Evaluation of WFP's Policy on Building Resilience for Food Security and Nutrition

Centralized evaluation report – Volume I

OEV/2021/017
Office of Evaluation

May 2023

World Food Programme

SAVING LIVES
CHANGING LIVES

Acknowledgements

Disclaimer

Photo cover: WFP/ Samantha Reinders

Key personnel for the evaluation

OFFICE OF EVALUATION

Anne-Claire Luzot   Director of Evaluation a.i.

Catrina Perch   Evaluation Manager

Arianna Spacca   Evaluation Analyst

EXTERNAL EVALUATION TEAM

Jennifer Leavy   Team Leader (TL)

Paula Silva Villanueva   Gender and Social Inclusion Lead

Peter Medway   Humanitarian Lead

Fatima Laanouni   Institutional Strengthening Lead

Fabiola Lopez Gomez   Evaluation Expert

Clare Stott   Evaluation Expert

Valeria Raggi   Evaluator and Project Manager

Philippa Tadele   Quality Assuror

George Murray   Research Analyst

Contents

Annexes (in volume II)

List of figures

List of tables

Executive summary

Introduction

EVALUATION FEATURES

1.   The evaluation of WFP's policy on building resilience for food security and nutrition (hereinafter, the "resilience policy"),[1] approved in 2015, assesses the quality and results of the policy and the factors that enabled or hindered progress in its implementation.

2.   The evaluation builds on the formative strategic evaluation of WFP's support for enhanced resilience (2019). It also complements the concurrent evaluation of WFP's policies on disaster risk reduction and management – building food security and resilience (2011) and climate change (2017).

3.   The primary audience for the evaluation is the Programme – Humanitarian and Development Division, which comprises the Resilience and Food Systems Service as the policy owner and various thematic units and divisions responsible for gender, nutrition, school-based programmes, social protection, climate and disaster risk reduction, to each of which the resilience policy established clear programmatic links, as well as the regional bureaux, country offices, the WFP Executive Board and senior management.

4.   The evaluation covers the period from 2015 to 2022, emphasizing the period from 2017 to 2022. Primary and secondary data collection and analysis took place between July and September 2022 at the global, regional and country levels and included:

> ➢   document and literature review;

> ➢   retrospective construction of the theory of change underlying the policy;

> ➢   field missions in Burkina Faso, Honduras, Lebanon, Madagascar, Mozambique and South Sudan;

> ➢   desk reviews covering Kenya, Malawi, the Niger, Pakistan, Sri Lanka and Yemen, four of which were carried out as "desk reviews plus", combining document review and selected interviews;

> ➢   key informant interviews and focus group discussions with WFP staff at headquarters, regional bureaux and country offices and with governments, donors, academic institutions and employees from other United Nations entities; and

> ➢   a review of comparable organizations: the Food and Agriculture Organization of the United Nations, Oxfam International and the German Federal Ministry for Economic Cooperation and Development.

5.   The evaluation conformed to WFP and United Nations Evaluation Group ethical guidelines, and gender considerations were taken into account throughout.

CONTEXT

6.   Resilience is considered in global policy agendas and frameworks as a critical step towards the achievement of the 2030 Agenda for Sustainable Development[2] and the sustaining peace agenda.[3] Prior to 2015 a number of global milestones in resilience set the scene for resilience policy development, notably the 2005 United Nations Hyogo Framework for Action 2005–2015 and the establishment of the Climate Investment Funds in 2008.

7.   In April 2015 the Food and Agriculture Organization of the United Nations, the International Fund for Agricultural Development and WFP finalized the joint resilience framework, "Strengthening resilience for

---

[1] "Policy on Building Resilience for Food Security and Nutrition" (WFP/EB.A/2015/5-C).

[2] United Nations. 2020. *UN Common Guidance on Helping Build Resilient Societies*, p. 18.

[3] United Nations. 2022. *Peacebuilding and sustaining peace – Report of the Secretary-General* (A/76/668–S/2022/66).

food security and nutrition: A Conceptual Framework for Collaboration and Partnership among the Rome-Based Agencies".[4]

8.   The resilience policy spans three WFP strategic plans, for 2014–2017, 2017–2021 and 2022–2025. The policy's executive summary refers to resilience as an "overarching theme".[5] It builds explicitly on WFP's 2011 disaster risk reduction and management policy. WFP's 2017 climate change policy also articulates the organization's position on resilience, and specifically how it supports the most vulnerable food-insecure communities and governments in building their resilience and capacity to address the impact of climate change on hunger. Figure 1 situates resilience in relevant policy frameworks.

Figure 1: Policy frameworks relevant to resilience
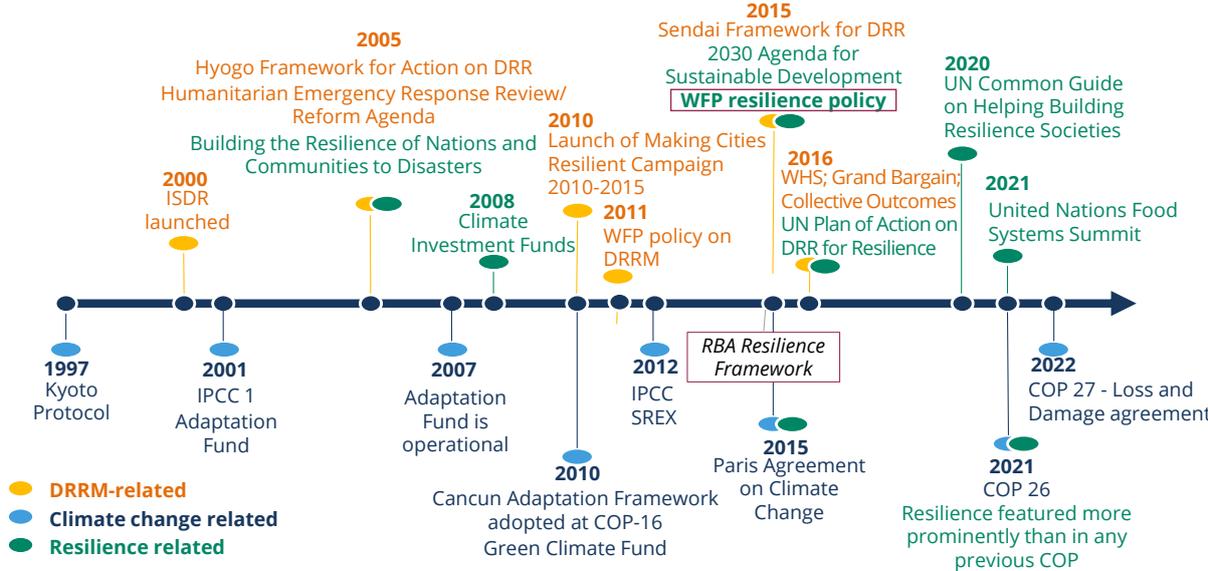
Source: Resilience, disaster risk reduction and climate change evaluation teams.

Abbreviations: COP = Conference of the Parties; DRRM = disaster risk reduction and management; IPCC = Intergovernmental Panel on Climate Change; ISDR = International Strategy for Disaster Reduction; RBA = Rome-based agency; SREX = Special Report on Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation; WHS = World Humanitarian Summit.

9.   The overarching definition of resilience used in the policy refers to "the capacity to ensure that shocks and stressors do not have long-lasting adverse development consequences".[6] This reflects both a normative condition and a return to equilibrium. Associated capacities are understood to be required before, during and after the onset of shocks and stressors. Such capacities build the ability to:

> *absorb* or resist a shock or stressor by reducing risk and buffering impact in order to sustain livelihoods and systems;

> *adapt* or respond to change through proactive and informed choices, leading to improved ability to manage risk; and

> *transform* or change the choices available through empowerment, improved governance and an enabling environment, leading to positive changes in systems, structures and livelihoods.

SUBJECT

---

[4] Food and Agriculture Organization of the United Nations, International Fund for Agricultural Development and WFP. 2015. *Strengthening resilience for food security and nutrition: A Conceptual Framework for Collaboration and Partnership among the Rome-based Agencies*.

[5] "Policy on Building Resilience for Food Security and Nutrition" (WFP/EB.A/2015/5-C). Executive Summary.

[6] This is the definition of resilience formulated by the multi-agency Resilience Measurement Technical Working Group of the Food Security Information Network.

10.	The resilience policy articulates WFP's resilience building role in food security and nutrition in pursuit of Sustainable Development Goals 2 and 17. Resilience is seen as a means of achieving and sustaining food security and nutrition in the face of shocks and stressors, in line with the conceptualization of resilience as an intermediate outcome through which high-level outcomes and long-term results (strategic objectives) are supported and achieved.

11.	In the absence of an explicit logic model or theory of change for the resilience policy, the evaluation team constructed a theory of change to map the scope of the evaluation, including the policy's underlying assumptions.[7] The theory of change helps to identify the policy's likely spheres of control, influence and interest.

---

[7] The theory of change and its related assumptions were discussed and validated by the Resilience and Food Systems Service on 6 June 2022.

Figure 2: Theory of change

Resilience policy objective

Within the scope of the WFP strategic plan, the objective of the resilience policy is **to guide WFP's efforts** in enabling the most vulnerable people to absorb, adapt and transform in the face of shocks and stressors in order to achieve sustainable food security and nutrition.

Strengthened resilience capacities

A10 A11 A12

Integrated resilience programming
Entry points for the resilience policy through a range of programming areas
Resilience lens applied throughout the programme cycle

A5 A6 A7 A8 A9

CSPs

Regional resilience strategies

A4

Headquarters normative standards and guidance

EQ2

EQ1 EQ3 EQ1

Sphere of interest

Sphere of indirect influence

Sphere of direct influence

Sphere of control

Policy implementation mechanisms

Strategic and programme planning
- Develop analysis and planning tools
- Support development of monitoring systems linking early warning to early action
- Systematically apply a resilience approach to strategy and programme formulation

Design and implementation
Prioritize:
- gender equality and women's empowerment
- disaster risk reduction as a prerequisite for sustainable development
- prevention of undernutrition to promote resilience
- climate resilience

- Increase support for social protection and safety nets
- Create productive assets and strengthen livelihoods
- Mainstream innovative practices

Enabling actions that support programming
- Increase WFP's capacity to assess and monitor resilience
- Invest in staff capacity to deliver resilience-building strategies and programmes
- Promote knowledge-sharing and learning
- Invest in evaluation to generate rigorous evidence of effectiveness and value for money
- Establish funding cycles, reporting and accountability frameworks to allow flexible, multi-year programming

Strategic partnerships A3
Foster multistakeholder and multisectoral partnerships at the country, regional and global levels with:
- local communities
- national institutions
- regional institutions
- civil-society and non-governmental organizations and
- private sector actors, research institutions and academia
- Support United Nations system-wide coherence

Financing mechanisms A2
- Support the integration of development and humanitarian financing mechanisms
- Build on the potential of important global initiatives

Resilience policy meets the criteria for policy quality in WFP A1 EQ1

Assumptions

Assumptions
A1. There is commitment and buy-in for resilience throughout WFP
A2. There is an understanding in WFP of the humanitarian–development nexus, moving away from the "continuum" approach towards integration
A3. The resilience policy positions WFP resilience programming in relation to the United Nations system (Rome-based agencies) and donors
A4. There is a clear line of sight from policy to CSP to country-level programming and support for resilience
A5. There is buy-in for and commitment to resilience from WFP partner countries partners
A6. There has been an evolution from "siloed" programming to integration
A7. Other relevant WFP policies engage directly and explicitly with the resilience policy in order to enable integrated approaches

A8. WFP staff are supported in applying other policies (nutrition, gender, school feeding) to resilience initiatives, and those policies support resilience programming, supported by the strategic plan
A9. WFP programming approaches are compatible with the systems thinking inherent to the application of a resilience lens
A10. Resilience results can be defined through the application of a resilience lens and tools such as the three-pronged approach, implementation of integrated resilience programming, and resilience objectives and related outcomes of (combinations of) programmes and activity areas
A11. Resilience programming at the country level includes the assessment of risk, including climate-related disasters and other risks
A12. Resilience programming is relevant to national government and local communities
EQ: evaluation question

Source: Resilience evaluation team.

Evaluation findings

HOW GOOD IS THE POLICY?

12.　　This section provides the evaluation team's key findings for the three evaluation questions asked.

Policy quality

13.　　Measured against established benchmarks, the resilience policy has performed well against the criteria related to the design of the policy, its relevance, its scope and its internal coherence. The evaluation found that as a guiding document the policy provides a valued and strategic high-level overview of WFP's vision for and engagement in resilience programming, with a strong focus on integrated programming. Specifically, the policy:

➢ adopts a definition of resilience that was agreed in collaboration with the other Rome-based agencies, and its conceptual framework is still used widely in resilience work;

➢ outlines the normative principles for resilience, reflecting global good practice at the time of its formulation;

➢ has been a timely and relevant first step in establishing a direction for resilience work at WFP amid the growing external prominence of such work;

➢ was developed in consultation with internal stakeholders and built on internal practice and external consultation and engagement;

➢ defines its scope related to the climate change and disaster risk reduction agendas (with direct reference to the 2011 disaster risk reduction and management policy) and delineates a broad range of contexts (humanitarian and development) and sectors (nutrition, social protection and safety nets, and disaster risk management capacity) in which resilience is important, including gender as a cross-cutting priority; and

➢ is of a quality that is comparable to the quality of the current resilience policies of the organizations selected for comparison.

14.　　The evaluation also noted the following critical gaps and weaknesses:

➢ While the policy contains a definition of resilience that was relevant at the time of its formulation, the terminology used alongside the definition is ill-defined and confusing. In addition, the policy does not define what underlies each capacity described in the definition.

➢ The policy lacks a clear theory of change that shows the pathway for policy implementation towards the intended outcomes. The policy was not accompanied by practical guidance for implementation in all programming areas, which has compromised its integrated programming ambitions.

➢ No accountability framework was presented with the policy, and roles and responsibilities for policy implementation were not assigned. The policy was not accompanied by financial or human resources for its implementation.

15.　　Overall, while the policy coheres directly with the Rome-based agency framework of 2015, it no longer articulates clearly enough WFP's "place at the table" when it comes to resilience. The lack of clear cross-institutional ownership, combined with the lack of an implementation plan, is a fundamental weakness of the policy and underlies the reported difficulties in connecting the policy to work on the ground.

Policy implementation

16.　　There is evidence of the adoption of resilience building approaches in alignment with the policy in certain regions, with, for example, regional bureaux and some country offices developing resilience strategies and theories of change that drive and guide the integration and layering of resilience programmes in the settings concerned. However, *WFP* does not provide adequate tools or frameworks for consistently supporting strategic and programme planning or applying a resilience approach programmatically, especially beyond the rural livelihoods entry point. For example, the three-pronged

approach[8] is highlighted as a key tool for applying a resilience approach in rural settings but was considered less useful in middle-income countries – where programming focuses on government capacity strengthening – or where urban settings are more prominent.

WHAT ARE THE RESULTS OF THE POLICY?

17.   The results of the policy have been assessed at four levels: the design of interventions that support resilience building under country strategic plans (CSPs) and in resilience programming; the implementation of interventions that support resilience; the contribution to improved resilience capacity (absorptive, adaptive and transformative capacity, in accordance with the policy); and adaptation and response to context.

Design

18.   There is limited evidence to suggest that CSP design is informed or driven directly by the resilience policy. However, most resilience programmes are, to some extent, aligned with at least some of the principles underlying resilience policy design. While activity-centred approaches dominate most programmatic areas, resilience-focused programming has an outcome- and systems-oriented framing. The six areas below reflect the six programmatic areas identified in the resilience policy:

> ➢ *Disaster risk reduction.* The prioritization of disaster risk reduction programming in the countries studied is apparent from the national or systems level to the community level, with some evidence demonstrating the varied roles that WFP plays in policy and systems support. Disaster risk reduction is not frequently mainstreamed as part of an integrated approach to resilience building, and approaches vary among CSPs. Disaster risk reduction is driven more by government, donor or cooperating partner interest than by a WFP resilience approach, and efforts are more systems-focused than in other areas of work such as livelihoods and asset creation.

> ➢ *Nutrition.* There is good evidence of the integration of nutrition into resilience strengthening programmes. For example, home-grown school feeding programmes are frequently leveraged as platforms for integrating school meals into food systems programming by engaging local farmers in the school feeding supply chain with a view to including more nutritious foods and building community resilience, as in Burkina Faso and the Niger. However, the potential programmatic contributions of nutrition activities to resilience outcomes are uneven within CSPs, despite some corporate-level effort to clarify the opportunities to link them. Activities for the prevention of undernutrition and nutrition outcomes were present in all CSPs analysed, but they were usually placed under their own strategic outcomes, and they were insufficiently linked to other strategic outcomes.

> ➢ *Social protection.* There are clear conceptual links between social protection and safety nets and resilience building in WFP's policy and planning work. Shock-responsive social protection is an important contributor to the building and strengthening of resilience, and guidance on the implementation of such programmes exists.[9] In some countries WFP is active in supporting host government capacity for social protection and safety nets, but internally integration, coherence and coordination between social protection and safety nets and resilience programming vary significantly.

> ➢ *Climate resilience.* WFP is developing a growing range of tools to help integrate climate-risk management into its overall programmatic approach. Such tools include climate analysis and assessment, climate services, insurance and policy or planning support, for example for the development of climate-resilient food systems and for better access to climate finance. However, challenges remain in aligning technical advice with the programmatic choices available and constraints faced at the field level.

---

[8] The three-pronged approach is an approach to designing programmes at three levels, with integrated context analysis at the national level, seasonal livelihood programming at the subnational level, and community-based participatory planning at the local level.

[9] WFP. 2021. *Shock-Responsive Social Protection in the Caribbean Handbook*.

➢ *Food assistance for assets, food assistance for training and livelihood strengthening.* These activities are often WFP's main programmatic vehicles for strengthening the resilience of beneficiaries and communities. Integrated approaches, such as those that combine financial and social inclusion activities and climate services, have shown good results, but the approach is not well adapted to all environments, such as urban and conflict settings. When applied in emergency settings, despite being aligned with resilience policy objectives and helping to create improved absorptive capacity, such interventions are not always conceptualized or systematically reported as resilience building.

➢ *Gender.* While there is evidence of gender-targeted and gender-responsive activities in resilience programming, gender-transformative approaches are not yet fully embedded, reflecting a wider pattern across WFP. However, the uptake of resilience programming has deepened the appreciation that exposure and sensitivity to, and capacity for, recovery from shocks and adaptation to change are shaped by multiple drivers of exclusion (gender norms, socioeconomic status, age and others).

Programme implementation

19.   Evidence indicates that many of the programmatic elements of resilience building highlighted in the resilience policy are understood and widely implemented in WFP. However, the continued "siloing" of work constrains the potential for integrated programming. Other key factors affecting integrated programming include the organizational culture, senior management choices, donor funding conditions, the limitations imposed by the prevailing country-level aid architecture, host government preferences and a lack of sufficiently flexible medium- and long-term funding. The improvement of the integration, layering and sequencing of WFP's actions for resilience is very much a work in progress, although there is evidence that integration is under way in some regions and countries such as the Sahel and Malawi.

20.   Common challenges to resilience programming across countries identified by the evaluation team include fragmented approaches in CSP design and the conflation of resilience with livelihoods work, which has created a lack of alignment in resilience thinking at the humanitarian–development–peace nexus. In emergency settings interventions are focused on arresting declines in the food security and nutrition status of affected communities rather than on addressing the root causes of food insecurity. However, some new CSPs, such as that for Lebanon, reflect a shift in thinking and the drawing together of disaster risk management, shock-responsive social protection and national school feeding programmes.

Contribution to improved resilience capacity

21.   The recognition and measurement of changes in resilience capacity are challenging at WFP because indicators cover several activities and have frequently changed over time. Moreover, most WFP indicators relate to absorptive capacity and there are limited indicators capturing anticipatory and transformative capacity, meaning that most of the evidence reported is in the area of absorptive capacity. Nonetheless, the number of WFP country offices reporting results on resilience has increased over time.

22.   Figure 3 maps core WFP interventions against the three specific types of resilience capacity highlighted in the policy: absorptive, adaptive and transformative.

Figure 3: Examples of WFP's interventions for enhancing resilience-related capacities

Transformative
- A combination of **programmes for smallholder farmers** when they result in livelihoods and markets that provide reliable incomes that are sufficient to prevent negative impacts from a shock (Purchase for Progress, R4 Rural Resilience Initiative, home-grown school feeding, Farm to Market Alliance).
- **Gender approaches** when they help to alter the social conditions that lead to women experiencing greater negative impacts during the preparation for, response to or recovery from shocks and when women's ability to anticipate, absorb and adapt is utilized without burdening them.
- A combination of <u>capacity-building</u> approaches when they lead to the development of a reliable government system that covers shocks eventualities and livelihood needs (WFP's capacity building for disaster work reduction; shock-responsive social protection; climate adaptation; nutrition education and food systems assessment).
- <u>Asset building</u> when the threat to a community is completely prevented (food assistance for assets).

Adaptive
- <u>Asset building</u> when it alters the nature of a shock, reducing or avoiding its impact (food assistance for assets).
- **Programmes for smallholder farmers** when they result in the diversification of crops (Purchase for Progress; conservation agriculture through the R4 Rural Resilience Initiative).
- **Programmes for smallholder farmers** when they result in the diversification of buyers (Purchase for Progress, Farm to Market Alliance).
- **Training** when it equips people with new skills that can be used to diversify incomes (food assistance for training).

Absorptive
- <u>Lean season food and cash-based support</u> when it smooths consumption patterns and reduces the use of negative coping strategies (food assistance for assets)
- **Insurance mechanisms** when they allow farmers to maintain food consumption during a drought and replenish assets used or destroyed (R4 Rural Resilience Initiative, African Risk Capacity).
- **Asset building** when it reduces the impact of a shock on a community (food assistance for assets).
- <u>Nutrition programmes</u> when they prevent serious nutrient loss during a shock or build individual's long-term physical and mental health, enabling them to absorb and deal with shocks (supplementary and complementary foods programmes to pregnant and breastfeeding mothers and children from 6 months).
- <u>School feeding</u> when it smooths consumption for children during a shock and relieves pressure on household food supply.

Source: Resilience evaluation team based on [Strategic Evaluation of WFP Support for Enhanced Resilience](), table 1.

23.   Evidence from a combination of corporate outcome and programme performance data and evaluation findings is as follows:

➢   *Absorptive capacity*. Most of the evidence available is related to absorptive capacity, although the indicators applied varied greatly among country offices. Activities showed some significant positive results, including improved consumption-based coping strategies (in South Sudan), enhanced livelihood strategies and improved resilience in the face of shocks (in Burkina Faso, Mozambique and countries in the Sahel), improved climate resilience (in Burkina Faso) and more diversified household incomes (in Zimbabwe). However, results were not always consistent, with little or no progress on food consumption scores and the livelihood-based coping strategy index in certain countries.

➢   *Adaptive capacity.* Results related to the strengthening of beneficiaries' adaptive capacity are inconclusive owing to the limited data available, the fact that some country offices did not include relevant indicators in their programme logical frameworks and inconsistent reporting. Evaluation evidence found that despite positive well-being outcomes from resilience programmes, people continued to resort to damaging coping strategies in the face of shocks and stressors, demonstrating that resilience strengthening takes time.

➢   *Transformative capacity.* Indicators and available evidence did not allow reporting on transformative capacity. Transformative capacity may best be captured through qualitative and multi-year approaches, which do not fit the current reporting frameworks, although work to address this issue is under way.

Adapting and responding to context

24.   There is strong evidence that resilience programmes are designed in response to specific circumstances. A resilience approach is applied in relevant programme design, most commonly through, for example, integrated context analysis as part of the three-pronged approach, but such analysis is done largely on an "as-needed" basis and requires dedicated resources. Some unique analysis approaches have been applied, such as the coronavirus disease 2019 (COVID-19) impact and food security assessment (in Sri Lanka), but this is not the norm.

WHAT FACTORS ACCOUNT FOR THE RESULTS OBSERVED?

25.   The evaluation identified and assessed the factors that plausibly contributed to or hindered the results derived from policy implementation.

Senior management support and corporate responsibilities and accountabilities

26.   Since the 2019 strategic evaluation of resilience much work has been done to guide the implementation of the resilience policy, with support from senior management. For example, the Livelihoods, Asset Creation and Resilience Unit's resilience team led the development of a resilience programming framework, ensuring buy-in across divisions. In 2021, the Resilience and Food Systems Service was set up[10] with the aim of integrating resilience and food systems as "federating concepts", reflecting WFP's positioning as the lead agency for the 2021 United Nations food systems summit action track on resilience building.[11] The 2022 resilient food systems framework is another promising initiative that could be used in pursuit of WFP's resilience objectives through other programmes. However, there is still work to be done in adopting a more holistic resilience approach across the organization.

Policy dissemination, staff awareness and ownership

27.   The resilience policy has informed resilience work streams and strategies developed at the regional and country levels to a limited extent. Limited dissemination has impeded ownership and frequent staff turnover at all levels of WFP has hindered progress in implementation, leading to varying points of view about whether and how the policy should be implemented at various levels of the organization.

Financial resources for implementation

28.   While funding has steadily increased since 2015, gaps in funding for resilience remain acute. As of October 2022 resilience funding represented approximately 16.2 percent of the total needs-based plan.[12] Table 1 shows the percentages of funding received per focus area from 2019 to 2022, with gaps ranging from 49 percent in 2019 to 57 percent in 2022.

TABLE 1: PERCENTAGE OF NEEDS-BASED PLANS FUNDED, BY FOCUS AREA AND YEAR, 2019–2022 (*funding gaps in parentheses*)				
Focus area	**2019**	**2020**	**2021**	**2022 (3 Nov. 2022)**
Crisis response	72 (28)	63 (34)	68 (32)	53 (47)
Resilience building	51 (49)	54 (46)	48 (52)	43 (57)
Root causes	53 (47)	56 (44)	69 (31)	42 (58)

Source: Integrated Road Map analytics, country portfolio budget resources overview (data extracted 3 November 2022).

29.   WFP faces challenges in fundraising at scale. According to key informant interviews, the robustness of the processes used to identify needs is a concern for certain donors. As a result, resilience work is funded by a limited number of donors, mainly via short-term earmarked funding streams that are not conducive to mid- to long-term resilience programming. Tight spending deadlines also cause concern.

30.   Resource availability also varies across regions. The Regional Bureau for the Middle East, Northern Africa and Eastern Europe and the Regional Bureau for Eastern Africa received the highest financial contributions in absolute terms in 2022, while the Regional Bureau for Western Africa contributed the highest proportion of its budget to resilience (26 percent) (figure 4).

---

[10] Including the Livelihoods, Asset Creation and Resilience Unit and the Food Systems and Smallholder Support Unit.

[11] WFP. 2021. *Update on WFP's engagement in the 2021 United Nations food systems summit – WFP and the food systems summit and WFP's role in action track 5*.

[12] Integrated Road Map analytics, plan and actual comparison, data up to October 2022. (Data extracted 3 October2022).

Figure 4: Total donor contributions to the resilience-building focus area, by region, from 2017 to 3 October 2022
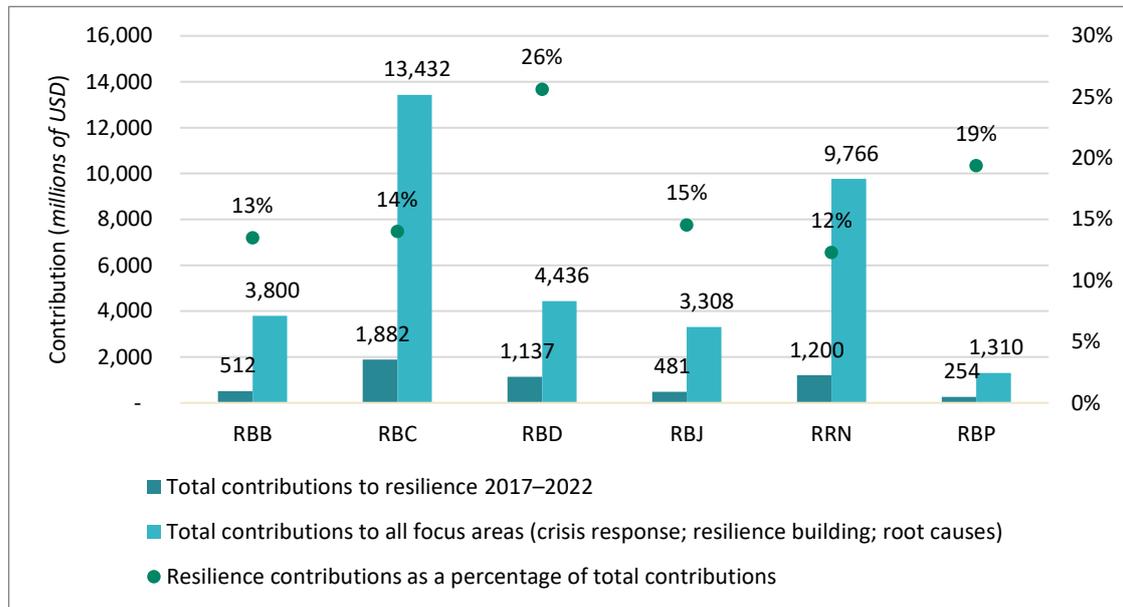
Source: WFP. 2022. Distribution donor contribution report.

Abbreviations: RBB = Regional Bureau for Asia and the Pacific; RBC = Regional Bureau for the Middle East, Northern Africa and Eastern Europe; RBD = Regional Bureau for Western Africa; RBJ = Regional Bureau for Southern Africa; RBN = Regional Bureau for Eastern Africa; RBP = Regional Bureau for Latin America and the Caribbean.

Robust results frameworks, monitoring and reporting systems

31.   WFP's corporate reporting and monitoring systems are not set up to capture resilience achievements effectively. Most indicators are designed mainly to track key activities related to food security, asset creation and other things that can reasonably be assumed to influence a household's ability to anticipate, absorb and adapt to shocks and stressors. The resilience monitoring and measurement approach[13] is expected to help facilitate specific reporting on, and performance analysis of, WFP's resilience generation under CSPs and beyond.

Human resource capacity and internal coordination mechanisms

32.   The resilience team at headquarters has been reorganized since 2020 with a view to addressing concerns related to "siloed" working and enhancing an integrated approach. In addition, resilience focal points have been appointed in individual programme divisions and units such as nutrition and social protection. The availability of programme staff with resilience expertise has also been strengthened by a recent Future International Talent pool recruitment exercise.

33.   Overall, however, the number of staff is still insufficient and it is particularly difficult to attract and recruit skilled professionals for resilience work in fragile and conflict-affected countries.

Partnerships and external drivers of change

34.   While the resilience policy has contributed to a major push towards increased Rome-based agency collaboration in some countries, such as the joint programme in the Democratic Republic of the Congo, the Niger and Somalia, there is little evidence that it has had an impact on the way in which new partnerships are designed at the country level. However, the evaluation team found that in many countries WFP was making significant efforts in that area, engaging with actors from civil society, national governments and the

---

[13] The approach draws on a 2021 review carried out by the Overseas Development Institute (*Review of Resilience-Building Indicators, Guiding WFP's Monitoring and Evaluation*) (not available online) exploring how existing qualitative and quantitative approaches to the measurement of resilience could be used more effectively.

private sector to enhance its resilience work. Examples include working with the national Government in the Niger on a large-scale, cross-sectoral initiative aimed at improving the resilience of farmers and herders with regard to climate shocks and other stressors and connecting county governments, the private sector and other partners in Kenya to insurance products for underserved markets in semi-arid regions. Other examples of Rome-based agency collaboration include the joint Sahel programme in response to the challenges of COVID-19, conflicts and climate change, which aims to contribute to the implementation of the Group of 5 Sahel strategy for development and security at the request of the governments of Burkina Faso, Chad, Mali, Mauritania, the Niger and Senegal.

Coherence between humanitarian responses and long-term development

35.   WFP is making promising progress in establishing processes for integrated programming at the humanitarian–development nexus that also support resilience programming. However, those processes are undermined by a broader corporate pattern of the continued "siloing" of work and the tendency to dichotomize humanitarian and development work and "saving lives" and "changing lives" into separate strands. The operationalization of resilience work along the humanitarian–development–peace continuum remains challenging, including with regard to peace.

Conclusions

36.   **Conclusion 1: While a resilience policy is highly relevant to WFP's mandate, the current policy no longer fulfils its role in positioning WFP in the resilience landscape. The policy should be updated for greater conceptual clarity and clearer links with internal and external policy instruments.**

37.   The current policy reflects the key resilience concepts and priorities at the time of its formulation. It has served to position WFP in the resilience landscape at a time when the importance of resilience work in humanitarian and development programming has been recognized and such work has assumed a prominent role. While the concepts contained in the policy remain relevant today, the policy lacks clear terminology, does not fully reflect prevailing programmatic practice within WFP and does not embrace the full spectrum of current needs, such as those arising in conflict zones or in urbanization.

38.   Crucially, the lack of a clearly articulated role for resilience in food security is causing confusion. The policy is being interpreted in vastly different ways by different stakeholders, resulting in a lack of both internal and external coherence and raising questions about WFP's added value in resilience work, particularly in the humanitarian sphere. Since the last strategic evaluation of resilience, a concerted effort to improve resilience programming has been made, particularly in the livelihoods area. However, that engagement has not been driven by a shared corporate understanding of WFP's role in resilience.

39.   The evaluation finds that the resilience policy is no longer fulfilling its role in positioning WFP in the resilience landscape (see recommendation 1). WFP needs to articulate its contribution and added value in resilience work in the light of its overall mandate, in particular as regards the role of resilience in the saving lives and changing lives agenda.

40.   **Conclusion 2: The lack of an accountability framework, including roles and responsibilities and a clear performance assessment framework, has impeded the policy's systematic uptake across WFP**. A lack of clear, cross-institutional ownership over time, combined with the lack of an implementation plan, are fundamental weaknesses of the policy and underlie difficulties in connecting it to work on the ground. This is compounded by the absence of a theory of change. The absence of a road map and accountability framework with clearly assigned responsibility for policy implementation means that there has been no clear champion working consistently across programming areas and no development of the structures and frameworks needed for cross-organizational policy implementation (see recommendations 1 and 2).

41.   **Conclusion 3: Increasing support in all programming areas to facilitate achievement of resilience objectives will help WFP to play a more effective and enabling role at the humanitarian–development–peace nexus.** As humanitarian needs become increasingly complex and protracted, the demands placed on WFP are on the rise. The need to reduce household and community reliance on humanitarian assistance requires WFP to articulate clearer and more diverse pathways to greater resilience. However, the scale of resilience-related programming remains very small relative to WFP's humanitarian caseload. The degree to which resilience is integrated into WFP programming and engagement with partners has scope for improvement (see recommendation 2).

42.   Across the spectrum of WFP's partners there are various opinions on the organization's role in resilience building. In part this reflects a general lack of clarity, and some misunderstanding of, WFP's role and results. Concerns regarding WFP's role distract from the overwhelming need to implement the organizational changes, improvements in capacity and means of integration recommended in previous evaluations. Defining the relation of resilience to the nexus, clarifying to various partners WFP's comparative advantage and its role as an enabler in delivering long-term support, improving results and scaling up resilience programming are the most effective immediate means of addressing those concerns (see recommendations 1, 3 and 5).

43.   **Conclusion 4: To ensure resilience outcomes, there is need for support and guidance that facilitate policy implementation through integrated programming.** The policy was intended to allow various interpretations and flexibility and to avoid the prescription of a single pathway to the achievement of resilience. In practice, however, support for resilience programming is much stronger in livelihoods and asset creation activities than in other areas of WFP's work, creating the risk of those activities being considered synonymous with resilience to the exclusion of other programme areas. Other programme areas need explicit guidance on resilience in order to ensure integrated programming. The 2022 resilient food systems framework potentially identifies a range of entry points and pathways for WFP's contributions to resilience strengthening, emphasizing integration, but it has yet to be rolled out (see recommendations 1 and 2).

44.   **Conclusion 5: WFP has achieved some consistent outcomes in absorptive capacity. However, evidence of the organization's contribution to other resilience-related capacity has yet to be fully demonstrated.** An analysis of results finds the strongest gains in the strengthening of absorptive capacity, such as through lean season-responsive food assistance for assets, social protection and school feeding. Achievements in those areas are enhanced by the scale of certain programmes that seek to build resilience to shocks and stressors over the long term. There is limited evidence of WFP's contributions to the building of adaptive capacity for resilience, and no evidence that transformative capacity has been generated (see recommendation 4). The building of adaptive and transformative capacity requires layered and sequenced activities at various levels (individual, community, institutional, etc.). In the face of climate-related shocks and stressors, WFP needs, in particular, resilience and climate change policies that complement each other.

45.   **Conclusion 6: Practical support and funding are needed for the consistent integration of gender and social inclusion objectives, analysis and strategies into resilience programming if the policy's transformative potential is to be achieved**. Despite individual staff members' recognition of differentiated vulnerabilities to shocks and stressors, there has been no comprehensive approach to gender-responsive or gender-transformative resilience programming. Action on gender tends to be interpreted as targeting women, and social inclusion is relatively neglected. Specific guidance, tools and approaches are needed to integrate gender equality, the empowerment of women and other social inclusion objectives into resilience programmes, including by linking gender to transformative capacity (see recommendation 1).

46.   **Conclusion 7: Current monitoring and reporting frameworks do not adequately support the measurement of resilience results and WFP's contribution to them, although improvements are under way.** Pressure to demonstrate WFP's contribution to resilience, and challenges inherent in the tracking and measurement of resilience outcomes, have led to a focus on activities and the use of indicators that are unsuited to tracking progress over time. As a result, there is a risk that such as those in social protection, nutrition and capacity building for national governments go uncaptured. This compounds the challenge of clarifying WFP's role in engaging in resilience as part of its food security mandate. A clear conceptual framework for and measures of resilience, and a monitoring system that tracks progress towards resilience outcomes have been developed and piloted but have yet to be operationalized (see recommendation 4).

47.   **Conclusion 8: To truly embrace a resilience agenda WFP needs to reconsider its organizational structures, human resources, funding and partnership strategies.** The commitment of individual WFP staff members at all levels drives WFP's support for resilience. Sustaining resilience capacity in the long term requires core budget support. Guidance and support for resilience programming come largely from the livelihoods staff cadre, and resilience needs to benefit from similar attention in all programming areas. Resilience programming is also undermined by external factors such as the competing priorities of governments and other partners, especially where there are funding shortfalls for emergency response (see recommendations 2, 3 and 5).

48.   **Conclusion 9: The lack of long-term and multi-year funding sources constrains progress in resilience building.** While the leveraging of humanitarian funding can offer an interim solution, forward planning is required to ensure that medium-term programming and funding intentions are aligned. WFP resilience programming has been over-reliant on a single major donor for multi-year funding. WFP concerns regarding the lack of high-quality funding for resilience are justified – funding tends to be not only short-term, but also earmarked and often unpredictable. Given the well-established evidence of the importance of multi-year funding and long timeframes for the strengthening of resilience, an increase in flexible multi-year funding is required for WFP to be able to deliver results (see recommendation 5). At the same time, WFP should continue to maximize the potential flexibility of some short-term, often humanitarian, funding that is already contributing to resilience outcomes.

Recommendations

49.   The evaluation team made five main recommendations, each with several sub-recommendations. In light of the interconnectedness of the concepts of resilience, disaster risk reduction and management, and climate change, the parallel timing of the related evaluations and certain common aspects of the recommendations from the present evaluation and that of the disaster risk reduction and management and climate change policies, WFP management is encouraged to consider the recommendations of all three policies side-by-side in order to capitalize on synergies.

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
1	**WFP should update the resilience policy to reflect changes in the context since 2015, refine the definition of resilience and clarify terminology.**	Strategic	Resilience and Food Systems Service (PROR)	Deputy Executive Director, Programme and Policy Development Department, and a committee composed of the Livelihoods, Asset Creation and Resilience Unit, Food Systems and Smallholder Support Unit, Climate and Disaster Risk Reduction Programmes Service (PROC), Social Protection Unit (PROS), Emergencies and Transitions Service (PROP), Technical Assistance and Country Capacity Strengthening Service (PROT), Nutrition Division (NUT), Research, Assessment and Monitoring Division (RAM), Gender Equality Office (GEN), Emergency Operations Division (EME), School-based Programmes Division (SBP) and regional bureaux	High	Second quarter of 2025
1.1	To inform the update of the policy, WFP should clearly articulate and institutionalize an organization-wide definition of resilience as an intermediate outcome, highlighting the importance of integrated resilience programming in the journey towards that outcome, and the role of resilience at the humanitarian–development–peace nexus. This work should be supported by a theory of change for the policy.	Strategic	PROR	As above	High	Third quarter of 2024

1.2	Make the gender and social inclusion dimensions explicit in the revised policy and its supporting costed implementation plan, emphasizing a clear articulation of what the transformative capacity included in the resilience definition and the WFP gender policy mean to WFP.	Strategic	PROR	As above	High	Third quarter of 2024
1.3	To operationalize the policy, WFP should, in a consultative, coordinated manner, develop a costed implementation plan that describes how the updated resilience policy will be rolled out across the organization. The plan should include a clear definition of roles and responsibilities across WFP and an estimation of the human resources required to roll out the policy. This will help to ensure comprehensive attention in all programming areas and coherence with future country strategic plans, and will guide the effective identification of resourcing and capacity needs.	Strategic	PROR	As above	High	Second quarter of 2025
2	**Promote a culture of shared ownership of integrated resilience programming, with particular emphasis on rolling out the forthcoming resilience guidance and ensuring coherent and consistent design and operationalization throughout WFP.**	Operational	PROR	PROC, PROS, PROT, NUT, RAM, GEN, PROP, EME, SBP, regional bureaux, country offices	High	Fourth quarter of 2025
2.1	Define the role that the Resilience and Food Systems Service (and other resilience staff in regional bureaux and country offices) will play in supporting other units of WFP at headquarters, regional bureaux and country offices.	Operational	PROR	As above	High	Fourth quarter of 2024

2.2	Ensure that any forthcoming Resilience and Food Systems Service resilience guidance explains how resilience programming should be integrated across relevant strategic outcomes and support units in the Programme and Policy Development Department developing messaging on resilience for coherent design and operationalization throughout the organization.	Operational	PROR	As above	High	Second quarter of 2024
2.3	Widely disseminate any forthcoming guidance to staff across the organization.	Operational	PROR	As above	High	Fourth quarter of 2025
3	**Drawing from the recent policy and programme strategic workforce planning exercise, prioritize and implement a set of actions that will ensure that sufficient staffing, capacity and skills are in place at the global, regional and country office levels and across functional areas in line with the requirements of the updated resilience policy.**	Operational	Programme – Humanitarian and Development Division (PRO)	Human Resources Division (HRM), regional bureaux	High	Fourth quarter 2025
3.1	At the headquarters level, ensure that an adequate number of staff members focused on resilience are in place. At the regional and country office levels advocate increases in the number of resilience building staff.	Operational	PRO	HRM, PROR, PROC, PROS, PROT, NUT, RAM, GEN, PROP, EME, SBP, Partnerships and Advocacy Department (PA), regional bureaux	High	Fourth quarter 2025
3.2	Identify and address the organizational learning needs of relevant staff across the organization so as to improve staff capacity and subsequently improve the design and implementation of resilience building programmes.	Operational	PRO	As above	Medium	Second quarter 2025

3.3	Review the contract types of staff and assess rotation requirements with a view to fostering the retention of people with appropriate and adequate skills in specialist positions.	Operational	Programme and Policy Development Department staffing coordinator	HRM, PRO, regional bureaux	High	Third quarter 2024
4	**Prioritize and advocate resources for resilience monitoring measurement and learning from WFP-supported resilience-focused interventions.**	Operational	PROR	RAM, Corporate Planning and Performance Division, regional bureaux, Office of Evaluation	Medium	Fourth quarter of 2025
4.1	Advocate resources and roll out the corporate resilience monitoring and measurement approach across country programmes in order to support the effective capture of and reporting on resilience results.	Operational	PROR	RAM	Medium	Second quarter of 2024
4.2	Continue to work to include resilience indicators in the corporate results framework, further develop resilience monitoring and measurement at all levels of WFP and assign accountability for reporting on progress towards resilience outcomes, in collaboration with other units.	Operational	PROR	Corporate Planning and Performance Division, RAM	Medium	Second quarter of 2024
4.3	Ensure that approaches to generating evidence and fostering learning on resilience draw from both qualitative and quantitative monitoring and analysis and reporting.	Operational	PROR	RAM	Medium	Second quarter of 2024
4.4	Develop evaluation guidance on how resilience can be integrated into centralized and decentralized evaluations. In particular, WFP should ensure that the framework for and guidance on evaluations of country strategic plans incorporate clear guidance on the assessment of WFP's resilience outcomes.	Operational	Office of Evaluation	PROR	Medium	Second quarter of 2024

4.5	Synthesize the evidence on what works, how and why in various settings in order to boost the evidence base for resilience programming in WFP. Particular emphasis should be placed on the evidence on conflict and protracted crises that is critical in addressing evidence gaps at the humanitarian–development–peace nexus.	Operational	PROR	RAM	Medium	Fourth quarter 2025
5	**Take steps to increase access to more diversified and multi-year funding for resilience programming through resource mobilization, advocacy and partnerships built on a clear articulation of WFP's role in resilience. This should be done in close coordination with similar efforts undertaken for disaster risk reduction and management and climate change programming.**	Operational	PA (Public Partnerships and Resourcing Division (PPR), Strategic Partnerships Division (STR), and Private Partnerships and Fundraising Division (PPF))	(PROR, Communications, Advocacy and Marketing Division, regional bureaux)	Medium	Fourth quarter of 2025
5.1	Based on sub-recommendation 1.1, develop consistent messages for fundraising (the benefits of various resilience investments and the role of food security and nutrition in resilience building), partnerships and advocacy purposes, working with multiple stakeholders, including other United Nation entities and the global resilience community.	Operational	PROR	PA (PPR, STR, PPF), Communications, Advocacy and Marketing Division	Medium	Third quarter of 2024

5.2	Map the financing priorities and funding streams related to various components of the integrated resilience concept, the access modalities and thematic and geographic interests of donors and strategic partners (public and private), along with relevant events. Communicate the results with relevant headquarters units, regional bureaux and country offices with a view to guiding resource mobilization for resilience programming. This work will build on the partnership action plans developed by country offices and supported by regional bureaux and headquarters.	Operational	PA (PPR, STR, PPF)	PROR	Medium	First quarter of 2024
5.3	Depending on the circumstances, increase effective engagement with partners actively engaged in resilience building (other United Nations entities, international financial institutions, governments, civil society organizations, the private sector, academic institutions, donors, etc.) with a view to identifying and capitalizing on opportunities, for instance on joint programming.	Operational	PROR	PA (PPR, STR, PPF)	Medium	Fourth quarter of 2025

1. Introduction

1.1. EVALUATION FEATURES

1.   **Objectives:** The evaluation addresses the dual objectives of learning and accountability[14]. In terms of accountability, the evaluation assesses the quality of the resilience policy and the results achieved in relation to the policy's objectives, paying attention to any guidance and activities rolled out as part of its implementation since the policy was approved in 2015. The learning element of the evaluation focuses on how and why change has happened resulting from the policy, in order to draw lessons for ongoing implementation and future development of new policies or strategies for implementing WFP's resilience agenda. The evaluation also assesses the policy from a GEWE and inclusion perspective. .

2.   The evaluation builds on the formative Strategic Evaluation of WFP Support for Enhanced Resilience (SE Resilience 2019). It is also relevant and complementary to the ongoing evaluation of WFP's Policy on Disaster Risk Reduction and Management – Building Food Security and Resilience (2011) and WFP's Climate Change Policy (2017).

3.   **Scope:** The evaluation focuses primarily on assessing the quality of the policy and its implementation mechanisms, including guidance, tools, technical capacity and resourcing (EQ1). The evaluation also assesses results achieved through the policy's implementation (EQ2) and the contexts in which they occurred, focusing on documented results and whether these can be attributed to the policy (extent of contribution, if any), from 2015 to October 2022, emphasizing the period 2017–2022. The evaluation uses the SE Resilience (2019) where appropriate, as a baseline for further analysis of what has enabled or hindered results achieved through the policy (EQ3).

4.   **Stakeholders and Intended users:** The evaluation informs stakeholders across all WFP divisions and units at headquarters (HQ), regional bureaux (RBs), country offices (COs) and field offices, as well as its partners, members of the EB and donors. Key primary users are: (i) the Programme – Humanitarian & Development Division (PRO), which comprises the Resilience and Food Systems Service (PROR) team as de facto owners of the policy and specifically the Livelihoods, Asset Creation and Resilience Unit (PROR-L); (ii) the Gender Office (GEN), the Nutrition Division (NUT), School-Based Programmes (SBP), the Social Protection Unit (PROS) and the Climate and Disaster Risk Reduction Programmes Unit (PROC), Country Capacity Strengthening Team (PRO-T), Research, Assessment and Monitoring Division (RAM), the Emergency and Transitions Unit (PROP), as the resilience policy establishes clear programmatic links for each of these units as well as Corporate Planning and Performance Division (CPP); (iii) regional bureaux and country offices, key in developing and implementing resilience portfolios at country and regional level; (iv) the WFP EB and senior management, including the Oversight and Policy Committee and the policy cycle task force, as they contribute to shaping WFP's resilience discourse, policy development and positioning within the global food and nutrition governance system. Secondary users include host governments and local authorities, civil society organizations and local community organizations/leaders in their roles as WFP partners and participants in WFP resilience programming; donor governments; and international research institutes driving the resilience agenda.

5.   **Timing and duration of fieldwork:**[15] The main data collection phase for the evaluation took place between July and September 2022. Key informant interviews (KIIs) were conducted by the evaluation team at headquarters, regional and country levels, engaging relevant people from the stakeholder mapping and others identified as relevant to the evaluation activities. Six country field missions were conducted, in: Lebanon, Burkina Faso, Madagascar, Mozambique, South Sudan and Honduras. These were led by core evaluation team members working with in-country experts responsible for supporting the team with data collection and analysis. Six desk reviews were carried out, in: Sri Lanka, Pakistan, Yemen, the Niger, Malawi

---

[14] See TOR in Annex I.
[15] See Annex II Evaluation Timeline.

and Kenya. Four desk studies were carried out as desk review 'plus', supplemented with up to four remote KIIs with WFP employees and external actors.[16]

1.2 CONTEXT

6.   Resilience is considered in global policy agendas and frameworks as a critical step towards achieving the 2030 Agenda for Sustainable Development[17] and the Sustaining Peace Agenda.[18] A number of global milestones in resilience prior to 2015 set the scene for resilience policy development, notably the 2005 United Nations Hyogo Framework for Action (HFA 2005–2015) and the establishment of the Climate Investment Funds (CIF) in 2008. Growing research and evidence centring around adaptation, risk reduction, adaptive social protection and resilience in the face of growing shocks and stressors accompanied an increase in resilience programming, which meant that by 2015 resilience 'discourse' was high on the agenda. Since 2015, the continued prominence of resilience is reflected in a number of external milestones (Box 1 below).

7.   Strengthening resilience to support people's wellbeing in the face of multifaceted threats has become a priority across development and humanitarian programming, especially in a global context of increased frequency and intensity of shocks and stressors and occurrence of protracted crises. Resilience is seen to be a crucial element in tackling the often-structural vulnerabilities that make people susceptible to the impacts of shocks and stressors. As use of the resilience concept has grown in development, the focus on measuring resilience has also increased.

8.   In April 2015 the Food and Agriculture Organization (FAO), the International Fund for Agricultural Development (IFAD) and WFP finalized the first joint resilience framework – Strengthening resilience for food security and nutrition: A Conceptual Framework for Collaboration and Partnership among the Rome-based agencies (RBAs).[19]

9.   Against this backdrop, the intention behind the resilience policy in 2015 was to position WFP externally with respect to WFP's vision on resilience-building and resilience programming and what resilience means for WFP's operations.[20] WFP employees also suggested there was an intention to set out a common understanding and a common approach towards resilience that would contribute to coherence within and across the organization: contextualizing resilience in the realms of food security and nutrition, with resilience as a means to an end (an intermediate outcome) and not an end in itself. Resilience is seen to be very much a key component in ending hunger and directly contributing to Sustainable Development Goal (SDG) 2, as well as in orienting WFP towards a forward-looking position.

---

[16] Key informant interviews were not p
ossible in Sri Lanka and Pakistan due to contextual challenges at the time of data collection, so these desk studies are based on document review only.
[17] United Nations. 2020. UN Common Guidance on helping Build Resilient Societies. p.18.
[18] UN. 2022. Peacebuilding and sustaining peace - Report of the Secretary-General (A/76/668–S/2022/66)
[19] FAO, IFAD and WFP. 2015. Strengthening resilience for food security and nutrition: A Conceptual Framework for Collaboration and Partnership among the Rome-based Agencies. p.1. Individual countries e.g., Somalia (2011) and Uganda (Karamoja, proposed in 2013) had joint resilience frameworks predating this publication.
[20] Inception phase interviews.

Box 1: External milestones relevant to the resilience policy

Important global external milestones relevant to the resilience policy include:

- The 2015 Paris Agreement, adopted at COP21, establishing a global goal on adaptation – enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change. The Paris Agreement also catalysed a push by donors towards resilience measurement efforts.

- The 2030 Agenda for Sustainable Development, adopted in 2015 by the General Assembly, identifying resilience as a multidimensional challenge and a cross-cutting issue that will impact progress towards the SDGs.

- The United Nations 2015–2030 Sendai Framework for Disaster Risk Reduction (DRR) was adopted at the Third United Nations World Conference in Sendai, Japan, on 18 March 2015. Resilience was identified as a priority area for DRR investments.

- The World Humanitarian Summit (WHS) 2016 emphasized the integration of humanitarian, development and peace-building efforts (humanitarian-development-peace nexus). United Nations system organizations were called on to integrate risk assessment into the design and planning of their work, thus strengthening long-term resilience through normative and operational activities.

- The 2018 United Nation Security Council Resolution 2417, recognizing the clear links between food insecurity and conflict.

- The 2020 Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC) recommendation on the Humanitarian-Development-Peace Nexus, aiming to increase effectiveness in fragile and conflict-affected settings.

- WFP's 2020 Nobel Peace Prize award, for its contribution to peace and food security in conflict-affected areas.

- The 2020 United Nations Common Guide on Helping Build Resilient Societies highlighted the need for United Nations efforts to take transformative actions and for humanitarian, development and peace-building efforts to work together towards building resilient societies.

- The Race to Resilience global campaign at COP26 in 2021 meant adaptation and resilience featured more prominently than in any previous Conference of the Parties (COP) in both the formal negotiations and in the campaign demands of non-state actors.

- The United Nations Food Systems Summit (2021), which was intended to transform the way the world produces, consumes, manages and thinks about food, with a push towards resilient food systems.

Source: Evaluation team elaboration

10.   The resilience policy spans three Strategic Plans (SPs): 2014–2017; 2017–2021;[21] and 2022–2025.[22] The policy's executive summary refers to resilience as an '*overarching theme*'.[23] It builds explicitly on the 2011 Policy on Disaster Risk Reduction and Management: Building Food Security and Resilience. This aims to build resilience and capacity through managing and reducing disaster risk connected with climate change, strongly focused on anticipatory capacity. The Climate Change Policy (2017) also articulates WFP's

---

[21] The CRF 2017-2021 includes resilience-related Strategic Objectives under SO1 (End hunger by protecting access to food) Strategic Result 1 (Everyone has access to food) SO3 (Achieve Food Security) Strategic Results 3 and 4, (Smallholders have improved food security and nutrition through improved productivity and incomes; Food systems are sustainable), SO 5 (Partner for SDG results), and Strategic Result 7 (Developing countries access a range of financial resources for development investment).

[22] In the Strategic Plan 2022-2025, Outcome 3 - People have improved and sustainable livelihoods - focuses most on resilience, with some relevance in Outcome 2: People have better nutrition, health and education outcomes.

[23] WFP. 2015. Policy on Building Resilience for food Security and Nutrition (WFP/EB.A/2015/5-C). Executive Summary

position on resilience, laying out how WFP supports the most vulnerable food-insecure communities and governments to build their resilience and capacities to address the impact of climate change on hunger.

The Nutrition Policy (2017) links nutrition interventions to resilience outcomes and vice versa, while the School Feeding policy (2015–2020) explicitly calls for linking school feeding (SF) to community development, asset creation and resilience initiatives. The recent WFP Gender Policy 2022 also mentions resilience and climate resilience as enablers of equitable access to and control over the means to achieve food and nutrition security and of enhancing the economic empowerment of women and girls. WFP's 2021 Strategy for Support to Social Protection highlights social protection's role in building resilience, reinforcing this area of programming as an important entry point. It highlights resilience as one of two key priorities: 'supporting improvements to social protection for resilience-building, and also for responding in contexts of disruption. By building resilience we may reduce the scale of humanitarian needs, making efficient use of our resources for emergencies by not having to "save the same lives over and over again". And when a shock hits, social protection can be a central response'.[24] The Local and Regional Food Procurement Policy (2019) is also closely connected to resilience, with sustainable procurement a relevant entry point to build resilience among vulnerable value chain actors.

11.   CSPs are a key framework for resilience policy implementation. The WFP Policy on Country Strategic Plans (2016)[25] sets out a programmatic framework to support country office portfolio coherence. Strategic outcomes are formulated at country level and framed around focus areas – crisis response, resilience building and root causes, aligning with the Corporate Results Framework (CRF). The CSP policy explicitly mentions the need to: (i) examine all aspects of the programme cycle through a resilience lens; and (ii) ensure activities contribute to resilience-building.

12.   The overarching definition of resilience used in the policy refers to 'the capacity to ensure that shocks and stressors do not have long-lasting adverse development consequences'.[26] This reflects both a normative condition and a return to equilibrium. The definition is further expanded to encompass absorptive and adaptive capacities and transformation (Box 2). This conceptual framework is used widely in the resilience field.

---

[24] WFP. 2021. Strategy for Support to Social Protection, p. III.
[25] 'WFP Policy on Country Strategic Plans' (WFP/EB.2/2016/4-C/1/Rev.1*).
[26] This is the definition of resilience formulated by the multi-agency Resilience Measurement Technical Working Group of the Food Security Information Network (FSIN).

Box 2: Resilience definition in the policy

> The WFP resilience policy outlines a definition of resilience as '*the capacity to ensure that shocks and stressors do not have long-lasting adverse development consequences.*'
>
> Associated capacities are understood to be required before, during and after the onset of shocks and stressors and to build the ability to:
>
> **Absorb:** resist a shock or stressor by reducing risk and buffering impact, to sustain livelihoods and systems.
>
> **Adapt:** respond to change through proactive and informed choices, leading to improved ability to manage risk.
>
> **Transform:** change the choices available through empowerment, improved governance and an enabling environment, leading to positive changes in systems, structures and livelihoods.
>
> The policy stipulates that '*as a set of capacities, resilience is not an end objective, but rather a means* [intermediate outcome] *to achieving and sustaining desired well-being outcomes in the face of shocks and stressors. For WFP, the targeted outcomes relate to food security and nutrition.*'
>
> Further, the resilience policy points to growing consensus that resilience interventions should be multi-level and systems-based, multisector, multistakeholder and context-specific, adopting these elements within the policy.
>
> *Source: 'Policy on Building Resilience for Food Security and Nutrition' (WFP/EB.A/2015/5-C).*

13.   Box 3 sets out the evaluation team's understanding of terms used in the resilience policy and in WFP, including 'integrated resilience programming', used as the basis for questions during data collection.

Box 3: Key terms in the resilience policy

> **Resilience building approach:** an overarching term for the way in which strategies and programmes are conceived, with resilience at the centre of the programme cycle. A resilience approach is about *how* programmes and strategies are designed, implemented and managed, to strengthen absorptive, adaptive and transformative capacities to ("long-lasting") adverse consequences of specific shocks and stressors – for example by applying a resilience lens and/or through integrated resilience programming. A resilience-building approach to programming helps to mitigate the damaging effects of shocks and stressors before, during and after crises, thereby minimizing human suffering and economic loss.
>
> **Resilience lens:** systematic analysis of the determinants of resilience (absorptive, adaptive and transformative capacities) in all aspects of the programme cycle. The policy cites the three-pronged approach (3PA) as an example of applying a resilience lens to programme design, with its focus on multilevel analysis and planning.
>
> **Integrated resilience programming:** In WFP, integrated resilience programming is where a combination of WFP's (and partners') interventions contribute to building resilience to context-specific shocks and stressors. These programme approaches include interventions from across WFP's activity categories to build resilience capacities and address vulnerabilities at individual, household, community, institution and/or system levels.
>
> Such programmes explicitly aim to build resilience capacities as the desired outcome of programme activities. In line with the resilience policy, integrated programming means that interventions should be multilevel (that is, individual, household, community, and government), system-based, multi-sector, multi-stakeholder and context-specific. This determines how cross-sectoral actions can be best layered, integrated and sequenced with national government strategies and partner-supported programmes.
>
> *Source: Evaluation Team, drawing on WFP Resilience Policy and WFP RBBP Resilience Toolkit Module A-E Testing version July 2021*

1.3 SUBJECT BEING EVALUATED

14.   **About the policy:** WFP's Policy on Building Resilience for Food Security and Nutrition provides the normative framework for WFP's work on resilience, articulating the resilience-building role of WFP centred around food security and nutrition, in pursuance of SDG2 and SDG17.[27] Resilience is seen as a means to achieve and sustain food security and nutrition in the face of shocks and stressors, in line with conceptualizing resilience as a capacity and an intermediate outcome and mechanism through which higher-level outcomes and longer-term results (strategic objectives) are supported and achieved.

15.   **Theory of change (ToC):** There is no explicit logic model or ToC for the resilience policy. However, it defines an overall policy aim, outlines principles for WFP engagement and indicates expected types of WFP activities in support of country-led resilience-building efforts. Other indications of WFP's consideration of resilience are provided in guidance documents and publications related to resilience produced after the policy was approved, including the 2019 SE Resilience.

16.   The evaluation team constructed an evaluation ToC for the policy to map the scope of the evaluation, including underlying assumptions, which was validated by the Resilience Team in WFP's Programmes Division (PRO-R). It is an evaluative tool rather than a ToC for resilience programming throughout the organization.[28] It draws on the policy content and related documentation, as well as interviews, three ToC group discussions held during the inception missions with Malawi, Bangladesh and Cox's Bazar, and a consultation/validation session with PROR-L.[29] It sets out the evaluation team's understanding of the policy, how it might contribute to results and underlying assumptions (see Annex IV). The underlying activities and processes embodied in the policy were mapped into an overall picture of how and why the policy is expected to lead to change. The ToC also helps to identify the policy's likely spheres of control, influence and interest, to define and refine the scope and focus of the evaluation and indicators of progress.

---

[27] The WFP Strategic Plans (2017–2021; and 2022–2026) further outline the indirect contribution to a wide range of SDGs (including 1, 5, 6, 13 and 16, among others).

[28] A resilience conceptual model and a set of resilience ToCs for WFP's resilience programming work (as opposed to the overarching policy) have been developed and included in the Resilience Toolkit (testing version) as a first step to respond to the 2019 SE Resilience and the synthesis on ODI. 2021. *Guiding resilience measurement in WFP's monitoring and evaluation*. This series of programmatic theories of change goes from programmatic activity to resilience outcomes (capacities), whereas the policy theory of change begins before this, starting at policy level and explicitly linking to normative frameworks and guidance and CSPs, with programmatic activities-to-outcomes effectively nested in the 'top' end of the policy ToC.

[29] The purpose of this session (held on 6 June 2022) was to discuss and validate the ToC and related assumptions.

Figure 1: Theory of Change

Figure 1: Theory of Change

Resilience Policy Objective

Within the scope of the WFP Strategic Plan, the objective of the Resilience Policy is **to guide WFP's efforts** in enabling the most vulnerable people to absorb, adapt, and transform in the face of shocks and stressors in order to achieve sustainable food security and nutrition.

Strengthened Resilience Capacities

Sphere of interest

A10 A11 A12

Integrated Resilience Programming
Entry points for the resilience policy through range of programming areas
Resilience lens applied through programme cycle

Sphere of indirect influence

A5 A6 A7 A8 A9

CSPs

Sphere of direct influence

Regional Resilience Strategies

EQ2

A4

HQ normative standards and guidance

Sphere of control

EQ3

EQ1

Policy Implementation Mechanisms

Strategic and programme planning	Design and implementation	Enabling actions to support programming	Strategic Partnerships	Financing mechanisms

A3 (Strategic Partnerships)   A2 (Financing mechanisms)

EQ1

Strategic and programme planning
- Develop analysis and planning tools
- Support development of monitoring systems linking early warning with early action
- Systematically apply a resilience approach to strategy and programme formulation

Design and implementation
- Prioritize: Gender equality and women's empowerment
- Disaster risk reduction as a prerequisite for sustainable development
- Prevention of undernutrition to promote resilience
- Climate resilience
- Increase support to social protection and safety nets.
- Create productive assets and strengthen livelihoods
- Mainstream innovative practices

Enabling actions to support programming
- Increase WFP's capacity to assess and monitor resilience
- Invest in staff capacity to deliver resilience-building strategies and programmes
- Promote knowledge-sharing and learning.
- Invest in evaluation to generate rigorous evidence of effectiveness and value for money.
- Establish funding cycles, reporting and accountability frameworks to allow for flexible, multiyear programming

Strategic Partnerships
- Foster multistakeholder and multisectoral partnerships at the country, regional and global levels with:
  - local communities
  - national institutions
  - regional institutions
  - civil society and NGOs
  - private-sector actors
  - research institutions / academia
- Support United Nations system-wide coherence

Financing mechanisms
- Support the integration of development and humanitarian financing mechanisms
- Build on the potential of important global initiatives

Resilience policy meets the criteria for policy quality in WFP   A1   EQ1

EQ3

Assumptions

A1. There is commitment and buy in to resilience across WFP
A2. There is an understanding in WFP of the humanitarian-development nexus, moving away from the 'continuum' approach towards integration
A3. The Resilience Policy positions WFP Resilience programming vis-à-vis United Nations system (RBAs) and donors
A4. There is a clear line of sight from policy to CSP to country-level programming and support to resilience
A5. There is buy in/commitment to resilience by WFP country partners
A6. There has been an evolution from 'siloed' programming to more integration
A7. Other relevant WFP policies engage directly and explicitly with the resilience policy to enable integrated approaches

A8. WFP staff are supported to apply other policies (nutrition, gender, school feeding) to resilience initiatives, and these policies support resilience programming, supported by the Strategic Plan
A9. WFP programming approaches are compatible with systems thinking inherent in applying a resilience lens
A10. Resilience results can be defined through application of a resilience lens and tools such as 3PA, implementation of integrated resilience programming, and resilience objectives and related outcomes of (combinations of) programmes and activity areas
A11. Resilience programming at country level includes assessments of risk, including climate-related disasters and other risks
A12. Resilience programming is relevant to national government and local communities

17.	**Summary of implementation measures:** The SE Resilience (2019) represents a pivotal moment in resilience policy implementation, with many steps taken at HQ level in direct response to recommendations

made in the SE Resilience. However, several have not yet been systematically implemented, for example because they are still being piloted or are in draft form. The 'Resilience-Building Blocks' pilot project, co-funded by the German Federal Ministry for Economic Cooperation and Development (BMZ) and initiated in response to the SE Resilience 2019, enabled several recommendations – particularly Recommendation 5: consolidate performance measurement data from resilience-related initiatives – to be advanced. Its overall aim is to establish a coherent framework to advance a resilience-enhancing agenda, from concept to integrated programming and measurable results. A Resilience Toolkit (testing version) and accompanying ToCs have been developed, as well as a pilot resilience measurement framework.[30] In 2021 the testing version of the Resilience Toolkit was piloted and tested in eight countries, with a plan to expand it to a further two to four countries in 2022 (see section 2.2.3). A number of papers and studies have also been produced in response to the Strategic Evaluation of WFP Support for Enhanced Resilience. Annex XIX presents a detailed summary of recommendations from the SE Resilience, as well as WFP implementation progress.

18.   WFP has been scaling up, since 2018, an Integrated Resilience Programme in G5 Sahel countries (Burkina Faso, Chad, Mali, Mauritania and the Niger), This initiative is being conducted in partnership with communities, governments and a number of United Nations organizations, such as FAO, IFAD, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the International Organization for Migration (IOM), the United Nations Children's Fund (UNICEF), the United Nations Capital Development Fund (UNCDF), the United Nations Development Programme (UNDP) and the World Bank, as well as the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ), the G5 Sahel Permanent Secretariat, universities in the Sahel and non-governmental organizations (NGOs). Other integrated resilience programmes include the R4 Rural Resilience Initiative (R4) (launched in 2011 with Oxfam America) and other work in South Sudan, Zimbabwe, Tanzania and Malawi.[31] Resilience is also integrated into a larger portfolio of polices, strategies and guidelines, and a 'resilience lens' applied through other policies and guidelines outside of the resilience policy directly, including other countries not listed here, where WFP is implementing resilience-focused programmes with a resilience lens, even if these are not fully integrated programmes. The creation of the Resilience and Food Systems Service in 2021 represents efforts to support and scale up resilience implementation as an integrated programming approach, as well as sharpen focus on resilient food systems. The recent Resilient Food Systems Framework (2022) is a further effort to clarify concepts and guide and support integrated resilience programming in WFP, through a range of entry points and pathways. Developed collaboratively, it is yet to be rolled out at the time of this evaluation.

19.   The resilience policy calls on member states to support integration of development and humanitarian financing mechanisms to support resilience building. Funding for resilience building is largely through regular contributions to WFP country-level operations.

1.4 METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

20.   The overall evaluation design is a theory-based, mixed-methods approach, and it covers policy quality, results and factors influencing results.

21.   **Evaluation questions (Eqs):** The evaluation team developed a full evaluation matrix (Annex V), drawing on understanding of the issues at inception stage and the ToC. For the full list of sub-questions please see Annex V. The main Eqs are:

> **EQ1. How good is the policy? (Relevance; Coherence)**
>
> **EQ2. What are the results of the policy? (Effectiveness)**
>
> **EQ3. What has enabled or hindered the achievement of results from the resilience policy?**

22.   **Evaluation criteria**: The evaluation follows the OECD-DAC criteria on relevance, coherence, and effectiveness. The relevance criteria helped the evaluation team to understand whether the policy is 'doing

---

[30] These are discussed further in Section 2.

[31] The R4 Rural Resilience Initiative (R4) began as a strategic partnership between WFP and Oxfam America in 2011. After the successful expansion of the R4 integrated approach under the global partnership, in October 2018, Oxfam America transitioned into an advisory role with WFP taking the lead on managing and scaling up R4 operations globally.

the right things,[32] (EQ1) by exploring the extent to which the resilience policy objectives and design respond to known requirements for building resilience, as per WFP, United Nations system, multilevel partner and beneficiary needs and priorities. The coherence criterion (EQ1) guided the evaluation in understanding how well the policy 'fits' by examining the compatibility of the policy with internal (WFP) and external (intergovernmental, United Nations system and comparator organizations') policies, frameworks and guidelines for resilience and food security. On effectiveness (EQ2), the evaluation sought to understand the extent to which the policy achieved its objectives, including primary-level (spheres of control and direct influence) and secondary-level (contribution to sphere of indirect influence and interest) outcomes. In responding to EQ3, the evaluation has identified the factors that enabled these results to be achieved. EQ3, in combination with EQ1, helped us to understand the reasons behind the policy being effective. In addition, the evaluation applied a gender, equity and inclusion lens to understand the extent to which the policy and its associated guidance and tools enable WFP to achieve equitable outcomes at beneficiary level.

23. **Evaluability assessment**: The ET found that the policy sphere of control related to the programme implementation mechanisms through which the policy is directly operationalized, across five key areas: i) Strategy and programme planning; ii) Programme design and implementation; iii) Programme support; iv) Strategic partnerships; and v) Finance and resources. The contribution of the policy can be captured by indicators of primary-level outcomes in these domains, which are tangible and relatively easily gathered from existing documentation and KIIs. The contributions of the policy to outcomes outside the sphere of control (secondary outcomes reflecting resilience results on the ground) were challenging to identify. The CSPs contained no direct reference to the policy or specific resilience capacities. While much work has been carried out recently on an emerging resilience measurement framework under the Resilience Building Blocks Pilot Project (RBBP), set up in response to the SE Resilience 201933, historically there has been no single analytical framework for monitoring and evaluation on resilience. Indicators used to measure progress towards achieving specific resilience-building objectives at country level have been drawn from a relatively broad range of standard indicators on food security and asset creation that may vary by context. There is no standardized measurement approach to capturing the change in a population's resilience to either specific or generalized hazards and shocks. Gaps in sets of standard indicators mean that a baseline cannot be established. This posed challenges to establishing resilience results against which to try and map policy contribution as the recent resilience measurement framework is yet to be fully rolled out.

24. **Evaluation methods**: The guiding framework for the evaluation is the full evaluation matrix presented in Annex V. This aligns with the WFP resilience policy ToC. The theory-based, mixed-methods approach (further described in Annex III), used multiple methods and tools to enable triangulation of data. Data for the evaluation draw from a variety of sources and include both secondary data, such as WFP documentation, resilience literature and results reporting, and primary data collection through KIIs and focus group discussions (FGDs) (Table 1).

Table 1: Main evaluation methods and data collection activities[34]

Source of information	Data collection activities
Qualitative documents & quantitative data analysis	Qualitative review of a wide range of internal and external documents: policies, 43 evaluations (centralized and decentralized), 15 Country Strategic Plan Evaluations (CSPEs), 12 APRs, 12 ACRs, 12 CSPs, guidance of comparative organizations, academic literature. Qualitative analysis of WFP's databases and others, including CRF and logframe data, nine CSPEs.
Confidential interviews	A total of 179 KIIs and 19 FGDs conducted at global, regional and country levels with WFP staff members and externals during the main mission phase. 119 interviews with WFP staff headquarters, regional bureaux and in countries [20 HQ, 7 RB, 92 COs]; 60 interviews with externals – including government, donors and academia – and 19 FGDs with beneficiaries and field representatives in the main phase (see figures 2, 3, 4). 87 stakeholders interviewed at inception. Interviews conducted in English, French and Spanish.

---

[32] OECD. 2021. Applying Evaluation Criteria Thoughtfully.
[33] WFP. 2019. *Strategic Evaluation of WFP Support for Enhanced* Resilience. May 2022.
[34] Topic Guides and Interview Protocols (Annex VI).

	FGD with 15 WFP Executive Board Members
Field mission	Six country field missions in Burkina Faso, Honduras, Lebanon, Madagascar, Mozambique and South Sudan. KIIs and FGD at CO and Field Office level with WFP staff members, externals and beneficiaries.
Country desk reviews	Six country desk reviews in Kenya, Malawi, the Niger, Pakistan, Sri Lanka and Yemen. Three or four remote interviews conducted per country with CO staff and external interlocutors (excluding Pakistan and Sri Lanka, due to current situation).
Comparator review	Comparison between the WFP resilience policy and related implementation steps with similar policies and implementation measures of three comparator organizations: Oxfam, FAO and BMZ.

25.   **Country selection**: The evaluation team, with guidance from OEV, built on the country selection criteria provided in the terms of reference (ToR) to include an indicator for characteristics of degrees and 'types' of integrated resilience programming. In addition, the presence of a gender officer in the country office was used as an indicator for gender-focused programming. These were used – along with geographic spread, diverse income brackets and degree of fragility, and complementarity with the DRR/M and Climate Change Policy Evaluation longlist – to form a country longlist and subsequent shortlist of six country field missions[35] and six desk studies (Table 1). Four of the desk studies were carried out as desk review 'plus' and were supplemented with three to four remote KIIs with WFP employees and external actors[36] (Annex III includes the long list of countries selected at inception phase). Figures 2-4 show the breakdown of stakeholder type interviewed.

Figure 3: Main phase interviews breakdown by organization type

- WFP 60%
- External stakeholders 40%
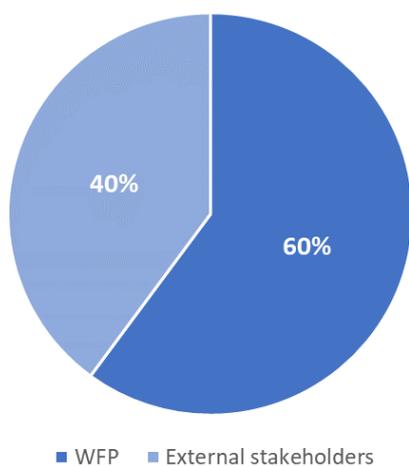
Figure 2: Main phase WFP staff interviewee breakdown by office level

- HQ 17%
- RB 6%
- National 77%
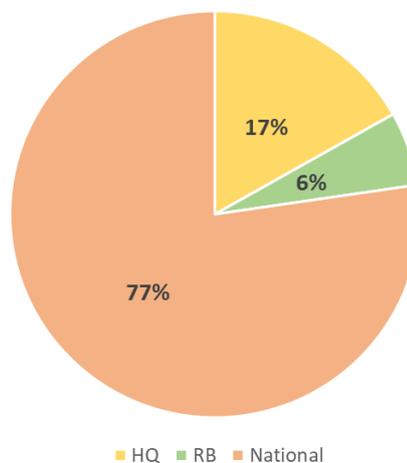
Source: Evaluation Team

---

[35] Fieldwork agenda (Annex VII); List of people interviewed (Annex XX); Bibliography (Annex XXII).
[36] KIIs were not possible in Sri Lanka and Pakistan due to contextual challenges at the time of data collection, so these desk studies are based on document review only.

Figure 4: Main phase interviews per location
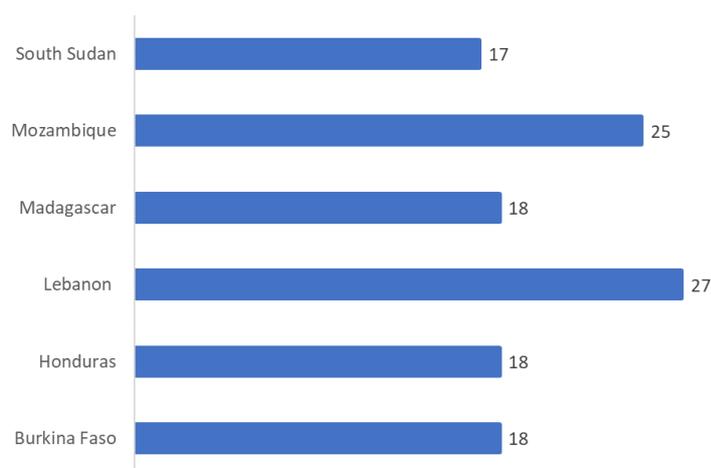
Source: Evaluation Team

26.   **Analysis and triangulation:** Contribution analysis was applied to the country and desk studies, using the evaluation TOC as a starting point, with comparative case study analysis applied to: i) country/desk studies; ii) desk review of evaluation reports; and ii) comparator organization study. The KII transcripts and interview notes, country and desk studies, were loaded into and coded in computer-assisted qualitative data analysis software, using predefined themes with further themes added informed by the data and the analysis (deductive and inductive approach). The codes were aligned to the Eqs and the ToC to enable overarching thematic analysis and synthesis of the data across all Eqs, and a synthetic analysis of the validity of the assumptions in the TOC (Annex III, table A4).

27.   Contribution analysis: Contribution stories were developed from the country study and desk review analyses to assess the influence of WFP's resilience policy at each step of the reconstructed evaluation ToC. The ET assessed the degree of confidence in the extent of contribution of the resilience policy, and other factors where relevant, to resilience outcomes on the ground, in combination with the strength of underlying evidence (EQ2). These assessments were moderated and triangulated through initial analysis by team members leading and conducting the studies, followed by discussion across cases in the team analysis workshop to synthesize the evidence and re-examine the evaluation theory of change for the policy.

28.   Comparative case study analysis: The ET analysed and synthesized similarities, differences and patterns across the country and desk studies, the findings from CSPEs and recent resilience-focused WFP evaluations (EQ2&3) and in the comparator organizations exercise (EQ1), using analysis tables to produce generalizable knowledge, with a light content analysis of the emerging themes in line with our approach to assessing strength of evidence (see Annex III).

29.   Thematic analysis: The overall analysis was based on a thematic analysis of the data, within case studies and in the synthesis across all data sources (EQ1-3). This involved identifying, examining, and recording patterns (or 'themes') within the data, which were important to describe what was happening on the pathway between policy and programming on the ground. Themes included: CO role in resilience as stated in the CSP; Resilience programming entry points and activities; Resilience outcomes; Tools and guidance used for resilience programming; Partnerships in resilience programming; Aspects of resilience policy reflected in programming (for example, policy keywords such as resilience lens, integration, layering, linking, capacities evident in programming).

30.   The evaluation team then developed findings through triangulation and assessment of the strength of evidence (Annex III and VIII). The findings were checked, internally within the evaluation team through an emerging findings workshop and externally with WFP stakeholders through a preliminary findings workshop on 24 October 2022.

31.   **Limitations:** There were several potential challenges and limitations to the evaluation. Those most pertinent are presented below, along with mitigating measures:

- Disruption to project timelines and capabilities due to COVID-19: To mitigate, the evaluation team was designed to combine the international team with high-quality in-country expertise to minimize the need for international travel.

- Challenges in directly linking policy to programming mean that mapping the direct contribution of the policy both to programme design and outcomes was not possible. This was made more complicated by the way the policy was formulated to reflect what was happening on the ground in 2015, risking getting the direction of 'causality' wrong. To mitigate this, the evaluation team was guided by the evaluation ToC to disentangle policy implementation, explicitly seeking alternative explanations if there was no evidence that the resilience policy was guiding programming. Attention was also paid to the language used by interviewees and in programme documents to gauge the extent to which these reflected the content of the policy and the timeframe.

- The overall validity of the findings and extent to which conclusions could be generalized: There was a risk that findings at country level are more specific to the context of that country and less valid for other countries or at institutional level. To mitigate this, the evaluation took explicit account of the importance of contextual differences in how country offices and staff experienced the policy and sought to identify and analyse themes and issues across the different contexts.

- Limited availability of respondents: The main data collection phase coincided with the July/August period. This meant that many people were not available, and as a result interviews were held late in the data collection period. To mitigate this, the team extended the time frame for interviews beyond the agreed cut-off date in order to ensure key stakeholders were included in the dataset.

32.   **Ethical considerations and safeguards:** The evaluation conforms to the 2020 United Nations Evaluation Group (UNEG) ethical guidelines. This included, but was not limited to, ensuring informed consent, protecting the privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results do no harm to participants or their communities.

33.   **Consideration of gender and diversity:** The evaluation has incorporated gender and other diversity considerations throughout its design. The resilience policy is explicit about the need to integrate GEWE and social inclusion objectives, including people living with disabilities. The evaluation team committed to conducting a gender-responsive evaluation aligned with the strategic priorities of the resilience policy, the Evaluation Quality Assurance System (EQAS) Technical Note on Gender, and UNEG guidelines. This perspective also aligns with the WFP Gender Policy 2022, WFP Gender Policy 2015-2020 and the 2018 Gender Action Plan. In alignment with the EQAS Technical Note: the evaluation team integrated gender-responsive approaches throughout all evaluation phases.

- Evaluation design: The evaluation team included sub-questions and indicators in the evaluation matrix that explore how and the extent to which the resilience policy and approach of WFP to resilience programming contributed to or hindered WFP's efforts to address GEWE objectives in its work (see Annex V).
- The methodology includes an appreciation of the extent to which resilience programming, design and implementation include specific gender objectives, correspond to the needs of the population concerned in terms of gender equality, and lay the foundation for transformative capacities.
- Data collection: The gender and social inclusion lead reviewed all data collection tools and country field mission designs to ensure that gender and social inclusion were appropriately mainstreamed throughout. The evaluation explored the gender sensitivity of identified policy results as well as Gender and Age Marker (GaM)[37] scores across countries, bringing a strong gender lens to analysis.
- Data analysis and reporting: The resilience policy identifies the pursuit of GEWE as central to

---

[37] See Annex III. WFP GaM scoring system measures the integration of gender both in the planning of CSPs and at the level of yearly implementation.

fulfilling WFP resilience-building objectives. Table 2 (below) presents the gender scale[38] used in the analysis of country study data (section 2.2.1). It is important to note that gender-transformative approaches are inextricably linked to WFP's definition of resilience transformative capacities, as they relate to addressing the root causes of vulnerability and inequality and marginalization, power relations and structural challenges.

Table 2: Gender scale

Gender negative	Resilience programmes aggravate or reinforce gender inequalities and limiting norms
Gender blind	Resilience programmes pay no attention to gender, and fail to acknowledge the different needs of men, women, girls and boys, and other marginalized populations
Gender-targeted	Resilience programmes focus on the number of women, men or marginalized populations that were targeted (such as, 50/50 representation)
Gender-responsive	Resilience programmes address the differential needs of men, women or marginalized populations and focus on the equitable distribution of benefits, resources, status, rights and so on, but do not address root causes of inequalities
Gender-transformative	Resilience programmes contribute to changes in norms, cultural values, power structures and the roots of gender inequalities and discriminations

---

[38] Adapted from UN Women and UNDP, 2015.

2. Evaluation findings

2.1. QUALITY OF THE POLICY[39]

Summary: The resilience policy scores well against WFP benchmarks of policy quality related to scope, relevance and coherence. It is comparable to policies from other organizations, including similarities in what the policies do not contain – for example the lack of ToCs and clear steps or guidance for practical implementation. Employees who are aware of the policy consider it to provide a good, high-level overview of WFP's vision for and engagement with resilience programming. The policy's main limitations are its lack of accountability framework, the lack of assignment of roles and responsibilities for policy implementation, and the lack of financial and human resources to implement it. This has held back systematic uptake of the policy. While the policy contains a relevant definition of resilience, programmatic practice has evolved, and the terminology used alongside the definition is ill-defined and confusing. The policy also does not embrace the full spectrum of current contextual need, such as conflict zones and urbanization. These gaps lead some to question WFP's role in the resilience space.

34.   WFP provided criteria in the TOR for the evaluation to assess the quality of the policy, based on a recent synthesis of evidence and lessons from Policy Evaluations (2011–2019)[40] and an OEV document on Top 10 Lessons for Policy Quality.[41] **It is important to note that these criteria were mainly developed after the policy was published. The analysis focuses on the policy as a document first but takes into account further work to implement the policy, notably in response to the recommendations of the 2019 SE Resilience**.[42] In this respect WFP's approach to and policy on resilience is considered to be '*evolving*' and '*a work in progress*'.[43]

2.3.7   Quality [44]

Finding 1: The resilience policy performs well against the criteria related to the design of the policy, ensuring relevance and setting out its scope. The policy includes a definition of resilience. However, when it comes to clear conceptualization of features of resilience programming (such as what is meant by a resilience lens or resilience approach) and to policy implementation, it either meets the criteria only to a limited extent or the criteria are not met.

35.   Of the 13 criteria, the evaluation finds that the Resilience Policy fully or partially meets four criteria, with six met to a limited extent and three not met (Table 3 and Annex XI).

---

[39] The resilience policy was assessed against 13 criteria that form an accountability framework for policies in WFP, provided in the TOR for the evaluation. See Annex XI.
[40] WFP. 2020. Synthesis of Evidence and Lessons from WFP's Policy Evaluations (2011-2019).
[41] WFP. 2018. Top 10 Lessons for Policy Quality in WFP. WFP Office of Evaluation.
[42] WFP. 2019. *Strategic Evaluation of WFP Support for Enhanced resilience*.
[43] Confidential WFP interviews.
[44] EQ1.1 To what extent does the resilience policy meet criteria for policy quality in WFP? (i) Do the policy and programming guidance provide a clear and shared pathway of change for WFP vision on resilience building? How? (ii) To what extent does the resilience policy and programming guidance provide a sound and actionable accountability framework, taking into account gender equality and women's empowerment, intersectionality and disability? EQ 1.4 To what extent does the Policy represent international good/best practices? I) in 2015ii) current? EQ 3.5 To what extent were frameworks and guidance to implement the policy developed and used? (See also EQ1 & EQ2).

Table 3: Assessment of the quality of WFP's Policy on Building Resilience for Food Security and Nutrition against WFP's current policy quality criteria

Policy quality criteria	Assessment of Resilience Policy
Policy appropriately defines its scope and priorities *2018 Top 10 Lessons for Policy Quality*	Met
Policy development included internal consultations *2018 Top 10 Lessons for Policy Quality*	Met
Internal and strategic coherence *2018 Top 10 Lessons for Policy Quality*	Met
Existence of a context analysis to ensure timeliness and wider relevance *2022 Synthesis of Evidence and Lessons from WFP's Policy Evaluations*	Partially met
Incorporation of gender consideration into the design of the policy *2018 Top 10 Lessons for Policy Quality*	Met to limited extent
Clear conceptual framework *2022 Synthesis of Evidence and Lessons from WFP's Policy Evaluations*	Met to limited extent
Policy develops a vision and a theory of change *2018 Top 10 Lessons for Policy Quality*	Met to limited extent
Policy based on reliable evidence *2018 Top 10 Lessons for Policy Quality*	Met to limited extent
External coherence. *2018 Top 10 Lessons for Policy Quality*	Met to limited extent
External Dissemination	Met to limited extent
The policy outlines clear institutional arrangements and defines accountabilities and responsibilities *2018 Top 10 Lessons for Policy Quality*	Not met
Policy identifies the financial and human resources required for its implementation *2018 Top 10 Lessons for Policy Quality*	Not met
Presence of a robust results framework/ Existence/quality of a monitoring and reporting framework and systems for the policy *2018 Top 10 Lessons for Policy Quality*	Not met

36.   The **scope of the policy and programming priorities are spelled out**. The policy states that resilience building stems from both climate change and disaster risk reduction agendas (with direct reference to the 2011 DRR/M policy developed by the Office for Climate Change, Environment and Disaster Risk Reduction), and delineates a wide landscape for resilience in terms of contexts (humanitarian and development) and sectors (nutrition, social protection and safety nets, and disaster risk management capacity) as well as gender as a cross-cutting priority. There is evidence that **the policy was developed in consultation with internal stakeholders**. A KII suggested the approach to formulating the policy was to "look as widely as possibly" outside the institution while "drawing on some of our own internal lessons and experiences". The policy was described as coming out of "internal practice and external consultation and engagement"; the evaluation team found evidence of specific consultations through which WFP experiences and practices in COs were brought into the policy.

37.   **Context analysis is partially reflected in the policy.** It was timely in relation to the growing external focus on resilience by international humanitarian and development organizations and specifically the Rome-based United Nations agencies, and the desire to position and align WFP within this context. It mentions three different types of shocks (natural disasters, food price crises, and conflict) as well as stressors (climate change, environmental degradation, water scarcity and economic uncertainty). It was developed in a global context of two consecutive major food price crises (2008 and 2012) with protracted concurrent Level 3 and Level 2 emergencies becoming the norm (WFP Annual Report 2015), and with conflicts and insecurity likely to evolve and remain key drivers of food crises. In this context, the policy document does not emphasize why and how it is resilience-relevant to each type of shock.

38.	The policy relies on a limited set of comprehensive evidence from internal sources, and includes very few references to academic studies supporting its rationale. The policy draws on some evidence[45] to highlight the importance of food security and nutrition for resilience and vice versa, and on limited evidence[46] for the importance of resilience programming approaches in early response to mitigate the effects of shocks and stressors.

39.	How resilience is defined in the policy is fundamental to establishing a clear and shared 'pathway of change' for the policy, as well as being key to articulating clearly to an external audience WFP's position on resilience. **The policy contains a definition of resilience that was agreed at the time in collaboration with the RBAs, and this conceptual framework is still used widely in the resilience field.** However, there is some perception among WFP staff at different levels of the organization that **the definition leads to confusion** and there is a need to be clearer about what WFP is building resilience to and whose resilience is being strengthened. Many also emphasize the importance of rooting resilience in tackling the root causes of vulnerability practically, especially structural/systemic issues such as gender and inclusion necessary to achieve transformation, echoing the findings of the 2019 SE Resilience. It is unclear to WFP staff what the policy means by the concept of a resilience lens, and what this looks like in practice.

Finding 2: The resilience policy provides a high-level overview of WFP's vision for and engagement with resilience programming, with a strong focus on integrated programming, but lacks an accountability framework and does not assign roles and responsibilities for policy implementation.

40.	**Monitoring and evaluation have been overlooked in the policy**. It does not specify a monitoring and evaluation plan facilitating the measurement, analysis, reporting and evaluation of results and increasing awareness of the policy in-country offices and with partners. **It does not provide a robust monitoring framework but provides a general reference to the Strategic Plan** (SP) where resilience objectives are clearly linked to stability and self-reliance. Linkages to these last two dimensions are not clarified by the policy document, and thus do not contribute to enhancing consistency in approach.

41.	As a strategic, guiding document there is a perception that the policy provides a relatively comprehensive overall orientation of where WFP engages with resilience programming: '*a general sense of where we are going with resilience*'.[47] The resilience policy **does not provide a sound and actionable accountability framework for resilience programming, and it is not clear who is accountable**. Roles and responsibilities are not clearly defined. Neither are the required financial and human resources for its implementation included. This lack of an 'institutional anchor', combined with a lack of implementation plan, are considered by many WFP interviewees to be the fundamental weaknesses of the policy and underlie reported difficulties in connecting the policy with work on the ground.

Finding 3: A key weakness of the policy is a lack of practical guidance for implementation across all programming areas, which compromises integrated programming ambitions.

42.	In practice there are no clear, explicit practical implementation pathways provided by the policy. There is no ToC showing the pathway of the policy towards its intended outcomes (for example, guiding and supporting programming). The policy highlights ways of working and aspirations towards, for example, integrated programming, applying a resilience lens, but not how this can happen (policy into action). However, KIIs suggested this was intentional, to allow interpretation and flexibility and to avoid prescribing a single pathway or a predefined set of actions to achieve resilience. However, combined with challenges inherent in conceptualizing and operationalizing 'resilience', this means that for many the policy remains too 'loose'.

43.	CSPs are seen to be the conduit through which the policy is implemented, although the resilience policy is not explicitly mentioned in the 2016 Country Strategic Plans Policy. The Sri Lanka CSP is an example of where resilience-building pathways are articulated through CSPs. The plan indicates that WFP will

---

[45] One external reference on p.4 and three on p.6.

[46] One academic reference on p.4, plus reference to the Inter-Governmental Panel on Climate Change. (2014).' Fifth Assessment Report, Working Group II Report: Impacts, Adaptation, and Vulnerability' on page 7.

[47] Confidential WFP interview.

promote a shift towards integrated and sustainable interventions incorporating holistic community engagement based on multi-year planning, with relevant partners. This reflects the vision and working of the policy. Regional resilience strategies have been formulated drawing directly from policy definitions of resilience based on the capacities conceptual framework, for example Regional Bureau Cairo (RBC), Regional Bureau Panama (RBP) and Regional Bureau Nairobi (RBN).

44.   Nevertheless, WFP staff expect policies to be supported by practical guidance for implementation. Livelihoods and asset creation (along with R4 under PRO-C) are key entry points for programming aiming to build resilience, manuals related to these areas provide programming guidance and more recent work from livelihoods/assets creation (including the RBBP) advances the integration and resilience agendas. While encouraging, this potentially reinforces a focus on *activities* as resilience, whereas this is not how the organization broadly thinks about resilience now, and without a similar push from all programming areas it risks entrenching resilience within siloed activity-based thinking.

> **Finding 4: WFP's Resilience Policy is of comparable quality to the current resilience policies of the organizations selected for comparison. All provide strategic positioning in risky and uncertain environments, but ambition is not translated into clear pathways, and a ToC is lacking in all four policies.**

45.   WFP's resilience policy was compared with those still in use currently by FAO, BMZ and Oxfam.[48] (Annex XII). These were present from 2013 and have been updated between 2020 and 2022.

46.   The policies are comparable, with similar features in terms of aims, what is included and what is not. They all aim to strengthen absorptive, adaptive and transformative capacities. They also aim to respond to climate change adaptation/mitigation issues, address disaster risk reduction/management (DRR/M) and contribute to stability and social cohesion in post-conflict and transitional settings. Women's access to assets, resources and services appears to be a common objective of the four organizations. GEWE approaches are pursued to enhance inclusive growth and improve women's decision-making (Oxfam implements an interesting intersectional feminist lens towards transformative change). However, ToCs are absent from the resilience policies of all four organizations. They do not detail how the policies translate into activities, outputs and outcomes.

47.   The four organizations have acknowledged the need for a system-level approach to varying degrees. FAO and WFP anchor this in stated support to food systems. Among five objectives pursued, FAO's Strategic Framework 2010-2019[49] dedicated a specific one to resilience to threats and crises. A shift implemented "while FAO was operating under a zero-growth core budget which required significant adaptation".[50] Since 2022, two priority programmes relate to resilient agri-food systems and climate change adaptation and mitigation.[51] Finally, knowledge sharing efforts have been widespread. For example, in 2017 Oxfam launched its Resilience knowledge hub, which shares knowledge and ideas through policy papers, research reports, technical briefs, case studies, and journal articles for affiliates and their stakeholders. There is also an Asia-specific resilience knowledge hub. BMZ has developed a series of documents guiding the implementation of transitional development assistance following a multi-sectoral approach spanning the four areas of action of food and nutrition security, rebuilding basic infrastructure and services, disaster risk management and peaceful and inclusive communities.[52] FAO also produces high-quality reports (See Annex XVI). However, the extent to which training schemes, guidance documentation and digital platforms have contributed to reaching resilience objectives more effectively remains unclear, especially in the case of FAO.

---

[48] FAO. 2015. C 2013/7 - Reviewed Strategic Framework; BMZ. 2013. Strategy on Transitional Development Assistance; BMZ. 2020. Strategy on Transitional Development Assistance; Oxfam. 2013. The power of people against poverty, Oxfam Strategic Plan, 2013–2019.
[49] FAO Conference. June 2013.
[50] FAO. 2019. Multilateral Organization Performance Assessment Network (MOPAN) 2017-18 Assessment.
[51] FAO. 2021. 2022-2031 Strategic Framework; FAO. 2021. Medium Term Plan 2022-2025.
[52] BMZ. 2021. Overcoming crises, strengthening resilience, creating new prospects.

2.1.2 Coherence[53]

Finding 5: There are no specific resilience outcomes in the CRF. This undermines the ability to work towards resilience as an intermediate outcome through multiple programming entry points and at different institutional levels. There is low policy awareness at country office level, due in part to limited dissemination. Staff find it difficult to see how the resilience, climate change and DRR/M policies link together. Strategic coherence across resilience and climate change occurs in practice at regional level, where regional resilience strategies are present that specifically link resilience and climate change under the same strategy.

48.　　Internal coherence: **The resilience policy is coherent with WFP's strategic plans and other relevant corporate policies and normative frameworks.** The SP (2014–2017) affirmed the commitment of WFP to support the response to shocks in ways that better link relief and development. It also included expected results related to stability, resilience and, ultimately, self-reliance. The SP (2017–2021) further positioned the organization in the global resilience agenda by anchoring its actions across the humanitarian-development-peace (HDP) nexus. KIIs suggest high coherence between the resilience policy and the SP (2022–2025) while expressing a concern that this is largely rhetorical, as resilience does not feature explicitly in outcome or impact statements (in the CRF 2022-2025).[54] Interviewees agreed that resilience was not prominent within the SP, though they differed on its degree of influence'. The ET review of the Strategic Plan (2022–2025) is in line with the view that resilience is working in the background. This SP uses resilience-related language to describe the focus and direction of WFP programming. This is also reflected in the CRF (2022–2025), particularly under Outcome 3 – People have improved and sustainable livelihoods, including emphasis on 'integrated, sequenced and layered humanitarian and development activities' – although resilience is not mentioned explicitly. There are also indicators that act as proxies for resilience capacities. There remains a tension between resilience being conceptualized and understood widely as an intermediate outcome (a means to an end) and the positioning of resilience against specific programming area entry points (resilience as an activity – for example, both the CC and DRR/M policies refer explicitly to community resilience activities as well as relating resilience to enhanced wellbeing or to capacity to manage specific shocks, whereas the framing in the resilience policy is resilience as an outcome, although specific WFP tools and activity-related expertise are cited in relation to building resilience) and also resilience focus area tagging (resilience as a 'spend' insofar as it aligns donor funding with CSP strategic outcomes).

49.　　The policy was developed following 18 months of collaboration with FAO and IFAD, working at Director level to develop a common foundation and approach to resilience. Key external partners interviewed for the evaluation had a generally low level of awareness of the policy, suggesting **low external dissemination** beyond WFP's Executive Board. Internal dissemination is arguably more important than external given the purpose of policy to guide divisions, regional bureaux and country offices in more effective working. Country and desk studies suggest **low levels of policy awareness at the country office and field office** (FO) levels. **Low levels of policy dissemination and implementation from corporate level** (see section 2.3) reduce the policy's impact as a driver of change and undermine its relevance. However, based on country office informant feedback and given the low level of policy awareness, it is clear that strategic plans are more significant drivers of change than most policies.

50.　　While the resilience policy built directly on the 2011 Policy on Disaster Risk Reduction and Management: Building Food Security and Resilience, with WFP's position on resilience further articulated in the subsequent Climate Change Policy (2017), there is a belief among many interviewed that the three policies do not speak enough to each other. The lack of agreement about the concept of resilience could be seen in many discussions in KIIs about the inherent mismatch between viewing resilience as an outcome

---

[53] EQ1.2 To what extent is the policy coherent with: (i) WFP strategic plans and other relevant WFP corporate policies or normative frameworks (in particular, does it cohere with the disaster risk reduction policy and the climate change policy) [internal coherence]; (ii) inter-governmental and United Nations system-wide changes, in particular RBA [external coherence]; (iii) WFP's position and approaches within the nexus; (iv) WFP's gender equality and women empowerment mandate [internal coherence]?

[54] The 2020 mid-term review (MTR) of the CRF (2017-2021) highlighted 'a need to develop a framework that better tracks and reports on results in the development context including resilience'.

and approaching it as activities. However, staff working on resilience do tend to include anticipatory capacity when considering resilience, which is contained in the DRR/M policy but absent from the resilience policy definition, suggesting a conceptual linking in practice. Strategic coherence across resilience and climate change happens in practice at regional level, for examples the regional resilience strategy in RBP that specifically links resilience and climate change under the same strategy. Coherence between resilience and climate change is also reflected in the OEV/DIME Impact Evaluation window on Climate and Resilience to produce joint evidence.

51.   **The 2015 Resilience Policy points to the need to prioritise GEWE**. It recognizes that conflicts, natural hazards and protracted crises often aggravate gender inequalities and affect the food security and nutrition of women, men, girls and boys differently. However, the policy does not reflect on the structural causes of vulnerability and marginalization although it does refer to the need to develop analysis and planning tools that consider specific populations that may be marginalized, such as women, ethnic groups and people with disabilities. Overall, however, the policy includes minimal articulation of social inequalities. It commits to integrating gender but does not provide clear guidance or understanding of how gender should be incorporated into resilience programming. This is not addressed either in the gender policies (2015–2020; 2022[55]) or in the gender action plan (2015-2020).

52.   The resilience policy highlights the need to disaggregate beneficiaries by gender and age, and to ensure that women, men, girls and boys benefit from WFP's assistance according to their needs and that their safety, dignity and rights are respected. This often requires a focus on protecting and empowering women and girls. The policy specifies that empowerment should lead to 'positive changes in systems, structures and livelihoods', but it does not apply the gender policy's focus on 'transforming unequal [...] relations to promote shared power, control of resources and decision-making'. However, the policy presents women as vulnerable recipients of assistance rather than as potential active agents, capable of responding to shocks with the right support. Again, this contrasts with the 2022 gender policy, which refers to the different needs and capacities of women, men, girls and boys, as well as specific targeting of gender, age and other causes of social exclusion.[56]

Finding 6: While the policy was devised to cohere directly with the RBA framework of 2015, new concepts have since emerged or have become more prominent, such as the nexus, and it no longer articulates clearly enough WFP's 'place at the table' when it comes to resilience.

53.   **External coherence is limited**: The policy connects directly to the RBA framework of 2015,[57] so in this respect at the time it was published it was coherent with the framework. Collaboration across activity/programming areas with other RBAs is evident in practice. The policy is also coherent with i) United Nations Common Guidance on Helping Build Resilient societies released in December 2020, which aims to strengthen coherence in resilience-building efforts at country level by integrating a resilience lens into the work of United Nations Country Teams; and ii) WFP's commitment to linking SDG 2 with other goals, such as health, education, poverty alleviation, climate change, peace, or gender. It aligns less with SDG 2 linkages with goals related to economic growth (SDG 8), inequality (SDG 10) or access to basic services for all (SDG 11). It is also coherent with WFP's engagement to contribute to SDG 17 although, beyond a brief reference to "support an enabling environment for social safety nets" the policy does not feature WFP support to coherence with national-level priorities. The policy outlines the importance of sequencing resilience support with national government strategies and – indirectly, through the CSP comprehensive review of national needs – aligns with national priorities.

---

[55] The 2022 Gender Policy refers to root causes and economic empowerment; however, it does not articulate explicit links to resilience programming.

[56] The current policy goes beyond gender and age and considers diversity — 'the range of differences in attributes that may influence the likelihood that an individual or group of individuals is excluded from or overlooked by WFP intervention, including but not limited to sex, age, disability, race, ethnicity and sexual orientation'. WFP (2022) WFP Gender Policy. This definition is in alignment with the WFP Strategic Plan (2022-2025)

[57] FAO, IFAD and WFP. 2015. Strengthening Resilience for Food Security and Nutrition: A Rome-based Agencies' Conceptual Framework for Collaboration and Partnership.

54. Many WFP staff members at various levels perceive the policy to have negotiated a space for WFP in resilience, but evidence from this evaluation suggests that this space is contested, especially by some external actors. There is some confusion externally about what WFP's role is, or should be, in resilience from a range of stakeholders (specific donors, including the EB and other RBAs), and this has led in the past to some questioning of WFP's role in this area, which staff are called upon frequently to justify. This suggests that the policy does not articulate WFP's role clearly enough and that the articulation of 2015 is now out of date. This is even more pertinent with the emergence of new 'frameworks' and greater emphasis on ways of thinking such as the triple (humanitarian-development-peace) nexus and on resilient food systems. Lack of alignment with nexus thinking in particular reduces its relevance today. While timely, it has left a large space for interpretation and does not elaborate on the peace component of the nexus, which is at the core of resilience. This can be seen in contexts such as the Sahel, where the humanitarian, development and peace 'agendas' have increasingly intersected. However, the triple nexus framework has become prominent subsequent to publication of the policy, so limited alignment is to be expected.

55. A policy ToC would help to better articulate WFP's role in resilience across all components of the nexus, as well as highlighting its comparative advantages in the area, such as the scale and scope of its work, access and reach to beneficiaries due to presence on the ground and large operational capacity; and the use of modalities such as unconditional cash transfers for addressing immediate food needs, which the SE Resilience 2019 identified as an important entry point for resilience.

2.1.3 Validity and relevance[58]

Finding 7: The policy, while relevant in 2015, is less so today due to changes in the context and a continued lack of clarity in concepts that link from definitions to programming. WFP staff consider resilience to continue to be relevant across all programming areas, along with multisectoral and collaborative working, suggesting there is still a place for the policy and many of the elements contained within it. However, staff believe there is a strong tendency in practice to programming in activity silos. The policy needs to be updated to clarify concepts to reflect developments in thinking, focus and programming directions, including the nexus and increased prominence of resilient food systems, among others.

56. In 2015 the resilience policy was a first step in establishing a direction for resilience work in WFP at a time when resilience was gaining more prominence in international development and rising up the agendas of humanitarian and development actors, including organizations and donors. It was **timely and relevant, and normative principles for resilience outlined in the policy reflect global good practice at the time**. Positioning resilience as something that needs to be addressed by multiple actors working together, multi-sectorally and collaboratively, is still considered to be valid and relevant within WFP and externally.

57. In 2022, as underlined by the SE Resilience (2019), resilience terminology remains unclear, as does what underlies each capacity described in the definition, although work since 2020 under the RBBP provides comprehensive and clear definitions for a number of terms and principles. There is evidence that some staff find resilience capacities still resonate for their work. The resilience definition does not extend to systems and the structural causes of vulnerability and their implications for WFP's work along the humanitarian–development nexus, although these are mentioned elsewhere as important.

58. The evaluation finds strong evidence that many in WFP consider a resilience policy to be relevant across all programming areas. Integrated programming as advocated for by the policy encourages action across many activity areas and at multiple institutional levels, and this is relevant to the context for resilience strengthening. However, many interviews described a continued tendency for resilience programming to happen in silos in practice (see discussion in section 2.2.2). Since the 2021 World Food Summit there has been a strong push in WFP towards resilient food systems. While these are mentioned in the policy, it is not couched in current best practice, which emphasizes the importance of holistic thinking, interdependencies, interconnections and integration. The evaluation found no evidence of the resilience policy's support to systems approaches for strengthening resilience, and there is a tendency for integrated

---

[58] EQ1.3 To what extent is the policy still valid and relevant?

programming to refer in practice to horizontal integration across activities, rather than across different institutional levels or systems (see section 2.2.2). A notable exception is the work in the Sahel (Integrated Resilience Programme in G5 Sahel countries) where resilience programming has both strongly integrated and partnership/systems building dimensions (Integrated Resilience Programme in G5 Sahel countries). Since the SDGs, there has been much work to better understand transformative change as needing in-depth and systemic change (shifts in system structures), speed, actions and outcomes at scale, and to be adaptive[59]. The policy needs to be updated to reflect this.

2.1.4 Policy Implementation [60] [61]

Finding 8: While there is evidence that practice on the ground aligns somewhat with the policy, the organization does not provide adequate tools and frameworks to consistently support strategic and programme planning or to apply a resilience lens, especially beyond the rural livelihoods entry point.

59.   Country studies provide evidence of a resilience-building approach in alignment with the resilience policy (such as integrated programming, strategic partnerships and GEWE considerations), but not for the direct linkage from policy to programming approach. Instead, indirect implementation of the policy happens through CSPs even though these do not reference the policy explicitly. For some country offices there is support from regional bureaux for integrated resilience-building approaches, especially where regional resilience strategies have been developed (notably RBP, RBC, RBN) (Box 4):

Box 4: Regional Strategies for Resilience

Regional bureaux and some country offices have been particularly active in developing their resilience strategies and/or theories of change to drive and guide the integration and layering of resilience programmes. Across countries, WFP staff highlighted this to be a catalyst for better understanding and implementing integrated programmes.

In 2018 RBC launched a resilience framework for the Regional Refugee and Resilience Plan, in response to the Syria regional crisis. RBC's vision is rooted in balanced 'vertical and horizontal narratives' – the former one (livelihood and FFA equals resilience) being driven largely by donors, there is also a need to promote resilience programming across the whole range of WFP activity areas and move away from a 'narrow focus on livelihoods and community-based work'. In this context, multisector/actor working in resilience entails a broad approach carried out in partnership with the RBAs and other partners such as UNDP, which has positioned itself as a resilience player. In 2019, RBC introduced a Resilience Marker tool (see Box 9) with a guidance note aiming to support the design of future CSPs.

Engaging in a range of middle-income countries where the capacities of governments and private sector actors are relatively strong, RBP has placed community-based adaptation at the heart of its climate resilience strategy. The strategy combines (i) livelihoods diversification, (ii) climate services, (iii) risk financing and (iv) shock-responsive social protection. This risk financing component of the RBP regional resilience and climate strategy is an integral part of a disaster risk management strategy developed by the regional bureau in 2020 advocating for a disaster risk finance layered approach articulating micro-level support (forecast-based financing, goal-based savings, insurance and credits) with meso-level instruments supporting microfinance institutions, farmers' cooperatives or community-based organizations.

60.   Regional bureaux are developing approaches that fit the regional contexts and meet their needs (for example, RBP), combining climate action and resilience but beginning very much with what country offices are doing on the ground to guide strategy formulation. In the case of RBP and RBC, this is enabled by the way resilience and climate sit within the same team in the bureau. Operational strategies, such as

---

[59] Marli Kasdan, Laura Kuhl & Pradeep Kurukulasuriya (2021) *The evolution of transformational change in multilateral funds dedicated to financing adaptation to climate change, Climate and Development*, 13:5, 427-442.
[60] EQ1.5 How does the resilience policy support strategic and programme planning?
[61] EQ1.6 To what extent has the policy supported WFP's efforts to apply a resilience lens across programmes? At different institutional levels what have been effective entry points, processes and tools?

the 2018 Operational Roadmap for Integrated Resilience in the Sahel (RBD), which is currently being updated, also support putting policy into action.

61. Some country offices have been using specific programming frameworks to guide their resilience programming. There is widespread evidence of context analysis, in some cases predating the policy, for example in Somalia (ICA, part of the Three-Pronged Approach 3PA – see Box 5) and Resilience Context Analysis (RCA) in South Sudan. There has been further development of tools under 3PA, for example to make them more nutrition, gender, and climate-sensitive (since 2013). Since the policy was published, further work has been done to adapt the focus from rural to urban settings, including refugee and displaced contexts in both settings (2018 to 2021). Methodology/guidance has also been released in 2022 based on best practices from its application between 2019 and 2021. In other contexts, interviewees reported using the Food Assistance for Assets (FFA) manual (2016) to guide resilience programming. There has also been work on guiding integrated programming (breaking the silos) in 2017/2018, with a paper on how to design integrated approaches between Livelihoods and Asset Creation activities and Smallholder Agricultural Market Support (SAMS).

62. Emerging from the SE Resilience recommendations, building on approaches used regionally (e.g. Resilience Marker tool introduced by RBC, see Box 9 in 2.2.2, and the Sahel Integrated Resilience Programme, Section 2.2.2 and Box 10) the RBBP and the Resilience Toolkit pilots represent an important development of analysis and planning tools to support resilience approaches across all WFP activity areas, specifically Annex E, developed with Research Assessment and Monitoring team on measurement (see section 2.3.4).

63. Guidance to resilience programmes is therefore strong via (rural) livelihoods entry points. Food systems thinking, which supports multi-(institutional) level programming across the food chain from production (with prominent livelihoods and SAMS entry points) to consumption, has helped with the development of the second generation CSP. In Sri Lanka, for example, implementing food systems thinking supported the country office to have stronger integration within and across the various CSP Strategic Outcomes by promoting linkages between actors along the agri-food value chain, from smallholder farmers to consumption as well as other systems, including SF and social protection. The evaluation also finds evidence that more recently published approaches and thinking in related policy and programming areas are considered to be more useful than the resilience policy, especially if they are practical rather than theoretical. The 2021 Social Protection Strategy was also cited by many to usefully support resilience work.[62]

64. Very recent work by PROR-R on a "Resilient food system framework" further develops guidance for country offices in applying a food system focus together with a resilience-building approach in context analysis and designing strategies, partnerships, and integrated programmes. The document frames resilient food systems as being at the core of WFP's mandate, linking the saving lives and changing lives agendas, and as central to both WFP's Strategic Plan (2022-25) and the Global Food Crisis response. Resilience is defined in line with the 2015 Resilience Policy as "the capacity to ensure that shocks and stressors do not have long-lasting adverse development consequences". The framework makes a distinction between two ways of operationalizing resilient food systems thinking: resilience focus (applied to individual programme activities) and integrated resilience-building programmes, recognizing that it may not always be possible to implement holistic integrated resilience programmes. It suggests that at the very least a resilience focus should be applied to individual programme activities, at least until such a time as a shift to integrated

Box 5: The three-pronged approach (3PA)

The 3PA is a programme design approach developed by WFP in consultation with governments and partners (2013). It aims to strengthen the design, planning and implementation of programmes in resilience building, safety nets, disaster-risk reduction, and preparedness. It is made up of distinct but interrelated processes that take place at three different levels – Integrated Context Analysis (ICA) -national level, Seasonal Livelihood Programming (SLP)-subnational level and Community-Based Participatory Planning (CBPP) -local level.

Source: WFP (2017) Three-pronged approach – factsheet.

---

[62] WFP. 2021. Strategy for Support to Social Protection.

resilience programming across sectors can be applied: "A resilience-building approach – or resilience-building optic – should be used to understand the context and then determine what programmatic actions and strategies can be applied when looking at food systems. This should inform whether an integrated resilience-building programme can be implemented, or whether a resilience focus should be placed on individual and specific programme activities, to build more resilient food systems".[63] The framework unpacks the terminology used in relation to food systems and refines concepts (Annex XIII), for example moving towards 'resilience focus' rather than 'resilience lens' as used in the resilience policy.

65. WFP is seen by some external actors to have a comparative advantage in connecting data and early warning systems to action on the ground, and especially being able to do this very quickly. Linking of climate action and resilience is happening through strategies developed at regional level (RBP), and there is considerable appetite for this, but it is driven and guided by what country offices are doing and is not 'top down' from the resilience policy. In RBC, countries have worked on ToCs for resilience, to be clear about the outcomes and pathways, and how to monitor changes towards outcomes, and there has been regional bureau engagement with the RBBP pilot.

66. In terms of applying a resilience lens across programmes, the policy itself does not define what applying a resilience lens means. The evaluation finds that it seems to converge around an understanding of taking account of shocks and stressors in programming when it comes to outcomes: "*programming with shocks and stressors in mind*"" Context-based thinking is seen as an important element of a resilience lens.

67. In the policy, 3PA is highlighted as a key tool for applying a resilience lens, and the 2019 SE Resilience emphasizes the potential of the tool for linking assessments to integrated programme design. Staff described 3PA as a very important tool to help with resilience programming, particularly when used as a basis for multidisciplinary conversations between programme staff at country office level to discuss the findings in an integrated way, although interviewees suggested that many do not necessarily consciously realise this. There are some examples of where use of the tool has helped resilience programming: for example, in Malawi urban Integrated Context Analysis (ICA) has been used to classify locations in terms of historic food insecurity and experience of natural hazards. This provides evidence to support discussions around where, and for how long, preparedness, DRR, social protection and market access efforts could be most appropriate to meet the needs of the most vulnerable and food-insecure populations. In RBD, 3PA tools are used as the basis to identify where, when, and what is required, for whom and by whom. Other interviewees considered the 3PA tools to be more useful for programming on the ground in rural contexts, and less so in middle-income countries (MICs), where programming focuses on government capacity strengthening, and/or where the urban context is becoming more prominent – although, as discussed later, the tool has recently been adapted to and piloted in urban settings and 3PA now has distinct rural and urban methodologies and guidance is in the process of being rolled out.

---

[63] WFP 2022. WFP's Contribution to Resilient Food Systems in vulnerable and shock-prone settings A Practical Framework and Orientation Note for WFP Programme Teams. p.9

2.2. RESULTS OF THE POLICY

Summary: EQ2 assesses the results of the policy. The ToC developed for this evaluation (see Figure 1) identifies several pathways through which the resilience policy directly and indirectly supports and influences resilience results. Within the direct sphere of influence the evaluation includes an assessment of the resilience design and implementation considerations evident in CSPs and reporting documents. The policy contribution to improved resilience capacities is assessed as an indirect influence. The evaluation interrogated the ToC assumptions as a key part of assessing policy results. Annex XXII provides a synthesis of findings from the three evaluation questions against each assumption.

The evaluation team found that there is limited evidence to suggest that CSP design or implementation is informed or driven directly by the resilience policy. However, most resilience programmes align, to some extent, with at least some of the resilience policy design and implementation principles. Where integrated resilience programming is evident, this is driven largely by country offices' previous experience, senior management preferences, the region/country's political and climatic context, national government and donor funding priorities. In many of the countries reviewed, resilience programming is seen as a set of activities rather than as an intermediate outcome for the whole organization. In emergency settings there is a tendency for work on the ground in resilience to be viewed in a livelihoods silo, rather than integrating resilience thinking into emergency response and humanitarian programming. CSP structures can run the risk of reinforcing vertical siloes and hindering programme integration across distinct strategic outcomes.

WFP CSPs suggest an emerging 'shift in focus' towards integrating resilience with emergency response – for example shock responsive social protection and safety nets – and thereby improving nexus thinking, but there is no systematic data collection against resilience capacities to measure the results of that shift. WFP staff highlighted this as the main gap in the current policy. Where data are available, resilience-focused activity areas, as measured by relevant indicators from the CRF, show some positive results. Analysis of the available evidence reveals that programmes focus primarily on strengthening absorptive and adaptive capacities at household and individual levels, without adequately addressing broader structural inequalities and power imbalances (transformative capacities) or capturing work that supports national governments to strengthen resilience. Starting with the initiation of R4 in 2011, WFP activities have also sought to build absorptive and adaptive capacities, for example weather-indexed insurance, weather information, savings groups and contingency planning support target groups to anticipate and absorb shocks and reduce their impacts. Evidence suggests that WFP resilience programming defined through livelihoods activities seems best adapted to low income countries (LICs) with significant rural economies but lacks widespread resilience programming models and guidance for other contexts, including protracted conflict, MICs and urban settings, although there is nascent work in these areas.

External stakeholders recognize WFP to be a nimble humanitarian response organization. While there are some good, isolated examples of adaptive management of resilience programmes, the evaluation team did not find sufficient evidence to conclusively reveal the extent to which resilience programming was adaptive to evolving contexts.

2.2.1 Programme design[64]

Finding 9: Most resilience-focused programmes align, to some extent, with the policy design principles by prioritizing key programming areas. Activity-centric approaches dominate programmatic areas compared to outcome and systems-oriented framing for resilience-focused programming.

68.   **Guidance support for policy implementation is lacking but is being developed in relation to programming by country offices.** The policy calls for prioritization of: (i) GEWE; (ii) DRR as a prerequisite for sustainable development; (iii) the prevention of undernutrition to promote resilience; (iv) support to

---

[64] EQ2.1: How does the resilience policy support and enable resilience programming?

social protection and safety nets; (v) climate resilience; and (vi) the creation of productive assets and strengthening of livelihoods, especially those related to productive safety nets. By highlighting specific thematic areas, the policy emphasizes the multisectoral approach necessary to successfully address risk and build resilience, whereby an explicit consideration of whether or not activities contribute to building capacities to deal with and recover from shocks and stressors (the 'resilience lens') can be applied across WFP's programming and at multiple systemic levels. However, the policy does not provide clear guidance or understanding of how thematic areas should be incorporated into resilience programming. Similarly, several WFP policies[65] and strategies developed since 2015 do not reference the resilience policy, although they do identify resilience building as a relevant programming outcome. For example, resilience building is a key pillar and priority area in the WFP Social Protection Strategy.

69.   Although WFP has been implementing integrated resilience programmes since the launch of the policy – if not as early as 2011 in the case of R4 programming – the 2019 SE Resilience recommendations kickstarted a renewed focus on establishing explicit guidance and support for implementing the policy, including the Resilience-Building Blocks Project (RBBP).[66] Relatively recently, the RBBP developed an internal testing version of a Resilience Design Support tool, which supports the integration of resilience-building principles into programming. The toolkit also contains eleven technical briefs that explain the contributions of different WFP programming areas to the resilience strengthening, to address the lack of clear resilience policy guidance on how thematic areas should be incorporated into resilience programming. The approach has yet to be rolled out, so there is limited evidence of its potential to improve resilience programming (see sections 2.2.3 and 2.3). Several units within PROR have been actively developing and refining tools and guidance, for example on resilience measurement and programme design, over the past two years. These efforts are intended to increase the coherence between resilience building and the resilient food systems agenda, and specific cross-cutting aspects such as gender and inclusion, among others. These are relatively new initiatives that will not emerge in draft form until 2023.

70.   Findings 10–15 follow the programmatic areas identified in the resilience policy.[67] The extent of their **prioritization in resilience programme design** is outlined below.

> *Finding 10: Prioritization of DRR programming is apparent from the national/systems level to the community level, with some evidence demonstrating the varied roles WFP plays in policy and system support. Evidence is more widespread for the delivery of DRR interventions at the local level, especially related to physical risk reduction measures.*

71.   There is some evidence that WFP programmes address disaster risk reduction, with a focus at the programme level and integration in CSPs. Most DRR activities and results are delivered through (a) national level support for DRR policy and planning aligned with implementation of the Sendai Framework[68] and (b) project-level work. However, there is no consistency in approach across different CSPs. WFP programmes focus on hazard types that present a risk to food systems, in particular hydrometeorological hazards, and do not adopt an all-hazard approach. The evidence suggests that DRR is infrequently mainstreamed as part of an integrated approach to resilience-building. References to DRR in interviews and literature suggest it is

---

[65] For example: the Nutrition Policy (2017); the Gender Policy (2015-2020;2022).
[66] WFP. 2022. *Review of the implementation of recommendations from thematic evaluations of a strategic/global nature*. WFP. 2019. *Strategic Evaluation of WFP Support for Enhanced Resilience*.
[67] EQ2.1 How does the resilience policy support and enable resilience programming to:
(i) Prioritize gender equality and women's empowerment?
(ii) Prioritize disaster risk reduction as a prerequisite for sustainable development?
(iii) Prioritize the prevention of undernutrition and promotion of healthy diets to support resilience, enable quality nutrition-sensitive programming and support to design the national nutrition-sensitive strategies and systems?
(iv) Increase support to social protection and safety nets?
(v) Prioritize climate resilience?
(vi) Create productive assets and strengthen livelihoods, especially those related to productive safety nets?
EQ2.1 (i) 'Prioritize gender equality and women's empowerment' will be covered last.
[68] Following the United Nations Hyogo Framework for Action (HFA), the United Nations 2015-2030 Sendai Framework for Disaster Risk Reduction (DRR) was adopted at the Third United Nations World Conference in Sendai, Japan, on March 18, 2015.

somewhat sporadic, and driven more by government, donor or cooperating partner interest rather than by a WFP resilience approach.

72.   Evidence suggests that DRR efforts are more systems-focused than other areas of work, such as livelihoods and assets. There is evidence of DRR being addressed at the national level, with support for governments to achieve the goals of the Sendai Framework for DRR, through capacity development and systems support. WFP HQ sees Sendai as an entry point to an international policy process, and in many governments there is a National Disaster Management Authority or equivalent to work with. Some countries, such as Madagascar, recognize the important connections between DRR, resilience and WFP's role in supporting national authorities. This is also evidenced in the evaluation's review of annual country reports which suggests that WFP DRR activities support national disaster management authorities' resilience-building efforts. For example:

- In the Niger, intertwined resilience and capacity strengthening strategies were increasingly implemented through decentralized structures, including DRR activities contributing to the Niger's food crisis prevention and response strategy and the development of a national shock-responsive adaptive social protection system.[69]
- In Pakistan WFP emphasized prioritizing DRR as a prerequisite for sustainable development and strengthening disaster-prone communities' resilience. WFP focused on capacity strengthening for disaster preparedness and response planning. Interventions included emergency response simulation exercises; school safety training; risk assessments; COVID-19 preparedness, mitigation and response-related measures; policy and legislative support; and development of learning and coordination.[70]

73.   DRR is most visible in WFP's FFA programming, where physical risk reduction measures such as retaining walls, flood barriers and other infrastructure are constructed as community assets. Initiatives such as R4 help to integrate more diverse measures to manage risks. FFA is one of the most common entry points for WFP's resilience programming, even though it is now increasingly understood that the best results are delivered in combination with activities focusing on financial inclusion, risk transfer and climate services (including early warning), among others. A good example can be seen in Mozambique. WFP is implementing a three-year project in the south that employs an integrated approach to resilience-building as per WFP's R4 strategy, with the objective of enabling 16,000 vulnerable families to increase their food and income security 26oweveng climate-related risks. The programme includes: (1) Risk reduction: conservation agriculture, watershed management, climate-resilient assets, and nutrition-sensitive FFA; (2) Risk reserves: village savings and credit groups; (3) Risk transfer: weather-index micro-insurance; (4) Prudent risk-taking: formal credit, livelihood diversification, and access to markets; (5) Climate services: Participatory Integrated Climate Services for Agriculture (PICSA), improved weather forecast and monitoring. The geographical targeting of WFP's work aligned in its integrated resilience-building is advised by ICA of areas identified to have high food insecurity and high exposure to shocks. Such integrated approaches can also be seen at a larger scale, for example in the Sahel Resilience Initiative and some other livelihood-led initiatives, characterized by integrating, layering, and sequencing of different thematic actions, including DRR. The high level of integration in such initiatives can, according to WFP, mean that DRR-specific terminology is less visible in more resilience-focused narratives, but that DRR contributions to resilience outcomes in such contexts can be considerable. The same may be argued for nutrition and, potentially, other thematic activities that WFP implements.

Finding 11: Across countries, nutrition-sensitive activities, approaches and outcomes are identified as a priority area for resilience programmes and there is good evidence of integration of nutrition in resilience-strengthening programmes. However, in CSPs the programmatic contributions of nutrition activities to resilience outcomes remain uneven, despite some corporate-level efforts to clarify opportunities for linkage.

74.   The resilience policy identifies adequate nutrition as a component of the resilience-building process and as an outcome. Nutrition is a stated wellbeing outcome of a zero-hunger agenda. It is central to

---

[69] The Niger annual country reports (2019–2021).
[70] Pakistan annual country reports (2019–2021).

the WFP Policy on Building Resilience for Food Security and Nutrition, which recognizes the need to prioritize the prevention of undernutrition to promote resilience. The Nutrition Policy (2017) and the Guidance for Nutrition-Sensitive Programming (2017) both reflect the understanding that nutrition and resilience are mutually reinforcing. The guidance envisages that 3PA will be an important platform to ensure nutrition integration into programmes, including enhancing resilience. A thematic brief on "enhancing nutrition and resilience programmatic linkages" has been prepared to highlight principles and practices to ensure resilience programming maximizes nutrition outcomes, although the evaluation team did not find evidence of its application in practice.

75.   Prevention of undernutrition activities and nutrition outcomes are present in all country and field study CSPs, but they are usually placed under their own strategic outcome (improved nutrition status). Approaches linking nutrition activities to resilience outcomes vary across countries. For example, in Honduras and Kenya the CSP identifies the provision of a comprehensive package of nutrition-sensitive activities – such as social and behavioural change communication (SBCC) activities to improve knowledge and practices related to nutrition, linkages to social protection schemes and essential health and nutrition services, including the provision of micronutrient powders to improve their nutrition status – as critical activities that contribute to resilience outcomes. On the other hand, other countries – including the Niger, Sri Lanka and Madagascar – identify similar activities under the nutrition outcome.

76.   Home-grown school feeding efforts are frequently leveraged as a platform to integrate school meals with food systems programming, such as by engaging local farmers within the school feeding supply chain, to include more nutritious foods and build community resilience (the Niger and Burkina Faso). School meals sourced from local smallholder farmers can potentially improve their agricultural production and income by linking farmers to the wider output markets. In Malawi, for example, HGSF is implemented to strengthen strategic partnerships to increase access to basic services (water, sanitation and hygiene (WASH); health; and quality education). In the Integrated Sahel Programme, nutrition is integrated with livelihoods programming to harness synergies, for example FFA includes market or school gardening and is combined with nutrition-specific activities such as malnutrition treatment, supplementary feeding, community-based nutrition peer-support groups.

Finding 12: Prioritization of social protection and safety nets is not influenced directly by the resilience policy, but supported by the Social Protection Strategy, although social protection and safety net programmes do reflect the resilience policy direction.

77.   Interviews and the literature review revealed no explicit, direct relationship between social protection and safety net programming and the resilience policy, in relation to the design of these programmes.[71] The evaluation found that the new Social Protection Strategy is a more important and practical driver of social protection and safety net programme design than the resilience policy. However, resilience policy *direction* is reflected in social protection and safety net programmes, which may also contribute to resilience-building outcomes.

78.   There is strong evidence for conceptual linkages between social protection, safety nets and resilience building in WFP's policy and planning work. Shock-responsive social protection is an important contributor to building and strengthening resilience, and guidance exists for implementation.[72] WFP is active in some countries, such as Kenya, Lebanon, Malawi and the Niger, in supporting host government capacity for social protection and safety nets, but internally the levels of integration, coherence and coordination with resilience programming can vary significantly. Social protection and safety net programmes typically rely on governments to play a substantial role (Box 6):

---

[71] Shared in February 2023, a reference to *WFP. 2019. Occasional Paper for Latin America and the Caribbean* (No 26), which sets out the regional vision for the role social protection can play in adaptation to climate change.
[72] WFP. 2021. *Shock-responsive social protection in the Caribbean handbook*. While explicit to the Caribbean it has much wider applicability. In addition WFP Malawi developed a training module [TRANSFORM] on 'Shock-responsive social protection', which discusses extensively the use of social protection for building resilience to disasters. TRANSFORM is a major interagency learning initiative for social protection policymakers across sub-Saharan Africa (currently being extended to the Middle East).

Box 6: Resilience and social protection linkages in the country studies

- *In the Niger, resilience and social protection approaches are highly interlinked. The country office's resilience programming is being implemented in 2,000 villages (1.8 million people) in partnership with the government, United Nations agencies (UNICEF, FAO, IFAD, UNFPA), GIZ, NGOs, universities and research centres. WFP support contributes to the engagement of the World Bank and UNICEF in strengthening national adaptive social protection (ASP) systems.*

- *In Madagascar WFP strengthened the government's capacity to build an early action financing system linked to the early warning system and social protection systems.*

- *WFP capacity strengthening at national and county levels in Kenya is continuing WFP's shift away from the large-scale emergency food aid responses of the past and towards assistance focused on technical support for government-owned safety nets that address food security and nutrition, including programmes for supporting poor smallholder farmers. Capacity strengthening is the principal mechanism that WFP uses to integrate programmes into the national social protection framework and engage with other actors to ensure that Kenya's safety nets portfolio in arid and semi-arid areas meets the needs of food-insecure and vulnerable households efficiently and effectively and promotes the progression of smallholder farmers up the value chain.*

- *In Yemen, the overwhelming nature and scale of the food security crisis and multiple constraints faced reduce WFP's ability to integrate social protection into its resilience actions. The country office faces the challenge of delivering a huge humanitarian programme that overshadows efforts on anything aside from lifesaving activity. Respondents reported that the narrative of the country being 'on the brink of famine' for several years contributes to the prioritization of humanitarian action relative to the resilience-building approach. The government lacks capacity to engage in the development of sustainable social protection and most safety nets. Consequently, WFP focuses on institution-based safety nets, for example through SF. These are currently considered 'very primitive, basic safety nets' but nonetheless provide an entry point to future development if the context allows. Additional challenges include funding, WFP internal capacity and government policy.*

- *In Lebanon, collaboration between the social protection and livelihoods/resilience units in the country office has yet to happen because of the limitations of the government-imposed aid architecture and the limited capacity of programme units to do anything beyond delivery of their thematic programming. Some of these factors are beyond easy control by WFP. However, internal challenges were also highlighted, including issues related to leadership and organizational culture that inhibit integration.*

Source: Evaluation Team, drawing on the country studies

79.   School feeding is an important safety net that WFP supports around the world. WFP considers SF to contribute to resilience outcomes and it is becoming integrated under resilience-building strategic objectives in new CSPs. WFP contributes both at the delivery level and in the development of national systems and policies. In the Sahel, Lebanon, Yemen, Jordan and the Philippines, among many other settings, SF and other social protection programmes can also support the achievement of WFP's other objectives, for example in gender equality, through support for girls' education and female food producers, the triple nexus, and partnerships.

- In Malawi, WFP is a contributor to Malawi's United Nations Sustainable Development Cooperation Framework (UNSDCF 2019-2023). As part of this, in 2021 WFP supported the government's national priorities for food and nutrition security across the humanitarian-development-peace building triple nexus, and transferred knowledge and skills aiming to strengthen existing systems.[73] While emergency response remained a priority, WFP continued to strengthen its position as a key development partner of the government, with strategic collaboration to improve capacity in shock-responsive social protection, SF, nutrition, resilience building and emergency preparedness.
- In Sri Lanka WFP's HGSF project links local smallholder farmers, predominantly women, with the

---

[73] WFP. 2021. Malawi Country Office Annual Country Report 2021

School Meal Programme. By sourcing food for the school meals from local smallholder farmers – primarily mothers of the schoolchildren from some of the poorest households in the vicinity – the project provides farmers with a stable income and enhances the financial independence of women in agriculture.[74]

Finding 13: Climate resilience is a key area of work for many resilience programmes. WFP is motivated to access climate finance to support its work on food systems, and is implementing promising integrated approaches to climate risk management and resilience such as R4.

80. The resilience policy relates closely to WFP's work on climate resilience;[75] climate-related risks are recognized, among others, as drivers of hunger and food insecurity. WFP aims to adopt a context-sensitive approach to programme design and implementation. CSPs cite climate risk, especially exposure to climatic hazards such as floods, droughts and storms, as factors in the design.[76] While recognizing that climate change is a significant challenge, the organization is cautious not to see it as the only challenge. Many of the regions that WFP works in have been subject to extreme climate variability for the long-term. The Sahel is a good example. In this context a range of long-standing, human-induced problems such as conflict, poverty, land tenure, soil degradation and land grabbing that drive vulnerability to hunger and food insecurity are all exacerbated by climate change in an environment where, throughout history, people have had long experience with, for example, significant seasonal variations in rainfall.[77]

Box 7: The R4 Rural Resilience Initiative

R4 is a brand that was initiated in 2011 through a strategic partnership, until 2018, with Oxfam America. It is a climate-integrated risk management approach that provides a methodology that can be adapted to the specific country context. It has four pillars that combine risk reduction through asset creation, post-harvest loss reduction or climate adapted farming practices, risk transfer through insurance, prudent risk-taking through a range of livelihood and financial supports, and risk retention through saving schemes.

Source: WFP 2022. R4 Rural Resilience Initiative Factsheet

81. WFP recognizes the need to ensure, to the extent possible, that all its work is climate-sensitive and is motivated to access climate finance to support its work on food systems with the aim of delivering resilience outcomes from integrated climate-risk-focused programming.[78] The organization is working to establish bridges between climate change and all areas of WFP's portfolio, including those mentioned in the design and implementation priorities of the resilience policy, for example through more effective use of climate change projections for resilience strategy and planning. WFP is developing a growing range of tools to help integrate climate-risk management into its overall programmatic approach. These tools include climate analyses and assessment, climate services, insurance and policy or planning support, for example to develop climate-resilient food systems or to better access climate finance. These tools, among others, are focused on climate action at the community, ecosystem, institution, policy and systems levels.[79] However, there is a question about the support provided to the country office about integration of climate action for resilience. Some respondents have highlighted the challenge this can create where technical advice is not always as well aligned with programmatic choices and constraints at the field level as it might be.[80]

---

[74] WFP Sri Lanka. n.d. Fact Sheet - Achieving Gender Equality: Empowering women through improved nutrition and food.
[75] A review of WFP's climate change related portfolio is beyond the scope of this evaluation. A companion evaluation of the DRR/M and climate change policies (2022) covers this area of programming in depth: This section primarily focuses on WFP's flagship programmes such as R4 and other WFP efforts on climate and resilience integration.
[76] Evaluation team analysis of country and field study CSPs.
[77] WFP. 2023. Integrated Resilience in the Sahel.
[78] Evaluation team analysis of key informant interviews and document review. See, for example, WFP. 2018. *WFP and Climate Change: helping countries increase climate resilience to achieve zero hunger*; Green Climate. 2016. *World Food Programme*
[79] WFP. n.d. Climate risk management insurance and financing
[80] Evaluation team analysis of key informant interviews and document review

82.　　WFP has developed promising programming models, starting with R4, to address climate change that can be adapted to specific country contexts and draw on established approaches such as FFA (Box 7). For example, the Malawi Country Office established a resilience team that, since 2014, has been developing R4 activities and refining its resilience strategy through pilot programmes, resulting in a significant scale up in 2017. The integrated resilience approach in Malawi expands the R4 Initiative into a design, implementation and adaptive management framework based on a graduation model out of food insecurity through risk management strategies, climate adaptation and market-based opportunities. The framework defined potential pathways to self-reliance and graduation from food assistance.

83.　　In Kenya, an evaluation generated evidence of relevance and positive impact of WFP's food system and resilience interventions. The programme was considered highly relevant for supporting communities to adapt to climate change, partly due to the combination of building household resilience, including improving access to credit and supporting market/entrepreneurial development.

84.　　As part of this programme, in 2021 WFP invested in building resilient livelihoods and climate adaptation interventions across the arid and semi-arid lands (ASALs). In addition to providing seasonal transfers to 390,000 people in the nine most drought-affected counties, WFP partnered with county governments to build climate-resilient infrastructure, promote conservation agriculture, manage risk from crop losses through micro-insurance and introduce drought-tolerant and nutrient-dense crop varieties. Scaling up these activities and strengthening integration with smallholder market activities and financial inclusion models are key elements of supporting communities to build sustainable and inclusive food systems.

85.　　In Mozambique WFP's resilience work is mostly being implemented by the climate change unit, with a strong focus on shock-responsive social protection that contributes to anticipatory actions. WFP highlights how R4 also has positive effects on increased incomes, reduced reliance on negative coping strategies, and positive effects on gender equality.[81] Scaling up climate-sensitive programming, including R4, is a priority. In some programmes, such as the Sahel Integrated Resilience Initiative, work on climate risk through a range of approaches including natural regeneration, protection against weather-related hazards, and carbon sequestration is taking place that may provide examples of climate-sensitive programming that can be applied elsewhere.[82]

> **Finding 14: FFA, FFT and livelihoods strengthening are frequent entry points for resilience building and have the potential to build resilience. However, contributions towards absorptive capacity resulting from humanitarian activities are not conceptualized or systematically reported as contributing to resilience.**

86.　　 FFA, FFT and SAMS are among the most common entry points for resilience building in WFP programmes. Table 4 below (section 2.2.2) shows that FFA and related activities were entry points in nine of 12 country programmes reviewed, with others all implementing FFA and/or SAMS activities in integrated programming. The resilience policy itself states that '*WFP's support to productive safety nets through community-based asset creation schemes in several of its operations has been widely acknowledged as central to its resilience-building work*'. The rationale is reasonably well supported by evidence showing how such programmes contribute to improved food consumption, new or improved livelihood opportunities and growing household incomes, among other high-level indicators included in WFP's CRFs. While SAMS has contributed to the development of national norms and standards in a small number of countries,[83] and while it has the potential to deliver systemic change for resilience building, for example through value chain development, performance measures (resilience indicators) to demonstrate such changes at the system

---

[81] WFP. 2022. Zimbabwe, R4 Rural Resilience Initiative in Masvingo and Rushinga Jan 2018-June 2021: Decentralized Evaluation

[82] WFP. 2018. Scaling up for resilient individuals, communities and systems in the Sahel Operational Reference Note; WFP. 2021. Scaling-up Resilience in the Sahel: A Story of People, Partnerships and Practice

[83] WFP. 2021 WFP Contribution to Market Development and Food Systems in Southern Africa: A Thematic Evaluation 2018 to 2021 (10 December 2021) Decentralized Evaluation; WFP. 2022. Evaluation of WFP's Support to Smallholder Farmers and Its Expanded Portfolio Across The Agriculture Value Chain In Bhutan. January 2019 To June 2021. Decentralized Evaluation (March 2022)

level are absent from monitoring and reporting systems. This absence indirectly encourages a focus on activity delivery at individual, household and community level, without engaging with the wider systems thinking needed to support all-round wellbeing.[84]

87.   Resilience programmes that combine financial and social inclusion activities and climate services, among other integrated activities, helped enhance results, for example in the R4 integrated resilience programme and locally adapted programmes, such as that in Malawi, where the main entry point for 'resilience activities' continues to be FFA, with beneficiaries prioritized to receive access to components such as climate services, integrated risk management and market support as part of a 'holistic package' to increase overall resilience. Through asset creation, WFP increased agricultural productivity by supporting 104,000 households in eight districts with land resource management, irrigation, crop and livestock production and/or reforestation, among other interventions. FFA was further integrated with climate services, integrated climate risk management (including micro-insurance), village savings and loans (VSL) for financial inclusion and SAMS through post-harvest technologies. Complementary activities included WASH and nutrition-sensitive programming, such as promoting kitchen gardens and SBCC on critical issues such as gender, HIV and AIDS, and COVID-19.[85]

88.   WFP's resilience-building approach around asset creation and livelihood strengthening is well adapted to rural economies. To some extent this has become the most common approach across the organization. However, it is not well adapted to all contexts where food insecurity is a risk, with urban and conflict-affected settings requiring different approaches. Some countries, such as Malawi, are adapting their approach, using variations of 3PA, to design resilience-building programmes that are more appropriate for urban contexts, but this is still a trial. In countries such as Lebanon, a MIC with a relatively small agriculture sector, there is significant demand for new programmatic approaches, both for analysis and programme design. With climate and economic crises driving food insecurity and hunger in countries that might not usually have sought WFP assistance, this puts even more pressure on WFP, and suggests that programming approaches in non-agricultural contexts are a priority. The new WFP Urban Strategy aims to articulate WFP's intent and priorities in urban areas, and provide a framework and strategic direction for, and support regional bureaus and country offices in, activities to meet urgent needs in cities, as well as support partnerships for urban-focused work.[86]

89.   When implemented in emergency settings, FFA, FFT and livelihoods approaches can contribute to the creation and reinforcement of absorptive resilience capacity.[87] These approaches are aligned with both resilience policy objectives and later nexus thinking, although the effect of improved absorptive capacity may not be sustained far beyond the end of the project intervention. [88]

90.   However, because of their short-term nature and the conditions in which they are implemented, emergency responses cannot always contribute directly towards adaptive and transformative capacities, though it can contribute to progress along resilience pathways (relative to their starting point) in the short-term by providing 'building blocks' towards these capacities.[89] A key challenge is that WFP does not systematically report the results of its FFA, FFT and livelihoods initiatives in emergency situations as contributions to resilience building, even though many of the core corporate indicators for humanitarian action and resilience building, such as food consumption scores, consumption and livelihood-based coping

---

[84] The Resilience Policy refers to systems in the following way: "Multi-level and systems-based: Interventions aimed at building resilience will need to operate at different levels and recognize their inter-dependence: individual, household, community, government and other regional and global institutions. Reliable basic services and national disaster management systems are paramount." Systems thinking refers to cross-sectoral processes that are complex, inter-related, non-linear, and constantly changing, emphasizing in particular non-linearity and complex interdependences. See for example Meadows D (2008) Thinking in Systems.

[85] Evaluation team Malawi desk study.

[86] WFP 2023. WFP Urban Strategy. Achieving zero hunger in an urbanizing world. Final Draft. January 2023

[87] As absorptive capacity covers the coping strategies, individuals, households, or communities use to *moderate or buffer the impacts of shocks* on their livelihoods and basic needs. Humanitarian interventions focus predominantly on coping strategies by helping households and communities to 'bounce back' after the disaster. See WFP Resilience Policy. resilience definition; and references 63-64 below.

[88] Bahadur et al. 2015. *The 3As Tracking resilience across BRACED. Working paper*. Overseas Development Institute.

[89] Béne et al.2018.*Bridging Humanitarian response and Long-Term Development through Transformative Changes—Some Initial Reflections from the World Bank's Adaptive Social Protection Program in the Sahel*. *Sustainability* 2018, *10*, 1697.

strategy indices, are shared across programming areas. Thus, some of the contributions of WFP's emergency responses to resilience-building gains, particularly adaptive/transformative capacities, are not currently captured by performance reporting.

> *Finding 15: While there is evidence of gender-targeted and gender-responsive activities in resilience programming, gender-transformative approaches are not yet fully embedded, reflecting a wider pattern across the organization.*[90]

91.   WFP CSPs reflect WFP's corporate commitment to the principles of gender equality, inclusion (including youth participation), equity and accountability to affected populations.[91] CSPs also reflect gender-based vulnerabilities to shocks and stressors, but programmes tend to be *gender-targeted* (see Table 2: Gender scale), with a focus on targeting women and ensuring parity of participation. As noted previously (section 2.1.2), the resilience policy provided little specific direction on gender and no coverage of how to address other sources of marginalization – such as age or disabilities[92] – in resilience programming. Similarly, the former and the recently launched new gender policy does not provide a clear articulation of the links between resilience building and gender mainstreaming.[93] This is of particular importance as GEWE commitments are explicitly linked with strengthening resilience transformative capacities.

92.   The evaluation has not found resilience-specific guidelines, tools or approaches for the integration of GEWE objectives into resilience programmes. WFP's gender toolkit provides activity-specific guidelines, such as FFA, emergency preparedness and social protection. Documentary evidence and interviews with WFP staff highlight that the 3PA and accompanying participatory tools such as Community-Based Participatory Planning (CBPP) '*ensure the inclusion of women and marginalized vulnerable groups in programme discussions, selection, and implementation*'. There has been a review of the SLP component of the 3PA, as well as significant work on how to include gender analyses as a core lens in the ICA, but the review of applying the ICA with a gender lens has not yet been undertaken, so practical guidance on how to conduct the analysis to enable gender inclusion and replication in all ICAs is limited. The Strategic Evaluation of WFP Support for Enhanced Resilience in 2019 noted that, despite use of CBPP, gender-differentiated needs are not always well understood, including the specific vulnerabilities and capacities of women, men, girls and boys or how they may be affected differently by the same shock or stressor. There are some examples of where application of the CBPP has supported women's inclusion, for example in Malawi FFA programming.[94] To date, it remains unclear how issues such as age, gender and disability are used as parameters in the identification of the most vulnerable in resilience programming.

93.   All countries track the GEWE indicators at CSP outcome levels, making it difficult to assess how gender is integrated across the whole programme cycle into resilience programmes. Mainstreaming efforts are driven by and aligned to the processes set up in the Gender Policy[95] and the Gender Action Plan, mainly referring to sex-disaggregated data collection and analysis, addressing specific needs (targeting), ensuring equal participation, and implementing gender 'transformative' activities. Variations in gender and age

---

[90] WFP definitions: Gender-sensitive: An intervention is gender-sensitive when it identifies, considers and aims to address the differing needs, interests and realities of men, boys, women and girls but does not address the underlying gender-based inequalities and unequal distribution of power between women and men, and girls and boys. Gender transformative: A gender transformative approach focuses on transforming (e.g., changing) unequal gender relations by challenging deeply entrenched gender norms, biases and stereotypes in order to promote shared power, control of resources, decision making and support for women's empowerment. Integral to a gender transformative approach is moving beyond the individual to address the root causes that perpetuate gender inequality, which include unequal power relations, discrimination based on sex and gender, social norms and structural barriers, as well as policies and practices (Gender Policy 2022).

[91] The CSPs reviewed in this evaluation focused on those of the country and field study countries. The evaluation team also reviewed the set of CSP evaluation reports available at the time of the evaluation.

[92] Acknowledging that the United Nations Disability Inclusion Strategy was only adopted in 2018.

[93] The current Gender Policy (2022) does not refer to any specific thematic area as it aims to be applied to all programmes, including resilience.

[94] WFP. 2021. Evaluation of Food Assistance for Assets (FFA) in the context of Malawi (2015-2019)

[95] In the course of this evaluation a new Gender Policy was launched (2022). This presents a new set of objectives: (i) achieving equitable access to and control over food security and nutrition; (ii) addressing the root causes of gender inequalities that affect food security and nutrition; and (iii) advancing the economic empowerment of women and girls in food security and nutrition.

markers in resilience specific activities (GaM)[96] across countries illustrate that such efforts are not yet systematic (Annex XIV). The Gender Policy Evaluation highlights that the gender with age marker ensures that a *basic* level of gender analysis is incorporated into countries' strategic plans, but this represents only a contributory step toward gender mainstreaming. Interviewees highlight that since the adoption of the CSPs there have been significant advances in the disaggregation of data and its reporting. However, the reported indicators provide very limited tangible information on gender empowerment; the current focus is primarily on gender parity.[97]

94.   WFP staff highlight that the uptake of resilience programming has deepened appreciation that the exposure to, sensitivity to and capacities to recover from shocks and adapt to change are shaped by multiple sources of exclusion (gender norms, socioeconomic status, age, etc.). There is some evidence of *gender-responsive* actions, where interventions are adapted to the specific needs of women, men, boys and girls. It is not widespread or consistent, however. A documentary review[98] reveals that programmes tend to focus on women rather than on gender, because of a lack of gender analyses to understand existing (and historical) work, resource and livelihood relations between men and women. Women are identified as a target group, and activities focus on addressing specific inequality gaps in, for example, access to resources. Most activities include interventions that enable women to benefit from income opportunities and diversified livelihoods with women-led/owned rural enterprises. The focus on gender equality often characterizes women as 'the vulnerable', negating the reality that inequities are a result of unequal power dynamics between men and women, and that women are solution holders too. More recently, as part of the RBBP, a gender technical brief has been developed to guide the integration of GEWE commitments. The note acknowledges that "ignoring gender differences and gender-based inequalities not only undermines WFP's programmes and prevents us from reaching full results; we also risk of doing harm and creating new risks as unintended negative consequences".[99] Yet, the guidance does not apply intersectionality to the gender questions, nor does it make explicit references to people with disabilities.[100] This is a particularly important gap as gender-based inequalities and social exclusion are key factors undermining people's and communities' resilience capacities.[101]

95.   **There are, however, a few examples of country offices taking broader gender and social inclusion perspectives.** In Kenya, for example, a mandatory percentage of people who are unable to work are included in asset creation schemes to ensure that they benefit from the programme. In Pakistan, the targeting approach included an intersectionality approach to assess vulnerability based on sex, age and disabilities. However, these remain exceptions, and there has only been limited use of gender analyses to examine the intra-household, community and structural barriers to GEWE in local contexts.[102]

96.   Across countries, WFP has embarked on several partnerships — with RBAs, research institutions, and civil society — intended to address gender inequalities within resilience programming. For example, gender is a key dimension of the RBAs' Resilience Initiative, with interviews and programme documentation suggesting efforts to ensure attention to increased engagement of women in decision-making, representation in groups, and enrolment of girls in schools. However, the Joint evaluation of collaborations among the RBAs highlights that social inclusion and equity dimensions are not sufficiently addressed in RBA

---

[96] The WFP Gender and Age Marker (GaM) is a corporate tool that codes – on a 0 to 4 scale – the extent to which gender and age are integrated into the design and monitoring of a WFP programme (primarily a Country Strategic Plan). A GaM score of 4 denotes full integration of gender and age in CSP and its activities, 3 denotes full integration of gender, 2 indicates that only age is integrated, 1 indicates partial integration of gender and age, and 0 means that neither gender nor age is integrated.

[97] This is an area in which WFP has recently sought to gain conceptual clarity through, for example, commissioning a series of studies from ODI, 2021

[98] Qualitative review of centralized and decentralized evaluations, APRs, ACRs, CSPs and other relevant documents.

[99] The technical brief provides guiding questions for conducting gender analysis and examples of potential activities that can contribute to resilience capacities. Resilience Technical Briefs. Model C-Gender. In WFP Resilience Toolkit Testing version July 2021.

[100] WFP has recently taken steps to conduct a stocktaking exercise of inclusion to better understand how inclusion and other related terms are understood and operationalized in WFP.

[101] Prakash, A. et al. 2022. Gender, Climate Justice and Transformative Pathways. In book: IPCC Climate Change 2022: Impacts, Adaptation and Vulnerability.

[102] Evaluation team analysis of KIIs and documents

collaborative resilience activities.[103] Gender is also integrated in the design of the SD3C Sahel initiative, although neither the agreement between FAO and WFP (and later IFAD) with the G5 Sahel Secretariat nor the action plan for the initiative specifically mentions gender.[104]

97.   While there are positive examples of inclusion of women in resilience-focused programmes, evidence of signs of transformative change is limited.[105] WFP gender advisors and findings from decentralized evaluations highlight a risk that WFP resilience programmes may in certain instance harm women by targeting them if by doing so they increase their net burden of, for example, unpaid care work. For example, the FFA evaluation in Malawi[106] concluded that, despite the continued participation of women, men continue to control resources and income generated through women-focused activities such as backyard gardening, VSL schemes and the ownership and management of livestock. By contrast, the integrated resilience programme in the Sahel suggests some examples of positive results for women including time saving, based on an IFPRI study, but this study is still in draft form at the time of this evaluation.[107]

98.   Several strategic and CSP evaluations raise additional concerns about WFP's gender mainstreaming efforts across the full range of activities (see analysis in Annex XV). Overall, findings indicate: i) the lack of a strategic approaches and resources dedicated to vulnerability and needs analysis from a gender-transformative perspective; and ii) that gender mainstreaming has not been consistently implemented and has lacked continuity. For example, the evaluation of WFP's Contribution to Market Development and Food Systems in Southern Africa,[108] found gendered variations in the delivery of outputs and contribution to outcomes, as market development activities are, in general, dominated by men. It noted limited consideration of the needs of people with disabilities as well as those of pregnant and nursing women.

---

[103] WFP. 2021. Joint evaluation of collaboration among the United Nations Rome-Based Agencies. Rome, WFP.
[104] Ibid.
[105] During the course of this evaluation, research led by the Institute for Peace and Development was being finalized. The research piece examines WFP's interventions in Burkina Faso and the Niger and its contributions to improving equity in access to natural resources for different identity groups (such as by gender, age, religion, citizenship or migrant status), and to improving social cohesion.
[106] WFP. 2021. Evaluation of the Food Assistance for Assets in the context of Malawi. Decentralized Evaluation.
[107] Institute for Peace and Development. 2023. *Sahel Social Cohesion Research in Burkina Faso and Niger, Research Brief*.
[108] WFP. 2021. WFP Contribution to Market Development and Food Systems in Southern Africa: A Thematic Evaluation 2018 to 2021. Decentralized Evaluation Report.

99.   A gap remains between WFP's intention to address unequal gender relations and inclusion issues such as disability, age, and socially excluded groups, and the ability (and commitment) to implement this intent in resilience programming. The FFA manual – which supports livelihoods-based resilience-focused programming – does not explicitly mention disability, but in relation to the decent work agenda provides guidance on including vulnerable people in FFA, defined as often including "women, youth or marginalized groups, likely to have the lowest employment opportunities, and are subject to exploitative practices".[109] Three key challenges mentioned during interviews are: resources and capacity; organizational culture; short programme cycles and WFP's role in resilience (Box 8).

Box 8: Challenges to gender and inclusion in resilience programming

Resources and Capacity: informants frequently mentioned limited human and financial resources as the main challenges to systematically integrating gender-transformative approaches into resilience programmes. There is a lack of consistency in levels of gender expertise between countries, and typically an over-reliance on the personal initiative of motivated individuals to champion gender mainstreaming and push gender-focused work forward. When these individuals move on, this often leaves a vacuum of expertise, and a lack of continuity in the innovative processes they have initiated.

Organizational culture: staff pointed to a lack of internal leadership and seniority, where gender activities are mainstreamed in resilience programming, as an additional activity without specific budget allocations, rather than as a fundamental pathway towards resilience. Gender is often not being prioritized by country offices, despite the existence of the gender policy. Leadership on gender is uneven, and ultimately depends on individual commitment, not institutional imperatives. As a result, even when gender analyses are conducted these are not systematically applied in programming areas.

Short programme cycles and WFP's role and remit: closely linked to the point above. WFP staff highlight social norms and land tenures as key barriers to resilience building, which need longer programme timeframes, but remain unclear on the extent to which they consider such areas within WFPs' role.

Source: Analysis of WFP CSPs, centralized and decentralized evaluations and confidential interviews.

100.   While most of these factors could be said of any WFP intervention (see, for example, the gender policy evaluation[110]), the resilience policy identifies the pursuit of GEWE as central to fulfilling WFP resilience-building objectives. Furthermore, GEWE and social inclusion are inextricably linked to WFP's definition of transformative capacities, particularly in addressing the root causes of vulnerability and inequality and marginalization, power relations and structural challenges. Within and beyond WFP, a critical challenge for resilience building lies in the distinction between resilience interpreted as 'bouncing back to an original state' / 'business as usual' and resilience as 'bouncing forward' or transforming those systems to anticipate and adapt to future changes. The former suggests that the original conditions may be a state in which social exclusion, marginalization and poverty continue to be endemic. Since the WFP policy was launched, there has been increasing interest in how systems can be transformed to anticipate better, absorb and adapt to future disturbances. A primary example is the United Nations 2030 Agenda for Sustainable Development, which specifically calls for a "universal, integrated, transformative and people-centred" approach to address the root cause of multidimensional poverty and build capacities for resilience.

---

[109] WFP. 2016. Food Assistance for Assets (FFA) for zero hunger and resilient livelihoods. A Programme Guidance Manual.
[110] WFP. 2020. *Evaluation of the Gender Policy*. Centralized Evaluation. OEV/2019/015.

2.2.2 Programme delivery/implementation[111]

> *Finding 16: Resilience programmes are often delivered as a combination of activities. However, integrating, layering and sequencing actions to reduce vulnerability and enhance resilience has scope for improvement. In emergency settings, when working towards resilience outcomes, there is scope for going beyond arresting declines in food security and nutritional status to addressing the root causes.*

101.   The Resilience Policy stresses that resilience programmes are likely to be multisectoral. This is reflected in CSP corporate guidance, which presents resilience not as a programming area but as a cross-cutting Focus Area. Sos for CSPs are tagged to one of three Focus Areas: Crisis Response, Resilience-Building, or Root Causes.

102.   The new CRF (2022–2025) incorporates an 'Integrated Resilience thematic marker',[112], which is intended to inform and identify the programmatic objectives and approaches of each CSP *activity.* Box 9 summarizes the set of definitions used. These are still under revision and the final version is yet to be published.

Box 9: WFP's Integrated Resilience Thematic Marker

Under the new CRF, the Resilience Marker is to be used when at least three sub-activities are aimed at building resilience. Country offices should apply the marker when CSP activities/programmes are designed as follows:

- **Integrated resilience programme:** An integrated resilience programme is characterized by **complementary, multisectoral and multi-year interventions by WFP or partners** (a minimum of three interventions at the start and incrementally more depending on context, capacities and partnerships).

- Any CSP activity that is part of an integrated resilience building programme will have the following **features:**

    1. It may be integrated with complementary, multi-year WFP/partner programme interventions included in one or several additional CSP activity/ies (for example, CSP activity focusing on SBCC/nutrition prevention in SO2 and a CSP activity focusing on food system strengthening in SO4).

    2. The programme interventions in the CSP activity and possibly complementary CSP activity/ies are implemented in the same geographical location to develop a coherent set of resilience capacities or address the drivers of vulnerability.

    3. The programme interventions – in combination – seek to bring about change at multiple levels (including individuals, households, communities, institutions and systems).

    4. The programme interventions included in the CSP activity and possibly complementary CSP activity/ies are appropriately sequenced.

Source: WFP. 2022. Guidelines for preparing CSP logframes. Corporate Planning and Performance (CPP). Internal Version. October 2022.

Of the 73 country offices that have retrofitted their CSP log frames at the end 2022, 41 have applied the integrated resilience marker. PROR expects that an additional 9 country offices will apply the integrated resilience marker, for a total of 50 country offices.

---

[111] EQ2.3 How does the resilience policy support the way activities are integrated and layered to contribute to enhance resilience? In what contexts?

[112] In WFP, markers are elements which highlight or inform on additional/cross-cutting programmatic objectives or approaches that are being adopted in respective activities. They are used to assess the importance of integrated programming for sustainable results.

103.   For this evaluation, the team applied the definitions presented in section 1.2 Box 2. Table 4 below presents a review of resilience approaches described in CSPs and consultations with WFP staff. Entry points are the Resilience policy priorities for programme design and implementation (See section 2.2.1).[113]

Table 4: Entry points for integrated activities in WFP resilience programmes[114]

Country	Integrated activities	DRR	Nutrition	Climate resilience	Social protection	Assets creation & livelihoods
Burkina Faso	Entry points – FFA, SAMS, school feeding Integrated activities – gender, cash-based transfers, nutrition services, capacity strengthening, partnerships		●		●	●
Honduras	Entry points – FFA, institutional capacity strengthening, climate resilience, social protection. Integrated activities – gender, cash transfers, information management, risk analysis, advocacy, environment, climate change adaptation, nutrition		●	●	●	●
Kenya (CSP 2018-2023)	Entry points – Safety nets, DRR, market access, SAMS Integrated activities – institutional/system-strengthening, cash transfers, integrated climate risk management, value addition and post-harvest loss management, financial services, nutrition-sensitive, gender, partnerships	●	●		●	●
Kenya (CSP 2023-2027)	Entry points – climate resilience, ecosystem-based adaptation, SH market linkages with private sector Integrated activities – institutional/system-strengthening, cash transfers, integrated climate risk and environmental management, water harvesting/integrated water management, anticipatory actions, links to social protection, value addition and post-harvest loss management, financial services, access to healthy diets, gender/youth/inclusion, partnerships			●	●	●
Lebanon	Entry points – FFA, FFT, SAMS Integrated activities – social cohesion, gender, individual capacity strengthening, cash transfers					●
Madagascar	Entry points – School feeding, nutrition services, climate resilience Integrated activities – SBCC, FFA, SAMS, cash transfers, capacity strengthening, partnerships	●	●	●	●	●
Malawi	Entry points – FFA, social protection, climate resilience Integrated activities: integrated risk management, school feeding, climate services, post-harvest loss reduction, nutrition, cash transfers, gender, partnerships and SBCC		●	●	●	●
Mozambique	Entry points – social protection capacity strengthening, emergency preparedness and information services Integrated activities – nutrition, asset creation, cash transfers, forecast-based financing, partnerships, SAMS	●	●		●	●

---

[113] This is not an exhaustive list of all combinations of activities and entry points but serves to illustrate, based on the policy, the most common entry points, and combinations for which the policy would be expected to provide support and guidance.
[114] Source: Evaluation team review of Country Strategic Plans and Annual Country Reports

Country	Integrated activities	Resilience policy priorities for programme design and implementation				
		DRR	Nutrition	Climate resilience	Social protection	Assets creation & livelihoods
The Niger	Entry points – FFA, SAMS, social protection, nutrition, school feeding Integrated activities – SBCC, capacity strengthening, cash transfers, gender, partnerships		●		●	●
Pakistan	Entry points – FFA, social protection, climate resilience, DRR Integrated activities – anticipatory action, EWS, capacity strengthening, information management, risk analysis, financial services	●		●	●	●
South Sudan	Entry points – FFA, SAMS Integrated activities – nutrition, safety nets, cash-based transfers, capacity strengthening		●		●	●
Sri Lanka	Entry points – asset creation and livelihoods, climate resilience, social protection, DRR Integrated activities – gender, nutrition	●	●	●	●	●
Yemen	Entry points – school feeding, FFA Integrated activities – capacity strengthening of local and national institutions, gender-responsiveness, partnerships, SBCC.				●	●

104.   WFP integrated programmes take many forms. This presents opportunities to apply context-specific resilience thinking. It also presents challenges in providing operational guidance to and monitoring of WFP work in resilience. Many of the programmatic elements of resilience-building highlighted in the resilience policy are well-established, well understood and widely implemented by WFP. In several reviewed country offices and regional bureaux, consulted WFP employees noted that over the past two to three years, their offices had made efforts to engage in and support resilience programming more deliberately and systematically.

105.   WFP integrated programmes present a variety of characteristics that depend on the context, needs, objectives, donor funding and capacity of the countries and partners involved. For livelihoods and asset creation, country offices primarily used the FFA, FFT and SAMS approaches to building assets and supporting livelihoods. Examples of integrated programmes are outlined in Box 10.

Box 10: WFP integrated programmes

Some countries and regions, such as Malawi and the Sahel countries, have taken WFP's integrated programming further than others.

In 2018, WFP and partners launched the G5 Sahel integrated resilience programme. This programme aimed to boost resilience across Burkina Faso, Chad, Mali, Mauritania, and the Niger through an integrated package of activities, implemented across the region and at scale. Participatory watershed planning triggers a variety of land rehabilitation activities and links them to school meals, nutrition programmes, and support to smallholder farmers. The programme has been incrementally scaled up, to reach more than 2.5 million people in over 2,600 villages. A second phase of the programme is planned by WFP and partners to be implemented over five years from 2023 to 2028).

Country offices (Malawi, the Niger and Sri Lanka) report higher levels of integration and layering when WFP activities are implemented in the same location. The evidence suggests that there can be successful integration, particularly within resilience-specific programmes at the country level, for example in R4 projects and in country strategic plans, such as for Kenya and Malawi. However, integration, layering and sequencing across, for instance, livelihoods strengthening, social protection, humanitarian response and preparedness is rarer, despite some country offices, such as Malawi, leaning into integrated resilience programming. Some emergency settings, such as in South Sudan, DRC and Lebanon, are demonstrating a shift, in CSPs, towards from reacting/responding to crises to a more forward-looking, integrated resilience building approach.

Source: Evaluation Team; The WFP (2022) integrated Resilience in the Sahel Operational Roadmap (2023-2028). Dec 2022

106.   The Regional Bureau Dakar (RBD) Integrated Resilience Programme, implemented with RBA and UNICEF since 2018,[115] scales up resilience building in the context of the G5 Sahel countries,[116] using FFA as its main entry point to support nutrition, SAMS, climate services, capacity strengthening, SF and seasonal support for the same communities over a period of five years. Box 10 provides an explanation: The collaboration with UNICEF is across all country offices but is particularly emphasized at significant scale in the Niger, Mali and Mauritania. Partners include US-funded 'Resilience in the Sahel Enhanced' (RISE) partner NGOs (the Niger and Burkina Faso), GiZ (the Niger in particular) and, importantly, line ministries. The programme has been complemented by an Emergency and Rural Development programme, launched in 2020 as a response to the effects of COVID-19, conflicts and climate change (SD3C).[117] While the programme has achieved a series of outcomes[118] and presented a set of best practices, a number of representatives from the donor community interviewed, and drawing on summary documents from relevant EB sessions, shared three main concerns, including the need to better identify WFP's true comparative advantage, ensuring the best synergies with partners and the need to further address sustainability issues in a fragile Sahelian context confronted by multiple crises.

107.   As noted previously, while asset creation and livelihood strengthening are effective ways to contribute towards building resilience, integration with other activities, for example, ensuring financial inclusion for the most vulnerable is increasingly prominent. Connecting productive programming with risk financing, such as R4 or African Risk Capacity (ARC)[119] replica-type approaches, is also potentially important to increase the scale and impact of WFP's resilience-building. However, document review and interviews with WFP reveal that the focus of discussions and programming efforts remains activity-centric rather than outcome-focused, reflecting the way WFP's institutional structures hamper more integrated working.

---

[115] WFP. 2023. Integrated Resilience in the Sahel
[116] Burkina Faso, Chad, Mali, Mauritania and the Niger.
[117] The RBA-G5 Action Plan-G5 Sahel Operation programme implemented in the G5 Sahel and Senegal with a budget ($180 million) financed mainly from IFAD ($109 million) and the Green Climate Fund ($71 million).
[118] See Executive Board round table on resilience, 28 July 2022.
[119] ARC was established by the African Union (AU) to help member states improve their emergency preparedness and response capacity for climate risks, including through innovative finance mechanisms and climate risk insurance. ARC Replica is an insurance product offered by ARC Ltd to WFP and other humanitarian partners as an approach to expand climate risk insurance coverage to more people, and improve the effectiveness of emergency humanitarian response in vulnerable African countries prone to climate risks.

108.   Informants frequently mentioned the understanding and intention to foster resilience by creating synergies between programmes; but an often-repeated challenge, highlighted at headquarters and in regional bureaux and country offices is that WFP continues to work in silos, which constrains potential for integrated programming. Interviews with WFP staff in the country case studies highlight key factors, including, but not limited to, organizational culture affecting internal communication and coordination, siloing of resilience within livelihood units, senior management choices, donor funding conditions, limitations imposed by the prevailing country-level aid architecture, host government preferences and lack of sufficiently flexible medium- or long-term funding. In countries such as Mozambique, Kenya and Malawi, the extent of layering in practice is determined by donor funding and preferences (see EQ3). Improving integration, layering and sequencing of WFP's actions for resilience and other outcomes is, in fact, very much a work in progress. Overall, the positive language on integration, layering and sequencing seen in CSPs is rarely observable outside of specific resilience projects to the extent these plans suggest. This finding is also corroborated by CSP evaluations, where lack of coordination and integration among the different units is highlighted as a fundamental challenge for integrated programmes.[120] The multisector resilience programming toolkit (RBBP pilot) may help to improve performance in this area, but it is too early to measure any results now.

> *"There are three ongoing challenges faced by the implementation. Firstly, integration has yet to be fully realized. In theory, building resilience and sustainable food systems can be seen as logically connected: sustainable food systems must be based on climate-resilient production and contribute to climate-resilient livelihoods. But the current work disposition across resilience activities do not optimally reflect this logic, with the better-funded work on food production and consumption not fully matched by less strongly resourced, less fully developed support to various aspects of the food system. Nevertheless, the scaling up and introduction of new interventions (such as Village Savings and Loans Associations, farmer service centres, and the focus on youth) may well create opportunities for better alignment between the two Activities.*
>
> *The extent of layering in practice is determined by donor funding and preferences. CSP funding is provided mainly at the activity level by donors.*
>
> *WFP. 2022. Mid-term Evaluation (including annual outcome monitoring) of Outcome 2 (Sustainable Food Systems Programme), of WFP Kenya Country Strategic Plan, in arid and semi-arid areas in Kenya 2018–2023.*

109.   **A review of CSPEs reveals a set of common challenges across countries**.[121] In Zimbabwe, the evaluation found that the fragmented nature of the CSP created challenges to delivering an integrated programme across the humanitarian-development-peace nexus. While WFP provides crisis response at scale, its work in resilience building and addressing root causes was limited, with some activities operating only as pilots. Evaluations found similarly in Nigeria and the Sudan. In the Democratic Republic of the Congo (DRC), the evaluation reported that the structure of the CSP encouraged siloed activities to the detriment of a more strategic, integrated and risk-focused approach across emergency response and resilience building. Additionally in Pakistan, evaluation data collected suggested that using a crisis response management approach for all activities has reduced WFP's effectiveness. For instance, the time frames for all activities (regardless of focus) have been less than 12 months, suggesting a critical misunderstanding about addressing resilience and root causes. Pakistan's CSPE highlighted that resilience building was the least funded activity at 19 per cent. Similarly, the

---

[120] See WFP. 2020. *Evaluation of Democratic Republic of the Congo Interim Country Strategic Plan 2018-2020*; WFP. 2020. *Evaluation of Cameroon WFP Country Strategic Plan 2018-2020;* WFP. 2021. *Evaluation of Lebanon WFP Country Strategic Plan 2018–2021*; WFP. 2021. *Evaluation of Bangladesh WFP Country Strategic Plan 2016-2019*; WFP. 2021. *Republic of Zimbabwe: an evaluation of WFP Country Strategic Plan 2017-2020 (2021)*; WFP. 2021. *Evaluación del plan estratégico para Honduras 2018-2021*

[121] Documents reviewed: WFP. 2022. *Evaluation of Tanzania WFP Country Strategic Plan 2017-2021*; WFP. 2022. *Evaluation of Jordan WFP country strategic plan 2020-2022*; WFP. 2021. *Evaluation of Zimbabwe WFP Country Strategic Plan 2017-2021*; WFP. 2020. *Evaluation of Democratic Republic of the Congo Interim Country Strategic Plan 2018-2020*; WFP. 2022. *Evaluation of Pakistan WFP country strategic plan 2018-2022*; WFP. 2023. *Evaluation of Nigeria WFP Country Strategic Plan 2019-2022*; WFP. 2021. *Evaluation of The Gambia WFP Country Strategic Plan 2019-2021*; WFP.2022. *Evaluation of Kyrgyz Republic WFP Country Strategic Plan 2018-2022: Volume 1 – Report -*; WFP. 2023. *Evaluation of the State of Palestine WFP Country Strategic Plan 2018-2022*; WFP. 2022. *Evaluation of Afghanistan WFP Country Strategic Plan 2018-2022*; WFP. 2020. *Evaluation of Cameroon WFP Country Strategic Plan 2018-2020*; WFP. 2021. *Evaluation of Lebanon WFP Country Strategic Plan 2018–2021*; WFP. 2021. *Evaluation of Bangladesh WFP Country Strategic Plan 2016-2019*; WFP. 2021. *Evaluación del plan estratégico para Honduras 2018-2021.*

evaluation of the Gambia CSP found that it did not provide a clear targeted strategy for resilience-building in the country. In emergency settings – such as South Sudan, DRC Congo, Lebanon and the Sudan – evaluations reported that conflating resilience with livelihoods work has meant a lack of alignment in resilience thinking across the nexus. In South Sudan, humanitarian (emergency response) and resilience work sit under different Sos, with a stated priority given to emergency response. CSPE findings also reveal that the delivery of country programmes has remained mainly life-saving rather than life-changing focused. As a result, in emergency settings interventions remain focused on arresting declines in the food security and nutrition status of affected communities rather than on addressing the root causes of food insecurity. A key recommendation identified across evaluations refers to the need to develop resilience strategies and frameworks to drive and deliver progress on the humanitarian-development-peace nexus.

110.   New CSPs do reflect a gradual shift in thinking, with a move from reacting to/responding to crises to a more forward-looking resilience-focused approach, integrated across the humanitarian-development-peace nexus. The Lebanon country study found that humanitarian and livelihoods teams (where resilience has until recently been perceived to sit) do not consistently coordinate with each other. However, the new Lebanon CSP (2023-2026) represents an approach to programming that aims to more clearly integrate work on safety nets and improve nexus thinking. It moves towards integration – particularly reflected in the capacity building for institutional and system-strengthening, drawing together DRM, shock-responsive social protection and national school feeding programmes. This may also be the case elsewhere, as integrated programming focus increases, supported by food systems thinking (and the new Resilient Food Systems Framework), and the Social Protection Strategy, among others.

111.   WFP's livelihoods-led resilience-building approach is, primarily, implemented in rural food-producing communities, whereas vulnerability to food insecurity is apparent in a wider range of contexts. These include conflict-affected states, urban settings, and middle-income countries where agriculture is a relatively small component of a larger, complex economy. In some cases, more than one of these characteristics may be apparent in WFP's operating context at the same time. WFP's policy and resilience programming guidance do not adequately address the diversity of contexts the organization is operating in. KIIs found that country office staff felt they had not been adequately guided or directed in the application of resilience programming. While this, in some cases, may be empowering, it is more likely that country offices default to the path of least resistance through implementation of well-established livelihoods-focused programming that may not work well for vulnerable people in other settings. In Lebanon, several informants highlighted the need for a resilience approach that more effectively addresses vulnerability in urban settings. In Yemen, informants reported that resilience-building activities were only effective in relatively stable settings such as Mukalla province, despite there being a need to help vulnerable people in more conflict-affected provinces to progress to more appropriate forms of resilience-building assistance than FFA.

112.   WFP's organizational structures are not well aligned to integrate DRR with key elements of resilience programming, as recommended by the resilience policy (see also section 2.3). WFP's organizational structure – from HQ through regional bureaux to country offices – allows for combining thematic areas such as DRR within specific teams and units. However, the evaluation finds little coherence in approaches to resilience across the different levels of the organization. This does not rule out the prioritization of DRR as an integral element of resilience programming, but it makes lines of communication and accountability less clear. At the HQ level WFP places DRR in PRO-C, a HQ unit for climate and disaster risk, while resilience falls under PRO-R (Resilience and Food System Service). At the HQ level, there is a consensus that resilience is enhanced as an outcome of integrated programming across these subject areas, albeit influenced by specific contextual factors in each country office. At the regional level, the arrangements can be different. For example, in Regional Bureau Bangkok (RBB), DRR is included in a unit that is also responsible for climate finance, climate change, anticipatory action and resilience. Some respondents from outside HQ expressed that they are still a bit confused about the teams in HQ and what they do. Challenges related to WFP's organizational structure are discussed further under EQ3.

2.2.3 Resilience Capacities [122]

> *Finding 17: Challenges with indicators make it difficult to measure and distinguish changes in resilience capacities in WFP. Most data relate to absorptive capacity. Evidence finds most challenges occurring at the absorptive level, with some limited evidence of changes in adaptive capacities.*

113.   This section provides a snapshot of WFP's resilience achievements[123] through key programming entry points in the country studies, drawing on corporate-level and performance monitoring data, and recent evaluations.[124]

114.   Figure 5 maps core WFP interventions against their potential for delivering the three levels of resilience capacities highlighted in the policy: absorptive, adaptive and transformative.[125] It highlights the outcomes one would expect to see as a result of the activities in order to be able to claim that the capacity in question has been strengthened as a result of WFP's programming. It is important to note that each outcome associated with a given activity (linked to the resilience capacities) is articulated throughout in relation to shocks and stressors, including where relevant a temporal component. This emphasizes the importance of **when** an indicator is captured/measured.

Figure 5: Examples of WFP's interventions for enhancing resilience-related capacities

Transformative
- A combination of **programmes for smallholder farmers** when they result in livelihoods and markets that provide reliable incomes that are sufficient to prevent negative impacts from a shock (Purchase for Progress, R4 Rural Resilience Initiative, home-grown school feeding, Farm to Market Alliance).
- **Gender approaches** when they help to alter the social conditions that lead to women experiencing greater negative impacts during the preparation for, response to or recovery from shocks and when women's ability to anticipate, absorb and adapt is utilized without burdening them.
- A combination of **capacity-building** approaches when they lead to the development of a reliable government system that covers shocks eventualities and livelihood needs (WFP's capacity building for disaster work reduction; shock-responsive social protection; climate adaptation; nutrition education and food systems assessment).
- **Asset building** when the threat to a community is completely prevented (food assistance for assets).

Adaptive
- **Asset building** when it alters the nature of a shock, reducing or avoiding its impact (food assistance for assets).
- **Programmes for smallholder farmers** when they result in the diversification of crops (Purchase for Progress; conservation agriculture through the R4 Rural Resilience Initiative).
- **Programmes for smallholder farmers** when they result in the diversification of buyers (Purchase for Progress, Farm to Market Alliance).
- **Training** when it equips people with new skills that can be used to diversify incomes (food assistance for training).

Absorptive
- **Lean season food and cash-based support** when it smooths consumption patterns and reduces the use of negative coping strategies (food assistance for assets)
- **Insurance mechanisms** when they allow farmers to maintain food consumption during a drought and replenish assets used or destroyed (R4 Rural Resilience Initiative, African Risk Capacity).
- **Asset building** when it reduces the impact of a shock on a community (food assistance for assets).
- **Nutrition programmes** when they prevent serious nutrient loss during a shock or build individual's long-term physical and mental health, enabling them to absorb and deal with shocks (supplementary and complementary foods programmes to pregnant and breastfeeding mothers and children from 6 months).
- **School feeding** when it smooths consumption for children during a shock and relieves pressure on household food supply.

115.   The evaluation team has endeavoured to analyse available outcome monitoring data to give a picture of WFP's contributions to resilience outcomes on the ground, focusing on mainly mandatory indicators for four CRF 2017-2021 activity categories, where available: Asset Creation and Livelihoods (ACL),

---

[122] EQ2.2 To what extent has the resilience policy supported and contributed to WFP efforts in enabling the most vulnerable people to strengthen their resilience capacities in the face of shocks and stressors?

[123] Sphere of indirect policy influence in the policy theory of change.

[124] Section 2.3.4 highlights challenges inherent in attempting to measure and report on resilience achievements due both to the nature of 'resilience' as a concept and to the organizational systems and reporting 'architecture' within WFP.

[125] Amended figure by evaluation team, original figure was in WFP (2019). Strategic Evaluation of WFP Support for Enhanced Resilience. p.35.

SAMS, Climate adaptation and risk management (CAR); and Emergency preparedness (EPA).[126] The tables in Annex XVI provide a review of resilience outcomes. The analysis includes a review of WFP corporate indicators relevant to resilience in the SRF 2014-2017 and CRF 2017-2022.

116.   Analysing APR reporting, the ET has assessed improvements in the level of reporting on resilience-relevant indicators in the SRF 2014-2017 and CRF 2017-2021. For SRF 2014-2017 all four indicators show some improvement in reporting during the period, from a common starting point of 'insufficient data' in 2014. The Coping Strategy index increases steadily from 42 percent in 2014 to 70 percent in 2017, while the Dietary Diversity Score similarly increases from 58 percent in 2014 to 83 percent in 2016 and 73 percent in 2017. This allows an assessment of organization-wide progress in these indicators – which are rated green from 2015 to 2017, denoting that WFP either 'achieved' or made 'strong' progress towards reporting yearly average outcome targets. Community asset score is rated as amber (2017 only) indicating WFP had made 'some' progress towards reporting yearly average outcome targets. Available data are insufficient to allow the monitoring of organization-wide progress in reporting the 'improved capacity to manage climatic shocks and risks' indicator.

Figure 6: SRF 2014-2017, number of projects reporting sufficient data and reporting rate (%)
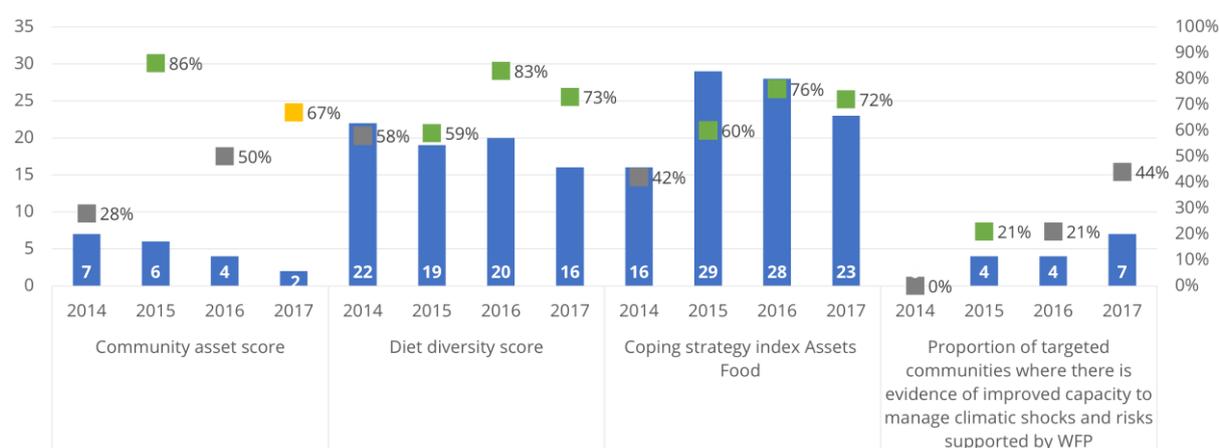
Note: This figure covers projects: Development Operations, Emergency Operations, Protracted Relief and Recovery Operations and Special Operations

Source: 2014 – 2017 Annual Performance Reports

117.   CRF 2017-2021 has substantially more resilience-relevant mandatory indicators compared to SRF 2014-2017 – increasing from four to 24. Overall, there is a consistent trend towards increased numbers of country offices reporting sufficient data to allow the monitoring of organization-wide progress in indicators related to resilience from 2018 to 2021 (Table A10 in Annex XVI). There is also a generally consistent increasing trend towards increased reporting rates from 2018 to 2021. The reporting rate increased across all indicators presenting data from 2018 to 2021, except for indicator 4.1.7 Minimum dietary diversity – women, which fell by 20 percentage points from 100 percent in 2018 to 80 percent in 2021.

---

[126] Initial core activities through which resilience outcomes may be achieved were identified by the evaluation team during inception to define relevant programmes in the CSPs that contribute to building resilience capacities, with further activities to be defined in the country studies through 'mapping backwards' from resilience outcomes (including support to national resilience priorities). Key programmes relate directly to specific activity areas and associated mandatory outcome indicators: Asset creation and livelihood support activities; Climate adaptation and risk management activities; Smallholder agricultural market support activities; and Emergency preparedness activities (CRF 2017-2021). These were selected through: review of the Annual Performance Reports (APR), CRF 2017-2021, CRF 2022-2025, the Programme Indicator Compendium of the revised CRF (October 2020 update); and drawing also on WFP interventions mapped according to resilience-related capacities in the WFP (2019) Strategic Evaluation of WFP Support for Enhanced Resilience (Page 35); the mapping of activity, sub-activity and outcome areas related to resilience in selected CSPs carried out by the evaluation team to feed into TOC development (Annex VIII of the evaluation Inception Report); and CRF and PRMF outcome indicators explored as part of the evaluability assessment.

118.   Performance ratings in the mandatory corporate indicators, however, have generally decreased over the period 2018–2021. In 2018, seven indicators had a green performance rating, two rated amber and three presented a red performance rating (with eight indicators lacking sufficient data and four without rating). By 2021, only one indicator presented a green rating and 12 presented an amber rating, with 11 indicators without a performance rating. It is important to note that the reporting period 2017–2021 includes the start of the Covid-19 pandemic. This is likely to have affected results, as access to the field was significantly restricted and reduced from 2019 onwards: this could account for missing data between 2019 and 2021 (see Annex XVI, Table A10).

119.   Several WFP CSPEs, evaluation syntheses, and decentralized evaluations[127] explore, more or less prominently, elements relating to WFP's work on resilience-building. Across countries, reports present a mixed picture of WFP's resilience results. Evaluation reports suggest resilience programmes tend to focus on strengthening absorptive and adaptive capacities without adequately addressing broader structural inequalities and power imbalances (transformative capacities) (see Annex XVI).[128] However, the lack of resilience capacity frameworks and analysis constrains WFP's ability to report on resilience results. Despite the lack of corporate analytical frameworks, some country offices have made efforts to generate evidence from integrated resilience programmes.[129] For example, in 2021, Malawi Country Office produced an evidence-generation summary of integrated resilience programmes. The report provides a synthesis of the main findings reported through several monitoring and evaluation efforts, including WFP's Integrated Resilience Annual Survey. The regional RMM framework for the Sahel is another example. However, such efforts remain country-specific and ad hoc.

120.   The evaluation team also conducted a performance analysis using logical framework indicators of outcomes under ACL and SAMS activities[130] for the countries selected for the evaluation. This provides a snapshot of performance in activity areas of immediate relevance, and considered to be prime entry points to resilience (Annex XVI). WFP's work on resilience is delivered through ACL in four countries (Burkina Faso, Honduras, Lebanon and South Sudan), and through SAMS in two countries (Madagascar and Mozambique).

121.   In line with the findings from the SE Resilience 2019 the evaluation team found it is challenging to measure resilience capacities using these indicators, making it difficult to distinguish changes in resilience capacities.[131] The challenge is compounded by the lack of a corporate ToC or logical framework for resilience, despite work ongoing to develop these. Added to this, there is no resilience policy baseline or institutional target values of specific indicators in the policy, so for the evaluation team there was nothing to measure achievement against when taking a 'global' view of resilience results for the policy. Moreover, corporate indicator data alone do not allow for contextual issues to be taken into account when interpreting performance, including where the impacts of shocks and stressors may make 'starting points' in some contexts lower than for others, and therefore gains in resilience strengthening compared to 'baseline' potentially more meaningful. In practice resilience is monitored through regularly changing corporate indicators, which may cover several activities and/or policies, but the way in which actions on the ground informed the policy and the use of indicators related to long-established programming areas to measure resilience mean that it is not clear whether outcomes may have been improved due to resilience policy or as a result of building on previous programming success.

122.   Consequently, it is not possible to ascribe attribution nor direct contribution to the resilience policy without making assumptions about how policy translates into action. Taking the available data, the evaluation team could explore the extent to which the data allow measurement of change and consideration / assessment of resilience 'outcomes'. Overall, WFP's work across the six countries strongly

---

[127] Sixteen of the reviewed relevant WFP decentralized evaluations conducted since the policy was published; 13 CSP evaluations.

[128] Nine out of 14 reviewed CSPEs

[129] WFP. 2021. Integrated resilience programming in Malawi. Evidence generation summary. September 2021.

[130] The selection criteria for country studies for this evaluation mean there is a bias away from countries doing climate or DRR/M programming due to the concurrent evaluation of the Climate Change and DRR/M policies, so for the performance review we consider only ACL and SMS.

[131] These challenges are echoed in the findings of the Evaluation Synthesis of WFP's Performance Measurement and Monitoring 2018–2021 (2023).

focuses on supporting beneficiaries to absorb the effects of the shocks – 16 indicators relate to absorptive capacity – but there are limited indicators capturing anticipatory and transformative capacities.

123. **Absorptive capacity**: The logical framework results do not show a clear trend on progress towards strengthening beneficiaries' absorptive capacity across the 16 indicators in each of the country studies. However, during 2020 and 2021 Mozambique's results (SAMS) show strong progress towards the end of the CSP outcome targets in 6 out of 16 indicators. Activities focused on: support to reduce post-harvest losses and enhance productive capacities (capacity strengthening and tools); value chain support to improve access to profitable markets and increase their incomes (government/national partner staff technical assistance and training); and technical assistance and capacity building of targeted smallholder farmers.

124. South Sudan (ACL) has also consistently achieved the end of CSP targets for the consumption-based coping strategy index (CSI) indicator from 2018 to 2021. The main livelihoods activities focused on nutrition-sensitive food or cash transfers through participation in building, and maintaining assets and through training activities in order to build resilience to shocks. These were complemented by SAMS-related activities (still under ACL) to improve market access and post-harvest handling, and institutional strengthening. Burkina Faso and Lebanon (both ACL) have also achieved significant progress in 2021 on two indicators.[132] Burkina Faso's work has a strong insurance component, whereas Lebanon's programme focuses on assets. Conversely, five of the six countries show no progress on food consumption scores (Burkina Faso, Lebanon, Madagascar, Mozambique, and South Sudan): and four of the six on Livelihood-based Coping Strategy Index (Honduras, Lebanon, Madagascar and South Sudan).

125. The evaluation of R4 in Zimbabwe (2022) also finds good contributions to absorptive and adaptive capacities: "R4 appears to have increased household incomes and the range of income sources of beneficiaries (or at least protected income levels and diversification from deteriorating in the wake of shocks), as well as the variety of crops grown".[133] The evaluation points to the importance of programming over longer time frames. Length of time in the programme correlates with outcomes. In addition, the likelihood of enduring results – and resilience built over the long-term – depends on community ownership and management of assets. Flexibility in programming meant that R4 was able to protect against economic shock – rising inflation – and performed an important safety net function in the absence of a government safety net system. However, this means that beneficiaries rely strongly on the programme, and again questions the WFP's ability to strengthen resilience when an enabling environment and partnerships with government are not present. The success of disaster risk management programming in the Philippines 2011-2016 was partly down to a good legislative environment from national to local levels, with WFP systems and weak contextual analysis seen to be a hindrance.[134] Using the 3PA tool enhanced contextual understanding and relevance (Malawi;[135] and Northeast Nigeria[136]). Recent reporting from six-monthly post-distribution monitoring surveys in all five countries in WFP's Integrated Resilience Programme in the Sahel suggests that the programme has had some promising resilience-related outcomes, in contexts of frequent shocks and stressors:

"Four years into implementation, the programme is demonstrating positive outcomes in terms of food security, economic empowerment, natural regeneration, nutrition, access to social services, reduction of negative coping mechanisms and daily hardships, as well as social cohesion. Most importantly, beneficiaries' food security remained stable or improved in most countries and years despite the various shocks and stressors and the drastic deterioration of food security across the region."[137]

---

[132] Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base, and Proportion of the population in targeted communities reporting environmental benefits.
[133] WFP. 2022.. Evaluation of R4 Rural Resilience Initiative in Masvingo and Rushinga Districts in Zimbabwe January 2018 – June 2021.
[134] WFP. 2017. Final Evaluation of Disaster Preparedness and Response/Climate Change Adaptation Activities under the Office of Foreign Disaster Assistance Fund in the Philippines. May 2011 to September 2017.
[135] WFP. 2021. Evaluation of Food Assistance for Assets (FFA) in the context of Malawi (2015-2019). Summary Evaluation Report.
[136] WFP. 2022. Formative Evaluation of WFP Livelihoods Activities in Northeast Nigeria, 2018 2021
[137] WFP. 2022. Integrated Resilience in the Sahel Operational Roadmap (2023-2028). Dec 2022

126.   **Adaptive capacity:** Results related to strengthening beneficiaries' adaptive capacity from the mandatory indicators used in the analysis are inconclusive due to the limited data availability. For example, Burkina Faso, Honduras, Lebanon, and Mozambique have not included the relevant indicator – Proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks – in their logical frameworks, whereas the countries that incorporated the indicator (Madagascar and South Sudan) have not reported against it consistently. There is some evidence from recent resilience-related decentralized evaluations (FFA in Malawi, South Sudan,[138] and Northern Nigeria) of people still resorting to damaging coping strategies in the face of shocks and stressors, despite positive wellbeing outcomes from the programmes, illustrating that that resilience strengthening takes time. Positive outcomes of livelihoods programming in Northeast Nigeria include meeting basic needs and contributions to peace and cohesion, the latter with transformative potential.46oweverr, restoration of the key productive assets needed for sustained livelihood activities was limited, and resilience outcomes questionable – citing life circumstances, lack of profitability, shocks, and lack of resilience as reasons for difficulties in managing assets over the long-term – and a reported tendency for beneficiaries to sell off business assets once WFP support ended. The programme is believed to have been too short for any lasting success. This was also raised as an important limiting factor for CCAP in Sri Lanka[139] and in livelihoods and resilience programming in Lebanon: without long-term planning and implementation longer-term resilience outcomes will not be reached. The Lebanon evaluation also pointed towards limited primary and secondary data availability on outcomes, which constrained the ability to answer questions on impact and sustainability.[140] This includes assessing whose resilience has been built: the Programme did not disaggregate outcomes for Syrians and Lebanese participants nor systematically analyse outcomes by gender or by persons with disabilities. The evaluation also found the monitoring framework did not measure outcomes relevant for programme objectives (such as employment/self-employment attained following participation, increased agricultural production or progress towards resilience building), undermining evidence-based programmatic decision making.

127.   **Transformative capacity:** The team was not able to assess progress against transformative capacities due to a lack of indicators and consequent reporting. No indicators were identified related to strengthening transformative capacity among the mandatory indicators under ACL and SAMS in the CRF 2017-2021, although some may have transformative potential if carried out to scale – for example reduced post-harvest losses and other indicators related to food systems, as well as the transformative potential of contributions to peace and cohesion (see the Northern Nigeria example above).[141] It is important to note that transformative capacity may best be captured using qualitative approaches, which do not fit with the current reporting frameworks. Measurement work under the RBBP, working with local universities and other academic groups, is exploring corporate-level definition and aggregation indicators for specific transformative capacities and is still a work in progress.

128.   Overall, poor performance under many of these indicators is both a driver of vulnerability to recurrent shocks and stressors, and a consequence of shocks and stressors. While the evaluation team has mapped them onto the resilience capacities, unless they are considered in the context of experiences of shocks and stressors, they cannot give a picture of resilience building and strengthening when considered in isolation. Whether some indicators are measured before or after a shock changes the way they are viewed as indicators of resilience. Resilience measurement needs to be grounded in clear resilience definitions, including resilience thresholds in different contexts, in order to be able to arrive at more standardized metrics to be able to demonstrate WFP achievements on the ground across all programming areas and at multiple institutional and systemic levels. In addition, WFP monitoring systems are tailored to focus on annual monitoring, whereas resilience needs to be considered across multiple years. WFP monitoring also focuses on households benefitting from direct transfers, whereas a resilience-building focus in programming is on community and institutional/system strengthening. Work to increase the

---

[138] WFP. 2021. Programme Activity Evaluation of Food Assistance for Assets (FFA) Project in South Sudan. March 2016 to December 2019.

[139] WFP. 2021. Addressing Climate Change Impacts on Marginalized Agricultural Communities Living in the Mahaweli River Basin of Sri Lanka 2013 – 2020.

[140] WFP. 2019. Decentralized Evaluation WFP Livelihoods and Resilience Activities in Lebanon 2016 – 2019.

[141] WFP defines transformative capacity as: change the choices available through empowerment, improved governance and an enabling environment, leading to positive changes in systems, structures and livelihoods.

effectiveness of resilience monitoring and measurement in WFP is ongoing under the RMM as well as within the programme design guidance also currently being developed.

129.   **Resilience for whom?** In terms of targeting, the APR 2021 summarizes people reached through the main programming areas related to resilience – smallholders, livelihoods, food systems and climate-risk management: "WFP provided food assistance for 8.7 million people through asset creation and livelihood activities, 2 million people through climate insurance or anticipatory actions, and more than 405,000 people through its smallholder agricultural market support programmes."[142] Additionally, it reports targeting and reaching more than 4 million women through livelihood and resilience-building activities in 2021.[143] Programmes aim to support vulnerable smallholder farmers in contexts prone to shocks and stressors; these also tend to be among the poorest people, highlighting the importance of making sure the gains from participation in resilience-enhancing activities are protected. Lean season response mechanisms can serve this purpose well for programme participants, and the recent evaluation of R4 in Zimbabwe also point to the important social protection function of the programme in the face of shocks and stressors. In addition, asset creation work is necessarily built on the provision of labour. Targeting tensions were highlighted in the 2019 Strategic Evaluation, including the tendency for smallholder support activities to focus on those with the potential to participate – namely, the more successful farmers. Evaluation of targeting in resilience programming is beyond the scope of this evaluation as it falls outside of the control or influence of the policy.

2.2.4 Adapting and responding to context[144]

Finding 18: There is strong evidence that resilience programmes are designed in response to context, though adaptive programming in the face of contextual changes has been limited. A resilience lens, most commonly through 3PA, is applied in relevant programme design, but such analysis is done largely on an 'as needed' basis. Some unique analysis approaches have been applied at country level, but this is not the norm.

130.   The resilience policy is intended to support resilience programming to be adaptive and responsive to the evolving requirements of each context, in order to respond flexibly to changing situations. The 3PA, set out as an example of multilevel analysis and planning in resilience policy, has a substantial context analysis component (ICA), the Seasonal Livelihood Programming (SLP) and the Community-Based Participatory Planning Process (CBPP). Activities implemented can vary from one village to the next based on CBPP results, which is considered to be a key planning tool that enables programme adaptation at the local level. There is strong evidence of the 3PA, being widely applied, for example by the country offices in Pakistan, Sri Lanka, Malawi, the Niger, among others. In Mozambique the 3PA approach has facilitated improved planning and harmonization of efforts at district and village levels, improved asset selection and the strengthening of WFP's resilience focus. The country office noted that 3PA is a powerful tool but requires adequate resourcing to be successfully implemented. Key informant interviews and literature review suggest that analytical tasks are implemented on an 'as needed' basis, with little indication that they are regularly repeated.

131.   There is some evidence that country offices provide training in analytical approaches, particularly 3PA, to partner ministries in the host governments.[145] The expectation is that these processes will be adopted by governments to inform and complement long-term planning. It is also normal practice for country offices to launch a range of analytical exercises as the need arises. WFP Sri Lanka has used COVID-19 impact and food security assessments, gender analysis, protection analysis and context analyses to design their projects and activities. In Burkina Faso, memoranda of understanding signed with the regional directorates of agriculture were used by the country office to ensure that local technical services from different sectors were trained, and took the lead in the Community-Based Participatory Planning Processes (CBPP) used in their integrated resilience programmes. Initially, WFP organized training of trainers, but

---

[142] Annual Performance Report 2021 p.9.

[143] Annual Performance Report 2021 p.24.

[144] EQ2.4 How does the resilience policy support resilience programming for strengthening resilience capacities (to absorb, adapt, and transform), to be adaptive and responsive to evolving requirements of each context?

[145] See Zimbabwe WFP. 2021. Republic of Zimbabwe An evaluation of WFP Country Strategic Plan 2017-2020

since 2020 the budget has been allocated to the regional directorates which organize the participatory planning process (PPP) with the involvement of other technical services and partner NGOs.

132.   Gender analysis is reported as both an activity integrated into periodic analytical tasks like 3PA and as a specific, recurrent analytical task. The South Sudan Country Office made a specific reference to investing in a gender situational analysis. It assessed the general situation as it relates to gender and agricultural livelihoods, and how that could inform safety net and resilience activities. It also included a rapid assessment of how FFA has done or not done gender mainstreaming. In Burkina Faso, participatory planning processes ensured the inclusion of women and marginalized vulnerable groups in programme discussion, selection and implementation.

133.   WFP enables changes to country strategic plans through periodic budget revisions. However, these are not commonly used to adapt programming approaches to resilience. It is far more common for revisions to increase specific budget lines, for example in relation to a humanitarian crisis or shock, or to adjust beneficiary numbers. It is not uncommon for a negative adaptation to take place, primarily because of funding constraints. For example, the APR for 2015 reported that pipeline breaks due to insufficient funding, in Kenya, Liberia and the Sudan affected the availability of food and forced reductions in the numbers and sizes of rations provided.

134.   There is some evidence of adaptive programming in response to the evolving context, but WFP programmes can also be inflexible at times. In Sri Lanka, for example, the CSPE found that R5n[146] was flexible in responding to local contexts, for example, stopping dairy livelihood activities in Monaragala and instead increasing the focus on well rehabilitation as requested by community members. But in other cases, beneficiaries felt that R5n had pre-planned activities to implement with government counterparts (such as building cattle sheds, goat sheds and poultry raising in all areas), without significantly considering local conditions and suggestions during the participatory design phase. For example, poultry raising failed as participants lacked the means to buy inputs; and support to inland fisheries was less effective as the one-off fingerlings supply was easily fished out. Also in Sri Lanka, resilience programming adapted to shocks and stressors during COVID-19, where adaptations were directed towards national social protection programmes. The country office also has a multi-year Joint Resilience Programme funded by DFAT that includes a contingency fund within its design, allowing the country office to trigger additional funding in anticipation of or early action to a shock. In Pakistan the CSPE found that the CSP was able to adapt to a considerable number of shocks and changes in context, including natural disasters, extended support to temporarily displaced people and (to a degree) the impact of the COVID-19 pandemic. However, capacities and resources were insufficient to adapt the CSP to changes in the government's climate change-related policies.

135.   In Malawi cooperating partners reported that WFP's (and the wider United Nations') internal systems limit WFP's capacity to adapt its design and implementation approaches, including for resilience. In Honduras the CSP Evaluation (2018 – 2021) states that some elements have demonstrated flexibility in CSP operations related to resilience namely: 1) working in partnership involving negotiation skills and openness to change; 2) the flexibility to adapt the CSP to needs arising from the community participation process, such as transfer modalities and the selection of assets to be created or recovered; and 3) the ability to adapt the CSP to emerging opportunities, such as advocating for the government to include food security variables in the Multidimensional Vulnerability Index (MVI) and the food insecurity experience scale in the Permanent Multipurpose Household Survey and the development of the regional Adaptation Fund project on the border between Honduras and El Salvador.

136.   COVID-19 has forced WFP to adapt much of its programming to comply with public health restrictions and requirements around the world. In 2021, combined expenditures under Strategic Objectives 3 and 4 (SO3: Achieve food security; SO4: Support SDG implementation) accounted for 6 percent of WFP's total expenditures, distributed as 73,000 MT of food and USD108.8 million in CBTs, mainly through asset creation and livelihood programmes. Compared with 2020, results under SO4 remained unvaried overall as CBTs were channelled through national social protection systems, however under SO3 the

---

[146] WFP's flagship resilience programme in Sri Lanka: Building resilience against recurrent natural shocks through diversification of livelihoods for vulnerable communities in Sri Lanka.

provision of in-kind food and CBTs increased. This shift occurred mainly in countries such as the Gambia, Malawi, the Niger and Zimbabwe.[147]

137.   In Kenya, innovative communication solutions during the pandemic saw radio shows broadcast to disseminate topics on WFP mandate and mission, R4 objectives, eligibility criteria and insurance compensation procedures.[148] Future learnings included network challenges in rural areas resulting in rescheduling of calls, and low literacy levels meaning that the registration questionnaire needed to be simplified and translated in local language.

---

[147] WFP.2022. *Annual Performance Report 2021*. Executive Board Annual session, p. 28. Rome , 20-24 June 2022. WFP/EB.A/2022/4-A

[148] "In March 2020, WFP and Pula Advisors delivered robocalls and SMS messages to farmers with the results of the 2019 season. On average, approximately 90 percent of households accepted the call and 71 percent listened to the message until the end. Furthermore, as part of WFP's complaints and feedback mechanism, a total of 55 farmers reached out to WFP Kenya's Toll-Free number to submit their questions on payouts and on programme implementation WFP.2020. R4 Rural Resilience Initiative. QR2 2020.

2.3. ENABLING AND HINDERING FACTORS

Summary:

Many of the factors that explain the current performance of WFP in implementing the policy and in resilience programming are internal. They relate to management buy-in to the concept, staffing and the emergency focus and culture of WFP. Important external factors are donor influence and the relationship with RBAs, which can serve to drive and entrench internal factors.

WFP's corporate commitment to resilience programming is strong. Since 2020 WFP has done much work to guide implementation of the resilience policy, supported by senior management. Institutional anchoring of resilience, and the development of the RBBP pilot in PROR-L, have signalled clear responsibilities and accountability for resilience.

The policy has informed resilience work streams and strategies developed at regional and country level to a limited extent. Low dissemination impeded ownership and means that implementation largely depends on individual effort, Frequent staff turnover at all levels of the organization hinders progress in implementing the resilience policy. Although funding for resilience has increased steadily since 2015, it tends to be funded by a narrow set of donors via short-term earmarked funding streams which are not conducive to mid-to-long term resilience programming, although there has been some progress in recent years.

In addition, WFP's corporate reporting and monitoring systems are not set up to effectively capture WFP's resilience achievements, and CSP reporting requirements are seen by staff to be complicated. Efforts are being made to develop and improve resilience measurement (the RMM and RBBP Resilience Toolkit), as well as a portfolio of impact evaluations to measure the impact of integrated resilience programmes to understand how WFP contributes to building resilience capacities in selected countries. The RBBP work shows promise as a resilience programming framework with buy-in across divisions. Recent work on guidance for resilient food systems is further developing support for resilience programming taking a food systems approach, with a number of pathways for resilience strengthening across the system

While the policy contributed to a major push towards increased RBA collaboration, and NGO and private sector partnerships are being formed, there is little evidence that the resilience policy has affected the way these new partnerships are designed. The added value of resilience in bridging humanitarian response and long-term interventions is well embedded in corporate frameworks, and WFP is making promising progress towards establishing processes to integrate across the humanitarian and development nexus, which also supports resilience programming and vice versa. However, these processes are undermined by continued siloed working and the tendency to dichotomize 'humanitarian' and 'development' work and 'saving lives' and 'changing lives' into separate strands, which is also affected by donor earmarking of funds. Operationalizing resilience along the triple nexus continuum remains challenging, including the peace component.

2.3.1 Senior management support and corporate responsibilities and accountabilities[149]

Finding 19: Since 2020, institutional structures have been revised to address gaps between the policy and its implementation; however, there is work to be done to shift to and adopt a more holistic resilience approach across the organisation.

138.   The resilience policy was formulated partly as an external-facing policy to communicate WFP's position on resilience as section 2.1 explains. At publication in 2015, no clear corporate responsibilities or accountabilities were assigned in relation to the policy, and it was viewed very much as a high-level strategic document.

---

[149] EQ3.1 To what extent did the policy receive support from, and prioritization by, senior management, and have clear corporate responsibilities and accountabilities been assigned?

139.   Since the 2019 SE Resilience, much work has been done to address gaps between policy-as-document and its implementation, with some evidence of senior management support and prioritization. The Asset Creation, Livelihoods and Resilience (PROR-L) Unit's Resilience Team has led the development of a resilience programming framework ensuring buy in across divisions. In March 2020, PROR-L and Field Monitoring (RAM-M) units launched the RBBP pilot. This institutional anchorage signalled clear responsibilities and accountability. RBBP[150] adopted a rather inclusive approach, providing an opportunity for different HQ divisions, regional bureaux and country offices to engage in the development and implementation of a Resilience Toolkit applicable across a several WFP activity areas. This was welcomed by many interviewees who considered there to have previously been missed opportunities for the Programme and Policy Development Department to use the resilience policy to bring social protection, climate-risk management, nutrition or gender services together around the design of a resilience framework.

140.   In 2021 a Resilience and Food Systems Service was set up[151] and, under new leadership, its ambition is to further integrate resilience and food systems as '*federating concepts*', reflecting WFP positioning as the lead agency for the 2021 Food Systems Summit action track on resilience building.[152] This new service is intended to replicate and scale up successful initiatives (such as the Sahel Resilience Initiative or R4 programme) by positioning integrated programming as a critical vehicle for resilience building, and it is indicative of livelihoods positioning itself in relation to implementing the resilience policy. There was a strong perception by some interviewees at the time of this evaluation that 'housing' resilience in a unit focused on a specific activity area and entry point risks resilience being too specifically associated with those activities, pushing it further into a silo. Attention to a wide range of entry points and pathways at all levels of the food system provided by the new Resilient Food Systems Framework (2022), developed through a consultative process across programming areas, is a promising direction for supporting WFP's resilience objectives pursued through other programmes. Forthcoming specific programme guidance on building resilience through context-specific interventions, looking at different entry points should also contribute towards more integrated working, building on the work of the RBBP and supported by ongoing work to advance monitoring and measurement of resilience in close partnership with RAM-M.

141.   As a continuation to the RBBP work, in 2022, PROR-L and the social protection team (PRO-S) began collaborating on a written piece to articulate the contribution of social protection to resilience outcomes. The policy brief will, as a first step, articulate a narrative of how social protection contributes to resilience in the face of shocks and stressors. Based on this piece, expected by March 2023, the two units will prepare a joint dissemination plan, and joint workplan. Joint efforts across teams are also being made to support country offices in the development of their next CSPs.

2.3.2 Policy dissemination, staff awareness and ownership[153]

Finding 20: Staff perceive the policy to have been poorly disseminated, leading to varying interpretations about whether and how it should be implemented at different levels of the organization. Whether or not, and how, resilience programming is implemented, and the extent to which it is integrated across the WFP portfolio at country office level depend on the focus of senior management at country office and regional bureau levels.

142.   **The policy has, to a limited extent, informed resilience work streams and strategies developed at regional and country level.** Most interviewees perceive that the implementation of the policy suffered from poor dissemination, compared, for example, with the Nutrition Policy (2017) or the SF Strategy (2020). This reflects findings from a synthesis of lessons learned from WFP's policy evaluations

---

[150] RBBP activities were managed by a team of 11 people, including 7 at HQ level and 4 in regional bureaux, with a BMZ budget of US$2.35 million (2021–2025). The WFP resilience portfolio amounts to USD2.2 billion a year.

[151] Including The Asset Creation, Livelihoods and Resilience Unit (PROR-L) and the Food Systems and Smallholder Support Unit (PROR-F).

[152] Update on WFP's engagement in the 2021 United Nations food systems summit. WFP and the food systems summit and WFP's role in action track. April 2021.

[153] EQ3.2 To what extent was the policy adequately disseminated resulting in sufficient staff awareness and ownership? How? In what contexts?

capturing the dissemination phase as a factor constraining policy implementation.[154] At HQ level, many interviewees were unclear about the extent to which they were expected to apply it. WFP's decentralized modus operandi left a large space for action at regional level, where strategies refer to a limited extent to the resilience policy. At country office level, interviewees felt that the policy left too much room for interpretation in a context of deeply rooted frequent staff turnover, of both international and national staff. Country offices pointed out that most of the time, an individual deliberate effort was needed to capture and understand the objectives of the policy in a context where once approved, the policy was not explicitly referred to in other frameworks such as the 2016 Country Strategic Plans Policy.

2.3.3 Financial resources for implementation[155]

Finding 21: Although Resilience funding has steadily increased since 2015, WFP faces challenges in fundraising at scale. Resilience is funded by a narrow set of donors via short-term earmarked funding streams which are not conducive to mid-to-long term resilience programming.

143.   From 2017 to October 2022, resilience funding needs steadily increased. As of October 2022, they amounted to approximately 16.2 percent of the total needs-based plan.[156] Resilience requirements have increased steadily with, for example, flagship programmes supporting protracted crises in fragile settings in sub-Saharan Africa.[157] During the 2017–2022 period, the resilience needs-based plan amounted to US$11.15 billion,[158] or 23 percent of the crisis response needs-based plan budget. Table 5 provides the percentage of funding received per focus area in 2019-2022, with gaps ranging from 49 percent in 2019 to 57 percent in 2022.

Table 5: Percentage of needs-based plans funded by focus area and year plan (2019-2022)

Focus area	Needs-Based Plan funded			
	2019	**2020**	**2021**	**2022 (3 Nov 2022)**
Crisis response	72% (28%)	63% (34%)	68% (32%)	53% (47%)
Resilience-building	51% (49%)	54% (46%)	48% (52%)	43% (57%)
Root causes	53% (47%)	56% (44%)	69% (31%)	42% (58%)

Source: IRM Analytics, CPB Resources Overview (Date of extraction 3 November 2022)

144.   Table 6 and figure 7 highlight WFP challenges in fundraising, along with some difficulties in spending funding within required deadlines (see para 149). Since 2017, the latter presents a significant increase, however this trend should be considered with caution as, overall, resilience contributions present short-term funding cycles with little room for internal prioritization, as para 149 makes clear.

---

[154] Synthesis of evidence and lessons learned from WFP's policy evaluations (2011–2019). At the Board's 2020 annual session, WFP management committed to reviewing the 2011 policy formulation paper as part of efforts to strengthen its portfolio of policies aimed at helping to achieve the objectives of the Strategic Plan and guiding the formulation of CSPs.
[155] EQ 3.3 To what extent were there adequate financial resources to implement the policy?
[156] Source: IRM analytics, plan and actual comparison (date of Extraction: 3 October 2022), data up to October 2022.
[157] Source: WFP Distribution Donor Contribution as of 2022-03-07
[158] From 2017 to 3 October 2022: IRM analytics, Plan and actual comparison (2017 – 3 October 2022).

Table 6: Annual resilience-building budgets in-country-level needs-based plans, implementation plans and expenditures (2017- 3 October 2022)

Year	Needs-based plans (million USD)	Implementation plans (million USD)	Expenditure (million USD)	Cumulative values in needs-based plans (million USD)[159]	Cumulative values in implementation plans (million USD)[160]	Cumulative Expenditure (million USD)
2017	56.9	26.4	23.6	-	-	-
2018	1,591	1,190	808.7	1,648	1,217	832.4
2019	2,530	1,626	1,236	4,178	2,842	2,068
2020	2,114	1,355	954.2	6,292	4,197	3,023
2021	2,259	1,502	984.2	8,551	5,699	4,007
2022	2,601	1,746	835.4	11,152	7,445	4,842

Source: IRM analytics, plan and actual comparison (date of extraction: 03 October 2022).

Figure 7: Focus areas against needs-based plans, implementation plans, expenditure, and available contributions (comparison of expenditure to needs-based plan and implementation plans) (2017 – 3 October 2022)
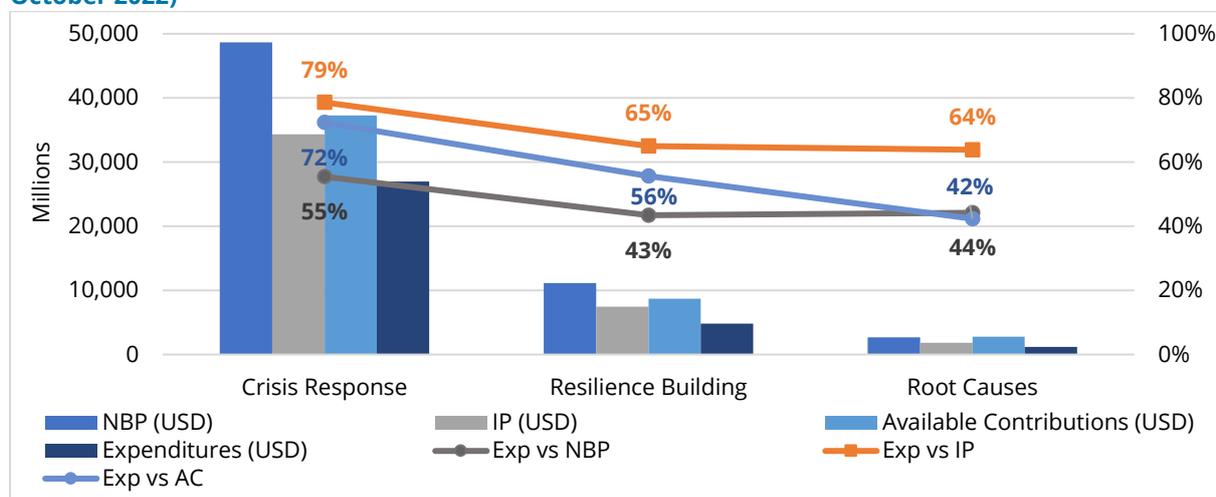
Source: IRM analytics, plan and actual comparison (date of extraction: 03 October 2022).

145.	There are four funds relevant to the resilience policy, potentially providing centralized (direct or indirect) funding for WFP resilience-related work (Table 7).

Table 7: Potential centralized funding for resilience work in WFP

Fund	Description	Purpose
Trust Fund (TRRC) "Building Resilience to Recurrent Crises: Strengthening Capacities for Asset Creation (FFA) Programming and Partnerships"	*USD 20.5 million ceiling, established in 2013 and extended until 31 December 2024, managed by PROR.* *By the end of 2022 USD 15.6 million had been spent by this trust fund.* *Expenditure went mainly into project management and project implementation*	*The trust fund has three streams of work:* *Support to country offices and regional bureaux to improve organizational learning, knowledge and capacity on implementing quality asset creation activities at scale.* *Broadening the use of 3PA.* *Consolidating the organizational coherence of resilience-building concepts, indicators and measurements across WFP and its integration into the 2GCSPs.*

---

[159] Cumulative value of country office needs-based plans in current year plus previous years since 2017.
[160] Cumulative value of country office implementation plans in current year plus previous years since 2017.

Trust Fund for Rural Resilience (TFRR) R4 Rural Resilience Initiative	*Established in 2011 and extended to 31 December 2027, with a new trust fund ceiling of USD 65 million focused on micro-insurance and managed by PRO-C.* *Total expenditure between 2011 – 2022 is USD 20,914,081. Expenditure went mainly on R4 initiatives in Malawi, Zambia, Senegal and Zimbabwe*	*Supporting R4 and strengthening country office capacity to use micro-insurance as a transfer modality using various conditionality mechanisms.*
Special Account for Implementing the Asset Impact Monitoring Systems (AIMS) project (2018)	*Limit of USD 1 million focuses on earth observation for measuring landscape rehabilitation achieved through FFA.* *By the end of 2022 USD 619,500 had been spent by this trust fund.* *Expenditure went mainly on purchasing satellite imagery, AIMS technology and training*	*Supporting country offices and regional bureaux to use Earth Observation (EO) technology based on annual subscription fees. EO measures changes caused by FFA projects to local landscapes – including in contexts with limited access and/or lack of capacity.*
Trust Fund for the Livelihoods Assets and Resilience Academy (LARA)	*Established in 2023 for a duration of two years. The trust fund amounts to USD 2,989,965.**	*The LARA is intended to develop national and regional experts able to support and augment the capacities of WFP, NGOs and government institutions working to identify and design through the 3PA and scale up environmentally sound and productive livelihoods asset creation and integrated resilience initiatives.*

*The trust fund was approved in January 2023 and there had been no expenditures under this trust fund as of 10 January 2023.

146. **A series of country-specific initiatives aimed at providing catalytic funding to fund or leverage resilience programmes.** WFP also established two Critical Corporate Initiatives (CCIs) to leverage additional funding: a two-year 2030 Fund set up in 2019 supported long-term resilience programming[161] in Togo, Armenia, Ghana, and the Gambia[162] (USD 15 million budget) – focusing on school feeding, social protection and climate. In the same vein, a three-year Programme and Partnership Support initiative was established in 2020 to improve CSP access to more diversified and longer-term financing in climate adaptation, school-based programmes, and social protection (USD 2.5 million budget).[163] Following analysis of the funding landscape, guidance documents presenting potential WFP entry points were developed for international financial institutions (IFIs), United Nations agencies (IFAD, ITU, UNDP) and United Nations regional economic commissions.[164] Finally, a USD 55 million Changing Lives Transformation Fund will support countries' self-reliance and livelihoods action across the nexus,[165] systems strengthening (such as social protection and food fortification) and climate adaptation. Calls for proposals will be launched for these three windows to provide country offices with unearmarked USD 2-7 million funding envelopes.[166] These multi-year allocations are particularly welcome compared with the six-month horizon of the Programme and Partnership Support CCI, which is often seen as too short to generate results. However, the extent to which they will be channelled towards resilience programming remains to be seen.

147. Resilience is mainly funded by a narrow set of four donors, with increased contributions from non-emergency budget lines (Table 8). These contributions present steady earmarking trends, a concern raised

[161] Including with seed funding in accordance with a recommendation of the Inspector General's April 2018 report on the pilot phase of the WFP Integrated Road Map and the Strategic Evaluation of WFP Support for Enhanced Resilience (2019), and echoed in a series of evaluations carried out in 2020 by WFP, including the Strategic Evaluation of Funding WFP's Work and the Mid-Term Review of the Strategic Plan 2017-2021.

[162] WFP Annual Performance Report for 2021. Annex III-B. Reporting on Critical Corporate Initiatives.

[163] Future resilience fundraising action in the framework of the CCI will certainly consider the conclusions of a recent audit carried out to assess their relevance and performance. See Report of the External Auditor on critical corporate initiatives WFP/EB.A/2021/6-F/1. June 2021.

[164] WFP Annual Performance Report for 2020. Annex III-B. Reporting on Critical Corporate Initiatives.

[165] "Update on the Changing Lives Transformation Fund" WFP/EB.2/2022/5-B/1. November 2022.

[166] WFP Executive Board. 2022. *Changing Lives Transformation Fund. Informal consultation.* September 2022.

in most of the evaluations carried out by WFP and echoed in corporate frameworks, including the Strategic Plan 2022–2025. The latter presents pooled funding such as the United Nations Funding Compact[167] as an opportunity to further accelerate investments in resilience integration and mainstreaming; however, United Nations agencies' attempts to pool funds at global and country levels have had mixed success, according to studies. These have observed, for example, not only limited changes in funding quality, predictability and sustainability, but also increased earmarking since the start of the COVID-19 crisis.[168]

148.   United States Agency for International Development (USAID) resources were channelled mainly through the Bureau of Humanitarian Assistance, but funding opportunities are expected to be further explored with the Bureau for Resilience and Food Security. Germany also supports significantly integrated resilience programming through multiannual contributions. A major concern raised by country offices relates to annual funding envelopes tied with tight spending deadlines – a challenging situation considering the national authority clearance often sought for resilience activities and capacity strengthening, and the need for the adequate planning horizon required to deliver quality interventions. In addition, flexible, multi-year funding is crucial for sustained investments in order to build and maintain trust with communities, to deliver on the commitment to support them over at least five years, as well as to develop the necessary partnerships to implement multisectoral packages and institutionalize resilience tools. The European Commission has remained a big player, including increasing funding streams from DG INTPA and DG NEAR (contributing to more than 25 percent of European Union (EU) funding in 2021) and joint efforts from the DG ECHO, DG INTPA, and DG NEAR to support social protection across the HDP nexus.[169] Finally, Canada supports a range of resilience programmes, including a five-year flagship programme implemented by the RBAs to strengthen resilience in DRC, the Niger, and Somalia.[170]

Table 8: Top five total donor contributions tagged by the resilience-building focus area, by year (2017- 3 October 2022)

Top 5 contributors	Donor and sum of contribution (USD)					
	2017	**2018**	**2019**	**2020**	**2021**	**2022**
1st	USA 40,519,726	European Commission 817,602,752	European Commission 422,067,990	Germany 39,315,278	Germany 399,856,047	USA 163,056,908
2nd	Germany 33,376,057	Germany 155,837,411	USA 245,261,917	USA 252,684,813	USA 199,087,706	Germany 131,067,122
3rd	Private donors 15,959,721	USA 142,757,623	Germany 223,844,053	European Commission 90,899,302	European Commission 109,047,886	European Commission 83,924,320
4th	Japan 12,727,574	United Nations other funds and agencies (excl. CERF) 29,308,718	United Nations other funds and agencies (excl. CERF) 53,984,018	UN other funds and agencies (excl. CERF) 63,221,067	Somalia 96,941,343	United Nations other funds and agencies (excl. CERF) 43,882,160
5th	European Commission 7,176,809	Japan 27,556,008	Japan 32,594,131	Somalia 52,980,000	World Bank 62,241,639	Canada 21,826,336

Source: FACTory, Distribution Donor Contribution report (Date of Extraction: 03.10.2022).

---

[167] Update on WFP's implementation of United Nations General Assembly resolution 72/279 (repositioning the United Nations development system). Annex 1. Executive Board. June 2022. Annual session, Rome, 20–24 June 2022.
[168] MOPAN, 2021, Dag Hammarskjöld Foundation, 2021.
[169] See DG ECHO Thematic Policy Document No 3. Cash Transfers. Directorate-General for European Civil Protection and Humanitarian Aid Operations. March 2022
[170] See Rome-based Agencies Resilience Initiative Strengthening the Resilience of livelihoods in protracted crisis in the Democratic Republic of Congo, Niger and Somalia. Annual Report – Year 3. August 2020 and the Strategic Evaluation of WFP Funding.

149. During the 2017-2021 period, CSP activities were tagged evenly between crisis response (36 percent), resilience-building (36 percent) and root causes (28 percent). Overall the analysis of focus area tagging, building on the exercise in the SE Resilience 2019, found little evidence that use of focus area tags has improved alignment with donor funding lines, as there are still gaps across all tagged areas between needs-based plans and jmplementation plans (Figure A11 Annex XVII). However, higher numbers of tags do not necessarily equate to higher budget or prioritization (Figure A9 Annex XVII). In addition, there are a multitude of ways a country office uses the tags. For example, activity categories can appear in multiple strategic outcomes in the same CSP, but these Sos may have different tags depending on location. Many KIIs outlined that the tagging process did not result from a strategic approach aiming to pursue a structured integration across activities, and that dispersal of resilience-building tags across all strategic results does not imply a clear understanding of resilience as an outcome. Different evaluations[171] and interviews carried out by the evaluation team corroborate the fact that the tagging process is driven largely by donor contributions and requirements.[172] The Strategic Evaluation of the Pilot CSPs states that "operations to promote resilience were implemented through a range of mostly short-term projects without a formal coordinating strategy at the country level".[173] This also links to continued lack of long-term resilience funding discussed above.

150. Since 2018, contributions to FFA increased dramatically, and they almost doubled between 2018 and 2022. Amounting to approximately 10 per cent of FFA investments (both in terms of allocations and expenditure), support to SAMS and climate-risk management remained prominent thanks to the roll out of WFP flagship programmes and initiatives, such as the Purchase for Progress (P4P), the Market Alliance, the HSG, and the African Risk Capacity Replica programme. The level of expenditures versus the funding available has been particularly high (approximately 80 per cent) for FFA and climate-risk management activities. Increases across all categories are mainly due to the EU and Germany increasing support to the protracted Middle East and Sahel crises Table 9 shows expenditure by programming area selected for analysis in the WFP corporate data system. Note that 2017 and 2018 figures are significantly low than the following years, as country offices started implementing Interim-CSPs, Transitional Interim- CSPs and CSPs progressively from 2017, and most of the contributions/needs in 2017-2018 are not under CPBs.

Table 9: Expenditures by activity category selected for focus in this evaluation (USD) 2017- 3 October 2022

Activity Category	2017	2018	2019	2020	2021	October 2022	Total Allocated resources	Total Expenditures
Asset creation and livelihood support	10,972,008	174,910,880	367,267,441	381,568,223	451,429,495	310,195,384	2,178,637,263	1,696,343,431
Smallholder agricultural market support	2,369,582	23,895,388	33,416,957	26,346,915	46,857,824	28,341,372	230,381,838	161,228,038
Climate adaptation and risk management	4,284,038	17,837,487	28,865,972	33,251,287	42,426,984	29,551,348	199,692,392	156,217,117
Emergency preparedness	695,985	6,335,502	4,943,744	5,200,209	5,078,003	3,489,284	30,991,528	25,742,726

Source: IRM analytics, CPB Resources Overview

151. Regionally, investments in resilience building vary greatly and reference to the Resilience Policy is unevenly spread. Some regional bureaux have developed regional strategies (see section 2.2.2). RBC and

---

[171] See for example the MTR of the 2017-2021 Strategic Plan.
[172] Annex XVII
[173] WFP. 2018. *Strategic Evaluation of the Pilot Country Strategic Plans. Evaluation Report.*

RBN receive the highest financial contributions in absolute terms (Figure 8). RBN is followed by RBD, RBB and Regional Bureau Johannesburg (RBJ), with the lowest contributions in absolute terms received by RBP. Looking at budgets for resilience as a proportion of total regional budgets, RBD commits the highest proportion to resilience (26 percent) followed by RBP (19 percent) while the other regional bureaux dedicate between 12 percent and 15 percent of their contributions to resilience building.

Figure 8: Total donor contribution to the resilience-building focus area, by region (2017- 3 October 2022)
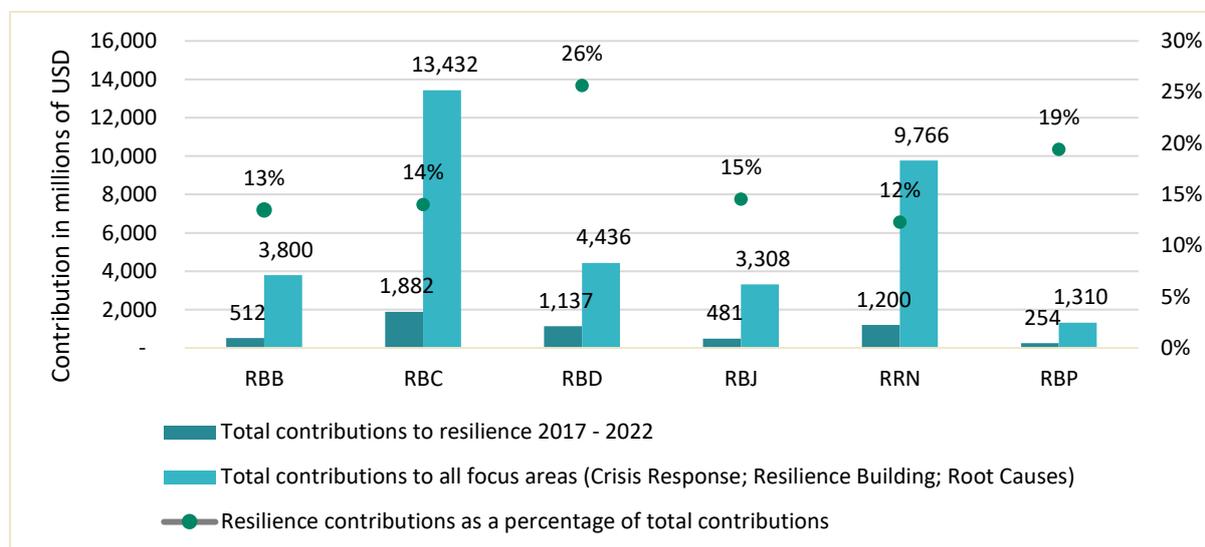
Source: Distribution Donor Contribution report (2022)

152. **The robustness of identification of needs remains a concern for certain donors.** This was flagged by an External Auditor Report in 2019[174] recommending that CSPs clarify their approach to defining funding needs (including resilience needs) and communicate this identification process to donors in a more transparent manner (for example, needs for internally displaced persons and host communities; long-term and short-term internally displaced communities, or rural and urban groups). Despite the consultations undertaken with the member states on this issue,[175] interviews carried out with donor representatives continue to reflect this preoccupation, as well as their perplexity about the informal target of 20 percent of overall WFP operational budget for development, which was seen as arbitrary and not necessarily rooted in any strong methodological approach.[176] Interviews reflected a divide among donors between those supportive of WFP work in resilience building and fervent opponents of it; this is well documented in the corpus of WFP evaluations and reflected in the funding profile highlighted above.

153. Fundraising efforts are conducted to support integrated resilience programming, but they are not articulated within a specific strategy. In lieu of the development of a fundraising strategy – a recommendation made by the SE Resilience – resilience fundraising was addressed through a '*holistic fundraising approach*'[177] in a context where fundraising for integrated resilience was challenging '*as it was not tangible enough when there is a need to access specific budget envelopes.*' In this regard, WFP's strategic plan: '*proved to be a more reliable communication tool to accompany resilience fundraising efforts.*' The increasing collaboration between the partnership and financial services – also recommended by the SE Resilience – did not take place. Despite encouragement by management, the implementation of such a cross-fertilization process was not translated into specific action as it was perceived as '*too complicated to*

---

[174] "Report of the External Auditor on country portfolio budgets". WFP/EB.A/2019/6-E/1. 2019.
[175] *Report on the implementation of the External Auditor's recommendations*. Executive Board annual session. July 2020.
[176] See WFP. 2020. *Strategic Evaluation of Funding WFP's Work*.
[177] WFP. 2022. Review of the Implementation of Recommendations from Thematic Evaluations of a Strategic and Global Nature. WFP. 2019. Strategic Evaluation of WFP Support for Enhanced Resilience.

articulate'.[178] However, the SE Resilience recommended a review of the use of partnership action plans, which now incorporate a resilience lens with explicit roles defined for governmental and non-governmental partners. Moreover, a thematic team dedicated to the changing lives agenda in PPR was set up in 2021 and contributes, for example, to discussions aiming to replicate successful programmes' modus operandi for resilience programmes, such as the McGovern-Dole programmatic approach driven by HQ services to provide quality proposals submitted by the country offices.

2.3.4 Robust results frameworks, monitoring and reporting systems[179]

Finding 22: WFP's corporate monitoring and reporting systems are not set up to analyse resilience achievements. CSP reporting is considered time-consuming: and focused on accountability objectives rather than meaningful resilience assessment supporting evidence-based decision-making.

154.   **The Integrated Road Map restructuring process has not fostered resilience programming and measurement across CSPs,** particularly given the vertical structure of CSPs (see section 2.2)**.** This has been acknowledged in a range of CSP evaluations carried out by WFP, including the 2018 Strategic Evaluation of the Pilot Country Strategic Plans.[180] Many informants underlined CSPs' counterproductive effect vis-à-vis fundraising and funding management, a situation affecting measurement, with activity managers tending to ringfence their areas once funding is secured and therefore monitor and report against selected outcomes. RMM development has faced a constant tension between these constraints faced at country office level and a perception that, at corporate level, the CRF is designed mainly for reporting emergency results through a vertical structure (line of sight) facilitating primarily accountability objectives. Country offices also continue to be burdened by multiple donors' reporting requirements for resilience initiatives, such as R4 or projects funded by the Green Climate Fund, for example.

155.   The 2017–2021 CRF's alignment with the Strategic Plan (2017–2021) was limited in terms of resilience results indicators. The CRF (2017–2021) presents resilience outcomes and outputs set out in the Strategic Plan (2017–2021) and provides guidance to capture performance in terms of efficiency, effectiveness, and use of resources. However, the mid-term review of the results framework, carried out in 2020,[181] found limited alignment between the two corporate frameworks, while monitoring was used more for reporting purposes than supporting evidence-based decision-making. This situation is not new; the 2016 Evaluability Assessment of the 2014–2017 Strategic Plan pointed out the limitations of the WFP corporate reporting system for guiding a meaningful resilience assessment. Field staff interviewed emphasized time-consuming reporting efforts resulting from CSP design and related accountability requirements. They raised the need to simplify the chain of results (country office personnel being often confused between outputs, outcomes and activities concepts) and to better inform decision-making along this chain.[182] This may also relate to a need to better support country office and field staff in reporting. Work in 2021 and 2022 by the RBBP and RAM teams, working together and engaging regional bureaux and country offices to develop new indicators and explore how combinations of indicators may better tell the 'resilience story' against specific contexts, is expected to support the CRF and related measurement and evaluation work in a substantive way, as long as it is funded.

156.   The need to better inform decision-making is being addressed to some extent, for example through a series of evaluations carried out in partnership with the World Bank to assess the impacts of

---

[178] WFP. 2022. Review of the Implementation of Recommendations from Thematic Evaluations of a Strategic and Global Nature. WFP. 2019. Strategic Evaluation of WFP Support for Enhanced Resilience.

[179] EQ 3.4 To what extent were robust results frameworks, monitoring and reporting systems, including appropriate indicators to monitor progress, in place?

[180] See for example WFP. 2021. Evaluation of Tanzania WFP Country Strategic Plan 2017-2021; WFP. 2020. Evaluation of Democratic Republic of the Congo Interim Country Strategic Plan 2018-2020; WFP. 2018. Strategic Evaluation of the Pilot Country Strategic Plans.

[181] WFP. 2020. Mid-Term Review of the Revised Corporate Results Framework.

[182] MTR CRF 2020: Each strategic outcome in a CSP can be linked to root causes, resilience-building, or crisis response focus area resulting in 57 possible combinations, which brings fragmentation to the framework and hampers WFP's ability to demonstrate its performance.

integrated resilience programmes in selected countries.[183] The climate and resilience impact evaluation window has been developed by the WFP's OEV in partnership with the WFP's Resilience and Food Systems Service and Climate and Disaster Risk Reduction Unit, as well as the World Bank's Development Impact Evaluation (DIME) department. It was launched in 2019 and coordinates a portfolio of impact evaluations to measure the impact of the WFP's resilience programmes on household resilience across a set of countries. It was designed to estimate the short-term impact of interventions on resilience capacities to understand how WFP's programmes contribute to the resilience of populations supported.

157.   **In line with the SE Resilience (2019) the evaluation team finds that WFP's corporate reporting and monitoring systems are not set up to effectively capture WFP's resilience achievements.** Most indicators are mainly designed to track interventions in key activities related to food security, assets creation and so on, which can reasonably be assumed to influence a household's ability to anticipate, absorb and adapt to shocks and stressors. KIIs at HQ, regional, and country level frequently expressed their concerns about the lack of a corporate resilience measurement framework. They highlighted measurement and contribution as a fundamental gap (and challenge) in the resilience policy.

158.   The same outcomes are used under multiple activity areas as general wellbeing indicators that function as proxies for resilience. This potentially aligns with conceptualizing resilience as an intermediate outcome across multiple programming areas, and therefore signifies resilience capacities built (or otherwise) regardless of activity (as opposed to only being considered resilience if the outcome arises from nominal resilience programming such as ACL). However, there is a risk of claiming that everything achieved is resilience, and everything WFP does strengthens resilience (without regard to maladaptation, for example), and using only indicators at this level to capture performance further entrenches the tendency to neglect work to strengthen resilience of systems and address the structural causes of vulnerability, where WFP has a role to play.

159.   The Resilience Monitoring and Measurement (RMM) approach,[184] in development since 2020 under the guidance of the Asset Creation, Livelihoods and Resilience Unit and Field Monitoring Unit,[185] is expected to help to address the specific reporting and performance analysis for WFP's resilience programming for the second generation of CSPs and beyond. The RMM is a critical piece of the Resilience-Building Blocks Project,[186] aiming to provide coherence in concepts, indicators, and measurements. Box 11 presents a summary of RBBP experiences and feedback gathered from key stakeholders. The RMM is being rolled out in South Sudan, Zimbabwe, Zambia, Sri Lanka, Lebanon, Bangladesh, Afghanistan, Guatemala and G5 Sahel[187] and is expected to support country office resilience narratives as part of Annual Country Reports.

---

[183] Do Integrated WFP Interventions Contribute to Household Resilience Capacities? Impact Evaluation Brief. WFP-WB DIME. January 2022 and *Impact Evaluation for Resilience Learning in the Sahel*. IE also being carried out in South Sudan and Rwanda.
[184] The approach draws on a review carried out by the Overseas Development Institute (Review of Resilience-Building Indicators, Guiding WFP's Monitoring and Evaluation. ODI. 2021) exploring how existing qualitative and quantitative approaches for measuring resilience could be used more effectively.
[185] Set up in response to the 2019 SE Resilience and ODI Review of resilience-building indicators. Guiding WFP's monitoring and evaluation. 2020 Draft document. Internal document, unpublished.
[186] Trust Fund "Building Resilience to Recurrent Crises: Strengthening Capacities for Asset Creation (FFA) Programming and Partnerships" funding envelope amounting to USD20.5 million.
[187] WFP. 2022. Resilience Roundtable, July 2022.

However, the approach is yet to be fully rolled out, so there is no evidence as of yet of its effects on improved resilience measurement.

Box 11: Resilience Building Blocks Project

Since the SE Resilience (2019), the RBBP has played an active role in developing and testing a Resilience Toolkit and providing groundwork for further work to support integrated resilience programming. The intention was to enable WFP to create a universal and common understanding of what it meant by resilience, what it could do within its existing programming framework in country office, and how to measure the results (see section 2.3). The toolkit comprises five modules that cover: (i) resilience concepts; (ii) resilience principles and a design support tool; (iii) 11 technical briefs to help country offices integrate resilience into thematic activities such as nutrition and social protection; (iv) model ToCs to support the integration of programming at country office level; (v) RMM guidance. Supplementary tools are forthcoming. According to interviewees, the toolkit has helped country offices to reflect on fundamental questions such as resilience of whom to what. Its design encouraged all the technical units in WFP to contribute, which resulted in a comprehensive approach. Application of all the modules was thought by some to be potentially demanding, while others approached it with more 'modular' thinking, anticipating selecting out and administering certain elements. Support to country offices, particularly through RB, to apply the modules was believed to be invaluable by some interviewees. There was also a sense that in the long run, applying the modules could support the streamlining of measurement approaches, for example through module E.

Several countries, including Afghanistan, Kyrgyzstan, and the Philippines, have used specific modules from the RBBP to help with CSP formulation. In Lebanon the RBBP toolkit has helped the country office to review and reform its approach to indicators and measurement, and to increase the focus on resilience outcomes. Informants acknowledge that understanding of outcomes was weak in Lebanon before the RBBP pilot, particularly in relation to understanding the linkages between food consumption scores and resilience capacities. In Sri Lanka, the Resilience Toolkit was tested to build a shared understanding of resilience principles among country office and field office staff, enhance monitoring approaches and design new, third phase, integrated resilience programmes for which they sought funding. While funding and capacity to deliver has declined over time due to lack of resources and staff turnover, the RBBP Toolkit has been considered helpful for country office learning.

The RBBP Toolkit is being substantially revised at the time of this evaluation following the pilot, with the stated intention to form a resilience programming guidance for country office adoption. Due in Q1 2023, this will build on a number of evolving experiences in order to make it more comprehensive and practical for WFP field colleagues, for example through adding material on institutional capacity strengthening and partnerships. Work is continuing to roll out Annex E of the toolkit (the RMM), although this lacks funding.

Source: Evaluation Team

160.   The RMM contributes to the Corporate Results Framework (2022-2025), presenting a streamlined design. The new CRF presents one outcome dedicated to sustainable livelihoods and strengthened value chains with a focus on climate-risk management and an emphasis on urban contexts, taken by staff to be a resilience indicator even though resilience is not specifically mentioned. Moving away from the development of composite indicators found 'difficult to administer, interpret and act on',[188] the RMM aims to contribute to the CRF (2022-2025) by focusing on the use of in-house assessments, tools and over 400 indicators planned to increasingly feed longitudinal analysis. In addition to existing indicators listed in a compendium to support country teams, the RMM contributed to introduce CRF lead indicators such as the number of countries implementing integrated resilience programmes and the number of people reached through integrated resilience programmes. Moreover, a range of indicators is currently being piloted at outcome level, such as an index of shock exposure, a social capital index and a resilience capacity score (Box 12).[189] RBD has a regional RMM analysis plan developed jointly by the RBD RAM and Programme

---

[188] BMZ annual report 2021.
[189] Climate resilience capacity score planned to be included in the CRF (2022-2025) from 2023.

teams with support from HQ RAM-M. This outlines key resilience questions that will be analysed at regional level, as well as the set of common indicators and approaches that will be used to generate credible evidence on resilience outcomes across the five Sahel Countries using WFP's toolkit. Figure 9 presents the four main RMM questions, the reasoning behind each of the questions, as well as an overview of the harmonized set of key indicators and methodologies used to provide insights into the specific outcomes.[190]

Box 12: Resilience Capacity Score

The Resilience Capacity Score (RCS) is based on WFP's Climate Resilience Capacity Score and a Subjectively Evaluated Resilience Score (SERS). The RCS indicator measures household's perception of their resilience capacities to generic or country-specific shocks and stressors, and is a subjective approach to resilience measurement. The indicator specifically refers to four kinds of resilience capacities (anticipatory, absorptive, adaptive and transformative) and five kinds of livelihood capitals (human, financial, social, political and informational) that support the different resilience capacities. This reflects the way WFP activities can potentially contribute to building, restoring and maintaining key capitals and capacities in vulnerable communities.

Like the Resilience Index Measurement Analysis (RIMA),* the SERS associates key socio-economic drivers of household-level resilience. However, while the RIMA is focused on food security outcomes and mainly relies on external observations and verification, the SERS adopts a multi-hazard view of resilience by giving a prominent place to people understanding of the risks they face and judgement of what constitutes resilience.

Source: WFP. 2022. Resilience Capacity Score

* FAO Resilience Index Measurement and Analysis (RIMA) is a methodology to estimate household resilience to food insecurity with a quantitative approach to establish a cause-and-effect relationship between resilience and its critical determinants. It is shock-specific and context-specific.

---

[190] WFP. 2023. WFP's Resilience Monitoring and Measurement (RMM) approach in the Sahel. p.7

Figure 9: Monitoring and measurement framework in the context of the Sahel Resilience Initiative, Regional Bureau Dakar

RMM Q1: Hoe does the food security and nutrition situation of individuals, households and communities evolve in the face of shocks and other stress factors?	This question is intended to capture medium- and longer-term changes (over the duration of the programme, e.g., 3-5 years) in food and nutrition security measured at the individual and household levels, including inter-annual fluctuations of key indicators. These outcomes are also interpreted against the occurrence of shocks and stressors (e.g., droughts, floods etc.), to assess changes in the resilience to these events over time. **Key indicators:** FCS, FCS-N, rCSI, MAD, MDD-W, CARI etc. **Approaches & sources**: indicators will mainly be derived from resilience-specific monitoring surveys that are conducted at key periods during the year (post-harvest and lean season). Quantitative data is complemented by qualitative information.
RMM Q2: What is the level of resilience capacities of individuals, households, communities, institutions, and systems?	This question is intended to enable understanding of the level of (and changes in) resilience capacities of individuals, households, communities, and systems. These are linked to the integrated resilience programmes, which are intended to increase specific resilience capacities, and to ensure that participants are better suited to absorb, adapt to and transform shocks and stressors. **Key indicators:** a set of indicators focusing on resilience capacities linked to WFP's interventions have been rolled out under this question, including WFP's new Resilience Capacity Score (RCS). **Approaches & sources**: indicators will be derived from resilience-specific monitoring surveys and complemented with qualitative exercises focusing on resilience capacities.
RMM Q3: How do individuals, households, and communities respond to shocks and stressors? What are their response strategies (decisions, behaviour and actions)?	This question is intended to enable understanding of how individuals, households and communities that are affected by shocks and stressors prepare for or respond to these, and to what extent their response strategies change over time. This includes decisions, behaviours, and actions taken by individuals and within households, communities, and institutions in anticipation of, during, or after shocks and stressors. **Key indicators**: LCS, rCSI, migration, school attendance etc. – this can include a sub-set of indicators analysed under other questions. The inclusion of positive response strategies, which could be complemented with qualitative data, will be explored. **Approaches & sources:** indicators will mainly be derived from resilience-specific monitoring surveys, as well as from other sources (e.g., government-managed reporting systems for instance for education, health, social protection etc.).
RMM Q4: How is the context in which resilience interventions are being implemented changing over time? To what extent is the programme contributing to these changes? To what extent are programme implementation or achievement or outcomes influenced by these changes?	This question is intended to enable understanding of how the context in which resilience interventions are being implemented evolves over time, how contextual factors including shocks and stressors affect resilience outcomes, as well as how WFP's resilience interventions influence the overall context and contribute to changes within and outside participating communities. **Key indicators:** this question draws on a variety of indicators on food security and nutrition outcomes (e.g. FCS, FCS-N, CARI etc.), social cohesion, climate, economic and manmade shocks, ecosystem change etc. **Approaches & sources:** a wide variety of qualitative and quantitative approaches will be used, including comparing data from monitoring surveys and nationwide assessments, satellite-based analyses, qualitative research, as well as various evaluation approaches (including quantitative and qualitative impact evaluations). Secondary data (including on climate shocks, conflict etc.) will be used to complement primary data.

2.3.5 Human resource capacities and internal coordination mechanisms[191]

Finding 23: Structures at HQ to support resilience have been strengthened since 2020 with the reorganization of the resilience team. However, recruiting, retaining and managing skilled resilience professionals remains difficult, especially in fragile countries.

161.   The resilience team in HQ has been reorganized since 2020, to ensure that resilience and FFA are handled by different people, recognizing that resilience is not synonymous with FFA, in order to step away from perceptions of siloed working. Overall however, staffing numbers for resilience are still insufficient. Resilience focal points sit within individual units such as nutrition, social protection and so on, which would seem to be good practice in relation to applying a resilience lens to all programming areas and encouraging integrated programming. This goes towards addressing the SE Resilience (2019) concern about existing technical skills to support resilience-building's spread across units in HQ, where neither the organizational structure nor the corporate philosophy of WFP promoted their integration. Also, since 2020, a team dedicated to the development of the Resilience Toolkit (RBBP), and focused on measurement, working with RAM, has been hosted in PROR-L. The team has been composed almost exclusively of consultants, the number of whom evolved significantly due to high turnover. The RBBP team relies on extra-budgetary funding, which is decreasing, and the staff hired in the regional bureaux using this envelope could not be

---

[191] EQ 3.6 To what extent were appropriate and sufficient i) human resource capacities and competencies and ii) internal coordination mechanisms in WFP at headquarter, RB, and country office levels in place?

retained in 2022 due to lack of funding. This situation reflects WFP reliance on short-term contracts at both HQ and field level, a modus operandi well acknowledged by WFP.[192]

162.   Limited organizational capacity, especially in staffing, affects WFPs ability to deliver resilience programmes. For example, as highlighted in section 2, integrated efforts are driven by individuals with a strong vision for and commitment to resilience building. There is a risk that these efforts are not sustained should those motivated individuals move on, and this is further exacerbated by lack of policy dissemination beyond first publication. WFP rotation policies/HR management processes do not support consistency of approach. In part, the staff rotation policy undermines the sustained engagement of personnel (both national and international) over time, while many interviewees reported that the multidimensional, multisectoral complexity and systemic nature of resilience make it hard to find field staff with sufficiently broad experience. Without sufficient technical and organizational competence and experience among field staff it becomes more difficult to design and implement relatively complex integrated programmes. Recruiting and retaining appropriately qualified staff in key positions is also challenging, especially for technical experts who are not available in WFP's roster (for example hydrometeorologists who can support capacity strengthening for anticipatory action). Training can mitigate these gaps to some extent, but attention to the recruitment and retention of core capacity is needed, as qualified staff are essential to the delivery of resilience outcomes and are a constant priority for country office.

163.   Attracting and managing skilled professionals is also difficult in fragile countries where greater decentralization of decision-making is paramount. Informants pointed to the critical role played by country office heads of programme in articulating the set of activities contributing to resilience programming; and, indeed, the evaluation team found very few activity managers willing to jointly achieve resilience outcomes. In some cases, country office staff rolling out resilience programmes cutting across activity areas described the experience as '*swimming against the tide*'. Concerns were raised regarding issues in recruiting the most suitable profile, which mixes specialized and soft skills; the appointee will be engaged through FFA entry points but will need to also be able to address nutrition, climate-risk management, local production and social protection issues. Regional bureaux have faced difficulties in identifying and eventually recruiting the best profiles.

164.   The resilience staff roster was strengthened with a recent Fit Pool recruitment exercise, with approximately 50 people in the pool, of whom 7 were hired (5 P3 and 2 P4), and potentially further people to be hired in the coming years. The extent to which the number of experts recruited matches the needs expressed by the regional bureaux remains unclear as human resource systems provide no analytics of how many people work on resilience in a specific region.

> *Finding 24: While the policy did contribute to a major push towards increased RBA collaboration, there is little evidence that the resilience policy has affected the way these new partnerships are designed, and the policy does not speak to the need for a diversity of partnerships in resilience-focused programming, depending on context, presence, priorities, expertise on the ground.*

2.3.6 Partnerships and external drivers of change[193] [194]

165.   Partnerships are a key and increasingly prominent feature of resilience programmes and integrated delivery; there is recognition that WFP cannot do everything, and it is in the process of establishing how to work with partners in emerging areas such as urban contexts. However, the evaluation

---

[192] WFP. 2022. *Evaluation of WFP's Response to the COVID-19 Pandemic*; WFP. 2020*. Strategic Evaluation of WFP's Capacity to Respond to Emergencies*; the 2013 and 2017-2018 Multilateral Organization Performance Assessments Network assessments; WFP. 2018. *Evaluation of the WFP Response to the Syrian Regional Crisis (2014-2017)*. WFP. 2020. *Evaluation of the WFP People Strategy (2014-2017):* overall, the proportion of employees categorized as 'staff' vs 'non-staff' has not changed significantly since 2014 (in 2014, 61 percent of all employees were non-staff, compared to 59 percent in 2018).

[193] EQ 3.7 To what extent were external factors and drivers of change (e.g., national leadership, partnerships with national, regional and global stakeholders working in resilience, including RBAs) to promote resilience in place? How? In what contexts?

[194] EQ 3.8 To what extent has the resilience policy supported WFP staff to take a strategic view on partnerships to achieve multi-stakeholder impacts across sectors?

team found little evidence of the potential impact of the resilience policy on the design of new partnerships (the document itself refers to the R4 partnership with Oxfam America, 2011 to 2018, and the African Risk partnership with AU, implemented in 2012). Despite the lack of direct support from the Resilience Policy, across countries, the evidence shows significant efforts that WFP is making to engage with civil society, national governments and the private sector. More advanced integration exists in specific projects with external partners. This includes, for example, the Promoting Sustainable Partnerships for Empowered Resilience (PROSPER) programme in Malawi (see box 13). Launched in 2018, WFP's Integrated Resilience Programme in the Sahel works in partnership to boost resilience across Burkina Faso, Chad, Mali, Mauritania, and the Niger. It is planned for the second phase of the programme to be implemented over the next five years (2023-2028), with aims to scale up the programme, capitalizing on operational and research partnerships to reinforce complementarity with partners to address needs that do not fall under WFP's mandate, create additional opportunities and further consolidate resilience gains."[195]

166.   The ability of national partners to own and facilitate resilience building and their access to affected populations are clear determinants in the success of resilience programmes. In this context, most of the regional bureaux and country offices have sought to support their resilience work by increasing partnerships with academics, including universities (e.g., RBD's partnership with a Sahel University Network; REUNIR funded by USAID and BMZ; under RBC, RBB, RBD, RBN, and RBJ, 13 countries have partnered with their national universities to adapt 3PA methodology to urban and refugee/displaced contexts, funded by BMZRBD's partnership with a Sahel University Network). RBA collaboration was formalized at corporate level with a Conceptual Framework for Collaboration and Partnership, signed in 2015, documented with annual progress reports since 2016 and partially evaluated in October 2021.[196]

167.   Operationally, however, making RBA partnerships work as envisaged by the resilience policy, was considered challenging, with few incentives at country level to prioritize working together, and some senior management in WFP country offices reportedly unenthusiastic about closer collaboration. Nonetheless, overall, the evaluation has identified a wide range of successful partnerships between WFP and other stakeholders for resilience building, including with the RBAs (Box 13).

---

[195] WFP. 2022. Integrated Resilience in the Sahel. December 2022. p.3.
[196] WFP. 2021. Joint Evaluation on the Collaboration among the United Nations Rome-based Agencies

Box 13: WFP Partnerships for Resilience Building

Partnerships with national governments

In Malawi, WFP is leading resilience interventions (UNCT Results Group) that leverage several partnerships (primarily with the Ministry of Finance and Economic Affairs; the Ministry of Agriculture; the Department of Disaster Management Affairs; the Ministry of Gender, Community Development and Social Welfare; the Ministry of Health; and the Ministry of Natural Resources and Climate Change) in an integrated approach. Evaluations have shown this to be effective in increasing the food and nutrition security of target populations (*WFP 2021: Evaluation Synthesis of evidence and lessons on country capacity strengthening from decentralized evaluations*)

In the Niger, WFP has been supporting the Government's '*Nigeriens Nourishing Nigeriens (3N Initiative),* since its inception in 2012. This large-scale, cross-sectoral initiative aims to increase livestock, agricultural and forest productivity, while augmenting the resilience of farmers and herders to climate shocks and other stressors. The High Commission for the 3N Initiative is in charge overseeing the implementation of the policy at national, regional, and local levels. For implementation and policy coordination, the High Commission consults with relevant ministries on a monthly basis, through the Inter-Ministerial Orientation Committee and a National Dialogue Committee. (Future Policy.org. n.d. Niger's 3N Initiative: 'Nigeriens Nourishing Nigeriens')

Partnerships with RBAs

Through the joint Conceptual Framework for Collaboration and Partnership on Strengthening Resilience for Food Security and Nutrition (2015, WFP, FAO and IFAD), the RBAs are implementing a joint programme to promote food security and strengthen resilience against shocks and stressors in the Democratic Republic of the Congo, the Niger, and Somalia: WFP targets the most food-insecure people through Food Assistance For Assets interventions, providing food and cash transfers to cover households' immediate food needs so they can dedicate time to building assets that reduce the risk and impacts of climatic shocks and seasonal hardships; FAO-supported farmer and pastoral field schools, along with training in climate-resilient agricultural practices, helps to boost production and increase income and diversification of livelihoods; while IFAD works to strengthen local producers' organizations, promote greater access to rural financial services and improve the community-based governance of scarce natural resources *(WFP 2023 Second roundtable on resilience: partnerships for resilience. Information note, 31 January 2023).*

The SD3C programme was conceptualized in 2020 following an official request for support from the G5 countries and Senegal to respond to the challenges of COVID-19, conflict and climate. It is intended to contribute to the implementation of the G5 Sahel Strategy for Development and Security at the request of the governments of the six countries (Burkina Faso, Mali, Mauritania, the Niger, Senegal and Chad). The Programme is aligned to the "Resilience and human development" axis of the G5 Sahel priority investment program and refers to the 'Resilience' pillar of the United Nations' integrated strategy for the Sahel. The programme is implementing three complementary components: i) increase in productivity and production; (ii) economic integration; and (iii) policy dialogue, coordination and management. IFAD provides direct loans and grants to the governments and plays a complementary support role for improving access to financial services, markets, technology, land and natural resources. WFP, together with local authorities, is developing community-based plans. Through Food Assistance for Assets schemes, WFP also rehabilitates and strengthens the production base focusing on rehabilitation of land and small water supply infrastructure. WFP also provides nutrition support to the communities. FAO's contribution focuses on working with communities to enhance crop production and productivity. (*WFP 2023 Briefing Rome based Agencies Senior Consultative Group, IFAD 2020 Programme conjoint Sahel en response aux Defis Covid-19, Conflits et changement Climatiques (SD3C))*

Partnerships with Private sector

In Kenya WFP acts as a catalyst to connect county governments, the private sector and partners to offer insurance products for underserved markets in semi-arid regions.

As R4 programming is scaled up, the transfer of risk to the private insurance markets is growing generally, with participants seeing value from the growing pay-outs received. In 2021, 65,000 farmers shared a US$2.4 million pay-out. In Madagascar, 100 percent of participants in a drought risk insurance scheme received US$100 pay-outs due to crop failures. This amount is equivalent to five months of cash transfer through WFP's humanitarian programme. *(WFP 2023 Second roundtable on resilience: partnerships for resilience. Information note, 31 January 2023).*

2.3.7 Coherence between humanitarian responses and long-term development[197]

> ***Finding 25: The added value of resilience in bridging humanitarian response and long-term interventions is well embedded in corporate frameworks. WFP is making promising progress towards establishing processes to integrate across the humanitarian and development nexus, which also support resilience programming and vice versa. However, these processes are undermined by continued siloed working and the tendency to dichotomize 'humanitarian' and 'development' work and 'saving lives' and 'changing lives' into separate strands. Operationalizing resilience along the nexus continuum remains challenging, including regarding the peace component.***

168.   The resilience policy clearly states that humanitarian responses and long-term development should be mutually reinforcing and responsive to evolving needs. The added value of resilience in bridging both dimensions is well emphasized in corporate frameworks such as the previous and ongoing Strategic Plans and the Policy on the CSPs. Resilience's bridging role is also well recognized by most of the informants. However, operationalizing resilience along the nexus continuum remains unclear for WFP staff, despite peace and conflict rising up the global resilience agenda.[198]

169.   While resilience and nexus are not synonymous, there are common underlying ways of thinking and approaches inherent to both. Meeting immediate needs at the same time as ensuring longer-term investment addressing the systemic causes of conflict and vulnerability are fundamental to both resilience and nexus working. Both point to the need to work coherently to address people's vulnerability before, during and after crises, with risk-informed, context-driven interventions and approaches a fundamental component. Processes and implementation approaches needed for nexus are also crucial for effective resilience programming: these include integrated approaches; multi-year programming and funding; long-term country strategies; and context-driven and responsive (including adaptive) programming. This

---

[197] EQ 3.9 To what extent does the resilience policy support humanitarian responses and long-term development to be mutually reinforcing and responsive to evolving needs, including improved coherence between development and humanitarian financing?

[198] Three context-related milestones emphasizing peace and conflict on the global resilience agenda are: United Nations Security Council Resolution 2417 recognizing the clear links between food insecurity and conflict (2018); the OECD-DAC recommendation on the Humanitarian-Development-Peace Nexus aiming to increase effectiveness in fragile and conflict-affected settings (2019); and the WFP Nobel Peace Prize award for its contribution to peace and food security in conflict-affected areas (2020).

evaluation finds strong evidence for progress in WFP instituting many of these aspects, pointing towards promising groundwork for improving coherence between humanitarian response and development, especially given that changing a large institution like WFP takes time. There is also emerging evidence for resilience capacities, especially absorptive, being built in humanitarian and emergency contexts (see section 2.2).

170.   However, the evaluation also finds that what undermines effective resilience work – notably CSP structure but also questions about WFP's mandate as well as donor earmarking of funds for either humanitarian or development purposes – also undermines working in a 'nexus-informed' way. Differences in opinion about WFP's role with respect to resilience links closely to some stakeholders seeing resilience as relevant only in a development strand of work (and in turn aligning resilience and/or development with the changing lives agenda). This was voiced by both internal WFP staff and – importantly, given the shift in aid architecture needed to support a nexus approach – some Executive Board members. Both the HDP nexus and the 'saving lives, changing lives' agendas seem to still be approached in practice as 'either/or' whereas the nexus concept should help to reinforce the notion that saving lives and changing lives go hand in hand, rather than being a continuum or two distinct areas of work. Resilience, in turn, is relevant across all three points of the nexus, and to both saving lives and changing lives. This can be seen in the way that the creation and reinforcement of absorptive resilience capacity, often through WFP's actions in emergency settings, addresses people's de facto lack of resilience to shocks and stresses, and forming a fundamental step in the building of resilience pathways through to adaptation and transformative change (See section 2.2.1),

171.   Progress in improving coherence between humanitarian and development approaches is particularly undermined by continued siloed working. For example, the Mozambique country study found that a siloed approach to implementation was not allowing for more integrated territorial interventions that would have enhanced internal coherence, efficiency, and effectiveness across the triple nexus. However, the new Mozambique 2022-2026 CSP attempts to address this by stating an intention to apply appropriate, risk-informed resilience-building approaches across the HDP nexus, saving lives in emergencies while changing lives by assisting populations to adapt and improve their livelihoods and better withstand recurring shocks.

172.   WFP operations contributing to peace and social cohesion have spread in country office portfolios[199] but peace considerations are absent from the policy framework, and most of the informants emphasized limited clarity regarding the strategy pursued, while guidance around the articulation of the three nexus dots is perceived as a significant gap. Few informants are, for example, aware of WFP's partnership with the Stockholm International Peace Research Institute (SIPRI), launched in 2018 to generate evidence on whether and how WFP's programming contributes to improving the prospects for peace, including unintended effects. Preliminary findings [200] indicate that CBPPs were good processes to build trust and social cohesion; they also highlight the need to improve the prospects for peace by further enhancing sustainability and by extending WFP's support to natural resource access and supply to natural resource management, a domain where FAO has built recognized expertise. In Mali for example, WFP and FAO had a positive impact on social cohesion[201] by joining their efforts to improve livelihoods through FFA, SAMS, and land usage/grazing rights.[202]

---

[199] PBF website and previous footnote

[200] Based on research in four countries (El Salvador, Iraq, Kyrgyzstan, and Mali). See WFPs contribution to improving the prospects for peace. Preliminary Report. Caroline Delgado, Suyoun Jang, Gary Milante and Dan Smith. June 2019.

[201] SPIRI. 2019. WFP contribution to improving the prospects for peace in Mali. Working Paper. SIPRI 2019. The World Food Programme's Contribution to Improving the Prospects for Peace Preliminary Report (Caroline Delgado, Suyoun Jang, Gary Milante and Dan Smith)

[202] FAO and WFP. 2019. FAO/PAM du projet d'Appui à la résilience des populations vulnérables au nord du Mali.

3. Conclusions and recommendations

3.1. CONCLUSIONS

173.   **Conclusion 1: While a resilience policy is highly relevant to WFP's mandate, the current policy no longer fulfils its role in positioning WFP in the resilience landscape. The policy should be updated for greater conceptual clarity and clearer links with internal and external policy instruments.**

174.   The current policy reflects the key resilience concepts and priorities at the time of its formulation. It has served to position WFP in the resilience landscape at a time when the importance of resilience work in humanitarian and development programming has been recognized and such work has assumed a prominent role. While the concepts contained in the policy remain relevant today, the policy lacks clear terminology, does not fully reflect prevailing programmatic practice within WFP and does not embrace the full spectrum of current needs, such as those arising in conflict zones or in urbanization.

175.   Crucially, the lack of a clearly articulated role for resilience in food security is causing confusion. The policy is being interpreted in vastly different ways by different stakeholders, resulting in a lack of both internal and external coherence and raising questions about WFP's added value in resilience work, particularly in the humanitarian sphere. Since the last strategic evaluation of resilience, a concerted effort to improve resilience programming has been made, particularly in the livelihoods area. However, that engagement has not been driven by a shared corporate understanding of WFP's role in resilience.

176.   The evaluation finds that the resilience policy is no longer fulfilling its role in positioning WFP in the resilience landscape (see recommendation 1). WFP needs to articulate its contribution and added value in resilience work in the light of its overall mandate, in particular as regards the role of resilience in the saving lives and changing lives agenda.

177.   **Conclusion 2: The lack of an accountability framework, including roles and responsibilities and a clear performance assessment framework, has impeded the policy's systematic uptake across WFP**. A lack of clear, cross-institutional ownership over time, combined with the lack of an implementation plan, are fundamental weaknesses of the policy and underlie difficulties in connecting it to work on the ground. This is compounded by the absence of a theory of change. The absence of a road map and accountability framework with clearly assigned responsibility for policy implementation means that there has been no clear champion working consistently across programming areas and no development of the structures and frameworks needed for cross-organizational policy implementation (see recommendations 1 and 2).

178.   **Conclusion 3: Increasing support in all programming areas to facilitate achievement of resilience objectives will help WFP to play a more effective and enabling role at the humanitarian–development–peace nexus.** As humanitarian needs become increasingly complex and protracted, the demands placed on WFP are on the rise. The need to reduce household and community reliance on humanitarian assistance requires WFP to articulate clearer and more diverse pathways to greater resilience. However, the scale of resilience-related programming remains very small relative to WFP's humanitarian caseload. The degree to which resilience is integrated into WFP programming and engagement with partners has scope for improvement (see recommendation 2).

179.   Across the spectrum of WFP's partners there are various opinions on the organization's role in resilience building. In part this reflects a general lack of clarity, and some misunderstanding of, WFP's role and results. Concerns regarding WFP's role distract from the overwhelming need to implement the organizational changes, improvements in capacity and means of integration recommended in previous evaluations. Defining the relation of resilience to the nexus, clarifying to various partners WFP's comparative advantage and its role as an enabler in delivering long-term support, improving results and

scaling up resilience programming are the most effective immediate means of addressing those concerns (see recommendations 1, 3 and 5).

180. **Conclusion 4: To ensure resilience outcomes, there is need for support and guidance that facilitate policy implementation through integrated programming.** The policy was intended to allow various interpretations and flexibility and to avoid the prescription of a single pathway to the achievement of resilience. In practice, however, support for resilience programming is much stronger in livelihoods and asset creation activities than in other areas of WFP's work, creating the risk of those activities being considered synonymous with resilience to the exclusion of other programme areas. Other programme areas need explicit guidance on resilience in order to ensure integrated programming. The 2022 resilient food systems framework potentially identifies a range of entry points and pathways for WFP's contributions to resilience strengthening, emphasizing integration, but it has yet to be rolled out (see recommendations 1 and 2).

181. **Conclusion 5: WFP has achieved some consistent outcomes in absorptive capacity. However, evidence of the organization's contribution to other resilience-related capacity has yet to be fully demonstrated.** An analysis of results finds the strongest gains in the strengthening of absorptive capacity, such as through lean season-responsive food assistance for assets, social protection and school feeding. Achievements in those areas are enhanced by the scale of certain programmes that seek to build resilience to shocks and stressors over the long term. There is limited evidence of WFP's contributions to the building of adaptive capacity for resilience, and no evidence that transformative capacity has been generated (see recommendation 4). The building of adaptive and transformative capacity requires layered and sequenced activities at various levels (individual, community, institutional, etc.). In the face of climate-related shocks and stressors, WFP needs, in particular, resilience and climate change policies that complement each other.

182. **Conclusion 6: Practical support and funding are needed for the consistent integration of gender and social inclusion objectives, analysis and strategies into resilience programming if the policy's transformative potential is to be achieved.** Despite individual staff members' recognition of differentiated vulnerabilities to shocks and stressors, there has been no comprehensive approach to gender-responsive or gender-transformative resilience programming. Action on gender tends to be interpreted as targeting women, and social inclusion is relatively neglected. Specific guidance, tools and approaches are needed to integrate gender equality, the empowerment of women and other social inclusion objectives into resilience programmes, including by linking gender to transformative capacity (see recommendation 1).

183. **Conclusion 7: Current monitoring and reporting frameworks do not adequately support the measurement of resilience results and WFP's contribution to them, although improvements are under way.** Pressure to demonstrate WFP's contribution to resilience, and challenges inherent in the tracking and measurement of resilience outcomes, have led to a focus on activities and the use of indicators that are unsuited to tracking progress over time. As a result, there is a risk that such as those in social protection, nutrition and capacity building for national governments go uncaptured. This compounds the challenge of clarifying WFP's role in engaging in resilience as part of its food security mandate. A clear conceptual framework for and measures of resilience, and a monitoring system that tracks progress towards resilience outcomes have been developed and piloted but have yet to be operationalized (see recommendation 4).

184. **Conclusion 8: To truly embrace a resilience agenda WFP needs to reconsider its organizational structures, human resources, funding and partnership strategies.** The commitment of individual WFP staff members at all levels drives WFP's support for resilience. Sustaining resilience capacity in the long term requires core budget support. Guidance and support for resilience programming come largely from the livelihoods staff cadre, and resilience needs to benefit from similar attention in all programming areas. Resilience programming is also undermined by external factors such as the competing priorities of governments and other partners, especially where there are funding shortfalls for emergency response (see recommendations 2, 3 and 5).

185. **Conclusion 9: The lack of long-term and multi-year funding sources constrains progress in resilience building. While the leveraging of humanitarian funding can offer an interim solution, forward planning is required to ensure that medium-term programming and funding intentions are aligned.** WFP resilience programming has been over-reliant on a single major donor for multi-year funding. WFP concerns regarding the lack of high-quality funding for resilience are justified – funding tends to be not

only short-term, but also earmarked and often unpredictable. Given the well-established evidence of the importance of multi-year funding and long timeframes for the strengthening of resilience, an increase in flexible multi-year funding is required for WFP to be able to deliver results (see recommendation 5). At the same time, WFP should continue to maximize the potential flexibility of some short-term, often humanitarian, funding that is already contributing to resilience outcomes.

3.1. RECOMMENDATIONS

186.   The evaluation team made five main recommendations, each with several sub-recommendations. In light of the interconnectedness of the concepts of resilience, disaster risk reduction and management, and climate change, the parallel timing of the related evaluations and certain common aspects of the recommendations from the present evaluation and that of the disaster risk reduction and management and climate change policies, WFP management is encouraged to consider the recommendations of all three policies side-by-side in order to capitalize on synergies.

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
1	**WFP should update the resilience policy to reflect changes in the context since 2015, refine the definition of resilience and clarify terminology.**	Strategic	Resilience and Food Systems Service (PROR)	Deputy Executive Director, Programme and Policy Development Department, and a committee composed of the Livelihoods, Asset Creation and Resilience Unit, Food Systems and Smallholder Support Unit, Climate and Disaster Risk Reduction Programmes Service (PROC), Social Protection Unit (PROS), Emergencies and Transitions Service (PROP), Technical Assistance and Country Capacity Strengthening Service (PROT), Nutrition Division (NUT), Research, Assessment and Monitoring Division (RAM), Gender Equality Office (GEN), Emergency Operations Division (EME), School-based Programmes Division (SBP) and regional bureaux	High	Second quarter of 2025

1.1	To inform the update of the policy, WFP should clearly articulate and institutionalize an organization-wide definition of resilience as an intermediate outcome, highlighting the importance of integrated resilience programming in the journey towards that outcome, and the role of resilience at the humanitarian–development–peace nexus. This work should be supported by a theory of change for the policy.	Strategic	PROR	As above	High	Third quarter of 2024
1.2	Make the gender and social inclusion dimensions explicit in the revised policy and its supporting costed implementation plan, emphasizing a clear articulation of what the transformative capacity included in the resilience definition and the WFP gender policy mean to WFP.	Strategic	PROR	As above	High	Third quarter of 2024
1.3	To operationalize the policy, WFP should, in a consultative, coordinated manner, develop a costed implementation plan that describes how the updated resilience policy will be rolled out across the organization. The plan should include a clear definition of roles and responsibilities across WFP and an estimation of the human resources required to roll out the policy. This will help to ensure comprehensive attention in all programming areas and coherence with future country strategic plans, and will guide the effective identification of resourcing and capacity needs.	Strategic	PROR	As above	High	Second quarter of 2025
2	**Promote a culture of shared ownership of integrated resilience programming, with particular emphasis on rolling out the forthcoming resilience guidance and ensuring coherent and consistent design and operationalization throughout WFP.**	Operational	PROR	PROC, PROS, PROT, NUT, RAM, GEN, PROP, EME, SBP, regional bureaux, country offices	High	Fourth quarter of 2025

2.1	Define the role that the Resilience and Food Systems Service (and other resilience staff in regional bureaux and country offices) will play in supporting other units of WFP at headquarters, regional bureaux and country offices.	Operational	PROR	As above	High	Fourth quarter of 2024
2.2	Ensure that any forthcoming Resilience and Food Systems Service resilience guidance explains how resilience programming should be integrated across relevant strategic outcomes and support units in the Programme and Policy Development Department developing messaging on resilience for coherent design and operationalization throughout the organization.	Operational	PROR	As above	High	Second quarter of 2024
2.3	Widely disseminate any forthcoming guidance to staff across the organization.	Operational	PROR	As above	High	Fourth quarter of 2025
3	**Drawing from the recent policy and programme strategic workforce planning exercise, prioritize and implement a set of actions that will ensure that sufficient staffing, capacity and skills are in place at the global, regional and country office levels and across functional areas in line with the requirements of the updated resilience policy.**	Operational	Programme – Humanitarian and Development Division (PRO)	Human Resources Division (HRM), regional bureaux	High	Fourth quarter 2025
3.1	At the headquarters level, ensure that an adequate number of staff members focused on resilience are in place. At the regional and country office levels advocate increases in the number of resilience building staff.	Operational	PRO	HRM, PROR, PROC, PROS, PROT, NUT, RAM, GEN, PROP, EME, SBP, Partnerships and Advocacy Department (PA), regional bureaux	High	Fourth quarter 2025

3.2	Identify and address the organizational learning needs of relevant staff across the organization so as to improve staff capacity and subsequently improve the design and implementation of resilience building programmes.	Operational	PRO	As above	Medium	Second quarter 2025
3.3	Review the contract types of staff and assess rotation requirements with a view to fostering the retention of people with appropriate and adequate skills in specialist positions.	Operational	Programme and Policy Development Department staffing coordinator	HRM, PRO, regional bureaux	High	Third quarter 2024
4	**Prioritize and advocate resources for resilience monitoring measurement and learning from WFP-supported resilience-focused interventions.**	Operational	PROR	RAM, Corporate Planning and Performance Division, regional bureaux, Office of Evaluation	Medium	Fourth quarter of 2025
4.1	Advocate resources and roll out the corporate resilience monitoring and measurement approach across country programmes in order to support the effective capture of and reporting on resilience results.	Operational	PROR	RAM	Medium	Second quarter of 2024
4.2	Continue to work to include resilience indicators in the corporate results framework, further develop resilience monitoring and measurement at all levels of WFP and assign accountability for reporting on progress towards resilience outcomes, in collaboration with other units.	Operational	PROR	Corporate Planning and Performance Division, RAM	Medium	Second quarter of 2024
4.3	Ensure that approaches to generating evidence and fostering learning on resilience draw from both qualitative and quantitative monitoring and analysis and reporting.	Operational	PROR	RAM	Medium	Second quarter of 2024

4.4	Develop evaluation guidance on how resilience can be integrated into centralized and decentralized evaluations. In particular, WFP should ensure that the framework for and guidance on evaluations of country strategic plans incorporate clear guidance on the assessment of WFP's resilience outcomes.	Operational	Office of Evaluation	PROR	Medium	Second quarter of 2024
4.5	Synthesize the evidence on what works, how and why in various settings in order to boost the evidence base for resilience programming in WFP. Particular emphasis should be placed on the evidence on conflict and protracted crises that is critical in addressing evidence gaps at the humanitarian–development–peace nexus.	Operational	PROR	RAM	Medium	Fourth quarter 2025
5	**Take steps to increase access to more diversified and multi-year funding for resilience programming through resource mobilization, advocacy and partnerships built on a clear articulation of WFP's role in resilience. This should be done in close coordination with similar efforts undertaken for disaster risk reduction and management and climate change programming.**	Operational	PA (Public Partnerships and Resourcing Division (PPR), Strategic Partnerships Division (STR), and Private Partnerships and Fundraising Division (PPF))	(PROR, Communications, Advocacy and Marketing Division, regional bureaux)	Medium	Fourth quarter of 2025
5.1	Based on sub-recommendation 1.1, develop consistent messages for fundraising (the benefits of various resilience investments and the role of food security and nutrition in resilience building), partnerships and advocacy purposes, working with multiple stakeholders, including other United Nation entities and the global resilience community.	Operational	PROR	PA (PPR, STR, PPF), Communications, Advocacy and Marketing Division	Medium	Third quarter of 2024

5.2	Map the financing priorities and funding streams related to various components of the integrated resilience concept, the access modalities and thematic and geographic interests of donors and strategic partners (public and private), along with relevant events. Communicate the results with relevant headquarters units, regional bureaux and country offices with a view to guiding resource mobilization for resilience programming. This work will build on the partnership action plans developed by country offices and supported by regional bureaux and headquarters.	Operational	PA (PPR, STR, PPF)	PROR	Medium	First quarter of 2024
5.3	Depending on the circumstances, increase effective engagement with partners actively engaged in resilience building (other United Nations entities, international financial institutions, governments, civil society organizations, the private sector, academic institutions, donors, etc.) with a view to identifying and capitalizing on opportunities, for instance on joint programming.	Operational	PROR	PA (PPR, STR, PPF)	Medium	Fourth quarter of 2025