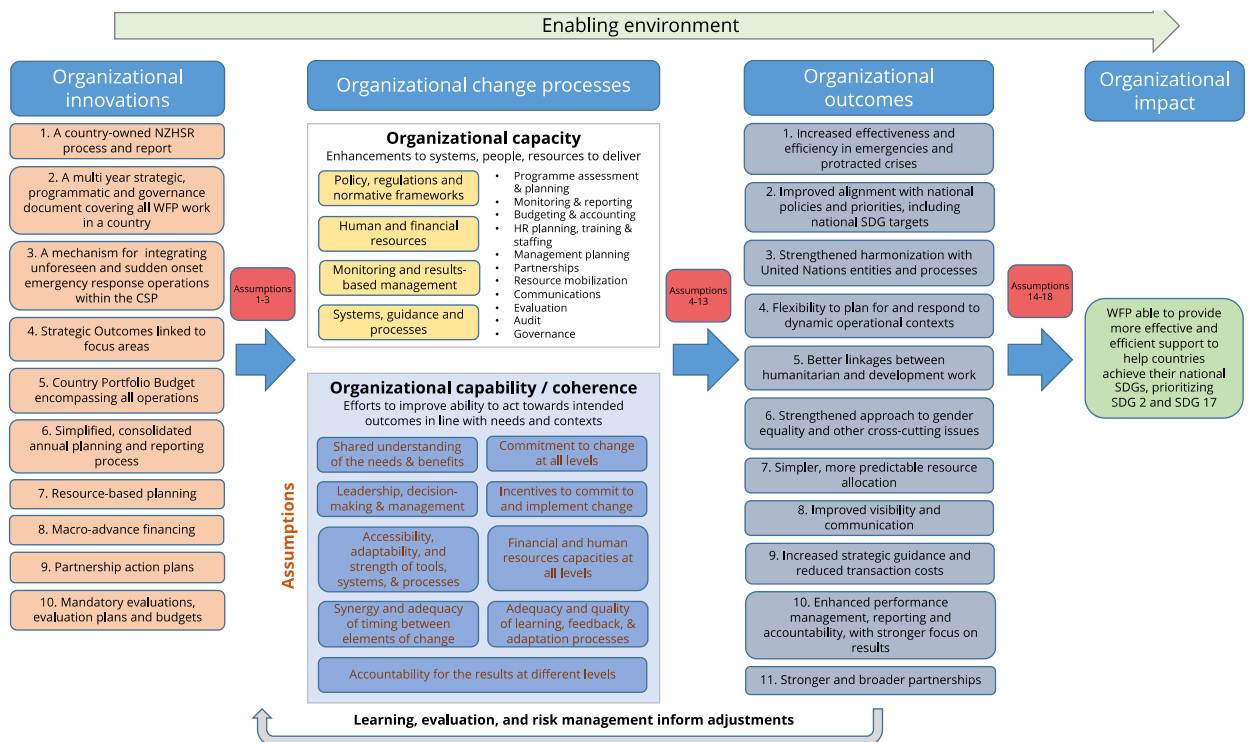
7.   Key assumptions were identified from a review of documentation and inception interviews and set against a general understanding of the organizational and institutional character of WFP and our review of organizational change literature. The assumptions have informed the fine-tuning of the evaluation lines of inquiry and are reflected in the evaluation matrix.

Table 5. Theory of change assumptions

Assumptions 1–3: from organizational innovations to organizational change processes
1. Different elements of innovations are appropriately coordinated, integrated and synchronized.
2. Innovations can be operationalized within the scope of WFP / United Nations rules and regulations.
3. Innovations remain relevant regarding changes in the external environment.
Assumptions 4–13: from organizational change processes to organizational outcomes
4. Strong national ownership of CSP / ZHSR process and content.
5. WFP culture and staff skills / competencies across different levels and parts of the organization can be aligned to implement CSP Strategic Outcomes.
6. WFP incentives are aligned to ensure compliance with and implementation of policy reforms as well as accountability.
7. WFP staff can manage and absorb level of change while simultaneously continuing to implement programmes.
8. Processes can be adapted in all types of WFP operating contexts.
9. Harmonization of internal and external cycles is feasible.
10. Donors' enhanced confidence in WFP planning due to increased transparency and involvement in the consultations results in more flexible funding.
11. Timely approval of CSPs and budget revisions allows for rapid response to emergencies.
12. New CRF, lines of sight, and reporting will adequately demonstrate how specific donors' resources are used to produce effective results and reduce the need for separate reporting.

13.	WFP leadership commitment to change processes, and an enabling environment that provides adequate time for the changes to be successful and sustained."

Assumptions 14–18: from organizational outcomes to organizational impact

14.	Conceptual ability to link humanitarian and development support in meaningful and effective ways.
15.	Conceptual ability to integrate cross-cutting issues in ways that ensure that results and outcomes are reflective of these commitments.
16.	Countries and donors prioritize SDG 2 and 17 and all focus areas appropriate to national context.
17.	WFP offers meaningful and effective enabling support and donors fund this support.
18.	WFP capacities and capabilities can be scaled to match changes in the level and type of needs.

Overall approach

8. The overall approach and methodology have sought to emphasize:

- **Utility**, responding to the interests of stakeholders in the evaluation and focusing on areas where the evaluation can have added value;

- **A consultative and participatory approach**, liaising closely with stakeholders and seeking feedback systematically throughout the process;

- **Rigour** and systematic triangulation across mixed methods, informants, and data sources, to ensure impartiality and minimize bias, ensuring transparent lines of argument from findings to conclusions and recommendations;

- **Efficiency**, by drawing as much as possible from previous evaluations and other secondary sources, including data sources on financing and programme performance, and building on this for primary inquiry; and

- **High ethical standards**.

9. The following choices were made at inception phase in terms of evaluation design.

- **Phased approach to data collection and analysis** – The evaluation first drew from existing evaluations and data and then followed up with primary data collection to fill gaps**.**

- **An inductive inquiry to allow secondary evidence to inform priorities and specific areas for pursuit** during primary data collection. An inductive approach was pursued, with themes for further attention being identified from the secondary data analysis and an organization-wide survey. To allow for this to happen, the evaluation progressed from secondary data mining and analysis, to primary data collection, to triangulation, consolidation and sense-making.

- **A participatory process that promoted organizational learning and the formative dimensions of the evaluation.** The evaluation employed a participatory approach, focusing on consultation, dialogue, learning, and sense-making to enhance ownership, and contribute to the quality of the recommendations.

- **A focus on country examples and countries with substantial experience at the centre of the analysis.** Organizational change processes are lengthy and need time to produce effect. The evaluation prioritized an analysis of 26 countries that were part of the CSP pilot and the first wave of CSPs, and thus those that have a complete CSPE and that are moving/have moved to second-generation CSPs.

- **Emphasis on the formative dimensions of the policy design and implementation through illustrative examples**. Lesson learning on organizational change was a focus of the evaluation. The evaluation will draw out and examine a range of country and thematic illustrations/examples across the different areas of change. These illustrative examples focus on learning from successes and challenges of the innovations that the CSP policy introduced.

10. These choices are presented visually in the following diagram together with implications for data collection methods, choice of countries, and data analysis.

Figure 26. **Evaluation approach and implications for data collection and data analysis**
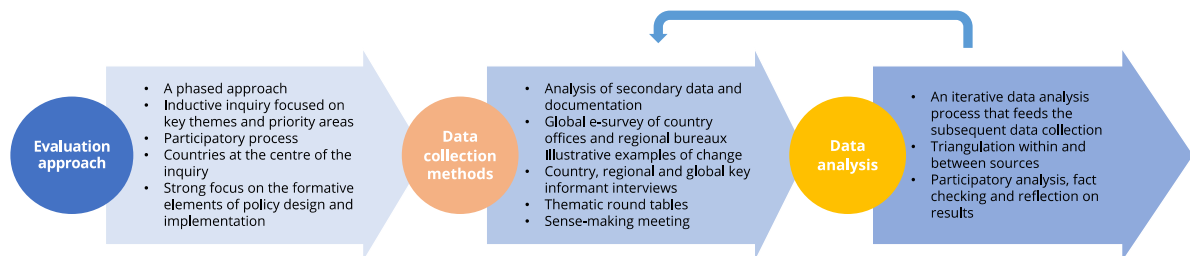
Source: Evaluation Team

11. **Criteria for selection of countries and illustrative cases**: The in-depth documentation analysis covered all 26 countries with a completed CSPE. This allowed the evaluation to draw on a strong, reliable source of evidence that had been quality assured. The selection slightly biases the evaluation towards countries that have more consolidated experience; but this was considered an asset and essential in providing a stronger understanding than would have been available from looking at countries that had just embarked on the CSP process, with less available evidence to draw from. A selection was made of 11 illustrative countries from the 26 CSPE countries using the following criteria :

- Countries with different levels of emergency;

- Countries covering small, medium, and large operations;

- Countries covering low- and middle-income contexts;

- Countries from across all regions;

- Countries that have started implementation of the second-generation of CSPs were prioritized to draw on the extensive experience gained;

- Inclusion of one ICSP to reflect the specificities of these types of plans;

- Countries where the country director and/or deputy country director at the time of CSP design and CSP implementation were available for follow-up interviews, either from a position still at WFP or in their current positions external to WFP.

12. This selection was then reviewed further, and the final purposive selection ensured prioritization of countries taking into account the suggestions provided during inception phase key informant interviews (KII) on countries that would be useful to review in more depth, as well as countries where the evaluation team has prior experience of conducting CSPEs and/or global and decentralized evaluations for WFP. The table below provides the list of selected countries.

Table 6. Illustrative country cases for the CSP policy evaluation

Country	Region	Budget Size*	Country income classification	Current Emergency Response Level	CSPE Board Date
Kyrgyz Republic	RB Bangkok	Small	Lower middle income		Nov 2022
Bangladesh	RB Bangkok	Medium	Lower middle income	Corporate attention	Nov 2021
Timor-Leste	RB Bangkok	Small	Lower middle income		Nov 2020
Lebanon	RB Cairo	Large	Lower middle income	Corporate attention	Nov 2021
Cameroon	RB Dakar	Medium	Lower middle income		Nov 2020
Nigeria	RB Dakar	Large	Lower middle income	Corporate attention	Feb 2023
Mozambique	RB Johannesburg	Medium	Low income	Corporate attention	Jun 2022
Democratic Republic of the Congo	RB Johannesburg	Large	Low income	Corporate attention	Nov 2020
South Sudan	RB Nairobi	Large	Low income	Corporate attention	Nov 2022
El Salvador	RB Panama	Small	Lower middle income		Feb 2022
Peru	RB Panama	Small	Upper middle income		Nov 2022

Source: Evaluation Team analysis based on data provided by WFP.
* Size categories were calculated by proxy based on the latest Needs Based Plan figures (in USD) available to the Office of Evaluation. A Small is <65 million USD; Medium is >65 million USD and <445 million USD; Large is >445 million USD.

Limitations

13.   The evaluation team identified challenges to evaluability in the inception phase but determined mitigating factors. Below is an overview of the main limitations and how these were addressed (see Table 7).

Table 7. Limitations and mitigations

Limitation	Mitigation
Challenges to stakeholder involvement: + Two countries did not respond to requests for interviews + The thematic round tables had lower attendance than planned + Only 3 EB members responded to requests for interview + Challenges in covering United Nations system-wide informants.	Introductions and reminders to countries and external informants were facilitated by the Office of Evaluation. Focal points in each country office were identified to provide introductions to additional stakeholders. For the round-table workshops, multiple reminder emails were sent out by the Office of Evaluation and two out of three sessions were reprogrammed to increase participation.

Limitation	Mitigation
	Where stakeholder involvement was limited, perspectives were collected through other means (e-survey, country illustrations, and document and data review).
Challenges in quantifying qualitative data from the CSPEs. + The extent to which topics are treated consistently in CSPEs varies in spite of the standard format. Some CSPEs may not report on certain issues at all, whereas others cover these issues in significant depth although from varying angles.	Throughout the report, evaluation findings reflect the weight of the evidence from the CSPE reports, highlighting findings that were consistent across a majority of reports, compared to specific findings only relevant to some countries or contexts.
Limitations of corporate data. Evaluability limitations of corporate data included: + Availability of quantitative baselines for pre/post CSP policy comparisons + Inconsistency of data across and between countries and regions over time + Issues of proxy measures and applicability of performance metrics.	Issues were anticipated at inception and mitigated by avoiding expending effort where data was of limited relevance in favour of areas of data analysis that would add value to the evaluation. Effort was made to triangulate data with other sources, including qualitative sources, to make up for deficiencies/inconsistencies in datasets.
Difficulties in attributing observed changes to the CSP policy (and related IRM components) rather than to other factors, both internal and external.	The evaluation has ensured triangulation of data across qualitative and quantitative sources to strengthen the ability to determine relevant influence with regard to the CSP policy.
Comparability of United Nations systems and dataset and access to data and informants for the United Nations comparison: + Some financial metrics followed different calculation methodologies and published different information, limiting comparisons + Planning and performance management systems were substantially different across agencies studied.	The team was successful in contacting and interviewing eight informants from UNICEF and UNHCR from evaluation offices, corporate strategy and planning functions, and in the case of UNICEF two regional offices. Both organizations supplied documentary sources and the team augmented this with additional research (per agency and system-wide) to develop the best possible analysis. Where data is not consistently calculated or reported across agencies this has been noted. Developing an exhaustive understanding and comparison of all elements of planning, budgeting, evaluation, and financial systems was beyond the scope and resources available for the evaluation.

Source: Evaluation team analysis of limitations

Data collection methods

14.   The choice of data collection methods and detailed approaches was guided by the nature of the evaluation, the priority areas highlighted in the inception phase, and analysis of data availability, also taking into account the limitations imposed by the evaluation timeframe.

Table 8. Overview of main data sources and consultation processes, by evaluation question

Evaluation Question	Focus	Predominant data sources
EQ1 – Strength of the policy	Retrospective for relevance to date Prospective for continued relevance	Documentation Global survey of country office and regional bureaux staff Interviews
EQ2 – Results of the	Retrospective	Documentation Global survey of country office and regional bureaux staff

policy/progress against outcomes		Quantitative data Thematic round tables
EQ3 – Enabling and hindering factors for policy achievement	Prospective, while drawing on EQ2 for lessons from the past	Documentation review Global survey of country office and regional bureaux staff Thematic round tables
Conclusions and recommendations (Implications of EQ 1 to 3)	Retrospective and prospective, drawing on all three EQ3 and on consideration/reflections by stakeholders	Body of evaluation evidence Thematic round tables to validate findings Stakeholder workshops to validate and share findings, conclusions and recommendations

Source: Evaluation team

15.   Data collection combined qualitative and quantitative methods. The sequencing of the different elements, the iterative nature of the process, and the way in which different parts of the evaluation process have fed into each other are depicted in the diagram below.

Figure 27. Evaluation phasing, data collection methods, and approach to validation

June 2022   **July 2022**   **August 2022**   **September 2022**   **October 2022**   **November 2022 to February 2023**   **March 2023**

Phase I: Inception

Initial Desk Review and Interviews

Theory of Change

Team Workshop

Evaluation Matrix

31 Aug

Inception Report

Purpose: To validate evaluability and design the evaluation.

Key elements:
- Theory of change and evaluation matrix
- Stakeholder mapping
- Sampling for key informant interviews, comparators
- Document analysis framework
- Organizational change framework
- Confirm / adjust evaluation questions (Eqs)
- Measurement and analysis approach
- Data collection plans
- Preliminary interviews to inform evaluation design

Phase II (a): Data collection

Secondary data analysis

Quantitative data analysis

Qualitative data analysis

Global E-survey

w/c 26 sept Team Workshop

ID themes, priority areas of further learning

Phase II (b): Sense making, early validation

United Nations agency comparison case study

Thematic examples of change and country illustrations

Thematic roundtables

w/c 5 nov Team Workshop

Sensemaking meetings

Key informant interviews

Purpose: To progressively collect and triangulate robust evidence to answer evaluation questions.

Key elements:
- Analysis of full set of secondary data
- Design and implementation of global e-survey
- Identification of gaps and themes for deeper exploration
- Comparator study with another United Nations agency
- Participatory, iterative collection of additional primary data
- Identification and production of illustrations /examples of changes
- Additional key informant interviews, virtual round tables
- Sensemaking meetings with key managers

Phase III: Reporting and final validation

Team Synthesis, Analysis, Drafting

w/c 5 Nov	**28 Nov**	**25/26 Jan**	**24 Mar**
OEV / IRG Debrief	Draft 0 Report	Stakeholder Workshop	Final Report

Purpose: To fully analyze and triangulate all data, discern findings and lessons, formulate forward-looking recommendations, and validate results through iterative quality and content feedback from the Office of Evaluation and stakeholders.

Source: Evaluation team

Analysis of secondary sources

Quantitative data analysis

16.   The diagram below sets out the approach taken for quantitative data analysis and its relation to the qualitative analysis.

Figure 28.   Framework for quantitative data analysis

Source: Evaluation team

Secondary data availability and relevance

17.   At inception phase, the evaluation team reviewed the data sources identified by WFP and identified other relevant sources. Each quantitative measure was assessed for relevance and evaluability according to the following criteria: ability to attribute change to the CSP policy; ability to establish a baseline for the data earlier than the CSP policy; consideration of proxy measurement issues (whether the data give information on the variable of interest); data consistency; and differentiating between the effect of the transition to the new policy compared with the longer term impacts.

Qualitative data analysis

18.   The figure below presents the approach taken for qualitative data analysis. During the inception phase, the evaluation team explored the documentation and data available, mapped these against the evaluation matrix, and identified priority areas for qualitative investigation (Step 1). The evaluation team also elaborated a coding framework to extract and organise data from identified secondary sources of information (Step 2) and organized data to be extracted according to this coding framework (Step 3). The process was followed by subsequent phase of data analysis, aiming at triangulating, weighting and summarizing findings and lifting them to a higher level in order to respond to the evaluation questions (Steps 4 & 5).

Figure 29. Framework for secondary qualitative data analysis
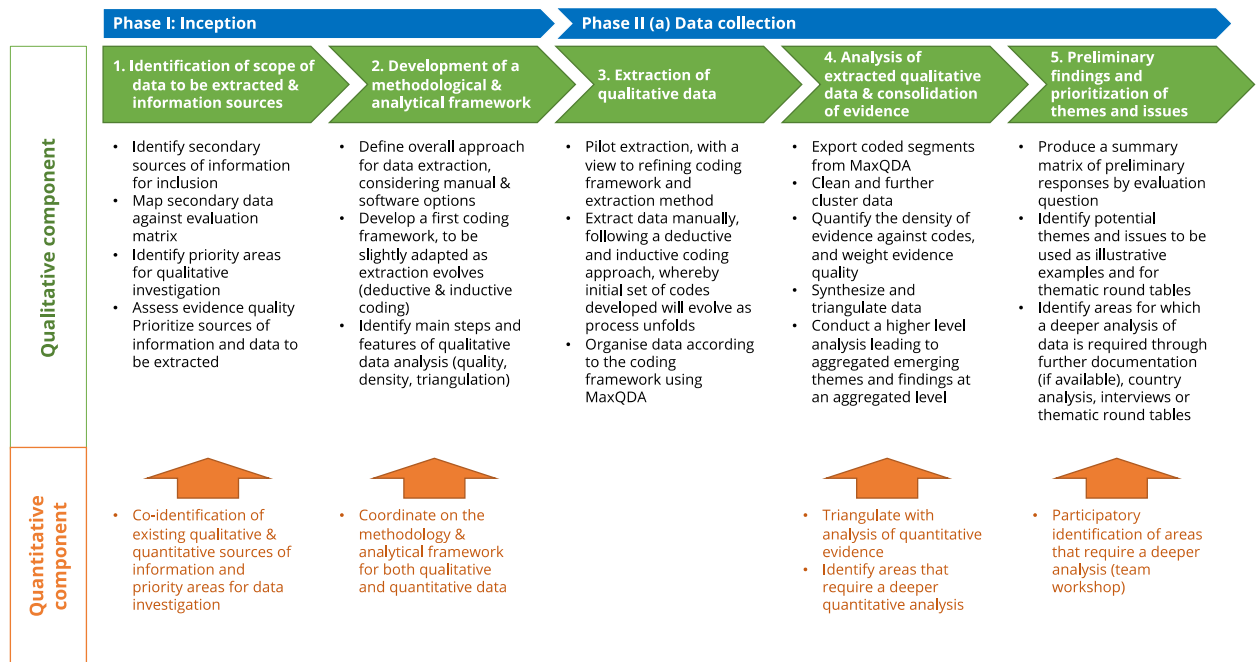
Source: Evaluation team

Step 1. Scope of qualitative data and information sources

19. During inception phase, the evaluation team conducted a review of secondary sources of information relevant to this evaluation. A summary of documents available for review is detailed in the table below. The evaluation team identified that Country Strategic Plan Evaluations (CSPEs) completed and approved by the Office of Evaluation in 26 countries are a solid and valuable source of data for this evaluation and constituted a priority for the qualitative analysis.

Table 9. Summary of documents for review

Document type	Prioritization	Scope	Limitations/issues
WFP country-level documents in the 26 countries with completed CSPEs by September 2022			
+ CSPs	Medium	All CSP documents for the 26 priority countries, with a focus on second-generation CSPs for which there is no CSPE; CSPs for the 11 country illustrations looked at in more depth	
+ CSP approval records [Electronic project review process (e-PRP) and strategic project review process (s-PRP)]	High	CSP approval records for the 26 priority countries (both first and second generation CSPs) ; CSP approval records for the 11 country illustrations looked at in more depth	
+ Project Documents	Low	Project documents from operations (PRROs, strategic objectives, development projects, EMOPs) since 2012 for the 26 priority countries (referred to for clarifications only)	
+ Annual country reports (ACRs)	Medium	ACRs for the 26 priority countries for all years since CSPEs have been completed	Formulaic/follow fixed template
+ Standard project report (SPRs)	Low	SPRs from operations (PRROs, strategic objectives, development projects, EMOPs) since 2012 for the 26 priority countries if clarifications needed from	Formulaic/follow fixed template

Document type	Prioritization	Scope	Limitations/issues
		CPE findings	
+ Annual Performance Plans (APPs)	Medium	All Annual Performance Plans for the 26 priority countries for all years since CSPEs have been completed; Annual Performance Plans for the 11 country illustrations looked at in more depth	
+ Budget revisions	High	Focus on budget revisions from 26 priority countries; all budget revisions since 2012 to understand patterns before and after CSP introduction; budget revisions for 11 country illustrations looked at in more depth as part of an assessment of transaction costs	
+ Country Strategic Plan Evaluations (CSPEs)	High	All CSPEs approved by the Office of Evaluation by September 2022 (for 26 countries)	
+ CSPE management response and implementation tracking	High	All CSPEs approved by the Office of Evaluation by September 2022 (for 26 countries)	
+ CSP mid-term reviews*	Medium	All MTRs for 26 priority countries since CSP implementation; MTRs for the 11 country illustrations looked at in more depth	MTRs are not subject to formal quality review processes and therefore quality varies between countries.
+ Country Portfolio Evaluations (CPEs)	Medium	All CPEs conducted since 2012 for 26 priority countries, as available	CPEs were not mandatory for countries at fixed points in time and therefore not available for all 26 countries.
+ Decentralized Evaluations (DEs), baseline and outcome monitoring reports, and synthesis reports*	Medium	Priority to synthesis reports of decentralized evaluations	
+ Internal Audit Reports on country office operations*	High	Focus on internal audit reports from 26 priority countries.	
+ Reports of the External Auditor	High	Focus on external audit reports from 26 priority countries; all audit reports since 2012 to understand patterns before and after CSP introduction	
+ Risk Registers	Medium	All risk registers for the 26 priority countries since CSP implementation	
+ CSP capacity needs assessments*	Medium	All CSP capacity needs assessments for the 26 priority countries since CSP implementation	CSP capacity needs assessments are not published documents and not conducted systematically across all countries so availability may be limited.
+ Partnership Action Plans*	Medium	Focus on role PAPs play in helping attract resources and funding for CSPs	

Document type	Prioritization	Scope	Limitations/issues
+ Staffing structure reviews/organigrams*	Medium	Human resources records for the 11 country illustrations looked at in depth	Relevant human resources documents are not public.
WFP corporate documents			
+ SP	High	WFP Strategic Plans (2016–2021) and (2022–2025)	
+ Annual Performance Reports (APRs)	High	All APRs since CSP policy introduced.	
+ Centralized global evaluations and decentralized regional evaluations	High	Relevant centralized global and decentralized regional evaluations since 2012; focus on drawing findings relevant to 26 countries of focus	
+ Evaluation syntheses	Medium	Relevant evaluation syntheses since 2012	
+ Thematic Audit Reports	Medium	Relevant thematic audit reports since CSP policy introduced	
+ Thematic / regional studies	Medium	Focus on thematic/regional studies for which 26 priority countries were case studies; inclusion of studies since CSP policy introduced	
+ Finance Annual Reports	Low	Finance annual reports since CSP policy introduced; narrative in reports reviewed to provide explanations for quantitative analysis	Relevant for quantitative analysis
+ WFP Corporate Risk Register	Medium	All corporate risk registers since CSP policy introduced	
+ Executive Director's Circulars	High	Focus on guidance related to CSP policy implementation, in particular the Programme Review and Approval Process (several iterations)	
+ EB Virtual Online CSP commenting platform	High	Focus on CSP comments provided by the EB for 26 priority countries	
+ EB meeting transcripts	High	Focus on CSP approval meetings for 26 priority countries	
Other documentation			
+ Multilateral Organization Performance Assessment Network (MOPAN)	High	As available after 2012	Only available in 2017–2018 for WFP
+ UNDAF/UNSDCFs and associated evaluations	Medium	To allow for clarifications of gaps in evidence from the CSPE reviews on evidence relating to harmonization with the United Nations systems/entities	Evaluations not available for all 26 countries

* Denotes documentation that was collected directly from country offices

Step 2. Methodological and analytical framework

20.   The evaluation team undertook a manual extraction of data so that it could be fully valued and qualified against its relevance and context.

Coding framework

21.   Following the development of the theory of change, the Evaluation Matrix, an initial review of documentation and inception interviews, the evaluation team developed the following coding framework. Relevant sections of the document database were extracted according to the different codes.

22.   The two levels of codes are illustrated in the table below, which also shows the codes mapped by evaluation question.

Table 10.   Coding framework

First level	Second level	Link to evaluation question	Reference point in CSPEs by EQ
External processes	+ The 2030 Agenda + Agenda for Humanity + United Nations reform + Harmonization with United Nations systems (UNDAF, UNSDCF, CCA)	1.1; 2.7	1.1; 1.4;
Cross-cutting issues	+ Platform for integrating cross-cutting issues + GEWE + Protection/accountability to affected populations (sub-code for PSEA) + Nutrition integration + Climate and environmental sustainability	2.9	2.2
Analysis/Evidence-based planning	+ Zero Hunger Strategic Reviews + Risk analysis + Protection analysis	2.5; 2.2	1.2; 2.2; 4.1
Design/strategic approach	+ Alignment to national SDGs + Alignment to national development objectives + Multi-sector approach + Humanitarian-development-peace nexus + Strategic positioning + Programme coherence + Selection of activities and modalities	2.1; 2.2; 2.3; 2.5	1.1; 1.3; 2.4; 3.4
Results	+ No one left behind + Emergency response + Recovery and resilience building in protracted crises + Unintended Results	2.1; 2.10	1.2; 2.1; 2.4;
Sustainability & Forward-looking	+ National-led hunger solutions + Continued relevance of CSP + Emerging issues for the future	2.11	2.3
Capacity strengthening	+ Enabling environment + National government, nationally led planning + Policy level work + Other partners	2.4	2.1, 2.3
Adaptive implementation and repositioning	+ Flexibility to plan and respond in dynamic contexts + Seizing of opportunities + Timeliness of response + Timeliness of emergency funds	2.1; 2.5	1.3; 3.2; 4.3; 4.5
CSP processes and guidance to country	+ Level of resources to prepare for CSP transition	2.5; 2.6	4.3; 4.5

offices	+ Strategic guidance (from headquarters, EB, regional bureau) + Technical Assistance support (from headquarters, from regional bureaux) + Budget revisions; Effect of budget structures on resource allocation flexibility + Transaction cost + Parallel processes		
Partnerships/collaboration	+ United Nations + Private sector + Civil society + South-South and Triangular Cooperation (SSTC)	2.7	1.4; 4.3
People	+ Staffing and governance structure + Leadership + Staffing capacities and skills + Absorptive capacities + Training	2.4; 3.1; 3.5	4.5
Cultural shifts	+ Change of knowledge and attitude + Involvement in policy/programme dialogue + Adhesion to WFP concepts and values	2.11; 2.3	4.5
Visibility and communications	+ WFP mandate visibility + Social engagement + Media penetration	2.3	4.5
Learning	+ Learning from evaluation	3.2; 3.4	1.2; 4.1; 4.5
Funding/financial resources	+ Resource mobilization efforts and expertise + Funding flexibility/earmarking + Advance financing mechanisms + Funding constraints + Resources to results	2.1; 2.4; 2.5; 2.6; 2.8; 3.5	3.3; 4.3; 4.4
Monitoring, evaluation and reporting	+ Results framework + Corporate Results framework + Lines of sight + Evaluation + Innovations + Programme quality	3.3; 3.4	2.1; 2.2; 4.1; 4.5

Step 3. Extraction of qualitative data

23. The evaluation team adopted a combined inductive/deductive approach to the analytical framework, whereby the initial set of codes developed for extraction were tested and evolved as the document review process unfolded.

24. To validate coding approaches between different analysts among the team, a pilot on a document sample was conducted by all analysts at the starting point of the process. A comparison was made of the coding applied to a document to ensure that any differences are agreed upon and any issues in the framework were resolved before the full analysis took place.

Step 4. Analysis of extracted qualitative data and evidence consolidation

25. The results of the coding process were subjected to secondary analysis and triangulation. While it was possible to obtain some statistics directly from the codes using the existing variables (e.g. frequency by document type), the codes often contained evidence that required a higher-level, exploratory secondary

analysis, which took into account all evidence against each code and analysed the story and higher-level themes emerging at an aggregate level.

26.   The evidence was clustered, synthesized and analysed by existing codes. Key issues were identified and triangulated across the evidence sources. Patterns were also identified, including similarities, divergences, and contradictions in the findings among data sources and countries. Special attention was paid to the differentiated issues emerging from different country and regional contexts. Linkages and interconnections between codes were assessed to generate higher level themes. Ultimately, analysis focused on the higher level systemic and strategic issues with applicability for the regional and corporate levels.

27.   Throughout the analytical process, it was necessary to revisit individual documents to check and validate findings and to interpret nuances.

Quantify the density of evidence, and weighting the quality of evidence

28.   Further analysis was undertaken to understand the density of specific findings under particular themes (codes) and to identify particular areas where themes do not emerge, and the density of evidence is low.

29.   A three-level system was adopted to assess evidence quality:

- **Low quality:** Limited or no specific information in the document and very few examples available. Sample is not representative (i.e. anecdotal evidence or a simple description affecting one project/example).

- **Medium quality:** Relevant and specific information and/or less focused analysis. Clear examples occur less frequently, sample is not fully representative (i.e. a project report that provides significant data over time, or a discussion based on several initiatives when evidence or sample is not very comprehensive).

- **High quality:** Extensive and substantial information, clear examples occur frequently, trends can be easily identified over time and/or a wide geographical scope, sample is representative (i.e. the conclusions of an evaluation looking across different projects/countries).

Step 5. Preliminary findings and prioritization of themes and issues

30.   The document analysis resulted in a summary matrix of preliminary answers against each evaluation sub-question, which fed into the analysis and triangulation of findings for the final evaluation report.

Annex C Evaluation matrix

Evaluation questions/ sub-questions OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
Evaluation question 1. How good is the policy?										
1.1. To what extent is the policy timely, relevant, and supportive of external coherence? **Relevance / Appropriateness/ External Coherence**	• Relevance and timeliness of the policy for WFP at the time of adoption e.g., scope, context (and underlying analysis), consideration of gender, etc. • Extent to which policy content reflects the 2030 Agenda, the United Nations Reform, and seeks to contribute to the Agenda for Humanity • Degree to which policy content reflects good technical practices of its time, including those of comparable agencies • Convergence or divergence of stakeholder positions on the appropriateness of having a Policy to guide the organizational change envisioned	✔ CSPE EQ 1.1, and 1.4	✔ Number of CSPs aligned with UNDAF/UNSDCF framework (WFP CSP Programme Cycle Unit)	✔ CSP policy and preparatory documents Top 10 Lessons for Policy Quality in WFP IRM reports EB records System-wide frameworks		✔ WFP staff involved in policy development & implementation, United Nations partners				Good data availability Good reliability

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301 Priority documentation listed. Annex B elaborates on documentation sources, including colour coding of each source in order of priority. CSPEs are the priority source of evidence, but where evidence is lacking in CSPEs in certain areas, additional documentation sources may have been drawn on.

Evaluation questions/ sub-questions OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
	• Absence of contradictions with system-wide policies **(Assumption 2)**									
1.2. To what extent does the policy define WFP scope and comparative advantages while helping the organization to prioritize? **Relevance / Appropriateness, Coherence**	• Overall clarity and user-friendliness of the policy document and perception of the relevance and usefulness of the policy document in clearly communicating and guiding WFP scope and comparative advantage internally and externally at different levels (global, regional, country) and across different contexts • Perception of the extent to which the policy has been helpful in a practical manner for prioritizing decisions for CSP programming (e.g. in terms of identifying and choosing specific areas of engagement regarding others that were not pursued, choice and types of partnerships), with due recognition of different operating contexts • Extent to which monitoring and evaluation ensured attention to alignment with WFP scope and	✔ CSPE EQ 1.4		✔ CSP policy CSP guidance documents and manuals Top 10 Lessons for Policy Quality in WFP Evolution of CRF IRM reports EB records CSPs (26 countries) EPRP and SPRP records		✔ WFP staff involved in policy development & implementation			✔	Good data availability Good reliability

Evaluation questions/ sub-questions / OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
	comparative advantages as defined in the Policy document **(Assumption 9)**									
1.3. To what extent does the policy ensure internal and strategic coherence with the overarching goals of the WFP Strategic Plan (2016–2021 and 2022–2025)? **Relevance / Appropriateness, Coherence**	• Extent to which CSPs approved over the period reflect the goals and priorities of the WFP Strategic Plan (2016–2021), and are reflecting to the revised goals and priorities of the new WFP Strategic Plan (2022–2025) • Perception of the usefulness of the policy as an instrument of reference and support to ensuring that CSPs reflect WFP corporate strategic priorities. • Perceptions of the usefulness of the policy as an instrument of reference and support to enhanced attention to crosscutting priorities (e.g. protection/accountability to affected populations,, gender equality and women's empowerment, nutrition integration, climate and environmental sustainability)	✔ CSPE EQ 2.2	✔ Regular reporting towards cross-cutting indicators (accountability to affected populations, Environment, Protection, Gender, Nutrition, since 2017 (COMET CRF cross-cutting report)	✔ CSP policy WFP Strategic Plans CSPs (26 countries, with focus on 2gCSPs for evidence post-CSPE process		✔ WFP staff involved in policy development & implementation WFP staff and EB members involved in CSP review and approval				Moderate data availability Good reliability
Evaluation question 2. What are the results of the policy?										

Evaluation questions/ sub-questions **OECD Development Assistance Committee criteria**	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	**WFP data sets & metrics**	**Other documentation[301]**	**E-Survey**	**Key informant interviews**	**United Nations Agency comparison**	**Illustrative**	**Round tables**	
2.1. To what extent has the policy contributed to increased WFP effectiveness and efficiency in emergencies and protracted crises? **Effectiveness, Efficiency**	• Degree to which the strategic outcomes in CSPs enabled appropriate selection and prioritization of emergency and recovery and resilience-building activities • Degree to which the shift to cash enhanced effectiveness and efficiency • Evidence from country examples that emergency-response planning and implementation have been effectively integrated with transition and development activities and resulted in a realistic transition plan and exit strategy • Perception of internal and external stakeholders of the extent to which the CSPs have enabled in practice a strong, well-coordinated, approach to emergencies and protracted crises • Degree to which shift to CSPs positively affected country office flexibility and agility in rapidly responding to emergencies as seen in examples of effective and efficient responses to emergencies and protracted crises, as well as examples of less effective and	✔ CSPE EQ 2.4, 3.1, 3.3, 3.4, 4.2 & 4.3	✔ Efficiency of disbursement (IRM analytics, CPB Resource Overview) CSP budget revisions (SPA Plus) Donor earmarking data (trend from 2017 to 2022) (FACTory data) Analysis of CRF indicators may be used to triangulate other findings (e.g. related to SR1 in particular 1.1.4/3.1.8/4.1.4 (ABI), 1.3.2 (Emergency prep. Capacity Index), 2.1.4 (MAM	✔ CSPs (26 countries) Audits, CSP-related observations Strategic evaluations (Resilience, Corporate emergencies, Response to emergencies, COVID-19, RBA) Policy Evaluations (Humanitarian Principles and Access, Safety Nets, Gender, School Feeding) Synthesis of evidence from DE and CPEs	✔ Strength and flexibility of WFP response to emergencies and protracted crises	✔ WFP staff involved in CSP development and implementation Selected regional and national partners (UN, NGO, Clusters) in emergency response Donors		✔	✔	Moderate availability Moderate to good reliability

Evaluation questions/ sub-questions / OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
	• efficient responses to emergencies and protracted crises • Analysis of the patterns of on-time release of funds for emergency responses over the evaluation period • Evolution over time in the budgets funded for crisis response vs. resilience building and response to root causes • Evidence that the shift to CSPs enhanced WFP participation and contribution to multi-sector approaches in the response to emergencies and protracted crises • Analysis of the extent to which CSPs have contributed to strengthening preparedness **(Assumptions 12 and 14)**		Treatment performance rate), 4.1.6 (Climate Capacity Score), 8.2.1 (Partnerships qualitative review) (COMET, ACR, CSPE)							
2.2. To what extent has the policy improved WFP alignment with national SDG targets and partners?	• Degree to which the policy enabled relevant and useful nationally led consultative development planning • Extent to which policy, related guidance, and the consultative process helped country offices design CSPs that are well aligned with national SDG plans (strategic focus and external coherence)	✔ CSPE EQ 1.1, 1.3, & 4.3	✔ Allocation of budgets towards CCS (trends from 2017 to 2022) (IRM analytics, CPB Resource Overview)	✔ CSPs (26 countries) ACRs (for years post CSPE) Audits, CSP-related observations WFP Policies (CCS Policy Update)		✔ WFP staff involved in CSP development and implementation Selected regional institutions,		✔		Good data availability Good reliability

Evaluation questions/ sub-questions — OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data] — CSPEs (26)	WFP data sets & metrics	Other documentation[301]	Subsequent data collection and analysis / triangulation methods [primary and secondary data] — E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	Strength of Evidence
Effectiveness, External Coherence	• Perceptions on the degree to which WFP CSPs are contributing to nationally owned development efforts • Perceptions on the quality and consistency of continued WFP engagement in dialogue, consultation, and partnerships to contribute to national SDG targets • Evolution in the number and nature of joint programmes, partnerships, and resource mobilization initiatives with other development actors in line with SDG priorities **(Assumptions 4, 9, and 16)**		CSPs aligned with UNDAF/UNSDCF framework (WFP CSP Programme Cycle Unit) Analysis of CRF indicators may be used to triangulate other findings (e.g. indicators related to country capacity strengthening, nationally owned efforts and partnerships) (COMET, ACR, CSPE)	Strategic Evaluations and Policy Evaluations (including Evaluation of WFP South-South and Triangular Cooperation Policy) Synthesis of evidence from DE (e.g. CCS) and CPEs WFP Leadership in the repositioning of the United Nations Development System Quadrennial Comprehensive Policy Review (QCPR)		national government and United Nations partners				*(green)*
2.3. To what extent has the policy facilitated repositioning WFP through greater focus, improved	• Examples of where CSP design processes contributed to WFP repositioning as reflected in decisions to pursue and deepen/enhance specific areas of work, specific partnerships, and types of relationships with partners or	✔ CSPE EQ 2.4 & 4.5	✔ Donor contributions by focus areas (trends from	✔ CSPs (26 countries) ACRs (for years post CSPE)	✔ Shift in WFP Mandate Donor influence on	✔ WFP staff involved in CSP development and implementation	✔ Comparison with how other United Nations agencies	✔	✔	Moderate data availability

Evaluation questions/ sub-questions / OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
visibility, and communications? **Effectiveness, Efficiency**	conversely in decisions to drop or phase out of certain areas of work, types of donors etc. • Extent to which WFP monitoring and evaluation functions have enhanced focus and repositioning • Extent to which WFP monitoring and evaluation functions have contributed to improved visibility and communications • Perceptions of internal and external stakeholders on how WFP mandate/role/engagement has evolved • Perceptions of influence of donors on WFP positioning • Examples and evidence of improved/strengthened visibility and communications of WFP work • Examples from countries of areas of work that WFP engages in that have been insufficiently documented and communicated **(Assumptions 7 and 8)**		2017 to 2022) (FACTory) Needs-based plan and allocation of budgets by focus area (IRM analytics, CPB Resource Overview) Diversification and relative importance of donors including IFIs (trends over 2010–2022) (FACTory, QCPR data)	Audits, CSP-related observations WFP Peer Review of the evaluation function Strategic Evaluations (Funding) and Policy Evaluations (including South-South and Triangular Cooperation) Syntheses of evidence from DEs and CPEs WFP Leadership in the repositioning of the United Nations Development System Quadrennial Comprehensive Policy Review (QCPR)	WFP positioning	Selected national, regional and United Nations partners Member States / donors / IFIs	have diversified funding across the nexus (when available, by focus areas)			Moderate to strong reliability

Evaluation questions/ sub-questions **OECD Development Assistance Committee criteria**	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	**WFP data sets & metrics**	**Other documentation[301]**	**E-Survey**	**Key informant interviews**	**United Nations Agency comparison**	**Illustrative**	**Round tables**	
2.4. To what extent did the policy facilitate integration of operational support, technical assistance, and resource mobilization? **Effectiveness**	• Degree to which policy and consultation process resulted in enhanced attention to, and implementation of, effective country capacity strengthening approaches • Extent to which WFP decisions on repositioning were followed through with the requisite human and financial resources to support these changes • Extent to which stakeholders report improved integration of strategic, resource, and technical assistance planning in support of national priorities **(Assumption 5)**	✔ CSPE EQ 2.2 & 4.4	✔ Human Resources data (HRMOI) Analysis of CRF indicators to triangulate other findings (e.g. indicators related to country capacity strengthening) (COMET, ACR, CSPE)	✔ CSPs (26 countries) Audits, CSP-related observations Country level capacity assessments and organizational change documentation (organigrams, staffing reviews etc) (26 countries) Strategic Evaluations (People, School Feeding) and Policy Evaluations (Gender, Funding) Synthesis of evidence from DE (e.g. CCS) and CPEs MOPAN Assessments	✔ Behavioural / Cultural change within WFP	✔ WFP staff involved in CSP and other programme guidance Selected regional and national partners	✔ Comparison with other United Nations agencies country programming funding predictability	✔	✔	Moderate data availability (HR data issues) Good reliability
2.5. To what extent did the policy enable flexibility to plan for and respond to	• Extent to which CSPs articulate how humanitarian work supports recovery and long-term development work • Extent to which CSPEs include attention to the peace dimension of the nexus.	✔ EQ 1.3 EQ 3.4 EQ 4.2	✔ Donor earmarking data (trend from 2017 to 2022; consider	✔ CSPs (26 countries) ACRs (for years post CSPE)	✔ Enhanced flexibility to adapt to dynamic	✔ WFP staff involved in CSP development and implementation	✔ Comparison with other United Nations	✔	✔	Moderate data availability (Constraints pre IRM)

Evaluation questions/ sub-questions **OECD Development Assistance Committee criteria**	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
dynamic contexts while better linking humanitarian and development work? **Effectiveness**	• Extent to which CSPs articulate how development work is informed by risk and protection analysis • Extent to which CPB budget structure and processes supported programmatic resource allocation flexibility • Extent to which 'Changing Lives' programmes have faced particular benefits or challenges through implementation of the CSP policy • External partner perceptions on WFP flexibility to respond to dynamic contexts and to better link humanitarian and development work • Perceptions of WFP management and staff on the degree of flexibility to adapt to dynamic contexts and to link humanitarian and development work, and transaction costs related to this • Analysis of the effectiveness of country examples of responses to dynamically changing contexts • Analysis of whether evolving responses have included adequate consideration of cross-cutting issues	(CSPE EQ 4.5)	meaningful comparison before 2017) (FACTory) Duration of grants 2010–2022 (FACTory) Donor contributions by focus areas (trends from 2017 to 2022) (FACTory) Allocation of budgets by focus area (IRM analytics, CPB Resource Overview)	Audits, CSP-related observations Budget revisions Strategic Evaluations (Resilience, Emergency Response, COVID-19) Policy evaluations Syntheses of evidence from DEs and CPEs	contexts and the nexus	Selected United Nations and civil society partners	agencies country programming funding flexibility			Good reliability

Evaluation questions/ sub-questions / OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
	• Internal perceptions of the extent to which the processes of the CSP have been coordinated, and cognisant of and supportive of different operational contexts **(Assumptions 1, 7, 8, 11 and 15)**									
2.6. To what extent did the policy lead to increased strategic guidance and reduced transaction costs? **Effectiveness, efficiency**	• Degree to which members of the EB, management, and staff report and provide examples of how the shift to CSPs led to improved strategic guidance. • Changes in the nature and type of comments that the EB provides to WFP at EB meetings on its programming and priorities • Evidence that the evaluation function under the CSP policy is contributing to strategic decision making by the EB, and WFP senior management as a part of country programming, including on cross-cutting priorities • Changes in the level of resources expended at all levels to prepare ICSP, CSP and CPB documents vs. former project documents	✔ CSPE EQ 3.4, 4.4, 4.5	✔ Calculation of working days for approval of budget revisions (SPA, OMS data) Evolution of cash versus in kind grants Evolution of direct support costs (2017–2022)	✔ CSPs (26 countries) CSP guidance documentation Audits, CSP-related observations EPRP and SPRP records Delegation of authority MOPAN Assessments	✔ Change in transaction costs	✔ WFP staff involved in CSP development and implementation Member states EB members	✔ Comparison with other United Nations agencies country programming Board strategic guidance	✔	✔	Moderate data availability Good reliability

Evaluation questions/ sub-questions **OECD Development Assistance Committee criteria**	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	**WFP data sets & metrics**	**Other documentation[301]**	**E-Survey**	**Key informant interviews**	**United Nations Agency comparison**	**Illustrative**	**Round tables**	
	• Changes in the amount of time it takes from needs assessment to CSP/CPB approval compared to former projects • Changes to the number of budget revisions per CO/per year • Changes in Management Review of Significant Risk • Changes towards more cost-effective delivery mechanisms **(Assumption 14)**									
2.7. To what extent did the policy lead to improved harmonization with United Nations systems, processes, and entities? **Effectiveness, efficiency, external coherence**	• Percentage of CSP that have been harmonized with the national planning and budgeting cycles • Degree to which policy facilitated CO harmonization with UNDAF / UNSDCF and humanitarian programme processes and cycles • Extent to which ZHSRs complemented or informed Common Country Analysis (CCA) • Extent to which policy provided enough flexibility for country offices to adapt to evolving United Nations Reform Agenda under their CSPs	✔ CSPE EQ 1.4	✔ Number of CSPs aligned with UNDAF/UNSDCF framework (WFP CSP Programme Cycle Unit)	✔ CSPs (26 countries), and UNDAF/UNSDCF evaluations if needed to fill gaps Syntheses of evidence from DEs and CPEs Business Operation Strategies MOPAN Assessments WFP Leadership in the repositioning of the United Nations Development System		✔ WFP staff involved in CSP development and implementation Selected United Nations Partners		✔		Moderate data availability Good reliability

Evaluation questions/ sub-questions **OECD Development Assistance Committee criteria**	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
	• Extent to which the performance management, reporting, and accountability systems under the CSP policy enable WFP to meet system-wide reporting requirements, and avoid duplication			Quadrennial Comprehensive Policy Review (QCPR)						
2.8. To what extent did the policy lead to enhanced performance management, reporting, and accountability, including through 'lines of sight' linking resources to results and serving as vehicles for resource mobilization? **Efficiency**	• Extent to which WFP financial resources (including staff) are explicitly attributed to activities, outputs, and outcomes in a CSP logical framework • Degree to which donors believe WFP reporting on the link between resources and results has or has not improved and facilitated / hindered increased contributions • Changes in the level of resources required for reporting • Changes in donor attitudes regarding the quality of WFP reporting • Changes in the amount of bilateral / donor-specific reporting required • Extent to which shift to CSPs made it easier to evaluate performance, programme quality and extract lessons	✓ CSPE EQ 2.1, & 4.2	✓ Donor earmarking data (trend from 2017 to 2022) (FACTory) Numbers of evaluations and audits Number of KPIs and CRF indicators (changes since 2017)	✓ CSPs (26 countries) Lines of sight (26 countries) Audits, CSP-related observations formally raised through audit reports EPRP and SPRP records MOPAN Assessments		✓ WFP staff involved in CSP development and implementation, monitoring and reporting Member States / Donors	✓ Comparison with other United Nations agencies country programming funding predictability and resources to results / programme quality models		✓	Moderate data availability Good reliability

Evaluation questions/ sub-questions / OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
2.9. To what extent were cross-cutting issues mainstreamed, including gender equality and women's empowerment, disability, protection, accountability to affected populations, nutrition integration and environmental and social risks?	• Extent to which CSPs have mainstreamed attention to gender equality and women's empowerment • Evidence that CSP have been informed by a gender analysis • Evidence that under CSPs there has been an increase in budgets specifically allocated to gender • Evidence that CSPs have included attention to equality, equity and inclusion considerations (including disability) in programming, implementation and reporting • Evidence that CSPs have included protection analysis in programming, implementation and reporting • Evidence that CSPs led to strong measures for accountability to affected populations • Extent to which shift to CSPs led to the screening of environmental and social risks and the implementation of ES management plans	✔ CSPE EQ 2.2	✔ CRF cross-cutting indicators on GEWE, environmental sustainability, protection and accountability (CRF 2022–2025; CRF 2017–2021 (2018); CRF 2017–2021 (2016)	✔ CSPs (26 countries) Audits, CSP-related observations Strategic evaluations Policy Evaluations (Gender) Syntheses of evidence from DEs and CPEs EPRP and SPRP records		✔ WFP staff involved in CSP development and implementation, monitoring and reporting Member States / Donors		✔		Moderate data availability Good reliability

Evaluation questions/ sub-questions **OECD Development Assistance Committee criteria**	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
	• Extent to which WFP reporting at the corporate and country level has reflected cross-cutting efforts • Examples of good practice in integrating cross-cutting issues through CSP processes. **(Assumption 15)**									
2.10. Were there any unintended outcomes of the CSP policy, positive or negative?	• Examples of positive unintended outcomes • Examples of negative unintended outcomes and implications	✔ CSPE EQ 2.1	✔ Donor earmarking data (trend from 2017 to 2022; consider meaningful comparison before 2017) (FACTory)	✔ CSPs (26 countries) ACRs (post CSPE) Strategic Evaluations Policy Evaluations Syntheses of evidence from DEs and CPEs		✔ WFP staff involved in CSP development & implementation, monitoring and reporting Member States		✔		Moderate data availability Good reliability
2.11. To what extent are the results achieved sustainable? **Sustainability**	• Perceptions of the extent to which the changes brought about by the CSP policy have resulted in durable changes in staff skills and capacities as well as in staff attitudes; gender profile of staffing • Degree to which organizational cultural shifts envisioned in the policy have	✔ CSPE EQ 2.3	✔ HR data analysis, permanent vs temporary positions	✔ CSPs (26 countries) ACRs (for years post CSPE) Strategic Evaluations Policy Evaluations		✔ National and Regional Partners		✔		Moderate data availability Good reliability

Evaluation questions/ sub-questions **OECD Development Assistance Committee criteria**	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
	become a standard part of how the organization functions • Degree to which CSP systems and tools, including for results monitoring remain relevant and effectively used • Extent to which humanitarian programming has included adequate linkages with development work, attention to transition and, where relevant, exit strategies • Degree to which country examples support the effect that CSPs have had on enabling stronger nationally led hunger solutions • Degree to which country examples support the effect that CSPs have had on building national capacity, ownership, and increasing funding of national solutions **(Assumption 4, 7, 13, and 17)**			Syntheses of evidence from DEs and CPEs						
Evaluation question 3. What has enabled or hindered results achievement from the CSP policy?										
3.1. To what extent were the policy and related guidance reflective of a clear	• Extent to which stakeholders express common understanding of the policy's vision and commitment to the key principles that it puts forth	✔ CSPE EQ 4.4 & 4.5	✔ Training completion data	✔ CSPs (26 countries) Strategic Evaluations and Policy Evaluations	✔ Guidance and support focus	✔ WFP staff involved in CSP guidance /				Moderate data availability

Evaluation questions/ sub-questions / OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
vision and supported by a dissemination process that resulted in sufficient staff awareness, ownership and use? **Effectiveness, Coherence**	• Extent to which the policy articulated clear expected outcomes and a logical means of achieving them • Percentage of staff that have completed CSP, CPB, or broader IRM trainings • Degree to which staff report positive utility and timeliness of CSP guidance and tools • Extent to which CSP policy guidance and tools have been updated to keep pace with United Nations Reform and the new Strategic Plan			Syntheses of evidence from DEs and CPEs	Behavioural / Cultural change within WFP	tool development and implementation				Good reliability
3.2. To what extent have the support, review, learning and decision-making mechanisms and processes contributed to achievement of results? **Effectiveness, Coherence**	• Perceptions of effectiveness and timeliness of review and decision-making processes for CSP approval and for changes to the CSP and implications for achievement of outcomes • Analysis of frequency and types of management challenges in CSP design and implementation as reflected in CSPE (in particular with respect to decision making, the review process, and capacity for learning)	✔ CSPE EQ 4.1 & 4.5		✔ Audits, CSP-related observations formally raised through audit reports Strategic Evaluations and Policy Evaluations Syntheses of evidence from DEs and CPEs MOPAN Assessments		✔ WFP staff involved in CSP guidance / tool development and implementation			✔	Moderate to good data availability Good reliability

Evaluation questions/ sub-questions / OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
	• Frequency of stakeholders citing strengths and/or weaknesses of different processes • Analysis of examples of follow-up of management response to CSPEs and audits									
3.3. To what extent were robust results frameworks in place, including appropriate indicators to monitor progress in the policy implementation process and results? **Effectiveness, Relevance / Appropriateness**	• Degree to which the policy included clear indicators and monitoring mechanisms related to its 'projected impacts' • Degree to which subsequent evolution in indicators and monitoring mechanisms have improved capacity to monitor progress • Extent to which management reporting to the Board on the policy's implementation has consistently covered updates on its 'projected impacts' • Level of expressed satisfaction of the EB and WFP external partners (including WFP donors) with WFP capacity to provide information on progress and results **(Assumption 10)**	✔ CSPE EQ 4.1	✔ Numbers of evaluations and audits Number of KPIs and CRF indicators (changes since 2017)	✔ CSPs (26 countries) ACRs (for years post CSPE) Strategic Evaluations and Policy Evaluations Syntheses of evidence from DEs and CPEs MOPAN Assessments EB documentation		✔ WFP staff involved in CSP guidance / tool development and implementation Member States				Moderate to good data availability Good reliability

Evaluation questions/ sub-questions **OECD Development Assistance Committee criteria**	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	**WFP data sets & metrics**	**Other documentation[301]**	**E-Survey**	**Key informant interviews**	**United Nations Agency comparison**	**Illustrative**	**Round tables**	
3.4. To what extent were monitoring, reporting and evaluation requirements set out in the policy appropriate and useful to inform strategic decision-making and ensure accountability? **Effectiveness, Relevance / Appropriateness**	• Percentage of CSPs covered by a CSPE • Percentage of country offices with CSPs that have completed MTRs/ decentralized evaluations • Percentage of 2gCSPs that reflect use of learning from CSPEs and DEs • Examples of how the monitoring and evaluation function at country office level has been used to inform choices about WFP approaches and work over the CSP period • Degree to which staff report monitoring, reporting, and evaluation requirements were adequate and useful for strategic decision making and accountability • Comparison of WFP monitoring, reporting and evaluation requirements, frequency and expenditure with that of other United Nations agencies • Level of satisfaction of donors on the extent to which the CRF and lines of sight as well as reporting adequately demonstrate how resources are used to produce results **(Assumption 12)**		✔ Examination of KPIs for suitability the Office of Evaluation and monitoring and evaluation planning and budgeting data and PRP reviews (evaluation financing; evaluation staffing; planned vs actual completion; evaluation quality; evaluation use; status of evaluation recommendations) CRF evaluation and audit indicators (KPI 3	✔ Annual Evaluation Reports Peer Review of the Evaluation Function at the World Food Programme (2021) Global evaluation reports and peer reviews Implementation status of evaluation recommendations Decentralized evaluations (including MTRs) for 26 focus countries VAM, Monitoring and Evaluation Planning and Budgeting Tool	✔ Usefulness of evaluations	✔ WFP staff involved in CSP process management Member States	✔ Comparison of Monitoring, Reporting and Evaluations requirements, frequency and expenditure	✔ Evaluation added value and burden	✔	Moderate to good data availability Good reliability

Evaluation questions/ sub-questions / OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
			on overall achievement of management performance standards) (CRF 2017–2021) Management Result 5 on Evidence and Learning (CRF 2022–2025) Review of evaluation burden on 26 focus countries							
3.5. To what extent were appropriate and adequate financial and human resource capacities and competencies in WFP, at HQ, RB, and CO levels, in place to implement the policy?	• Percentage of needs-based plan funded in country office operations • Percentage of funding fully flexible and softly earmarked • Dollar value and percentage of funds made available for advance financing mechanisms • Average length of donor grants	✔ CSPE EQ 4.2, 4.4, & 4.5	✔ Human resources data (fixed term vs temporary contracts) Funding data (Adequacy of funding: amount of funding; costs; needs; evolution of funding gaps)	✔ Audits, CSP-related observations formally raised through audit reports Strategic Resource Allocation Committee (SRAC) reports Country level capacity assessments and organizational change	✔ Adequacy of human resource capacities Staff absorptive capacities WFP capacities to promote	✔ WFP staff involved in CSP implementation	✔ Comparison with other United Nations agencies skills sets to deliver on enabling the policy environment		✔	Moderate to good data availability Good reliability

Evaluation questions/ sub-questions / OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
Effectiveness, Relevance / Appropriateness, Sustainability	• Human resources Performance and Competency Enhancement (PACE) compliance rate • Findings on adequacy of human and financial resources and of the usefulness and effectiveness of the staff re-alignment exercises • Perceptions of senior management on adequacy of human resource capacities and competencies and right skill sets to implement CSPs • Perception of WFP capacity to promote and retain talent **(Assumption 10 and 18)**		Duration of grants 2010–2022, Analysis of unspent funds at grant expiration date (FACTory) Actual expenditure vs Implementation Plans (26 Countries) (CBP Planned vs Actual) Evolution of direct support costs (2017–2022) Indicators may triangulate other findings (e.g. CRF staff training indicators, people management indicators, and funding indicators, KPI 3, on overall	documentation (organigrams, staffing reviews etc) (26 countries) Strategic Evaluations (People, School Feeding) Policy Evaluations (Gender, Funding) Synthesis of evidence from DE (e.g. CCS) and CPEs MOPAN Assessments	and retain talent		and capacity to retain talents			

Evaluation questions/ sub-questions **OECD Development Assistance Committee criteria**	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	**WFP data sets & metrics**	**Other documentation[301]**	**E-Survey**	**Key informant interviews**	**United Nations Agency comparison**	**Illustrative**	**Round tables**	
				achievement of management performance standards) (CRF 2022–2025) Management Result 2: People Management (CRF 2022–2025) Management Result 4: effective funding for Zero Hunger (CRF 2022–2025)						
3.6. Are there any other internal factors influencing progress? **Effectiveness, Efficiency, Impact, Sustainability**	• Analysis of CSPEs and audit reports of other internal enabling and hindering factors influencing progress at country level (e.g. quality of leadership, systems for accountability, incentives for change, effects of changes on staff welfare and commitment, capacity to absorb changes while continuing to implement programmes size and type of country offices, etc.) • Analysis of the perceptions of internal stakeholders across different WFP	✔ CSPE EQ 4.5		✔ ACRs (for years post-CSPE) Audits, CSP-related observations formally raised through audit reports	✔ Internal factors	✔ WFP staff involved in CSP implementation				Moderate to good data availability Good reliability

Evaluation questions/ sub-questions OECD Development Assistance Committee criteria	Lines of enquiry and/or indicators	Qualitative and quantitative data collection and analysis during initial phase [secondary data]			Subsequent data collection and analysis / triangulation methods [primary and secondary data]					Strength of Evidence
		CSPEs (26)	WFP data sets & metrics	Other documentation[301]	E-Survey	Key informant interviews	United Nations Agency comparison	Illustrative	Round tables	
	contexts of the extent to which the innovations introduced by the CSP were appropriately aligned and timed to produce optimal results, and of the adequacy of changes that were made to address challenges of internal enabling and hindering factors • Importance that different stakeholders attribute to different factors **(Assumptions 1, 6, 7, 14)**									
3.7. What are the external factors that influenced progress towards the expected organizational changes? **Effectiveness, Efficiency, Relevance / Appropriateness, Impact, Sustainability**	• Analysis of external enabling and hindering factors to the organizational changes disaggregated to reflect different types of context • Frequency of stakeholders mentioning external enabling and hindering factors • Importance different stakeholders attribute to different external enabling factors or organizational change **(Assumptions 3, 10, and 16)**	✔ CSPE EQ 4.5		✔ ACRs (for years post-CSPE) Audits, CSP-related observations formally raised through audit reports		✔ WFP staff involved in CSP implementation Selected United Nations partners Selected National and Regional Partners				Moderate to good data availability Good reliability

Annex D WFP Strategic Plans Results Framework 2017–2021 and 2022–2025

Figure 30.   WFP Strategic Plan Results Framework 2017–2021
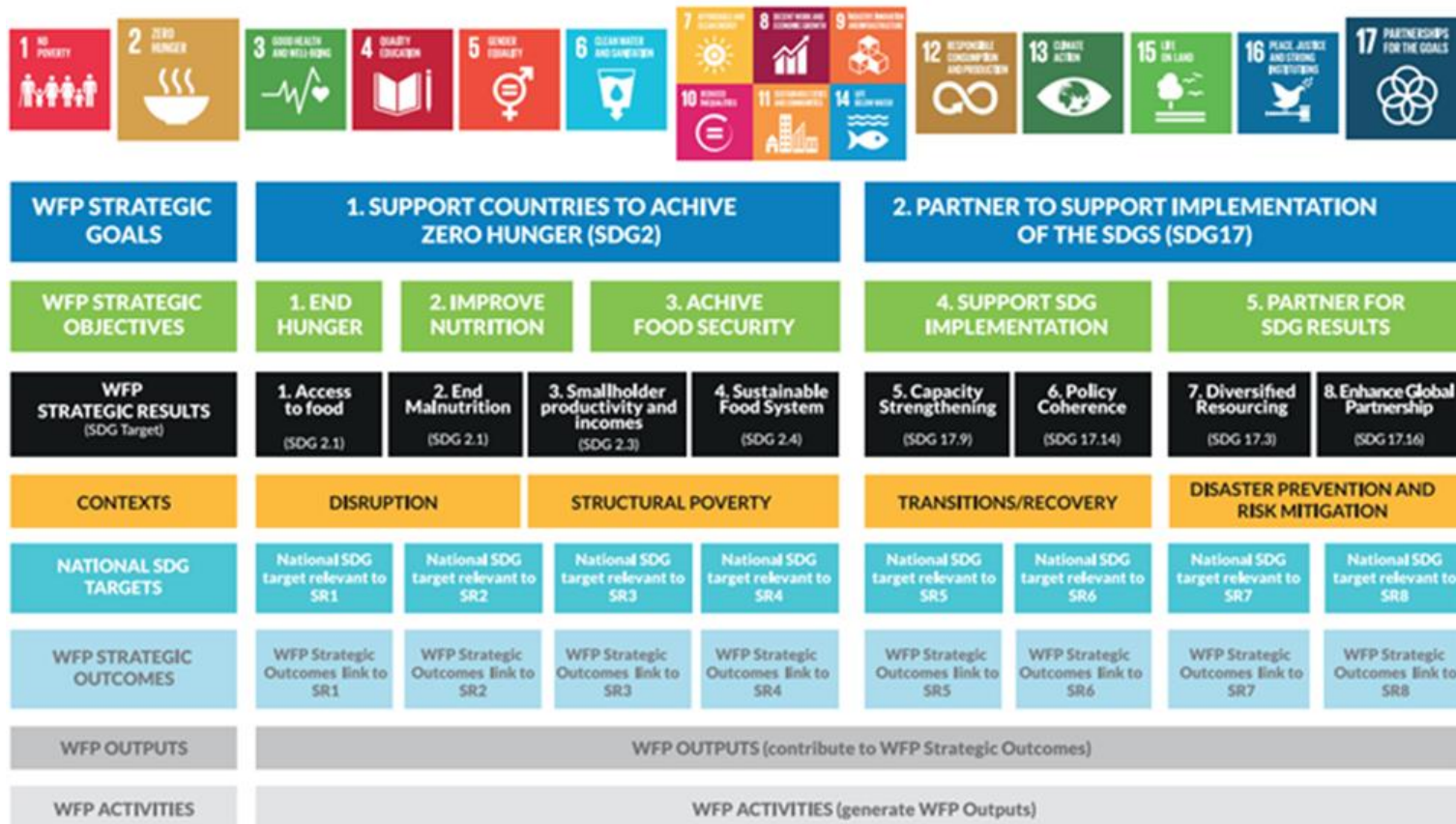
Figure 31.   WFP Strategic Plan Results Framework 2022–2025

Source: WFP Strategic Plan (2022–2025)

Annex E People consulted and evaluation timeline

1. This annex provides a list of people consulted as part of the policy evaluation in Table 11 below. Several stakeholders were consulted more than once. More stakeholders than listed here were contacted, but not everyone was available to participate. In total, 106 people (51 women and 55 men) were involved in an interview or group discussion.

2. The annex also includes a detailed evaluation timeline in Table 12.

<div align="center">

Table 11.   People Consulted

</div>

Name	f/m	Designation	Organization
Inception phase			
Adam Avni	m	Internal Auditor	WFP
Andrew Stanhope	m	Deputy Director, Human Resources Division	WFP
Anne-Claire Luzot	f	Deputy Director, Office of Evaluation	WFP
Clare Sycamore	f	Corporate Planning and Performance Division	WFP
David Bulman	m	Deputy Director, Operations Management Support Office	WFP
David Kaatrud	m	Director, Programme (Humanitarian and Development)	WFP
David Ryckembusch	m	Chief Corporate Performance Planning	WFP
Eddie Rowe	m	Country Director Sudan	WFP
Genevieve Wills	f	Chief of Corporate Planning and Performance Division	WFP
Harriet Spanos	f	Deputy Director of Enterprise Risk Management	WFP
Ilaria Dettori	f	Deputy Director for Emergency Operations Division	WFP
Jenifer Nyberg	f	Deputy Director Corporate Planning & Performance Division	WFP
John Aylieff	m	Regional Director for Asia and the Pacific	WFP
Lauren Landis	f	Country Director Kenya	WFP
Lola Castro	f	Regional Director Latin America and Caribbean	WFP
Marianne Ward	f	Deputy Country Director Sudan	WFP
Michael Hutak	m	Focal Point, Humanitarian and Development Programmes	WFP
Patricia Colbert	f	Annual Reporting Team	WFP
Philip Ward	m	Secretary to the Executive Board and Director of the Executive Board Secretariat	WFP
Ronald Tranbahuy	m	Deputy Director, Research, Analysis and Monitoring	WFP
Rukia Yacoub	f	Deputy Regional Director, Eastern Africa	WFP
Sarah Longford	f	Deputy Director, Office of Evaluation	WFP
Silvia Caruso	f	Deputy Director, Public Partnership and Resourcing	WFP
Stanlake Samkange	m	Senior Director for Strategic Partnerships	WFP
Tania Goosen	f	Country Director, Guatemala	WFP
Wendy Bigham	f	Deputy Director, Corporate Planning & Performance	WFP
William Affif	m	Chief of Programme Cycle Management Unit	WFP
Global interviews during data collection phase			
Anne-Claire Luzot	f	Deputy Director, Office of Evaluation	WFP
Dominik Heinrich	m	Director, Innovation and Knowledge Management Division	WFP
Fabiana Sacchetti	f	SPA Plus Project Manager and Administrator, Operations Management Support Office	WFP
John Graham	m	Legal Office	WFP

Name	f/m	Designation	Organization
Margot Vandervelden	f	Director, Emergency Operations Division	WFP
Paola Corrado	f	Head Supply Chain Unit	WFP
Pilar Cortes	f	Chief, Workforce Planning and Strategy, Human Resources Division	WFP
United Nations comparator interviews			
Asako Saegusa	f	Regional Chief of Programme and Planning, East Asia and the Pacific	UNICEF
David Rider-Smith	m	Evaluation Service, Lead for Country Strategy Evaluations	UNHCR
Erica Mattellone	f	Senior Evaluation Specialist (Chief of Institutional Effectiveness)	UNICEF
George Woode	m	Senior Transition Coordinator	UNHCR
Jean-Marie Garelli	m	Head of Strategic and Programme Planning Service	UNHCR
Mariavittoria Ballotta	f	Regional Chief of Programme and Planning, West and Central Africa Region	UNICEF
Rudi Luchmann	m	Chief Programme Guidance Unit	UNICEF
Shane Sheils	m	Chief Strategic Planning Unit	UNICEF
Interviews with Executive Board members			
Chiara Segrado	f	Deputy Permanent Representative to WFP	FCDO
Elizabeth Petrovski	f	Finance and Oversight Specialist	USAID
Francesca Simeone	f	Officer	EU
Simone Licomati	m	Desk Officer for Relationship with WFP	EU
Susanne Mallaun	f	Head of Unit, Directorate General for Humanitarian Aid and Civil Protection	EU
Country level interviews during data collection phase			
Abdallah Alwardat	m	Country Director, Lebanon	WFP
Aboubacar Guindo	m	Deputy Country Director, Cameroon	WFP
Adeyinka Badejo	f	Acting Country Director, South Sudan	WFP
Aizhan Mamatbekova	f	M&E Officer, Kyrgyz Republic	WFP
Alex Robayo	m	Deputy Country Director, Peru	WFP
Anthea Webb	f	Deputy Regional Director of RBB	WFP
Antoine Renard	m	Deputy Country Director, Lebanon	WFP
Antonella Daprile	f	Country Director, Mozambique	WFP
Ash Rogers	m	Country Director, Timor-Leste	WFP
Dageng Liu	m	Former Country Director, Timor-Leste	WFP
Domenico Scalpelli	m	Country Director, Bangladesh	WFP
Elia Martinez	m	Head of Programme, El Salvador	WFP
Elisabetta D'amico	f	Head of Vulnerability, Analysis and Mapping Unit, Kyrgyz Republic	WFP
Ernesto Gonzalez	m	Head of Programme	WFP
Farirai Chataurwa	f	Human Resources, Mozambique	WFP
German Vasconcelos	m	Human Resources, Mozambique	WFP
Gonzalo Alcalde	m	Head of Office, Strategic Planning Resident Coordinator Office	United Nations Peru
Harold Mannhardt	m	Acting DCD for Operations	WFP
Hilke David	f	Deputy Country Director, Kyrgyz Republic	WFP
Hitesh Kanakrai	m	Activity Manager, Mozambique	WFP
Ibraima Hamadou	m	Deputy Head of Programme, Cameroon	WFP
Igor Bazemo	m	Strategy planner	WFP
Ikenna Ugwu	m	Head of Partnerships Unit, Mali	WFP
Jaako Valli	m	Deputy Country Director, El Salvador	WFP
Jyoti Dhingra	f	Consultant	WFP
Kojiro Nakai	m	Country Director, Kyrgyz Republic	WFP

Name	f/m	Designation	Organization
Levis Kamgan	m	Evaluation officer, Cameroon	WFP
Luz Fernández Garcia	f	Development Coordination Officer	United Nations Peru
Mohammad-Zabih Ahmadi	m	Head of Budget and Programming, Cameroon	WFP
Nadia Papasidero	f	Consultant, El Salvador	Independent
Nicolas Babu	m	Head of Programmes, Mozambique	WFP
Piet Vochten	m	Former Deputy Country Director, Bangladesh	WFP
Regis Chapman	m	Director, Multi-Country Office for English Speaking Caribbean	WFP
Rita Nunes	f	Human Resources, Mozambique	WFP
Sebastiao Henrique	m	Resource Budget, Timor-Leste	WFP
Sune Kent	m	Deputy Country Director, Lebanon	WFP
Wanja Kaaria	f	Country Director, Cameroon	WFP
William Nall	m	Programme Advisor	WFP
Wilson Kaikai	m	Head of M&E	WFP
Thematic round table participants			
Andrew Fyfe	m	Deputy Regional Director, Regional Bureau Cairo	WFP
Anthea Webb	f	Deputy Regional Director of RBB	WFP
Brenda Barton	f	Country Director, Philippines	WFP
Catherine Bellamy	f	Programme (Humanitarian and Development) Division	WFP
Christine Wright	f	Programme Policy Officer	WFP
Claudia Schwarze	f	Regional Evaluation Officer, RBC	WFP
Deborah Yohendran	f	Innovations Programme Officer	WFP
Ilaria Dettori	f	Deputy Director, Emergency Operations Division	WFP
Jennifer Nyberg	f	Deputy Director Corporate Planning & Performance Division	WFP
Jonathan Porter	m	Workplace Culture Department	WFP
Levis Kamgan	m	Evaluation officer, Cameroon	WFP
Lorenzo Bosi	m	Programme Policy Officer	WFP
Marekh Khmaladze	f	Programme Policy Officer	WFP
Marine Delanoe	f	Programme Policy Officer	WFP
Michael Hutak	m	Focal Point Humanitarian and Development Programmes	WFP
Paola Corrado	f	Head Supply Chain Unit	WFP
Paul Arbon	m	Supply Chain Officer	WFP
Rathi Palakrishnan	f	Deputy Country Director, Pakistan	WFP
Samir Wanmali	m	Deputy Director, Programme and Policy Division	WFP
Thomas Conan	m	Senior Programme Advisor, RBD	WFP
Vincent Vanhalsema	m	Social Protection Adviser	WFP
Technical working session on budget and resource management			
Christine Marnala	f	Finance Officer, Indonesia	WFP
Elsa Solomon	f	Budget and Programming Officer, South Sudan	WFP
Hana Afzal	f	Budget and Programming Officer, Pakistan	WFP
Nafi Zaman	m	Budget and Programming Officer, Bangladesh	WFP
Saida Abdrazakova	f	Budget and Programming Officer, Kyrgyz Republic	WFP

Table 12.   Detailed evaluation timeline

Phase	By whom	Timing
Phase 1: Inception		
Preliminary Desk review induction briefings with OEV and inception interviews	Team	13 – 29 June 2022
Mokoro Internal Quality Assurance	Team	By 18 July 2022
Draft 0 IR submission to OEV	**TL**	**20 July 2022**
OEV quality assurance and feedback sent to ET	EM	22 July 2022
IR submission (D1), incorporating OEV quality assurance and feedback	**TL**	**3 August 2022**
OEV quality assurance	EM	9 August 2022
Share IR with the Internal Reference Group (IRG) for their feedback	EM	12 August 2022
Deadline for IRG comments	IRG	26 August 2022
OEV consolidate all comments in matrix and share them with TL	EM	29 August 2022
Submit revised IR (D2)	**TL**	**31 August 2022**
Circulate final IR to WFP stakeholders FYI; post a copy on intranet	EM	5 September 2022
Phase 2: Data collection		
Preliminary secondary data analysis	Team	31 August – 26 September 2022
E-survey preparation and implementation	Team	4 – 26 September 2022
Initial findings workshop	Team	27 September 2022
Further data analysis including United Nations comparison	Team	26 September – 4 November 2022
Further primary data collection (Key informant interviews, illustrations, thematic round tables)	Team	26 September – 4 November 2022
Team synthesis workshop	Team	8–9 November 2022
Preliminary debriefing with OEV and IRG (PPT)	EM+TL	8 November
Phase 3: Reporting		
Analysis and drafting of Final Report	Team	November 2022
Submit draft ER (D0) to OEV	**TL**	**7 December 2022**
OEV quality feedback sent to the team	EM	7 December 2022
Submit revised draft ER (D1) to OEV		**15 December 2022**
OEV additional round of comments sent to team	EM	19 December 2022
Submit revised draft ER (D2) to OEV based on OEV comments	**TL**	**13 January 2023**
Submitted to DoE for clearance for circulation to WFP stakeholders	DoE	13 January 2023
Clearance by DoE	DoE	20 January 2023
ER D2 shared with IRG	EM	23 January 2023
Stakeholder Workshop	EM/TL	24–25 January 2023
OEV consolidated comments from IRG sent to team	EM	6 February 2023
Submit revised draft ER (D3)		**17 February 2023**
Prepare draft SER	EM	3 March 2023
Quality assurance	DoE	10 March 2023
Submit revised SER	EM	15 March 2023
Seek DoE clearance to send SER to Oversight and Policy Committee	EM	21 March 2023
OEV sends and discusses the comments on the SER to the team for revision	EM	31 March 2023
Submit final draft ER to OEV (D4)	**TL**	**24 Mar 2023**
Clarify last points/issues with the team. Seek final approval by DoE	EM+TL	29 Mar 2023
Phase 4: Dissemination and follow-up		
Submit SER to EB Secretariat for editing and translation, copy RMPP for MR preparation	EM	6 April 2023
Preparation of the comms pack for EB and ED		April 23
Dissemination, OEV websites posting, EB round table Etc.	EM	May 23 2023
Presentation of SER to the EB	DoE	June 23 2023
Presentation of management response to the EB	RMPP/CPP	June 23 2023

Note: CPP = Corporate Planning and Performance Division, DoE: Director of Evaluation; EB = Executive Board; ED= Executive Director; EM= Evaluation Manager; IRG = Internal reference group; OEV = Office of Evaluation; TL = Team Leader

Annex F Mapping evaluation report sections, Evaluation questions and CSP policy impacts

1. The table below maps evaluation report sections against evaluation questions (EQ) and sub-questions and CSP policy impact areas (CSPPIs).

#	Evaluation report section	EQ	CSPPI	Qual data / code
1.	**INTRODUCTION**			
1.1	Evaluation features			
1.2	Context			
1.3	Subject being evaluated			
1.4	Methodology			
2.	**FINDINGS**			
2.1	**How good is the policy?**			
2.1.1	Timeliness & appropriateness	1.1	2, 7	1. External processes
2.1.2	Coherence with WFP strategic plans and policies	1.3	NA	4. Design/strategic approach
2.1.3	Guiding WFP scope of work and prioritization	1.2	8	9. CSP processes and guidance to COs
2.2	**What are the results of the policy?**			
2.2.1	**Strategic repositioning**			
2.2.1.1	Improved alignment with national policies and priorities including national SDG targets	2.2	1	3. Analysis/evidence-based planning 4. Design/strategic approach
2.2.1.2	Strengthened harmonization with United Nations entities and processes	2.7	7	1. External processes 10. Partnerships/collaboration
2.2.1.3	Stronger and broader partnerships	2.2	1 2	10. Partnerships/collaboration
2.2.1.4	Repositioning WFP through greater focus, improved visibility, and communications	2.3	3	4. Design/strategic approach 13. Visibility & communications
2.2.2	**Programme quality & results**			
2.2.2.1	Improved effectiveness and efficiency in emergencies and (protracted) crisis situations	2.1	1	4. Design/strategic approach 5. Results
2.2.2.2	Better linking of humanitarian, development work and peace building, and bringing a resilience lens	2.4 2.5b	4 5b	4. Design/strategic approach 5. Results 6. Capacity strengthening 3. Analysis/evidence-based planning
2.2.2.3	Flexibility to plan and respond to dynamic operational contexts	2.5a	5a	3. Analysis/evidence-based planning 8. Adaptive implementation
2.2.2.4	Strengthened approach to gender equality and other cross-cutting issues	2.9	NA	2. Cross-cutting issues
2.2.3	**Management, governance, and accountability**			
2.2.3.1	Increased strategic guidance and reduced transaction costs	2.6	6	9. CSP processes and guidance to COs

2.2.3.2	Simpler and more predictable resource allocation	2.4 2.8	4 8	9. CSP processes and guidance to COs 15. Funding/financial resources
2.2.3.3	Equipped WFP country offices	2.4	4	9. CSP processes and guidance to COs 10. People & management
2.2.3.4	Enhanced performance management, reporting and accountability	2.8	8	14. Learning & innovations 16. Monitoring, evaluation & reporting
2.2.4	**Sustainability**	**2.11**	**NA**	7. Sustainability & forward looking
2.3	**Factors that have enabled/hindered achievements**	**3.**		
3.	**Conclusion and recommendations**			

Figure 32. **Mapping organisational outcomes and CSP policy impact areas against the 12 areas used to structure the evaluation findings**
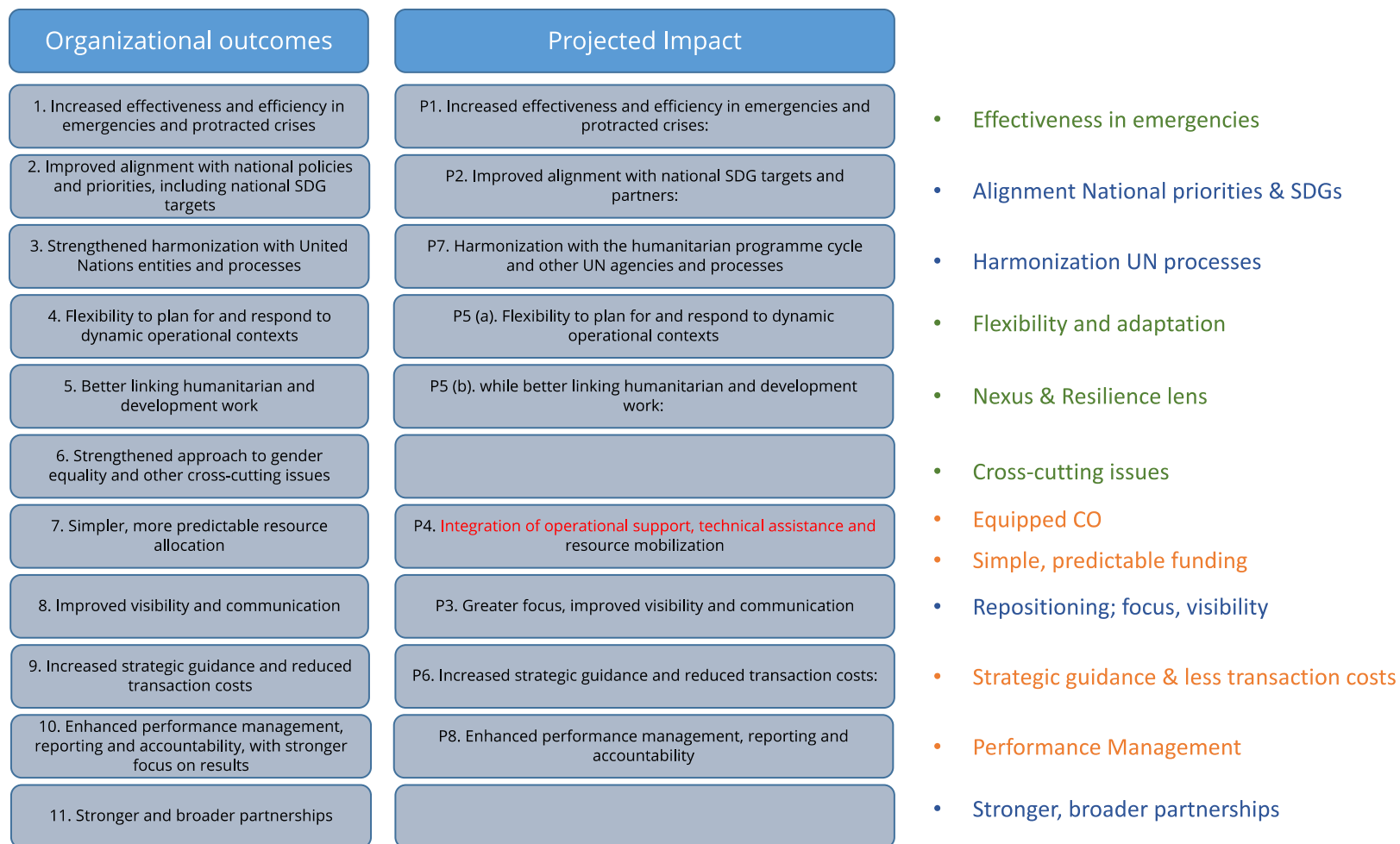
Annex G CSP policy quality

1. Assessing the CSP policy against the WFP 10 lessons for policy quality[302]

Lesson	Strengths of CSP policy	Weaknesses of CSP policy	Policy quality criteria
Lesson 1: Include a context analysis and ensure timeliness for wider relevance	The CSP Policy is well contextualized within the analysis of the humanitarian and development context and WFP experience of programming. It provides a clear rationale for moving to longer term planning and for a change of direction.	No major issues	Standard met
Lesson 2: Define the scope and prioritize	The choice to focus on SDG 2 and 17 provided focus. It was perceived as useful by the SP MTR (2020) and many evaluation respondents.	The CSP Policy is insufficiently clear on WFP comparative advantage. It introduces a wide agenda making prioritization a challenge. In practice, WFP contributes to other SDGs. The CSP Policy also insufficiently recognizes the widely different contexts in which WFP operates and implications for prioritization.	Partially met
Lesson 3: Develop a vision and a theory of change	The CSP Policy expressed its vision of change through a set of eight outcome areas.	The outcome areas present a large menu of different anticipated impacts. There has been fragmentation in practice given the broad agenda and the introduction of focus areas. The CSP policy did not come with a theory of change. Compared with country planning frameworks of comparator United Nations organizations, WFP policy is broad, while at the same time very specific (and thus restrictive) on aspects such as financial management. International lessons learned are mentioned in the policy but it is not clear how these were taken into account.	Partially met
Lesson 4: Ensure external coherence	The CSP Policy was well benchmarked with external context. ZHRS provided an avenue for external coherence (although now overtaken by CSR exercises in context of UNSDCF). While other agencies were not specifically mentioned, the CSP Policy does refer to the United Nations reform and United Nations country planning processes.	No major issues	Standard met
Lesson 5: Ensure internal and strategic coherence	The CSP policy built on policies that preceded it. Prioritization under the CSP policy is framed by the priorities in the WFP	Prioritization in practice is challenging due to the broad agendas that are pursued by WFP under both Strategic Plans. The CSP policy provided limited specific guidance on how to align country priorities	Standard partially met

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[302] WFP. 2018. Top 10 Lessons for Policy Quality in WFP. WFP Office of Evaluation.

Lesson	Strengths of CSP policy	Weaknesses of CSP policy	Policy quality criteria
and integrate gender	Strategic Plan 2017–2021 and the subsequent Strategic Plan 2022–2026. The policy recognizes the importance of gender.	with areas where WFP has specific comparative advantage. The CSP policy provided limited guidance on cross-cutting issues, mentioning only gender and climate change specifically, but without details.	
Lesson 6: Develop evidence-based policies	The CSP policy builds a case on evidence of the needs and gaps of food insecure people and those affected by crises. It clearly highlights the evolving context and the increasingly complex environment within which WFP operates.	The CSP Policy framework serves too many different purposes. It intends to be strategic (with a role in WFP positioning and specific contribution), to guide choices on WFP work, to serve as a planning tool for resources, to be a management instrument, and to support advocacy.	Standard partially met
Lesson 7: Validate and create ownership through internal consultation	Broad internal consultation and dissemination has characterized the policy preparation and rollout and built commitment and ownership. Responsibilities for regional bureaux and country directors are emphasized in the policy document. Regional bureaux guidance is identified as critical to support countries in making the transition foreseen in the CSP.	Potential bottlenecks were not comprehensively identified in the policy,	Standard partially met
Lesson 8: Invest in effective institutional frameworks, systems, guidance and accountability arrangements	The policy included guidance on institutional arrangements and accountabilities for its implementation. It specifies roles for different levels of the organization as part of the CSP planning and rollout.	Resources to make the institutional arrangements work are not specifically singled out in the Policy.	Partially met
Lesson 9: Identify financial and human resource requirements	The importance of equipping country offices was recognized in the CSP Policy and the role of the headquarters and regional bureaux (in particular) were explained in support of the CSP rollout. The CSP policy specified that adequate resources and support should be made available to ensure capacity in strategic planning at the country level.	Financial requirements are incompletely identified. While requirements for evaluation coverage were specified and budgets subsequently allocated, this did not happen for the CSP planning function. The organizational shift and the shift in staffing profiles that would be needed for CSP policy implementation is only marginally discussed and implications for human and financial resources are not foreseen in the policy.	Partially met

Lesson	Strengths of CSP policy	Weaknesses of CSP policy	Policy quality criteria
Lesson 10: Integrate monitoring, evaluation and reporting systems	The CSP policy identified the importance of linking resources to results through clear reporting and accountability systems. The evaluation function was singled out for specific improvement with requirements attached. Reference was made to country logical frameworks linked to the corporate framework, the latter forming the basis for assessing performance of the CSP.	Weaknesses in monitoring and reporting were insufficiently identified in the CSP policy document. The implications of integrating monitoring, evaluation and reporting is superficially mentioned.	Partially met

Annex H Executive Board inputs on Country Strategic Plan policy

<p style="text-align:center">Table 13.   Executive Board inputs on CSP policy</p>

EB event date	Executive Board Records
June 2015	Discussion held in the Executive Board Bureau on WFP proposal to adopt a country-level strategic and programmatic planning approach.[303]
September 2015	The first informal consultation[304] on country strategic plans was held, outlining the proposed approach to country-level strategic and programmatic planning approach. It described the context of the approach and provided examples of completed country strategic plans in Indonesia and Zimbabwe for review.
November 2015	The Secretariat briefed the Executive Board on the ongoing Financial Framework Review,[305] which was presented as part of a broader organizational context that included the Strategic Plan, the Corporate Results Framework and the country strategic planning approach.
December 2015	Second informal consultation on country strategic plans held,[306] providing an update of the country strategic planning approach and summarizing the process of implementing country-level planning. Issues raised at the 21 September 2015 informal consultation were clarified and information was provided on the WFP plan to pilot the budgeting for operational effectiveness work stream of the Financial Framework Review in line with the country strategic planning approach.
February 2016	Update on the Integrated Road Map for the Strategic Plan 2017–2021, the Country Strategic Planning Approach and Financial Framework Review was shared.[307] Board members urged the Secretariat to adjust WFP performance indicators to the SDGs and to ensure that CSPs were fully aligned with SDGs and plans to achieve results at the country level.
June 2016	Latest draft of the CSP policy shared for discussion[308] and the Executive Board noted that it addressed most concerns raised in previous consultations. The following points were raised: - Secretariat's proposals regarding Board approval of CSPs that were fully funded by their host governments. - Request for more information on the thresholds for presenting CSP budget revisions for Board approval and underlined the role of the EB in such revisions. - More information on how introduction of CSPs would affect existing WFP commitments within countries. - More information on how the alignment of CSPs and the new financial framework would affect donor funding mechanisms.

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[303] WFP. 2015. Background Paper – Country Strategic Plans. Informal Consultation. Rome, 21 September 2015.

[304] WFP. 2015. Background Paper – Country Strategic Plans. Informal Consultation. Rome, 21 September 2015.
[305] WFP. 2016. Summary of the Work of the First Regular Session of the Executive Board, 2016. Executive Board, First Regular Session. Rome, 8–10 February 2016.
[306] WFP. 2015. Background Paper – Country Strategic Plans. Informal Consultation. Rome, 7 December 2015.
[307] WFP. 2016. Summary of the Work of the First Regular Session of the Executive Board, 2016. Executive Board, First Regular Session. Rome, 8–10 February 2016.
[308] WFP. 2016. Summary of the Work of the Annual Session of the Executive Board, 2016. Executive Board, Annual Session. Rome, 13–17 June 2016.

EB event date	Executive Board Records
	• Other concerns included how WFP could address regional emergency crises under the new approach, and the feasibility of evaluating every CSP during its five-year cycle.
November 2016	The Executive Board approved the IRM, which links the Strategic Plan 2017–2021, the Policy on CSPs, the Financial Framework Review and the CRF 2017–2021. Country Strategic Plan Policy approved (WFP/EB.2/2016/4-C/1/Rev.1*). The Board welcomed the policy,[309] noting that it was informed by evaluation findings, experience in CSP pilot countries and best practices from other agencies. The Board urged WFP to ensure complementarity with the work of FAO, IFAD and other United Nations agencies and to use the pilot CSPs as a source of learning and capacity development.
February 2017	The two early pilot plans were approved as CSPs (Indonesia and Zimbabwe) together with six other pilot CSPs (Wave 1a: Bangladesh, China, Colombia, Ecuador, El Salvador, Lao PDR). Board members expressed support for the WFP transition to CSPs and commended CSP coordination with national priorities and their consultative design process involving national, humanitarian and development actors, and urged country offices to incorporate expertise from partners into their work with governments. EB members liked the structure of the CSP documents, with sections on different elements and issues. However, not all CSPs provided full information on these elements, and members called for more consistent presentation of plans, with greater detail on CSP funding and on resource prioritization and the rationale for selecting transfer modalities.
June 2017	A more flexible timeline to implementation of the IRM was agreed by the EB, with 16 country offices given exceptional permission to delay transition to the country strategic plan framework. A deadline for all country offices to transition was given as 1 January 2019. Five more CSPs and one iCSP were approved (Wave 1b: Cameroon, Lebanon, Mozambique, Namibia, Sudan (iCSP), Tanzania),
November 2017	The EB decided that the pilot phase of the CSPs would end on 31 December 2018, noting that the pilot CSPs and iCSP would be implemented as standard CSPs/iCSPs for their duration; and that the CSP framework would be introduced in 2018. Interim delegations of authority, relating to the authority for programme approval and budget revisions, were approved.
June 2018	Update provided on the Integrated Road Map.[310] The following comments were provided by EB members: • Commendation of the rapid progress and the consultative approach to refining the IRM, which constituted a revolutionary change in the WFP business model; • Welcoming the two-step consultation process for draft CSPs and ICSPs; • Welcoming that the lessons learned in the CSP pilots were being applied; • Recommendation for continued attention to emerging challenges and relevant best practices; • Recommendation for action to increase the flexibility of contributions and reduce the proportion of earmarked funding, which restricted the options available to country offices;

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[309] WFP. 2016. Summary of the Work of the Second Regular Session of the Executive Board, 2016. Executive Board, Second Regular Session. Rome, 14–17 November 2016.
[310] WFP. 2018. Summary of the work of the 2018 annual session of the Executive Board. Executive Board, Annual Session, Rome, 18–22 June 2018.

EB event date	Executive Board Records
	• Enthusiasm about the online portal, saying that it would increase opportunities for dialogue with donors and stakeholders.
November 2018	Approval of a Revised Corporate Results Framework (2017–2021) The EB[311] noted the Summary report on the strategic evaluation of the pilot country strategic plans 2017 to mid 2018 and encouraged action on recommendations. Comments under the evaluation agenda item from the Board included: • CSPs should more precisely describe resource allocation; • CSPs should devote greater attention to cross-cutting issues such as gender equality; • Greater attention should be made to ensure that national and country office capacities were adequate; • Emphasis of the need to take United Nations reform into account and to increase efforts to ensure the alignment of CSPs with UNDAF cycles and priorities; • Recommendation that accurate assessments of CSP performance would be needed to ensure coherence between humanitarian and sustainable development activities and to maximize efficiency; • Calls for WFP to continue its efforts to improve monitoring and reporting mechanisms, as well as to optimize processes for scaling up for emergencies; • Appreciation for the support provided by donors, saying that long-term flexible funding was essential to the success of the CSP concept.
November 2019	WFP management provided an update on the integrated road map[312], setting out the background and rationale for permanent delegations of authority and other governance arrangements. Management requested EB feedback on the proposals and the EB requested the Secretariat to continue to work on the proposals with a view to finalizing and submitting them to the EB for approval at its 2020 first regular session.
April 2020	Approval of permanent delegations of authority, drawing on experience from the interim period, with the decision to review those delegations of authority in 2025 (WFP/EB.1/2020/4-A/1/Rev.2). Approval of the multi-country strategic plans concept.

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[311] WFP. 2018. Summary of the work of the 2018 second regular session of the Executive Board. Executive Board, Second Regular Session. Rome, 26–29 November 2018.
[312] WFP. 2019. Summary of the work of the 2019 second regular session of the Executive Board. Executive Board, Second Regular Session. Rome, 18–21 November 2019.

Annex I   Evolution of guidance on cross-cutting issues in CSPs

Table 14.   **Evolving policy and strategy frameworks on cross-cutting issues**

Document	Date	Overview
WFP Humanitarian Protection Policy	February 2012	The first WFP humanitarian protection policy set out to embed protection in the organization's work in conflict situations and disaster response in order to improve the impact of food assistance on people whose rights are threatened by violations and abuses.
WFP Gender Policy 2015–2020	May 2015	Policy aimed at enabling WFP to integrate gender equality and women's empowerment into all of its work and activities, to ensure that the different food security and nutrition needs of women, men, girls and boys are met.
WFP Gender Action Plan: Walking the Talk	January 2016	This Gender Action Plan transforms the goal of the new Gender policy into concrete and measurable actions and accountabilities to be implemented between 2015 and 2020 in two "layers".
WFP Environmental Policy	February 2017	The Environmental Policy commits WFP to consistently respond to environmental risks and opportunities in its own activities, so that WFP can better help to achieve the SDGs and end hunger. The policy focuses on mechanisms for identifying, avoiding, addressing, and managing environmental risks in WFP interventions, while also recognizing that WFP food assistance activities can generate environmental benefits.
WFP Climate Change Policy	February 2017	The Climate Change Policy articulates the WFP contribution to national and global efforts to reduce climate change impacts on hunger, including strengthening resilience of vulnerable communities to climate-related hazards. It defines how WFP will contribute to efforts to prevent climate change and climate-related shocks and provides WFP staff with guiding principles and programmatic options for integrating activities.
WFP Nutrition Policy 2017–2021	February 2017	Building on the learnings of the 2012 Nutrition policy, The WFP Nutrition Policy 2017–2021 reaffirms the organization's commitment to addressing malnutrition as a primary channel to reach Zero Hunger. It aims to contribute to the elimination of all forms of malnutrition— including overweight/obesity—and confirms addressing nutrition in emergencies as a central priority.
WFP Disability Inclusion Road Map (2020–2021)	October 2020	A two-year road map is to support the implementation of the Secretary-General's 2019 United Nations Disability Inclusion Strategy (UNDIS) and WFP obligations more broadly regarding disability inclusion.

Guidance	Date of first publication	Overview	Reference included in CSP Manual
WFP Protection and Accountability policy	November 2020	An update to the WFP humanitarian protection policy (2012) through which WFP seeks to integrate protection and accountability to affected populations.	
WFP Gender Policy 2022	February 2022	Updated Gender Policy informed by lessons learned from the implementation and evaluation of the WFP Evaluation policy 2015–2020 with four interconnected priorities providing the foundation for the policy: enhanced and equitable participation; strengthened leadership and decision-making; enhanced protection to ensure safety, dignity, and meaningful access; and transformative action on social norms and structural barriers.	

Table 15.   Evolving WFP guidance to support cross-cutting issues in CSPs

Guidance	Date of first publication	Overview	Reference included in CSP Manual
Protection Guidance Manual	September 2016	WFP manual providing an overview of protection in the context of WFP operations that seeks to guide staff to better identify and respond to protection risks related to WFP programmes. Developed ahead of CSP introduction.	No
Guidance for nutrition sensitive programming	2017 (Version 1.0 Interim)	Guidance for field staff in making WFP programming more nutrition-sensitive during the country strategy planning process.	Yes
Guidance Note for Climate Change Adaptation & Disaster Risk Reduction	2017	Guidance Note for WFP country offices on whether to integrate climate change adaptation and disaster risk reduction into their CSPs and on how the country offices can consider climate change adaptation and disaster risk reduction interventions, with which WFP has expertise, as an integrated part of their full spectrum of potential CSP activities.	No
WFP Guide to Climate & Food Security Analyses	June 2019	WFP Guidance on climate analyses that can be conducted to advise the design of programmes, including WFP CSPs.	No
Complaints and Feedback Mechanisms (CFM) Standardization Guidance	2019	Launched in 2019, the CFM Standardization Initiative seeks to operationalize WFP commitments to accountability to affected populations by providing guidance on how to integrate community-led approaches in the design and implementation of CFMs across WFP operations. The main reference document is the CFM Standardization Guidance, which include four modules to help a country office set up, run, and learn from its CFM.	Yes
Planning and Reporting on Climate Action (1G and 2G I/CSPs)	2020	Guidance for CSPs that include climate adaptation and risk management activities, providing guidance to assist country offices to plan and report on climate actions.	Yes
Gender toolkit	Last updated in November	The Gender Toolkit was developed following the approval of the WFP Strategic Plan (2017–2021) and provides a detailed guidance approach	Yes

	2021. First published in September 2016.	explained in the Integrated Road Map. The Toolkit is a comprehensive set of resources for integrating gender into WFP work and activities to support achievement of gender equality outcomes in food security and nutrition. The Toolkit has been regularly updated since publication with comprehensive advice on the integration of gender in CSPs (e.g. see Gender in second-generation CSPs (2021) and Updated CSP Gender Equality Budget Guidance (2021) below.	
Gender in second-generation CSPs (included in gender toolkit)	Jan 2021	Provides guidance for ensuring gender is mainstreamed in second-generation CSPs, including involving persons with technical gender competencies in CSP development, ensuring CSP informed by gender analysis, and ensuring gender mainstreamed in CSP design, implementation, performance management and evaluation.	Yes
Updated CSP Gender Equality Budget guidance (included in Gender Toolkit)	March 2021	Updated guidance on budgetary elements to implementation of the gender-transformative approach to programming, with guidance for 15 percent of funds to be spent on gender equality activities.	Yes (through Gender Toolkit)
Protection and Accountability Handbook	October 2021	Handbook supporting WFP personnel to mainstream protection in their work, including advice on analyses to be undertaken at the outset of a CSP design (as well as throughout CSP implementation).	Yes
Integrating People-Centred Approaches in the CSP	May 2022	Guidance note for CSP development on how to integrate WFP cross-cutting priorities of protection accountability, as well as people-centred approaches of conflict-sensitivity, humanitarian access and principles, targeting and prioritization, and beneficiary data privacy and protection. This approach is aligned with the WFP Strategic Plan (2022–2025) of which the people-centred approach is one of seven guiding principles.	Yes

Annex J Quantitative data analysis

1. Key areas of quantitative analysis are given in this annex, in addition to those provided throughout the report. Background data on WFP, efficiency of disbursement, transaction costs (budget revisions) and an overview of human resources data are each considered in turn to help frame and provide greater information on certain areas of analysis.

Background data

2. WFP has experienced strong growth in total donations over the period 2012–2021, with a compound annual growth rate (CAGR) of 7.5 percent over the entire period.

Figure 33. **Total Donations to WFP in millions (USD) and 3-year moving average, year on year change, 2012–2022**
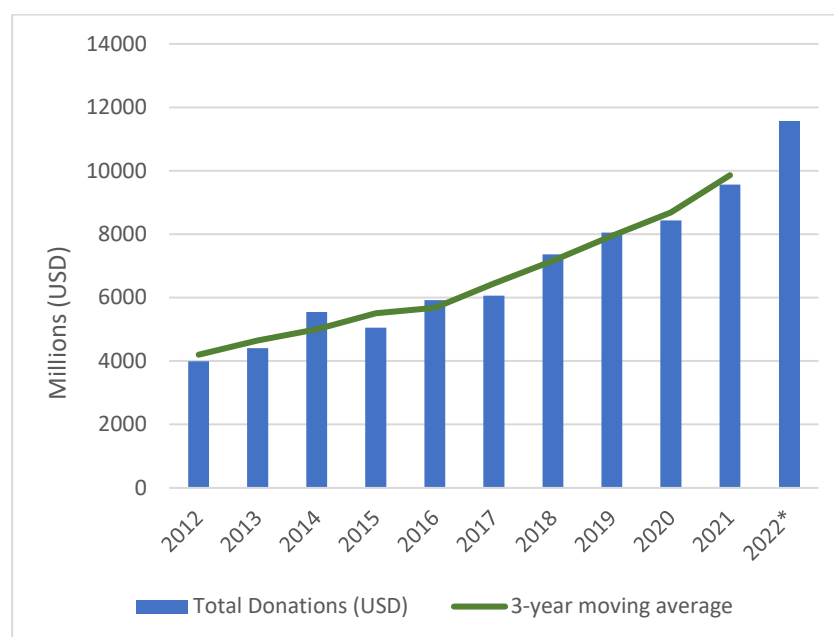
Source: Distribution Contribution and Forecast Stats; Mokoro analysis; data supplied 4 December 2022

3. There is a clear upward trend in growth rates over the period, which has been accentuated in recent years. From 2012–2017 the CAGR was 8.7 percent, while 2017–2022 had a growth rate of 13.8 percent.

4. The above figures are all given in nominal prices and therefore do not reflect the effect of inflation. Given the international nature of WFP operations, it would be difficult to derive a fair assessment of the change in donations in real terms. However, the graph below illustrates price inflation for low, lower middle and upper middle income countries, as well as for the OECD countries.
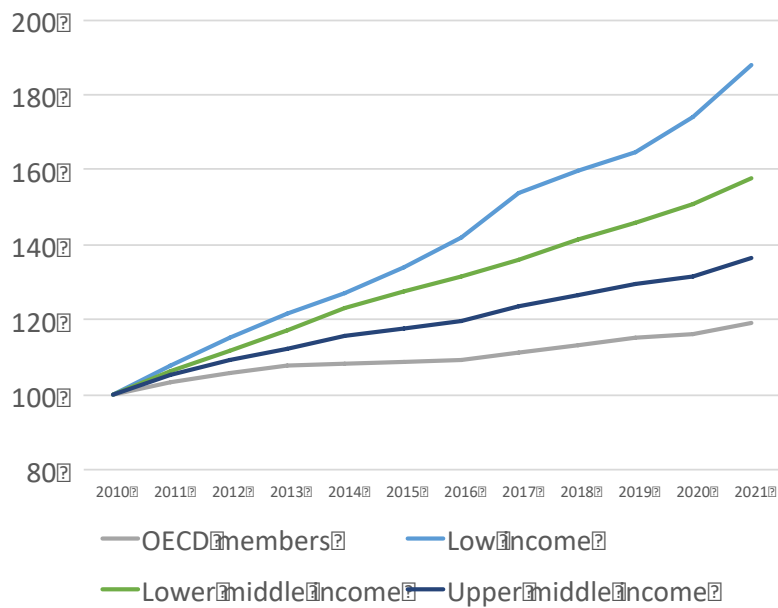
Source: World Bank World Development Indicators; Mokoro analysis; 2010=100

5. Crisis response was the most highly funded area from the moment of its introduction and accounts for approximately two thirds of donor contributions. Moreover, funding for the crisis response focus area has grown year on year. In contrast, resilience building, the next most funded focus area, reached a peak in 2018. Root Causes has been the least funded area throughout.

Figure 35. **Donor contributions by focus area 2017–2022**
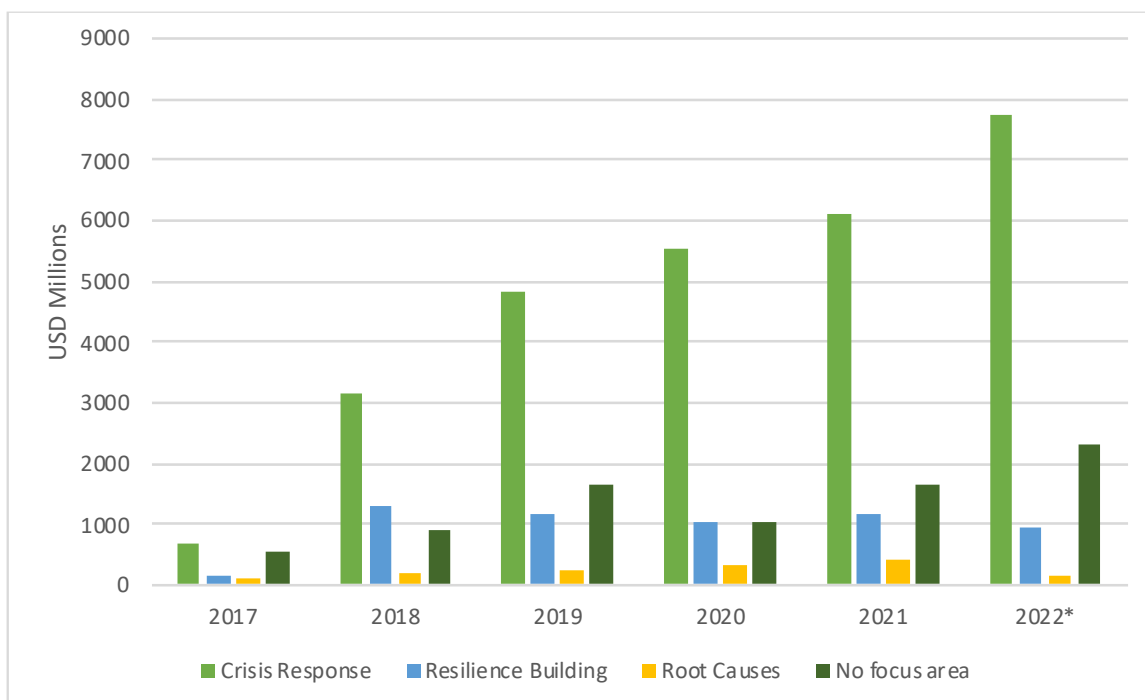
Source: Distribution Contribution and Forecast Stats; Mokoro analysis; excludes pre-CSP operations (i.e. development projects, PRRO, EMOP and Standard Operating Procedures for Monitoring and funds earmarked as 'Non CPB'

6. There is also a clear upward trend in the number of beneficiaries reached.

Figure 36. **Number of people assisted directly though provision of food, cash-based transfers, and commodity vouchers (2012–2021)**
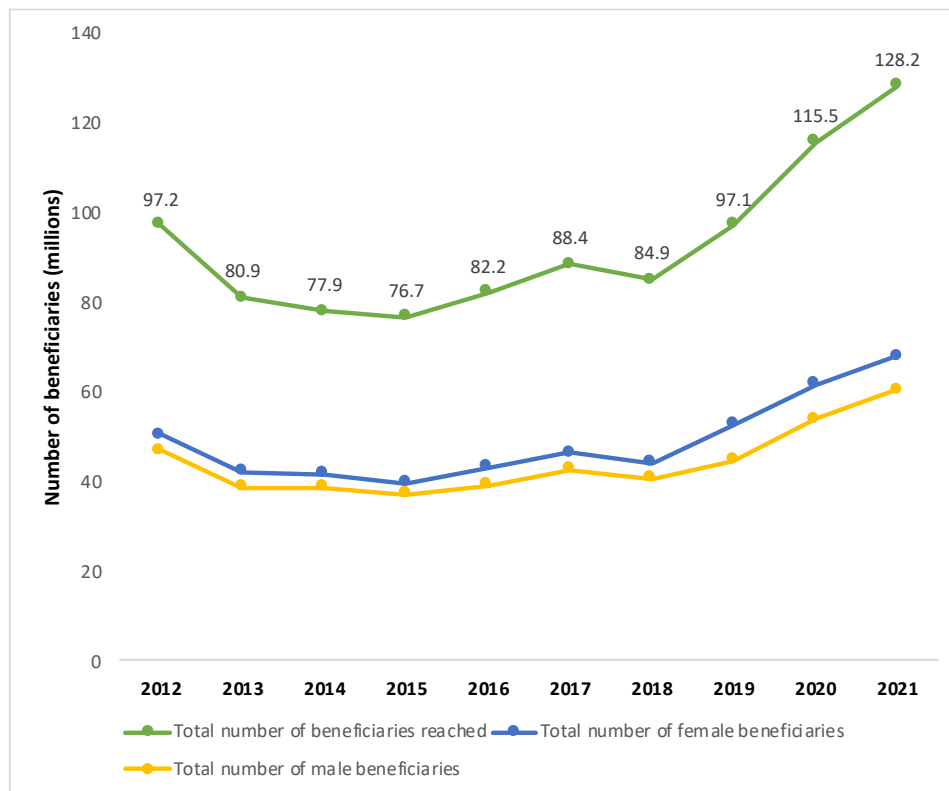
Source: WFP Annual Performance Reports 2012–2021 & IRM data; notes: 2012/2013 – Male and female beneficiary data extrapolated from percentages given in Annual Performance Reports and not the exact figures. Total number of beneficiaries between 2017 and 2018 excludes support given through trust fund activities (USD 1.8 million in 2018, USD 2.5 million in 2017). The number of male and female beneficiaries does not include beneficiaries reached through trust fund activities.

7. As with donations, the growth rate rose in recent years, while the number of beneficiaries diminished between 2012–2017 at a CAGR of -1.9 percent before the numbers increased by 10 percent CAGR 2017–2021.

8. However, it is important to be aware of the limitations of this data. The WFP (2021) Annual Performance Report for 2021/ Annex II-B. Methodology for beneficiary counting and reporting noted:

> In the light of the challenges in collecting and validating data, excluding overlaps and making use of approximations when confirmed data are not available, the final reported number of beneficiaries assisted by WFP each year should be considered a best estimate rather than an exact value. (1:2021)

9. In terms of outputs, the food distribution in metric tons also grew at 3 percent CAGR over the same period. Once again, there has been greater growth since 2017.

Figure 37.   Food distribution (millions mt of food)
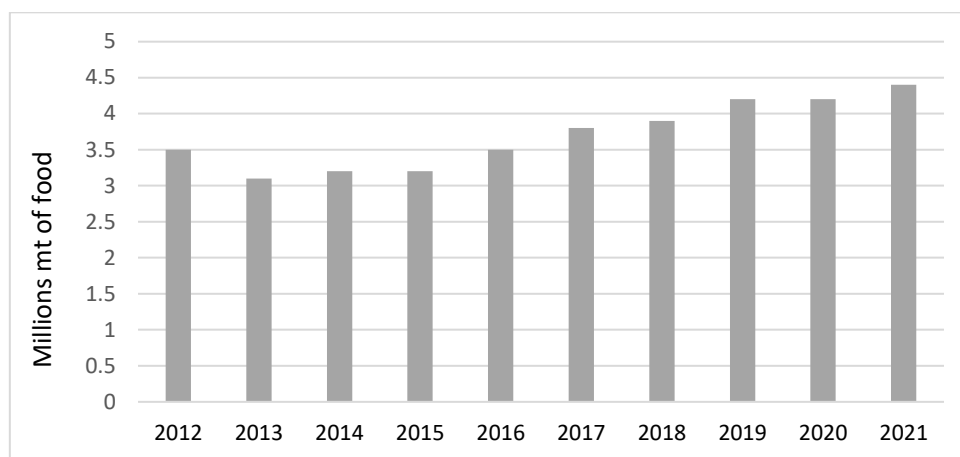
Source: WFP Annual Performance Reports 2012–2021

10.   The growth in cash-based transfers and commodity vouchers as outputs since 2016 should also be noted. Value of cash-based transfers and vouchers has increased by 13 percent CAGR from 2017–2022, while the number of beneficiaries reached has increased by 22 percent CAGR over the same period.

Figure 38.   Beneficiaries reached by and value of cash-based transfers and commodity vouchers
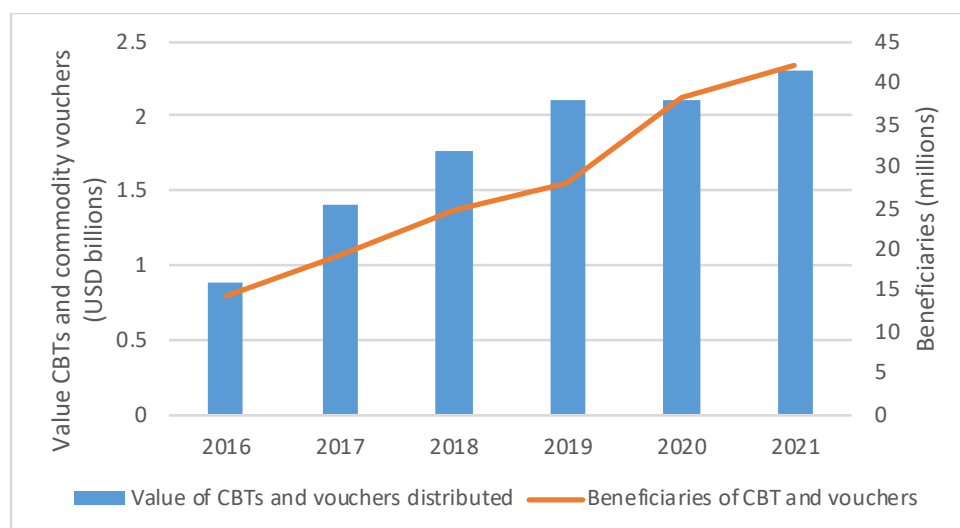
Source: WFP Annual Performance Reports 2016–2021

11.   All these figures provide useful background information but given the number of factors involved, any link between this data and CSP policy would need to be established on a causal level and supported by additional evidence.

Efficiency of disbursement

12.   Analysis of expenditures and programmable budget was performed at a Country Office level. This found that the average median country office has had a disbursement rate (expenditures / programmable budget) of over 80 percent since 2019. The lower quartile was between 63–79 percent over the same period, and the upper quartile from 94-113 percent.

Figure 39. **Disbursement rate for country offices, analysis by quartiles, 2018–2021**
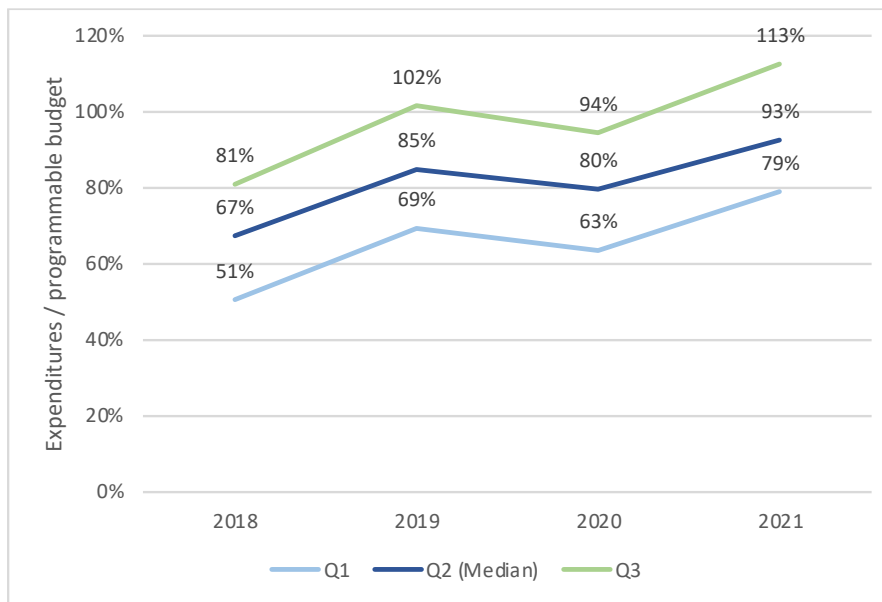
Source: IRM analytics; Mokoro analysis

13.   Considering disbursement rate by focus area, the following graph gives the median rate analysed on a country office basis. Crisis response tends to have the highest disbursement rate, but all areas had a rate of over 90 percent in 2021. Note, this excludes funding where no focus area was assigned.

Figure 40. **Average disbursement rate by focus area, 2018–2021**
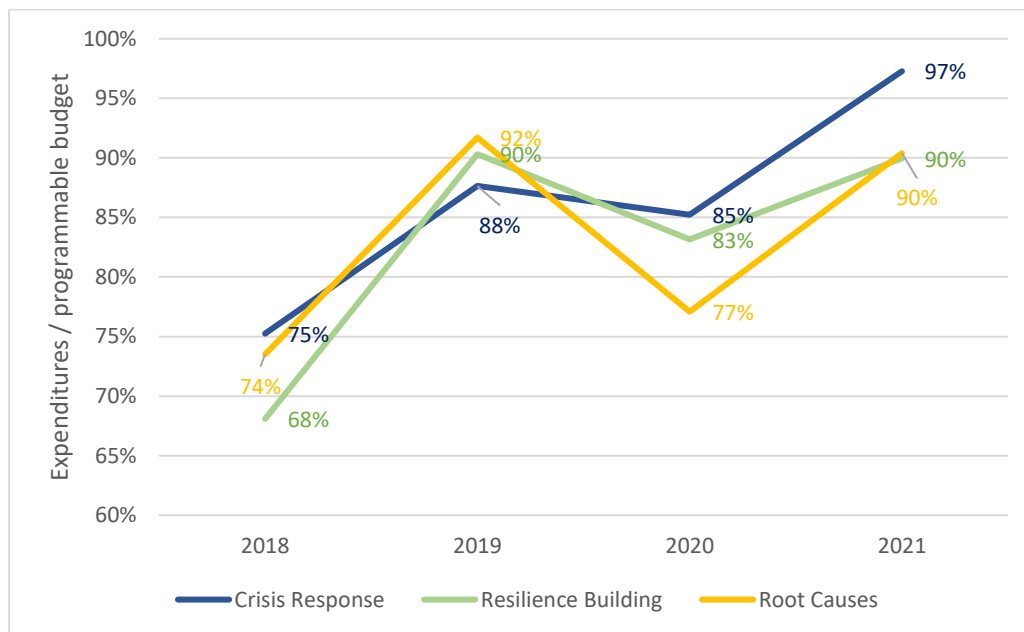
Source: IRM analytics; Mokoro analysis

14.   Considering cumulative disbursement (i.e. since 2017 to current records), the graph below gives the full distribution of disbursement rate calculated by decile, where 50 percent represents the median. The disbursement rate is less varied than when considered on an annual basis, and even those country offices at the 90th percentile barely go above 100 percent.

Figure 41.   Cumulative disbursement rate, percentile analysis by focus Area
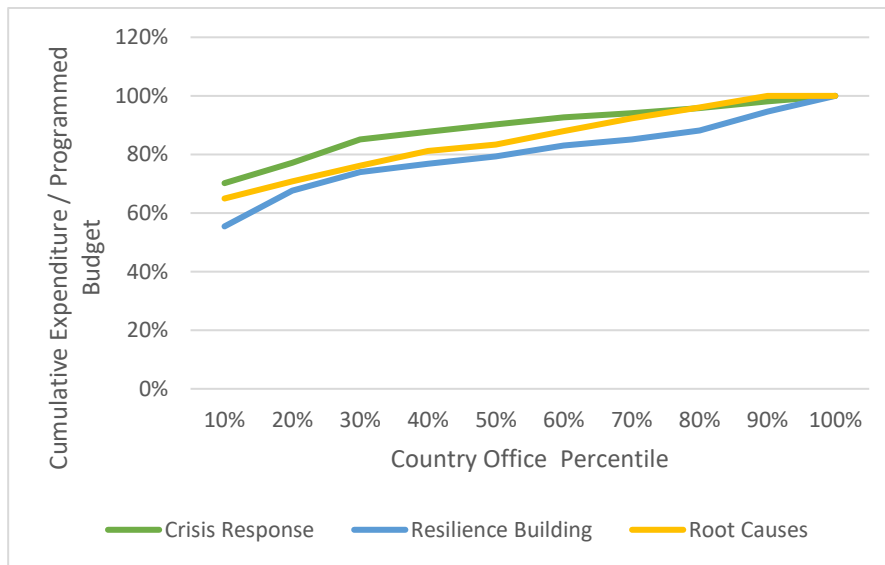
Source: IRM analytics; Mokoro analysis

15.   Considering the median value by size of country office (size defined as elsewhere in this report by the size of the country office Needs-based plan), there does not appear to be a consistent relationship between office size and disbursement rate. The median rate across the different sized offices was around 90 percent in 2021.

Figure 42.   Average disbursement rate by country office size, 2018–2022
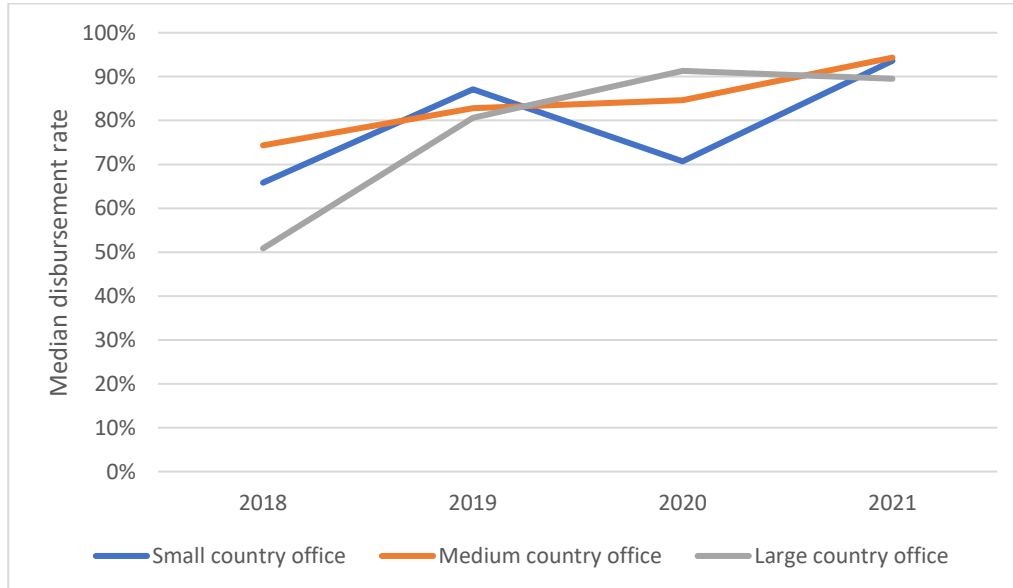
Source: IRM analytics; Mokoro analysis

Transaction costs: Budget Revisions

16.   Reduction of transaction costs was one of the projected impacts of CSP policy (WFP Policy on CSPs, 2016; impact 6). In the CSP Pilots Evaluation, transaction cost was the area thought least likely to improve as a result of the CSP.

17.   Focus of transaction cost analysis is on budget revisions. It should be noted that this is a subset of transaction costs and does not measure resources spent when the country office is drafting relevant

documents, nor does it reflect actual resource spent at headquarters and Board levels, only the duration of elapsed time. For this reason, it is particularly important that the following analysis is triangulated with other findings; from key informant interviews and the online survey in particular.

18.   Budget revisions (BRs) are classified as 'fundamental' or 'non fundamental'. Fundamental BRs are those that involve a shift in WFP role or strategic focus; addition or deletion of strategic outcomes in the CSP; revision of logical framework. If they only require an increase/decrease of budget for an existing Strategic Outcome they are 'non-fundamental'.

19.   The system has been simplified and streamlined since 2017: COVID-19 provided a catalyst for change, decreasing the length of time required for budget revision approval.

<p align="center">Figure 43.   Budget revision timeline</p>
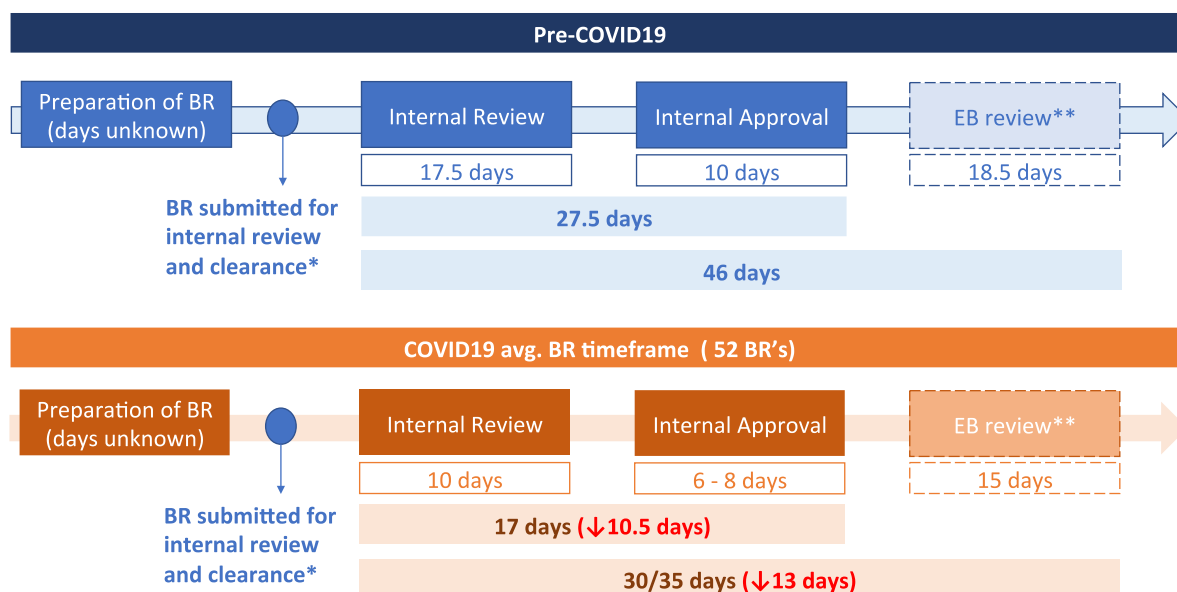
* All budget revisions (irrespective of the approving authority) that had a e-PRP;
**it includes admin processing, EBS editing/translation, EB review period, WFP responses, finalisation of document

Source: WFP Operations Management Support

20.   Initial analysis sought determine average durations for internal reviews, internal appraisals and Executive Board reviews by analysing median values, allied with quartiles and deciles to give an idea of spread. However, this approach was not successful: the overall pattern was unclear, and it was not possible to say whether elapsed time had increased or decreased.

21.   Instead, the budget revision were disaggregated by delegation of authority, which appears to be the primary determinant of the length of time taken to approve a budget revision. Delegation of authority (by CD/RD/EB/ED/DGFAO) depends on the amount requested and the focus areas; the rules governing the appropriate authority for a budget revision have varied over the years.

22.   On consultation with WFP Operations Management Support, two budget revision durations were calculated: 'approval time', which represents the clearance process: the time from submission of the budget revision for approval until its final approval (in the diagram above, this is represented by 'Internal approval' and Executive Board review where relevant), and, secondly, the 'total review and approval time', which encompasses approval time plus the time taken for internal (e-PRP) review.

Figure 44. **Average (mean) approval time for budget revisions, disaggregated by designation of authority, 2018–2021**
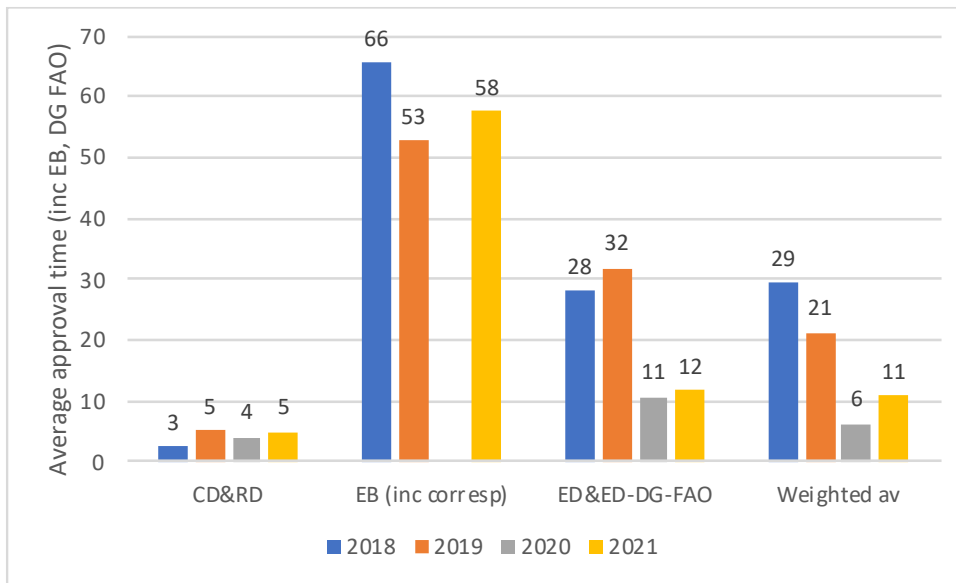
Source: System for Project Approval data, WFP Operations Management Support; Mokoro analysis;
Note: CD&RD: Country Director and Regional Director; EB (inc corresp) = ?? Weighted average = the average time for each category weighted by the number of budget revisions for that category

Figure 45. **Average (mean) total review and approval time for budget revisions, disaggregated by designation of authority, 2018–2021**
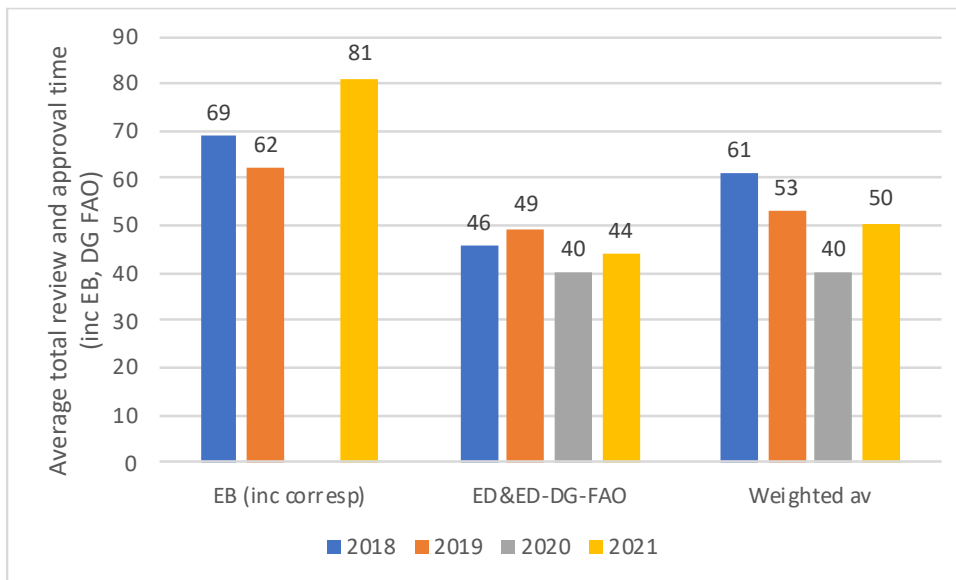
Source: SPA data, WFP Operations Management Support; Mokoro analysis
Note: Weighted average = the average time for each category weighted by the number of budget revisions for that category

23.   Meaningfully comparisons across categories of delegations of authority and thus conclusions about whether average time elapsed for budget revisions has increased or decreased are difficult to make. Clearly, delegations of authority have a large effect on the elapsed time, thus, it is the rules governing the delegation of authority as well as the duration of the processes that should be considered when analysing transaction costs of budget revisions.

Duration of funding

24.   Analysis of duration of funding gives information about funding predictability. However, it is complicated by the different categories and ways of calculating duration.

25.   For the purposes of analysis, two sorts of grant duration were drawn out separately. First, 'multiyear' funding, which is given in the administrative system as having a duration of one year, but which WFP can predictably count on in following years. Second, there are grants that had a final date of '9999', which means that they are without end date; these are more flexible than multiyear funding as WFP can choose when to spend such funds and can spend the entire sum in the first year if necessary. Rather than taking an average length, since some long-lived grants skew the average upwards, the duration of grant length was calculated and then categorised by the number of years, up to a maximum of 5+.

26.   Considering first multi-year funding grant, most funding for WFP is not given/pledged on a multiyear basis. However, multiyear funding appears to be on the rise, averaging 8 percent of grants over 2010–2016 and roughly doubling to 16 percent on average 2017–2022.

Figure 46.   WFP multi-year funding (% of grants)
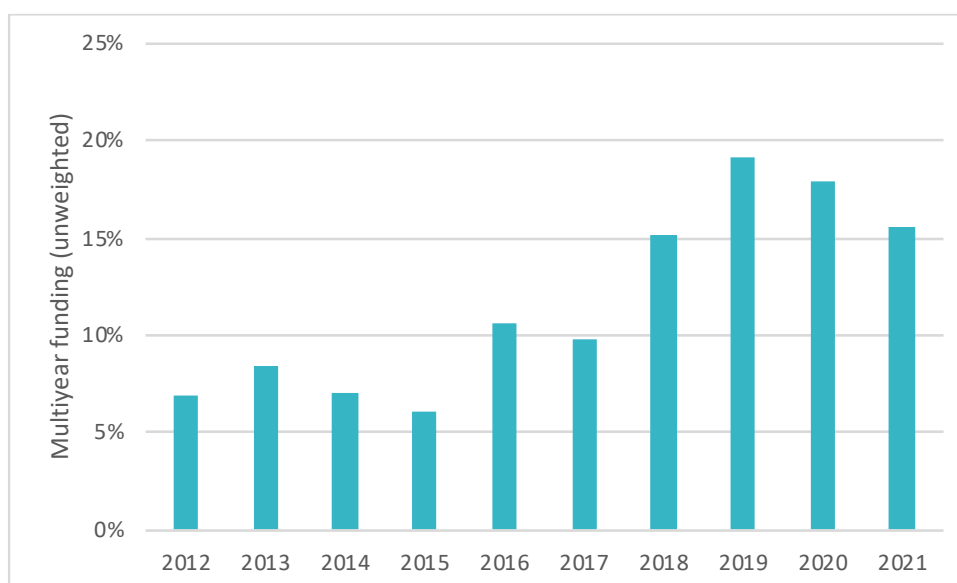
Source: Distribution Contribution and Forecast Stats; Mokoro analysis

27.   The total amount of funding in dollars tagged 'multiyear' has not significantly increased in recent years compared with 2012, though the amounts are higher than 2013–2015. Thus, though the number of 'multiyear' grants has appeared to decrease from 2019 to 2021, the amount of 'multiyear' funding has neither decreased nor increased significantly compared with 2016.

Figure 47.   WFP multi-year funding (amount of contribution)
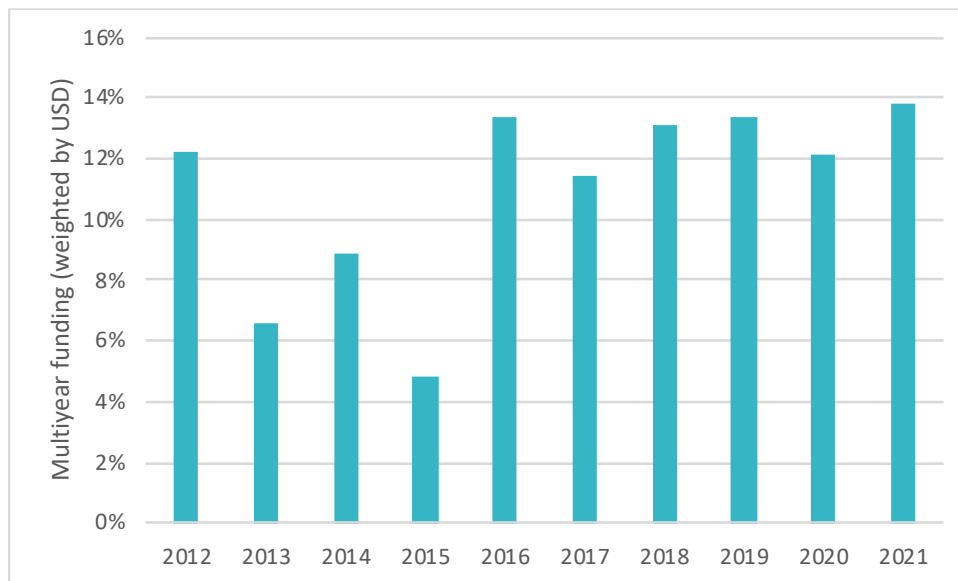
Source: Distribution Contribution and Forecast Stats; Mokoro analysis

28.   The full distribution of grant durations is summarized in the following graph:

Figure 48.   Grant duration by value of grant
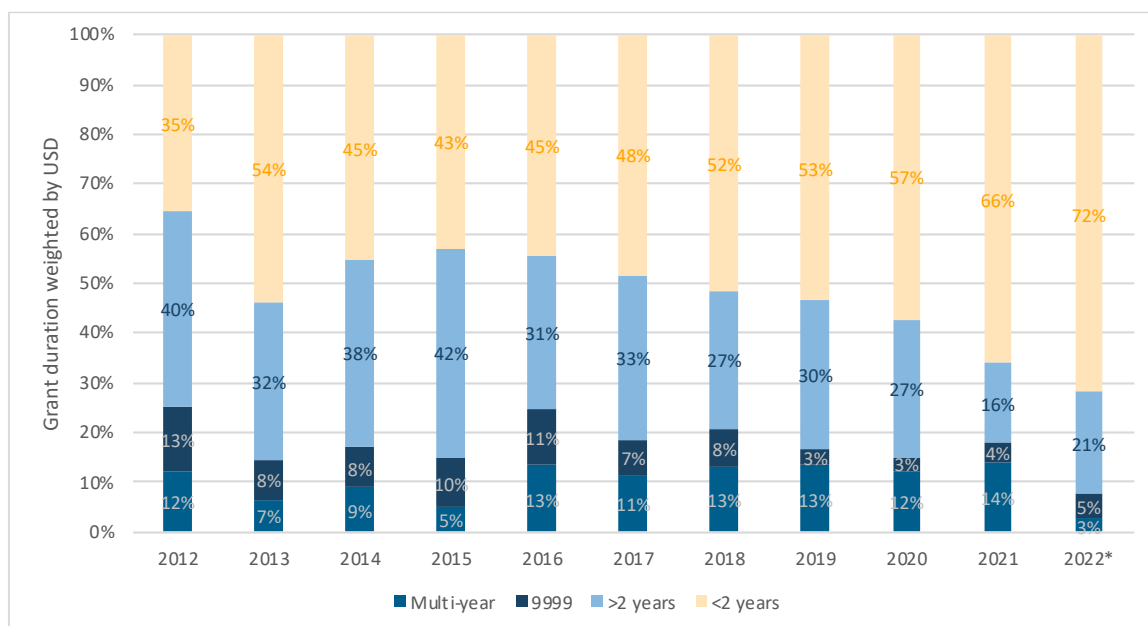
Source: Distribution Contribution and Forecast Stats; Mokoro analysis; data for 2022 is incomplete; duration of grant, weighted by value (USD): Grant duration calculated for positive contributions only

29.   This suggests that the value of short-term grants, less than two years, has increased over the period considered, especially since 2016.

30.   Considering grant duration disaggregated by focus area, there are clear, if not unexpected, differences between crisis response and the other focus areas that have longer-term funding. This data is presented only for the value of the grants (i.e. weighted by USD), as it is judged to be the more relevant measure to analyse. Also note that this data has only been available since the introduction of focus areas, therefore the comparison with the situation before CSP policy cannot be made.

31.   The following graph shows short-term funding (less than 2 years) by focus area. Crisis response has the highest proportion of short-term funding and the proportion increased over the period considered.

Figure 49.   Duration of funding by focus area (percentage of short-term funding)
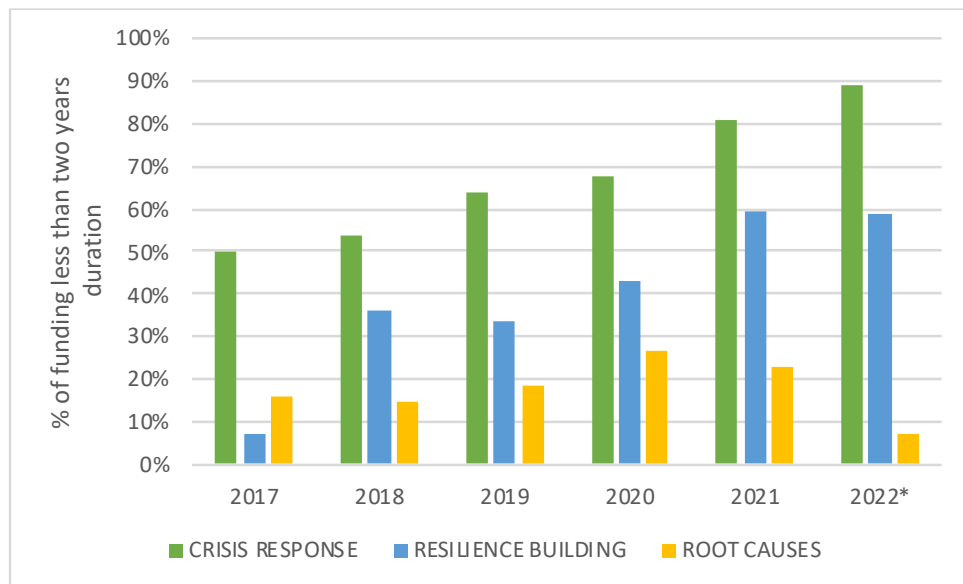
1.

2.   The following tables give a fuller breakdown by grant duration accompanied by a graph summarizing the information.

Table 16.   Duration of grant by focus area

	Crisis Response				Resilience building				Root causes			
	Multiyear	9999	>2 years	<2 years	Multiyear	9999	>2 years	<2 years	Multiyear	9999	>2 years	<2 years
2017	23%	6%	21%	50%	9%	0%	84%	7%	25%	5%	54%	16%
2018	8%	4%	34%	54%	25%	2%	37%	36%	35%	3%	47%	14%
2019	10%	1%	25%	64%	19%	1%	46%	34%	21%	1%	60%	18%
2020	8%	1%	23%	68%	17%	1%	39%	43%	29%	1%	43%	27%
2021	9%	1%	10%	81%	18%	1%	22%	59%	29%	2%	46%	23%
2022*	0%	2%	9%	89%	15%	2%	25%	59%	14%	0%	79%	7%

Figure 50.   Grant duration by focus area
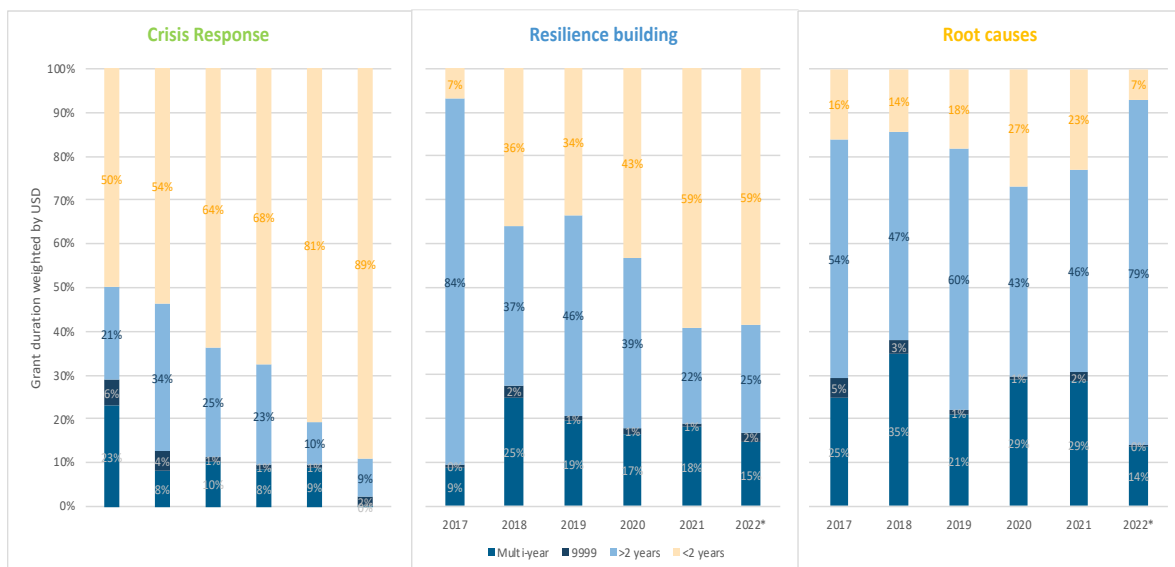
Source: Distribution Contribution and Forecast Stats; Mokoro analysis; data for 2022 is incomplete; grant duration calculated for positive contributions only and weighted by size of grant

3.   There are striking differences between the percentage of longer-term funding available for resilience building and root causes. However, this information must be contextualised – crisis response represents by far the greatest proportion of funding.

4.   Also note, some funding is still not allocated to a focus area, especially open-ended '9999' funding.

Human resources changes

5.   The organizational shift may require a change in staffing. At inception phase, it was agreed that the analysis would concentrate on the shift in contract duration (short term vs. longer term). This section considers the data alone: the reason behind any shift must be triangulated from other sources, including a literature review and key informant interviews.

6.   The WFP workforce has increased by over 60 percent in the last decade (2012–2022), increasing by 5 percent CAGR (Compound Annual Growth Rate). The rate of growth has further increased since 2017 to 7 percent CAGR (2017–2022) compared with 3 percent CAGR (2012–2017). There was a notable expansion in the workforce in 2019 and 2020.

Figure 51.   WFP workforce, 2012–2022
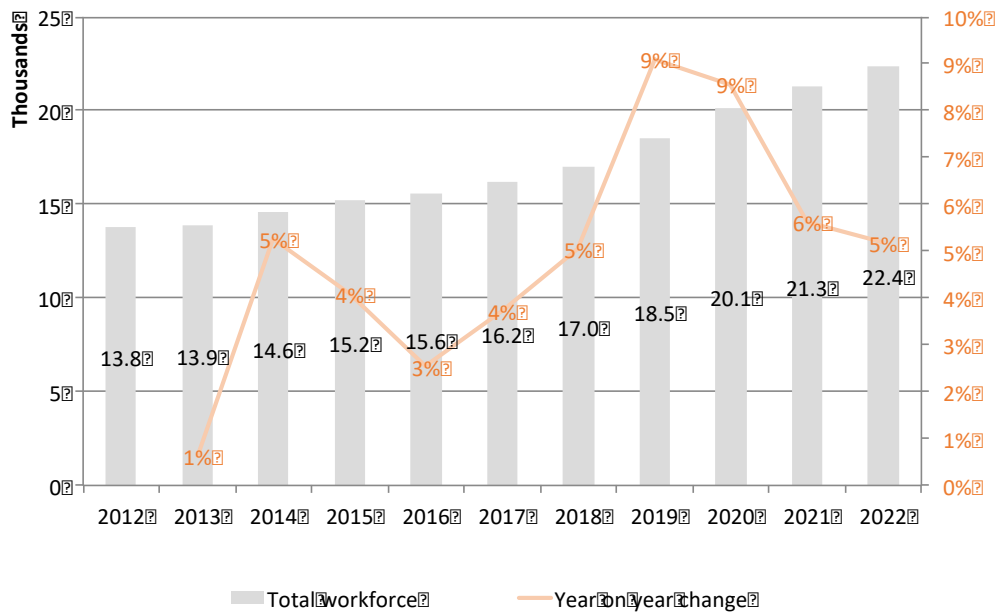
Source: WFP HR data; Mokoro analysis

7.   Disaggregating by workforce type, some categories have grown over the last decade while others have diminished.

Figure 52. **WFP workforce disaggregated, 2012–2022**
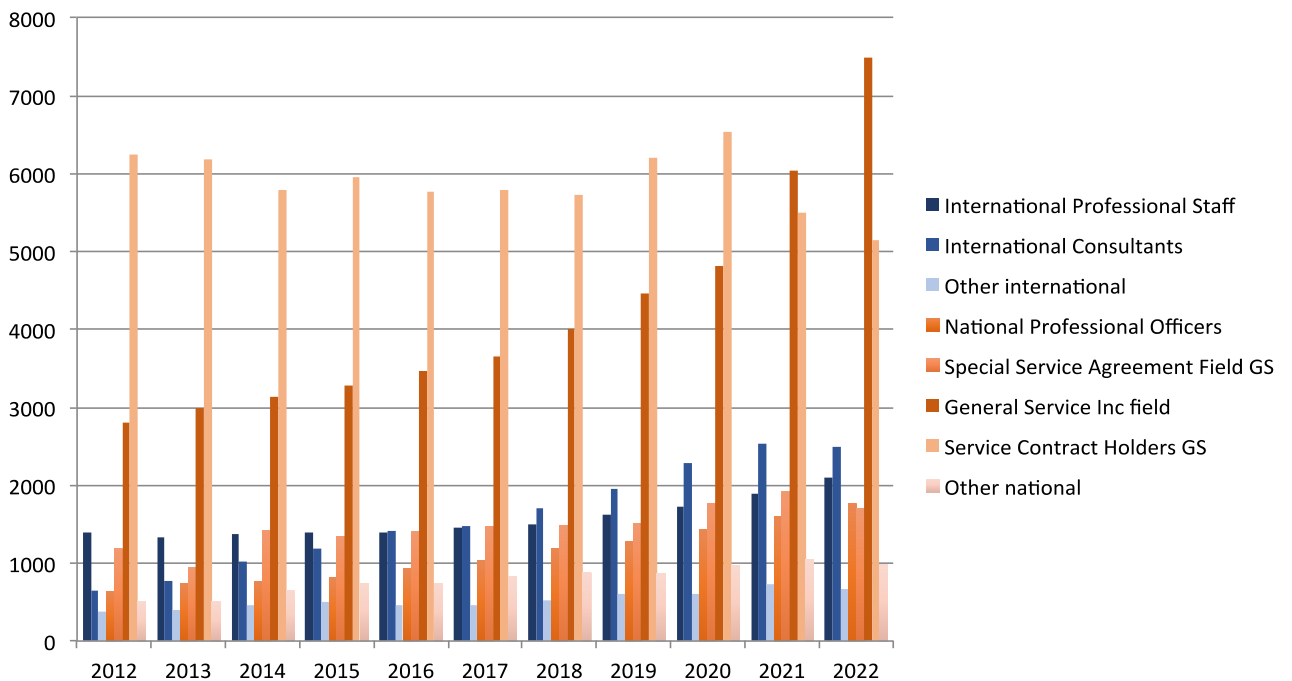
Source: WFP human resources data; Mokoro analysis

8.   Considering only country office staff, given the subject matter of this evaluation, the overall rate of growth is very similar, which is not surprising given that country offices have consistently accounted for between 87–90 percent of the total WFP workforce over the past decade.

Figure 53. **WFP country office workforce, 2012–2022**
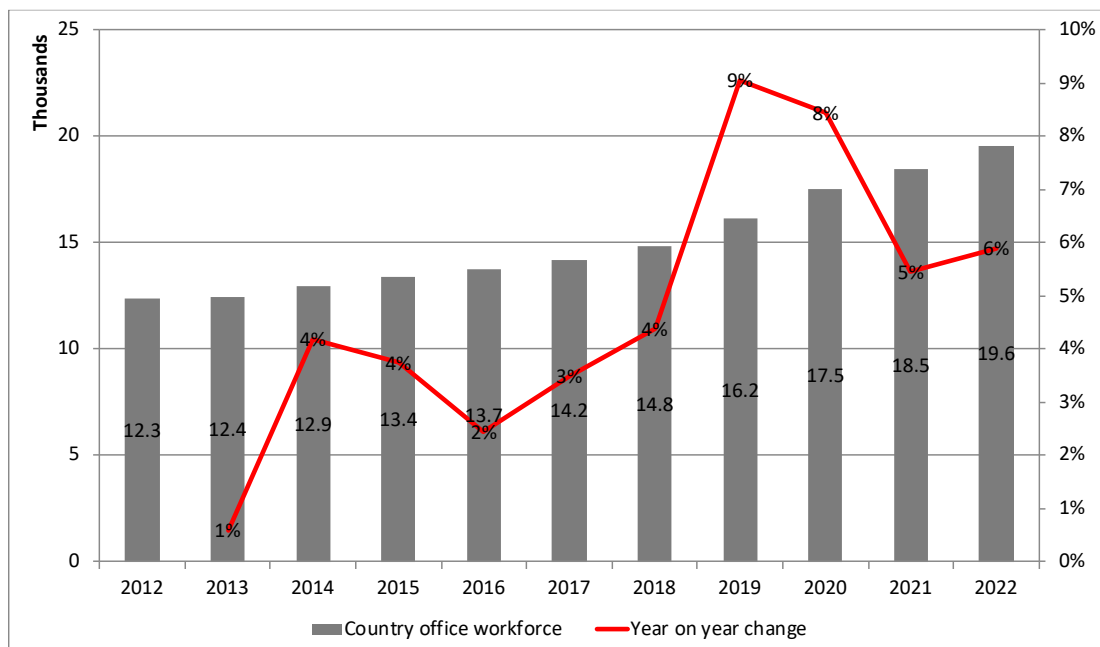
Source: WFP HR data; Mokoro analysis

9.   Staff appointments may be:

      o   Fixed term (FT)

      o   Continuing (CO)

o Indefinite Appointment (IA)

o Short term (ST)

10. These categories are not strictly dependent on appointment category of staff versus affiliate workforce and cannot fully be distinguished from the information available in the 'workforce report'. However, it is possible to distinguish short-term and longer-terms appointments (fixed term, continuing, and indefinite appointments) in the workforce report.

Table 17. **Appointment categories by workforce report**

Workforce report	Appointment category
International professional staff	Staff appointment, FT-CO-IA
International professional staff	Staff appointment ST
(short-term)	Staff appointment FT
Junior professional officers	Affiliate workforce ST
Consultants	Affiliate workforce ST
United Nations volunteers	Affiliate workforce ST
Fellowship holders	Affiliate workforce ST
Interns	Staff appointment, FT-CO
National professional officers	Staff appointment, FT-CO
General service	Affiliate workforce ST
General service (short-term)	Staff appointment, FT-CO
General service field	Affiliate workforce ST
Service contract holders (general services)	Affiliate workforce ST
Service contract holders (professional)	Affiliate workforce ST
Special service agreement field (general services)	Affiliate workforce ST
Special service agreement field (professional)	Affiliate workforce ST
Special service agreement (headquarters)	Affiliate workforce ST
WFP volunteers	Staff appointment, FT-CO

Source: WFP human resources

11. There has been an increase in the number of longer-term appointments, which now form the majority of the WFP workforce. Fixed-term, continued appointments, and indefinite appointments now narrowly make up the majority (50.4 percent) of the workforce whereas in 2012 they constituted 32 percent.

Figure 54. **WFP country office workforce by appointment category, 2012–2022**
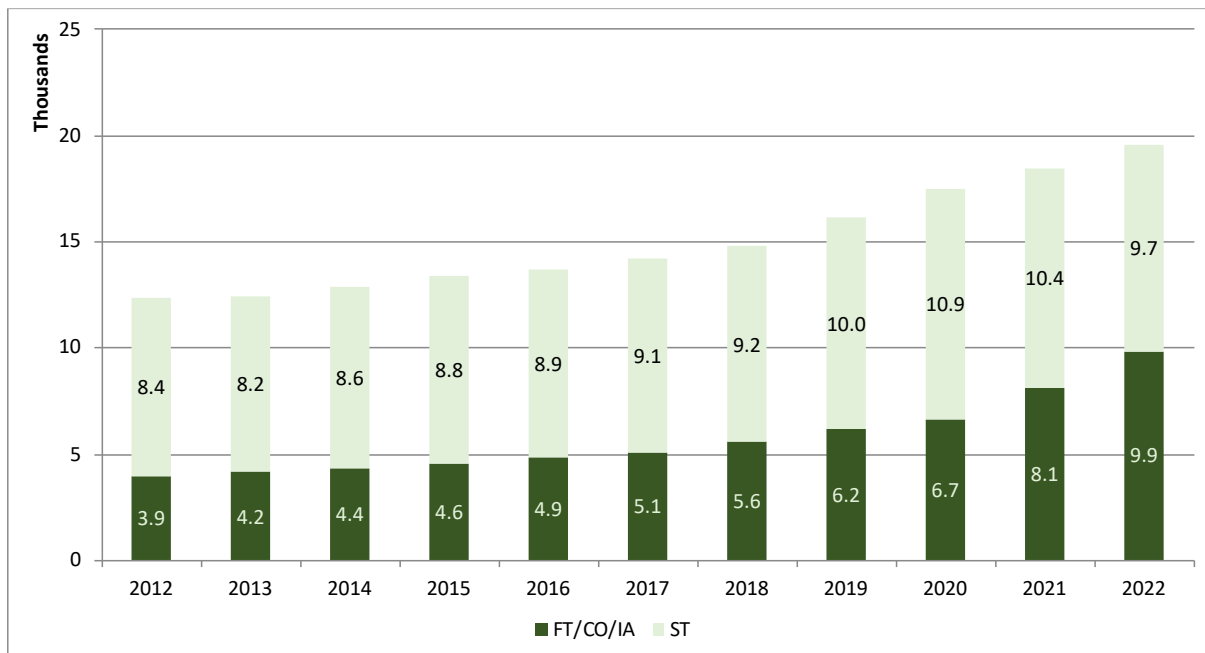
Source: WFP HR data; Mokoro analysis; FT/CO/IA = Fixed term (FT) Continuing (CO) Indefinite Appointment (IA); Short-term contracts (ST)

12.   From 2017 to 2022, FT/CO/IA increased by 14 percent CAGR, compared with 5 percent over the period of 2012 to 2017. In contrast, ST appointments consistently grew before and after the strategic shift (at 1.6 percent before and 1.3 percent after).

13.   However, this obscures the differences between groups; if the breakdown between nationally and internationally recruited staff is considered, the picture looks rather different. While nationally recruited staff are increasingly hired with longer-term contracts, short-term appointments have become the majority for internationally recruited workers.

Figure 55. **WFP country office workforce by appointment category, 2012–2022**

14. Noticeable differences in appointment type are evident before and after the strategic shift.

Table 18.   Workforce numbers by contract type and recruitment

	Workforce numbers at Country Office											CAGR	
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2012-17	2017-22
INTERNATIONALLY RECRUITED WORKFORCE by contract type													
Med-long term	894	874	875	869	891	893	899	1021	1062	1141	1320	0%	8%
Short term	682	797	972	1099	1247	1304	1464	1713	1937	2194	2123	14%	10%
NATIONALLY RECRUITED WORKFORCE by contract type													
Med-long term	3038	3328	3487	3682	3961	4223	4677	5149	5603	6978	8546	7%	15%
Short term	7714	7400	7582	7748	7624	7781	7782	8278	8921	8165	7575	0%	-1%

15. For internationally recruited staff, short-term appointments have increased more than longer term appointments since 2017 (10 percent versus 8 percent), whereas for nationally recruited staff, full-term appointments have increased far more than short-term appointments (15 percent versus -1 percent) over the same period. However, overall, both for nationally and internationally recruited staff, longer-term appointments have increased their rate of growth since the CSP policy was introduced compared with the preceding years (8 percent versus 0 percent for internationals and 15 percent versus 7 percent for nationals, comparing 2017–2022 with 2012–2017 respectively), whereas the growth rate for short-term appointments has decreased for both subsets. However, these changes cannot be attributed to the CSP policy alone without further research.

16. Finally, there is a perception at some country offices that headquarters staff has grown substantially while country offices have not.[313] Looking at the data supplied, headquarters grew more between 2017–2022 at 7.5 percent CAGR, while country office numbers grew at 6.6 percent CAGR. Regional bureaux grew at 7 percent CAGR. Of course, not every individual country office has grown, so this might explain this perception. In the last ten years, regional bureaux have grown the most of the three levels of WFP staffing.

Table 19.   Workforce numbers at headquarters, regional bureaux and country offices

	Workforce numbers											CAGR	
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2012-2017	2017-2022
Headquarters staff	1000	956	1077	1122	1161	1206	1348	1501	1616	1689	1730	4.0%	7.5%
Regional bureau staff	364	446	518	583	630	690	728	799	914	957	968	1.4%	7.0%
Country office staff			1291	1339	1372	1420	1482	1616	1752	1847	1956		
	12328	12399	6	8	3	1	2	1	3	8	4	3.0%	6.6%

Source: WFP HR data; Mokoro analysis

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[313] Based on Key informant interviews and survey comments.

Annex K Global Survey

1.   This annex outlines the rationale and approach to the WFP staff survey, a key input to this evaluation.

Purpose of the survey

2.   The online survey, whose purpose is to complement the other methods of data collection used in the evaluation, will:

- Enable the evaluation to reach a wider number of informants and countries;

- Collect information in a consistent manner, which can be aggregated and quantified where appropriate and presented in a visually attractive manner in the evaluation report;

- Give staff an opportunity to contribute to the evaluation in a confidential manner; and

- Provide insights into perceptions of specific groups of staff, geographic regions, types of countries and types of country offices, through disaggregation of responses from the survey. This will consolidate the evaluation's responsiveness to the specificities of different operating contexts.

Scope

3.   Coverage areas for the survey were identified during the inception phase based on priorities arising from the evaluation matrix, the potential use of the survey as a source of primary evidence and in order to triangulate other findings.

4.   The CSP Pilot Evaluation survey from 2018 was also examined for questions relevant to the current evaluation to repeat them and hence to allow the evaluation team to gain insight into changes in the experience of and attitudes towards the CSPs since 2018. These questions related primarily to projected impacts of the CSP and thus to Evaluation Question 2.

Survey design

5.   The questions for the survey were designed and refined through an iterative process, involving all the team, the Office of Evaluation and a pilot group. The figure below shows a simplified overview of the process. In reality, the number of iterations was greater.

Figure 56.   Survey design: An iterative process

First Draft	Redraft	Redraft	Redraft	Redraft	Final version
• v0 Excel format • Shared with core group (TL-DTL and Analysis coordinator)	• v1 • Designed using survey software • Shared with core group	• v2 • Shared with entire team	• v3 • Shared with client	• v4 • Pilot: shared with 6 people within WFP	• v5 • Translated into Spanish and French • Circulated to selected stakeholders
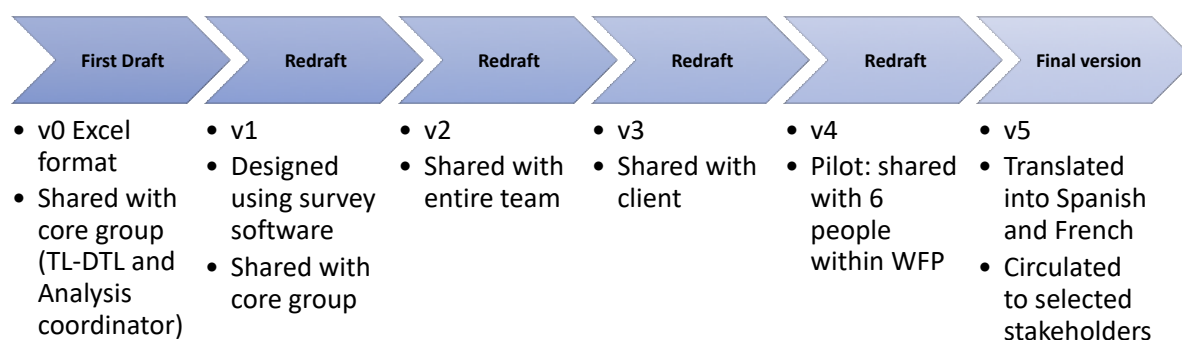
6.   The Office of Evaluation supplied comments and assisted the evaluation team further by engaging regional evaluation focal points in a review of the questions for clarity and focus, and then collating their responses. This process of multiple drafts was extremely helpful in fine-tuning the survey; identifying and solving technical issues; and improving the relevance of the questions.

Survey structure

7.   To encourage a high response rate and to increase the quality of responses to individual questions, the survey only included around ten questions and was designed to be completed in five to ten minutes. Questions were targeted to certain groups using "skip" logic, to help ensure relevant responses, as well as to minimise the time spent. Open-ended questions were also included, allowing respondents the option of spending more time on the survey and providing in-depth responses if they so wished.

8.   All closed questions, such as multiple-choice questions, were mandatory, while all open, text-based questions were optional. This combination of a short survey with the opportunity for people to elaborate has proven successful in achieving a high response rate and in gaining thoughtful, qualitative responses on a limited number of questions. In previous surveys by this team, where there is a high level of interest in the topic, this option has been found to generate valuable additional qualitative insights that can be analysed for predominant themes in line with specific areas of inquiry (for example, responses from different types of WFP contexts). This enabled the survey to bring additional insights over and above the information that was collected through key informant interviews and other methods.

Respondents

9.   The online survey was targeted at individual relevant WFP staff at country and regional level. As stated above, the survey is to be answered on an individual level, with confidentiality assured, rather than representing an official view of each country office or regional bureau. We did not target staff at headquarters for two reasons: (i) their views are likely to be taken into account through other methods, and (ii) they are numerically fewer, so their answers are outliers.

10.   To save time and reduce survey fatigue, the survey questions did not detail the background of individual respondents, beyond what is useful to fact check and to draw respondents into the survey. Details on the list of respondents, including their job title and country, were provided by the client before the survey was launched and fed into our survey software, which allowed for disaggregated analysis where appropriate.

11.   The sampling plan was purposive and built on the plan used for the CSP Pilot Evaluation Survey in 2018, targeting, in the first instance, the same roles. Additional roles at country and regional level were suggested for this survey, given the strategic interest in CSP policy across WFP, and national officers were also included.

12.   The sample selection proceeded as a collaborative effort between the evaluation team and the Office of Evaluation. The sample targeted senior staff members in each regional bureau and country office, including all director-level staff, national professional officers, international professional officers of P-3 or above, consultant staff of level II and IV, and general service field staff of level G-4 or above. Sub-office and field-office staff were not included in the survey and for countries with over 20 staff in the targeted fields, 20 staff were sampled. This resulted in a list of 1,420 contacts agreed upon between the Office of Evaluation and the evaluation team.

13.   The survey functioned well on a technical level with no bounced emails. Of the 1,420 contacts targeted, 442 responded online, and one further member of WFP, who was unable to access the survey due to the country they were in, filled in the survey on a Word document, bringing the total to 443, a 31 percent response rate, which is a good rate for a general, strategic survey.

Figure 57.   Delivery statistics

Source: Screenshot from Alchemer survey software

14.   The respondents were predominantly based in country offices, with some from regional bureaux as well. Respondents were based in 80 country offices and all six regional bureaux. While over half the respondents had a programmatic basis to their work, 20 percent were directors and senior management, and operational, administrative, and corporate services.

Figure 58.   Characteristics of survey respondents
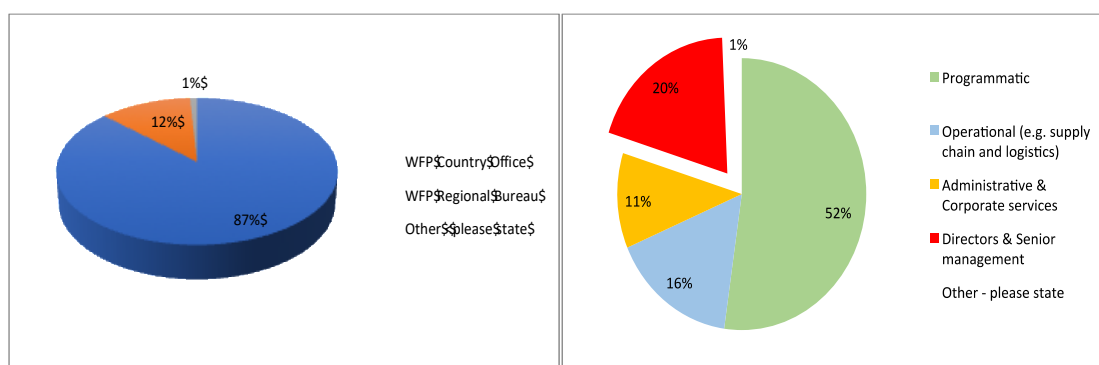
Source: Survey. Note: the responses are predominantly based on the individual's assessment of their situation, but where 'Other' was selected, the profile of the respondent was checked and where possible they were allocated to the appropriate workplace/role; n=443

15.   Furthermore, most respondents had experience working for WFP, which was fortunate as several the questions were targeted only at those with over three years of experience.

Figure 59.   Years spent working for WFP
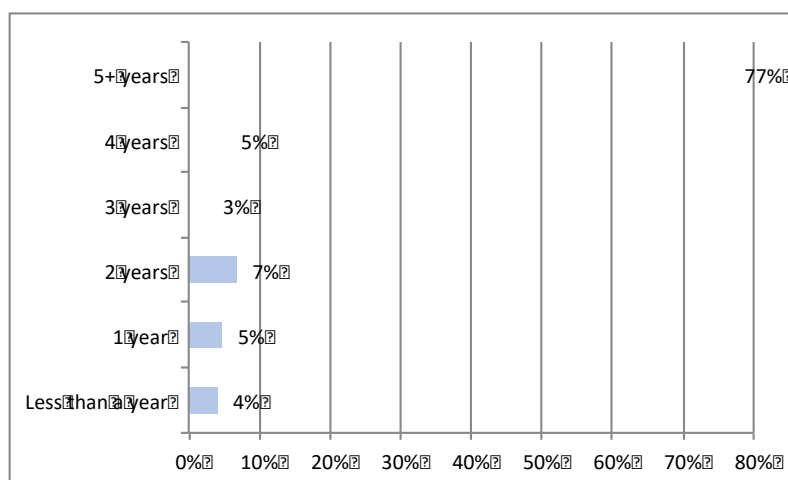
Survey results

16. Results are given here broadly ordered by evaluation question, though it should be noted that several questions have relevance across evaluation questions. Given limitations on annex size, commentary is only given on selected results where further explanation is required.

Evaluation question 2: Policy results

Figure 60.   Ability to partner and mobilize resources

Figure 61.   Flexibility, humanitarian-development nexus, & sustainability
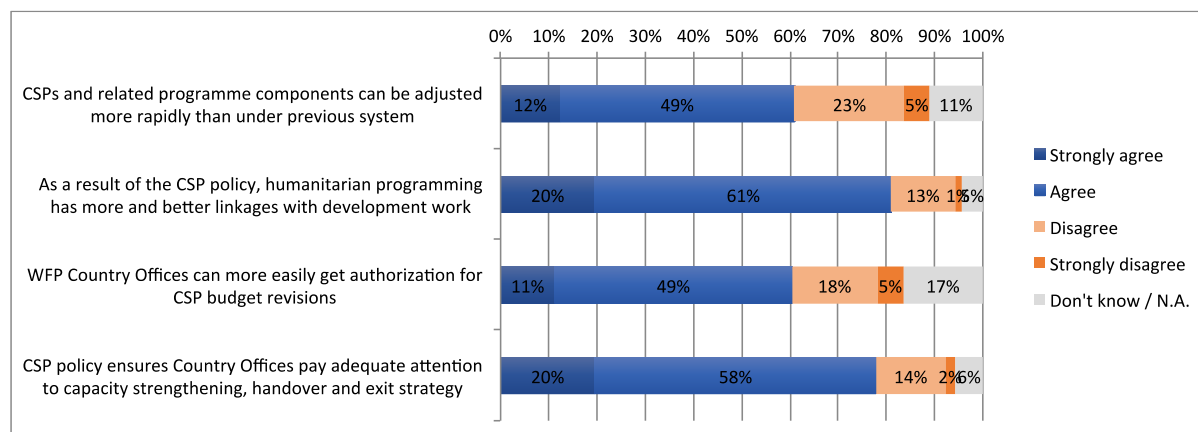
17. Looking at adjustability and ease of budget revisions, there were notable differences in opinion of respondents depending on their roles: directors and senior management were most critical of the adaptability of CSPs, administrative and corporate services were the most positive.

Figure 62.   **Ability to rapidly adjust CSP programme elements; disaggregated by staff role**
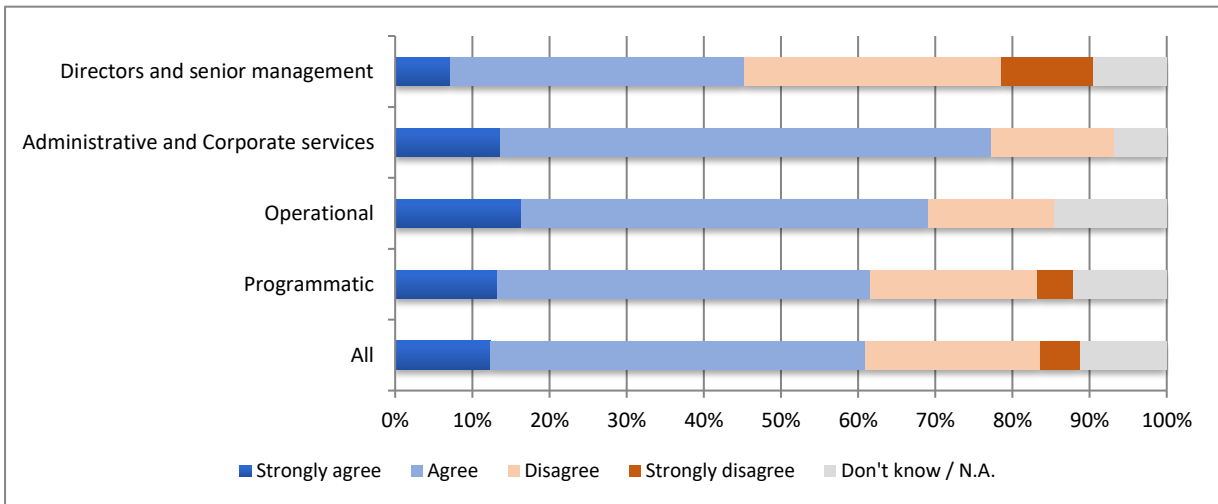
Source: Survey; question: "Please read the following statements and indicate if you agree or disagree with them: CSPs and related programme components can be adjusted more rapidly than under previous system"; only for staff with 3+ years' experience (n=374); responses disaggregated by role.

Figure 63.   **Ease of authorization for CSP budget revisions, disaggregated by staff role**
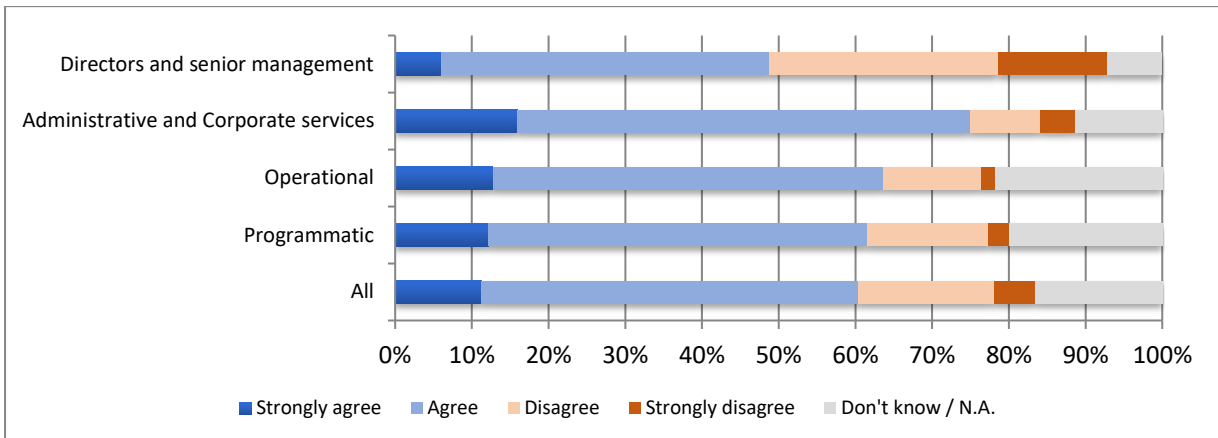
Source: Survey; question: "Please read the following statements and indicate if you agree or disagree with them: WFP Country Offices can more easily get authorization for CSP budget revisions"; only for staff with 3+ years' experience (n=374)

Figure 64. Attitudes towards CSP results

0%   10%   20%   30%   40%   50%   60%   70%   80%   90%   100%

- 'The CSP provides a more holistic platform for fundraising'
- 'We have seen more earmarking and less flexibility in internal systems'
- 'The structured CSP process provides a framework for the systematic integration of cross-cutting issues, like gender equality,...'
- 'This will bring more accountability and transparency to WFP procedures'
- 'In general, all processes introduced with the CSP have reduced the CO's efficiency and increased the amount of time spent in...'
- 'The human resources implications of this big change are yet to be sufficiently and satisfactorily addressed'
- 'The final portfolio is more coherent and better structured than the previous combination of projects'

■ Strongly agree ■ Agree ■ Disagree ■ Strongly disagree ▢ Don't know / N.A.

Source: Survey; question "The following statements were made by WFP staff about the Pilot CSP policy in 2018. Please read them and indicate whether you agree or disagree with them or not in relation to the CSP policy now in 2022"

18.   We were able to compare responses about the most positive impact of the CSP on strategic outcomes from this current survey with the survey done of the CSP pilots in 2018. This question allowed participants to select only one outcome from a list of ten. As the graph below shows, 'improved alignment with national policies' was the frontrunner of the strategic outcomes for which the CSP policy was seen as having the most positive impact. However, there was a wider range of answers this time, which can be partially explained by the larger sample size of the 2022 survey. Linking humanitarian and development work remained in second place, but enhanced performance management, reporting and accountability was the next most popular, chosen by 12 percent of participants in 2022 in comparison with only 4 percent in 2018. Strengthened harmonization with the United Nations and greater flexibility in planning and funding also had more votes.

Figure 65. Strategic Outcomes: A comparison of 2022 results with the 2018 survey (positive impacts)
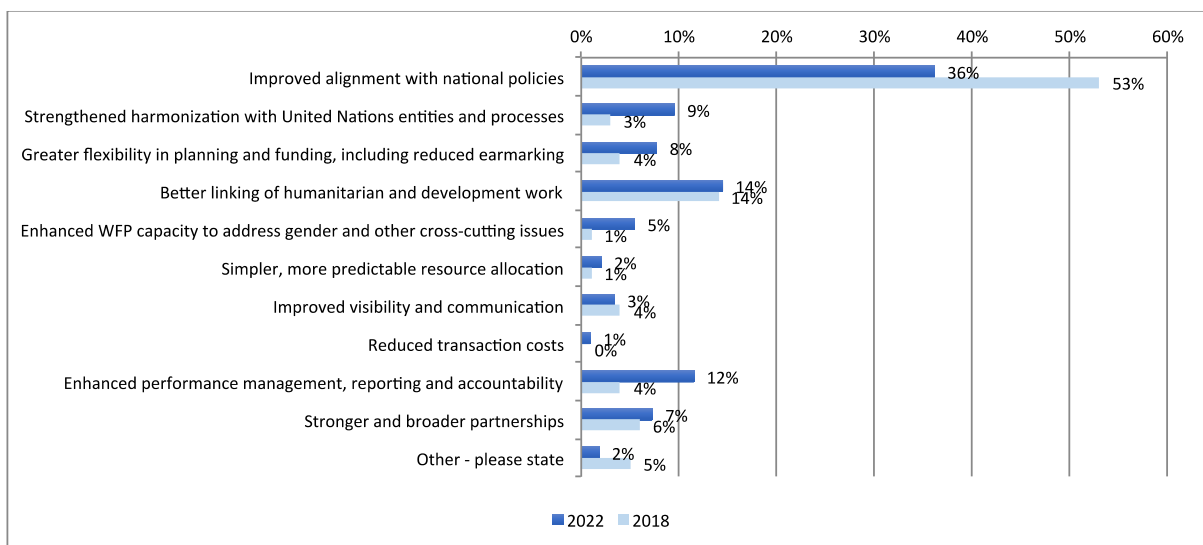
0%   10%   20%   30%   40%   50%   60%

- Improved alignment with national policies — 36% / 53%
- Strengthened harmonization with United Nations entities and processes — 3% / 9%
- Greater flexibility in planning and funding, including reduced earmarking — 8% / 4%
- Better linking of humanitarian and development work — 14% / 14%
- Enhanced WFP capacity to address gender and other cross-cutting issues — 1% / 5%
- Simpler, more predictable resource allocation — 2% / 1%
- Improved visibility and communication — 3% / 4%
- Reduced transaction costs — 1% / 0%
- Enhanced performance management, reporting and accountability — 12% / 4%
- Stronger and broader partnerships — 7% / 6%
- Other - please state — 2% / 5%

■ 2022 ▢ 2018

19. Considering the strategic outcomes where CSPs were thought to have the least or most negative impact, 'reduced transaction costs' is no longer the outcome most selected, garnering only 19 percent of votes compared with 30 percent in 2018; instead 'greater flexibility in planning and funding, including reduced earmarking' narrowly overtook it.

Figure 66.   Strategic Outcomes: A comparison of 2022 results with the survey in 2018 (least impact / negative impact)
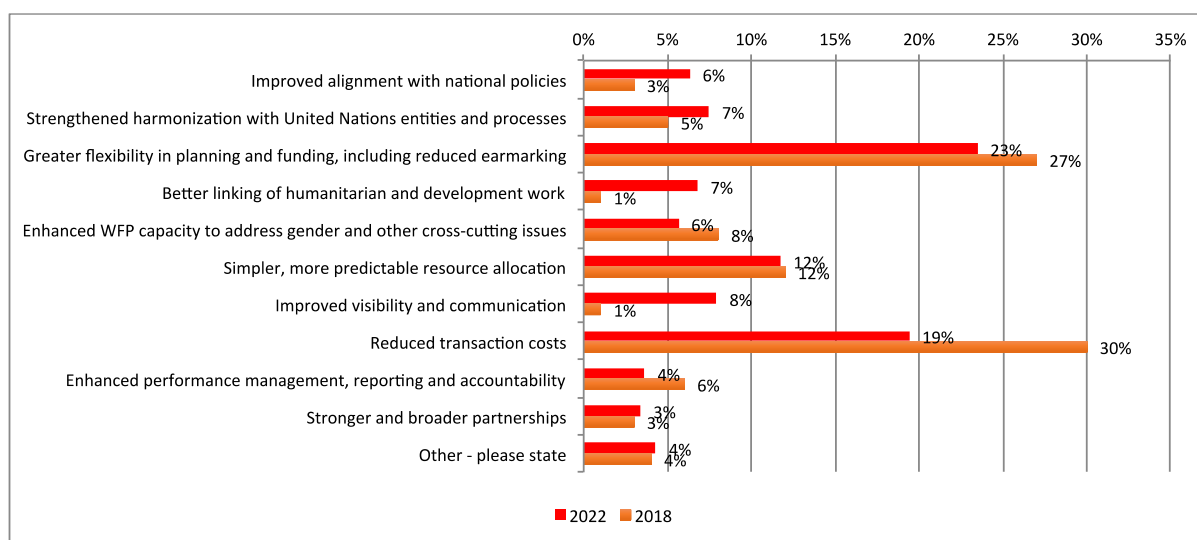
Evaluation question 3 What has enabled or hindered results achievement from the CSP policy?

20. A two-part question allowed respondents to select all listed possible support and training to help implement CSP policy that they had received. The second part of the question utilised "skip logic" to list only the items that had been selected in the first part, and asked which of those items had been useful. The results are illustrated below.

Figure 67.   Training and support received and found useful

Training & support for CSP policy	Received	Useful	Not received	Received not useful	Of those that received, % selecting useful
Relevant documentation	76%	63%	24%	13%	83%
In person training on the CSP requirements	31%	25%	69%	6%	82%
Online training on the CSP requirements	55%	36%	45%	19%	65%
Training on skills needed for thematic / development-oriented programming	27%	20%	73%	7%	74%
Support and guidance from RB	69%	59%	31%	10%	85%
Support and guidance from HQ	53%	38%	47%	15%	71%
None of the above	12%	2%			21%
Don't know / N.A	3%				

21.   This question can be unpacked in multiple ways. As well as looking at the positive responses, the percentages of country office staff that had not received the training and support are also of interest; for example, 45 percent of respondents had not received online training on CSP requirements, and 69 percent had not received in-person training. In addition, of those who received CSP training, 65 percent found online training useful, while 82 percent found in-person training useful.

22.   The usefulness of monitoring and evaluation requirements, and other forms of reporting, was also considered.

Figure 68.   Usefulness of M&E and reporting for strategic decision making by regional bureau and country office
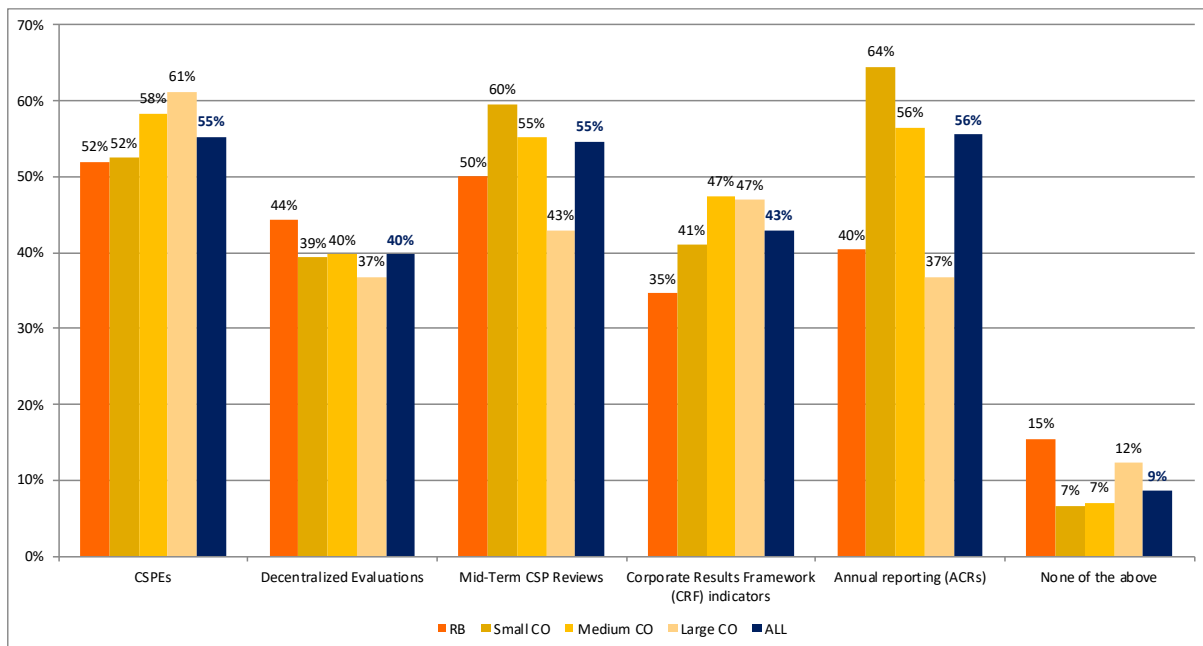
Source: Survey; question "Which of the following CSP policy requirements have enhanced strategic decision making in your office? Please select all that apply"; n=443

23.   There appears to be a marked difference between responses from country offices of different sizes, for example, annual reports (ACRs) were the most selected item by small country offices but were the least selected item for large country offices (alongside decentralized evaluations).

Overall impact

24.   A broad question was asked to gain an overall sense of whether respondents thought that the CSP policy change was worthwhile. The result was overwhelmingly positive, with 80 percent agreeing or strongly agreeing that 'the change was worth it'.

Figure 69.   CSP policy: Was the change worth it?
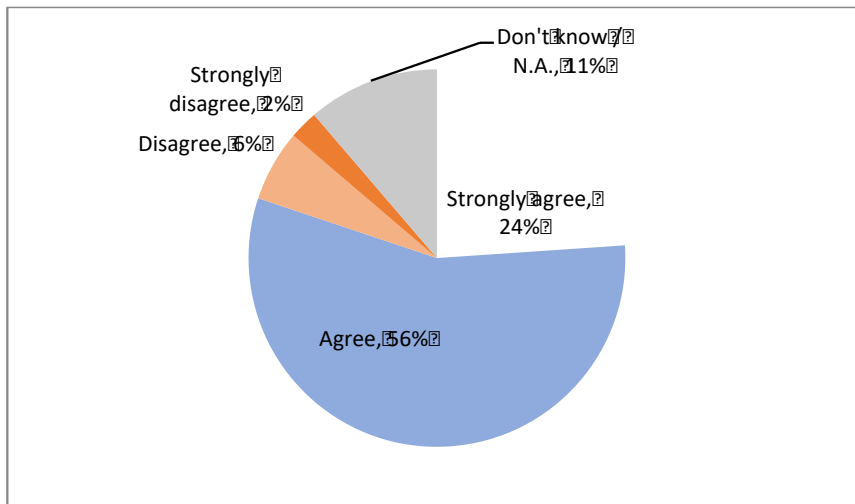
Source: Survey; question "Considering the CSP policy as a whole, do you agree that 'the change was worth it'?"; n=443

25.   However, there were differences according to the role of the respondent. The greatest proportion of scepticism was found among directors and senior management, as shown in the graph below.

Figure 70.   CSP policy – was the change worth it? Disaggregated by role
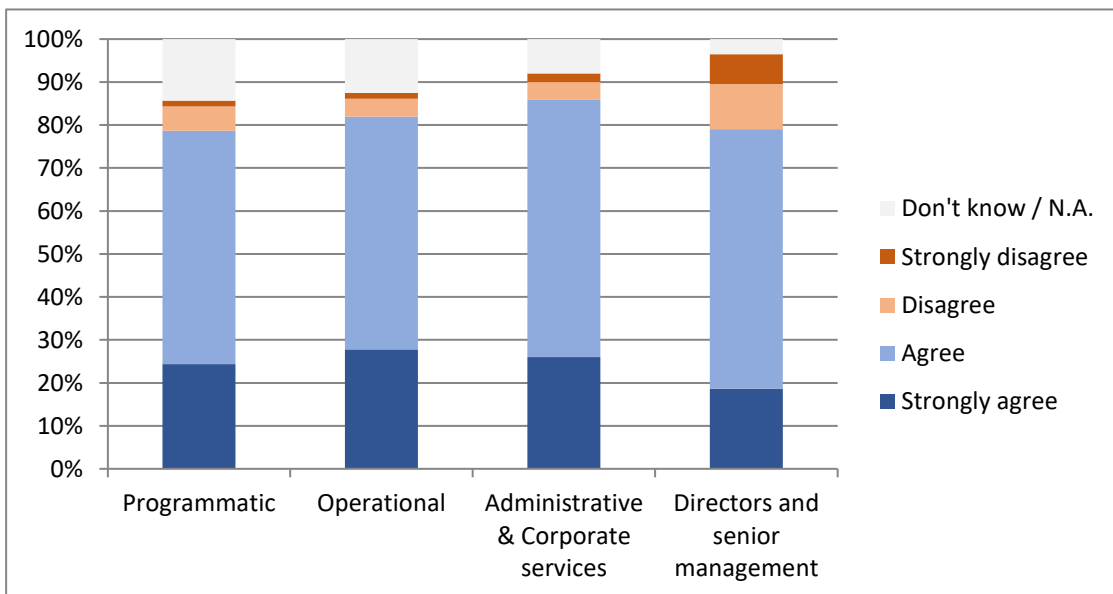
Source: Survey; question "Considering the CSP policy as a whole, do you agree that 'the change was worth it'?"; responses disaggregated by role; n=443

26.   While the majority of directors and senior management agreed that the change was worth it (79 percent), a considerably percentage disagreed (10 percent) or strongly disagreed (7 percent) with the statement, whereas those from other categories did not disagree to such an extent.

27.   This question was unpacked in a qualitative follow-on question, "Please comment briefly on your answer", and respondents were able to provide a more nuanced explanation of their position. Many of those who thought that "it was worth it" still had strong misgivings about certain aspects or effects of the policy. Overall the majority supported the policy change, which is a useful context against which to consider any critical recommendations.

28.   In addition to these quantifiable results, open-text qualitative responses were analysed, and have been used to contextualise and triangulate other information obtained by this evaluation.

Analysis of qualitative answers:

Table 20.   Top 5 response categories: "What have been the biggest challenges for you in implementing CSP policy?"

Challenge category	No. of responses	Selected quotes
Funding: Funding remains tightly earmarked	39	"Donors are not following the CSP structure and treating WFP activities as separate independent entities, giving earmarked funding." "While the CSP supports cross-outcome activities for coherence and complementarity, the continued earmarking of funds by donors to specific outputs and activities defeats the intent of the CSP design." "The CSP framework made it easier for donors to earmark and there has been more earmarking in country offices where I have been, as a result of the CSP implementation. It has also resulted in the fragmentation of thematic areas, such as resilience and/or nutrition which are often divided among two or more strategic outcomes. Generally speaking, the CSP policy resulted in a fragmented rather than cohesive approach." "More earmarked funding on the focus areas has resulted in significant challenges in finding the right balance of funds for staffing." "I have not seen a change in funding. Instead, donors still seem to earmark funds for specific activities, and then country offices end up doing both the Annual Country Report as well as individual donor reporting, further increasing our workload."
Inadequate staff capacities/structure for transition to CSP	37	"[The biggest challenge has been] … inadequate staffing for the delivery of capacity strengthening activities." "[The biggest challenge has been that] … a lack of staff to address the various functional requirements for activity managers, outcome manager, etc." "Lack of capacity of programme activity managers to meet all the needs of this new role." "The country office does not have the appropriate skills and capacity to implement the CSP. Staff ToRs were changed without appropriate reskilling and upskilling. Additionally, even when attempts are made to build the capacity of staff, there is unwillingness to learn. Activity managers are expected to own their budgets, however, they lack the skills and some have no interest in learning. It makes it difficult for support and operational teams to support the Programme Unit. Changing country directors mid-CSP also comes with its own challenges as each new country director has their own ideas/perceptions of what is needed in the country." "The role of activity managers is not well designed. Most of them do not have adequate training to implement their activity, from budget to reporting." "The workforce also needs to be revised to support the shift to resilience and capacity building."
Funding and resource mobilisation: general challenge	36	"Coming up with a CSP which is coherent but also allows for proper fundraising and budget management is an impossible task." "Funding availability is a challenge, with priority given to humanitarian operations at the detriment of development interventions." "CSP documents are not user friendly and are difficult to use as an advocacy/resource mobilisation tool." "The biggest challenges is (…) generating adequate funding for the implementation of policy-related interventions."

Silos between activities/lack of integration	27	"CSP thinking created more silo-thinking: 'I am the manager of Activity X, so the rest is not important to me'."
		"CSPs tend to be too activity driven, rather than results driven. This reduces the opportunities for a more integrated approach."
		"The alignment of the strategic objectives is not clear. Need to have a strategy that highlights synergies of different strategic objectives or that aligns all strategic objectives."
		"The CSP has led to more programmatic silos, less integrated programmes (reinforced by rigid budgets, resource management and log frames)."
Complex budget management: general	25	"At the beginning of the process, it was challenging to assign the staff and resources to different activities. The CPB is somewhat complex."
		"The country portfolio budget is still too complex despite simplification efforts. Most importantly, I fail to see any meaningful outcomes 'linking resources to results'."
		"The financial framework and CBP is still clunky and does not allow for efficient and effective decisions, especially around partnerships."
		"The CPB template for cooperating partners is not in line with the overall CPB, which results in a confusion on where to allocate some costs."
		"The budget set-up was done by non-professional accountants, and this can be seen on the reporting done. We keep mixing financial accounting with funding accounting and cost accounting. The three dimensions are not serving us at their best level. Use of 'old' approach of cost components and at the same time 'hiding structure costs' on the operation side does not bring transparency."

Table 21.   Top 5 response categories: What has been helpful for you in implementing CSP policy?"

Challenge category	No. of responses	Selected quotes
Support from regional bureaux	38	"The most helpful factor that has made the implementation of the plan successful from a regional bureau perspective has been working closely with country offices to directly support the rollout of the policy, to help them understand the implications and how to frame their work in a way to offer them flexibility to adjust as and when needed. Early on, we also developed a number of products to simplify the guidance and held a series of workshops to discuss key shifts, etc. Our regional bureau has taken a very hands-on approach often helping country offices develop the packages from start to finish, not just guiding the process."
		"Corporate guidance being made available and updated regularly from headquarters to regional bureaux, which we then cascade to country offices."
		"The support of RBN and guidance has helped make this strategic shift."
CSP providing a single framework for programming/CSP providing strategic document for country office	33	"The CSP introducing a single framework for designing and implementing programming has been a significant improvement from the previous approaches."
		"The framework provided is helpful for country offices to be able to tell a complete story about the work and to link components more logically."
		"The process fosters strategic thinking and cohesion for the overall WFP approach in-country and makes it easier to identify linkages to SDGs and national priorities."
		"From a management point of view, the CSP policy brought together all the programmes under the hat of one single framework and there is only one budget to manage. From the programmatic point of view, there is a much stronger effort to create synergies among different activities, and also with other partners and their programmes, and a drive to support the government's vision."

		"Having all the country portfolio under one CSP policy is essential, and it helps making the argument for shifts from humanitarian to developmental assistance"
		"One coherent portfolio is easier for national counterparts to understand. Also linkages can be made more easily across elements"
Support from headquarters	31	"The series of trainings at the launch of the IRM at headquarters and regional bureau levels were useful and ensured country offices had staff capable to train others to ensure timely implementation of the policy."
		"Recommendations from the strategic evaluation and CSPEs, guidance on thematic areas from headquarters and regional bureaux (e.g. through school feeding strategy), regional bureau implementation plans and strategies/priorities, as well as availability and requirement of funding agencies, have been particularly helpful."
Increased partnership/collaboration with Government	28	"What I liked most about the first-generation CSPs was the Zero Hunger Reviews that brought so many stakeholders together on a shared understanding on what were the food security and nutrition issues at country level. The engagement of the resident coordinator and government ministries was key in supporting the strategic direction that WFP wanted to take."
Opportunities for integrated programming	22	"There are more opportunities for integrated programming; layering different kinds of support for impact."
		"There has been clear and systematic integration of cross-cutting issues which are fundamental to WFP delivering on its mandate. Issues like gender are well integrated in systems."

Table 22.　Specific recommendations on CSP policy

Recommendation category	No. of responses	Selected quotes
Alignment Policies/SDG	17	"We should involve government partners (national level) during the development of CSP to align the CSP to the government policy." "[There should be] … more government engagement and involvement in the annual review of the implementation."
Partnerships	13	"We do very good work, but we lack the ability to market or sell it. So in CSP policy, there should be indicators on partnerships, fundraising, and visibility checks if we have really invested in our visibility. " "More focus should be on building the capacity of government (systems, human capital development) to implement activities. Also, emphasis should be placed on working with other United Nations Agencies as one United Nations in complementing efforts to support governments."
United Nations	9	"WFP should offer a clearer guidance to align with the UNSDCF. The CSP guidance does not consider unique scenarios per country." "We should look to understand how we can harmonize our funding structure, contributions, expenditures etc with the whole United Nations to be able to harmonize our reporting systems."
Donor agendas	23	"The Executive Board should urge members/donors to view and fund the CSPs in a more holistic matter. We will never be able to properly make an impact on 'changing lives' if we do not attract adequate funding for this part of our CSPs. Currently, our humanitarian funding needs to also cover part of the cost of doing resilience/anticipatory actions/evidence generation."
Focus / Visibility	17	"CSP should clearly stipulate strategies on how resources can be mobilized – not the traditional approach of writing proposals; a strategy should be marketable and appealing to potential donors." "It is better to focus resources where you can have more impact and visible change than to do everything. By wanting to do everything, we are faced with insufficient funds, insufficient results and the absence of the expected impact, no change in the lives of the populations benefiting from the actions."
Strategic Planning / Programme Integration	20	"CSP should be focused on more integrated activities that produce not only results at output level but also at outcome/ impact level. This will help in articulating the WFP saving and changing lives narrative." "CSP should be a reference and a framework that we refer to, but with some flexibility so instead of reinforcing siloes, it builds bridges and helps respond to crises in an organized and structured way."
Flexibility	24	"The tools need to be harmonized further. More flexibility for programme design and operations is key and should be prioritized over other objectives (like reporting). A lot of effort is needed from all levels, especially headquarters, to improve how donors fund (less earmarking, longer-term funding, etc.)." "The CSP was intended to offer greater flexibility and agility. It has done the opposite. Reducing the number of evaluations, Mid-term Reviews, CSP review steps, budget revision procedures, and rigidity within the line of sight would be the first step."
Emergency response	3	"Il faut garantir dans la politique un minimum annuel de financement pour contenir de manière précoce les effets des chocs conjoncturels dans les pays à risque et faire un plaidoyer pour plus de mobilisation de fonds dans des situations critiques. Sinon les objectifs du PSP seront toujours compromis." "Given the main role of WFP as an emergency provider, I believe the CSPs and other tools are not yet geared towards fast and efficient response mechanisms. I am aware that some effort has been made, but it is still way too cumbersome to introduce a new activity in the CSP during an emergency."

Nexus/ Resilience / CSS	18	"Improve funding mechanisms for CSPs, especially for smaller countries with resilience and a development focus on 'changing lives'." "More corporate efforts are needed on repositioning the organization as a development actor to benefit from the provisions in the CSP." "We still have a lot to do in the areas of CCS, from design to monitoring etc. More technical support to country offices would really help to improve the quality of this modality within CSPs." "Recognising the fact that WFP works in a broad range of very different environments, have a more nuanced set of guidelines to implement the policy in development-oriented and crisis-prone environments, as well as those in between these two extremes."
Cross-cutting	10	"Mainstreaming gender should be strengthened in all aspects of WFP, very crucial to achieving Nutrition and Food security." "Provide a budget for cross-cutting aspects such as protection and accountability." "CSP should be holistic. We should avoid managing at activity levels. Ensure activities are more cross-cutting and complementary."
Strategic guidance	25	"The policy needs to be better disseminated, including development of summary guidance, and staff trained on its implementation." "Increased sharing of guidelines on the CSP process so that country office team members can better understand the entire process." "Need more guidance on operationalizing CSPs, especially when it comes to flexibility and leveraging of the CSP document to enter into partnership with governments. Staffing coordinators need to update staffing profiles in line with the CSP, noting that different interventions and contexts within the humanitarian development spectrum especially under the Vulnerability Assessment and Monitoring programme and M&E require different skills and not just the generic job profiles."
Bureaucracy / transaction costs	45	"The concept is good, but the grafting of corporate systems and linking it all to WINGS turned the CSP into another monster. The CSP concept for programmatic thinking makes sense, the analysis makes sense. The straitjacket though that this has been turned into so that all can be fit into one online system that someone in headquarters at the click of a button then allows to report on this or that, makes no sense. WFP work is about people, not about corporate reports." "Improvements should be made to reduce the time to bring feedback to the country office."
Funding & Budget System	45	"The constraints are mainly on the budgeting side. Even where donors are willing to allow flexibility, our internal system within the CSP framework does not allow it." "Get professional people to review the budget and accounting structure."
People / HR / Leadership	45	"It would also be helpful for a more concerted training of staff on the CSP approach, at different levels (country office, regional bureau, headquarters) that moves beyond displays on processes (deadlines etc) to allowing for discussing technical engagement as well." "I would suggest more involvement across the organization when developing guidance materials." "It should help with more decentralizing processes and decision-making as the person sitting at the headquarters seldom understands the diversity of situations at the country office level." "I think is important that all staff of the country office be on top of the issues rather than a selected few who most often do not transmit matters correctly to others. Sharing of information and intra-consultation is key in the whole process. The regional bureau director should always be on stand by to assist."

		"The CSP should be a more participatory process. At least in my country office, supply chain was excluded from any discussion and denied the opportunity to provide an opinion."
M&E / Learning	54	"Like with any policy, ensure that there are adequate resources to realize the change intended, beyond providing tick box trainings whether in person or online. This includes developing a proper new CRF, an adequate functional financial system, etc."
Continuity / Sustainability	13	"Continue to be more 'agile' and 'adjust', innovate, improve as we implement."
Tailoring to countries	15	"WFP should update and adapt corporate CSP tools to the local country context."

Annex L Analysis of CSPE

1. This Annex presents two summary tables based on the review of qualitative data from 26 CSP Evaluations.

1) The Review of factors, looking at CSPE Evaluation Question 4.5 which covers *'What are the other factors that can explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?'* beyond the standardized factors captured in CSPE evaluation questions 4.1 Use of Evidence, 4.2 Mobilize adequate predictable flexible resources, 4.3 partnerships & collaboration, 4.4: flexibility in dynamic operational contexts.

Topic	Examples of 'other factors that explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan' (CSPE Evaluation question 4.5)	Country CSPE
Internal factors		
CSP Planning	The timing of the CSP is out of sync with country development plans and donor strategic plans.	Indonesia
	The CSP did not propose sufficiently robust mitigating strategies in the event of a deterioration of the crisis.	Nigeria
	WFP has not been able to fully operationalize the strategic shifts envisaged by the CSP, which has had clear consequences in relation to access to resources (funds and competence), the articulation of activities (across focus areas), and ensuring the sustainability of results.	Pakistan
	Some design assumptions were not realistic, and others were not managed during implementation.	Tanzania
Resilience vs. Emergency Response	Over the life of the ICSP, there was a gradual increase in emphasis on resilience building activities, although the focus of the programme remained mainly on life saving rather than life changing.	South Sudan
	The accepted and preferred view by both the government and some major donors of WFP as the principal player in relief of food insecurity and emergency response, and, to a degree, its own self-image, has inhibited WFP from embracing fully the changes called for by the Strategic Shift and associated new ways of working, central to the CSP.	Sudan
	WFP lacks the expertise required to lead longer-term, development-oriented programming. Its current programme portfolio in seeking durable solutions remains quite limited in scope and ambition.	Sudan
Guidance and Tools	Evidence showed a limited awareness of the WFP risk management system, primarily the so-called "first line of defence".	Democratic Republic of the Congo
	Risk analysis is increasingly used in a strategic manner by the country office.	Democratic Republic of the Congo
	Strong UNCT framework for coordination	Kyrgyz Republic
	WFP tools and guidance for capacity strengthening are little known in the country office.	Timor-Leste
	Staff are aware of the WFP gender toolkit and believe that it is well designed.	Timor-Leste

Country office organisation	Challenges with internal oversight and management of the CSP.	Mozambique
	The WFP operation was highly decentralized, with operations led by the sub-offices, and at times unclear lines of accountability and limited information flows	Democratic Republic of the Congo
	Organisational structure of the country office	Honduras, Kyrgyz Republic, Timor-Leste
	Strong leadership within the country office	India
Human resources and staff expertise	Human resources	Cameroon, China, Democratic Republic of the Congo, Gambia, Honduras, India, Jordan, Kyrgyz Republic, Nigeria, Peru, South Sudan, Tajikistan, Timor-Leste, Zimbabwe
	Technical capacity and quality of the staff	China, Democratic Republic of the Congo, El Salvador, India, Peru, Zimbabwe
	Strong political commitment by governments	India, Kyrgyz Republic, Tajikistan
Support from regional bureaux and headquarters	Lack of engagement from headquarters	Mozambique
	Regional bureau has not promoted learning from other countries and improving knowledge management to inform CSP priorities	Mozambique
Monitoring	The country strategic plan focus on capacity strengthening is weakened by a lack of clear indicators and targets to monitor progress.	China
	There has been a lack of evaluations and audits; variable performances of country office M&E system.	Democratic Republic of the Congo, Gambia, Mozambique; Timor-Leste, Zimbabwe
	Limited analysis at outcome level for certain activities	Lebanon
	Robust monitoring system	Palestine, Tajikistan
Results-based management	Results-based management	China, Jordan, Lebanon, Timor-Leste
	Knowledge management systems were inadequately developed to support results-based management.	Zimbabwe
External factors		
Country Context	The ICSP is being implemented in an extremely fragile context	Democratic Republic of the Congo, Gambia
	Socio-economic and political scenarios within the country	Gambia, Kyrgyz Republic, Mozambique, Peru, South Sudan
	High turnover of government officials has delayed technical assistance and capacity strengthening processes	Mozambique
Technology	Use of technology	Jordan, South Sudan

2) **A synthesis of high-level recommendations mapped against the main strategic project policy impacts of the CSP policy**, as defined in the introduction of the section on findings, with recommendation areas being given stronger attention are highlighted in yellow: **partnerships, contribution to national policies and capacity strengthening, and performance management.**

	Recurrent CSPE high-level recommendation theme	# CSPEs[314]	Countries
STRATEGIC	Enhance, deepen, and diversify **strategic partnerships, external synergies, complementarities, and coordination**	**19**	Bangladesh, Bolivia, Cameroon, China, Democratic

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[314] Number of times where one of the six high-level recommendations of the 26 CSPEs was covering this theme. For the interest of this synthesis exercise, few high-level recommendations have been split and mapped against two themes.

	Recurrent CSPE high-level recommendation theme	# CSPEs[314]	Countries
	with other stakeholders (government, United Nations agencies, NGOs, etc.), with more clarity on the purpose of partnerships and the role of WFP in relation to other partners.		Republic of the Congo, El Salvador, India, Indonesia, Jordan, Kyrgyz Republic, Lao PDR, Mozambique, Pakistan, Peru, South Sudan, Sri Lanka, Tajikistan, Tanzania, Timor-Leste, Zimbabwe
	Improve **evidence-based / realistic scope/ focused programming**, ('to 'avoid WFP spreading itself too thinly'[315] and make sure WFP builds on lessons learned/successes[316]) and **subsequently give greater visibility to where WFP is adding value.**	11	Bolivia, Cameroon, China, Indonesia, Lao PDR, Mozambique, Nigeria, Palestine, South Sudan, Tanzania, Zimbabwe
	Prioritize engagement on the **humanitarian-development-peace nexus** and interlinkages across actors, processes, and interventions, in close collaboration with key partners contributing to this agenda and ensure 'WFP **drives progress'**[317] towards this triple nexus, **including on peacebuilding**.	9	Democratic Republic of the Congo, El Salvador, Honduras, Jordan, Mozambique, Peru, South Sudan, Sudan, Tajikistan
	Strengthen **integrated programming** (the integration of interventions and activities), driven by changes to which WFP aims to contribute, **building on a theory of change** with realistic change pathways and mutually reinforcing strategic objectives.[318]	9	El Salvador, Honduras, Jordan, Kyrgyz Republic, Lebanon, Peru, Sudan, Tajikistan, Tanzania
	To create a more enabling environment towards SDGs (and in particular SDG 2), improve **alignment and adaptation to national contexts and priorities** (including by 'expanding the footprint of CCS initiatives'[319]), and **coherence with the 'One United Nations approach** – building on WFP core mandates and comparative advantages.	6	Bolivia, Gambia, Honduras, India, Palestine, Sri Lanka
PROGRAM Quality & Results	Further define and enhance WFP contributions to **national policies and capacity strengthening** based on political economy analysis, capacity needs assessments and lessons learned, in alignment with **corporate requirements,** and with effective linkages across strategic outcomes or **mainstreaming of CCS** across programming approaches and interventions.	15	Bangladesh, Bolivia, Cameroon Gambia, India, Indonesia, Kyrgyz Republic, Lebanon, Pakistan, Peru, South Sudan, Sri Lanka, Sudan, Tajikistan, Timor-Leste
	Ensure **gender and women's empowerment is given stronger attention** as a cross-cutting issue, through the adoption of a set of realistic and actionable measures such as approaches 'conducive to **transform gender relations'**[320] and prevention of **gender-based violence**, in line with WFP Gender policy.	11	Bangladesh, Bolivia, Democratic Republic of the Congo, El Salvador, Gambia, India, Nigeria, Pakistan, Peru, South Sudan, Sudan

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[315] WFP. 2022. ICSPE South Sudan.
[316] WFP. 2020. CSPE Indonesia.
[317] WFP. 2022. CSPE Mozambique.
[318] WFP. 2022. CSPE Jordan.
[319] WFP. 2022. CSPE India.
[320] WFP. 2022. CSPE El Salvador.

	Recurrent CSPE high-level recommendation theme	# CSPEs[314]	Countries
	Increase the focus and resources allocated to **resilience building and** enhance the implementation of integrated /community-based **packages for resilience.**	**7**	Cameroon, Lao PDR, Lebanon, Palestine, Peru, South Sudan, Sudan
	Scale up nutrition interventions, including better understanding the causes of malnutrition, enhancing the effectiveness of nutrition-specific interventions (including addressing supply chain issues), and reinforce nutrition-sensitive programming[321] (including Social and Behaviour Change, nutrition-sensitive safety nets, and School Health and Nutrition).	**7**	Bangladesh, Bolivia, Cameroon, Gambia, South Sudan, Tajikistan, Timor-Leste
	Extend support to social safety net programmes and their linkages with **longer-term social protection schemes**.	**7**	Bangladesh, Cameroon, Jordan, Kyrgyz Republic, Lebanon, Palestine, Zimbabwe
	Improve **effectiveness of emergency preparedness, readiness, and response mechanisms** with particular attention to supply chain management and adherence to humanitarian principles, and overall 'upgrade WFP emergency response capacity' considering increasingly fragile environments.	**6**	Bangladesh, Cameroon, Democratic Republic of the Congo, Lao PDR, Lebanon, Nigeria
	Refine/improve **coverage, targeting and beneficiary registration mechanisms** and work jointly with other actors to favour **inclusion, reduction of protection risks** and better reach of extremely vulnerable groups.	**6**	Bolivia, Democratic Republic of the Congo, Kyrgyz Republic, Nigeria, South Sudan, Sri Lanka
	Develop a strategy to improve the **long-term impact and sustainability of** WFP interventions and **transitioning /handover** to government (e.g. school health and nutrition programmes).	**6**	China, El Salvador, Lao PDR, South Sudan, Sri Lanka, Tajikistan
Performance MANAGEMENT	**Strengthen performance management, processes, and systems** – including **control** functions, **qualitative evidence** generation and **integration** between evidence generation/monitoring and strategic programming; and invest in **monitoring and evaluation capacity** (in particular in the domain of **CCS**) to improve timeliness and effectiveness.	**12**	Bangladesh, Cameroon, Democratic Republic of the Congo, El Salvador, Gambia, Honduras, India, Indonesia, Lebanon, Mozambique, Peru, Zimbabwe
	Revise WFP **office's structure** and equip WFP with the appropriate **human resources capacity** to match the ambitions of strategic changes brought by the CSP approaches, and CSP areas of focus and priorities (**integrated programming**, CCS, M&E, etc.) – building on country office capacity review.	**10**	Bolivia, Cameroon, Indonesia, Jordan, Lao PDR, Lebanon, Mozambique, Tajikistan, Tanzania, Timor-Leste
	Develop /refine a **resource mobilization strategy** to allow the capturing of **multi-year** and more **diversified and predictable** funding, to be better able to contribute to **mid and long-term national priorities** (incl. new funding sources and financing mechanisms such as international financial institutions).	**7**	El Salvador, Honduras, India, Kyrgyz Republic, Lebanon, Mozambique, Pakistan

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[321] Now referred as 'nutrition integration' in the new Strategic Plan (2022–2026).

	Recurrent CSPE high-level recommendation theme	# CSPEs[314]	Countries
	Enhance **learning and knowledge management**, from national to decentralized levels, including generating a learning agenda for addressing evidence gaps and capturing innovations (e.g. on gender and the triple nexus).	**6**	Bolivia, Cameroon, China, Lebanon, Tanzania, Zimbabwe

Annex M Country illustrations

1.	This annex presents an overview of the country illustrations that were a key part of the evaluation methodology, covering 11 countries: Bangladesh, Cameroon, Democratic Republic of the Congo, El Salvador, Kyrgyz Republic, Lebanon, Mozambique, Nigeria, Peru, South Sudan, and Timor-Leste. Illustrations in the Democratic Republic of the Congo and Nigeria were not completed due to challenges in getting the country offices to participate in the evaluation.

Topics of country illustrations

Country	Final illustration
Bangladesh	**Timing and use of evaluation evidence to inform strategic decisions.** The CSPE helped inform the 2gCSP but issues on weight of CSPE in terms of finance and staff time. Overall issues of evaluations overburdening the country office and not leading to learning that would be useful.
	CSP fragmentation, efforts to increase programme coherence with 2gCSP, and CSP design transaction costs. Fragmentation of 1G CSP and lessons fed into design of 2gCSP to reduce earmarking. Burdensome 2gCSP review processes and issues over how service provision situated within the new CSP. Corporate guidance too rigid, which compartmentalises the CSP into WFP focus areas (crisis response, root causes, resilience building). Lessons already emerging in 2gCSP with donors earmarking sub-activities, despite efforts to reduce earmarking.
	General staffing issues and strategic workforce planning process by headquarters. Issues in aligning staffing with CSP in the Bangladesh context because of delays in strategic workforce planning process and change over in leadership, which delays appointment of activity managers.
	Regional Bureau Oversight. In a large country office like Bangladesh, with higher capacity, the regional bureau will play more of an oversight role, and act as a reference point on policies for the country office.
Cameroon	**Increased programme coherence and reduced transaction costs in the context of 2gCSP.** Partnerships and resource mobilization augmented from 1G to 2G. Programme coherence, alignment to the 2030 Agenda and African Policy Alignment, WFP leadership positions, and national buy in – all have a strong positive effect on resource mobilization, including mobilizing resources from the government for social protection work.
	Diversification and enhancement of strategic partnerships and funding in the context of 2gCSP. Significant progress in this domain during 2G. Partnership Action Plan in place and seen as a model.
	CSPE supporting programming. CSPE excellent, timely for 2G (due to COVID-19) and continues to be used as a roadmap. Performance Management much more efficient. Monitoring more coherent, cost effective (and WFP leading UNCT/M&E task force). Well-structured to inform the CSP. Performance management timely as a result of COVID-19: the new country director came on board in October 2020 and fully contributed to 2G of CSP, so really owned it.
El Salvador	**Innovative root causes programming.** Efforts to make this root causes programming innovative (youth employment, working with big cooperation).
	From 1gCSP to 2gCSP: Increased focus and management. The system of special operations managers created a siloed approach to working, with managers working vertically within their own areas. The introduction of the position of a Head of Programme one year ago has allowed for much more coherent working across different parts of the CSP portfolio.
	Disconnect between the strategic guidance from the Board to invest on a 'saving lives' agenda, and constraints / lack of support WFP EB and systems in that area. Limited flexibility, not enabling progress on saving lives (for example. budget revisions are more difficult when it comes to resilience or root causes programming).
Kyrgyz Republic	**From 1gCSP to 2gCSP: mainstreaming CCS across strategic objectives and aligning with UNSDCF.** Problem of excessive steering from headquarters.
	How to find a normative space for WFP. Social Protection as an entry point or transform the Nobel Prize into a peace-building programming: opportunities and challenges.

Country	Final illustration
	Limited utility and efficiency of CSPE in terms of learning. Very expensive, somehow informed the internal programming (but in fact midterm review did the same). Recommendations diluted / not helpful (nothing new), very standardized/ corporatist, and report coming much too late for outreach. Not aligned with country processes and affected their communication.
Lebanon	**CSP is not catered to focus on emergencies if it is not a feature at the design stage**. Regardless of the country office, there should always be an emergency response component of a CSP rather than designing a CSP without one and then needing to add it through a budget revision. The same goes for service provision (on demand, crisis related). The example of the 2021 resident coordinator request to WFP to provide fuel for hospitals and water facilities illustrates the structural problems, trade-off/choices, and workarounds country offices have to go through when contexts change.
Mozambique	**Constraints to WFP engagement with government and IFIs: standard agreements are not conducive to the envisioned relationships.** Creates tensions in the relationship. This affects partnerships and capacity strengthening work. UNICEF much more strategic with flexible partnership agreements, supported by global agreements, allows for fast-track approval, and MoUs as soon as CSP is signed.
	Alignment of human resources profiles, which are not sufficiently technical for the ambitions of the CSP. Insufficient understanding at HQ on the capacity strengthening agenda. Decisions on staffing fragmented across activity managers and not supportive of solid CSP implementation. Staffing and salaries – now the staff can be charged to so many activities it is a nightmare for payroll. We needed a tool to harmonise HR, finance, budgeting, and programme.
Peru	**CSP as a flexible tool** which helped positioning WFP on emergency work (response to COVID-19 pandemic and Venezuela crisis) and then back to enabling environment work since 2022. The development type of work which was already there before this emergency stream, but has now grown up – including positioning on climate change/environmental issues with the Ministry of Environment. Organizational changes have been significant, to allow the CO to shift from CCS to emergency work, and then go back to CCS: change of organigram, growing network of partners sustained over time, deployment of staff for emergency work, etc. The CO had to approach new partners when kicked off the emergency work in 2020 – at that time it had only very few operational partners – and was then able to maintain these partnerships over time, two years later.
South Sudan	**Efficiency and effectiveness in emergencies is** much better just by not dealing with multiple EMOPs [and Special Operations], timesaving by not having to manage multiple EMOPs.
	Challenges with institutional capacity strengthening and cross-cutting issues [how addressed in CSP architecture] – guidance has not been consistent. Shift to activity-based planning and budgeting – haven't seen integration yet.
	Annual Country Review - most partners use it but still have to produce quarterly or semi-annual donor specific reports. M&E system challenge is that it produces data to report on annual basis so not timely for what donors require. Challenge with CRF is that it wasn't ready in time, has changed.
Timor-Leste	**Flexibility to respond to emergencies in context where focus on government capacity strengthening**. Delays in being able to respond to COVID-19 and floods resulted from the business rules for on-demand service delivery, rather than delays in budget revisions. For a small country office like Timor-Leste, overall they have seen improved flexibility and efficiency, in terms of emergency response due to increased delegation of authority for the country director.

2.   The following boxes present select country illustrations including in-depth analyses. These and other country illustrations have been used and cross-referenced throughout the findings section of the report. Reports for each country illustrations are not a deliverable of this evaluation so have only been elaborated where they add value to the findings.

Box 7   WFP ability to strategize partnerships from first-generation to second-generation CSPs

Challenges in strategizing partnerships in Bangladesh, Mozambique and Nigeria. In Bangladesh, "the country office did not start off with a shared institutional understanding of what strategic partnerships entailed […] and the specific modalities for establishing the partnership approach were not adequately set out". In Mozambique, WFP developed collaboration agreements limited to one-off actions that do not reflect a long-term strategic vision of WFP positioning in relation to its partners. In Nigeria, WFP work remained limited to its own way of working "and did not leverage the mapping of who is doing what where".

Cameroon: Diversification and enhancement of strategic partnerships in the context of the second-generation CSP. The CSPE identified that for the first-generation CSP, implementation was affected by the lack of strategic partnerships, in particular "WFP had not developed strategic partnerships with the World Bank, major donors, and non-governmental organizations to support national capacity strengthening. Building long-term strategic partnerships with cooperating partners was not possible, partly due to funding, procedural constraints, and there being many partners."[322] In 2021, a partnership officer was recruited to conduct a landscape of partners and elaborate a PAP for 2022–2026 to operationalize the second-generation CSP.[323] The approach was bottom-up, including over 100 consultations with civil society actors and cooperating partners in the field, IFIs, the private sector, research institutions, and a final workshop to leverage partnerships. A 'crash' partnership training was organized for all staff. In the wake of this PAP, support from the WFP Washington office was received to further develop partnerships with IFIs. All these efforts led to concrete opportunities and better funding prospects (e.g. over USD 50 million from the World Bank for social protection to be channelled through the government), improved United Nations inter-agency collaboration (WFP leading the United Nations Country Team monitoring and evaluation task force, joint targeting hub with UNHCR), and greater clarity in terms of the type of relationships being established with cooperating partners, with a focus on "capacity strengthening to enhance national ownership, in priority to respond to humanitarian emergencies".

Peru: Enhanced network of partners while emergency response developed. When WFP was asked to support the Government of Peru in response to COVID-19 and the Venezuela Refugee crisis, the country office emergency response capacities were limited and it had few local partnerships in place that could help deliver in the humanitarian sphere. The Peru Country Office reached out to partners as soon as it initiated emergency work: "We had to scout around and found good partners to be able to respond". Two years later, WFP crisis response work has considerably decreased, but WFP has been able to maintain those partnerships. Building on lessons learned from this experience, the country office is now embarking on a more systematic partnership strategy process with a view to map out potential partners across CSP priority areas of work.

Source: Evaluation team Cameroon and Peru country illustrations and CSPE (Bangladesh, Cameroon, Peru, Mozambique, Nigeria)

Box 8   Country Illustration: Challenges in adaption to new government priorities in Timor-Leste

+ In 2021 Timor-Leste faced the twin shocks of floods triggered by Cyclone Seroja and the ongoing COVID-19 pandemic, necessitating the addition of a crisis response special operation to their CSP. The country office has had to overcome and navigate challenges of fitting a new emergency response into the framework of a CSP where the WFP role is focused on strengthening and supporting the capacity of the government.

+ In April 2021, the Government of Timor-Leste requested international assistance and WFP worked to support government food security and nutrition programmes by providing procurement services to augment national supply chains. Creating a new activity to provide on-demand procurement services to the government triggered internal business rules requiring all related contributions to be categorized as 'non-donor grants'. However, donors did not want their contributions to be considered in this way and wanted WFP to directly implement the food distribution, so the activity remained largely un-funded. Faced with this dilemma, the country office developed

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[322] WFP. 2020. CSPE Cameroon.
[323] WFP. 2022. Cameroon Country Office Partnership Action Plan.

another budget revision to allocate funds under another activity allowing direct in-kind distributions. This series of approvals for budget revisions took a total of 10 months.

+ Overall, the CSP approach has provided the country office with improved flexibility and efficiency for emergency response, mainly because they no longer have to submit a new EMOP for every new emergency, and in this small country office three out of four CSP revisions (2018–2022) were within the country director's delegated authority to approve. Based on learning from the experience of adding a crisis response special operations and trying to work with internal rules related to on-demand service provision, the country office has proposed a new contingency activity in their 2023–2025 CSP to provide direct in-kind food assistance in the event of a shock and request from the government for assistance, rather than an on-demand service provision modality.

Source: Evaluation team Timor-Leste country illustrations

Box 9   Country illustration: Delays in emergency response in Kyrgyzstan

+ In the Kyrgyz Republic, WFP had to process a budget revision to introduce a new activity under strategic objective 1 (school meals programme in primary schools), considered the most sensible place for food delivery. As a result, the process delayed delivery of food rations to orphanages and elder care hostels, slowing what should have been a rapid response to a crisis.

+ In **Sri Lanka,** the United Nations launched a Humanitarian Needs and Priorities Plan on 9 June 2022 to address the unfolding multi-dimensional food security crisis.[324] At the time, the Sri Lanka CSP did not have the required activity and modality elements and budgets under the crisis response special operation: "We can't distribute food until the Executive Director has signed a budget revision. This can take six weeks. What happened to WFP responding in 72 hours? The CSPs… are not making emergency response easy, particularly in smaller country offices where we had longer-term programming. If an emergency happens, we've chained ourselves to the CSP and emergency response is challenging". The resulting budget revision was approved by the ED and DG FAO on 21 July 2022 with a total increase of USD 63.4 million (117 percent above previous budget).[325] WFP staff reported that the total time for approval was four weeks, a record in the region, but only achieved after significant efforts by the country office and regional bureau to get waivers and advocate for an expedited process.

Source: Evaluation Team, Country Illustrations (Kyrgyz Republic) and document review (Sri Lanka)

Box 10 Country illustration: Evolution of attention to protection and accountability to affected populations in Mozambique

The Mozambique CSPE found that the Mozambique CSP contribution to protection was very incipient during the first half of implementation, but several improvements were made from 2019 onwards, with the CSP MTR detecting these gaps in protection.

The original CSP 2017–2021 makes no reference to protection principles or specific measures to protect affected populations and beneficiaries. The CSP indicator framework includes ten cross-cutting indicators, of which three relate directly to the protection dimension. However, only one is reported against from 2018 and the other two have only been reported on since 2019.

In 2018/2019, WFP Mozambique reinforced its prevention of sexual exploitation and abuse controls, including establishment of protection from sexual exploitation and abuse (PSEA) focal points, active training of staff and retailers, provision of reporting mechanisms and tools for community engagement (posters and key messages).

In 2019, the country office approved standard operational procedures regarding safe and dignified distributions. Protection considerations were included through the definition of minimum standards for targeting controls; dignified and equitable food assistance distributions; protection of persons with specific needs and extremely vulnerable households and PSEA.

Source: WFP (2022). Evaluation of Mozambique Country Strategic Plan 2017–2021; Mozambique Country Illustration

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[324] United Nations. 2022. Humanitarian Needs and Priorities, Food Security Crisis, Sri Lanka – June–September 2022, Issued 09 June 2022, https://srilanka.un.org/sites/default/files/2022-06/LKA_HNP_FoodSecurityCrisis_20220609_0.pdf (accessed on 18 November 2022).

[325] WFP. 2022. Sri Lanka country strategic plan, revision 4. Issuance date: 21 July 2022. https://docs.wfp.org/api/documents/WFP-0000141338/download/?_ga=2.148640887.193171220.1668674726-760448757.1667581749 (accessed on 18 November 2022).

"The way the Country Strategic Plan is broken down into strategic outcomes and activities has enabled donors to pick out the activities to support, leaving no room to transfer funds from one activity to another... Once funds are received, amounts can be transferred from one budget line or activity to another, but only with donor permission. The same applies to procured food items: once purchased and tagged to a particular activity, they could not be distributed for another, even if it used the exact same product. This led to situations whereby an activity was suspended due to a pipeline break, while stocks of the missing product were available in the warehouse. Similarly, it led to items that were about to expire being held onto when it would have been better to distribute them. Country office staff argued that there was more flexibility during the pre-Country Strategic Plan period: an operation was funded as a whole, and it was the country office's decision to split the budget according to actual needs and priorities."

Source: Evaluation Team, Country Illustration & CSPE (Cameroon)

Overview of timeline of country internal processes

3.	The following timelines present analysis from the evaluation team based on a review of CSPEs, decentralized evaluations, mid-term reviews, audits, human resources data and budget revisions. They present an overview of the different internal processes in each country office over the timeline of the CSP.

Table 23.   Key country office processes completed (2017–2022)

WFP country office	CSP	2gCSP	1G Documented budget revisions	2G Documented budget revisions	CSPE	DE	MTR	Audits	CDs	Notes	CSPE duration (months)
Bangladesh	x	x	4	1	x	4		2	4		17
Cameroon	x	x	5	1	x			1	2	CSPE published 9 months before CSP approved	16
Democratic Republic of the Congo	x	x	3	1	x	1		1	2		14
El Salvador	x	x	3	1	x	2	x		3	CSPE workshop held almost two months before CSP visioning workshop	20
Kyrgyz Republic	x	*	4		x	1	x		3	CSPE workshop held after CSP visioning workshop	20
Lebanon	x	*	7		x	3		1	2	CSPE published 4 months before PRP start	22
Mozambique	x	x	6		x	1	x	2	3	CSPE workshop held 3 months after CSP visioning workshop	18
Nigeria	x		3		x	2	x	2	5	CSPE workshop held 2.5 months before CSP visioning workshop	15
Peru	x	*	6		x		x	1	3	CSPE workshop held 2.5 weeks before CSP formulation / line of sight workshop	24
South Sudan	x	*	5		x	1		2	2	CSPE workshop held during period of extended CSP development consultations	20
Timor-Leste	x	*	4		x	1			2	CSPE published 24 months before CSP approved (due to 1gCSP extension)	17
* 2gCSP for Kyrgyz Republic, Lebanon, Peru, South Sudan and Timor-Leste were to begin in January 2023 after the data collection period.											203 total
											18.5 average

Bangladesh

	2017	2018	2019	2020	2021	2022	2023
	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D

Country	Process	
Bangladesh	CSP Start and End	CSP 1G; CSP 1G (Revised); CSP 2G
Bangladesh	CSP Approval Process	CSP 1G; CSP 2G
Bangladesh	Documented Budget Revision (BR)	BR 01; BR 03; BR 05; BR 06; BR 01
Bangladesh	CSPE (xx months)	CSPE (17 months) D?
Bangladesh	Decentralized Evaluations	Decentralized McGovern-Dole Final Evaluation (2017-2020); Decentralized McGovern-Dole Mid-Term Evaluation (2017-2020); Decentralized McGovern-Dole End-term Evaluation (2017-2020); Decentralized McGovern-Dole Baseline Evaluation (2020-2023)
Bangladesh	Mid-term Review	
Bangladesh	Audit (A)	A1; A2
Bangladesh	Country Director	CD 1; CD 2; CD 3; CD 4 →
Bangladesh	Staff realignment Exercise	

Cameroon

	2017	2018	2019	2020	2021	2022	2023
	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D

Country	Process	
Cameroon	CSP Start and End	CSP 1G; CSP 1G (Revised); CSP 2G
Cameroon	CSP Approval Process	CSP 1G; CSP 2G
Cameroon	Documented Budget Revision (BR)	BR 01; BR 02; BR 03; BR 04; BR 07; BR 01
Cameroon	CSPE (xx months)	D1; CSPE (16 months)
Cameroon	Decentralized Evaluations	
Cameroon	Mid-term Review	
Cameroon	Audit (A)	A1
Cameroon	Country Director	CD 1; CD 2 →
Cameroon	Staff realignment Exercise	

DRC

	2017	2018	2019	2020	2021	2022	2023
	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D

Country	Process	
DRC	CSP Start and End	CSP 1G; CSP 2G
DRC	CSP Approval Process	CSP 1G; CSP 2G
DRC	Documented Budget Revision (BR)	BR 05; BR 06; BR 07; BR 01
DRC	CSPE (xx months)	CSPE (14 months) D?
DRC	Decentralized Evaluations	Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria (2015-2019)
DRC	Mid-term Review	
DRC	Audit (A)	A1
DRC	Country Director	CD 1; CD 2 →
DRC	Staff realignment Exercise	

El Salvador

Timeline: 2017 – 2023 (J F M A M J J A S O N D per year)

Country	Process	Timeline entries
El Salvador	CSP Start and End	CSP 1G (2017–2021); CSP 1G (Revised) (2022); CSP 2G (2022–2023)
El Salvador	CSP Approval Process	CSP 1G (2017); CSP 2G (2021)
El Salvador	Documented Budget Revision (BR)	BR 01 (2017); BR 02 (2020); BR 05 (2021); BR 01 (2022)
El Salvador	CSPE (xx months)	CSPE (20 months) D1 (2021)
El Salvador	Decentralized Evaluations	Evaluación final del Proyecto "Respuesta al fenómeno de El Niño en el Corredor Seco", El Salvador, Guatemala, Honduras y Nicaragua (2016-2018); Evaluación del plan estratégico para El Salvador (2017-2021)
El Salvador	Mid-term Review	MTR (2019)
El Salvador	Audit (A)	
El Salvador	Country Director	CD 1 (2017); CD 2 (2017–2020); CD 3 → (2021–2022)
El Salvador	Staff realignment Exercise	

Kyrgyz Republic

Timeline: 2017 – 2023 (J F M A M J J A S O N D per year)

Country	Process	Timeline entries
Kyrgyz Republic	CSP Start and End	CSP 1G (2018–2022); CSP 2G (2023)
Kyrgyz Republic	CSP Approval Process	CSP 1G (2017); CSP 2G (2022)
Kyrgyz Republic	Documented Budget Revision (BR)	BR 03 (2020); BR 04 (2020); BR 05 (2021); BR 06 (2022)
Kyrgyz Republic	CSPE (xx months)	CSPE (20 months) D1 (2021–2022)
Kyrgyz Republic	Decentralized Evaluations	Global End-term Evaluation of JPRWEE (2014-2020)
Kyrgyz Republic	Mid-term Review	MTR (2019)
Kyrgyz Republic	Audit (A)	
Kyrgyz Republic	Country Director	CD 1 (2017–2021); CD 2 (2021); CD 3 → (2022)
Kyrgyz Republic	Staff realignment Exercise	

Lebanon

Timeline: 2017 – 2023 (J F M A M J J A S O N D per year)

Country	Process	Timeline entries
Lebanon	CSP Start and End	CSP 1G (2018–2020); CSP 1G (Revised) (2021–2022); CSP 2G (2023)
Lebanon	CSP Approval Process	CSP 1G (2017); CSP 2G (2022)
Lebanon	Documented Budget Revision (BR)	BR 01 (2019); BR 04 (2019); BR 06 (2020); BR 07 (2020); BR 08 (2021); BR 09 (2021); BR 10 (2022)
Lebanon	CSPE (xx months)	CSPE (22 months) D1 (2020–2021)
Lebanon	Decentralized Evaluations	Evaluation of WFP's Livelihoods and Resilience Activities in Lebanon (2016 to 2019); Evaluation of UNHCR/WFP's Joint Action for Multipurpose Cash Assistance Under Echo in Lebanon (2019-2021) →
Lebanon	Decentralized Evaluations	Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria (2015-2019)
Lebanon	Mid-term Review	
Lebanon	Audit (A)	A1 (2021)
Lebanon	Country Director	CD 1 (2017–2020); CD 2 → (2020–2022)
Lebanon	Staff realignment Exercise	

Mozambique

Country	Process	2017	2018	2019	2020	2021	2022	2023
Mozambique	CSP Start and End	CSP 1G →				CSP 1G (Revised)	CSP 2G	
Mozambique	CSP Approval Process	CSP 1G				CSP 2G		
Mozambique	Documented Budget Revision (BR)		BR 03	BR 04 / BR 05	BR 06	BR 07 / BR 08		
Mozambique	CSPE (xx months)					CSPE (18 months) D1		
Mozambique	Decentralized Evaluations			Mozambique GTNS Programme Evaluation (Baseline and Endline)				
Mozambique	Mid-term Review			MTR				
Mozambique	Audit (A)	A1				A2		
Mozambique	Country Director	CD 1				CD 2 / CD 3 →		
Mozambique	Staff realignment Exercise							

Nigeria

Country	Process	2017	2018	2019	2020	2021	2022	2023
Nigeria	CSP Start and End			CSP 1G →				CSP 1G (Revised)
Nigeria	CSP Approval Process	CSP 1G					CSP 2G →	
Nigeria	Documented Budget Revision (BR)			BR 01		BR 02	BR 03	
Nigeria	CSPE (xx months)					CSPE (15 months) D7		
Nigeria	Decentralized Evaluations					Formative Evaluation of WFP Livelihoods Activities in Northeast Nigeria (2018 - 2021)		
Nigeria	Decentralized Evaluations						Evaluation of Joint SDG Programme on Institutionalizing Social	
Nigeria	Mid-term Review				MTR			
Nigeria	Audit (A)		A1			A2		
Nigeria	Country Director	CD 1	CD 2		CD 3		CD 4 / CD 5 →	
Nigeria	Staff realignment Exercise							

Peru

Country	Process	2017	2018	2019	2020	2021	2022	2023
Peru	CSP Start and End	CSP 1G →						CSP 2G
Peru	CSP Approval Process	CSP 1G					CSP 2G	
Peru	Documented Budget Revision (BR)			BR 03 / BR 04	BR 05	BR 06 / BR 07	BR 08	
Peru	CSPE (xx months)					CSPE (24 months) D1		
Peru	Decentralized Evaluations							
Peru	Mid-term Review							
Peru	Audit (A)			A1				
Peru	Country Director	CD 1		CD 2			CD 3 →	
Peru	Staff realignment Exercise							

South Sudan

Country	Process	2017	2018	2019	2020	2021	2022	2023
South Sudan	CSP Start and End		CSP 1G			CSP 1G (Revised)		CSP 2G
South Sudan	CSP Approval Process	CSP 1G					CSP 2G	
South Sudan	Documented Budget Revision (BR)		BR 03 / BR 04	BR 05	BR 06	BR 07		
South Sudan	CSPE (xx months)					CSPE (20 months) D1		
South Sudan	Decentralized Evaluations					Evaluation of Food Assistance for Assets (2016-2019)		
South Sudan	Mid-term Review							
South Sudan	Audit (A)		A1				A2	
South Sudan	Country Director	CD 1		CD 2 →				
South Sudan	Staff realignment Exercise							

Timor Leste

Country	Process	2017	2018	2019	2020	2021	2022	2023
Timor Leste	CSP Start and End		CSP 1G			CSP 1G (Revised)		CSP 2G
Timor Leste	CSP Approval Process	CSP 1G						
Timor Leste	Documented Budget Revision (BR)				BR 02	BR 03	BR 04 / BR 05	
Timor Leste	CSPE (xx months)			CPSE (17 months) D1				
Timor Leste	Decentralized Evaluations		Evaluation of MAM treatment (2015-2017)					
Timor Leste	Mid-term Review							
Timor Leste	Audit (A)							
Timor Leste	Country Director	CD 1		CD 2 →				
Timor Leste	Staff realignment Exercise							

Annex N Comparison of United Nations agencies

1.   UNICEF and UNHCR were selected as comparator agencies during the inception phase because they were both known to have systems in place for multi-year country planning and to be actively engaged in humanitarian and longer-term systems strengthening and development work. The data presented in this annex synthesizes information gathered from key informant interviews at global and, in the case of UNICEF, regional levels; documents gathered from each organization related to their planning, budgeting, evaluation, and performance management systems; as well as overall financial data. Data pertaining to broader, system-wide humanitarian and development financing is also presented where available.

1.   Funding and financial data

Overall funding trends

2.   **Funding growth** – WFP has seen greater growth in its total contributions between 2015 and 2021 with an overall growth rate of 92 percent during this time, compared with 62 percent growth for UNICEF and 38 percent growth for UNHCR.

Figure 71.   Change in total contributions, 2015–2021
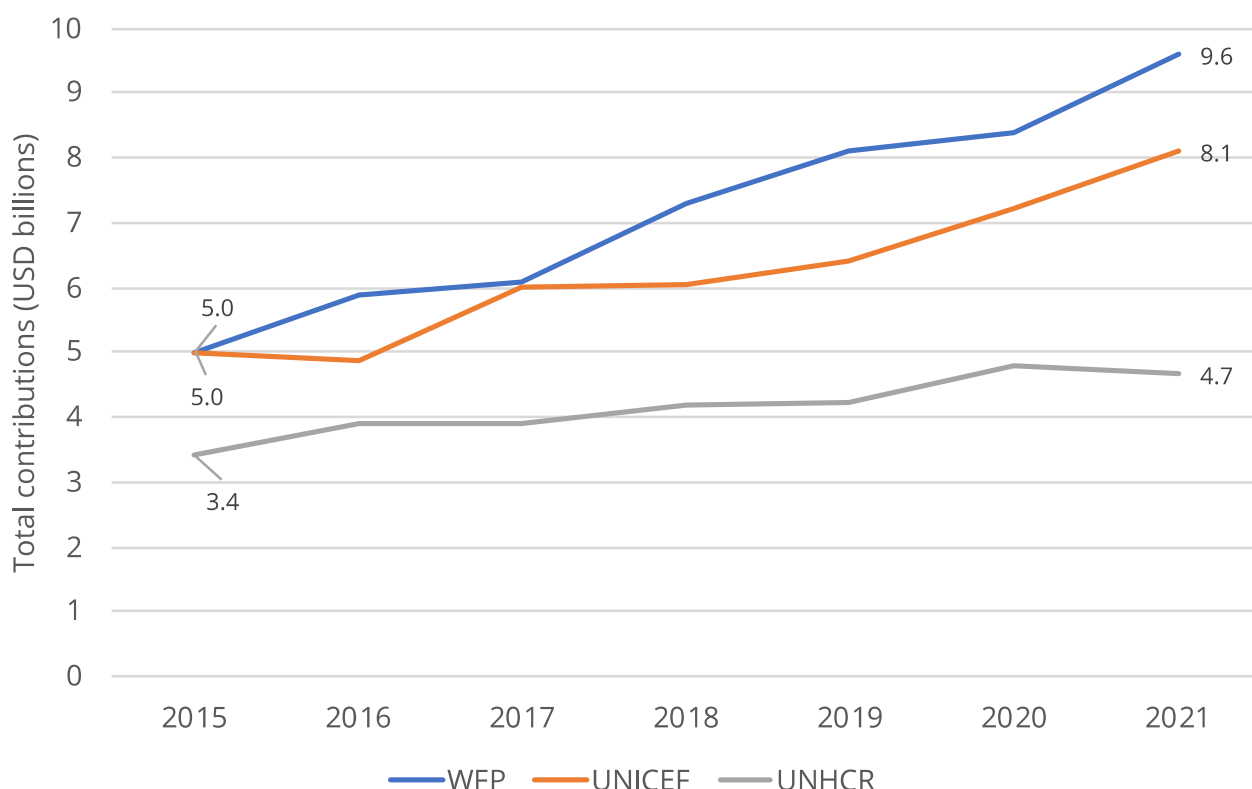
Sources: WFP WINGS, UNICEF annual "Funding Compendium" reports, UNHCR "Updates on budgets and funding" for the Standing Committee

3.   **Funding gaps**: UNICEF and UNHCR publicly report different information regarding their global funding gap between assessed needs and contributions. UNHCR reports[326] on their global funding gap based on their total assessed needs and total funds available each year, which shows an average funding gap of 44 percent (56 percent funded) between 2015 and 2021. UNICEF does not publicly report its total assessed needs for non-humanitarian programmes but does report[327] on the funding gap for its humanitarian action for children, which shows an average funding gap of 41 percent (59 percent funded) for the same time span. In comparison, WFP had an average total funding gap of 33 percent over the same period.

4.   In the ten years from 2011 to 2020 the average funding gap for United Nations-coordinated appeals was 40 percent, with a sharp increase in 2020 as global humanitarian needs increased dramatically.[328]

Figure 72.   Total requirements and funding for United Nations-coordinated humanitarian appeals, 2011–2020
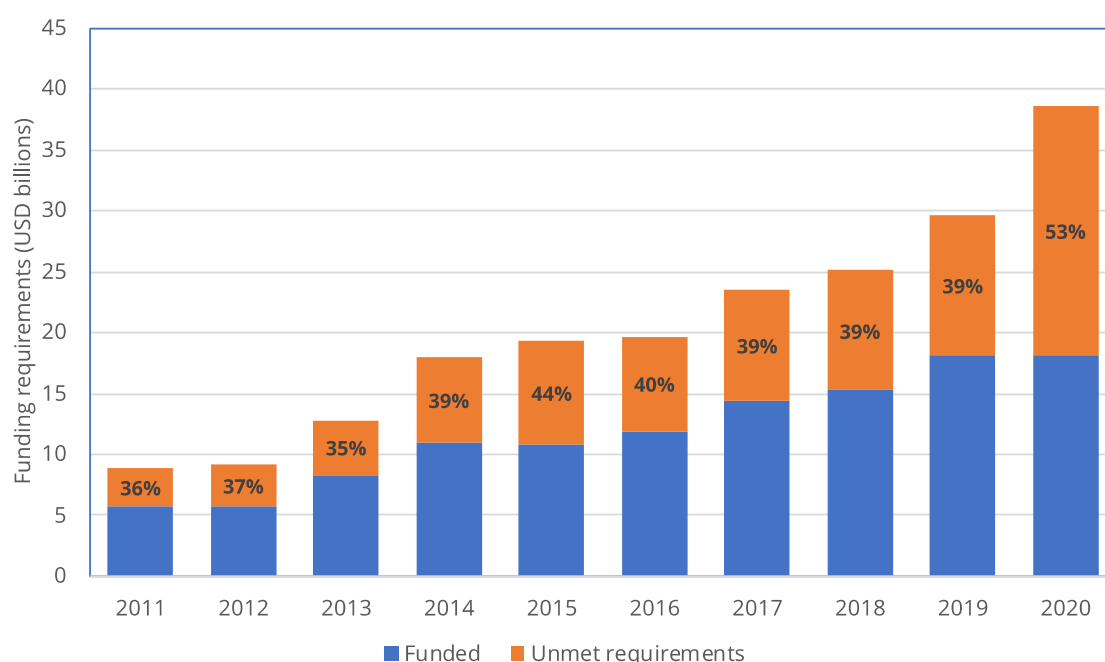
Source: ODI[329] derived from United Nations OCHA FTS data

5.   **Funding sources**: WFP remains more reliant on governmental (including inter-governmental) donors than UNICEF and UNHCR, both of which have invested heavily in private sector fundraising for many years. Yet, the decision by the WFP Executive Board in 2019 to authorize the private sector strategy and a related investment through a Critical Corporate Initiative has shown early dividends. UNHCR also receives assessed contributions[330] from United Nations Member States, totalling USD 40 million in 2020 (or 0.82 percent of its total revenue).[331] In 2021, UNHCR received USD 625 million from the private sector (13 percent of total contributions), UNICEF received USD 2,077 million (26 percent of total contributions), whereas WFP received USD 205 million (2 percent of total contributions).

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[326] Data compiled by evaluation team from various iterations of UNHCR Updates on budget and funding to the Executive Committee of the High Commissioner's Programme, Standing Committee from 2016 to 2022.

[327] Data compiled by evaluation team from various iterations of the annual UNICEF Humanitarian Action for Children Overview from 2015 to 2022.

[328] Willitts-King, B. and Spencer, A. 2021. Reducing the humanitarian financing gap: review of progress since the report of the High-Level Panel on Humanitarian Financing. London: ODI (https:// odi.org/en/publications/reducing-the-humanitarian-financing-gap-review-of-progress-since- the-report-of-the-high-level-panel-on-humanitarian-financing).

[329] Ibid.

[330] Assessed contributions are "membership fees that all Member States are obligated to meet". Dag Hammarskjöld Foundation, United Nations MPTF Office. 2022. Financing the UN Development System.

[331] Total revenue is the combined amount of income received from all sources (contributions, fees, product sales, etc.).

Figure 73.

Figure 73.   Amounts and percentage of total contributions from private sector sources, WFP, UNICEF, UNHCR 2015–2021
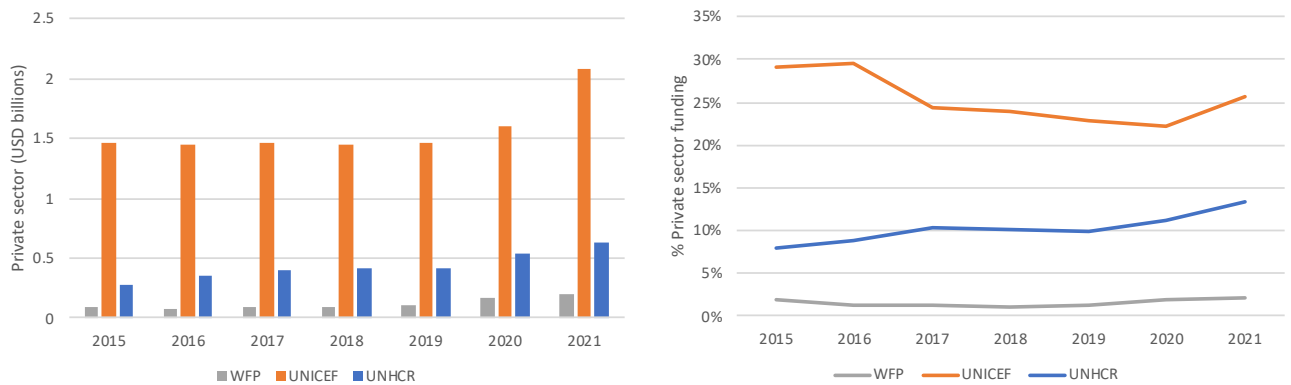
Sources: WFP WINGS and Annual Performance Reports, UNICEF Funding compendiums, UNHCR Global Reports

Flexibility of funding

6.   Challenges in securing flexible funding are not unique to WFP, and related issues continue to be actively discussed in the "quality funding" caucus of Grand Bargain stakeholders (formerly Grand Bargain workstream 7 and 8).

7.   **Earmarking**: Overall, WFP has consistently relied on a higher total percentage of contributions that are earmarked at some level than UNICEF and UNHCR. UNICEF reports on the total amount of its contributions that are earmarked for emergencies vs. other programmes, while UNHCR publicly reports on contributions that are softly earmarked vs. more strictly earmarked. Total percentage of contributions earmarked at any level are shown in Figure 74.

Figure 74.   Percentage of total contributions earmarked at some level, 2016–2021
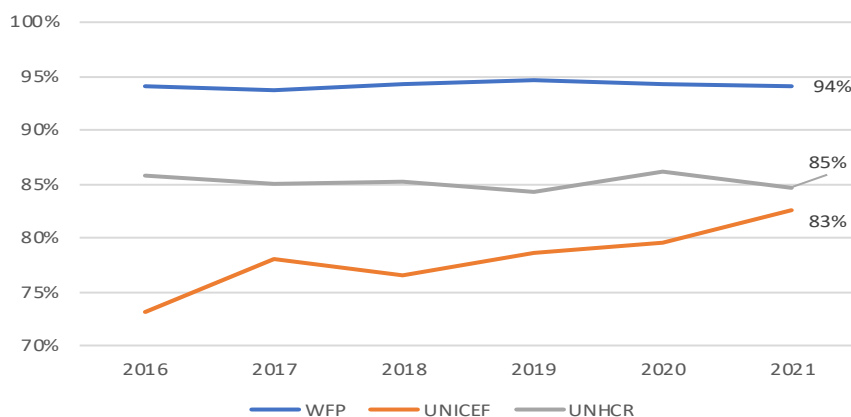
Sources: WFP Annual Performance Reports (2021, 2017), UNICEF annual "Funding Compendium" reports, UNHCR "Updates on budgets and funding" for the Standing Committee

8.   Data reported by United Nations entities to the Chief Executive Board for Coordination (CEB)[332] shows that unearmarked voluntary contributions, fees, and other revenue, and assessed contributions for the United Nations system have stayed relatively flat between 2010 and 2020, while earmarked contributions have fuelled a 58 percent increase in total funding. The percentage of total funding that is earmarked varies across the full spectrum of United Nations actors, linked to historical funding arrangements including assessed contributions they received (such as FAO which received USD 485 million in assessed contributions in 2020), fee for service models (such as part of the 346 million in "other revenue" of UNDP in 2020), and more limited mandates (e.g. UNAIDS, UNRWA).

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[332] Dag Hammarskjöld Foundation, United Nations MPTF Office. 2022. "Financing the UN Development System," September 2022.

Figure 75. **Total revenue of selected United Nations system entities by financing instrument in 2020 showing percent earmarked (USD millions)[333]**

United Nations entity	Assessed	Voluntary core	Earmarked	Revenue from other activities	Total revenue	Percent earmarked
FAO	485	52	1,245	10	1,791	70%
IFAD		280	187	79	546	34%
IOM	54	31	2'017	81	2,183	92%
UNAIDS		192	76	1	269	28%
UNDP		551	5,721	346	6,618	86%
UNFPA		417	851	113	1,382	62%
UNHCR	40	532	4,296	24	4,892	88%
UNICEF		1'181	6,121	246	7,548	81%
UNRWA	31	529	399	25	983	41%
UN Women	10	166	373	15	564	66%
WFP		492	8,091	321	8,904	91%

9.   **Multi-year funding**: Definitions of multi-year funding are not consistently applied or reported on within United Nations agencies or among donors.[334] Between 2016 and 2018 donors reported that their multi-year humanitarian contributions increased from 29 percent of total contributions to 36 percent.[335] By contrast, direct recipient organizations reported a much lower percentage of total contributions were in the form of multi-year funding.[336]

10.   UNHCR has reported on the amount of multi-year funding it was "able to draw upon" in certain years,[337] most recently USD 575.1 million in 2021 (equivalent to 12 percent of total contributions) but it is unclear if this reported figure only counts multi-year funding disbursed in that year or funding that may be spent in subsequent years. UNICEF reports the percentage of funding that is multi-year per year, which stood at 36 percent in 2021.[338] In 2021, WFP by contrast reported that 15 percent of the contributions it received were in the form of multi-year funding.[339]

2. Systems for country planning and budgeting

Overview of planning frameworks

UNICEF

11.   At a global level, the UNICEF Strategic Plan 2022–2025[340] provides an overall framework for articulating priorities and guiding the organization's efforts to achieve results for children. It provides theories of change for the main programme areas of UNICEF and serves as an overall menu of options for country offices to choose as they tailor their country programme to address the needs of their context. Multi-year strategies in UNICEF are distilled in Country Programme Documents (CPDs) that usually span five years. Timing of CPDs is not linked to the timing of the corporate strategic plan.

12.   The guidance for UNICEF country programme planning was recently updated with the intention of strengthening the links between country planning and the corporate strategic plan, enhancing the use of evidence and theories of change, and improving the effectiveness of the process.[341] Key informants note

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[333] Ibid.
[334] Development Initiatives. 2022. "Global Humanitarian Assistance Report 2022", see page 98: https://devinit.org/documents/1221/GHA2022_Digital_v8_IdHI18g.pdf
[335] Development Initiatives (2020). "Multi-year humanitarian funding: Global baselines and trends, background paper" March 2020, https://devinit.org/resources/multi-year-humanitarian-funding/
[336] Ibid.
[337] UNHCR Global Report, 2021 and 2020.
[338] UNICEF. 2021. Funding Compendium 2021.
[339] WFP. 2021. Annual Performance Report 2021.
[340] UNICEF Strategic Plan 2022–2025 is the fourth global strategic plan, previous strategic plans covered the periods of 2006–2013 (called a Medium-term Strategic Plan), 2014–2017, and 2018 to 2021.
[341] UNICEF Country Programme Planning, Guidance to achieve SDGs by 2030, August 2022.

that the new guidance and process is intended to strengthen strategic thinking around systemic changes by developing theories of change linked to goal areas of the corporate strategic plan that incorporate links between development and humanitarian action, while leaving development of logical frameworks till later stages in the process.

13.   Development of CPDs usually begins one year prior to the end of the current CPD and it is developed in parallel to the UNSDCF. The development process includes an initial "moment of reflection" or visioning exercise where country office staff and often regional office staff review evidence on results from the current CPD, situation analyses (which are updated annually), risk analyses, and different drivers and dimensions of child rights deprivations and external factors influencing these. The reflection and visioning exercise generates a prioritization of deprivations, followed by deeper analysis by each programme area and consultation with external stakeholders to develop a theory of change for each programme. This ToC in turn feeds development of programme strategic notes defining outcomes, outputs, baselines, and budgetary needs (including for cross-cutting areas). Programme concept notes are then discussed with partners and regional office experts for feedback. The final versions of programme strategic notes are then used to draft the CPD, which serves as a summary of the UNICEF vision and programme intentions in the coming years with key indicators, baselines, targets and monitoring plans (the CPD is limited to 6,000 words).

Figure 76.   UNICEF Country Programme Planning Process
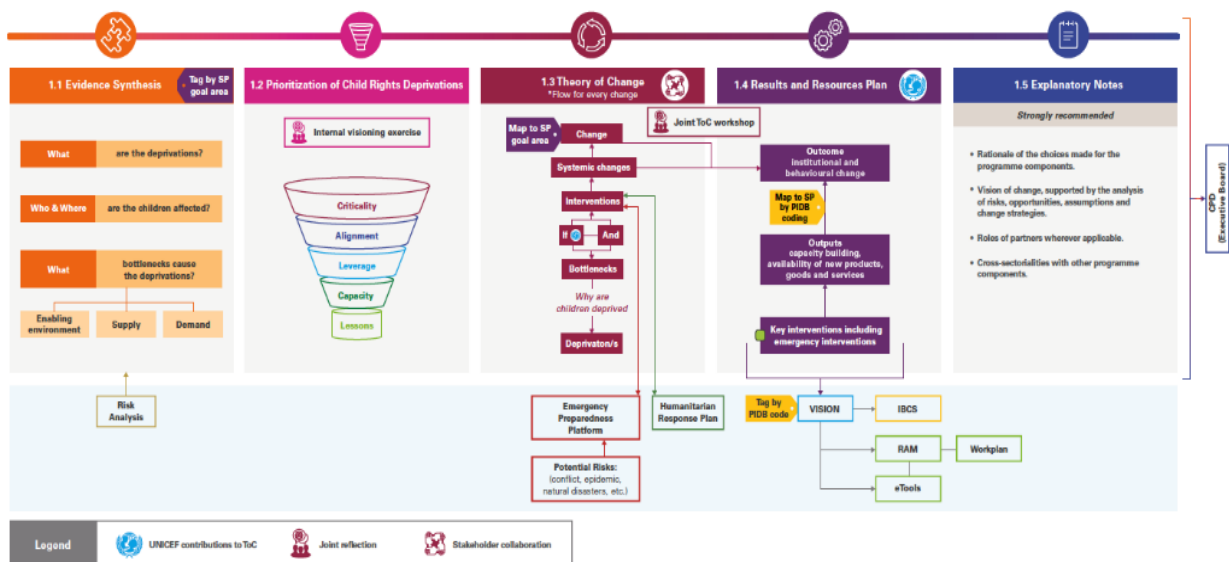
Source: UNICEF Country Programme Planning, Guidance to achieve SDGs by 2030

14.   After CPDs are approved, they are translated into Country Programme Management Plans (CPMP) – unpacking the CPD into more specific outputs and indicators, determining how resources will be allocated, and making any adjustments to Country Office structure and human resources requirements. CPMPs serve as the operational translation of the CPD. Each country office develops more detailed workplans (annual or multi-year) that are not subject to clearance outside the country office.

15.   The country programme planning process is the same regardless of country office size, though this has reportedly been a topic of consideration with some staff articulating a need for streamlined and lessened requirements for small offices and others emphasizing the importance of ensuring sound strategic planning as it is a core function to ensure that the organization goes in the right direction.

UNHCR

16.   The UNHCR equivalent of a corporate strategic plan is its Global Strategic Directions (2022–2026).[342] This corporate strategy outlines five broad areas of work related to the UNHCR mandate (protection, response, inclusion, empowerment, solutions) and eight focus areas for focused change, including, for the first time, mitigating the effects of climate change and mainstreaming development engagement in

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[342] UNHCR Strategic Directions 2022–2026, see: https://reporting.unhcr.org/strategic-directions-2022-2026

responses. For each of the eight focus areas, UNHCR is developing corporate strategic action plans, whereas this was previously left to regional and operational levels.

17.   Multi-year strategies (MYS) by country are a very new construct in UNHCR. Corporate planning and resource allocation functions were only recently consolidated, with a unit for strategic and programme planning created in the new Division of Strategic Planning and Results in January 2020.

18.   UNHCR is only in the second year of rolling out changes to its approach to planning and programming, including introduction of multi-year strategic planning. The changes to the UNHCR planning approach are based on three key principles: (i) planning needs to take stakeholder engagement into account; (ii) plans need to shift to multi-year programmes with more emphasis on strategic vision than implementation details; and (iii) a simplified approach to RBM focusing on results chain from outputs to outcomes to impact statements (and doing away with planning based on rights-based categorization).

19.   The 2023 planning cycle is the second full year of MYS implementation. In 2022, 24 country operations developed MYS and 51 developed MYS for the cycle starting in 2023. All country operations will be required to have MYS beginning in 2024.

20.   The multi-year planning cycle in UNHCR starts one year prior to implementation, beginning with detailed situation analysis and consultations with persons of concern (PoC), government, and civil society. Based on this analysis and consultations, the operation estimates where it wants to be in three years. The focus of plans has been elevated from projects to outputs, with the intention of focusing on impact as the system matures. Country strategies are approved at regional level in April or May each year, followed by a period for headquarters to ask questions.

Overview of budgeting system

UNICEF

21.   The financing architecture in UNICEF is based on the mobilization and allocation of different categories of funding including regular resources (unearmarked multi-lateral, private sector, or other revenue sources); other resources, earmarked resources mobilized globally or by a country office; and other resources (emergencies), funding earmarked from different sources specifically for emergencies).

22.   CPDs include indicative budgets covering the entirety of the CPD (usually five years), split between the total estimated amount to be funded from regular resources (RR), subject to the availability of funds, and the estimated amount to be funded from other resources (OR), subject to the availability of specific-purpose contributions. OR budgets are developed by country offices, taking into account data and assumptions related to the office's fundraising capacity, resources already mobilized, and trends in resource mobilization. Other Resources Emergency (ORE)budgets are not included in the CPD and are separately described in the annually revised and globally consolidated Humanitarian Action for Children appeal.[343]

23.   UNICEF country offices receive an annual core allocation of regular resources based on a system in place since at least 1999.[344] This core allocation of resources is determined using a formula based on the country's under five mortality rate, gross national income per capita, child population, and the total amount of Regular Resources available for allocation. Priority is given to low-income countries and the allocation is meant to enable advocacy and policy advice, strengthen effective programme implementation, and accommodate evolving needs by giving country offices flexibility. The policy adopted in 1997 also sets aside 7 percent of General Resources (a subset of Regular Resources) as a contingency fund to further help country offices as context changes and funding evolves. In September 2008, the minimum allocation for all country offices in lower- and middle-income countries was raised from USD 600,000 per year to USD

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[343] See for example: https://www.unicef.org/appeals
[344] UNICEF EB Decision 1997/18, Report on the first, second and third regular sessions and annual session of 1997, Executive Board of the United Nations Children's Fund, E/1997/32/Rev.1, E/ICEF/1997/12/Rev.1 see: https://www.unicef.org/executiveboard/media/1301/file/1997-12-Rev1-Board%20report%20annex-Compendium%20of%20decisions%201997-EN-ODS.pdf

750,000.[345] The minimum allocation was further increased to USD 850,000 by the UNICEF Executive Board in 2013.[346]

UNHCR

24.   Resource allocation in UNHCR is based on annual budgeting with the operation plan being the needs-based budget and the operating level being the authorized spending level. Each year in June/July, the operating plan is approved by the High Commissioner and then it goes to the United Nations Advisory Committee on Administrative and Budgetary Questions for review and recommendations (which are only binding for voluntary funding, which is most of UNHCR revenue). The operating plan is then discussed at an informal consultation of the Executive Committee and then in September a formal Executive Committee review.

25.   Each July, UNHCR headquarters analyses contribution trends and commitments and estimates projected income for the following year to inform the High Commissioner's decision on operating level budgets[347] and set spending authorities. The High Commissioner determines the allocation of the total Operating Level budget among the regional bureaux, after which the bureaux decide the allocation of "envelopes" for spending in their operations. After receiving their envelope for total spending authority, representatives develop detailed implementation plans and budgets for the following year.

26.   The system constitutes a calculated risk and delegation of authority by the Executive Committee in that it approves the operation plan but the management determines actual spending authorization in order to initiate operations at the beginning of the year while confirmation of funding remains pending to some degree.

Approach to external alignment and harmonization

With national policies and priorities

27.   **UNICEF** CPDs are framed throughout their texts as "joint plans" with language such as "Government of XXX – UNICEF country programme of cooperation" and other direct references to alignment with national plans. The process of consultation during development of CPDs builds on regular and on-going communication and cooperation with various relevant ministries. Consultations on priorities for the next CPB begin late in the third year or early in the fourth year of a five-year CPB cycle, with emphasis on jointly selecting priorities with national counterparts. Challenges reportedly remain with sequencing and harmonizing timelines as UNICEF planning and SDCF processes as it is not feasible to align with the multiple national government development plans (often longer duration) or sector-specific national plans (where resources are actually allocated).

28.   **UNHCR** reportedly encourages operations alignment with government development plans in addition to engagement with other development actors. It consults with governments in the development of its plans but due to the need to preserve protection and other humanitarian principles it avoids requiring operations to get national government sign-off for its plans.

With United Nations entities and processes

29.   **UNICEF** and sister agencies have issued a joint information note[348] on aligning CPDs with UNSDCF processes and engaging in CCAs including ensuring United Nations entity-specific plans are informed by the cooperation framework's theory of change and makes strong efforts to align sequencing of CPD development to UNSDCF timelines. UNICEF also requires written confirmation from the resident

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[345] UNICEF EB Decision 2008/15, Compendium of decisions adopted by the Executive Board in 2008, United Nations Children's Fund Executive Board, 1 October 2008, E/ICEF/2008/26.

[346] UNICEF EB Decision 2013/20, Compendium of decisions adopted by the Executive Board in 2013, United Nations Children's Fund Executive Board, 12 September 2013, E/ICEF/2013/22.

[347] Projected earmarked contributions are always allocated directly to the earmarked operation.

[348] UNDP, UNFPA, UNICEF, UN Women, Information Note – Country Programme Documents and UN Sustainable Development Cooperation Framework processes, 8 January 2021, see: https://www.unicef.org/executiveboard/media/3601/file/Information_Note_-_CPD_and_UNSDCF_processes-2020.01.08.pdf

coordinator that the CPD aligns to the UNSDCF.[349] UNICEF also requires that outcomes from the UNSDCF be referred to verbatim in the CPD Results and Resources Framework,[350] though it also includes a tailored UNICEF-specific outcome for each that focuses on its specific mandate and contribution to the broader UNSDCF outcome statement.[351]

30. At least some UNICEF regional planning and monitoring units participate actively in supporting country offices to develop inputs and engage with CCAs and SDCF processes.

31. **UNHCR** has mostly avoided absolute directives on the CCA and UNSDCF while also promoting more engagement of operations with development actors. Headquarters has guided operations to participate in UNCT processes and to advocate for consideration of forced displacement and statelessness issues. UNHCR does not include its operating plan into the SCDF as it is not all development-related and, in some cases, out of concern regarding the required sign off by the national government given the sensitivity of its mandate.

32. UNHCR also guides operations to align with other joint humanitarian response planning, especially for resilience programming.

Management, governance and accountability

Oversight and approval, delegations of authority

33. **UNICEF:** Management authority and accountability in UNICEF is highly decentralised. While headquarters plays a key role in developing overall planning guidance, tools and regulations it is only substantively involved in CPD development upon request and technical programme units are not involved in the review and approval of CPDs.[352] Oversight and quality assurance of CPDs is heavily concentrated at the regional level with the proactive involvement of regional chiefs of planning and monitoring, who facilitate development of planning road maps with country offices and ensure technical inputs from various regional units throughout the process.

34. CPDs are endorsed by the regional director on the advice of the regional chief of planning and monitoring. Once endorsed by the regional director, the CPD is sent to headquarters 17 weeks[353] before the board session where it will be considered for a simultaneous review by the Division of Analysis, Planning and Monitoring (to check compliance with UNSDCF alignment) and the Office of the Secretary of the Executive Board to check compliance with board specifications, editing, translating, and posting to the EB website. Draft CPDs are shared with Member States 12 weeks in advance of the board session where they will be considered for commenting, followed by any revisions needed based on comments. In 2020, informal sessions of the Executive Board to discuss draft CPDs were added to the process to allow Member States more of an opportunity to offer comments, though its continuation is reportedly being reconsidered by Member States. Upon revision, CPDs are approved by the Executive Board on a "no objection basis" unless five or more members give written indication that more discussion is needed.[354]

35. The overall indicative envelope for budgetary authority is approved by the UNICEF Executive Board but allocation within the envelope can be adjusted by the country representative as needed without further approval. When country offices raise resources in excess of the indicative budgets approved by the Executive Board in the CPD, the budget ceiling can be increased simply by the country representative communicating this to the regional director and headquarters with a simple approval by the Executive

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[349] UNICEF Country Programme Document (CPD) Submission and Approval Process, internal guidance unpublished (PPPX system).
[350] Ibid.
[351] See for example: UNICEF India Country programme document, United Nations Children's Fund Executive Board, 11 July 2022, E/ICEF/2022/P/L.35 at https://www.unicef.org/executiveboard/media/12491/file/2022-PL35-India_CPD-EN-ODS.pdf
[352] Under a previous system programme concept notes went to Regional Offices and headquarters units and resulted in a high volume of comments from dozens of offices but based on feedback regarding inefficiencies and limited value this process was disbanded.
[353] The timeline for CPD submission, editing, board comments, revisions, and consideration for approval is standardized across UN "CPD agencies" UNDP, UNFPA, UNICEF, UN Women.
[354] UNICEF Country Programme Document (CPD) Submission and Approval Process, internal guidance unpublished (PPPX system).

Board based on a list of all countries requesting such increases on a "no-objection basis" without debate. Country representatives also enjoy the freedom to change outputs in their logical frameworks (which are not included in the board-approved results and resources framework) at their discretion and changes to outcomes only require regional director approval.

36.   Financial authority related to humanitarian action in emergencies is even further delegated within UNICEF, with overall budgets and any significant changes to authorized expenditures being vested in the Director of the Emergencies Division at headquarters through the Humanitarian Action for Children appeal mechanism, with no specific approval required by the Executive Board. However, in protracted situations some activities related to humanitarian action may get folded into CPD budgets while other activities may continue to be funded and authorized through the Humanitarian Action for Children mechanism.

37.   **UNHCR:** Authorities in UNHCR are also highly decentralized. Since 2017, UNHCR has been working on a renewed reform to increasingly decentralize and regionalize[355] its oversight and technical support capacities and authorities. Initially, the reform led to shifting UNHCR regional bureaux from headquarters to the field in 2018. The decentralization and regionalization effort also led to revision of the resource allocation rules and devolution of recruitment and personnel management authorities. Under the revised Resource Allocation Framework,[356] country representatives have the authority to shift allocations of resources within their operating level throughout the year within the approved pillar distribution and across pillars with regional bureau approval.[357] Regional directors also have authority to shift resources during the year.

38.   Regional bureaux are charged with responsibility for key functions related to strategic planning and partnerships, protection prioritization and support, operations support and external engagement.[358]

39.   Multi-year country strategies are first approved at operations and regional levels, after which headquarters can ask questions but not dictate changes. While the needs-based budget (Operation Plan) is approved by the Executive Committee, the High Commissioner sets the actual spending authorization levels that provide an operation-wide envelope for the representative to allocate.

3.   Performance management, reporting and accountability

Evaluation systems

40.   **UNICEF** invests substantial resources in its evaluation function with an annual expenditure of USD 66 million in 2021, representing 0.91 percent of the total programme budget.[359] The UNICEF 2018 Revised Evaluation policy sets the objective of allocating at least 1 percent of its overall programme expenditure to evaluation, separate from planning studies, monitoring, surveys, and research.[360]

41.   The Evaluation policy sets a requirement that each CPD be accompanied by a costed evaluation plan covering all of the major and strategic evaluations that will be conducted within a country programme cycle. The plan is submitted to the UNICEF Executive Board along with the CPD for approval.[361]

42.   Country programme evaluations in UNICEF are managed by the regional evaluation adviser with quality assurance provided from the Evaluation Office at headquarters. The Evaluation policy sets coverage requirements for country programme evaluations of "at least once every two programme cycles, sequenced to feed into subsequent CPD and UNDAF" and "at least once per programme cycle if monitoring and audit

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[355] UNHCR Update on UNHCR Reform, Executive Committee of the High Commissioner's Programme, 30 August 2019, EC/70/SC/CRP.22, see: https://www.unhcr.org/5d81f9620.pdf

[356] UNHCR Administrative Instruction, Resource Allocation Framework, Delegation of Authority for Management Structures, Financial and Staffing Resources during Programme Implementation, approved 19 October 2022, UNHCR/AI/2019/07/Rev.2

[357] Ibid.

[358] Ibid.

[359] UNICEF Annual report for 2021 on the evaluation function in UNICEF, United Nations Children's Fund Executive Board, 18 April 2022, E/ICEF/2022/17 see: https://www.unicef.org/executiveboard/media/13181/file/2022-17-Evaluation_function_annual_report-EN-ODS.pdf

[360] UNICEF Revised Evaluation policy 2018, see: https://www.unicef.org/evaluation/media/1411/file/Revised%20Policy%202018%20(Interactive).pdf

[361] Ibid.

information points to a significant shift in the programming context or a significant increase in the level of risk", they must also include level 1 emergencies.[362] Level 2 and 3 emergencies must be evaluated at least once and, if protracted, once every three years, with evaluation management covered by the regional evaluation adviser and global Evaluation Office respectively. The Evaluation policy also includes coverage requirements for country office level thematic evaluations including cross-cutting themes of "at least one country thematic evaluation, country component evaluation or project evaluation per year for each country programme" but gives flexibility for small country programmes whereas "evaluation frequency may be reduced to three per programme cycle."[363] These country level thematic and project evaluations are managed by country office evaluation staff and quality assurance is covered by the regional evaluation adviser or external experts.

43.   **UNHCR**: The Evaluation Service in UNHCR is relatively new in its current independent form, having previously been combined with the organization's policy functions at headquarters. Prior to 2016, the organization did not historically conduct many evaluations and as such it is still in the process of stimulating demand and creating understanding about the difference between audit and evaluation (with emphasis on the learning dimensions). In 2021, the Evaluation Service conducted five strategic evaluations, two corporate emergency evaluations and one evaluation synthesis as well as seven decentralized project or thematic evaluations.[364] In 2022, the Evaluation Service had a total of 20 staff (including a few outposted regional evaluation officers) and plans to further devolve capacities to the regional bureaux by around 2026, with the intention of having evaluations financed at that level and led by regional evaluation officers.

44.   The 2022–2027 Policy for Evaluation in UNHCR[365] was approved by the High Commissioner in March 2022, replacing a policy from 2016. The policy defines the scope and management responsibilities for global, regional, and country level evaluations, stating that country strategy evaluations are commissioned and managed by regional bureaux. Furthermore, the policy defines the coverage requirements for country strategy evaluations by stating that "All operations should be subject to some form of evaluation activity during a multi-year strategy cycle, at least once every five years" but goes on to say that this coverage norm will be phased in over the life of the policy. The policy also sets a goal of ensuring all regional bureaux have capacity in place for identifying, commissioning, and using evaluations in line with their multi-year monitoring and evaluation plans by 2026 and states that the costs of country strategy evaluations will be covered by the Evaluation Office operating level budget until 2026 at which point it will be covered by regional bureaux.

45.   Beginning in 2021, UNHCR has required country operations and regional bureaux to develop multi-year evaluation and monitoring plans.[366] According to key informants, the current thinking is that countries with smaller operations might be more feasibly covered as case studies in broader evaluations. UNHCR regional bureaux and country representatives also have authority to guide evaluation focus into areas of specific interest. As the governance of UNHCR differs significantly (with an Executive Committee reporting to the Secretary General), individual evaluation reports do not go to a board, rather a consolidated report including information on country strategies and related evaluations would be presented to the Executive Committee.

46.   Country strategy evaluations were first introduced in an experimental phase in 2017 with the entire country operation being the unit of analysis. Since then, the Evaluation Service has gradually moved to formalize these types of evaluations. The challenge has been that in many countries there is no single framework for plans at country level, with some multi-year protection strategies and some multi-year solutions strategies not encompassing all areas of UNHCR work.

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[362] Ibid.
[363] Ibid.
[364] UNHCR. 2022. UNHCR's programme in the United Nations proposed framework for 2023, Executive Committee of the High Commissioner's Programme, Standing Committee, 15 February 2022, EC/73/SC/CRP.4, see: https://www.unhcr.org/6228ace14.pdf
[365] UNHCR Policy for Evaluation in UNHCR, Using evidence to drive results towards safeguarding the rights and well-being of persons of concern to UNHCR, approved 3 October 2022, UNHCR/HCP/2022/3, see: https://www.unhcr.org/633ee1b74
[366] UNHCR (2022). UNHCR's programme in the United Nations proposed framework for 2023, Executive Committee of the High Commissioner's Programme, Standing Committee, 15 February 2022, EC/73/SC/CRP.4, see: https://www.unhcr.org/6228ace14.pdf

Results based management

47.   **UNICEF** has experienced challenges striking the right balance between designing a monitoring system that can supply data needed for both in-country programme management and adjustment as well as overall accountability and aggregation needs. Key informants note that monitoring has been more compliance-focused in past years, using standard indicators (from a menu of thousands) and a very cumbersome set of strategic monitoring questions (SMQs) to measure aggregated progress against the corporate Strategic Plan that each country office was required to report on annually. The results-based management system is undergoing changes to integrate and streamline monitoring requirements and merge the two indicator sets into one set of core strategic indicators (linked to how country offices code expenditures) and reporting requirements in conjunction with the new country programme planning guidance and new strategic plan.

48.   The regional planning and monitoring function has invested a lot in results-based management training for country office staff and plays a hands-on role in supporting country office design of monitoring plans, scaled to their needs and capacities.

49.   UNICEF is also facing similar challenges with donor reporting requirements in addition to what its monitoring system generates and what is aggregated for standard country and global reporting.

50.   The **UNHCR** results-based management system is evolving as well. The system currently has 51 core indicators for impact and outcomes and country operations define their own indicators for other elements relevant to their context. Output indicators are currently being defined.

51.   The UNHCR global results framework was used for the first time to guide planning and budgeting processes in 2022.[367]

Other requirements

52.   UNICEF requires at least one audit per planning cycle. Mid-term reviews are no longer mandatory, they have been replaced by lighter reviews of programme effectiveness.

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[367] Ibid.

Annex O United Nations reform – Effects on system-wide planning

1.   In 2015, the United Nations General Assembly adopted a resolution[368] calling for "cohesive nationally owned sustainable development strategies, supported by integrated national financing frameworks".

2.   In 2017, revised guidance for United Nations Development Assistance Frameworks (UNDAFs)[369] was released to ensure alignment of the next generation of UNDAFs with the 2030 Agenda and introduced "leave no one behind" as the overarching principle. The guidance also made the Common Country Analysis (CCA) a minimum requirement, recommended that United Nations Country Teams (UNCT) undertake a visioning exercise to ensure UNDAFs are informed by deep understanding of national contexts, and reaffirmed the utility of theories of change to develop UNDAF results chains. The 2017 guidance further stated that "all United Nations organizations participating in the UNDAF align their programming processes to the UNDAF process to the extent possible.... and final versions of [individual entity planning instruments] should align with the UNDAF, [and] reflect its strategic priorities and outcomes."[370]

3.   In 2018, a General Assembly resolution welcomed efforts for "revitalized, strategic, flexible and results- and action-oriented UNDAFs as the most important instrument for the planning and implementation of the United Nations development activities in each country, prepared in full consultation and agreement with national Governments."[371] This resolution also separated the functions of the resident coordinator from the UNDP resident representative (implemented beginning in January 2019) and gave resident coordinators accountability for implementing UNDAFs and authority to ensure alignment of agency programmes and pooled funding for development.[372]

4.   The first guidance on the United Nations Sustainable Development Cooperation Framework was published in mid-2019,[373] stating the four objectives of UNSDCFs:

- Clearly articulate the United Nations' collective response to help countries address national priorities and gaps in their pathway towards meeting the SDGs

- Embody the spirit of partnerships that are at the core of the 2030 Agenda, with host governments and all other types of stakeholders, to leverage strengths and drive transformative change

- Turn our collective promise to leave no one behind into tangible action for people on the ground, especially those furthest behind, by looking at more specific data with a strengthened focus on inclusion and tackling inequalities

- Provide United Nations country teams with the tools to tailor responses to a Member State's specific needs and realities, to ensure all entities can effectively support national implementation of the 2030 Agenda.

5.   The guidelines emphasized the primacy of the UNSDCF in articulating government expectations of the United Nations development system. In a substantial change from less prescriptive UNDAF requirements, the UNSDCF guidance stated that United Nations "entities derive country programme

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[368] United Nations (2015). Resolution adopted by the General Assembly on 25 September 2015. (A/RES/70/1).
[369] United Nations Development Group (2017). United Nations Development Assistance Framework Guidance.
[370] Ibid.
[371] United Nations (2018). Resolution adopted by the General Assembly on 31 May 2018. (A/RES/72/279).
[372] Ibid.
[373] United Nations Sustainable Development Group (2019). United Nations Sustainable Development Cooperation Framework: Internal Guidance. (see: https://unsdg.un.org/sites/default/files/2022-06/UN%20Cooperation%20Framework%20Internal%20Guidance%20--%201%20June%202022.pdf, accessed on 5 November 2022)

outcomes from the Cooperation Framework, not vice versa" with outcomes "developed in parallel to, not ahead of, the Cooperation Framework". It also noted a shift in the Common Country Analysis (CCA) from a "one-off event to a 'real-time' core analytical function – to make it more agile and reflective of evolving country contexts", drawing on the perspectives and expertise from all levels of the United Nations system.[374] The guidelines suggested that the timeline for preparing the Cooperation Framework would decrease from 14.5 months on average to between 6 and 9 months. UNSDCFs are intended to have a three-to-five-year lifespan, but the guidance allows flexibility to align with national cycles and responsiveness to changing country contexts.[375]

6.   According to the 2019 guidance, the Cooperation Framework design process begins with a consultative, collaborative, and inclusive visioning process (governments, vision, United Nations development system's working assumptions and comparative advantages). It includes development of a theory of change that describes the interdependent changes necessary for the country to achieve the 2030 Agenda, showing where and how development actors come together to achieve defined changes and results, based on shared understanding of opportunities, risks and bottlenecks, and persistent inequalities. Final Cooperation Framework documents are signed by the government and United Nations development entities, prior to finalization of a budget.

7.   The Cooperation Framework is implemented through United Nations development system entity instruments for country development programming. These entities must derive their development programming from the Cooperation Framework based on three options:

- Option A: Adopt the UNSDCF as their own country development programme document, rather than preparing a separate entity document
- Option B: Develop an entity-specific country development programme document with Cooperation Framework outcomes copied verbatim
- Option C: Develop an entity-specific country development programme document with Cooperation Framework outcomes copied verbatim, plus additional outcomes that are not in the Cooperation Framework, on an exceptional basis to capture normative and standard-setting activities not prioritized in the Cooperation Framework.

8.   United Nations development entities are required to submit the UNSDCF to their governing bodies when they submit their own country development programming instruments for approval. Once a new UNSDCF is approved, entities are expected to align their country programming documents no later than the next UNSDCF annual review.

9.   In 2021, the Management and Accountability Framework of the United Nations Development and Resident Coordinator System (MAF)[376] was released, building on the UNSDCF guidelines in stating that resident coordinators will have the opportunity to review and comment on entities' country development programming documents before their submission to governing mechanisms, to confirm alignment and coherence with the UNSDCF. The impact of this framework is discussed in the 2021 Secretary General report to ECOSOC.[377]

10.   In April 2022, additional guidance was issued[378] to cover circumstances where "the conditions may not be in place to develop a full-fledged UNSDCF and/or to co-sign it with the host government in full compliance with the [2019] guidance." It outlined four options:

- Extend and adjust the existing UNDAF or UNSDCF

- Create a Transitional UNSDCF

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[374] Ibid.
[375] Ibid.
[376] United Nations (2021). Management and Accountability Framework of the UN Development and Resident Coordinator System (MAF).
[377] WFP. 2021). Implementation of General Assembly resolution 75/233 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system. Report of the Secretary General.
[378] United Nations Sustainable Development Group (2022). Guidance on UN Country-level Strategic planning for development in exceptional circumstances.

- Develop a short-term United Nations Development Action Plan

- Use an Integrated Strategic Framework (in integrated mission settings)

11.   UNSDCF and Management and Accountability Framework guidance[379] also create system-wide performance management and learning requirements. UNSDCFs are expected to be accompanied by a costed multi-year joint monitoring and evaluation plan for the full Cooperation Framework period, to support adaptive programming. The UNSDCF guidance states that "United Nations development system entity M&E plans should be coordinated with and reflected in the Cooperation Framework M&E plan". The guidance also states expectations that individual agency monitoring and evaluation efforts be "appropriately timed, sequenced and executed to contribute to Cooperation Framework annual reviews, annual United Nations country results reporting and the final Cooperation Framework evaluation, to the extent feasible".

12.   UNSDCF evaluations are intended to be performed in the final year of the Cooperation Framework.[380] Joint evaluations of UNSDCFs and individual agency plans are encouraged to reduce transactions costs and increase coherence. In lieu of joint evaluations, the UNCT is encouraged to explore common components between the two kinds of evaluations. To facilitate this, costed Cooperation Framework monitoring and evaluation plans are expected to include both entity-specific evaluations as well as the Cooperation Framework evaluation.

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[379] Ibid.
[380] Ibid.

Annex P Line of Sight

13.   The CSP policy made two references to the concept of creating "lines of sight", stating that CSPs "provide a line of sight of how resources deployed translate into results achieved" and that the CPB framework would include requirements for a "clear 'line of sight' from strategy to planning to resourcing to results".

14.   Since their introduction in 2017, lines of sight have become a critical tool for organizing and simply displaying key elements of the results chain underpinning a CSP, and with the removal of requirements to generate concept notes in the early stages of CSP development, lines of sight have become the tool by which country offices organize and refine the architecture of their country strategies (and can solicit early feedback through the voluntary pre-sPRP from headquarters).

15.   WFP internal guidance describes lines of sight as "the central planning framework for designing CSPs, and the key communication and advocacy instrument for presenting the WFP country-level portfolio to all stakeholders". The line of sight includes a combination of flexible articulations (free text) of outcomes, outputs and activities as well as mandatory requirements for linking these to standard corporate elements of the results chain. CSP strategic outcomes (free text) must be linked to a single corporate strategic outcome and tagged to only one focus area and one UNSDCF outcome or Humanitarian Response Plan pillar. Outputs are linked to one CSP outcome and include both free text and a standard output category, and, as of 2022, a standard output description as well as any secondary SDG targets. Activity descriptions are freely defined but must be linked to a standard activity category and modality. The vertical linkages between activities, outputs, outcomes and focus areas, corporate/UNSDCF outcomes and SDG targets also dictate rules about which CRF indicators can/must be used and guiding principles for what activities and modalities (including capacity strengthening and service delivery) can be associated with what corporate strategic objectives. Key differences in the line of sight guidance between the two strategic plans is shown in Figure 77 and the full line of sight framework for Strategic Plan 2022–2025 in Figure 78.

Figure 77.   Line of Sight changes between two Strategic Plans

Line of Sight 2017-2021	New Line of Sight	Main changes in elements – linkages excluded
Strategic Goal	**SDG**	• *Layer renamed (but no change to the content)*
Strategic Objective		• **Layer removed**
Strategic Result	**SDG Target**	• *Layer renamed (but no change to the content)*
UNSDCF Outcome / HRP Pillar	**UNSDCF Outcome / HRP Pillar**	• *no change*
Focus Area	**Focus Area**	• *no change*
Outcome level	**Outcome level**	
Strategic Outcome (FT)	CSP Outcome (FT)	• *Element renamed (but no change to content)*
Outcome Category	Strategic Outcome (standard)	• **Change in elements:** Replacement of the 19 former Outcome Categories with the 5 Strategic Outcomes from new Strategic Plan
Output level	**Output level**	
Output (FT)	Output (FT)	• *no change*
-	Output (standard)	• **Layer added**
Output Category	Output Category	• **Change in elements:** Reduction in the number of Output Categories, from 14 to 9
-	Secondary SDG target	• **Layer added**
Activity level	**Activity level**	
Activity (FT)	Activity (FT)	• *no change*
Activity Category	Activity Category	• **Change in elements:** Replacement of the 13 former Activity Categories with 10 'WFP Programmes' and 4 'WFP Advisory Solutions and Service Delivery' Activity Categories
Modality	Modality	• *Element retained but new rules apply*

Note: All layers are made up of 'standard' elements / categories, unless otherwise specified as (Free-Text)

Source: WFP Strategic Plan (2022–2025) Line of Sight Guidance (Version 1.2)

Figure 78. **Full Line of Sight architecture for Strategic Plan, 2022–2025**

TOTAL BUDGET: USD ###	TOTAL UBDs: XXXXX	COUNTRY NAME (CSP DURATION)		Version	Date

Click for SDG Goal	Click for SDG Goal	Click for SDG Goal	Click for SDG Goal	Click for SDG Goal
Click for SDG Target	Click for SDG Target	Click for SDG Target	Click for SDG Target	Click for SDG Target
HRP/UNSDCF	UNSDCF	UNSDCF	UNSDCF	HRP/UNSDCF
FOCUS AREA	FOCUS AREA	FOCUS AREA	FOCUS AREA	FOCUS AREA
Click for WFP Outcome	Click for WFP Outcome	Click for WFP Outcome	Click for WFP Outcome	Click for WFP Outcome
CSP OUTCOME 1	**CSP OUTCOME 2**	**CSP OUTCOME 3**	**CSP OUTCOME 4**	**CSP OUTCOME 5**
Insert free text outcome statement following the format: 'who', 'where', 'what', 'when'	Insert free text outcome statement following the format: 'who', 'where', 'what', 'when'	Insert free text outcome statement following the format: 'who', 'where', 'what', 'when'	Insert free text outcome statement following the format: 'who', 'where', 'what', 'when'	Insert free text outcome statement following the format: 'who', 'where', 'what', 'when'
UDBs: ### BUDGET: $###	UDBs: ### BUDGET: $###	UDBs: ### BUDGET: $###	UDBs: ### BUDGET: $###	UDBs: ### BUDGET: $###
OUTPUTS	**OUTPUTS**	**OUTPUTS**	**OUTPUTS**	**OUTPUTS**

OUTPUT #.#: Insert free-text output formulation following guidance ('who', 'what', 'for what').
Choose an Output Category
Choose a standard Output
Select a Secondary SDG targets

OUTPUT #.#: Insert free-text output formulation following guidance ('who', 'what', 'for what').
Choose an Output Category
Choose a standard Output
Select a Secondary SDG targets

OUTPUT #.#: Insert free-text output formulation following guidance ('who', 'what', 'for what').
Choose an Output Category
Choose a standard Output
Select a Secondary SDG targets

Add another output

ACTIVITIES	**ACTIVITIES**	**ACTIVITIES**	**ACTIVITIES**	**ACTIVITIES**

ACTIVITY #: Insert here free-text output formulation following guidance (what activity, to whom).
Choose an Activity category
Modality: Food; CBT &/or Vouchers; Capacity Strengthening; Service Delivery

ACTIVITY #: Insert here free-text output formulation following guidance (what activity, to whom).
Choose an Activity category
Modality: Food; CBT &/or Vouchers; Capacity Strengthening; Service Delivery

Add another activity

CROSS-CUTTING: PROTECTION & ACCOUNTABILITY TO AFFECTED POPULATIONS · GENDER EQUALITY & WOMEN'S EMPOWERMENT · NUTRITION INTEGRATION · ENVIRONMENTAL SUSTAINABILITY

ENABLERS: PEOPLE · PARTNERSHIPS · FUNDING · EVIDENCE · TECHNOLOGY · INNOVATION

16. The requirements for constructing lines of sight have provided simpler and more transparent visualization of the link between resources and results, which in turn generates a potentially useful tool for communicating WFP programmatic ambitions in a country. Nevertheless, the CSP policy and IRM aspiration that more transparently articulating the chain of resources to results would lead to more flexible resources has not materialized. According to evaluation informants, and confirming the ongoing relevance of findings from the CSP Pilots evaluation,[381] line of sight requirements, given their linear vertical nature, have also had a number of unintended effects including:

- Contributing to programmatic silos which diminish the interconnected nature of some country office strategies and theories of change, due in part to the required singular link between standard outputs, strategic outcomes, and related focus areas;

- Challenges in how to adequately depict important work on cross-cutting priorities, which relate to one or more strategic outcomes and focus areas; and

- Bundling of activities based on programme logic and to simplify management, resource allocation and compliance with reporting requirements.

"It's good to have standardization, but to have innovative programmes we also need to give flexibility in the CSP framework." *Evaluation survey respondent (RB Programme staff)*

17. The prevalence, advantages and disadvantages of activity bundling have been noted in previous evaluations[382] and the issue has been a topic of focus of the second-generation CSP working group.[383] The 2022 guidance on developing lines of sight[384] acknowledges the "increasing incidence and degree" of bundling throughout first and second-generation CSP development and states that "activity bundling practices (…) will continue for future CSP development (…) [and] can occur across all Activity Categories, except for Service Provision Activities." It goes on to state that "selected budgetary and financial reports will be improved to reflect sub-activity level category breakdown in the needs-based plan only" and that a corporate approach to "capture unbundled information, especially for Capacity Strengthening and Service Delivery modalities" is under development.

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[381] WFP (2017). Strategic Evaluation of the WFP Country Strategic Plan Pilots.
[382] For example, the Strategic Evaluation of School Feeding, the Strategic Evaluation of Funding WFP's Work, and multiple CSPEs.
[383] Evaluation team analysis of second generation CSP Working Group meeting agendas and notes for the record.
[384] WFP (2022). WFP Strategic Plan (2022–2025) Line of Sight Guidance (Version 1.2).

Annex Q CSP policy: Strengths, weaknesses, opportunities and threats analysis

Strengths

1. Relevant and timely. Aligning WFP contribution to SDG targets: SDG2 and SDG17 was positive, coherent with WFP strategic plans and policies and has informed them.

2. Contributed to increased alignment with national policies and priorities, reflecting national SDG targets, in the form of five-year plans. ZHSR very important, approached as a holistic and consultative process and greatly contributed to this alignment.

3. Created a space for WFP to position itself on both 'saving lives' and 'changing lives' agendas, and significantly improved its ability to communicate on its programming strategy and added value. The integrated CSP framework provides opportunities for enhancing preparedness, capacity and credibility to respond.

4. Created larger space for a significant relationship with government, including in new domains. Facilitated identification of new opportunities. Enhanced WFP ability to partner with United Nations agencies and to contribute to joint efforts which has improved over the time of implementation of the CSPs.

5. Creating a longer-term view of how WFP emergency activities contribute to and connect with longer-term objectives and other components of the portfolio. CSP approach created space for WFP to significantly expand its contribution to the nexus.

6. The CSP framework has also helped country offices to systematically integrate cross-cutting issues across their entire CSP.

7. A significant number of country offices expanded capacity strengthening support to governments, especially in small country offices that had succeeded in making CCS central to their CSP.

8. Overall funding and disbursement rates for crisis response have increased dramatically under the CSP approach.

9. Workforce planning has evolved and taken on a more strategic nature.

10. CSP policy ambitions on promoting sustainability and integrating transition and exit plans have been partially achieved, with positive examples of progress in some countries.

Weaknesses

1. Neither the CSP policy nor the strategic plans provide sufficient guidance and clarity on priority setting. Contrary to expectations, CSPs insufficiently drew attention to conditions necessary for sustaining results and transitioning. The concept of focus areas to guide planning in practice introduced fragmentation that complicated the articulation of strategic and holistic outcomes.

2. The potential strategic positioning and programme coherence at country level resulting from the CSP approach were reduced as a result of corporate strategic planning requirements.

3. WFP portfolios became very broad, sometimes without sufficient funding and resources to be able to really contribute in the many domains in which WFP engages. CSP processes led WFP to position itself (at least on paper) in areas for which boundaries were not well defined, and where it did not consistently have the required levels of expertise.

4. Challenges to developing strategic partnerships due to the lack of use of partnership resources and uneven 'partnering' capabilities. High-level engagement with government has been difficult to sustain during implementation.

5. Speed, flexibility and efficiency gains envisioned are sometimes constrained by a system designed for medium-term planning and budgeting. CSP revision processes can impede rapid response, especially when revisions are required to strategic outcomes or multiple focus areas.

6. Systemic constraints (the unintended fragmentation of CSP design and the tension between emergency response and investment in resilience-building and longer-term development) have been such that WFP did not manage to scale up promising initiatives and demonstrate tangible results of its contribution to the humanitarian-development-peace nexus.

7. Some CSPs faced challenges adapting to changing contexts and unforeseen requests.

8. Requests for service provision have also illustrated gaps in the CSP architecture, business rules and guidance, and the budgeting framework with further implications for WFP flexibility and resource mobilization.

9. Despite the positive trajectory, there are still some CSPs with limited integration of cross-cutting issues and many countries still find the operationalization of commitments in the CSPs more challenging. The CSP policy has also not led to improved analysis of cross-cutting issues across all countries, although there are some positive examples of improved gender analysis.

10. The global Programme Review and Approval Process (PRP)[385] is intended to ensure quality, coherence, and compliance with WFP policies and regulations but results in duplicative and unnecessary transaction costs. Transaction costs remain a concern among WFP staff and are a particularly acute issue for smaller country offices.

11. Many WFP country offices have struggled to adequately staff the ambitions of the CSPs.

12. Weaknesses in terms of learning and reporting on results.

Opportunities

1. Elements of the CSP policy guidance have been progressively integrated and absorbed in internal processes and systems.

2. United Nations reform provides the opportunity to be truly guided by country priorities, to be much clearer on what WFP can contribute. Second and third generation CSPs provide an opportunity to make this more explicit.

3. WFP has shown real added value in particular areas of expertise and support to national partners, across the nexus. If well identified, prioritized, and supported, and aligned with others, is of immense value.

4. Opportunities exist for stronger transitioning through prioritizing engagement with and support to social protection systems and more comprehensive approaches to country capacity strengthening.

Threats

1. Lacks clarity on what will be the WFP development agenda in the future/strike a balance and the new strategic plan is very broad and thus not providing additional focus.

2. Increasing pressure on resources.

3. Lack of capacity to show results will work against WFP capacity to talk about the useful work that it is doing in key areas of the nexus.

4. Perceptions of mission creep erode the position of WFP.

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[385] Evaluation team synthesis of information contained in the WFP CSP Manual, Executive Director Circulars (OED2021/011, OED2020/013 and OED2016/006), and various iterations of OMS PRP Sequence/Timeframe for new CSP/ICSP review approval flowcharts.

Annex R Thematic round tables

Context and purposes of the round tables

1. The Evaluation of the WFP Country Strategic Plans Policy (CSP Policy) seeks to assess policy quality, policy results (linked to the policy's projected impacts), and the factors that enabled or hindered results. It is being conducted by an independent team from Mokoro, Ltd., and is managed in the Office of Evaluation by Sergio Lenci. The results of the evaluation will be presented to the Executive Board in June 2023.

2. As part of the evaluation methodology, three virtual round tables (see diagram below) have been organized with a view to (i) provide insights on key themes emerging from initial data collection and (ii) deepen reflection on ways to strengthen the WFP approach to country strategic planning and implementation. The objective of each roundtable was to **gain additional insights on a selected theme**, and to elaborate these insights for the purposes of the evaluation, namely: 1) engaging a wide range of views; 2) focusing on experience and learning (drawing on six years of implementing this policy); and 3) identifying areas for change, and windows of opportunities.

1. Emergency response and the Nexus in the context of CSPs	2. Continuous learning, adaptation and accountability	3. Organizational development and change - people and culture
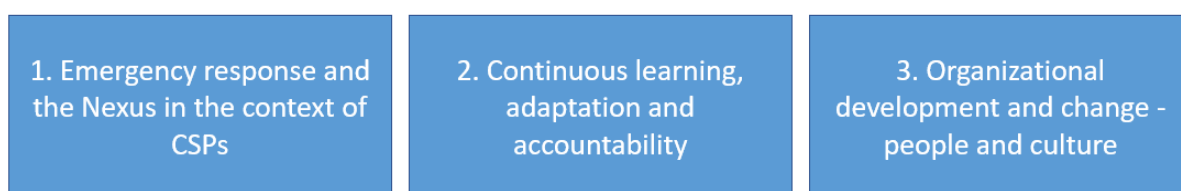
Results per roundtable

Round table 1: Emergency response in the context of CSPs and the nexus

Suggested overarching questions to prompt discussion
This roundtable explored how the CSP framework supports country offices to effectively prepare for, rapidly respond to, and scale in and out of emergency response while maintaining adequate focus on other areas of the nexus included in their CSPs. The focus was on: + Flexibility to respond to emergencies within the CSP framework including the impact on efficiency and effectiveness;   + Good practices for linking and effectively balancing the work on saving lives and changing lives through changes in context.

Key outcomes of the roundtable per topic of discussion (prioritized by participants)	
Topic 1. Emergencies: flexibility, effectiveness and efficiency	→ **Participants shared positive aspects of the CSP policy** including providing a more holistic platform to work from with country activities brought together under the same timeframe; a 5-year cycle brings about a number of advantages including promoting creativity in programming and greater credibility as seen by other country stakeholders; greater added value; and increased alignment with national priorities and the Sustainable Development Goals. → **The results on flexibility are mixed.** The framework offers some budgetary flexibility in respect to accessing IFIs as well as having the ability to redeploy funds from different programmes as needed. However, in other areas, flexibility has not improved. For example, earmarking of funds has continued under the CSP policy as donors continue to direct their funds to the activity level. Similarly, the budget revision process is a slow bureaucratic process that is laborious during emergency contexts. Furthermore, the emergence of a crisis mid-term can derail a country planning process, resulting in projects and reporting targets that are inappropriate to the rapidly changing situation. → **Leverage points and opportunities: integration.** More integrated programming is a step forward and has provided new opportunities, such as in partnerships and programming. Under the CSP policy, broader objectives around nutrition, for example, cut across many

	areas and units, allowing country offices to connect elements together better and create greater visibility.
	→ **Leverage points and opportunities: strategic positioning.** The opportunity for WFP to rearticulate its position and goals in a country every five years is valuable – previously, decisions would be made independently and at a lower level. The timing enables greater alignment with other United Nations agencies and the government. The longer-term vision also encourages more thought on emergency-response strategies as well as capacity building in terms of how to scale up and down as needed.
Topic 2 – Linking and balancing humanitarian and development programmes	→ **Close partnerships with governments remain crucial and there is work still to be done**. Since the first-generation of CSPs, governments in almost all countries have become more assertive in emergencies and on development. Analytics is an increasingly valuable tool when working with governments along with capacity strengthening efforts and secondments to government during emergencies. The example of Cameroon was given as a country battling three different types of crisis whilst also searching for opportunities to transition to changing lives strategies. The Cameroon Country Office is working to develop and improve national capacities in addressing root causes.
	○ In countries that lack stable governments there is the challenge of safeguarding investments. Sudan, for example, has a more unorthodox aid structure in the country but the CSP framework is a platform to provide a more consistent presence in the changing environment.
	→ **Leverage points and opportunities in balancing the nexus.** The participants offered several opportunities including advancing evidence generation in respect to the changing lives agenda; long-term technical assistance to strengthen added value and government systems, greater integration with the private sector, developing innovative funding tools and improved communications; and creating greater visibility of how WFP work on SDG 2 and SDG 17 links to the other SDGs.
	→ **CSP system issues that require attention:** reducing earmarking; new approach to focus areas to direct more funding to non-emergency response; systematic assessment of social protection and disaster management preparedness and opportunities to strengthen them through direct and complementary programming.

Round table 2: Continuous learning, adaptation and accountability

Suggested overarching questions to prompt discussion
This roundtable explored how WFP country offices best use the combination of mandatory and voluntary evidence generated by WFP to embed learning, programme adaptation and accountability into their operating culture. The focus was on:
+ Lessons and good practices for integrating evidence across sources to inform design and improvement of CSP programmes;
+ How the CSP approach and related requirements have affected country office ability to balance efforts to generate evidence for learning versus accountability requirements (internal and external); and
+ Where accountability for achieving CSP results rests and how WFP evidence generation contributes to accountability.

Key outcomes of the roundtable per topics of discussion (prioritized by participants)	
Topic 1. Appropriateness, adaptation, efficiency and utility of CSP POLICY learning tools	→ **The steps in the design of CSPs have been well thought out** including building on the Zero Hunger Strategic Reviews that provided a strong platform. Formulation workshops also work well to collect available evidence to inform CSP design. The current generation of CSPs are designed with more focus on Common Country Analysis which happens through the lifetime of a CSP.
	→ **The sequencing of the CSP process is a challenge**. There needs to be better engagement with country offices on the timing of the CSP process, for example, some country offices have had to rely more strongly on MTRs to develop their CSP because CSPEs are yet to be approved. There was some concern among the participants that the CSP policy did not go far

	enough in respect to implementation and this has been to the detriment of planning processes. One challenge has been in relation to incorporating evidence generated through humanitarian responses into CSP design. Beyond evaluations, there is also a lack of alignment related to the range of other learning tools that generate evidence.
	→ **Opportunities for leverage – resourcing at the country level.** WFP need to better resource and mainstream CSP design in country office capacity. There is no defined funding allocation attached to the design process, in the same way there is for CSPEs. This critical planning phase is often placed on staff who are overworked and are unable to give sufficient attention to the design. There is an opportunity therefore to strengthen this design phase by developing country office capacities.
	→ **More thought is needed on the programme cycle** and to assess what is useful and should be fed back into the cycle. Feeding in instruments and tools that our outside of WFP corporate systems is also important.
	→ **Greater investment in tools is needed.** This is to better absorb evidence and learn.
`	→ **Promotion of new innovations is strong but there needs to be an improvement in capturing lessons learned and sharing.** The cash-based transfer system deployed in Lebanon was very successful but more needed to be done to capture this success and to make it accessible for other country offices to replicate.
	→ **Learning objectives should be tied to the programme cycle.** This would be a move away from being compliance orientated towards using evidence more meaningful by using it to directly inform programmes.
	→ **Rebalancing the nexus through more equal evidence generation.** With programme funding directed more heavily to the emergency side of the nexus, there is a greater proportion of evidence that is produced. However, by investing in evidence on the development side, this would attract more programmatic funding.
	→ **Other factors beyond evidence and learning inform programme design.** There are a host of factors that contribute to decision-making at the country level including informal networks, fads, extraneous elements, and personal biases. Evidence needs to occupy a larger space in the decision-making process.
	→ **The balance between agility and accountability hast yet been achieved.** The CSP policy brought about a host of new processes that required a mindset shift. The introduction of new processes affects agility, especially when there is a gap in funding and staffing. Whilst requirements are needed to ensure accountability, there needs to be a process that is not so heavy.

RT3 – Organizational development and change [people and culture]

Suggested overarching questions to prompt discussion
This roundtable explored how WFP has managed organizational change in the context of the introduction of the CSP policy. The focus was on:
Lessons and good practices for managing organizational change
Understanding what is missing from successful organizational change
How the CSP approach has affected staffing profiles and capacities in country offices.
Key outcomes of the roundtable per topic of discussion (prioritized by participants)
Topic 1. Leadership & Stewardship of the CSP rollout	→ **From the perspective of participants, the rollout of the CSP policy was insufficiently accompanied by a deliberate attempt to mobilise, develop, support and manage people,** at least in the first-generation CSPs. Support was provided, but not guided by an overall strategy of accompanying staff in this major change.
	→ **In practice, regional bureaux played a key role in translating what the change process meant.** The transition to CSPs was fast and headquarters and regional bureaux provided a lot of support to country offices to make the transition, translating what the instructions

meant. Country directors and heads of programme were invited to workshops to share what the main features of the IRM were.

→ **Different country offices have taken the change process in different ways.** Participants expressed the view that some country offices used the changes that the CSP policy brought in more strategic ways than others. Country offices benefit from having directors that have a vision and know what they want to achieve. In these countries, country directors have used the CSP design process as a management tool to bring the workforce in to the fold and to gain buy-in that pays off in implementation. Examples of good practices were shared from Rwanda and Malawi.

"Some (Country Offices) are more strategic about their aims and approach (to CSP design) whereas others see it as a box-ticking exercise. There are no dedicated resources to developing the CSP even though it is so critical – there is a lack of leadership in this respect." (Round table participant)

→ **Ownership improved with second-generation CSP design, which was reported to be more consultative.** For example, some countries have deliberately brought in views from sub-offices. However, there has been no effort to allocate specific resources (financial and human) to design – contrary to the evaluation phases where fixed resources have been allocated. This results in CSP planning being conflicted with implementation and contributes to insufficient attention being accorded to the design in some contexts.

→ **The CSP policy brought about a marked change in how country offices were staffed.** Previously, staffing was looked at annually and a longer-term vision was lacking. The introduction of the CSP policy has created the opportunity to look ahead at staffing based on different scenarios, including future funding. Participants expressed that this represents a real improvement. However, gender parity was perceived as a scorecard exercise – something that needed doing.

→ **Leadership turnover can impact the success of CSP implementation.** Examples were given of country offices where turnover of leadership resulted in a lack of ownership of the CSP.

Suggested areas for change:

→ Processes of CSP design should be **aligned with staff turnover** so that the country directors do not arrive just at the moment that the CSP designed by their predecessor has been approved and/or is beginning to be implemented.

→ **Resources (financial and time) need to be assigned to CSP design processes.** Involvement of a small selected groups from regional bureaux and headquarters should replace the extensive commenting process.

→ Use the CSP design to think through **how activities will be linked in implementation.** The CSP framework provides an umbrella to link different types of activities, but there is still too much fragmentation.

Topic 2 – Adaptation of staff skills, profiles and career paths	→ **The adoption of the CSP policy required a significant mindset change that needed to be reflected in staffing profiles in country offices.** Planning for strategic shifts and new activities has required readapting workforces that are already in situ. → **Second generation CSP planning has been better structured and has guided thinking around staffing needs.** The introduction of the ToC has been a positive development, allowing to look ahead and to think through implications, including on staffing. The People policy has brought positive changes in terms of workforce alignment. *"The alignment with the People policy – the opportunity country directors had to feed into this has been very helpful. The resources on adaptation and skills sets have been very useful such as moving people out of a position where their skills aren't right anymore" (Round table participant)* → **The challenge has been to align timing of staffing changes with the CSP process** to ensure that the required skills are in place when the CSP begins to be actioned. But the timing of processes is not consistently aligned. Staffing reviews and adaptation has to become the norm and to be agile to support needs.

	→ **Small country offices face challenges with staffing.** Recommendations from evaluations frequently mention that staff with specific technical skills are needed but the resources are not available.
	→ **Country office staff continue to be overburdened.** The challenge is to make better use of staff time by taking away some of the processes to allow them to work more efficiently and to focus on the saving lives and changing lives agenda. A lot of processes emerged after the CSP policy adoption that have increased the workload internally. There needs to be more thought on priorities and streamlining processes.
	→ **Programme integration continues to be a challenge.**
	<u>Suggested areas for change:</u>
	→ **More support needs to be given to country offices rather than headquarters imposing different requirements**. Examples of reducing procedural pressures included: streamlining the approval process of CSPs and thinking more critically about simplifying monitoring and data and how it is recorded within WFP systems.
	→ **Considerably improve, enhance, and simplify internal ways of working at WFP.** Various areas where processes can be considerably lightened were identified from the discussion. These include:
	o Better integrated guidance, rather than separate siloed pieces;
	o Lighter processes for review of CSPs, with greater flexibility and reduced need for headquarters review of everything with significant efficiency gains possible from this change;
	o Enhanced linkages within WFP organizational structure (across units/offices) as a first step towards programme integration;
	o Streamlined budget revision processes that take up less time; and
	o Mainstreaming of CSP design skills into country office staff profiles.

Annex S Mapping of recommendations, conclusions and findings

Recommendation	Conclusions	Findings
Recommendation 1: Continued policy implementation should embrace a more strategic and leaner approach to the country strategic plan framework, while future revisions need to take account of further consolidated learning. • 1.1: Defer consideration of a country strategic plan policy update until learning from second-generation country strategic plans and the first generation of the United Nations sustainable development cooperation frameworks can be consolidated. • 1.2: Continue to update planning, budgeting and resource management requirements and related guidance and tools, focusing on simplification, absorptive capacity for change, accessibility and utility. • 1.3: Reconfigure country strategic plans as lighter and leaner strategic planning documents reflecting a high-level vision and strategy and including indicative needs-based budgets for Board approval. Relegate th	Conclusion 2 Conclusion 3 Conclusion 7	See 'Strengthened harmonization with United Nations entities and processes' (paras 57–63); 'Increased strategic guidance and reduced transaction costs' (paras 109–118); Strengthened approach to gender equality and other cross-cutting issues (paras 101–108).
Recommendation 2: Strengthen the support and resources dedicated to country strategic planning and the early stages of country strategic plan implementation. • 2.1: Increase the support provided to country offices for country strategic plan development, quality assurance and learning. • 2.2: Allocate adequate and dedicated budgetary resources at all levels in order to support country strategic planning and programme design, including through active engagement with common country analysis and the United Nations sustainable development cooperation framework processes. • 2.3: Ensure that country offices are better equipped internally with the right expertise and capacity to engage in country strategic planning. • 2.4: Provide country offices with dedicated on-demand support for the development of detailed	Conclusion 1 Conclusion 2 Conclusion 3	See 'Repositioning WFP through greater focus, improved visibility, and communications' (paras ; 'Simpler and more predictable resource allocation' (paras 119–126); 'Enhanced performance management, reporting and accountability' (paras 135–154).

Recommendation	Conclusions	Findings
country strategic plan implementation road maps based on approved country strategic plans. • 2.5: Enhance guidance on the development of multi-annual needs-based budgets for resilience and root causes programming to ensure that they are based on realistic assessments of what WFP can do and what it can contribute to, taking into account available funding and implementation capacity.		

Recommendation	Conclusions	Findings
Recommendation 3: Further simplify and streamline procedures and processes for the review, revision and approval of the country strategic plan package with a view to enhancing efficiency and flexibility and reducing transaction costs. • 3.1: Ensure that the intended focus and high-level priorities of country strategic plans, and the role that WFP will play, are discussed and agreed with the relevant regional bureaux and headquarters units at an early stage, in conjunction with consultations with key stakeholders at the country level and in alignment with the United Nations sustainable development cooperation framework process. • 3.2: Further streamline the programme review and approval process to avoid unnecessary duplication of technical oversight (between the electronic programme review process and the strategic programme review process and between headquarters and the regional bureaux) and encourage discipline (self-restraint) in commenting on processes. • 3.3: Further simplify the financial framework so as to lighten the associated workload for country office budget management and country strategic plan revisions. Request the Board to rationalize and simplify the delegations of authority for the approval of country strategic plans and related revisions once the results of ongoing governance and corporate change initiatives are clear (such as the ongoing Executive Board governance review)..	Conclusion 5 Conclusion 6 Conclusion 7	See 'Flexibility to plan and respond to dynamic operational contexts' (paras 89–100). 'Increased strategic guidance and reduced transaction costs' (paras 109–118)
Recommendation 4: Strengthen and streamline accountability and learning for results-based management. • 4.1: Shift towards output- and outcome-based budgeting and staffing, in line with the requirements of ongoing United Nations development system reform processes within the context of the United Nations sustainable development cooperation frameworks. • 4.2: Review the value proposition of tagging country strategic plan outcomes by focus area, including the effects on coherent, integrated, outcome-oriented programme design and resource mobilization. • 4.3: Develop common information management systems that utilize WFP monitoring data, can provide country offices with real-time access to analytical information for adaptive programme management and ensure interoperability with evolving system-wide requirements (such as the	Conclusion 3 Conclusion 7 Conclusion 8	See 'Improved alignment with national policies and priorities including national SDG targets' (paras 49–56) 'Enhanced performance management, reporting and accountability' (paras 135–154).

Recommendation	Conclusions	Findings
United Nations sustainable development cooperation framework reporting and the UN INFO platform).		
• 4.4: Revise guidance on country strategic plan mid-term review exercises to ensure that the reviews are light and carried out in-house and enhance their complementarity with the country strategic plan evaluation process by allowing them to focus on dimensions of continued relevance, coverage, output-level achievements, coherence and operational efficiency, which will be updated at the country strategic plan evaluation stage with an independent assessment that adds coverage of, among other elements, the dimensions of effectiveness and sustainability.		
• 4.5: Revise the evaluation requirements for country strategic plans to allow more selective and more strategic, timely and cost-efficient evaluation coverage.		
• 4.6: Further invest in country office monitoring and evaluation functions to expand capacity and ensure adequate dedicated budgets for monitoring and evaluation.		
Recommendation 5: Develop a clear shared understanding and vision of WFP's work at the humanitarian–development–peace nexus. • 5.1: Update the guidance on country strategic plan design and prioritization based on the results of ongoing policy evaluations that cover critical aspects of humanitarian–development–peace programming, related potential policy revisions and new policies. • 5.2: Adopt five-year* theories of change for work at the humanitarian–development–peace nexus and on the "changing lives" components of all country strategic plans, in conjunction with a systemic logic that allows WFP to act or be ready to react in changing complex situations and that takes into account long-term visions of change beyond the five-year country strategic plan period. Develop a coherent corporate approach to theories of change that ensures realism in the setting of ambitions, clear prioritization and the layering of programmes, in coordination with other humanitarian, development and (as relevant) peace actors. • 5.3: Significantly expand strategic investment funding for technical capacity and seed funding for country office work in critical and underfunded areas of the nexus.	Conclusion 2 Conclusion 4	See 'Improved effectiveness and efficiency in emergencies and (protracted) crisis situations' (paras 74–82); 'Better linking humanitarian, development work and peace building, and bring a resilience lens' (paras 83–88).

Recommendation	Conclusions	Findings
Recommendation 6: Continue and further upscale the process of strategic workforce planning and further prioritize work on skills development in line with the WFP people policy and evolving needs. • 6.1: Ensure that workforce planning and organizational alignment are optimally aligned with the country strategic plan planning cycle, with particular attention to ensuring that staff turnover among country directors, deputy country directors and heads of programme does not affect the consistency of the strategic focus and continuity of operational activities. • 6.2: Develop tailored terms of reference for outcome and activity managers and conduct training aimed at strengthening organizational alignment with country strategic plan requirements. • 6.3: Prioritize the strategic management of human resources to ensure talent retention, in particular in areas of the WFP portfolio where more expertise in leveraging international and domestic resources and playing an enabling role is required. • 6.4: Ensure that employee development and support are aligned with country office and country strategic plan needs in priority areas such as the enabling policy environment, broader country capacity strengthening and the development and management of strategic partnerships. • 6.5: Prioritize the retention of senior national (and sub-office) employees who fit with WFP's priority commitments, including by providing country offices with the requisite resources where particular technical skills are needed or should be enhanced.	Conclusion 3 Conclusion 5	See 'Equipped WFP country offices' (paras 127–134).

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Acronyms and abbreviations

2gCSP	Second Generation Country Strategic Plan
ACR	Annual Country Reports
CAGR	compound annual growth rate
CCA	Common Country Analysis
CPB	country portfolio budgets
CPD	Country Programme Document
CRF	Corporate Results Framework
CSP	country strategic plan
CSPE	country strategic plan evaluation
EB	Executive Board
EMOP	Emergency Operation
EPRP	Emergency preparedness and response
EQ	Evaluation Question
FAO	Food and Agriculture Organization
GEWE	gender equality and empowerment of women
ICSP	interim country strategic plan
IFAD	International Fund for Agricultural Development
IFI	International Financial Institutions
IOM	International Organization for Migration
IRM	Integrated Road Map
M&E	Monitoring and Evaluation
MOPAN	The Multilateral Organisation Performance Assessment Network
MTR	Mid-term review
OIG	The Office of the Inspector General
PRO	Programme Humanitarian and Development
PRP	programme review process
PRRO	Protracted Relief and Recovery Operations

RBAs	Rome-based agencies
SDGs	Sustainable Development Goals
SPA	System for Project Approval
SPRP	strategic programme review process
SWOT	strength, weaknesses, opportunities and threats
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDS	United Nations Development System
UNEG	United Nations Evaluation Group
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNITAR	United Nations Institute for Training and Research
UNSDCF	United Nations Sustainable Development Cooperation Framework
WFP	World Food Programme
WHS	World Humanitarian Summit
ZHSR	Zero Hunger Strategic Reviews