



WFP EVALUATION



World Food Programme

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Evaluation of WFP's Disaster Risk Reduction and Climate Change Policies

Centralized evaluation report

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Executive summary

Introduction

EVALUATION FEATURES

1. The 2011 policy on disaster risk reduction and management¹ (DRRM) and the 2017 climate change policy² were evaluated together, given their conceptual, programmatic and organizational links. The WFP policy on building resilience for food security and nutrition (hereinafter referred to as the resilience policy) was evaluated separately, but in a synergistic manner. In addition to a joint focus group discussion with members of the Executive Board, the Office of Evaluation organized a joint stakeholder workshop for both evaluations to optimize learning.
2. The evaluation assessed the quality and results of the policies as well as the factors that enabled or hindered their progress. It also assessed whether gender dimensions had been mainstreamed. The evaluation is expected to inform WFP's decisions on the future direction of the policies and help identify ways in which they could be strengthened to support the implementation of the WFP strategic plan for 2022–2025 and enable WFP to continue to contribute to relevant international commitments.
3. The primary internal users of the evaluation are the Executive Board, senior management and headquarters divisions. The evaluation is of great importance to the Climate and Disaster Risk Reduction Programmes Service (PROC), as owner of the policies, but also to the Resilience and Food Systems Service (PROR), the wider Programme and Policy Development Department and the Emergency Operations Division. Other key stakeholders include the regional bureaux and country offices.
4. The evaluation covers the period since the policies were approved, with a focus on 2017–2022. A theory-based, mixed-methods approach was applied, and evidence from a range of sources was triangulated (see box 1).
5. Limitations included limited availability of WFP monitoring data in areas of intervention related to DRRM and climate change, making it challenging to map the direct contribution of the policies to programme design and outcomes. The evaluation conformed to WFP and 2020 United Nations Evaluation Group ethical guidelines.

Box 1: Evaluation data collection and analysis

- Retrospective construction of a theory of change establishing a link between the two policies and the areas of intervention prioritized in each policy.
- Document and literature review.
- In-depth analysis drawing from field missions in Bangladesh, the Caribbean Community, Ethiopia, Lesotho, Mali, Nepal and Zimbabwe.
- Desk reviews covering Burundi, Ecuador, Egypt and Senegal.
- Key informant interviews with WFP employees at headquarters, regional bureaux and country offices along with representatives from host governments, donors, United Nations entities and academia.
- Review of comparable organizations: the Food and Agriculture Organization of the United Nations, the European Union and the Red Cross.

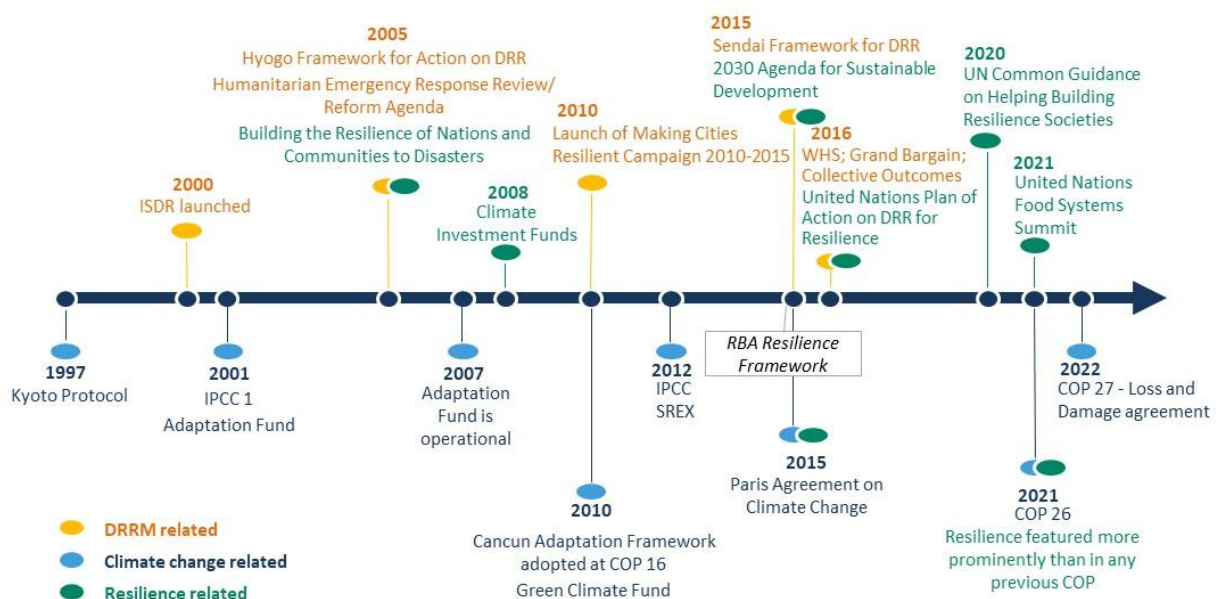
¹ [“WFP Policy on Disaster Risk Reduction and Management: Building Food Security and Resilience”](#) (WFP/EB.2/2011/4-A).

² [“Climate Change Policy”](#) (WFP/EB.1/2017/4-A/Rev.1).

CONTEXT

6. International efforts to address disaster and climate risk date back over 50 years, starting with the establishment of the United Nations Disaster Relief Office in 1970 and leading to the adoption of the Sendai Framework for Disaster Risk Reduction 2015–2030.
7. Climate change adaptation took longer to feature in international commitments than did climate change mitigation.³ The Intergovernmental Panel on Climate Change was founded in 1988 and published its first report on adaptation in 2001. The Adaptation Fund and the Green Climate Fund were established in 2001 and 2010, respectively. Climate change adaptation gradually gained prominence at the annual sessions of the Conference of the Parties to the United Nations Framework Convention on Climate Change, which led to the adoption of the Cancun Adaptation Framework in 2010 and the Paris Agreement in 2015 (see figure 1 for further details).

Figure 1: Milestones in climate change action and disaster risk reduction



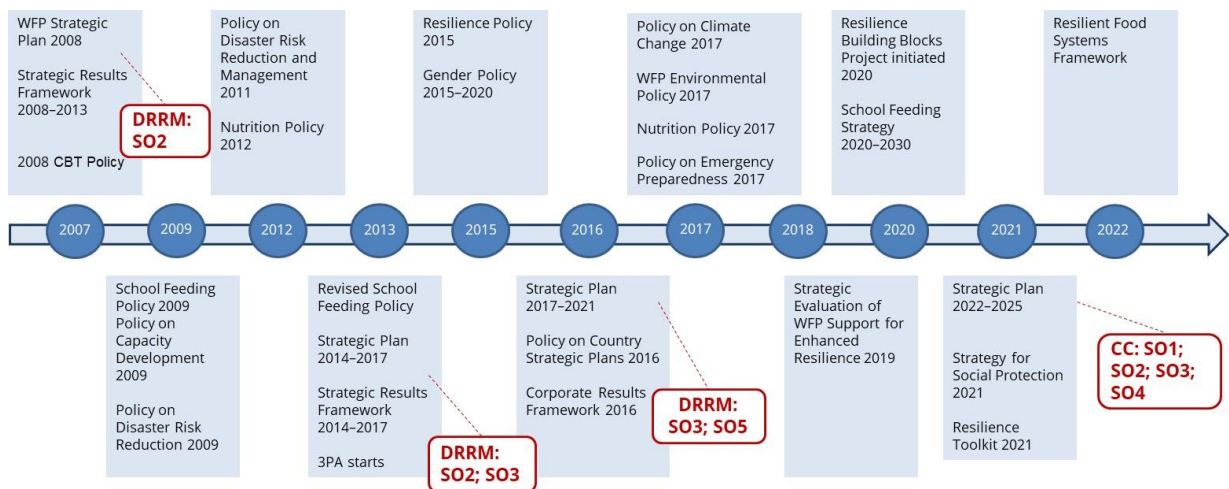
Source: Resilience and DRRM and climate change evaluation teams.

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

8. Over time, WFP strategic plans have reflected the increased importance of preparing for shocks that affect food security and of strengthening capacity and resilience, and WFP policies have gradually emphasized the importance of DRRM and climate change adaptation. In early 2022 a climate crisis task force was established to improve programme coherence on climate action, provide field support, enable stronger climate risk management and financing systems and mobilize strategic resources.

³ United Nations Climate Change Secretariat. 2019. [25 Years of Adaptation under the UNFCCC](#).

Figure 2: WFP internal milestones in climate change action and disaster risk reduction



Source: Evaluation team.

Abbreviations: CBT = cash-based transfer; CC = climate change; SO = strategic outcome.

SUBJECT OF THE EVALUATION

- The two policies have many priority areas of intervention in common (figure 3). Identifying areas of intervention exclusively related to DRRM and climate change in WFP's portfolio was challenging, and various viewpoints were expressed. Areas shown in green in figure 3 are common to both policies, with some nuances presented in each; areas in yellow or blue are specific to one policy or the other.

Figure 3: Overview of areas of intervention related to disaster risk reduction and management and climate change

Areas of intervention specific to DRRM policy	Common areas	Areas of intervention specific to climate change policy
<i>Including improving capacity to analyse links between disaster risk, hunger, climate variability and change, conflict and others</i>	Food security analysis	
+ non-climatic hazards	Social protection and safety nets	
Emergency preparedness and response (including inter-agency/in humanitarian system)	Emergency preparedness and response	+ Climate-informing emergency preparedness and response
	Early warning and early action	
Asset creation, local purchase, and other food assistance tools that build (community-level) disaster resilience	Community-level resilience-building	FFA for irrigation, sustainable (adaptive) livelihoods, rural infrastructure
To national DRM and food security policies and Hyogo/Sendai process	Policy support (national, regional, global) and capacity building	To national climate change policies (inc. NAPs and NDCs) and climate finance services; to the UNFCCC and other international and regional processes
Consolidate partnerships for learning on DRRM		Stoves and safer energy sources
Improve monitoring and evaluation of the impact and cost effectiveness of DRR		Climate services
		Risk finance and insurance

Source: Evaluation team, based on the DRRM and climate change policies and consultations with WFP.

Abbreviations: FFA = food assistance for assets; NAPs = national adaptation plans; NDCs = nationally determined contributions; UNFCCC = United Nations Framework Convention on Climate Change.

Policy on disaster risk reduction and management (2011)

10. The DRRM policy was developed under the WFP strategic plan for 2008–2013, which aligned with the Hyogo Framework for Action.⁴ It had two goals: capacity strengthening for governments to enhance their ability to respond to disaster-related food insecurity and malnutrition and strengthening community resilience in the face of shocks through safety nets or asset creation, including adaptation to climate change.
11. The definitions used in the policy are based on the United Nations International Strategy for Disaster Reduction terminology.⁵ The policy describes disaster risk reduction as preparedness for and mitigation and prevention of disasters and a bridge between emergency response, recovery and development. DRRM interventions are seen as contributions to broader resilience-building efforts. The policy references climate change in the context of enhancing capacity for disaster risk management.

Climate change policy (2017)

12. The goal of the climate change policy is to support vulnerable people, communities and governments in addressing the impact of climate change on food security and nutrition and in adapting to climate change. The policy calls for an integrated approach to ending hunger and malnutrition as an integral part of WFP's overall support for the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs).
13. The policy states that the poorest people are the ones most exposed to climate risks and that climate change has a strong negative impact on food insecurity and malnutrition. It also notes that climate change exacerbates gender inequality, which calls for gender-transformative approaches.

Evaluation findings

HOW GOOD ARE THE POLICIES?

14. Both policies were assessed against WFP benchmarks of policy quality as defined in WFP's 2011 policy formulation policy,⁶ a 2018 report on the top ten lessons from policy evaluations⁷ and a 2020 synthesis of lessons and evidence from policy evaluations.⁸ An overview of the two policies' scores against a set of criteria is presented in figure 4.

⁴ United Nations Office for Disaster Risk Reduction. 2005. [Hyogo Framework for Action 2005–2015: Building the Resilience of Nations and Communities to Disasters](#).

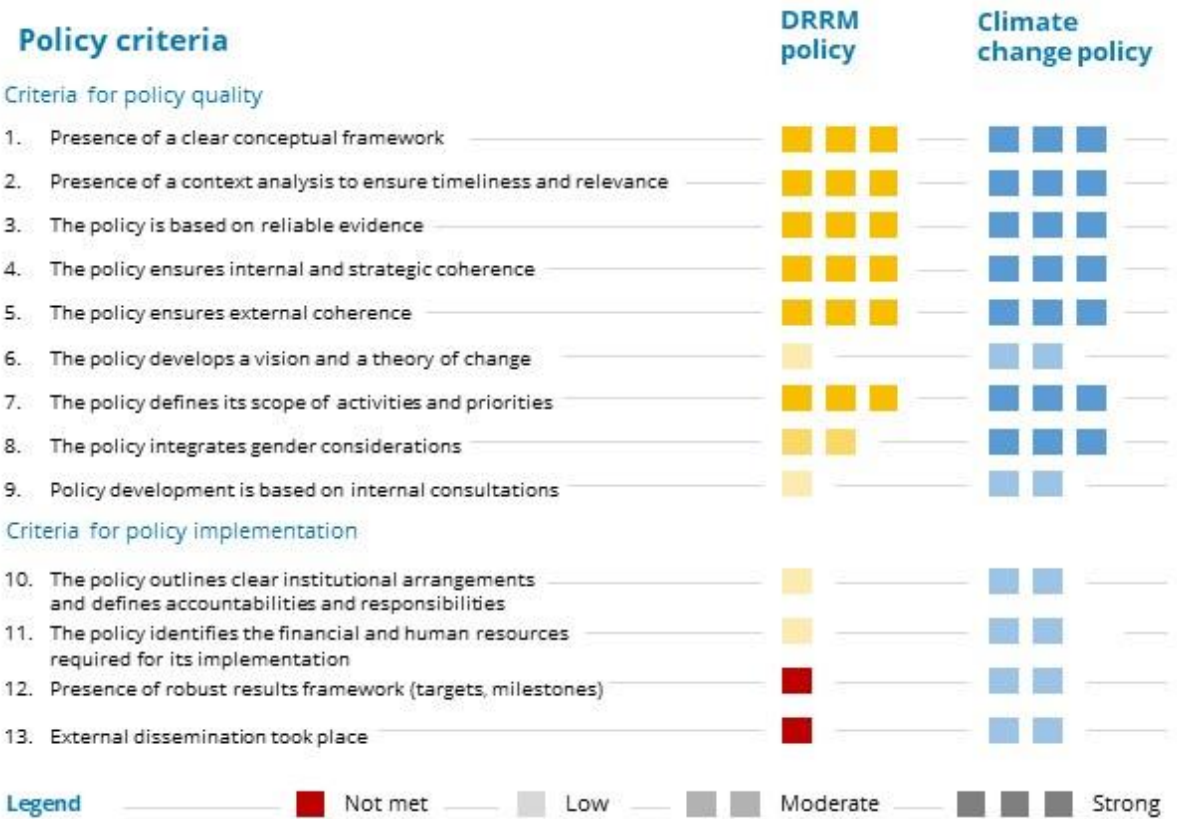
⁵ United Nations Office for Disaster Risk Reduction. 2009. [2009 UNISDR Terminology on Disaster Risk Reduction](#).

⁶ "WFP Policy Formulation" (WFP/EB.A/2011/5-B).

⁷ WFP. 2018. [Top 10 Lessons for Policy Quality in WFP](#).

⁸ WFP. 2020. [Synthesis of evidence and lessons from WFP's policy evaluations \(2011–2019\)](#).

Figure 4: Scores of the disaster risk reduction and management and climate change policies against the policy criteria



Source: Evaluation team.

Policy quality

- 15. Both policies provide clear conceptual frameworks that demonstrate the importance of WFP engagement in disaster risk reduction and management and climate change, outlining WFP's priorities and approaches. The DRRM policy does not explicitly lay out a vision, and its objectives are not sufficiently articulated, but it identifies a set of principles on which WFP can base the further development of its DRRM interventions. The climate change policy and related subsequent guidance present a clear vision of WFP's role and mandate on climate change adaptation and DRRM, as well as a set of principles to govern implementation of the policy. The policies are not supported by a theory of change, which is consistent with the normal practice when the policies were written.
- 16. Both policies are well aligned with WFP strategic plans and other corporate policies. There is strong thematic alignment between the two policies and the resilience policy and moderate thematic alignment with the emergency preparedness policy, the environmental policy and the country capacity strengthening policy. The DRRM and climate change policies reflect WFP's position on the humanitarian–development nexus but do not explicitly connect DRRM and climate change with contributions to peace alongside humanitarian response and development interventions. Although some country-level practices are emerging, there is a desire for more guidance on how the two policies can be operationalized to contribute to the humanitarian–development–peace nexus.
- 17. When launched, the DRRM policy was coherent with WFP's approaches to gender equality, equity and inclusion, focusing on gender-differentiated impacts of disasters and committing to ensuring men's and women's participation in assessments and project design. The climate change policy, being newer, better reflects the more recent commitment of WFP to gender-transformative outcomes. It also describes gendered vulnerability and impacts of climate change and disasters, including their contribution to perpetuating inequality and gender-based violence. Both policies

remain thematically coherent with the 2022 gender policy but lack explicit commitments to intersectionality.

18. Both policies were highly relevant to and coherent with intergovernmental and United Nations-wide changes relevant to the subjects they cover. The DRRM policy is now out of step with major changes in international frameworks and agreements, however, and the climate change policy is no longer fully aligned with the most recent developments, notably the push for greater localization of humanitarian action, WFP's commitment to climate action to transform food systems following the 2021 United Nations food systems summit or the agreement on loss and damage reached in 2022 at the twenty-seventh session of the Conference of the Parties to the United Nations Framework Convention on Climate Change.

Policy implementation

19. Both policies fall short in terms of practical content and mechanisms for implementation. Neither specifies responsibilities or accountabilities across WFP or is accompanied by a costed action plan. The DRRM policy makes no reference to the human resources required for its implementation; it estimates the financial resources required but no evidence of those funds being allocated could be found. The climate change policy identifies climate finance as a growing source of funding, mentions partnerships through which additional funding sources will be explored and elaborates on the required nature of the funding. It references staff capacity as a key factor for the implementation of the policy and includes a results framework but lacks targets; the DRRM policy has neither a results framework nor targets.
20. Shortly after the climate change policy was approved a capacity development and knowledge management strategy was developed, and practical guidance on how to operationalize climate change and DRRM at the country level was developed. Internal consultations for the climate change policy involved more staff than did those for the DRRM policy.

Coherence between the policies

21. There is a high degree of coherence between the DRRM and climate change policies, with well-aligned objectives and principles on matters such as targeting the most vulnerable, using appropriate transfer modalities, ensuring that people and governments invest in disaster preparedness, working through partnerships, understanding and addressing the risks of climate change, promoting resilient livelihoods and ensuring gender equality and participation. Furthermore, there is considerable overlap in terms of prioritized areas of intervention (figure 3). While stoves and energy efficiency, climate services and risk finance and insurance only feature in the climate change policy, the DRRM policy explicitly prioritizes consolidating partnerships and improving monitoring as key areas of intervention, presumably because of weaknesses noted at the time the policy was developed.
22. The objectives of the DRRM and climate change policies are also well aligned with those of the resilience policy, with one important difference: while in all three policies resilience building is regarded as an outcome to which disaster risk reduction and climate action contribute, "community resilience building" is also treated as an intervention in the DRRM and climate change policies. Hence, community resilience building is discussed in this evaluation report as an intervention rather than an outcome.
23. Key actors across WFP suggested that convergence between the DRRM, climate change and resilience policies may have facilitated cumulative positive effects at the country level. Others, however, said that having three separate policies has led to siloed mindsets and unnecessary duplication. A comparative learning exercise showed that for the three comparator organizations, climate change and DRRM are coherent concepts that should be logically connected; there is, however, no agreed term encompassing both climate change and DRRM. Some stakeholders suggest that "integrated risk management" is a useful term that has the benefit of spanning the spheres of risk prevention, preparedness, response and recovery to lend itself to a nexus approach.

WHAT ARE THE RESULTS OF THE POLICIES?

24. The level of influence of each policy on programme-level results was assessed against a number of criteria and categorized as either limited, moderate or strong.

Contribution of the policies to programme-level results for common areas of intervention

25. Areas of intervention prioritized in both policies feature prominently in the programmatic portfolio of WFP but the influence of the DRRM and climate change policies on these areas varies greatly.

Food security analysis

26. The DRRM policy contributed moderately to food security analysis in two ways. First, disaster risk reduction has been integrated into the participatory three-pronged approach, a key trends analysis and programme design tool. Second, the impact of disasters on food security is analysed to inform the design and implementation of many country strategic plans, notably with regard to interventions to combat food insecurity and to promote disaster risk reduction and resilience when disasters occur. The influence of the climate change policy in food security analysis is increasing: there is a clear effort to promote climate-informed analyses, as evidenced by the development of the Consolidated Livelihood Exercise for Analysing Resilience and the Platform for Real-time Impact and Situation Monitoring, the publication of a guide to climate and food security analyses in June 2019, and the conduct of various country studies. Those approaches have yet to be fully institutionalized, however, and capacity to take such complex analyses forward is still limited.

Social protection

27. While the evaluation found the influence of the DRRM policy on social protection to be limited, the influence of the climate change policy was found to be moderate, given WFP's growing engagement in shock-responsive social protection systems to address the impact of disasters and changing climate on food security. WFP's approach in this area provides flexibility to respond to a range of shocks and stressors while at the same time enabling WFP to strengthen government capacity in accordance with the needs specific to each situation. Although this government-led approach to risk management was supported by WFP before the DRRM and climate change policies were developed, the reported growth of WFP support for shock-responsive social protection systems appears to be somewhat linked to increased engagement by WFP in climate finance and risk insurance, both of which are strongly promoted by PROC.

Early warning and early action

28. Early warning and early action at WFP have evolved and grown considerably, for instance through the development of a corporate alert system and automatic disaster analysis and mapping, which aim to reduce response time and prioritize resources for emerging crises and operations of greatest concern. Country strategic plans also increasingly include forecast-based financing and other forms of anticipatory action, which have evolved within the field of early action as a result of pioneering approaches by the International Federation of Red Cross and Red Crescent Societies and a growing number of other actors, including WFP. Actively supported by PROC and the Emergency Operations Division, as well as by focal points for climate change, DRRM and resilience in regional bureaux, early warning and early action are strongly influenced by the DRRM and climate change policies. The comparative learning exercise revealed that early warning is supported by a growing number of development and humanitarian actors and highlighted the need for multi-stakeholder collaboration.

Emergency preparedness and response

29. Emergency preparedness and response, a core comparative advantage of WFP since long before the DRRM and climate change policies were approved, encompasses supply chain management, telecommunications, emergency relief, food and cash-based transfers and capacity strengthening. WFP is engaged in emergency preparedness and response in all countries studied. The influence of either policy to date is limited. Emergency preparedness and response tools and guidance barely refer to disaster risk reduction and never refer to climate change, and in most countries emergency preparedness and response measures are not yet informed by in-depth analyses of climate change. Nevertheless, there is significant potential for emergency preparedness and response to incorporate more and better DRRM and climate change programming.

Community-level resilience building

30. Community-level resilience building is considered to be moderately influenced by the DRRM and climate change policies. It is an increasingly prominent area of intervention in countries strongly affected by frequent exposure to serious shocks and stressors. Although often of limited scale compared to humanitarian response, community-level resilience building interventions have resulted in improved rural infrastructure, enhanced access to water, increased participation in savings and loans groups and innovative agricultural techniques. Community resilience activities are regularly included with climate change adaptation and risk reduction interventions for which funding is sought from the Green Climate Fund, which provides funding to national governments with which PROC is very engaged. While it is connected with PROC – although not to the same extent as climate risk financing – community resilience is also supported by PROR and often by the shared regional teams.

Policy support and capacity development

31. National policy support and capacity development predate both the DRRM and climate change policies and have featured specific efforts in both areas. Present in all countries studied, these areas of intervention are supported by WFP regional DRRM and climate change teams. In some instances, WFP collaborates with other United Nations entities such as the Food and Agriculture Organization of the United Nations, the International Fund for Agricultural Development, the United Nations Development Programme and the United Nations Children’s Fund on capacity strengthening for national institutions. The effectiveness of policy support and capacity development varies from country to country depending on the availability and stability of national resources. International policy support on DRRM and climate change focuses on catalysing multistakeholder support for adaptation plans and advancing implementation of the loss and damage mechanism established at the 2022 United Nations climate change conference and the Sendai Framework. The DRRM and climate change policies have a strong influence on WFP engagement in those efforts.

Contribution of policies to programme-level results for areas of intervention that are specific to the climate change policy

32. The climate change policy has had a moderate to strong influence on the areas of intervention that are explicitly and uniquely prioritized in it, such as climate services and risk finance and insurance, as well as safe energy and stoves. Those areas have experienced significant growth since the climate change policy was approved, with substantial resources secured from climate change funding streams.

Climate services

33. The climate change policy contributed significantly to the growth of climate services in country strategic plans. The provision of climate information and products is intended to inform decision-making on managing climate-related risks, both at the national level and in the communities where action will need to be taken. Such interventions provide critical input at the government and community levels for food assistance for assets, the R4 Rural Resilience Initiative and insurance mechanisms. Climate services are actively supported by PROC and the regional bureaux and are often successfully funded, in particular through new donors and climate change funds. The R4 Rural Resilience Initiative and macro-scale insurance (African Risk Capacity Replica), which are considered key elements of a larger risk layering approach, have in some instances triggered payouts, enabling WFP to assist drought-affected households.

Risk finance and insurance

34. The development and implementation of risk finance and insurance interventions are strongly influenced by the climate change policy, which is explicit about the need to integrate risk transfer interventions into national plans, programmes and tools. WFP is increasingly working with governments, the private sector, research partners and communities to establish micro- and macro-level insurance. Insurance payouts may in some instances support social protection systems. Vigorously supported by PROC and regional bureaux, work in this area has grown substantially since the climate change policy was approved but was also formerly promoted by WFP as part of its DRRM portfolio. The comparative learning exercise revealed a variety of approaches to

risk financing and considerable scope for inter-agency collaboration. Evidence-based guidance is needed to inform WFP decision-making on the choice of risk finance instruments.

Safe energy and cooking

35. The influence of the climate change policy on safe energy and cooking is moderate. WFP's energy-for-food-security portfolio has been growing, particularly since the coronavirus disease 2019 (COVID-19) pandemic. Fuel-efficient stoves are increasingly provided for school feeding programmes and targeted households, including those of refugees and displaced people. Initiatives to increase the use of solar energy for market garden irrigation and fish ponds have also been introduced to strengthen community resilience, as part of a broader package of activities. Both PROC and PROR support this area of intervention, which has considerable potential for impact. The work is influenced through the strategic planning process by several policies that refer to energy in relation to food security, including the climate change, resilience and environmental policies.

Results at the outcome level

36. According to WFP annual performance reports, outcome indicators related to DRRM and climate change areas of intervention show strong progress, mainly in 2020 and to a lesser degree in 2019. This is true notably of indicators related to environmental benefits, enhanced livelihoods and improved capacity to manage climate shocks and risks; however, due to large data gaps and changes in WFP metrics, an overview of trends over time and countries for all relevant indicators is still missing. This situation calls for improved monitoring to facilitate learning and increase accountability for investments in DRRM and climate change interventions (see section "What accounts for the results observed?").

Contributions to the Sendai Framework and Sustainable Development Goal 13

37. WFP reports annually on some Sendai indicators in selected countries. This has fulfilled stakeholder accountability requirements but has not been conducive to learning within WFP or with other stakeholders and partners. Although the climate change policy refers to multiple SDG 13 targets, monitoring and reporting on the contribution of WFP to SDG 13 is not yet systematic or meaningful. This can be explained by the fact that the strategic plan for 2017–2021 and the corresponding corporate results framework prioritized SDG 2 and SDG 17. Consequently, no commitment was made to systematically report on WFP's contribution to SDG 13. Yet, many of the interventions featuring in WFP country strategic plans relate to climate change and those are now explicitly mapped out in the new corporate results framework accompanying the strategic plan for 2022–2025. Furthermore, the new line of sight for country strategic planning encourages country offices to select secondary SDG targets, as guided by United Nations country teams and national SDG priorities.
38. Diverse views were expressed by external stakeholders, with some wanting WFP to engage in DRRM and climate change adaptation in order to address the drivers behind increasing food insecurity and structural vulnerabilities, and others expecting WFP to focus on addressing immediate acute food and nutrition needs. The latter perception contradicts WFP's mission statement and strategic plan. Should WFP consider better capturing its contribution to SDG 13 and supporting national governments in assuming leadership of monitoring on SDGs, guidance would need to be provided to country offices and the scope of the climate change policy would need to be communicated more effectively and widely.

Gender equality and inclusion

39. Gender-equitable and inclusive results from interventions related to DRRM and climate change are frequent, but gender-transformative results are rare, or rarely documented. This can be explained by the fact that the climate change policy and subsequent guidance do not provide clear direction on how to design gender-transformative programmes. Consequently, staff's understanding is limited. Where evidence of gender-transformative results was available, they included contribution to improved economic and social status for the targeted women and greater financial independence, which in turn made those women better prepared to manage shocks and stresses. While the climate change policy is better aligned with WFP's current approaches to gender equality than the DRRM policy, neither policy is clearly or uniquely responsible for results and both are considered to have contributed to them.

40. Most DRRM and climate change programming aims to apply an inclusive approach through targeting the most vulnerable and marginalized groups, as identified in food security analyses. In several countries, key informants highlighted the need to design youth-inclusive interventions that reduce disaster risk and promote climate action. Through its disability road map, WFP also recently committed to ensuring that accessibility is factored into all disaster risk reduction and preparedness programming; however, the existence of different policies and guidance notes has not yet led to the development of intersectional approaches, with inclusion mainly approached sequentially.

Sustainability

41. WFP has made efforts to sustain increased capacity within national and local government entities and communities in relation to DRRM and climate change through a range of solutions tailored to needs and opportunities in each context, including focusing on strengthening systems (such as social protection systems), engaging academic institutions and working in partnerships. Results have been mixed, however. At the national level, high turnover of government staff, restricted government budgets, increasing climate shocks and conflicts have negatively affected the enabling and strengthening of government capacity and therefore sustainability prospects. At the community level, resilience building programmes appear to have good potential for sustainability due to being highly participatory, low tech and low cost and often demonstrating positive results for participants. There is a need to further support country offices in designing locally driven, contextualized sustainability strategies, enhancing advocacy of innovative systems and improving knowledge management.

WHAT ACCOUNTS FOR THE RESULTS OBSERVED?

Support from senior management

42. At the time of its approval, the DRRM policy was mainly considered as a conceptual framework for positioning the organization in relation to the Hyogo Framework for Action. As WFP was mainly known for its emergency response capacity, the policy was an opportunity for WFP to invest better in tackling the causes of vulnerability through risk reduction and management interventions – a major step towards what became WFP’s saving lives, changing lives agenda; however, the DRRM policy action plan never materialized, nor did any specific guidance or training for country offices.
43. Subsequently, the resilience and climate change policies “took over” disaster risk reduction concepts and commitments and the DRRM policy became further deprioritized. The Sendai Framework has a lower profile than the United Nations Framework Convention on Climate Change, which offers funding instruments and opportunities. Furthermore, climate change is widely recognized as a dominant driver of risk. As 80 to 90 percent of disasters are climate-related,⁹ WFP uses climate change funding sources in a pragmatic way to operationalize disaster risk reduction and climate resilience.
44. Corporate responsibility for each policy is shared across several offices, with PROC holding corporate responsibility for the DRRM and climate change policies and the Research, Assessment and Monitoring Division and Emergency Operations Division playing a role in specific areas. While the roles and responsibilities of each office are acknowledged, this tends to create unnecessary siloes. The formation of a climate crisis task force in 2022 bodes well for the de-siloing of climate change and for enabling WFP to address climate change as a cross-cutting issue of increasing importance to most functions. The comparative learning exercise demonstrated wide structural differences in each organization, but all with structures that portray climate change more explicitly than DRRM.

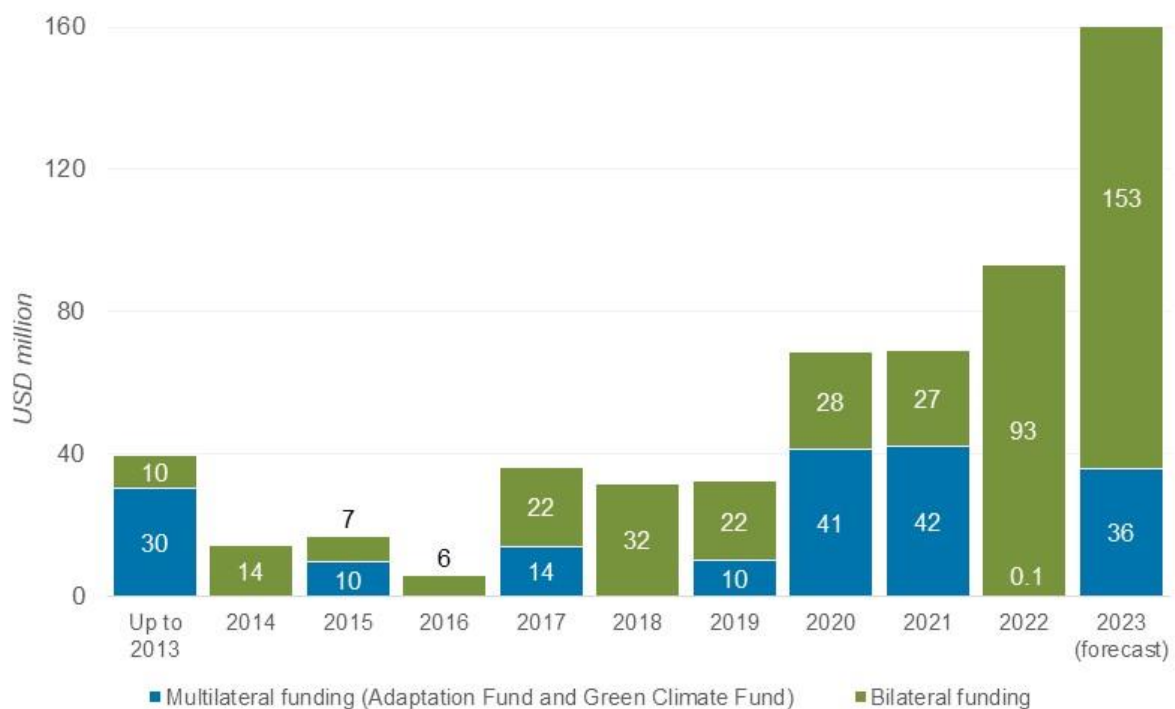
Financial and human resources

45. The provision of financial and human resources by WFP was inadequate for both policies. While the DRRM policy did not benefit from a dedicated programme support and administrative (PSA) budget

⁹ Academy of Disaster Reduction and Emergency Management and others. 2022. [Global natural disaster assessment report 2021](#).

allocation aside from a small amount for experimentation and learning, the PSA budget allocation to support the implementation of the climate change policy, although limited, has increased over time. The adoption of a policy was a game changer, enabling WFP successfully to mobilize additional resources for programmes and to establish a robust team at headquarters (figure 5). At the regional level the number of staff dedicated to DRRM and climate change and organizational set-up varies by region. The key role of regional bureau staff in supporting the design and implementation of DRRM and climate change programming in the regions was highlighted by stakeholders interviewed during the evaluation. At the country level, DRRM, climate change and resilience have often been covered by the same teams; to some extent this mitigates the negative effect of the frequent lack of staff with suitable expertise, but constant turnover (due to short-term contracts and WFP's staff rotation policy) negatively affects long-term interventions such as capacity strengthening and community resilience building. The WFP people policy may offer opportunities to manage this challenge but options have not yet been fully explored or implemented.¹⁰

Figure 5: Evolution of financial resources mobilized for climate change adaptation



Source: Aide à la décision économique/evaluation team. Data received from PROC.

Note: Two regional projects were approved by the Adaptation Fund Board in October 2022, but the agreements between WFP and the Adaptation Fund were signed in February 2023, hence those contributions are recorded for 2023.

46. Although both financial and human resources have increased over the years they remain insufficient, and headquarters and regional bureau teams cannot keep pace with country office demand for technical support. In addition, some of the climate change funding opportunities are challenging for country offices with limited resources to seize. The Changing Lives Transformation Fund created by WFP aims in part to overcome this challenge by setting up a trust fund through which a limited number of country offices will access funding over several years; however, the high turnover of staff and WFP's staff rotation policy are also seen as a significant hindrance to establishing such capacity at the country and regional levels.

¹⁰ "WFP people policy" (WFP/EB.A/2021/5-A).

Operational guidance and capacity development strategy

47. No operational guidance accompanied the DRRM policy immediately following its approval. According to the stakeholders consulted, this negatively affected awareness and ownership at the country office level. The climate change policy was accompanied by a capacity development and knowledge management strategy under which ample DRRM and climate change guidance was developed and training, webinars and global events were organized. Despite the efforts made by headquarters and regional bureaux, however, most country office staff interviewed were not aware of those resources, which might be explained by the limited resources available to support the rollout of the capacity development and knowledge management strategy.

Existence of a policy results framework

48. Overall, neither policy was underpinned by a robust results framework or a theory of change. No measurable targets were defined. Frameworks also suffered from gaps and frequent changes to indicators that prevented adequate monitoring and learning; the addition of four new climate change-related indicators in the corporate results framework for 2022–2025 is a step forward but they still require testing and adoption by country offices. Some country offices have put in place complementary monitoring, evaluation and reporting systems required by specific donors; however, there has been limited synthesis and dissemination of the evidence collected, which hinders evidence-based knowledge management regarding potentially valuable DRRM and climate adaptation approaches.

Partnerships

49. The DRRM and climate change policies emphasize the importance of partnerships and, in practice, a wide range of partnerships for DRRM and climate change have been established in relation to policy support, advocacy, research, financing and implementation at the global, regional and country levels. At the global level, for example, WFP engages in the Global Platform for Disaster Risk Reduction in partnership with the United Nations Office for Disaster Risk Reduction. The R4 Rural Resilience Initiative, which started as a strategic DRRM partnership between WFP and Oxfam, has evolved into a partnership for building resilience in the face of climate hazards, largely through micro-insurance. WFP is also a member of the high-level consultative group under the InsuResilience Global Partnership for Climate and Disaster Risk Finance and Insurance Solutions and of the Risk-informed Early Action Partnership.
50. At the country level, emphasis on partnerships with national governments is growing, notably through climate finance programming and country strategic plan design and implementation, which are closely linked to the United Nations sustainable development cooperation framework process. WFP partnerships with the other Rome-based agencies are highly context-specific. Links with international financial institutions, research organizations and academic entities are increasing. WFP also engages with the private sector on micro-insurance, energy, mobile services, anticipatory action and forecast-based financing.
51. There are nevertheless concerns over the quality and scope of existing partnerships at various organizational levels, in particular regarding the many actors involved and the overlap of mandates and competition between them. There is a recognized need for greater coordination among key United Nations partners and long-term systematic engagement at the country level, in particular on country capacity strengthening. Delivering is easier than partnering, and partnerships require varying skills as well as senior staff with long-term contracts. Partnership planning and coordination and evaluation of partnership effectiveness are not yet systematic, leaving considerable room for improvement.

Innovation

52. Innovation, including technological and other forms, has played a key role in the growth and diversification of the DRRM and climate change portfolio. Several interventions prioritized by the climate change policy, including some that build on experience in disaster risk reduction such as weather-indexed insurance and climate-smart agriculture, have advanced significantly through the use of innovative technology.

External factors

53. Rapidly growing interest in climate change and advances in weather forecasting have driven achievements of climate-related interventions. WFP's reputation in emergency preparedness and response has also facilitated the growth of other interventions related to the DRRM and climate change policies, such as capacity strengthening. While slowing or interrupting many climate-related actions, the COVID-19 pandemic was also an accelerator of change in support for shock-responsive social protection systems.

Conclusions

54. **Conclusion 1 – POLICY QUALITY:** Both the DRRM and climate change policies provided clear conceptual frameworks and strong context analysis, and both demonstrated alignment with WFP strategic plans and policies. They demonstrated relevance to the relevant international agreements and frameworks in place at the time of their formulation. Considering the time that has lapsed and the pace of new understanding, however, both policies are now outdated, the DRRM policy considerably more so than the climate change policy. Both policies fell short with regard to detailing mechanisms for implementation, although a climate change capacity development and knowledge management strategy and operational guidance produced subsequently somewhat rectified this. Both policies would have been stronger and more effective if they had been accompanied by complete results frameworks, implementation plans detailing accountabilities across WFP, communication and dissemination plans and adequate, clearly aligned human and financial resources.
55. **Conclusion 2 – POLICY COHERENCE:** The climate change policy has been strongly promoted by WFP senior management, while the DRRM policy has increasingly been seen as outdated, despite DRRM as a field remaining relevant to the global and national contexts. Many DRRM areas of intervention related to climate hazards were incorporated into the climate change policy; however, WFP did not provide guidance on how DRRM and climate change concepts and practice converge and diverge. That has prevented WFP from applying an integrated risk management approach that reflects its dual mandate and comparative advantage and makes connections across the humanitarian, development and peace nexus. In parallel, WFP developed and vigorously promoted a resilience policy that encompasses climate resilience and disaster risk reduction. While having three partially overlapping policies has elevated the topics within WFP, it has also led to dispersion of effort. There is general recognition that more clarity is needed on the links between the three topics, as well as greater integration of the policies. A WFP position and conceptual framework that encompass all areas of intervention for disaster risk reduction and management, resilience and climate action would enable WFP to engage all relevant stakeholders with common and interdependent goals.
56. **Conclusion 3 – GROWTH OF PROGRAMMES AND INTERVENTIONS:** The DRRM and climate change policies influence country strategic plans through alignment with the WFP strategic plan, the technical support provided by dedicated headquarters and regional bureau teams and the guidance and training produced by those teams. Despite the challenges in identifying the specific, individual effect of each policy given their overlaps, the evaluation found that the climate change policy had facilitated access to new funding opportunities and growth of innovative interventions such as climate risk finance and insurance, climate services, forecast-based financing, anticipatory action and energy action. That has increased WFP's visibility as a climate-related actor, which in turn increases prospects for funding and programme growth. Both policies have had less influence on the more long-established areas of food security analysis and emergency preparedness and response, although steps have been taken that could lead to stronger integration of disaster and climate risks in the future. Both policies have contributed to the continuous evolution of country capacity strengthening and policy support. The climate change policy is playing a stronger role internationally, shaping WFP's contribution to the development of key international frameworks and agreements along with other entities.
57. **Conclusion 4 – EFFECTIVENESS:** The interventions prioritized by the DRRM and climate change policies appear to be increasingly effective. According to WFP annual performance reports, the related outcome indicators have reflected strong progress in recent years. In general, government partners' capacity is strengthened through their relationship with WFP (although not necessarily

sustainably – see conclusion 5). Climate insurance premiums paid by WFP have resulted in payouts to countries affected by climatic events, national social protection systems have been strengthened to become more shock-responsive and used in anticipation of or in response to crises, and early warning systems and other preparedness arrangements, including anticipatory action, have been activated in major disasters. Owing to inconsistent and inadequate monitoring and evaluation mechanisms, however, it is challenging to properly assess effectiveness at the corporate level, which in turn hampers institutional learning. The recent addition of new climate-change-related indicators to the corporate results framework for 2022–2025 bodes well for the future but work on them is still in progress. WFP monitoring and reporting on Sendai indicators and targets have met accountability requirements but yielded little in terms of learning. As climate evolves from a programmatic area to a cross-cutting issue, monitoring and knowledge management will need to evolve accordingly.

58. **Conclusion 5 – SUSTAINABILITY:** While both the DRRM and climate change policies seek to achieve sustainability, neither was coupled with operational guidance. Implementing teams would have benefited from stronger institutional learning on how to develop exit strategies for and foster sustainability of interventions. Nevertheless, WFP has made efforts to sustain increased capacity within national and local government entities and communities through a range of solutions tailored to the needs and opportunities of each situation. Prospects for sustainability have been generally stronger at the community level than at the national level.
59. **Conclusion 6 – GENDER, INCLUSION AND INTERSECTIONALITY:** Both policies explicitly consider and build on the different gender policies that were in place when the policies were written. Approaches that foster gender equality and inclusion are frequent, but the gender-transformative results sought by the climate change policy are still rare, or rarely captured, which can be explained by the lack of clear guidance on how to put the gender transformation principle into practice. Intersectionality is not considered in either the DRRM or the climate change policy and is largely absent from programme design and monitoring mechanisms.
60. **Conclusion 7 – RESOURCES:** When the DRRM and climate change policies were first approved, financial and human resources for their implementation were very limited. WFP then successfully mobilized external resources to support the implementation of the climate change policy. As a result, strong technical teams now exist within PROC and the regional bureaux; as capacity at the country level is stretched, however, headquarters and regional bureaux face challenges in keeping pace with country office demand.
61. **Conclusion 8 – PARTNERSHIPS:** Partnerships on DRRM and climate change, which were strongly promoted by both policies, vary greatly in terms of purpose, expectations and results. Close partnerships with governments are emerging as essential for effectiveness but are challenging to sustain. Other country-level partnerships increasingly include private sector actors. Globally, WFP has been proactively partnering with the other Rome-based agencies and other United Nations entities, but with coordination challenges and mixed results. Partnerships require specific skills, time and planning to be inclusive, and institutional learning and guidance are lacking. While most external stakeholders are supportive of WFP’s engagement in DRRM and climate change adaptation, a minority of United Nations entities and donors feel that by working on climate change and DRRM WFP is straying from its core comparative advantage as a response and preparedness actor, and there is a tangible degree of unease for some about the “changing lives” element of the WFP strategic plan, despite it being formally approved by the WFP Executive Board. That highlights the need to communicate more effectively and widely on WFP’s mission statement and the scope of WFP policies, including the climate change policy.

RECOMMENDATIONS

62. The table below presents the recommendations stemming from the evaluation of WFP’s DRRM and climate change policies, along with the proposed WFP entities responsible for implementing the recommendations, the priority of each recommendation and a target date by which each recommendation should be addressed. In the light of the interconnectedness of resilience, DRRM and climate change concepts, the parallel timing of the evaluations and common aspects of the recommendations from this evaluation and the evaluation of the resilience policy, WFP

management is encouraged to consider the recommendations side by side to capitalize on synergies.

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
1	1: Reposition disaster risk reduction and management across and within WFP policies and guidance on resilience, climate change, emergency preparedness and response and other relevant programmatic areas such as social protection.	Strategic	Climate and Disaster Risk Reduction Programmes Service (PROC)	Programme – Humanitarian and Development Division (PRO), Resilience and Food Systems Service (PROR), Social Protection Unit (PROS), Emergency Operations Division (EME), regional bureaux	High	Fourth quarter of 2024
	1.1: Drawing from global and WFP disaster risk reduction and management knowledge and practices, develop a conceptual model that shows how disaster risk reduction and management objectives and interventions contribute to climate-change-related action, emergency preparedness and response and resilience outcomes.	Strategic	PROC	PROR, EME, PROS, regional bureaux	High	Fourth quarter of 2023
	1.2: Integrate disaster risk reduction and management objectives and interventions into the updated resilience, climate change and emergency preparedness policies and associated tools and guidance. Communicate WFP's disaster risk reduction and management mainstreaming approach to internal and external stakeholders.	Strategic	Programme and Policy Development Department (PD)	PROC, PROS, PROR, EME, Communications, Advocacy and Marketing Division (CAM), regional bureaux	High	Fourth quarter of 2024
	1.3: Determine which office will be the institutional anchor for disaster risk reduction and management work and how it will coordinate that work.	Strategic	PD	PRO, EME	High	Fourth quarter of 2023

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
2	2: Update the climate change policy to incorporate recent changes in the external context, convey the evolving cross-cutting nature of WFP climate change actions and reflect lessons learned and new internal priorities.	Strategic	PROC	WFP climate crisis task force, senior management, PROR, regional bureaux	High	Fourth quarter of 2024
	2.1: Define the parameters for positioning climate change as a cross-cutting issue for WFP and develop a clear theory of change.	Strategic	PROC	WFP senior management, regional bureaux	High	Fourth quarter of 2023
	2.2: Define priorities for the updated climate change policy based on the evolving external context and lessons learned, including a strong focus on climate risk analysis for country strategies and programmes, application of an intersectional approach to climate change and a clearer and realistic articulation of WFP ambitions in relation to gender-transformative results.	Strategic	PROC	WFP climate crisis task force, WFP senior management, regional bureaux, Gender Equality Office	High	Fourth quarter of 2024
3	3: Develop, in a consultative, coordinated manner (involving other headquarters divisions, regional bureaux and country offices), a costed policy implementation plan that describes how the updated climate change policy will be rolled out across the organization.	Operational	PROC	WFP climate crisis task force, PROR, regional bureaux	High	First quarter of 2025
	3.1: The policy implementation plan should include the sequencing of activities, clear definition of roles and responsibilities across the organization, an estimate of the human resources required to roll out the policy, an external and internal communication plan and a tracker for monitoring progress in policy implementation.	Operational	PROC	WFP climate crisis task force, PROR, regional bureaux	High	First quarter of 2025
	3.2: The plan should also include a financial plan (including funding sources) for the costs associated with rolling out the policy, including for activities such as dissemination, communication, training and technical support.	Operational	PROC	WFP climate crisis task force, PROR, regional bureaux, CAM	High	First quarter of 2025

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
4	4: Take steps to increase access to more diversified and multi-year financing and funding for climate-change-related action and disaster risk reduction and management, in close coordination with similar efforts undertaken for resilience programming.	Strategic	Partnerships and Advocacy Department (PA), Public Partnerships and Resourcing Division (PPR), Strategic Partnerships Division (STR), Private Partnerships and Fundraising Division (PPF)	PD, PROC, regional bureaux	High	First quarter of 2024
	4.1: Map donor and strategic partner financing priorities and funding streams for climate change and disaster risk reduction and management, including access modalities, thematic and geographic interests, existing engagements with WFP and opportunities, as well as relevant events. Communicate the results to relevant headquarters units, regional bureaux and country offices to guide resource mobilization for climate change as a cross-cutting issue and disaster risk reduction and management.	Operational	PA (PPR, STR and PPF)	PROC, PROR, regional bureaux	High	First quarter of 2024
	4.2: Increase the technical support and access to seed funding provided to country offices for the development of climate change and disaster risk reduction and management proposals that are centred on national governments' climate and disaster risk reduction and management priorities.	Strategic	PA	Changing Lives Transformation Fund (CLTF) investment selection and learning committee, PD/CLTF manager,	High	First quarter of 2024

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
				PROC, regional bureaux, PA		
5	5: Improve monitoring, evaluation and learning on climate-change-related action and disaster risk reduction and management, including their contribution to resilience and to strengthening the triple nexus.	Operational	PROC	WFP climate crisis task force, PROR, regional bureaux	High	Fourth quarter of 2025
	5.1 Develop a comprehensive results framework for the updated climate change policy, supported by a clear theory of change, relevant outcome indicators and clear targets.	Strategic	PROC	WFP climate crisis task force, Research, Assessment, and Monitoring Division (RAM), EME, PROR, PA, regional bureaux	High	Fourth quarter of 2024
	5.2: Establish appropriate and manageable indicators for disaster risk reduction and management to be used within the results frameworks for the updated climate change, resilience and emergency preparedness policies and, where appropriate, by governments and other partners.	Operational	PRO*	PROC, PROR, EME, RAM, PA, regional bureaux, country offices	High	First quarter of 2025
	5.3: Develop and roll out guidance on how to use the indicators, in close consultation with country offices and regional bureaux and in line with WFP's corporate results framework. Advise country offices to budget and allocate adequate resources for evidence generation on climate-change-related action and disaster risk reduction and management, particularly for innovative elements.	Operational	PROC	PROR, EME, RAM, Office of Evaluation (OEV), regional bureaux, country offices	Medium	Second quarter of 2025
	5.4: Use the improved evidence base to promote internal learning and strengthen reporting on the Sendai Framework, the triple nexus and relevant Sustainable Development Goals, as well as to support accountability.	Operational	PROC	RAM, OEV, PROR, CAM, regional bureaux, country offices	Medium	Fourth quarter of 2025

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
6	6: 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 climate change policy. In addition, ensure that capacity strengthening related to disaster risk reduction and management is integrated into the relevant areas.	Operational	PRO	Human Resources Division (HRM), regional bureaux	High	Second quarter of 2025
	6.1: At the headquarters level, ensure that the Climate and Disaster Risk Reduction Programmes Unit is adequately staffed. At the regional and country-office levels, advocate that an adequate number of staff responsible for climate action be put in place.	Operational	PRO	Corporate Planning and Performance Division, HRM, PROR, PROS, EME, regional bureaux	High	Second quarter of 2025
	6.2: Carry out an in-depth capability gap assessment with the aim of understanding the strengths and gaps in technical knowledge and skills related to climate change and disaster risk reduction and management, considering diverse needs across organizational levels and functions.	Operational	PROC	HRM, PROR, PROS, EME, regional bureaux	High	Fourth quarter of 2023
	6.3: Based on the results of the capability gap assessment, update the climate change capacity development strategy and existing courses and develop new learning products as required. Ensure that skill gaps related to climate change and disaster risk reduction and management are addressed in existing learning platforms across relevant programmatic areas.	Operational	PROC	HRM, PROR, PROS, EME, regional bureaux	High	Second quarter of 2025
	6.4: Review the contract types that can be used and assess rotation requirements to foster the retention of people with appropriate and adequate skills in specialist positions.	Operational	PD staffing coordinator	HRM, regional bureaux	High	Third quarter of 2024

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
7	7: Ensure that guidance and systems are in place to support country offices in implementing a multi-risk, multi-stakeholder and locally led approach to climate action and disaster risk reduction and management.	Operational	PROC	PA, regional bureaux, country offices	High	Second quarter of 2024
	7.1: Ensure that guidance and systems are in place to guide country offices in the identification of “institutional entry points” related to climate change issues and disaster risk reduction and management at the highest feasible level within governments, in a way that facilitates horizontal collaboration with concerned ministries and cultivates contextually relevant innovation.	Operational	PROC	PA (PPR, PPF, STR), regional bureaux, country offices	High	Fourth quarter of 2023
	7.2: Ensure that guidance and systems to provide support to country offices in the conduct of periodic climate risk analyses that can inform policy and advocacy efforts with governments and be used to develop climate-change-related investments are in place. Explore ways to plan and undertake such climate risk analyses in collaboration with United Nations country teams and other partners with the aim of providing a solid foundation for contextually tailored joint or complementary integrated programmes that address climate vulnerabilities in depth, at scale and in a sustainable manner.	Operational	PROC	RAM, PA (PPR, PPF, STR), regional bureaux	Medium	Second quarter of 2024
8	8: Focus on complementarity and effectiveness in strategic and operational partnerships on climate change and disaster risk reduction and management with United Nations entities, international financial institutions, government donors, the private sector, academic entities and non-governmental organizations.	Operational	PROC	PROR, PA, regional bureaux, country offices	High	Fourth quarter of 2025
	8.1: At all levels invest in building partnerships, to which WFP provides clear added value, for resource mobilization, technical expertise, implementation, advocacy, strategy, research and learning relevant to disaster risk reduction and management and climate change with United Nations entities, international financial institutions, government donors,	Operational	PROC	PROR, PA (including PPR, STR, PPF and CAM), regional bureaux, country offices	High	Third quarter of 2025

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
	the private sector, academic entities and non-governmental organizations.					
	8.2: Support and catalyse global and regional platforms and South-South and triangular cooperation that improve coordination, advance learning and facilitate advocacy on climate change and disaster risk reduction and management across the saving lives, changing lives spectrum.	Operational	PROC	PROR, CAM, South-South and Triangular Cooperation Unit, regional bureaux	Medium	Fourth quarter of 2025

* The technical unit that will be responsible for leading the response to this sub-recommendation will be confirmed once an office is identified to serve as the institutional anchor for disaster risk reduction and management (see sub-recommendation 1.3).

1 Introduction

1. This evaluation covers two WFP policies: the Policy on Disaster Risk Reduction and Management – Building Food Security and Resilience¹¹ (hereinafter referred to as DRR/M policy) approved by the Executive Board (EB) in November 2011 and the Climate Change Policy approved by the EB in February 2017.¹² The summarized Terms of Reference (TOR) for this evaluation are attached in Annex I. The evaluation began with the inception phase in March 2022, data collection took place from September to November 2022 and the WFP Office of Evaluation presented its results to the EB in June 2023. A detailed timeline is included in Annex II.

2. The DRR/M policy commits the organization to preventing acute hunger and investing in disaster preparedness and risk reduction measures, based on six principles: (1) activities targeting the most vulnerable households and selecting the most effective tools; (2) continued investment in emergency preparedness; (3) intensifying capacity-strengthening efforts and participatory approaches; (4) consolidating partnerships; (5) designing activities to deliver effective results; and (6) ensuring that women and men are equally involved in project design and that burdens and opportunities are also equitable.

3. The Climate Change Policy defines how WFP plans to contribute to preventing climate change and climate-related shocks from exacerbating existing vulnerabilities and risks and from undermining progress towards ending hunger and malnutrition. It lays out how WFP intends to support the most vulnerable food-insecure communities and governments in building their resilience and capacities to address the impact of climate change on hunger in the longer term.

4. The Office of Evaluation decided to evaluate the DRR/M and the Climate Change policies together, given their conceptual, programmatic and organizational linkages. The WFP Policy on Resilience Building for Food Security and Nutrition (hereinafter referred to as the Resilience Policy) was evaluated concurrently, separately but in a synergistic manner with the DRR/M and the Climate Change policies. Both evaluations reflected on the conceptualization of these thematic areas within WFP and on the relevance of having three separate policies.

¹¹ WFP. 2011. "WFP Policy on Disaster Risk Reduction and Management" (WFP/EB.2/2011/4-A).

¹² WFP. 2017. "Climate Change Policy" (WFP/EB.1/2017/4-A/Rev.1*).

1.1 EVALUATION FEATURES

5. Figure 1 summarizes the main features of this evaluation. Each dimension is discussed in more detail below.

Figure 1 – Evaluation objectives, scope, users and framework

<p>EVALUATION OBJECTIVES</p> <p>Accountability</p> <ul style="list-style-type: none"> Assess the quality and results of the WFP DRR/M and Climate Change Policies, with attention given to areas of convergence and difference between them. Assessment of the policies from a gender equality, women’s empowerment (GEWE) and inclusion perspective. <p>Learning</p> <ul style="list-style-type: none"> Identify how, why, and under which conditions expected results (reducing the risk of hunger by anticipating and mitigating natural disasters and supporting climate change adaptation efforts) occur or not. Draw lessons and derive good practices and learning for further implementation and development of new policies and/or strategies. 	<p>SCOPE</p> <p>Spatial Global, with four country desk reviews and seven country missions</p> <p>Temporal 2011-2022, with emphasis on 2017-2022 period</p> <p>Thematic WFP’s DRR/M and Climate Change policies and the activities put into place to implement them</p>
	<p>USERS</p> <p>WFP’s Executive Board, Senior Management, various WFP divisions, the regional bureaux and Country Offices, WFP partners (including governments, NGOs/CSOs, private sector, United Nations agencies and IFIs) and other actors in the humanitarian, climate adaptation and development field.</p>
	<p>EVALUATION FRAMEWORK</p> <p>WFP criteria for policy quality assessment</p> <p>A set of 3 standard Evaluation Questions with 16 subquestions covering a range of evaluation criteria (including relevance, coherence, effectiveness and equity), that are sensitive in terms of GEWE, equity and inclusion.</p>

Source: Aide à la Décision Economique (ADE)/Evaluation Team. Based on TOR.

1.1.1 Rationale and objectives

6. WFP generally evaluates policies four to six years following their approval. The DRR/M policy dates from 2011, therefore its evaluation is several years overdue, especially as the international standards and framework for disaster risk reduction (DRR) have evolved significantly from the Hyogo Framework for Action (HFA) (2005-2015)¹³ to the Sendai Framework for Disaster Risk Reduction (2015-2030).¹⁴

7. The DRR/M policy succeeds previous WFP policies related to disasters, namely on DRR (2009),¹⁵ disaster preparedness and mitigation (2007)¹⁶ and disaster mitigation (2000).¹⁷ By contrast, the Climate Change Policy approved in 2017 is the first on this subject for WFP.

8. As per the TOR, the evaluation addressed the three Evaluation Questions (EQs) below, which are common to all WFP policy evaluations:

- EQ1 – How good are the Disaster Risk Reduction and Management and Climate Change Policies (criteria: relevance, coherence)?
- EQ2 – What results have the DRR/M and Climate Change Policies achieved (criteria: effectiveness, equity)?

¹³ International Strategy for Disaster Reduction (ISDR). 2007. Hyogo Framework for Action 2005-2016: Building the Resilience of Nations and Communities to Disasters (Extract from the final report of the World Conference on Disaster Reduction (A/CONF.206/6)

¹⁴ UNDRR. 2015. Sendai Framework for Disaster Risk Reduction 2015-2030.

¹⁵ WFP. 2009. “WFP Policy on Disaster Risk Reduction” (WFP/EB.1/2009/5-B).

¹⁶ WFP. 2007. “An Update on WFP Interventions in Disaster Preparedness and Mitigation” (WFP/EB.1/2007/5-B).

¹⁷ WFP. 2000. “Disaster Mitigation: A Strategic Approach” (WFP/EB.1/2000/4-A).

- EQ3 – What has enabled or hindered the achievement of results from the DRR/M and Climate Change policies (criteria: relevance, coherence)?

9. An overview of the EQs and sub-Evaluation Questions can be found in Table 3, the full Evaluation Matrix is presented in Annex III.

10. While the two policies were examined using a single evaluative framework, they were also analysed separately, as requested by OEV. The evaluation also examined areas of convergence and divergence between the two policies. It assessed the two policies from a GEWE and inclusion perspective and drew lessons for further policies and implementation. The evidence generated is expected to inform WFP's decisions on the future direction of each policy, help identify ways in which they could be strengthened to support the implementation of WFP's Strategic Plan 2022-2025 and enable WFP to continue to contribute to relevant international commitments.

1.1.2 Scope

11. The scope of the programme areas and activities included in this evaluation is illustrated in the Theory of Change (ToC) in Annex IV. It was constructed by the evaluation team during the inception phase in consultation with relevant Headquarters (HQ) staff and validated by the Climate and Disaster Risk Reduction Programmes Service (PROC). Although the two policies were written six years apart and within the frameworks of two different strategic plans, they both aim to develop and strengthen capacities to reduce and manage disaster- and climate-related risks. Both do so by enhancing analysis, services, financing, social protection, capacity development and partnerships.

12. The evaluation is global in scope, with four country-specific desk reviews and seven in-country missions, for which in-country data collection was carried out in September and October 2022. The evaluation spanned the whole period since the policies were approved, with a special focus on 2017-2022. It considered the recent WFP Strategic Plan (2017-2021),¹⁸ as well as the current one (2022-2025).¹⁹

1.1.3 Stakeholders and users of the evaluation

13. The primary internal users of the evaluation are the Executive Board, senior management and HQ divisions. This evaluation is of great importance to Climate and Disaster Risk Reduction Programmes Service as the owner of the policies but also to the Resilience and Food Systems Service (PROR), the wider Programme and Policy Development Department and the Emergency Operations Division. Other key stakeholders include the regional bureaux (RBs), providing first-line technical support and oversight to the country offices responsible for the implementation of DRR/M and Climate Change-related activities. Potential external users of this evaluation include a range of WFP partners, including governments, United Nations agencies, and international financial institutions (IFIs), non-governmental organizations (NGOs), civil society organizations (CSOs), academia and the private sector.

1.2 CONTEXT

1.2.1 External context

14. International efforts to address disaster and climate risk date back over 50 years, albeit within different thematic and institutional silos. The United Nations Disaster Relief Office was established in 1970, with the explicit purpose of promoting efforts in prevention, pre-disaster planning and preparedness, alongside 'disaster relief'.²⁰ Its early achievements in reducing disaster risk were modest, partly due to underfunding. The International Decade for Natural Disaster Reduction was launched in 1990 by the United Nations, calling on the international community to scale up international cooperation to reduce the impacts of disasters. In 1994, at the first World Conference on Natural Disaster Reduction, the Yokohama Strategy and Plan of Action recognized the scientific, social, technical, political and environmental aspects of disaster reduction, including the need for community engagement, capacity building and strengthening, national legislation, regional coordination and increased financial resources.²¹

¹⁸ WFP. 2016. "WFP Strategic Plan (2017-2021)" (WFP/EB.2/2016/4-A/1/Rev.2*).

¹⁹ WFP. 2021. "WFP Strategic Plan (2022-2025)" (WFP/EB.2/2021/4-A/1/Rev.2).

²⁰ United Nations General Assembly. 1970. *Assistance in cases of natural disaster*.

²¹ World Conference on Natural Disaster Reduction. 1994. *Yokohama Strategy and Plan of Action for a Safer World*.

15. Acknowledging the need for a multi-stakeholder and multisectoral approach, in 2000, the United Nations General Assembly adopted an International Strategy for Disaster Reduction (ISDR).²² In the preceding months, alongside the World Meteorological Organization (WMO), the United Nations Environment Program (UNEP), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and others that were increasingly engaged in disaster reduction, WFP indicated its intention to prioritize reducing the impact of natural hazards on vulnerable populations.²³

16. The second World Conference on Disaster Reduction took place in 2005 in Hyogo, Japan. Over 165 countries endorsed the HFA, the first international agreement on DRR that refers to the integration of climate change adaptation and disaster risk reduction as “a necessity that must be addressed at the national and local levels through integrated plans to enhance the resilience of communities”.²⁴ It was one of the first frameworks or policies to associate disaster risk reduction with “resilience” as an outcome. Over the following decade, many major donors, United Nations entities and international non-governmental organizations produced policies on disaster risk reduction.

17. In 2015, the United Nations Office for Disaster Risk Reduction (UNDRR) replaced the ISDR, and, at the third World Conference on Disaster Reduction, the Sendai Framework for Disaster Risk Reduction 2015-2030 succeeded the HFA. This introduced a systemic approach to understanding and managing disaster risk and highlighted the need to incorporate DRR across poverty reduction, sustainable development and climate change adaptation. It includes a voluntary set of targets and priorities to foster resilience to present and future hazards, including those related to climate change.²⁵ In the same year, the 2030 Agenda and the Sustainable Development Goals (SDGs) were agreed upon and the Paris Agreement on Climate Change was signed.

18. The first global commitments, policies and action on climate change date back over 50 years, although the convergence with those that address disaster risk reduction began to be seen in the early 2000s. In 1979, the first World Climate Conference framed climate change as a global political issue and focused only on greenhouse gas emissions. In 1992, the United Nations Framework Convention on Climate Change (UNFCCC) established an international treaty to combat climate change, signed by 154 states at the United Nations Conference on Environment and Development (UNCED) in Rio de Janeiro, Brazil. In 1997, at the third annual Conference of the Parties (COP-3), the Kyoto Protocol was passed, consisting of the first legally binding greenhouse gas reduction targets.

19. The topic of climate change adaptation (CCA) took longer to feature in international commitments than that of climate change mitigation.²⁶ The Intergovernmental Panel on Climate Change (IPCC) was founded in 1988 and published its first report on adaptation in 2001, highlighting climate change adaptation as a “necessary strategy at all scales to complement climate change mitigation”.²⁷ In the same year, the Adaptation Fund was established to help developing countries adapt to the harmful impacts of climate change, although it did not become operational until 2007. The Green Climate Fund was established in 2010 to serve as the financial mechanism for the UNFCCC and the Paris Agreement. Its mandate was to invest 50 percent of its resources to mitigation and 50 percent to adaptation.²⁸ Climate change adaptation gradually gained prominence at the annual Conferences of the Parties (COPs), with the Cancun Adaptation Framework being adopted at COP-16 in 2010. The Paris Agreement, adopted at COP-21 in 2015, presented climate adaptation as a key global governance issue.

20. Many humanitarian and development actors, including major donors, produced policies and strategies on CCA around the time of the Paris Agreement. Many of these, including the WFP Climate Change policy, the European Union (EU) Adaptation Strategy (2013) and the FAO Strategy on Climate Change (2017), focus on supporting adaptation policies for the most vulnerable populations, and highlight

²² United Nations General Assembly. 2000. International Strategy for Disaster Reduction.

²³ UNDRR. 2022. The Early Engagement of the United Nations in Disaster Risk Reduction (1970-2000): a brief history.

²⁴ United Nations Specialized Conferences. 2005. Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters.

²⁵ United Nations General Assembly. 2015. Sendai Framework for Disaster Risk Reduction 2015-2030.

²⁶ United Nations Climate Change. 2019. *25 Years of Adaptation under the UNFCCC*.

²⁷ Intergovernmental Panel on Climate Change. 2001. *Climate Change 2001: Impacts, Adaptation and Vulnerability*.

²⁸ Established in 2010 and operationalized in 2015.

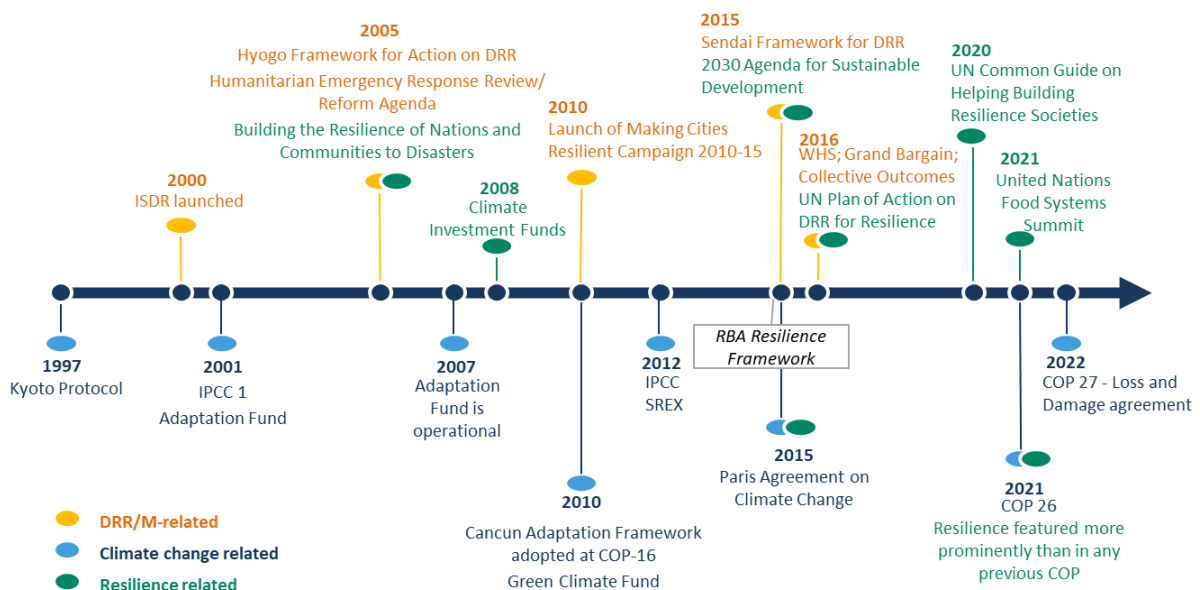
the contribution of climate change adaptation to developing resilience. Several, including WFP policy, also note the disproportionate effects of climate change on women and the ways in which gender influences climate change adaptation capacities.

21. Over the past decade, significantly more links have been highlighted between climate change factors and DRR within institutions. For example, the IPCC’s 2012 Special Report “Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation” presents DRR as an adaptation strategy, and the Sendai Framework explicitly mentions climate change as a driver of disaster risk. The SDGs include a specific goal on climate change (SDG 13) and 10 goals related to disasters. They also refer to resilience as both an outcome they are targeting and as a mean to achieve the goals. Furthermore, when the United Nations Plan of Action on Disaster Risk Reduction for Resilience was updated in 2016, climate risk featured prominently, and the term resilience was described as “a common outcome that integrates poverty reduction, disaster risk reduction, sustainable livelihoods and climate change adaptation, as integral to sustainable development.”²⁹

22. Currently, investments are increasingly being made by donors and implementers in anticipatory action that includes forecast-based financing (FbF), risk financing and insurance, which are relevant for reducing the potential impacts of shocks and stresses on food security.³⁰ There is also growing awareness of the role of inclusive risk management in the humanitarian-development-peace nexus, as highlighted at the World Humanitarian Summit in 2016 and demonstrated by the COVID-19 pandemic. Gender equity in risk reduction and management remains a significant concern, as noted at the 2019 Global Platform on DRR.³¹ The 2022 Global Platform on DRR concluded that there is still an urgent need to coordinate the efforts of the disaster risk reduction and climate change adaptation communities and to integrate equitable “resilience-thinking” into all investments and decisions, from local to global levels.³²

23. Figure 2 presents important milestones that preceded and overlapped with the DRR/M, Resilience and Climate Change Policies.

Figure 2 – Milestones in the context of climate change and disaster risk reduction, management and resilience



Source: Resilience and DRRM and climate change evaluation teams.

²⁹ United Nations Development Programme. 2021. A Framework for Enhancing Gender and Poverty Integration in Climate Finance.

³⁰ Overseas Development Institute. 2018. Forecasting hazards, averting disasters: implementing forecast-based early action at scale.

³¹ UNDRR. 2019. Summary of the sixth session of the Global Platform on Disaster Risk Reduction: 13-17 May 2019.

³² The 2022 Global Platform for DRR. Risk-informed Early Action Partnership. 2022. Summary Report: 7th Session of the Global Platform for Disaster Risk Reduction

24. Table 1 presents the definitions of the concepts central to this evaluation. An extended glossary of related terminology is included in Annex V. Glossary of Terms. This glossary is the result of a joint effort with the evaluation team of WFP’s Resilience Policy to ensure alignment on terminology and facilitate knowledge-sharing across the evaluations.

Table 1 – Key terms

Term	Definition
Disaster Risk Reduction	The concept and practice of reducing the risks of disaster, through systematic efforts to analyse and manage the causal factors of disasters, including reducing exposure to hazards, lessening the vulnerability of people and property, wise management of land and the environment, and improving preparedness for adverse events. (Source: "WFP Policy on Disaster Risk Reduction and Management: Building Food Security and Resilience" (WFP/EB.2/2011/4-A))
Climate Change Adaptation	The process of adjustment to actual or expected climate events and their effects. In human systems, adaptation seeks to moderate or avoid harm, or to exploit beneficial opportunities. In some natural systems, human intervention may facilitate adjustment to expected climate events and their effects. Incremental adaptation: adaptation actions where the central aim is to maintain the essence and integrity of a system or process at a given scale. Transformational adaptation: adaptation that changes the fundamental attributes of a system in response to climate events and their effects. (Source: WFP. 2020. <i>Climate Change Policy Glossary</i>)
Resilience	Resilience is the capacity that ensures adverse stressors and shocks do not have long-lasting adverse development consequences. (Source: "Policy on Building Resilience for Food Security and Nutrition" (WFP/EB.A/2015/5-C)).

1.2.2 Internal context

1.2.2.1 Strategic framework

25. The Mission Statement and General Regulations of WFP stipulate that the WFP will “assist in the continuum from emergency relief to development by giving priority to supporting disaster prevention, preparedness and mitigation” – three of the central elements of disaster risk reduction.¹ Over time, the WFP Strategic Plans have gradually captured, within their strategic objectives, the increased importance of preparing for shocks that affect food security and of strengthening capacities and resilience accordingly. In WFP’s Strategic Plan for 2008-2013, Strategic Objective SO2 – to prevent acute hunger and invest in disaster preparedness and mitigation measures – acknowledged that, beyond responding to shocks, rebuilding livelihoods and thus reducing risks, WFP needed to “invest in disaster preparedness and mitigation measures” as part of its efforts to prevent acute hunger. The plan noted that WFP would “develop nutrition, school feeding and other safety net programmes aimed at reinforcing the resilience of communities in food-insecure areas subject to frequent disasters”. SO3 also emphasized food assistance for assets (FFA) programmes as key tools for disaster preparedness, resilience and building back better.³³

26. The Strategic Plan for 2014-2017 strengthened WFP’s commitment to support responses to shocks while also linking relief and development. DRR/M was especially prominent under SO1 – Save lives and protect livelihoods in emergencies. SO2 and SO3 also reinforced this commitment taken on by WFP, as they emphasized both livelihoods for resilience building and making a shift from disaster management to risk management.

27. The Strategic Plan for 2017-2021 further positioned WFP’s agenda across the humanitarian-development-peace nexus in increasingly complex settings of conflicts, climate change and inequality, through SO1 (“support countries in strengthening their disaster risk reduction, prevention, preparedness and response capacities to ensure access to sufficient, nutritious and safe food for all people”) and SO3

³³ While climate change has wider implications for WFP’s activities beyond the aforementioned Strategic Objectives, the focus is on those that explicitly mention DRR/M and CCA actions.

(“support partners to promote livelihood and resilience building linked to food security and nutrition, climate change adaptation, risk management and strengthened sustainability and resilience of food systems”).

28. The Strategic Plan for 2022-2025 commits WFP to “pursue integrated and sequenced humanitarian and development programming and to layer activities (...) while strengthening [people’s] long-term resilience to shocks and stressors and pursuing social cohesion and contributions to peace”. In it, emergency response remains a key WFP entry point for addressing climate disasters, but there is also a strong focus on disaster risk reduction and climate change adaptation to curb escalating humanitarian needs. Actions to protect against disaster-related shocks mainly contribute to SO1, 3 and 4. WFP’s commitment to gender equality is also emphasized, including in the context of disaster and climate-related actions. Risk-informed programming is also explicitly acknowledged in the Strategic Plan.

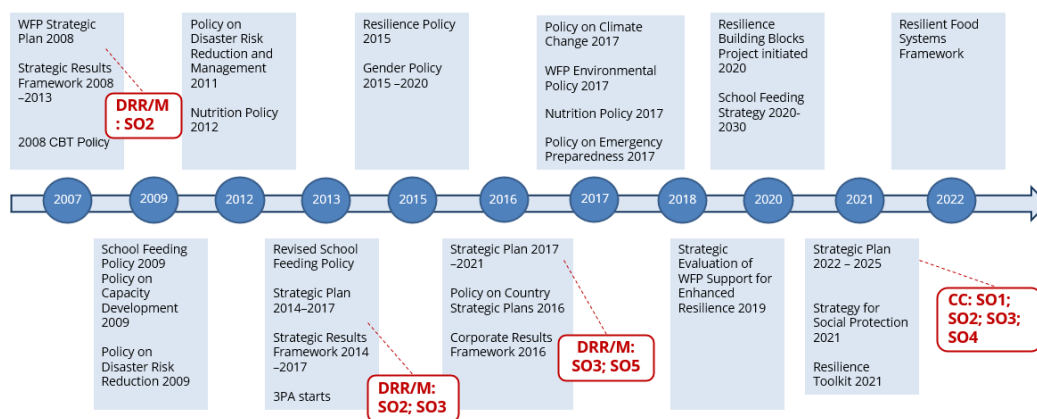
29. Monitoring the implementation of the Strategic Plans was carried out through corresponding results frameworks (Strategic and Management Results Frameworks for the 2008-2013 and 2014-2017 Strategic Plans, and Corporate Results Framework (CRF) for the 2017-2021 and 2022-2025 Strategic Plans) in which corporate indicators were developed to measure progress against strategic outcomes. The results frameworks are discussed in the evaluability section of this report, and the merit of the reported DRR/M and climate change-related indicators is discussed in the findings (Section 2.3).

1.2.2.2 Policy framework

30. The DRR/M and Climate Change Policies were analysed in WFP broader policy context. In May 1999, the Executive Board approved the “Enabling Development” policy document,³⁴ which identified disaster mitigation for recurrent natural disasters as one of the priority areas for development programming. The first explicit consideration of disasters mitigation was in 2000, when the Executive Board approved the “Disaster Mitigation: A Strategic Approach” policy issue paper, which discussed measures to implement the “Enabling Development” policy.³⁵ This paper was updated in 2007.³⁶ In 2009, the Executive Board approved WFP’s first Policy on Disaster Risk Reduction, which outlined WFP’s overarching approach to preventing and mitigating disasters and its commitment to strengthening the capacities of governments to prepare for, assess and respond to hunger arising from disasters, and assisting communities to build resilience to shocks.³⁷

31. Figure 3 presents important internal milestones in the context of DRR/M, Resilience and Climate Change Policies.

Figure 3 - WFP internal milestones in the context of climate change and disaster risk reduction



Source: Resilience and DRRM and climate change evaluation teams

³⁴ WFP. 1999. “Enabling Development” (WFP/EB.A/99/4-A).

³⁵ WFP. 2000. “Disaster Mitigation: A Strategic Approach” (WFP/EB.1/2000/4-A).

³⁶ WFP. 2007. “An Update on WFP Interventions in Disaster Preparedness and Mitigation” (WFP/EB.1/2007/5-B).

³⁷ WFP. 2009. “WFP Policy on Disaster Risk Reduction” (WFP/EB. 1/2009/5-B).

32. Table 2 provides further details on other key policies that gradually emphasized the importance of DRR/M and climate change adaptation.

Table 2 – WFP policies relevant to the DRR/M and Climate Change Policies

Year of approval	Policy title	Rationale
2008	Policy on Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges ³⁸	The policy provides the framework for WFP’s work on cash-based transfers (CBTs) and outlines the rationale and comparative advantages of introducing CBT in WFP programmes. As the conditions under which WFP operates have evolved significantly, along with the CBT programmes themselves, WFP is currently updating its CBT policy which will be presented to the Executive Board in June 2023
2015	Policy on Building Resilience for Food Security and Nutrition ³⁹	The policy presents ‘resilience’ as a means to achieving and sustaining food security and nutrition in the face of different types of shocks and stressors. The policy states that WFP’s dual humanitarian and development mandate offers comparative advantages and opportunities for building resilience in complex situations and supporting affected people and governments.
2015	Gender policy for 2015-2020 ⁴⁰	The Gender policy stressed that risks and crises (such as disasters) have different impacts on the food security and nutrition of women, men, girls and boys, as well as on their resilience.
2017	Emergency Preparedness policy ⁴¹	The policy specifies relevant WFP actions related to anticipating, preparing for and taking action prior to an event (including a possible disaster) and planning early emergency responses.
2017	Nutrition policy ⁴²	The policy recognizes the virtuous circle between nutrition and resilience, whereby good nutrition improves people’s abilities to cope with shocks and crises while enhanced resilience reduces the risk of malnutrition arising as a result of them.
2017	Environmental policy ⁴³	The policy commits WFP to developing mechanisms to identify, avoid and manage the risks to the environment that might arise from its programmes and support operations, and to strengthening the capacity of partners to plan and implement environmentally sound activities for food security and nutrition.
2022	2022 Gender Policy ⁴⁴	In the policy climate resilience is mentioned as an enabler for equitable access to food and nutrition security and to enhance the economic empowerment of women and girls.

33. A Climate Crisis Task Force was established in early 2022 to “strategically strengthen WFP support to communities and governments who experience increasingly severe and cascading impacts of climate change on food security”. The task force is co-led by the Assistant Executive Directors of the Programme and Policy Development and Partnerships and Advocacy Departments, and aims to improve programme coherence on climate action, supporting country offices in climate risk hot spots, providing thought leadership on key aspects of the climate crisis and how it interacts with food systems, conflicts and economic crises, enabling stronger climate risk management and better financing systems and mobilizing strategic resources.⁴⁵

34. In parallel to its policy framework, WFP is also an active stakeholder in several international climate-related initiatives, such as the following ones: the InsuResilience Global Partnership, the Risk-Informed Early Action Partnership, the Global Partnership, the Technical Expert Group on Comprehensive Risk

³⁸ WFP. November 2008. Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges (WFP/EB.2/2008/4-B)

³⁹ WFP. 2015. “Policy on Building Resilience for Food Security and Nutrition” (WFP/EB.A/2015/5-C).

⁴⁰ WFP. 2015. “Gender Policy (2015-2020)” (WFP/EB.A/2015/5-A).

⁴¹ WFP. 2017. “Emergency Preparedness Policy” (WFP/EB.2/2017/4-B/Rev.1).

⁴² WFP. 2017. “Nutrition Policy” (WFP/EB.1/2017/4-C).

⁴³ WFP. 2017. “Environmental Policy” (WFP/EB.1/2017/4-B/Rev.1).

⁴⁴ WFP. 2022. “Gender Policy 2022” (WFP/EB.1/2022/4-B/Rev.1).

⁴⁵ Climate Crisis Task Force (CC-TF). 3 February 2022. Meeting 1 notes.

Management, the Climate-Resilient Food Systems Alliance, the Centre of Excellence on Climate and Disaster Resilience, the Insurance Development Forum and the Crisis Lookout Coalition.

1.3 SUBJECT BEING EVALUATED

35. During the inception phase, the evaluation team retrospectively constructed a Theory of Change (ToC) in close collaboration with PROC and OEV. It was a crucial step in establishing a link between the policies and the areas of intervention prioritized in the policies, as well as how those areas relate to a selection of Strategic Outcomes and Results from the Corporate Results Framework 2018-2022 and to WFP's long-term contributions to saving and changing lives. The ToC and its narrative are presented in Annex IV, alongside a set of assumptions that can enable or hinder the identified pathways of change. It was developed on the basis of the two policies and was subject to an iterative, participatory process involving key staff at WFP's headquarters to ensure internal validation.

36. The two policies have many elements in common, as illustrated in the mapping of their priority areas in Table 3.

Table 3 – Programme priority areas defined in the DRR/M and Climate Change Policies

	Disaster Risk Reduction and Management Policy (2011)	Climate Change Policy (2017)
Programme priority areas	Food security analysis, monitoring and early warning	Food security analysis, early warning and climate services
	Emergency preparedness, response and recovery	Emergency preparedness and response
	Building resilience and protecting the most vulnerable	Community resilience, risk reduction, social protection and adaptation
	Capacity development with national and regional institutions	Policy support
	Coordination and leadership	

Sources: “WFP Policy on Disaster Risk Reduction and Management” (WFP/EB.2/2011/4-A) and “Climate Change Policy” (WFP/EB.1/2017/4-A/Rev.1*).

37. This overlap was confirmed when defining the areas of intervention related to each of the policies (Figure 8). Identifying exclusively DRR/M and Climate Change-related interventions in WFP's portfolio was challenging and the evaluation team has recognized that ambiguities and different viewpoints exist.

1.3.1 Policy on Disaster Risk Reduction and Management (DRR/M)

38. The WFP Policy on Disaster Risk Reduction and Management – Building Food Security and Resilience was developed during the implementation of the WFP Strategic Plan for 2008-2013, which aligned itself with the HFA (2005) through its strategic objective to “prevent acute hunger and invest in disaster preparedness and mitigation measures” (SO2).¹ It has two goals: capacity strengthening for governments to respond to disaster-related food insecurity and malnutrition, and strengthening community resilience to shocks through safety nets (including asset creation), and adaptation to climate change.

39. The DRR/M policy describes DRR as preparedness for, mitigation and prevention of disasters, and a bridge between emergency response, recovery and development (the definitions used are based on the United Nations Office for Disaster Risk Reduction (UNISDR) terminology).⁴⁶ It considers DRR/M interventions as contributions to broader resilience-building efforts to support the most vulnerable people, communities and countries, and recognizes the gender-differentiated impacts of disasters. The policy references climate change under an enhancing disaster risk management capacity, as it supports both reducing the risk of hunger and climate change adaptation efforts.¹

⁴⁶ United Nations International Strategy for Disaster Reduction. 2009. *UNISDR Terminology on Disaster Risk Reduction*.

40. The policy defines two areas for investment that were later integrated into the 2012 Management Plan: 1) disaster risk reduction and resilience building; and 2) emergency preparedness. While the policy was not accompanied by a costed implementation plan, the total secured and forecasted investments in programmes that were designed to deliver disaster risk reduction outcomes were estimated at USD5-6 million per year over four years.⁴⁷

41. A summary of WFP's DRR/M policy, published internally in December 2016,⁴⁸ stated that the policy was reflected in the Strategic Plan for 2017-2021, but made no reference to the already existing Sendai Framework.

42. The main partners of WFP for implementation of the DRR/M policy are national governments. Collaboration with the Rome-based agencies (RBAs), the WMO, the UNDP, the UNEP and the United Nations Children's Fund (UNICEF) is also explicitly mentioned in the DRR/M policy. WFP is part of several international working groups: the inter-agency Disaster Risk Reduction focal points group;⁴⁹ the senior leadership group for Disaster Risk Reduction led by UNDRR;⁵⁰ the international network for multi-hazard early warning systems (IN-MHEWS),⁵¹ chaired by the WMO and UNDRR; and the Inter-Agency Standing Committee (IASC) Early Warning, Early Action and Readiness (EWEAR) group chaired by WFP.

43. Within WFP, PROC is the owner of the policy and, as such, is responsible for reporting on commitments to the Sendai Framework and the UNDRR Plan of Action.⁵² WFP's reporting against its Sendai Framework commitment shows implementation through various interventions, such as support to national and local governments to align national climate and disaster risk reduction policies, anticipatory action, climate services and climate and disaster risk insurance.⁵³ It is important to note that the evaluation team has not found reports that provide a complete picture of the interventions and amounts allocated.

1.3.2 Climate Change Policy

44. WFP Climate Change Policy was approved by the Executive Board in February 2017.² It states that between 2012 and 2017, 40 percent of WFP operations included activities to reduce disaster risk or to help people adapt to climate change, and in the last decade, almost half of WFP's emergency and recovery operations responded to climate-related disasters.²

45. The goal of the Climate Change Policy is to support vulnerable people, communities and governments in addressing the impacts of climate on food security and nutrition and in adapting to climate change, with the programme priority areas detailed in Table 3. It was developed in response to evidence that climate-related disasters had affected 1.7 billion people and killed 700,000 others over the previous decade.⁵⁴ The policy states that the poorest people are the ones most exposed to climate risks, and that climate change has strong negative impacts on food insecurity and malnutrition. It also notes that climate change exacerbates gender inequalities, a situation that calls for gender transformative adaptation approaches. The policy makes reference to WFP's DRR/M policy, Environmental policy and Nutrition policy (2017-2021), and the Resilience policy. It proposes an integrated approach to ending hunger and malnutrition.²

46. The Climate Change Policy emphasizes the need to invest in strong partnerships with governments, United Nations entities (in particular the RBAs), non-governmental organizations, regional institutions, private sector, civil societies and communities. PROC is the owner of the Climate Change Policy. It is structured in thematic teams working on various aspects of climate action: forecast-based finance and climate information services; climate risk insurance (CRI); energy for food security; climate finance; CSP climate support and monitoring and evaluation (M&E). PROC teams support CSP development, reporting on the CRF, and work on other climate-related issues. WFP has introduced climate change-specific outcomes

⁴⁷ WFP. 2011. Management Plan 2012-2014 (WFP/EB.2/2011/5-A/1)

⁴⁸ WFP. 2016. WFP Climate Guidance.

⁴⁹ UNDRR. 2020. UN Disaster Risk Reduction Focal Points Group Work Plan.

⁵⁰ United Nations SLG. 2021. 6th Meeting of the United Nations Senior Leadership Group on Disaster Risk Reduction for Resilience.

⁵¹ World Meteorological Organization. 2015. The International Network for Multi-Hazard Early Warning Systems (IN-MHEWS).

⁵² UNDRR. 2017. United Nations Plan of Action on Disaster Risk Reduction for Resilience.

⁵³ WFP. 2022. Input on the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030.

⁵⁴ Centre for Research on the Epidemiology of Disasters. 2017. Emergency Events Database.

and output indicators in the new Corporate Results Framework for 2022-2025. These indicators will be measured by country offices and reported in upcoming annual country reports (ACR).

1.4 METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS.

1.4.1 Methodological approach

47. The methodology consisted of a participatory mixed-method approach that integrated various components in a convergent and sequential explanatory design. It built on the reconstructed Theory of Change (Annex IV) and on the three main evaluation questions, aiming to capture the following elements: 1) the quality and coherence of both policies with WFP strategic plans and other relevant corporate policies; 2) the results that each policy has achieved; and 3) the factors that enabled and hindered the results of each policy being achieved. In responding to these questions, the evaluation team treated the two policies separately, while acknowledging the complex nature of the interactions between them, as well as their changing internal and external contexts. The evaluation followed the WFP's Centralized Evaluation Quality Assurance System (CEQAS) for Policy Evaluations.⁵⁵

48. During the inception phase, the evaluation team confirmed the relevance of the sub-questions, as proposed in the TOR, and unpacked those in a number of lines of enquiries. An overview of these questions, their corresponding Organisation for Economic Co-operation and Development-Development Assistance Committee (OECD-DAC) criteria and assumptions as outlined in the Theory of Change is presented in Table 4. Annex III includes the entire Evaluation Matrix and shows how the data collection tools were integrated to enable the team to respond to the evaluation questions. Annex VI. Methodology and Annex VII. Data Collection Tools elaborate on the evaluation design.

Table 4 – Evaluation questions and corresponding TOC assumptions

EQ1. How good are the Disaster Risk Reduction and Management and Climate Change Policies (criteria: relevance, coherence)?

--> ToC: A1, A2, A3

EQ2. What results have the DRR/M and Climate Change Policies achieved (criteria: effectiveness, equity, sustainability)?

--> ToC: A4, A5, A6, A7, A8, A9, A10, A11, A12, A 13, A 14, A 15, A16, A17, A18

EQ3. What has enabled or hindered the achievement of results from the DRR/M and Climate Change Policies (criteria: relevance, coherence)?

-->ToC: A4, A5, A6, A7, A8, A9, A10, A11, A12, A 13, A 14, A 15, A 16, A 17, A 18

49. The assessment relied heavily on existing evidence documented by WFP through desk reviews at the global and country levels. The document review served initially to further develop the evaluation team's understanding of the areas of convergence and divergence of the policies and was instrumental in defining which assumptions and change pathways laid out in the ToC were to be studied in-depth during the country studies and global key informant interviews (KII). Quantitative text analysis facilitated information retrieval in an iterative manner and provided the team with contextual and descriptive information, as well as areas for further investigation. It also enabled a high-level comparative analysis across countries and regions in terms of the emphasis given to each of the areas of intervention studied in this evaluation. The documentation served as a basis to fill specific information gaps in the second stage. The Comparative Learning Exercise complemented these activities by comparing WFP's policies in DRR/M and climate change with those of three relevant entities: FAO, the EU and the Red Cross. An overview of the range of evaluation data sources is provided in Figure 4.

⁵⁵ WFP. 2021. [Centralized Evaluation Quality Assurance System for Policy Evaluations](#).

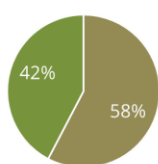
Figure 4 – Evaluation data sources

Global Desk Review and KIIs		Comparative Learning Exercise	
● Document review	300+	● Document review	17
● Global-level interviews	44	● Key Informant Interviews	7 individuals from 3 comparator organizations
Country Case Studies		Text Analysis	
● Document review	600+	● Global documents processed	150+
● Key Informant Interviews	150+	● Country documents processed	350+

Interviewee profile

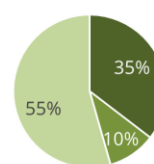
Breakdown between WFP staff and external stakeholders

■ WFP staff
■ External stakeholders



Breakdown of WFP staff per function

■ Headquarters
■ Regional bureau
■ Country office



Source: ADE/Evaluation Team

Data source type ● Documentary analyses ● Interviews

50. For the 11 countries studied, the evaluation team conducted 7 in-country missions (in Bangladesh, Caribbean Community, Ethiopia, Lesotho, Mali, Nepal and Zimbabwe) and four desk reviews (Burundi, Ecuador, Egypt and Senegal). See Annex VIII and Annex IX for more information on the in-country approach and the country selection process. Annex X provides an overview of the stakeholders interviewed over the course of the evaluation.

51. The evidence collected across the countries was coded and clustered based on the areas of intervention and policies it related to, while also considering the contextual conditions that could influence it. Results for each code and across clusters were triangulated at the end of the data collection period to respond to the evaluation questions.

52. To assess the contribution (limited-moderate-strong) of the DRR/M and Climate Change Policies to results or changes observed, the evaluation team applied a rationale based on responses to the following questions (Table 5). Further details on how responses were systematically interpreted, as well as an assessment of each area of intervention, are provided in Annex XI.

Table 5 – List of questions for contribution assessment

Which areas of intervention does each of the DRR/M and Climate Change Policies focus on? Which of these do both policies focus on?
(If/when implemented) to what extent does the area of intervention align with the policy/ies?
Has the area of intervention started or grown in recent years?
Which offices/teams have provided technical support for this area of intervention?
What guidance (manuals/tools) is being used for this area of intervention?
What is the source of funding for this area of intervention?
Which other policies include/ promote these areas of interventions?

53. The evaluation team ensured that the views of women and affected populations were represented throughout the process. In addition to mainstreaming gender dimensions across the evaluation questions,

a specific subquestion was included. During data collection, the team also investigated to what extent the DRR/M and Climate Change Policies enabled WFP to respond to the varying needs of vulnerable groups, such as the elderly, youth and people with disabilities.

54. The evaluation team optimized learning and created synergies with the parallel evaluation of WFP's Resilience Policy. The key areas of coordination included the following ones: a joint glossary of terms; a selection of country case studies; shared questions for interview protocols; coded transcripts; a joint questionnaire and focus group discussion with members of the Executive Board; and a joint stakeholder workshop. Furthermore, WFP management coordinated the development of management responses.

1.4.2 Key limitations

55. The methodological design integrated the results of the evaluability assessment carried out during the inception phase, which correctly foresaw a lack of reliable monitoring data collected against DRR/M and climate change-related indicators. The set of corporate indicators that can exclusively be linked to relevant DRR/M and climate change interventions is limited and collected data vary across the period and country offices. The methodology therefore included in the evaluation matrix only the few relevant corporate indicators for each Strategic Plan.

56. The limited number of key stakeholders interviewed from the external organizations selected for the CLE meant that the exercise did not reach its full learning potential. Consequently, the CLE had to rely more heavily than planned on document review. Importantly, most key informants focused on the climate change theme only, leaving little evidence to balance the strong focus on this theme.

57. Although field visits were carried out in seven countries, limited resources restricted their duration to less than a week. As the visits aimed to assess the extent to which the policies have been an enabler of results at country level, rather than to evaluate the results themselves, they did not include systematic consultations with the intended beneficiaries of DRR/M and Climate Change policy-related activities.

58. These limitations did not affect the general validity of the findings of the evaluation. The evaluation team was able to validate the findings by triangulating the information provided by WFP through interviews with donors, government representatives, other United Nations agencies, service providers, cooperating partners and NGOs and by conducting an in-depth documentary analysis. Annex VI presents further details on the methodological approach and how it ensured a strong evidence base.

1.4.3 Ethical considerations

59. The evaluation conforms to WFP and 2020 United Nations Evaluation Group ethical guidelines. ADE and the evaluation team ensured the application of ethical standards and safeguards at all stages of the evaluation process. This included obtaining informed consent, protecting the privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity and respecting the autonomy of participants.

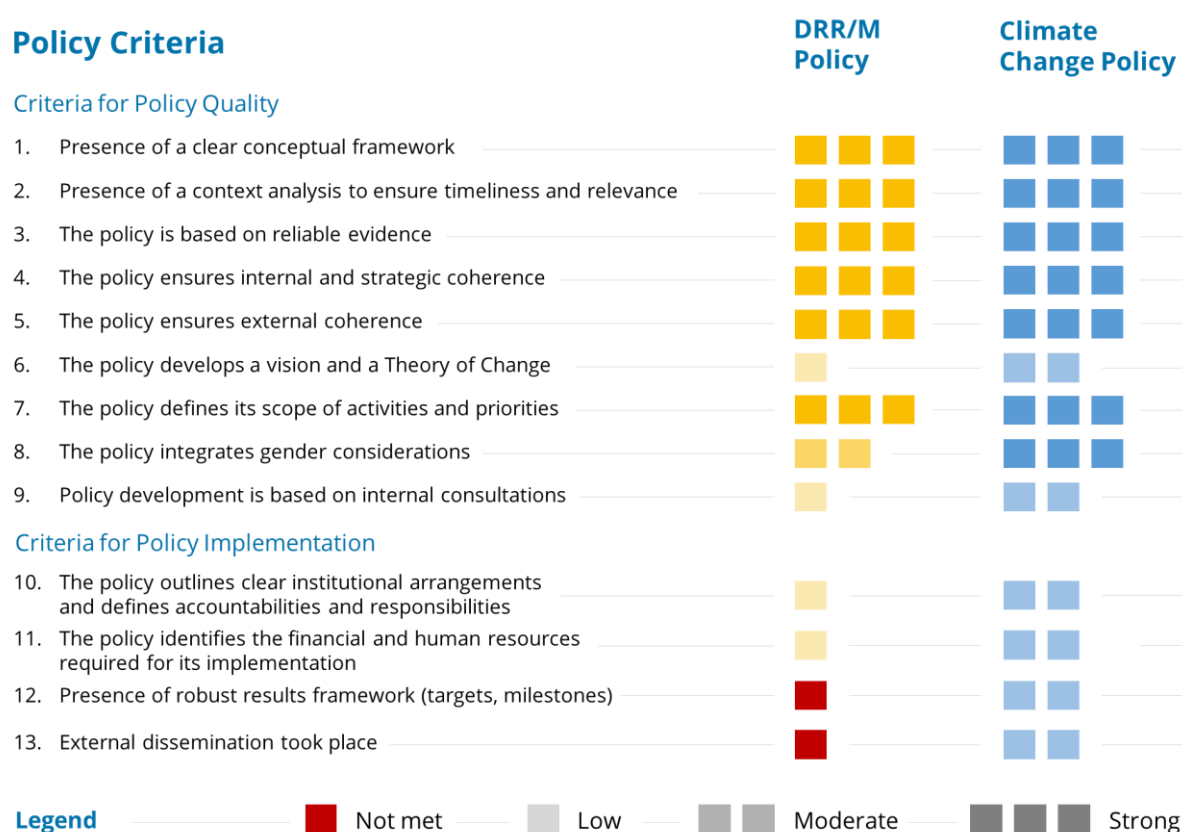
2 Evaluation findings

2.1 EQ1: HOW GOOD ARE THE DISASTER RISK REDUCTION AND MANAGEMENT AND CLIMATE CHANGE POLICIES (CRITERIA: RELEVANCE, COHERENCE)?

60. The quality of each policy is measured against a set of criteria based on the 2011 WFP Policy Formulation document,⁵⁶ on the lessons learned from policy evaluations (2018)⁵⁷ and on the synthesis of policy evaluations (2020).⁵⁸ They cover aspects of how they are designed and how practical they are, including their relevance and their coherence with external and internal contexts, and how each policy should be implemented. The degree of coherence between the DRR/M and Climate Change Policies is also discussed, as well as the coherence between these policies and the Resilience Policy. An overview of the respective scores against the criteria is presented in Figure 5. The remainder of this section offers a summary of the justification of these scores. *Annex XII* includes a detailed analysis.

2.1.1 To what extent does each policy meet the criteria for policy quality in WFP?

Figure 5 – Scores of the DRR/M and Climate Change Policies against the Policy Criteria



Source: ADE/evaluation team. Criteria based on the 2011 WFP Policy Formulation Document, the 2020 Synthesis of Evidence and Lessons from WFP's Policy Evaluations and the 2018 Top 10 Lessons for Policy Quality.

⁵⁶ WFP. 2011. WFP Policy Formulation (WFP/EB.A/2011/5-B).

⁵⁷ WFP. 2018. Evaluation Top 10 Lessons.

⁵⁸ WFP. 2020. Synthesis of evidence and lessons from WFP's policy evaluations.

Finding 1. Both the DRR/M and the Climate Change policies provide clear conceptual frameworks demonstrating the importance of the engagement of WFP in both areas. While both policies explain the scope and priorities for WFP, the policies are not supported by theories of change and the objective of the DRR/M policy was not sufficiently articulated. Both fell short in terms of practical content and mechanisms for implementation, although steps were taken to provide guidance to support the integration of Climate Change and DRR/M in CSPs.

61. The DRR/M and Climate Change policies define related concepts and elaborate on how these concepts interact with each other and how they relate to other themes, such as resilience, food security, nutrition and gender.

62. Both policies adequately analyse their external context, referring to key international agreements and considering changes in the humanitarian and development sectors at the time of their formulation (see Figure 2 and Finding 3).

63. Each policy presents a strong rationale for the role of WFP and the relevance of each topic to its mandate and strategic objectives. The DRR/M policy emphasizes the experience and expertise of WFP in DRR/M, whereas the Climate Change Policy better articulates the connections between existing experience (albeit in interventions previously known as DRR) and a vision of how they can be applied for climate change adaptation.

64. Both policies describe their scope and priorities, but in different ways. The DRR/M policy differentiates between the range of DRR/M interventions that WFP already implements (“WFP’s comparative advantages”) and the priorities for the policy implementation, whereas in the Climate Change Policy, the scope and priorities are the same. Both formats are considered useful and user-friendly, but the Climate Change Policy conforms better to current notions of good practice in WFP policies.

65. The DRR/M policy does not explicitly lay out a vision, yet it does propose a set of principles with which WFP can further develop its DRR/M activities. The Climate Change Policy and its subsequent guidance do present a clear vision, specifically responding to the question, “What is WFP’s role and mandate on CCA and DRR?”, as well as put forward a set of principles for how the policy should be implemented. Coherence between the two sets of principles is shown in Figure 7. Indeed, the content and coherence of the principles provide clear orientations on WFP’s commitments and approaches to DRR/M and climate change adaptation. Theories of change were not common practice when the policies were written, hence neither policy includes one.

66. The internal consultation process for the Climate Change Policy was broader than for the DRR/M policy, which led to greater awareness of the fact that WFP was developing a position on the issue. Only one key informant interviewed by the evaluation made reference to external consultations; yet WFP held two informal consultations with WFP Executive Board in July and September 2011 for the DRR/M policy and in August 2016 and in January 2017 for the Climate Change Policy.

67. Both the DRR/M policy and the Climate Change Policy fell short in terms of practical details regarding their implementation. Neither specifies responsibilities and accountabilities by level or function; nor were they accompanied by a costed implementation plan. The DRR/M policy makes no reference to the human resources required for its implementation; it estimates the financial resources required but no evidence of these funds being allocated could be found. The Climate Change Policy contains a dedicated section on financial and resource considerations. It identifies climate finance as a growing source of funding, mentions partnerships through which it will explore additional funding sources, and elaborates on the required nature of the funding. The Climate Change Policy also references staff capacity as a key factor for the implementation of the policy. It was complemented by various documents developed shortly after the policy approval, including a capacity-development and knowledge management strategy and practical guidance on how to integrate climate change and DRR/M in CSPs.

68. The Climate Change Policy includes a results framework but lacks targets; the DRR/M policy has neither. The Climate Change Policy was also disseminated in a wider manner after its approval, as evidenced by the guidance produced for different internal audiences. Nevertheless, field missions and key informant interviews confirmed that staff in country offices and even in many teams at HQ knew very little

about the content of either of the policies, or even of their existence. Outside WFP there was also very little awareness of the policies, even among key partners.

2.1.2 To what extent is each policy coherent with: i) WFP strategic plans (2008-2022) and other relevant WFP corporate policies or normative frameworks; ii) intergovernmental and United Nations system-wide changes; and iii) WFP positions and approaches within the humanitarian-development-peace nexus, and with gender equality, equity and inclusion approaches?

2.1.2.1 WFP strategic plans and relevant WFP corporate policies

Finding 2. The DRR/M and Climate Change policies are well aligned with WFP strategic plans and with other corporate policies. Strong thematic alignment exists between the two policies and the Resilience Policy, and moderate thematic alignment with the Emergency Preparedness Policy, the Environmental Policy and the Country Capacity-Strengthening Policy.

69. Both the DRR/M and Climate Change Policies are well aligned with WFP strategic plans. Issues related to disaster risk reduction, disaster risk management, climate change and climate change adaptation have been integrated within the last four WFP strategic plans covering a period of 14 years. As presented in Figure 6, climate change issues and related activities have mainly been emphasized in the last two strategic plans, namely since 2017, while DRR/M issues and related activities have been referred to on a more regular basis since 2008.

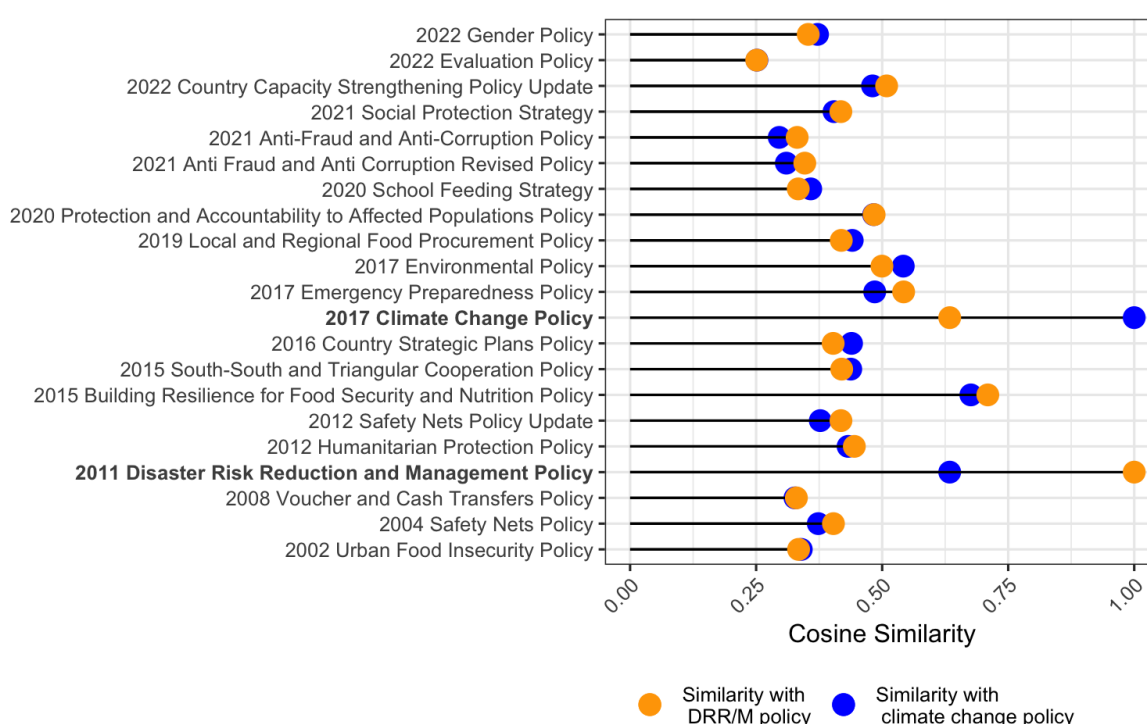
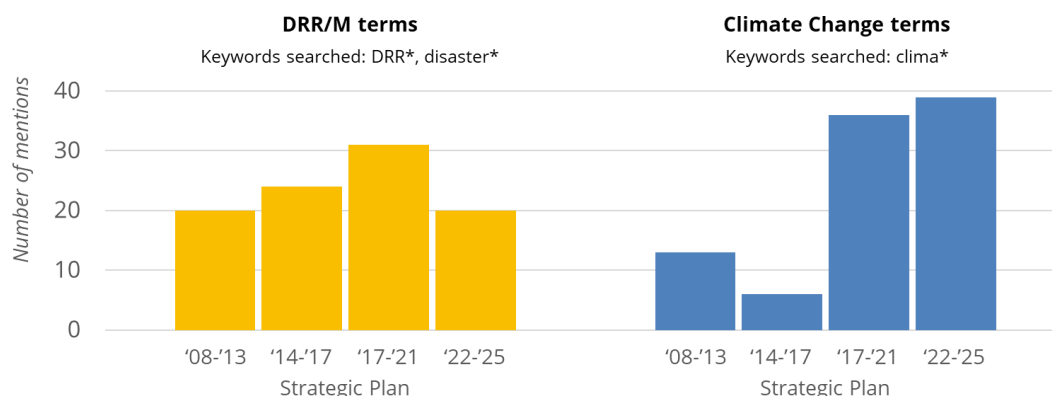
70. The DRR/M policy was “built on the WFP Strategic Plan (2008-2013)”.¹ This policy defined its implementation priorities in line with the Strategic Plan: improve the capacity and effectiveness of emergency preparedness and response mechanisms; intensify WFP’s capacity development and policy support; improve WFP’s capacity to analyse the links between disaster risk, hunger and other drivers of food insecurity; increase the quality and impact of WFP’s activities to build resilience; consolidate critical partnerships; and improve monitoring and evaluation.

71. The Climate Change Policy makes nine references to the WFP Strategic Plan (2017-2021) that was developed just prior to its approval. It presents the clear synergies between the two: “In the context of the WFP Strategic Plan (2017–2021), this policy outlines WFP’s support to countries in addressing the impacts of climate change on the most food-insecure people”.

72. The DRR/M and Climate Change Policies are well aligned with other corporate policies. Both policies refer to key corporate policies that are thematically connected and have influenced their contents. For example, the Climate Change Policy states that this “policy also complements other WFP policies, such as the Environmental policy, the Nutrition policy (2017–2021), the policy on Building Resilience for Food Security and Nutrition, the Gender policy, and the policy on Disaster Risk Reduction and Management.” Figure 6 presents the affinity between the key words related to DRR/M and climate change in other corporate policies, also revealing strong thematic alignment with the Resilience Policy and moderate thematic alignment with the Emergency Preparedness policy, and the Country Capacity-Strengthening policy. A moderate thematic connection was also found with the Environmental Policy.

Figure 6 – Affinity of policies to WFP strategic plans and policies

Presence of related keywords in strategic plans



Source: ADE/evaluation team.⁵⁹

2.1.2.2 Intergovernmental and United Nations system-wide changes

Finding 3. The DRR/M and Climate Change Policies were highly relevant to and coherent with intergovernmental and United Nations-wide changes in their fields. Today the DRR/M policy is out of step with major changes in international frameworks and agreements and the Climate Change Policy is no longer fully aligned with the most recent developments.

73. When they were written, both the DRR/M and Climate Change Policies were coherent with (contemporary) intergovernmental and United Nations-wide changes in their fields. The time frame for the successive intergovernmental and United Nations system-wide changes relevant to DRR/M and Climate Change spans a long period, beginning with the UNFCCC in 1992. Within this extended timespan, the

⁵⁹ Cosine similarity is a metric used to measure how similar documents are in terms of their subject matter, and independently of the length of the documents. For more details, see Annex VI.

DRR/M and Climate Change Policies were published shortly after the gradual introduction of major international initiatives and were coherent with them at that time.

74. The start of the process was relatively slow. It took four years for the first WFP policy on DRR/M, published in 2009, to follow the Hyogo Framework for Action (HFA), signed in 2005.⁶⁰ The policy was updated in 2011 to the current policy on DRR/M, and refers to major changes taking place at that time, namely the Hyogo Framework for Action, the Millennium Development Goals,⁶¹ agreements made by the Inter-Agency Standing Committee and by the leadership of DRR/M by the UNISDR.

75. The coherence of the two policies with intergovernmental and United Nations-wide changes diverged; the DRR/M policy became outdated whereas the Climate Change Policy remained largely relevant, although somewhat disconnected from some emerging areas for attention in the humanitarian and development sectors, such as localization of humanitarian action and the humanitarian-development-peace nexus. Since the Climate Policy was approved, the United Nations Food Summit and COP26 took place in 2021, resulting in WFP's commitment to Climate Action to Transform Food Systems. At COP27 in 2022, a ground-breaking agreement was reached on Loss and Damage, although implementation will take time.

2.1.2.3 WFP position and approaches within the humanitarian-development-peace nexus

Finding 4. The DRR/M and Climate Change Policies reflect the position of WFP on the humanitarian-development nexus, but lack the peace element of the triple nexus in that they do not explicitly connect DRR/M and climate change with building peace alongside the humanitarian response and development interventions.

76. WFP internal documents describe the nexus as a framework to promote complementary actions and an approach to support the coherence of inter-agency actions. Its links to climate and disaster risk are unclear. The position is encapsulated in WFP's "Nexus Programme Principles" and "The three top things to know about the humanitarian-development-peace nexus", which refer directly to concepts of risk and risk management numerous times but have no explicit link to climate.

77. Nevertheless, WFP's position on the double nexus (humanitarian-development), encapsulated in the saving lives, changing lives mandate, is coherent with both the DRR/M and Climate Change policies, although it is not precisely referred to as such in either of them. The DRR/M policy states that "Disaster risk reduction is cross-cutting and bridges emergency response, recovery and development" and makes references to "development programmes", "development actors" and "development gains". The Climate Change policy refers twice to the humanitarian-development continuum, first as a principle for climate action ("WFP using its experience throughout the humanitarian-development continuum"), and second in relation to its commitment to providing stable, long-term resources to enhance climate resilience.

78. The integration of the areas of intervention described by the policies with peacebuilding (the triple nexus) is not given attention in either policy, although the DRR/M policy does include among its priorities "improving capacity to analyse the links [between] disaster risk and conflict". This link was also highlighted by some informants as an ongoing need.

79. Some senior WFP staff, along with other external informants, conflate the nexus with resilience and climate change adaptation and one suggested that WFP needs "a framework of frameworks for resilience, nexus, food systems and Climate Change Adaptation".

80. Country-level practices on the humanitarian-development nexus are emerging, for example in Bangladesh, the Caribbean, Mali, Nepal, Senegal and Zimbabwe, although the contribution of the DRR/M and Climate Change Policies is unclear. In Ecuador and Lesotho the absence of nexus work was more noteworthy given the hazard landscapes and level of development (as discussed with country offices). Internal informants stressed the importance of multi-year funding and the need to integrate WFP's work across strategic objectives prior to "diving into the nexus". Requests for more guidance on how the two policies can be operationalized to contribute to the humanitarian development peace nexus were

⁶⁰ United Nations Specialized Conferences. 2005. Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters.

⁶¹ United Nations. 2000. United Nations Millennium Declaration.

expressed, as well as the need to raise the visibility of WFP's dual mandate of "saving lives, changing lives", accompanied, when feasible, by a focus on root causes. This would be helpful as WFP's dual mandate is viewed differently among the Executive Board members consulted, and some donors see distinct areas of intervention while others are looking for an integrated approach between saving and changing lives.

2.1.2.4 Gender equality, equity and inclusion approaches

Finding 5. At the time it was written, the DRR/M policy was coherent with WFP's approaches to gender equality, equity and inclusion. The Climate Change Policy, being newer, better reflects the more recent commitment of WFP to gender transformative outcomes. Both remain thematically coherent with the 2022 Gender policy, but explicit commitments to intersectionality are missing.

81. At the time it was written, the DRR/M policy was coherent with WFP's approaches to gender equality, equity and inclusion. It states that it builds on the Gender Policy (2009)⁶² and, as such, it promotes gender sensitivity, equality and the empowerment of women. Its focus is on gender-differentiated impacts of disasters and commits to ensuring 'men and women's participation in assessments and project design'. However, a rather outdated approach to gender is reflected in the statement: "WFP will take advantage of women's skills...", which does not emphasize women's leadership in the way that subsequent WFP gender policies have. It also lacks reference to the transformative aspects of gender and inclusion.

82. The Climate Change Policy is coherent with WFP's current approaches to gender equality, gender transformation and inclusion, hence is better aligned than the DRR/M policy. It also states that it builds on the Gender Policy (2015),³⁰ and describes gendered vulnerability and impacts of climate change and disasters, including their contribution to perpetuating inequality and gender-based violence. It takes a gender justice approach in phrases such as "efforts to combat climate change and end hunger are undermined...if benefits are not equitably realized...". Unlike the DRR/M policy, it includes a principle on designing gender transformative adaptation activities, but does not (per se, or in subsequent guidance) provide clear orientations on how to put this principle into practice. It also refers to inclusive leadership and financial inclusion.

83. Both the DRR/M and Climate Change Policies predate the 2022 Gender policy and therefore do not explicitly refer to its priorities. Neither the DRR/M nor Climate Change Policies are referenced in the 2022 Gender policy, although thematic coherence is clear in its references to emergency preparedness, response, disaster risk reduction, resilience, climate and climate stressors. Explicit commitments to intersectionality are missing from both policies.

2.1.3 How coherent is the Disaster Risk Reduction and Management Policy with the Climate Change Policy? How coherent is each policy with the Policy on Building Resilience for Food Security and Nutrition?

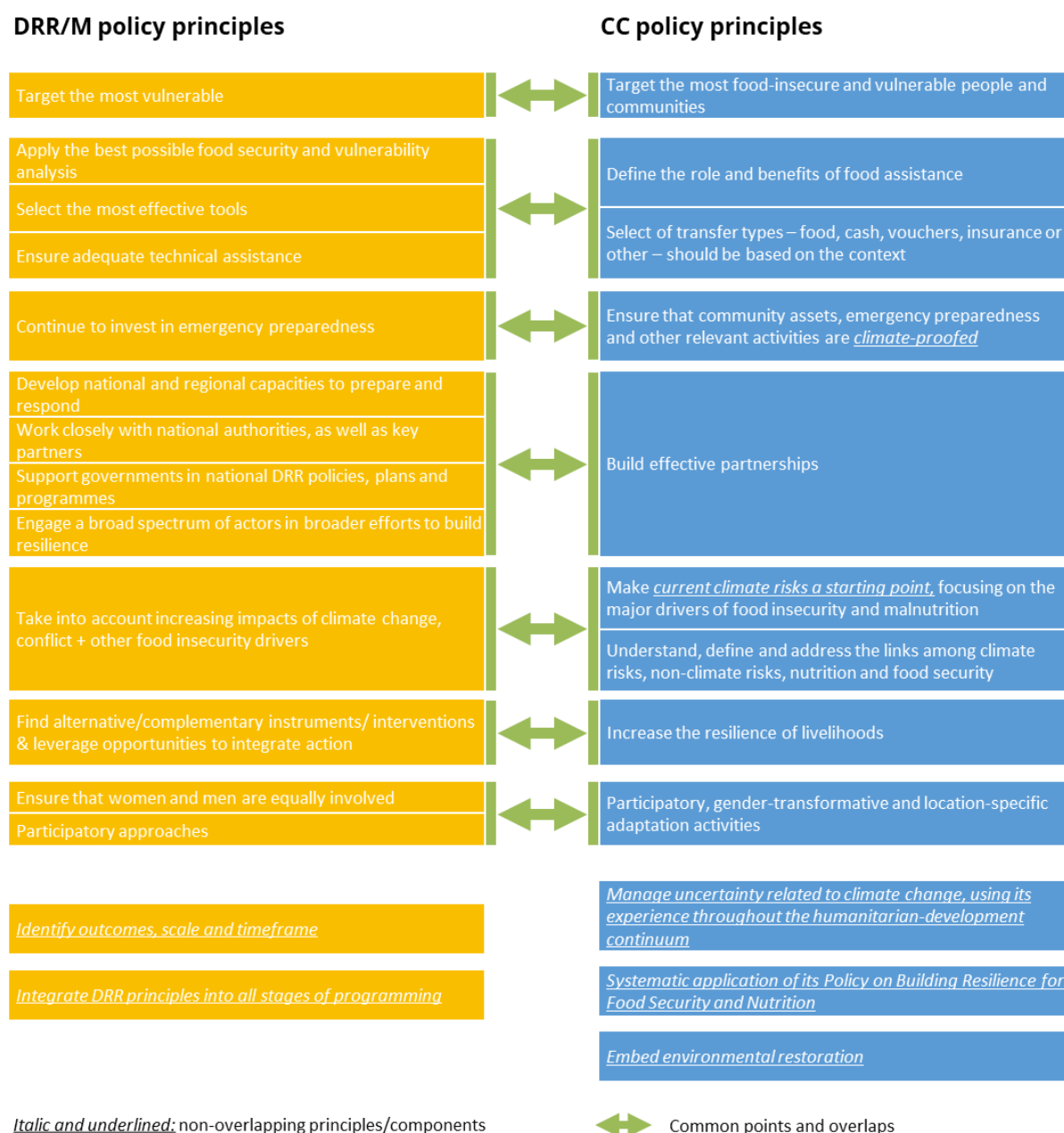
Finding 6. There is a high degree of coherence between the objectives of the DRR/M and the Climate Change policies. Their objectives are also well-aligned with those of the Resilience policy. Furthermore, there is considerable overlap in terms of prioritized areas of interventions: Some of those that are presented as specific to climate change are also well-known elements of DRR/M, albeit with different names. Finally, there is a strong coherence and overlap in interventions referred to in each of the policies under evaluation with the interventions under the Resilience policy.

84. Overall, there is a high degree of coherence between the DRR/M and Climate Change Policies. They provide clear and complementary conceptual frameworks, and the definitions they use, which are based on UNISDR/UNDRR terminology, are consistent. As Figure 7 shows, their principles are well aligned, since both policies are concerned with the following: targeting the most vulnerable, using appropriate transfer types, ensuring that people and governments invest in disaster preparedness, working through partnerships, understanding and addressing the risks of climate change, promoting resilient livelihoods, and ensuring gender equality and participation. The only principles that are solely present in the Climate Change policy

⁶² WFP. 2009. WFP Gender Policy (WFP/EB.1/2009/5 A/Rev.1).

are those that highlight climate change as a key risk driver and that promote the integration of climate analysis. The only principles that feature solely in the DRR/M policy are the integration of DRR/M in all stages of programming and the need to identify outcomes, scale and timeframe to ensure that programmes are designed to deliver effective results. The Resilience policy and the environment (as a theme, not the Environmental policy that was published later) are mentioned in the Climate Change policy.

Figure 7 – Coherence between DRR/M and Climate Change Policies’ Principles



Source: ADE/Evaluation Team on the basis of the DRR/M and Climate Change Policies.

85. At the level of objectives, there are some notable differences. The DRR/M policy lacks a clear objective, but the executive summary states that “WFP’s disaster risk reduction policy focuses on building the resilience and capacity of the most vulnerable people, communities and countries, by working to ensure food security while reducing disaster risk and protecting and enhancing lives and livelihoods”. In contrast, the Climate Change policy’s specific objective is to “address the impacts of climate change on hunger”.

86. In terms of areas of interventions, there is a considerable overlap between the two policies. As indicated in Figure 8, the areas shown in green are common to both. Some nuances are presented in each

policy, but they are fundamentally the same. Those in yellow or blue are specific to one policy or another: stoves and energy efficiency, climate services and risk finance and insurance only feature in the Climate Change policy. Two areas of intervention in the DRR/M policy are not reflected in the Climate Change policy: the DRR/M policy explicitly prioritizes consolidating partnerships and improving monitoring, presumably because of weaknesses noted in both areas at the time. It is important to point out, however, that the categorization used in this evaluation is based on the policy wording and structure, not on the concepts themselves.

Figure 8 – DRR/M and Climate Change areas of intervention from the TOC

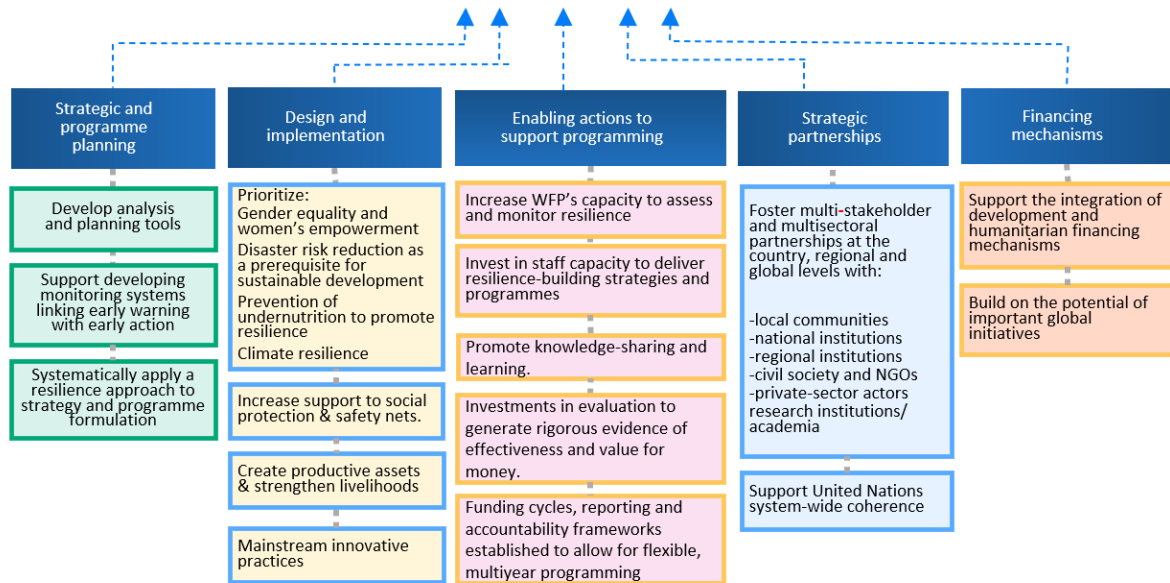
Areas of intervention prioritized by the DRR/M Policy	Common areas	Areas of intervention prioritized by the Climate Change Policy
<i>Incl. improving capacity to analyse links between disaster risk, hunger, climate variability and change, conflict and others</i>	Food security analysis	
+ non-climatic hazards	Social protection and safety nets	
Emergency Preparedness and Response (<i>inc. interagency/in humanitarian system</i>)	Emergency preparedness and response	+ Climate-informing Emergency Preparedness and Response
	Early Warning and Early action	+ Anticipatory Action and Forecast-based Finance
<i>Asset creation, local purchase, and other food assistance tools that build (community-level) disaster resilience</i>	Community-level resilience-building	FFA for irrigation, sustainable (adaptive) livelihoods, rural infrastructure
To national DRM and food security policies and Hyogo/Sendai process	Policy support (national, regional, global) and capacity-building	To national climate change policies (inc. NAPs and NDCs) and climate finance services; to the UNFCCC and other international and regional processes
<i>Consolidate partnerships for learning on DRR/M</i>		Stoves and safer energy sources
<i>Improve monitoring and evaluation of the impact and cost effectiveness of DRR</i>		Climate services
		Risk finance and insurance

Source: ADE/Evaluation Team based on the DRR/M and Climate Change Policies and consultations with WFP.

87. Many areas of intervention under the DRR/M and Climate Change Policies are also included in the Resilience policy. As shown in Figure 9, both DRR/M and climate resilience are specifically mentioned in the Resilience Policy, as well as social protection and safety nets, early warning and early action, partnerships and monitoring.

88. The objective of the Resilience policy (“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”) is significant in that it includes both climate and non-climate related hazards. It is also worth noting that, although the DRR/M policy was written five years prior, its subtitle – Building Food Security and Resilience – is very similar. This coherence is important in relation to the achievements and challenges of the DRR/M and Climate Change Policies, given the timing of their approval and overlapping content with the Resilience policy. One important difference between the DRR/M and Climate Change policies and the Resilience policy is the contrast between resilience as an outcome and resilience-building as an intervention. While in all three policies it is regarded as an outcome to which disaster risk reduction and climate action contribute, “community resilience-building” is also treated as an area of intervention in the DRR/M and Climate Change policies and is associated with food assistance for assets programmes that aim to increase either resilience or livelihoods at the community level. Hence community-resilience building is discussed in this evaluation as an intervention (that is common to both the DRR/M and Climate Change policies) rather than an outcome.

Figure 9 – Implementation Mechanisms of the Resilience Policy



Source: Itad, Evaluation on WFP's Policy on Building Resilience for Food Security and Nutrition

89. Key informants from multiple countries and various WFP HQ teams suggested that convergence between the DRR/M, Climate Change and Resilience policies may have facilitated cumulative positive effects at the operational level. Many of them, however, including from the WFP Executive Board, also stated that having three different policies has led to siloed mindsets (separate teams, separate initiatives) and unnecessary duplication. This was also observed in the 2019 Strategic Evaluation of WFP Support for Enhanced Resilience, which found that “a unifying, agency-wide conceptualization of resilience is lacking”.⁶³ Some suggested that, moving forwards, WFP should integrate the Climate Change and DRR/M policies under the resilience umbrella (with resilience being the overarching objective and Climate Change and DRR/M as entry points to reach it), while others see climate change as a cross-cutting issue that goes beyond programming and requires a separate policy. Other mergers were also suggested by multiple voices (the DRR/M policy with the Climate Change policy, or the DRR/M policy with the Resilience policy), all with the aim of reducing overlaps and maximizing clarity for the users.

90. The CLE compared WFP's positions above with how other organizations view the concepts of CCA, DRR/M and, when possible, resilience. In the European Union, while there is no push to distinguish between CCA and DRR/M, there is agreement that all CCA efforts can also be tagged as DRR/M. There is an exercise underway in the Directorate-General for International Partnerships (DG INTPA) to recode this for DAC. For the Red Cross, while the Climate Centre is a distinct Red Cross entity, CCA and DRR/M are considered to be fully integrated, and they see DRR/M as a wider term in which CCA is embedded. For FAO, DRR is an intrinsic part of CCA. For the three CLE organizations, CCA and DRR/M are coherent concepts and should be logically connected and consistent. While there is no full agreement on an ideal term to encompass both CCA and DRR/M, some stakeholders use ‘resilience’ while other stakeholders suggest that ‘integrated risk management’ is a useful term that has the added benefit of spanning the spheres of risk prevention, preparedness, response and recovery to lend itself to a nexus approach.

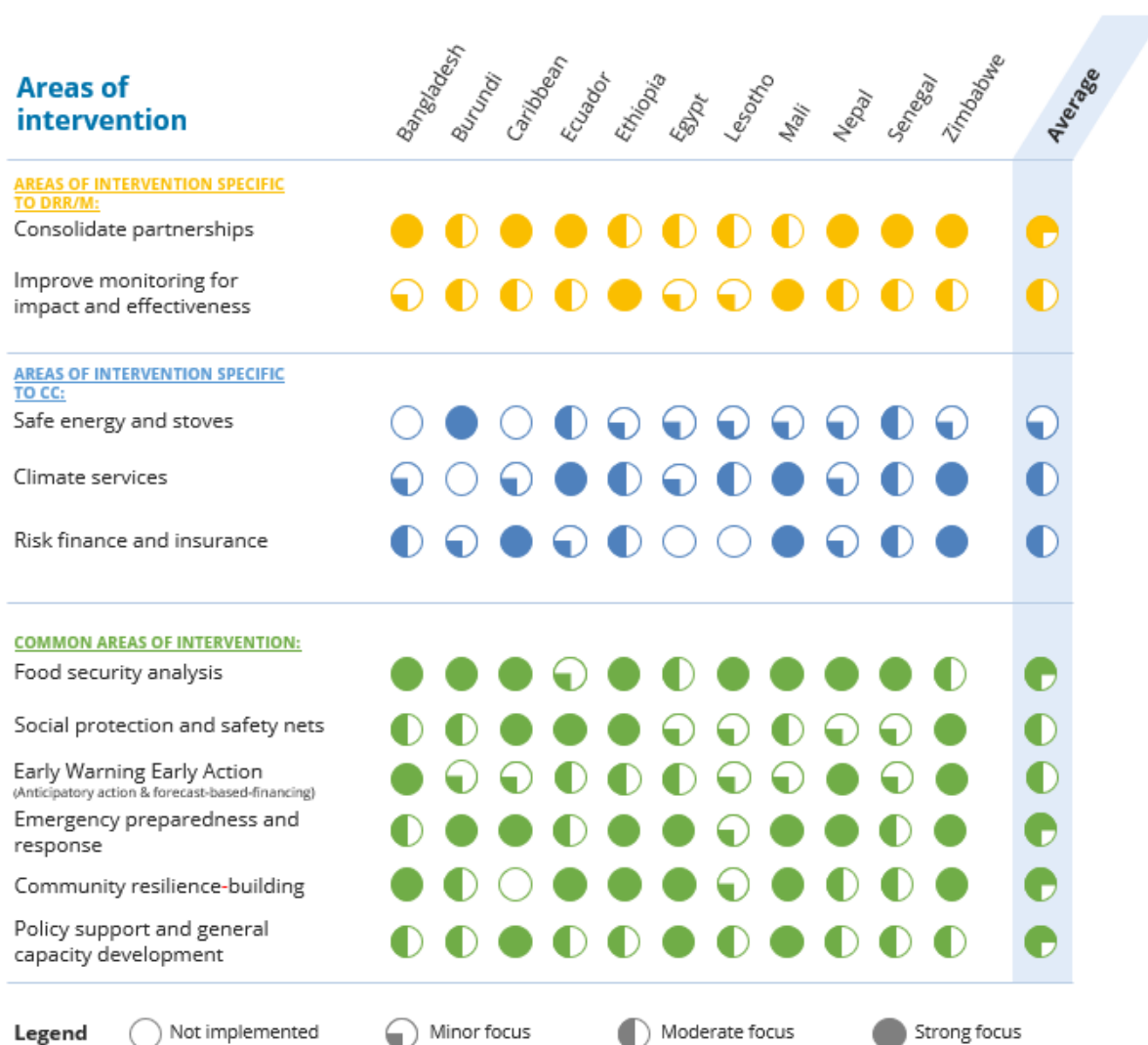
⁶³ WFP. 2019. Strategic Evaluation of WFP Support for Enhanced Resilience.

2.2 EQ2: WHAT RESULTS HAVE THE DRR/M AND CLIMATE CHANGE POLICIES ACHIEVED (CRITERIA: EFFECTIVENESS, EQUITY, SUSTAINABILITY)?

91. The DRR/M and Climate Change Policies overlap quite significantly in terms of the type of interventions they promote. With the DRR/M policy, WFP intended to contribute to reducing disaster risk and strengthening resilience by focusing on improving risk analysis in relation to food security, social protection and safety nets, emergency preparedness and response, community resilience, policy support and capacity-building, as well as improving monitoring and evaluation and consolidating partnerships for learning. With the Climate Change policy, WFP also intended to contribute to results in food security analysis, social protection and safety nets, emergency preparedness and response, community resilience, policy support and capacity development, as well as in early warning and early/anticipatory action, climate services, insurance, stoves and safer energy.

92. For that reason, and to avoid repetition, evaluation questions 2.2.1 and 2.2.2 are addressed together in the following sections. The results of the two areas of intervention that are specific to the DRR/M policy, namely partnerships for learning and monitoring and evaluation, are discussed in response to Evaluation Question 3 as they are also considered to be factors that influenced the achievement of all results.

Figure 10 – Presence of DRR/M and Climate Change related areas of intervention in the selected countries



Source: ADE/Evaluation Team. Based on a review of CSPs, ACRs, CO KIIs, and triangulation with PROC reporting.

2.2.1 To what extent have the DRR/M and Climate Change Policies achieved their intended results?

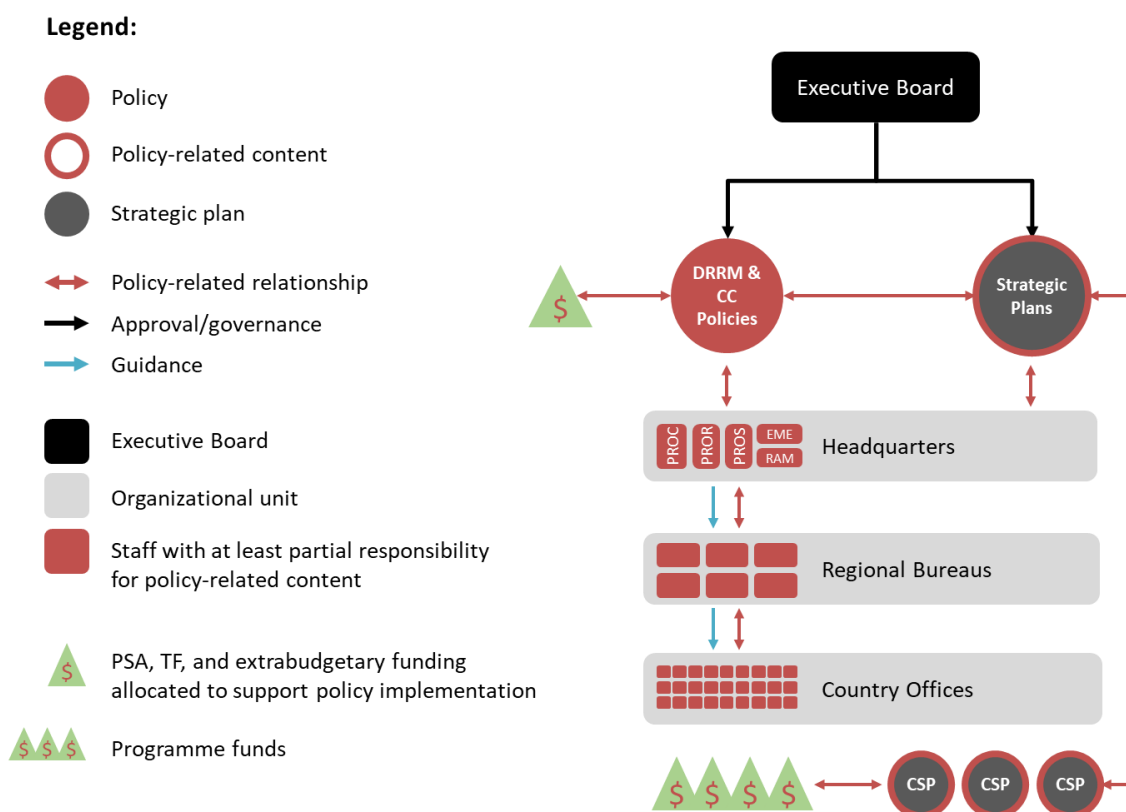
93. In policy evaluations, it can be challenging to directly connect programme level results to policy objectives and priorities. WFP policies are often initially outward-facing documents whose principal target audiences are the Executive Board (to gain its approval) and prospective donors and partners. They also have an internal audience, aiming to provide a strategic direction for WFP and informing the development of operational guidance that will support their operationalization. Sometimes a policy may predate a strategic plan, sometimes vice versa.

94. Internally, policies influence how WFP's organizational resources are deployed and distributed. Dedicated teams interact with focal points working on policy-related programming across the organization, from headquarters to Country Offices. At the same time, WFP's corporate Strategic Plans guide the content of CSPs, which are expected to align with the agreed strategic objectives. Policy-related content in the corporate Strategic Plans thereby affects the strategic direction and programmatic approach of CSPs, which are informed by and adapted to each national context. Both the direct interactions and strategic alignment are supported with policy-related guidance and tools. It has been noted that the two policies and the WFP Strategic Plan provide coherent strategic orientations for the CSPs.

95. On this basis, and confirmed in consultation with stakeholders at headquarters, regional bureau and country office levels, the hypothetical influence of the DRR/M and Climate Change Policies is presented in Figure 11. A related assessment tool is provided in Annex XI. Where possible, the findings presented below are explained in relation to the 'policy influence system' in the figure. The influence of other policies and of external factors are also taken into account where relevant.⁶⁴ Based on interviews, the evaluation found that the level of familiarity of country office staff with both policies was very limited or inexistent, but this does not preclude other ways in which the policies have influenced interventions and other actions.

⁶⁴ External factors, such as government or donors' priorities, opportunities for collaboration with other United Nations agencies and external shocks.

Figure 11 – Hypothetical influence of DRR/M and Climate Change Policies on WFP systems, resources and plans



Source: ADE/Evaluation Team.

2.2.1.1 Contribution of policies to programme-level results for common areas of intervention

Finding 7. Areas of interventions prioritized in the DRR/M and Climate Change Policies feature prominently in the programmatic portfolio of WFP. The influence of the DRR/M and Climate Change Policies on the activities that are common to both policies varies greatly.

96. As shown in Figure 10, the areas of intervention prioritized in the DRR/M and Climate Change policies feature prominently and widely in CSPs. Those found to have the strongest presence in the CSPs of the countries studied are food security analysis, emergency preparedness and response (EPR), partnerships, community resilience-building and policy support and capacity development.

97. WFP has been engaged in most of the areas that are common to both policies for many decades. Some, such as food security analysis, EPR and early warning are central to WFP's identity. While they feature strongly in WFP's portfolio, the influence of the DRR/M and Climate Change Policies on these areas of intervention is considered moderate or limited.

98. Food security analysis and EPR (with the exception of the early warning and early action aspect) have changed little or inconsistently since the policies were approved, hence the influence of the policies is considered to be moderate or limited. These areas of intervention are more strongly guided, and hence influenced, by other units or teams, the tools and training they have produced and their related policies.

99. Social Protection and Safety Nets and Policy Support and Capacity Development have incorporated new aspects and have grown since the development of both policies, and they have benefited from funding

raised by PROC. However, these changes cannot be solely credited to the DRR/M and Climate Change policies as the areas of intervention are also supported by other teams and sources of expertise and are guided by other strategies and policies. The contribution of the DRR/M and Climate Change Policies to these areas of intervention is considered moderate.

100. Community resilience-building is a relative newcomer to WFP's portfolio. The influence of the DRR/M and Climate Change Policies on this common area is considered moderate as it has grown since they were introduced and has benefited from funds accessed by PROC, but it has also received support from PROR under the Resilience Policy.

101. A more detailed analysis of the influence of the DRR/M and Climate Change Policies on areas of intervention common to both policies is presented in the following sections.

2.2.1.1.1 Food security analysis

Finding 8. The influence of the DRR/M policy on food security analysis is considered to be moderate for the following reasons: DRR has been integrated within the participatory Three-Pronged Approach (3PA), a key trends analysis and programme design tool; the effects of disasters on food security are considered in the design and implementation of many CSPs, and within those, corresponding actions to promote DRR or resilience to natural hazards. The influence of the climate change policy is considered to be limited but increasing. There is a clear effort from PROC and RAM to promote climate-informed analyses: a guide to climate and food security analyses was produced in June 2019 and a range of country studies were carried out. However, this approach has yet to be institutionalized and capacities to take forward such complex analyses are still limited.

102. Vulnerability Analysis and Mapping (VAM) informs the planning and design of WFP operations. Before the DRR/M policy was approved in 2011, the key tools used by WFP for food security analysis were guidelines on Emergency Food Security Assessments and Comprehensive Food Security and Vulnerability Analysis. Both included guidance on analysis of disaster risk in relation to food security, but did not refer to disaster risk reduction nor provide direction on appropriate DRR measures for the contexts analysed.

103. The development of the participatory 3PA of 2013 marks the start of an approach to food security analysis that incorporates DRR.⁶⁵ The 3PA is aligned with the content of the DRR/M policy in terms of including analysis of historical trends of natural hazards among other shocks and stressors. It also guides users on programming choices that include DRR, based on the results of the analysis. Given the timing of this change and the expressed priorities of the DRR/M policy to "improve WFP's capacity to analyse the links among disaster risk, hunger and other drivers of food insecurity" and to "Increase the quality and impact of WFP's activities to build the resilience of food-insecure and vulnerable communities against disaster risks", it is reasonable to assume a moderate contribution by the DRR/M policy.

104. In contrast, the 2013 version of 3PA did not refer to climate change or provide guidance on how to incorporate climate change into food security analysis. However, in the same year, WFP launched the Climate Adaptation Management and Innovation Initiative (C-ADAPT), a four-year programme which sought to integrate climate and food security analysis with programme and policy design. In addition to producing climate analyses in 18 countries, C-ADAPT contributed to the development of the Consolidated Livelihood Exercise for Analysing Resilience (CLEAR), an analytical approach that enables users to analyse how food security is affected by climate risks, and later to the development of the Platform for Real-time Impact and Situation Monitoring (PRISM). While these initiatives reflect the organization's growing concern about the effects of climate change on food security and how to develop programmes that are adequately informed by analysis of climate risk, they predate the Climate Change policy and could at most have been influenced by the intention to develop one.

⁶⁵ The 3PA programming approach is implemented at the national (Integrated Context Analysis - ICA), subnational (Seasonal Livelihood Programming - SLP) and local levels (Community-Based Participatory Planning - CBPP). The aim of 3PA is to strengthen the design, planning and implementation of programmes in resilience building, safety nets, DRR and preparedness through a comprehensive and gender-inclusive participation of all concerned stakeholders.

105. Since the Climate Change policy was approved, a guide to climate and food security analyses was produced in June 2019.⁶⁶ As part of the Critical Corporate Initiative, PROC and the Research, Assessment and Monitoring Division (RAM) have engaged with several key international actors to perform a 'climate response analysis for adaptation' for nine countries – including Burundi and Nepal - and recommend interventions to address identified risks and improve food security. Given the recency of this initiative, the recommendations have yet to be implemented and the new analytical approach has not yet been institutionalized. However, these multi-stakeholder and multisectoral analyses are valuable signs of progress towards incorporating climate analysis into all aspects of country engagement, including but not limited to food security. They also have potential for analysis of climate risks to food systems and for guiding governments on investments in climate change adaptation, a space in which WFP has a growing role and commitment to work closely with other relevant actors. To apply a food systems lens, the current toolkit would need to be expanded to include climate risk analysis to market systems development, value chain analysis and political economy analysis.

106. In the 11 countries reviewed, food security analyses have been carried out with a variety of government entities responsible for food security, DRR/M and climate change. In Mali, for example, WFP collaborated closely with the *Système d'Alerte Précoce (SAP)*, the technical branch of the main government partner, and the *Commission pour la Sécurité Alimentaire (CSA)*, responsible for early warning in relation to food insecurity. The CSA stated that WFP was instrumental in supporting the national analysis of food security vulnerabilities, an effort that gathers '70 percent of the evidence'. As a result of WFP's technical and financial support in carrying out biannual food security surveys and analyses, SAP has been able to organize national "cadre harmonisé" workshops, which bring together all relevant stakeholders to address food security challenges.

107. However, while all country-level food security analyses in the countries reviewed duly integrate the risks of recurrent disasters such as earthquakes or typhoons, the extent to which they also consider climate change varies significantly. In Bangladesh, Ethiopia and Nepal, the potential effects of climate change on food security are thoroughly assessed and have led to action plans in which the international community is aligned with government policies. For example, a CLEAR analysis was made in Nepal in 2021, which fed into the CSP; in other countries, similar climate risk analytics related to food security have been carried out to inform the formulation of Green Climate Fund (GCF) or Adaptation Fund (AF) project proposals. In other countries, however, the analysis of climate related risks seems to consider a worsened – but still cyclical - rather than steadily worsening situation. Climate shocks (El Niño) – but also health disasters, such as the COVID-19 pandemic – are considered as temporary setbacks in pursuing successful development programmes (such as in Senegal and Zimbabwe) or re-establishing livelihoods through resilience. In the case of Mali, mentioned above, this reflects the policy of the Government which faces multiple challenges (violence, governance) and does not yet prioritize a longer-term vision of impending climate change as a major risk for food security beyond recurrent droughts. As noted by key informants, even if climate risks to food security are analysed at the CSP level, country offices may not have sufficient capacity to interpret that analysis and to use it for targeting, programme design, planning or advocacy, either for WFP investments or to augment governments' capacities to do so.

⁶⁶ WFP. 2019. A guide to climate and food security analysis.

Finding 9. While the evaluation found the influence of the DRR/M policy on social protection to be limited, the influence of the Climate Change Policy was found to be moderate given the programmatic links with risk insurance. WFP's engagement in shock-responsive social protection to address the impacts of disasters and climate change on food security has been growing in recent years. This provides flexibility to respond to a range of different shocks and stressors, while at the same time enabling WFP to strengthen government capacity in accordance with the specific needs in each context. Although this government-led approach to risk management was supported by WFP before the DRR/M and Climate Change policies existed, the reported growth of WFP support for shock-responsive social protection systems appears to be somewhat linked to increased engagement by WFP in climate finance and risk insurance, both of which are strongly promoted by teams in PROC. In addition, some influence through the strategic planning process is acknowledged, as well as through the Social Protection Strategy which references the DRR/M and Climate Change policies.

108. WFP is increasingly supporting national social protection systems to address the impacts of disasters and a changing climate on food security.⁶⁷ Such area of intervention features in the DRR/M and Climate Change Policies as well as in the Resilience policy. The Social Protection Strategy (2021), which is regarded by country offices as clear and practical, highlights the risk management function of social protection to relieve the negative impacts of shocks and stressors and explicitly references all three above-mentioned policies.⁶⁸

109. Among the 11 countries studied, WFP and its partners supported social protection systems in 7 countries: Bangladesh, Burundi, the Caribbean, Ecuador, Ethiopia, Mali and Zimbabwe. In most of them, this was a major component of the country strategic plan which offers flexibility to respond to a range of different shocks and stressors.

110. Through its support to national social protection systems, WFP can strengthen government capacity in accordance with the specific needs in each context. While not all WFP interventions in support of social protection systems are designed to be responsive to climate extremes and all types of disasters, there are some promising examples that are clearly aligned with the DRR/M and Climate Change Policies. In Ethiopia, for example, WFP supported the Ethiopian Disaster Risk Management Commission through the development of a dashboard that would increase the shock responsiveness of the longstanding Productive Safety Net Programme. In the Caribbean, general efforts to strengthen the social protection system and update it through digitization have been combined with disaster risk insurance. In 2021, WFP Caribbean Multi-Country Office provided premium support to Dominica to augment the existing 2021 and 2022 Caribbean Catastrophe Risk Insurance Facility Segregated Portfolio Company Tropical Cyclone Policy to provide cash assistance to impacted beneficiaries through the social protection system. With this and other examples, the WFP Multi-Country Office wanted to set a precedent for combining insurance products with social protection to encourage governments to prepare for disasters in more structural ways.

111. Country-level stakeholders highlighted the value of social protection as a practical application of the nexus approach and of WFP's twin roles in saving lives and changing lives. Indeed, WFP support to national social protection systems increased during the COVID-19 pandemic and is regarded as one of the organization's successful adaptations to an unprecedented emergency. As noted by one Programme Manager, *"Social protection is a critical tool for achieving SDG2. And if you are looking to protect people from risks and shocks, social protection is one of your important tools on the table"*. Country-level stakeholders and donors also noted the potential sustainability of this area of intervention when it is part of a package that strengthens government systems.⁶⁹

⁶⁷ WFP. 2019. Occasional Paper on social protection and climate change.

⁶⁸ WFP. 2021. World Food Programme Strategy for Support to Social Protection.

⁶⁹ WFP. 2022. Evaluation of the WFP Response to the COVID-19 Pandemic.

Finding 10. Early warning and early action (EWEA) have constantly evolved and grown considerably in WFP, for instance through the development of the Corporate Alert System (CAS) and the Automatic Disaster Analysis that aims to reduce response time and prioritize resources on emerging crises and operations of highest concern. CSPs also increasingly include Forecast-based-Financing and other forms of Anticipatory Action, which have evolved within the field of early action as a result of pioneering approaches by IFRC and a growing number of other actors including WFP. Actively supported by PROC, EME, as well as by focal points for Climate Change, DRR/M and Resilience in regional bureaux, the areas of intervention of early warning and early action are considered to be strongly influenced by the DRR/M and Climate Change Policies.

112. WFP has been a pioneer in early warning since long before the DRR/M and Climate Change Policies were approved. Early warning was historically driven by the emergency operations division (EME) and covered a variety of risks beyond natural hazards, including conflict, economic and health shocks. The DRR/M policy reflects this approach by including early warning within the broader area of intervention of EPR. Three years later, in the Emergency Preparedness and Response Framework (2014), WFP explicitly committed to following early warning with early action, to reduce the impacts of the rising number of climate-related disasters⁷⁰ on the food security of vulnerable populations. Early actions were interpreted in a broad way encompassing emergency preparedness, operational readiness and early response.

113. In the Climate Change Policy, early warning and early action are presented as key areas of intervention for climate-change related action, in line with international agreements and frameworks. PROC has contributed to institutional efforts to further evolve WFP's approach into Anticipatory Action and Forecast-based-Financing (FbF). The latter links credible global weather forecasts, such as from the Global Flood Awareness System (GloFAS), with pre-positioned financing that is released for implementation of actions defined in contingency plans, before the most vulnerable people are seriously affected by a shock. In 2021, WFP implemented anticipatory actions in 21 countries, targeting 2 million people and distributing USD8.6 million to at-risk and affected populations.⁷¹

114. At headquarters, EME provides expert meteorological support through heads-up alerts on tropical storm development. A team under PROC is responsible for supporting country offices, including on defining early warning triggers for extreme weather events, developing pre-agreed standard operating procedures (SOPs) that bring together all relevant stakeholders and enabling them to access the resources needed to act early, ahead of a shock. Both PROC and EME reported having strengthened their collaboration in the last few years with the specific aim of strengthening linkages across their respective work and ensuring that early warning is prioritized. Presently, one meteorologist/natural hazard expert is co-funded by EME and PROC as part of a wider dedicated unit. As noted by several informants, moving the Forecast-based Finance Coordinator from EME to the Programme – Humanitarian and Development Division (although the Early Warning and Early Action function still sits in EME) has contributed to the growth of early warning, early action and anticipatory action in WFP. In addition to expanding early warning and early action to a current total of 25 countries, this move has led to greater connectivity between PROC and EME.

115. These changes have better equipped WFP to bring together the necessary elements to strengthen national early warning systems and, in some countries, to support integrated programmes that combine early warning, early action and FbF with food assistance for assets, seasonal livelihood programmes, climate insurance, climate services and energy saving solutions. They have also enabled WFP to start facilitating the sharing of experiences across countries. Indeed, effective knowledge management will be increasingly in demand as more countries and actors invest in combinations of interventions, and WFP now has a more coherent set-up to tackle the needs mentioned during the country missions, such as developing appropriate national leadership on early warning and subsequent actions, strengthening the capacities of national meteorological agencies to provide timely and useful information, defining and coordinating contextualized trigger mechanisms across multiple governmental actors, accessing predictable funding

⁷⁰ Risks of earthquake and volcano eruptions do not have solid early warning systems in place.

⁷¹ WFP, 2022. Anticipatory Action for climate shocks, <https://www.wfp.org/anticipatory-actions> (Accessed in December 2022)

sources to scale up anticipatory action, and connecting early warning with sufficiently agile social protection systems that are prepared to make cash transfers before a shock occurs. As one example of how early warning and early action have evolved in WFP, the Bangladesh country office has been working on this since 2015, initially within an EPR project supporting the Government at national, district and union levels. In 2019, WFP, the German Red Cross, the Climate Center and the Bangladesh Red Crescent Society contributed to the integration of Forecast-based-Financing in the revised national Standing Order on Disasters. Since then, WFP has also developed anticipatory action operations towards communities, diversifying its types of interventions and enhancing its added value at field level.

116. Key informants at WFP Headquarters noted that changes in line with the DRR/M and Climate Change Policies are evident at WFP corporate level and in WFP corporate early warning products that are used by other United Nations agencies including the Early Warning Watch List, Seasonal Outlooks and the CAS which covers natural hazards including those related to climate change.⁷² WFP early warning analysis also feeds into the FAO-WFP Hunger Hotspots early warning report, as well as the regular Horizon-scanning Briefs, issued by the IASC EWEAR group and the IASC El Niño-Southern Oscillation (ENSO) cell analysis. Another key engagement is the WFP Automatic Disaster Analysis that is an automated alert system performing analysis and mapping of disaster-related data on a global scale, with the aim of reducing the time between occurrence of an event and the start of a field-level response; subscriptions to WFP Automatic Disaster Analysis are open to members of the humanitarian community, including United Nations agencies, governments and civil society. WFP also undertakes flood detection and early impact analysis using remotely-sensed imagery to visualize areas affected by floodings. This analysis compares pre- and post-disaster information, along with data on population distribution, past rainfall accumulation and weather forecasts.⁷³

117. A very recent modification to WFP's financing framework also reflects the organization's evolving approach to early warning, early action, anticipatory action and FbF and its implications for broader EPR programming. In 2022, the Immediate Response Account was expanded to cover life-saving activities across the spectrum from preparedness and operational readiness activities to anticipatory and early action and response. According to key informants, this modification was catalysed by the Climate Change Policy and has substantively changed how WFP operates in emergency preparedness and response.

118. The Comparative Learning Exercise revealed that early warning is supported by a growing number of development and humanitarian actors. In the EU, DG INTPA (development arm) focuses more on the hardware at central level while DG ECHO (humanitarian arm) focuses more on the 'software' at local and community levels, thereby (if implemented jointly) promoting an end-to-end approach across the humanitarian-development nexus. The Red Cross, is, like WFP, a pioneer in FbF/Action and is starting to use terms that demonstrate the role of early warning in risk management, i.e. promoting approaches known as 'Climate Risk & Early Warning Systems' (CREWS) and 'Risk-Informed Early Action'. FAO is also committed to growing its early warning and early action work and is calling on governments and other partners to support and invest in scaling up early warning systems and anticipatory approaches for resilient agrifood systems. In the Caribbean, FAO and WFP have recently launched a joint early warning and social protection project with funding from the Sustainable Development Goals Fund. Collaboration has grown between EME and FAO, specifically around the regular joint FAO-WFP Hunger Hotspot reports and in other early warning for a, such as the IASC EWEAR group or the IASC ENSO cell, as well as on FbF and anticipatory action in general. Overall, while none of the comparators uses a model that is very similar to the approach developed by WFP, they also encounter a growing need for investment in and multi-stakeholder collaboration on early warning, early action, anticipatory action and forecast based financing within broader, integrated risk management approaches and across the nexus.

⁷² The Corporate Alert System is an integrated analysis conducted jointly with various HQ functional units and RBs, to prioritize resources and attention on emerging crises and operations of highest concern.

⁷³ WFP. 2020. Report of the Secretary-General on the implementation of the Sendai Framework.

Finding 11. Emergency Preparedness and Response (EPR) has been a core area of WFP intervention and comparative advantage long before the DRR/M and Climate Change policies were approved. Encompassing supply chain management, telecommunications, emergency relief, food and cash transfers and capacity strengthening, EPR is present in all countries studied. The influence of the DRR/M and Climate Change policies on EPR to date is considered to be limited: EPR tools and guidance barely refer to DRR and never to climate change, and in most countries EPR measures are not yet informed by in-depth analyses of climate change. Country and regional teams responsible for EPR mainly receive support from the Emergency Operations Division (EME), although they are also starting to access support from PROC. Nevertheless, there is significant potential for EPR to incorporate more and better DRR/M and Climate Change policy-related programming.

119. While not regularly referred to as 'EPR', crisis response is the cornerstone of WFP's work, constituting approximately 80 percent of its operations and expenditure. It includes supply chain management, logistics hubs and humanitarian staging areas, provisioning relief items and equipment, delivering food and cash transfers, and sometimes also telecommunications, country capacity-strengthening and training for other actors. The level and nature of WFP investment in EPR depends on the disaster profile of each country. In four of the contexts studied – Bangladesh, the Caribbean, Ecuador and Nepal – there is a strong focus on EPR, largely because the countries are prone to rapid onset disasters, such as earthquakes, flash floods and storms. In Egypt, WFP also carries out substantial EPR activities, but they are focused on refugees and more recently, COVID-19. Ethiopia, Lesotho, Mali and Zimbabwe, where disasters and climate change impacts exhibit slower onset, the links are less visible. There are nonetheless strong connections between early warning for drought and EPR in the form of cash transfers in response to humanitarian needs. In Burundi and Senegal, EPR interventions are a minor component of the country strategic plan and are usually integrated within broader country capacity-strengthening and community-resilience programmes.

120. The DRR/M policy emphasizes WFP's comparative advantage in EPR and prioritizes the improvement of EPR mechanisms within WFP and the wider system. In the countries studied, improvements to EPR mechanisms are common. For example, WFP re-entered and set up operations in the Caribbean in 2017 during a damaging hurricane season. It provided equipment, cash transfers and coordination capacity in two of the worst-affected countries, the Bahamas and Dominica, and subsequently established a strategic partnership with the regional Caribbean Disaster Emergency Management Agency (CDEMA) to develop its EPR capacity. Since then, WFP has supported response operations in Belize, Sint Maarten and St. Vincent and the Grenadines. Currently, WFP funds and manages the construction of a regional logistics hub in Barbados, to be handed over to the CDEMA when appropriate and has positioned stock and equipment across the Caribbean islands. WFP also funds training for logistics workers in CDEMA and national governments for an end-to-end logistics system. These activities receive most support from the United Nations Humanitarian Response Depot in Panama and EME.

121. In Nepal, recent EPR work has included the construction of a network of humanitarian staging areas, some of which were used for the 2015 earthquake response. This has further enhanced WFP's strong national reputation on EPR. Relief items that were left over from that period were distributed for the COVID-19 response in 2020, thereby generating a high return on investment. WFP developed a similar humanitarian staging area in Bangladesh and provided EPR capacity-strengthening for the national authority. In simulation exercises, both activities were shown to be successful. Those interventions were strongly supported by EME.

122. The Climate Change Policy states that it provides a framework for augmenting DRR-related approaches through the integration of climate change considerations where appropriate. Among the approaches mentioned are supporting the most vulnerable to manage and reduce climate-related risks to food security, and strengthening institutions and systems to prepare for and respond to climate-related disasters and shocks. As such, the policy aims to enable countries to conduct more and better quality EPR through the integration of climate information. Among the 11 countries studied, 2 – Burundi and Nepal – have recently benefited from a specific Climate Response Analysis for Adaptation. Recommendations stemming from the analysis that relate to EPR include several for supply chain management, logistics and school feeding, as well as for increased investment in early warning systems that allow farmers and others

to prepare for climate shocks. However, most recommendations have not yet been implemented. In the Caribbean, WFP's investment in preparedness is in line with climate change predictions for more frequent and intense hurricane seasons, but the impact on sea level rise is not taken into account, despite this factor being a major concern for small island developing States. In Bangladesh, predictions of sea level rise, cyclones and flooding do not appear to have influenced the design or location of EPR interventions. Among the countries studied where water shortages are predicted to increase or change as a result of climate change, no evidence was found of new approaches to EPR. These examples indicate that the Climate Change Policy has had little influence on the existing EPR work at country-level.

123. The 'missing link' to more climate-informed EPR may be in the Emergency Preparedness and Response tools, frameworks and guidance of which the 2011, 2012 and 2014 versions make no reference to DRR or climate.⁷⁴ While DRR (but not the DRR/M policy) is mentioned once in the 2016 version, climate change is still absent, even in the 2019 version. Furthermore, despite preparedness being one of five priorities in the Hyogo Framework for Action and one of four in the Sendai Framework, neither of these international agreements appear explicitly in any WFP tools on EPR. Key informants recognized that the current Emergency Preparedness policy (2017) does not reflect the recent but profound changes in the humanitarian environment, nor the ways in which WFP has improved its analysis, preparedness and response capacities to address those changes, including linking them to anticipatory action, FbF and climate insurance, as mentioned in subsection 2.2.1.2.2. Plans to update the EPR policy and associated guidelines and tools will reportedly specify those linkages and enable WFP to apply learning about emerging models.

124. The Comparative Learning Exercise emphasized the fact that crisis or emergency response is what most donors choose to fund WFP for, more than for longer-term DRR/M interventions, resilience-building or climate change adaptation. Representatives from the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) compared ECHO's preparedness and response competencies and role in the EU structure to those of WFP within the United Nations system. They suggest, and their development partner DG INTPA reiterated, that there are already ample actors in climate change and resilience and that donors need WFP to continue to enhance their swift humanitarian response role above any other perceived comparative advantage. Nevertheless, some donors interviewed at country level suggest that the reputation that WFP holds as an EPR actor has also provided an entry point for other DRR/M and Climate Change policy-related activities. In the Caribbean, for example, following its response to hurricanes and a volcanic eruption, WFP opened new offices that now support shock-responsive social protection systems and implement risk insurance activities. Key informants noted that the impressive logistical capacity of WFP is appreciated by governments and can be used to bring their attention to other opportunities for capacity-strengthening. These perspectives and experiences underscore the potential for EPR to drive DRR/M and climate change-related innovations in WFP. Current plans to update the Emergency Preparedness policy and EPR package with more explicit linkages to climate change and DRR bode well in this regard.

2.2.1.1.5 Community resilience-building

Finding 12. Community level resilience building is considered to be moderately influenced by the DRR/M and Climate Change policies. It is an increasingly prominent activity in countries that are strongly affected by recurrent food insecurity and high exposure to shocks and stressors, such as dry spells, flooding, poverty or conflicts, and its growth is contemporaneous with both policies. Although often of limited scale compared to the humanitarian response, interventions have resulted in improved rural infrastructure, enhanced access to water, increased participation in savings and loans groups and innovative agricultural techniques. Community resilience is regularly part of a package of climate change adaptation and risk reduction activities presented to the GCF, a donor to national governments with which PROC is very engaged. While it is connected with PROC, although to a moderate extent compared for instance to climate risk financing tools, community resilience is also supported by PROR and often by their shared focal point in the regional bureaux.

125. Since the DRR/M and Climate Change Policies were introduced, community-level resilience-building interventions have become an increasingly common feature of WFP's portfolio. Aimed at strengthening

⁷⁴ WFP. 2021. WFP Critical Corporate Initiative: Climate Response Analysis for Adaptation, Burundi.

community capacities to reduce the impact of shocks and stressors in the local context, community resilience programmes were implemented in all countries reviewed in Africa and Asia, in areas that are strongly affected by dry spells or floods and compounded with poverty: Bangladesh, Burundi, Egypt, Ethiopia, Lesotho, Mali, Nepal, Senegal and Zimbabwe. In line with the principles of the DRR/M and Climate Change Policies, they are targeted at vulnerable groups, such as Bedouins and smallholder farmers in Egypt and communities hosting Rohingya refugees in Bangladesh.

126. In the countries studied, community-resilience programmes are often a component of the R4 initiative and use the participatory three-pronged approach, which incorporates disaster risk reduction and climate change adaptation objectives. They involve activities that are mutually supportive and generally centred around improved food and nutrition security, water management and livelihoods. Interventions focus on rural community infrastructures and productive assets, addressing challenges in the agricultural value chain through WFP's capacity strengthening and FFA initiatives. Pending enhanced agricultural production, nutrition centres and home-grown school feeding have been introduced. Access to water is improved with deeper drilling, small barrages and canals, and increased and more efficient irrigation has allowed for better crops, new market gardens – a significant added income for women – or fishponds and half-moons. Village savings and loans associations are also supported as a source of livelihoods and social protection for women.

127. In addition, WFP community-level resilience interventions are often complemented by income-generating activities based on climate-smart agriculture, high-value crops, entrepreneurship training, access to markets and finance, labour opportunities (Bangladesh, Ecuador, Egypt, Nepal), support to social protection for DRR/M (Caribbean) as well as academic research and private partnerships. In Senegal and Zimbabwe, they are complemented by CRI at micro level, and in Mali by sovereign insurance at macro level through ARC Replica for early response in case of drought.

128. While they encompass a wide range of activities, most of WFP community-resilience interventions reviewed by this evaluation were limited in coverage compared to the large-scale humanitarian response interventions in the same countries. An exception to this is the significant recent scale-up by RBD of the Sahel Integrated Resilience Programme. As highlighted by a key informant, to really be able to make a difference at the SDG2 level, joint analysis, partnerships with the United Nations Country Team (UNCT) members (or other players) and, most of all, gearing up government systems at local level to plan, budget and implement such interventions at scale is fundamental. In general, however, the community resilience interventions in the countries studied offer high potential for replication and synergies with other programmes. Also, the intersectionality of the DRR/M and Climate Change Policies and the food systems agenda is relevant in most, if not all, contexts and WFP could play a key role, alongside other partners, in supporting governments to develop relevant action plans for the five food systems tracks.

129. While community-level resilience-building is listed as a priority area of intervention in the DRR/M and Climate Change Policies, it is also at the core of the Resilience Policy. In addition to technical support from PROC, the teams implementing community-resilience interventions also receive technical support from PROR and regional teams that combine expertise in DRR/M, climate change and resilience. On this basis, it is logical to assume that all three policies, their institutional owners – PROC and PROR – and other units in WFP have contributed in a cumulative manner to the growth of community-resilience building interventions in WFP. Nevertheless, PROC played an important role in opening up funding opportunities for community-level resilience programming through the GCF and Adaptation fund.

130. Beyond policies and organizational objectives, the influence of local contexts on WFP's work should also be recognized. Recent dramatic climate events, such as for example three years of consecutive drought in Ethiopia, have acted as a 'wake-up call' for some rural communities, who have now been convinced that they must adapt.

Finding 13. National level policy support and capacity development predate both policies and have integrated specific efforts related to DRR/M and climate change-related policies and institutions. Present in all countries studied, these interventions are supported by the DRR/M and climate change teams in regional bureaux and are well-aligned with the strategic direction provided by the policies. Their effectiveness varies from country to country, depending on the availability and stability of national resources. International policy support on DRR/M and climate change focuses on catalysing multi-stakeholder support for adaptation plans, and advancing implementation of the Loss and Damage mechanism and the Sendai Framework. The DRR/M policy and the Climate Change policies have a strong influence on engagement by WFP in these efforts.

131. The focus of DRR/M and climate change-related capacity strengthening varied according to the priority needs identified at country level. Food and nutrition security generally remained the core focus supplemented by multisector efforts: VAM surveys, early warning, emergency preparedness and response, home-grown school feeding, livelihoods support, social protection and, more recently, climate services. Gender equality and inclusiveness were always cross-cutting themes but Gender Age Marker ratings varied. Capacity strengthening often evolved into the development of specific initiatives, such as developing risk profiles for affected communities in Ethiopia, supporting the Ministry of Home Affairs and local Disaster Management Committees in Nepal or the Forecast-based Financing Task Force in Bangladesh. Furthermore, WFP has supported the early warning capacities of relevant national institutions; it also supported ministries of environment to access GCF financing; and ministries of finance to co-develop a 'Replica' sovereign CRI. Indeed, by facilitating access to GCF and AF funding, WFP has helped governments realize the priorities that are enshrined in national climate policies and strengthened their capacities to conduct climate risk analysis and develop programmes that consider gender and sustainability in relation to climate.

132. Often, other United Nations agencies – based on their mandates – were also involved in strengthening some of these national institutions: FAO and the International Fund for Agricultural Development (IFAD) supported the capacity for food production, UNICEF for nutrition and education. UNDP supported national capacities to contribute to the Sendai DRR framework. The level of collaboration between other United Nations agencies and WFP was influenced by factors, such as financial and human resources, technical capacity, field presence and complementarity of strategies and approaches.

133. The effectiveness of the efforts made by WFP and other actors varies from country to country. The results included expanded multilateral climate finance and the development of national environment, or climate-related adaptation plans (Ecuador, Lesotho, Nepal). Where such efforts led to strengthening of national capacities, the relation between the national authorities and WFP evolved in some countries from mentoring into WFP collaborating with specialized national institutions, such as in Ecuador or Zimbabwe. However, various factors have often undermined or slowed down the results of capacity strengthening and policy support. The underfunding of CSP strategic outcomes related to capacity strengthening (Lesotho and Mali) negatively influenced capacity development. Policy support has been affected by the frequent segmentation and siloed implementation of national policies by different ministries (Agriculture, Environment, Interior for Civil Protection/DRR), or changes in national policies (Zimbabwe). Key informants also highlighted the debilitating effect of political instability on capacity strengthening of government institutions (Mali). Capacity strengthening efforts at individual level have been hindered by the frequent turnover of newly-trained government staff in many countries. A number of risk mitigation measures have been developed including hiring and training young university graduates, the secondment of experts and the designation of technical resource persons in relevant national institutions (Mali).

134. In general, the influence of the Climate Change Policy on recent achievements related to climate financing and institutions is considered moderate to strong, while the DRR/M policy contributed to establishing and maintaining relationships over time with relevant institutions. Both policies continue to influence national capacity strengthening through the technical support provided by combined DRR/M, climate change and resilience teams in regional bureaux.

135. At the international level, WFP has contributed to the development of key policies and agreements, and to supporting the roll-out of associated work plans. The Director of PROC represents WFP on the

Technical Expert Group for Comprehensive Risk Management (TEG-CRM), formed in 2019, under the Warsaw International Mechanism on Loss and Damage (WIM, 2013). This group provides advisory services to UNFCCC members on technical approaches relevant to Loss and Damage. WFP is also an active contributor to the UN4NAPs initiative which mobilizes assistance for National Adaptation Plans from across the United Nations system and through regular submissions to UNFCCC via the Santiago Network, alongside other United Nations agencies, donors and funds, private sector actors, research institutions and other relevant climate actors. WFP's engagement as an implementing partner of GCF and AF projects (which are convention instruments serving UNFCCC member States) are also relevant contributions to the international climate change policy regime.

136. With regard to DRR/M, PROC policy support has mainly centred on reporting on the Sendai Framework for Action. While ostensibly a Climate Change Policy commitment, the Loss and Damage agenda is closely associated with DRR and an appropriate focus for WFP, taking into account its experience in EPR and recovery.

2.2.1.2 Contribution of policies to programme-level results for areas of intervention that are specific to the Climate Change Policy

Finding 14. The Climate Change Policy has had a moderate to strong influence on the areas of intervention that are explicitly and uniquely prioritized in it, such as climate services, risk finance and insurance, as well as safe energy and stoves. These areas have experienced significant growth since the Climate Change policy was approved with substantial funding secured from new sources, such as GCF and AF.

137. When present in CSPs, climate services, risk finance and insurance, as well as safe energy and stoves, are clearly aligned with the Climate Change Policy. Some are also aligned with the DRR/M policy but are not explicitly prioritized in that policy. These areas have experienced significant growth since the Climate Change policy was approved in 2017 and have received funding from new sources, such as GCF and AF. Country Offices are supported by PROC and PROR at HQ level and by the focal points for Climate Change, DRR and Resilience (which are often combined in one person or team) at RB level, hence a more precise contribution of the DRR/M and Climate Change Policies is difficult to determine. As most also feature in the Resilience Policy and some in other policies, such as the Emergency Preparedness Policy and Environmental policy, the contributions of these policies must also be recognized.

2.2.1.2.1 Climate services

Finding 15. Climate Services are considered to be moderately to strongly influenced by the Climate Change policy. This area of intervention is growing in terms of its presence and focus in CSPs, as it provides critical inputs at government and communities levels for FFA, R4 and insurance mechanisms. Climate services are actively supported by PROC and the regional bureaux and are often included in funding proposals to new donors/funds, many of which are proving successful.

138. The Climate Change policy defines climate services as activities which support individuals and/or organizations to make better decisions and improve their risk management capacities using climate-related information. Climate services target weather services institutions, which have been supported by WFP since the nineties (hydromet). Climate services also have a focus on translating and communicating climate information to the last mile, or people at community level who are expected to act on the information.

139. WFP's work on 'climate services' has increased sharply and expanded globally in recent years, especially since dedicated support has been provided by PROC and relevant regional bureau focal points, including for designing programmes and developing proposals that feature climate services for new donors, such as GCF and AF, with positive results in terms of access to fundings.

140. Evidence gathered during country visits points to climate services as being closely linked to early warning, FbF and anticipatory action and not a stand-alone focus for WFP programming. The services are also seen to be critical inputs for FFA, R4 and insurance mechanisms that have parallel features across the

portfolio. As EWEA and insurance interventions have grown significantly, as discussed in sections 2.2.1.1.3 and 2.2.1.2.2, it is logical to assume that climate services grew with them and that this growth is due to similar factors.

141. Climate services supported by WFP are multi-level, targeting both governments and communities and aiming to bring them together around strong evidence. However, in the countries studied the services are not generally considered to be well-scaled or readily scalable and there are concerns that they are not always cost-effective, especially when the links between service providers and end-users are not consolidated. The services appear nonetheless to be a 'unifier', engaging contributions from hydromet technicians, Ministries of Environment, Agriculture and Tourism, United Nations agencies, private sector and civil society.

142. Among the studied countries, those that specifically mention climate services and have promising work on them include Bangladesh, Caribbean, Ecuador, Egypt, Ethiopia, Lesotho, Mali, Nepal, Senegal, and Zimbabwe. As suggested in interviews, the 'reach' of climate services in WFP is likely to increase, in line with growing recognition of climate as a cross-cutting theme that affects supply chain and other areas beyond programmes.

2.2.1.2.2 Risk finance and insurance

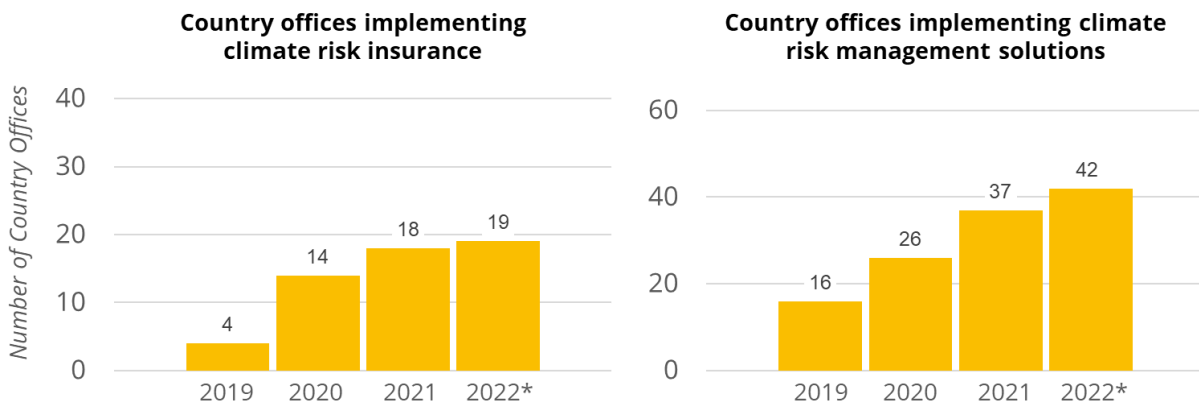
Finding 16. Risk Finance and insurance interventions are considered to be strongly influenced by the Climate Change policy, which is explicit about the need to integrate risk transfer activities into national plans, programmes and tools. WFP is increasingly working with governmental, private sector, research partners and communities at risk to establish micro- and macro-level insurance, for instance in the framework of the R4 initiative and also through ARC Replica. Vigorously supported by PROC and regional bureaux, this area of intervention has grown substantially since the Climate Change policy was approved. However, the growth of risk finance and insurance cannot be uniquely credited to the Climate Change Policy as it was formerly promoted by WFP as part of its DRR/M portfolio.

143. WFP is increasingly working with governmental, private sector, research partners and communities at risk to establish climate and disaster risk finance and insurance at both macro and micro levels. As shown in Figure 12, there has been a steep rise in the number of country offices using CRI and climate risk management interventions not long after the Climate Change policy was approved.⁷⁵

144. According to interviews, demand from country offices for technical support from PROC and regional focal points for climate change, DRR/M and resilience has also risen significantly over the same period. However, the growth of risk finance and insurance cannot be uniquely credited to the Climate Change policy; the R4 Rural Resilience Initiative, which enables poor farmers to obtain access to crop insurance through insurance-for-assets schemes, is mentioned in both the Climate Change and DRR/M policies (although it is not a prioritized area of intervention in the latter) and also in the Resilience policy.

⁷⁵ Climate risk management solutions include anticipatory actions, CRI, climate adaptation assets and practices, climate risk savings and loans, climate information services and energy products and services.

Figure 12 – Number of country offices implementing risk finance and insurance activities



*Based on March 2023 estimate

Source: ADE/Evaluation Team based on data received from PROC.

145. The Climate Change policy is explicit about the need to integrate risk transfer activities into national plans, programmes and tools. All country visits and desk studies noted a very strong link between risk finance, insurance and WFP's efforts to build partnerships with national and international stakeholders. WFP's partnership with the Commonwealth of Dominica, for instance, resulted in the development of a CRI policy. If triggered, insurance pay-outs would support social protection systems. In parallel, the World Bank is developing a complementary loan instrument with the Government.

146. The Climate Change policy highlights that risk finance and insurance need to be embedded within an integrated risk management approach in order to build national and community-level resilience. Moreover, the complementarity with established ex-ante instruments at different scales is a priority. This applies equally to multi-country risk pools, such as the Caribbean Catastrophe Risk Insurance Facility Segregated Portfolio Company, and to community-level activities, such as village savings and loan schemes.

147. The cross-cutting nature of risk finance and insurance becomes obvious when observed through an interdisciplinary lens, for instance gender equality or access to agricultural markets. However, links between risk finance, insurance and the humanitarian-development-peace nexus tend to be weak. Key informants highlighted the need to strengthen the nexus approach via multi-year funding, which synergies with risk finance and insurance might enable.

148. Within WFP's portfolio, R4 and macro-scale insurance (ARC Replica) are considered key elements of a larger risk layering approach. Despite differences in data, diagnostics and implementation, this risk layering approach also considers anticipatory action (see section 2.2.1.1.3). Consequently, several countries, such as Zimbabwe, are covered by microinsurance (R4), sovereign insurance (ARC Replica) and anticipatory action.

149. In terms of effectiveness, R4 and ARC Replica have triggered pay-outs. In certain cases, for instance the ARC Replica Policy for drought in Mali, WFP received an amount that was close to the maximum pay-out. This enabled WFP to assist more than 200,000 people with early response actions in the drought-affected regions, which also demonstrates how WFP has started to change its ways of working in relation to climate risk.

150. However, despite the successful implementation of risk finance and insurance activities, several key informants highlighted their concerns. First, uncertainty regarding alternative instruments was mentioned due to lack of evidence and clear guidance on decision-making, for instance in Ethiopia. Several other countries have only recently operationalized risk finance or insurance instruments, hence lessons learned have yet to be identified. Secondly, more awareness raising and communication is needed to inform beneficiaries of the scope of different approaches and mechanisms, particularly if micro- and macro-scale risk finance instruments are combined with anticipatory action. Thirdly, in highly vulnerable and volatile contexts, such as in central Mali, microinsurance might not be the most appropriate tool. Clearly, improved knowledge management on risk finance and insurance interventions is needed to address concerns and to build expertise.

151. The Comparative Learning Exercise revealed a variety of approaches to risk financing. Within the EU, disaster risk financing is positioned squarely in the domain of development (DG INTPA). Regional risk pools – supported by risk modelling and three-year projections – are seen to be some of the most successful highlights of the EU's CCA/DRR-related work. The Red Cross suggests that forecast-based action (it prefers to put the emphasis on action, not the financing) is where it has a comparative advantage, with significant progress being made. FAO has conducted scoping studies and assessments at global and national levels on risk finance and insurance, but does not yet have a visible portfolio of relevant activities. Once FAO translates its interest in risk finance and insurance into action, there will be considerable scope for collaboration and a clear need for coordination between WFP and FAO at the country level.

2.2.1.2.3 Safe energy and stoves

Finding 17. The influence of the Climate Change policy on safe energy and cooking is considered to be moderate. WFP's Energy for Food Security portfolio has been growing, particularly since the COVID-19 pandemic. Fuel-efficient stoves are increasingly provided for school-feeding programmes and for household use in targeted communities and refugee camps. Initiatives to increase use of solar energy for market garden irrigation and fishponds have also been introduced to strengthen community resilience, as part of a broader package. PROC promotes and supports this area of intervention, which is not yet well-known but has considerable potential for increased impact. These interventions are influenced through the strategic planning process by the Climate Change policy and other policies that refer to energy in relation to food security, including the Resilience and Environmental policies.

152. The former Safe Access to Fuel and Energy (SAFE) initiative - WFP's flagship programme for safe, clean energy has evolved to become WFP's Energy for Food Security portfolio. It has been growing and expanding in scope, with more than 10 million people reached in 48 countries since 2003. In 2021 alone, more than 1.7 million people in 14 countries were provided with access to sustainable energy services for food consumption, production and communications.⁷⁶ The production of improved stoves for households increased significantly during the Covid-19 pandemic, when community asset creation had to be suspended due to health protocols.⁷⁷

153. The SAFE initiative was implemented in 7 of the 11 countries studied (Bangladesh, Burundi, Egypt, Ethiopia, Mali, Nepal and Senegal). In these countries, SAFE reduced the impact of food assistance on the climate and on natural resources, as well as contributing to human health and protection outcomes.⁷⁸

154. Currently in Burundi, Mali and Senegal, WFP provides fuel-efficient stoves for school-feeding programmes, and in Burundi and Mali WFP also supplies them for household use in targeted communities. The number of beneficiaries in each country varies greatly. For example, in 2021, the registered number of people provided with energy assets, services and technologies (cooking) was 15,833 in Senegal, 180 in Mali and 100 in Nepal.⁷⁹ Initiatives to increase the use of solar energy for market garden irrigation and fishponds have been introduced in Mali and Senegal as part of asset creation activities implemented under broader programmes to strengthen community resilience.

155. Beyond the examples from the countries studied, WFP also provides energy-efficient stoves to camps in conflict-affected or refugee host countries. For example, it is currently considering the feasibility of introducing this activity in Ukraine, where traditional energy sources are compromised.

156. The contribution of the Climate Change Policy to the growth of Energy for Food Security in WFP is considered moderate. The Energy team in PROC oversaw implementation of the SAFE programme and continues to provide technical support to the growing portfolio. In addition to the CRF 2017-2021 corporate output indicator "Number of people provided with direct access to energy products or services",⁸⁰ the

⁷⁶ WFP. 2021. Annual Performance Report.

⁷⁷ WFP. 2022. Clean Air Day: How WFP delivers with stoves and sun.

⁷⁸ WFP. 2016. Safe Access To Fuel and Energy (SAFE) 2016.

⁷⁹ WFP. 2021. Mali, Nepal, Senegal Annual Country Reports.

⁸⁰ The CRF indicator "Number of people provided with direct access to energy products or services" has some sub-indicators that measure food consumption, communication, powering and lighting and productive use (production,

introduction of a new corporate output indicator which will estimate the reduction in carbon emission resulting from WFP's energy-efficient cooking activities was highlighted during interviews as being a result of internal advocacy and expertise provided by the Energy team.⁸¹

157. According to staff interviewed, the WFP Energy for Food Security portfolio may not be well-known, but it has considerable potential for increased impact, especially as WFP transitions towards addressing climate change as a cross-cutting issue rather than solely as a programmatic one. As noted by one senior manager, WFP must play its role in the recently launched global road map to secure clean energy access by all by 2030, and to do so it will build on the existing safe energy work supported by PROC and PROR.

2.2.1.3 Outcome-level results

Finding 18. Outcome-level results related to DRR/M and Climate Change areas of interventions, as reported in WFP Annual Performance Reports, recently indicate strong progress. However, due to large gaps in data collection and changes to WFP metrics, an overview of trends over time and countries for all relevant indicators is still missing. This situation calls for improved monitoring, to encourage and facilitate learning and increase accountability for the investments made in DRR/M and Climate Change-related action.

158. The DRR/M and climate change policies span multiple corporate strategic plans and results frameworks. The outcome-level results for the two policies were analysed through corporate indicators adopted in these subsequent frameworks and report the extent of the progress achieved.

159. The strategic plans for 2008-2013 and 2014-2017 do not have a high level of data collection in relation to DRR/M and climate change actions – as elaborated in section 2.3.4. The reported results on emergency and disaster preparedness and on managing climate shocks show a large gap in representative data. Under the Strategic Plan 2017-2021 and the corresponding CRF, new DRR/M and climate-related measurements were included, but some relate to food security or livelihoods outcomes (e.g. food consumption score or coping strategy index). As any potential progress against these indicators could not be linked back to the two policies under evaluation, the evaluation team decided to focus on indicators that are primarily applicable for DRR/M and Climate Change interventions and that are regularly tracked by PROC. Those include: the Emergency Preparedness Capacity Index (EPCI); the proportion of the population in targeted communities reporting environmental benefits (Environmental Benefits Index - EBI); the proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base index (ABI); and the proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks (Country Capacity Strengthening (CCS)).

160. Among these four outcome indicators, two were already integrated in the previous Strategic Plan 2014-2017 (EPCI and CCS, with very limited monitoring data available) and two were new (EBI and ABI). The indicators EBI, ABI and CCS are the three corporate indicators related to resilient food systems (COs are expected to select at least one of them). The EPCI indicator aims to measure how effectively WFP works with governments to establish and manage disaster preparedness interventions. It is not a mandatory indicator.

161. Table 6 below shows the main strategic outcomes under the successive Strategic Plans along with their results. The reported progress was categorized using the same methodology as per WFP's Annual Performance Reports.⁸² Outcomes related to environmental benefits, enhanced livelihood asset base and improved capacity to manage climate shocks and risks generally reflected strong progress, although

processing and preservation). However, available figures to date (CRF 2020, 2021) still concern outputs rather than outcomes, primarily numbers of stoves and people reached.

⁸¹ CRF. 2022. Number of tons of CO2 equivalent emissions reduced through improved or clean cooking solutions (estimated).

⁸² The methodology for rating the performance under each outcome indicator in the APR is based on the observed progress relative to the expected progress (target): outcome performance is assessed by comparing annual values of outcome indicators against annual targets and the most recent baselines established in the logical frameworks of CSPs. The performance rating for each outcome indicator measurement is rated according to the scale: strong progress; some progress; Insufficient or no progress. More detail on the approach can be found, for example, in Annex II C of the APR 2021.

scattered among some countries. A synopsis of the outcome indicators focussing on the country case studies and complementary evidence from recent decentralized (DE) and CSP evaluations (CSPE) can be found in Annex IV.

Table 6 – Outcome-level results

Strategic Plan 2008-2013	2011	2012	2013
Outcome 2.1: Early-warning systems; contingency plans; food security monitoring systems: in place and enhanced with WFP capacity-development support			
Disaster preparedness index	Limited data	Limited data	Some progress
	2/10 projects	10/23 projects	6 projects

Strategic Plan 2014-2017	2014	2015	2016	2017
Outcome 1.4: National institutions, regional bodies and the humanitarian community are able to prepare for, assess and respond to emergencies				
Emergency Preparedness Capacity Index	Limited data	Limited data	Limited data	Limited data
	3/10 projects	1/13 projects	4/9 projects	4/9 projects
Outcome 3.3: Risk-reduction capacity of countries, communities and institutions strengthened				
Proportion of targeted communities where there is evidence of improved capacity to manage climatic shocks and risks supported by WFP	Limited data	Limited data	Limited data	Limited data
	0/13 projects	4/19 projects	4/19 projects	7/17 projects

Strategic Plan 2017-2021	2018	2019	2020	2021
Outcome 1.1: Maintained/enhanced individual and household access to adequate food				
Emergency Preparedness Capacity Index (EPCI)	<i>Not reported</i>	<i>Not reported</i>	Strong progress	No progress
			1/1 country	1/1 country
Proportion of the population in targeted communities reporting environmental benefits (EBI)	<i>Not reported</i>	<i>Not reported</i>	Strong progress	Strong progress
			2/3 countries	2/3 countries
Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base (ABI)	Strong progress	Strong progress	Strong progress	Some progress
	8/10 countries	12/17 countries	12/17 countries	19/19 countries
Proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks (CCS)	<i>Not reported</i>	<i>Not reported</i>	Strong progress	<i>Not reported</i>
			2/2 countries	

Outcome 1.3: Enhanced social and public-sector capacity to assist populations facing acute, transitory or chronic food insecurity				
Emergency Preparedness Capacity Index (EPCI)	Limited data	Not reported	Strong progress	Not reported
	1/5 countries		1/1 country	
Proportion of the population in targeted communities reporting environmental benefits (EBI)	Not reported	Not reported	Strong progress	Some progress
			1/1 country	1/1 country
Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base (ABI)	Not reported	Strong progress	Strong progress	Some progress
			1/1 country	3/3 countries
Proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks (CCS)	Not reported	Not reported	Strong progress	Some progress
			1/1 country	3/3 countries
Outcome 3.1: Increased smallholder production and sales				
Proportion of the population in targeted communities reporting environmental benefits (EBI)	Not reported	Strong progress	Strong progress	Strong progress
			2/3 countries	3/4 countries
Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base (ABI)	No progress	Strong progress	Strong progress	Strong progress
			10/15 countries	7/9 countries
Proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks (CCS)	Not reported	Not reported	Strong progress	Some progress
			2/2 countries	2/2 countries
Outcome 3.2: Increased efficiencies in pro-smallholder aggregation in food value chains				
Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base (ABI)	Not reported	Strong progress	Not reported	Not reported
		1/1 country		
Outcome 3.3: Improved availability of key pro-smallholder public goods and services				
Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base (ABI)	Not reported	Not reported	Strong progress	Strong progress
			1/1 country	1/1 country
Outcome 4.1: Improved household adaptation and resilience to climate and other shocks				
Emergency Preparedness Capacity Index (EPCI)	Not reported	Some progress	Not reported	No progress
		1/1 country		1/2 countries
Proportion of the population in targeted communities reporting environmental benefits (EBI)	Limited data	Strong progress	Strong progress	Strong progress
	0/2 countries	5/8 countries	4/7 countries	5/5 countries

Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base (ABI)	Strong progress	Strong progress	Strong progress	Some progress
	<i>8/9 countries</i>	<i>12/17 countries</i>	<i>13/17 countries</i>	<i>14/17 countries</i>
Proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks (CCS)	No progress	Strong progress	Strong progress	Some progress
	<i>4/7 countries</i>	<i>6/9 countries</i>	<i>4/8 countries</i>	<i>5/6 countries</i>
Outcome 5.1: Enhanced capacities of public and private sector institutions and systems, including local responders, to identify, target and assist food-insecure and nutritionally vulnerable populations				
Emergency Preparedness Capacity Index (EPCI)	Not reported	Strong progress	Strong progress	Some progress
		<i>5/6 countries</i>	<i>6/9 countries</i>	<i>13/15 countries</i>
Proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks (CCS)	Not reported	No progress	Not reported	No progress
		<i>1/1 country</i>		<i>1/2 countries</i>

Note: The number of projects (2008-2017) and the number of countries (2018-2022) represent the reporting rate of relevant projects/ countries for the indicator.

Source: ADE/Evaluation Team, based on 2008-2013, 2014-2017, 2017-2021 Corporate Results Frameworks and 2015-2021 Annual Performance Reports.

162. EBI, ABI and CCS, which are mainly reported under the Strategic Outcome 4.1,⁸³ show strong progress since 2019 in some of the countries monitored (between 6 and 17). The main activities served by these indicators are FbF, EWEA, climate services, institutional and individual capacity strengthening, community and livelihood resilience and assets creation. EPCI is mainly monitored under the Strategic Outcome 5.1⁸⁴ with strong progress made in 2020 and 2021, based on a much more limited number of countries monitored (6 to 9). The main activities informing the indicator are policy support, climate analysis and assessments, insurance and financial services. WFP is also supporting digitalization of data, enabling governments to get real time insights, and thus saving crucial time during emergency. WFP has furthermore provided support at district and municipal levels to set up systems and to operationalize the projects. Overall, however, there is no consistent picture about outcomes; where reported though, these are mostly positive. The reporting on the four CRF outcome indicators most relevant to climate change (ABI, EBI, CCS and EPCI) increased steadily over the period 2017-2021 – ABI and EBI were not monitored before – but remained rather low and was not systematic among the studied countries. This situation does not support robust conclusions and calls for improved monitoring.

⁸³ Strategic Outcome 4.1 “Improved household adaptation and resilience to climate and other shocks.

⁸⁴ Strategic Outcome 5.1 “Enhanced capacities of public and private sector institutions and systems, including local responders, to identify, target and assist food-insecure and nutritionally vulnerable populations”.

2.2.1.4 To what extent has the DRR/M policy facilitated WFP's contribution to the Sendai Framework?

Finding 19. Monitoring and reporting on the Sendai Framework have fulfilled stakeholder accountability requirements, but have not been conducive to learning within WFP or with other stakeholders and partners.

163. Sendai promotes a substantial reduction of disaster risk and losses in lives, livelihoods and health, as well as in economic, social and other assets for persons, businesses, communities and countries. It has four priorities for action: (i) Understanding disaster risk; (ii) Strengthening disaster risk governance to manage disaster risk; (iii) Investing in disaster reduction for resilience; and (iv) Enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction. A set of 38 indicators was identified to measure global progress in the implementation of Sendai. These indicators intend to monitor the number of deaths and missing persons, directly affected people, direct economic loss and damage to critical infrastructure that is attributed to disasters. They also track the adoption of national DRR/M strategies, international support and the development of early warning systems. At country level, UNDP and UNDRR are responsible for reporting on progress towards Sendai.

164. It is important to distinguish between the contribution of WFP to the implementation of the Sendai Framework, and the contribution of WFP to reporting on Sendai targets and indicators. The DRR/M and climate change activities supported by WFP are relevant to all Sendai priorities and clearly contribute to their global implementation. However, as noted above, the influence of the DRR/M and Climate Change policies on these activities has in most cases been moderate.

165. All United Nations agencies that claim to work on DRR are called upon in the Sendai Framework (and the Hyogo Framework before it) to report on their contributions. WFP regularly makes a moderate contribution to the United Nations annual report on its Plan of Action for DRR, with examples that relate to various priorities for action and are often more numerous than those provided by other United Nations entities. WFP also reports annually on a selection of Sendai indicators in a limited number of countries. This indicator-focused reporting is of value when aggregated globally in the Sendai Monitor, but it is disconnected from the CRF and learning systems in WFP and therefore creates a significant extra workload with little internal benefit. It is treated by PROC as an obligation related to the DRR/M policy, although the DRR/M policy does not stipulate it. As such, it could be said that the DRR/M policy neither facilitated nor hindered WFP's contribution to Sendai reporting.

166. The upcoming (2023) Mid-term Review of Sendai offers an opportunity for all stakeholders to reassess the value of their contributions and what else would be needed to achieve the goals and targets. Stakeholders in WFP feel that a change is needed in the way WFP contributes to Sendai, and that mutual learning benefits should be considered when deciding if and how WFP will contribute until 2030.

167. In the Comparative Learning Exercise discussions, FAO confirmed its commitment to continuing to contribute to the UN annual report on the Plan of Action for DRR. For DG ECHO Sendai is the "perfect place" for any humanitarian entity, including WFP, to align and concentrate its efforts rather than engaging on high-level communications, such as COP, Paris Agreements and other such initiatives because sufficient numbers of other actors have a much stronger comparative advantage than WFP regarding climate and other longer-term or slow onset issues, especially at the global negotiation levels. This view does not appear to be shared by all other actors as internal stakeholders noted that WFP has been asked to contribute to loss and damage discussions at COPs and subsidiary meetings of the UNFCCC precisely because of its experience in responding to climate-related disasters and experience in disaster risk finance and anticipatory action. Such diverse views are reflective of the wide range of positions actors take in relation to WFP engagement in DRR/M and climate change and how they relate to its mandate and strategic priorities.

2.2.1.5 To what extent does the Climate Change (and DRR/M) Policy contribute to SDG-13?

Finding 20. Although the Climate Change policy refers to multiple SDG-13 targets, monitoring and reporting on the contribution of WFP to SDG 13 is not yet systematic or meaningful. This can be explained by the fact that the Strategic Plan 2017-2021 and the corresponding Corporate Results Framework prioritized SDG-2 and SDG-17. Consequently, no commitment was made to systematically report on WFP's contributions to SDG-13. Yet, many of the activities featuring in WFP CSPs relate to climate change and those are now explicitly mapped out in the new Corporate Results Framework accompanying the Strategic Plan 2022-2025. Looking ahead, this may be a good opportunity for WFP to consider better capturing its contribution to SDG 13 and support national governments to assume leadership of monitoring on SDGs.

168. SDG-13 stresses the need to "take urgent action to combat climate change and its impacts". The Climate Change Policy refers directly to four specific SDG-13 targets that are promoted as WFP activities: Target 13.1: Strengthen resilience and adaptive capacity to natural hazards and climate-related disasters; Target 13.2: Integrate climate change measures into national policies, strategies and planning; Target 13.3: Improve education, awareness-raising and human and institutional capacity on climate change, mitigation, adaptation, impact reduction and early warning; and Target 13.3b: Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities.

169. However, WFP's strategic plan 2017-2021 and corresponding CRF prioritized SDG-2 (zero hunger) and 17 (partnerships). It recognized that "contributions to other SDGs will not emerge directly from WFP's programme portfolio, nor will WFP hold itself accountable for outcomes implied by these SDGs". Consequently, WFP did not commit to monitoring or reporting its contributions to SDG-13 in a comprehensive and systematic way, and WFP Annual Performance Reports since 2011 have mostly reported on SDG-2 and SDG-17. While they include a section on WFP contributions to climate and risk reduction/management, the metrics that are reported vary across years. The RBA progress report in 2020 reported no significant change since 2015 by the three actors on SDG-13.⁸⁵ As part of this, WFP has reported an overall number of beneficiaries reached, along with some other output data. The Executive Board members have pointed out that information/data available could be better shared and used in international events such as the COP.⁸⁶

170. Yet, many of the interventions featuring WFP CSPs relate to climate change,⁸⁷ in particular in Bangladesh, the Caribbean, Ethiopia, Lesotho, Senegal and Zimbabwe. Some of these efforts also suggest a direct link between FFA featuring climate-proofed infrastructure and SDG-13. WFP activities related to SDG-13 may also include unconditional resource transfers, community and household asset creation, household and individual skill and livelihood creation, smallholder agricultural market support programmes and actions to protect against climate shocks, such as social protection sector support.

171. The strategic plan 2022-2025 retains the focus on SDGs 2 and 17, but explicitly underlines their interconnectedness with other SDGs and stresses the importance of maximizing and capturing WFP's contributions to other SDGs. The corresponding CRF maps out WFP activity categories that contribute to SDG 13. The new Line of Sight for country strategic planning, encourages country offices to select secondary SDG targets as guided by UNCTs and national SDG priorities to highlight WFP's contribution to SDG targets beyond SDG 2 and 17. As country offices should report on the SDG-related indicators for their selected secondary SDG targets, this is a further opportunity to improve reporting on WFP's contributions to SDG 13.

172. Looking ahead, some internal stakeholders see this as a good opportunity to better capture WFP's contribution to SDG 13 and to support national governments to assume leadership of monitoring on SDG 13 as part of a wider effort to advance awareness of and action to tackle climate change, as well as

⁸⁵ FAO 2020. Progress Report on Rome-based agencies collaboration. CL 165/13, p7.

⁸⁶ WFP. 2022. Notes from Focus Group Discussion with WFP Executive Board members. DRR/M and CC policies evaluation.

⁸⁷ In 8 out of the 11 countries studied, the CSP documents mention SDG-13.

addressing the perception that SDGs are too donor-driven. Others noted that if WFP was to support governments in reporting against SDG 13, guidance drawing from the CRF indicators should be provided to country offices. Diverse views were also expressed by external stakeholders with some wanting WFP to engage in DRR/M and climate change adaptation in order to address the drivers behind increasing food insecurity and structural vulnerabilities, and others expecting WFP to focus on addressing immediate acute food and nutrition needs. This latter perception contradicts WFP's Mission Statement and Strategic Plan, thereby highlighting the need to communicate more effectively and widely on the scope of WFP policies including the Climate Change policy.

2.2.2 To what extent has each policy enabled gender transformative, inclusive and equitable results?

Finding 21. Gender equitable and inclusive results from DRR/M and CCA activities are frequent, but gender transformative results are rare. Key results observed included contributions to improved economic and social status for the targeted women and greater financial independence which in turn made them better prepared to manage shocks and stresses. While the climate change policy is better aligned with WFP's current approaches to gender equality than the DRR/M policy, neither of the policies is clearly or uniquely responsible for results, but both are considered to have contributed to them. Most DRR/M and climate change programming aims to apply an inclusive approach through targeting the most vulnerable and marginalized groups, for example as identified in food security analyses.

173. The DRR/M and Climate Change Policies have different commitments in terms of gender. The DRR/M policy emphasizes the differentiated impacts of disasters and the need for DRR/M to reduce gendered vulnerability and promote gender equality. It lacks the more recent understanding of the need for gender transformative action, which is incorporated into the Climate Change policy. However, due to the large overlap between DRR/M and Climate Change areas of intervention in the two policies and the fact that these interventions are implemented by the same staff at HQ and country-level, it is very challenging to determine the specific contribution of each policy to given results.

2.2.2.1 Gender Equality

174. Greater gender equality is a frequent aim and achievement of DRR/M and climate-change related interventions, although this may be equally due to implementation of the Gender Policy and associated toolkit as to the DRR/M and Climate Change Policies. An early example of a commitment to gender equality can be found in a WFP proposal for climate change adaptation in Ecuador, which states that "Gender empowerment is a priority in this project. Gender strategy, tools and case studies have been incorporated in the development and implementation of vulnerability assessments, plans and adaptation measures, as well as in the design of the early alert system and the awareness campaign".

175. Thanks to the introduction of the gender marker in CSPs, progress on gender mainstreaming within CSPs is assessed annually in all countries and by all teams, including those working on DRR/M and climate change interventions. Furthermore, as WFP and almost all donors require sex-disaggregated reporting, there is greater visibility of gendered results, from participation in activities to access to food, assets and other benefits generated by WFP's programmes. For example, in Ethiopia's Productive Safety Nets Programme, WFP has adapted work and payment conditions so that women can work 50 percent of the time to accommodate care work, and still receive payment on equal terms. Gender Analyses of Climate Resilience have been carried out in several countries, including Egypt and El Salvador, to support the development of gender-responsive resilience activities.

176. Interviews with stakeholders, who have gender expertise, pointed to the need to go beyond the benefits of specific activities and focus on incorporating gender analysis and training into country capacity-strengthening on DRR/M and Climate Change issues. The new Gender Policy will strengthen the application of WFP's stated commitments to gender in the DRR/M and Climate Change Policies.

2.2.2.2 Gender transformative

177. Gender transformative results are rare or rarely captured. In only three of the countries studied, Bangladesh, Mali and Ethiopia, progress is reported on power relations becoming transformed between men and women through DRR and Climate Change interventions. In Ethiopia and Mali, this has been achieved through Village Savings and Loans Associations (VSLA) that are integrated within the community resilience programmes whenever feasible. Through regular savings, increased financial literacy and mutual support networks, the women participating in them are both better prepared to manage shocks and stresses, as well as having greater financial independence. During the three years of consecutive drought in Ethiopia, VSLAs provided a valuable safety net for women. In Mali, community resilience included market gardens, which provided a significant added revenue for women.

178. In Bangladesh, 100 percent of participants in the integrated risk management programme were women. During focus group discussions, they explained all the improvements it has generated for them: improved economic status (money generated thanks to the creation of new income-generating activities); improved social status (women became household decision-makers, husbands and parents-in-law now listened to the wife, less divorce, less early marriage, one women beneficiary elected at ward level); children's education (money earned was partly used to pay school fees); food security (evolution from two to three meals a day); self-confidence (proud to gain IT skills related to mobile financial transactions, proud to travel beyond the village to go to a bank); better prepared for floods (through early warning flood markers).

179. In Senegal, WFP has technically and financially contributed to the mid-term review of the Government's national gender strategy, that aims to eliminate discrimination among men, women, boys and girls. Currently, 14 percent of women producers supported through WFP's 4R resilience programme do not own the land they cultivate, compared to only 9 percent of men producers.⁸⁸ Nonetheless, some positive experiences can be found beyond the country studies of this evaluation. A recent evaluation of the R4 programme in Zimbabwe showed improvements in women's participation in decision making and reported a decrease in day-to-day hardship.⁸⁹ Recent evidence also shows positive signs of the integration of gender transformative results from risk finance activities.⁹⁰

180. In general, evidence of gender transformative impacts is not robust, since they have not been well captured by corporate indicators and few evaluations have focused on these aspects of DRR and Climate Change activities. Some stakeholders also emphasized that it was not merely a problem of evidence; they said that staff responsible for implementing the DRR/M and Climate Change Policies needed to understand that programmes must be designed differently to ensure gender transformative opportunities, and that gender advisors' support should be sought well before the donor proposal stage.

2.2.2.3 Inclusion

181. While inclusion per se is not mentioned in the DRR/M and Climate Change Policies, commitments to identify and assist the most vulnerable groups are clear in both policies. Indeed, most DRR/M and climate change programming aims to apply an inclusive approach through targeting the most vulnerable and marginalized groups identified in food security analyses ensuring that differentiated needs are met and that the most vulnerable are not left behind. In Bangladesh, for example, the team that implements community-resilience activities (forestry, land conservation and water harvesting) identified women-headed households, households with people with disabilities and other vulnerable groups and ensured that they are registered as beneficiaries. In Malawi and several other countries, key informants highlighted the need for WFP and partners to consider the so-called 'youth bulge' and to design youth-inclusive interventions that reduce disaster risk and promote climate action.

182. WFP has also recently committed to enhancing disability inclusion through its Disability Road Map, approved by the Executive Board in 2020. In it, WFP acknowledges the strong link between disaster and disability, with persons with disabilities being disproportionately affected by disasters and commits to

⁸⁸ WFP. 2021. Senegal Annual Country Report.

⁸⁹ WFP. 2022. Evaluation of R4 Rural Resilience Initiative in Masvingo and Rushinga Districts in Zimbabwe, January 2018 – June 2021.

⁹⁰ WFP. 2021. Gender and Risk Finance - The transformative power of women.
WFP. 2022. Gender and Risk Finance - How CRI can turn four women's lives around.

ensuring that accessibility will be factored into all DRR and preparedness programming. Age markers in CSPs have also contributed to making some inclusion issues more visible.

183. However, since in many cases data are provided by government institutions, it can be difficult to overcome technical gaps and political decisions that result in the exclusion of certain groups. As highlighted by WFP staff in the Caribbean multi-county office, migrant workers cannot be registered in national social protection systems in most Caribbean countries although they are most likely to be at risk or affected by disasters. For this reason, WFP has also supported parallel cash transfer arrangements in humanitarian responses in the Caribbean to ensure that food assistance includes those most in need. The regional bureau for Latin America and the Caribbean has also implemented measures to include groups that do not fall under government systems, such as migrants and indigenous communities.

184. Looking ahead, the WFP disability inclusion road map (2020-2021) and the 2021 Technical Note on Mainstreaming Disability Disaggregation will be useful for DRR/M and climate change programming. However, the existence of different policies and guidance notes did not yet lead sufficiently to the development of intersectional approaches, with inclusion mainly approached sequentially.

185. Some stakeholders mentioned that WFP teams also have inclusion challenges and would do well to examine their own human resource practices to ensure the representative nature of their teams.

2.2.3 To what extent are the results achieved sustainable?

Finding 22. Efforts are being made to increase the sustainability of DRR/M and climate change-related activities, regardless of which policy promotes them. Moreover, there is a need to further support CO staff to design locally-driven sustainability strategies tailored to the actors involved with approaches adapted to both community and government levels, to enhance advocacy about innovative systems for all stakeholders in the field, and to improve knowledge management.

186. Sustainability was an integral part of WFP Strategic Plans for 2017-2021⁹¹ and for 2022-2025⁹². The plans outline that to enhance sustainability governments' capacities should be strengthened across the board: in food security analysis, early warning, logistics or DRR/M and emergency preparedness, as called for by the context.

187. The DRR/M policy states that WFP should maximize the impact and sustainability of outcomes by integrating disaster risk reduction principles into all stages of programming and identifying opportunities for reducing disaster risk while improving food security.

188. Sustainability was explicitly mentioned in the Climate Change policy. The policy states that WFP should take the slow onset of climate change into account to facilitate longer-term sustainability, by applying the climate action principles of participatory design, or gender-transformative and location-specific adaptation activities. WFP interventions should be guided by the analysis of how adaptation options increase the resilience of livelihoods to growing climate risks, or help people diversify from climate-sensitive livelihoods and ecosystems. Although the policy guidance does not refer to exit strategies as such, it duly supports the implementation of GCF- and AF-funded projects which are all required to have a sustainability and exit strategy, one with a systematic connectivity to government systems.

189. Linkages between sustainability and capacity strengthening were also outlined in the 2018 CSP Guidance Note for climate change and DRR/M: "Strengthen local, national and global institutions and systems to prepare for, respond to and support sustainable recovery from climate-related disasters and shocks".

190. At country level, there are increased efforts to support sustainability. In some instances – mostly recent ones – hand-over strategies have already been applied, such as for SO2, activity 5 of the CSP 2020-

⁹¹ Strategic Result 4 – Food systems are sustainable; Strategic Result 5 – Developing countries have strengthened capacities to implement the SDGs; Strategic Result 6 – Policies to support sustainable development are coherent.

⁹² Strategic outcome 3 – People have improved and sustainable livelihoods by layering community and household asset creation (...), climate risk management interventions and climate change adaptation programming; Strategic outcome 4 – WFP will work in a manner that strengthens national systems, namely emergency preparedness and response, food and social protection.

2025 in Ethiopia: “For crop and livestock insurance, WFP has developed a strategy for targeting, savings and credit interventions and graduation from food assistance; and is building the capacities of the National Meteorological Agency, insurance companies, universities and the Ministry of Agriculture, focusing on index design, the development of insurance products, marketing, policy distribution, claim settlement and pay-out mechanisms”. In Zimbabwe, the CSP evaluation found that “sustainability at the community level improved under the country strategic plan thanks to better community involvement in the design phase and a multi-year approach to implementation”.⁹³ The Ecuador CSP was also integrating sustainable approaches “through the channelling of food assistance through national safety nets during the COVID-19 pandemic; the focus on capacity strengthening, technical assistance and evidence generation in support of an enabling environment in the political and institutional domains; and partnerships with academic institutions”.⁹⁴

191. Positive examples of proposals for potentially effective hand-over strategies were also found in Ethiopia at country, suboffice and partners’ levels. The country office has developed a new strategy for partners’ capacity strengthening to enhance sustainability and a three-year action plan. The objective is to convince donors to invest in it, while showing them measurable results through the corporate indicator of EPCI. A solution proposed by the suboffice of Gode in the Somali region is to mitigate the turnover of government staff and improve sustainability by storing the institutional records in the participating universities rather than within government services. The Ethiopia Disaster Risk Management Commission, the main government partner, envisages setting up an ‘institutional records’ unit, which would act as a depository of manuals, databases and good practices. A concept paper has been produced to that effect.

192. Nevertheless, depending on the context, hindrances to sustainability can be identified. In Burundi, the I-CSP 2018-2020 noted that “the food deficit has increased over the years (...). Increasing climate variability adversely affects food production, resulting in reduced marketable surpluses and incomes for rural households.” In both Ethiopia and Mali, hindrances to sustainability included recurrent and increasing climate shocks, national stakeholders’ lack of capacity, conflict or violence.

193. Furthermore, field visits (Ethiopia, Mali) showed varied sustainability prospects at community and government levels:

- At community level, the focus on context-specific and integrated community resilience against climate change (Ethiopia, Mali) seemed promising and sustainable (see sub-sections: Policy support and capacity development; and community resilience-building). Projects visited were, however, mostly small-scale (20 convergence communes in Mali) and required additional evidence to inform replicable approaches and mobilize additional resources.
- At government level, in many cases, recurrent turnover among staff in concerned institutions continuously undermined the sustainability of capacity strengthening efforts.

194. It should also be noted that the sustainability of some innovative systems, such as satellite-based indexes for climate-related risk insurance, is not yet fully ensured. Although ARC Replica has started delivering pay-outs (Mali), governments in vulnerable countries regularly lack the resources to pay annual premiums. In Mali, payments of premiums by the Government were suspended in 2020 and 2021, officially due to the Economic Community of West African States embargo. In Ethiopia, the MoA pointed out that some insurance companies involved in climate risk had applied to reinsurance companies as they found it difficult to ensure a risk that was continuously growing and changing in nature. The solution that WFP applied in Mali was to subscribe its own insurance policy to compensate for governments shortages. At the global level, WFP seeks to contribute to sustainability by promoting climate justice, the ‘polluter pays’ principle, and the UNFCCC’s Loss and Damage Fund.⁹⁵

⁹³ WFP. 2022. Republic of Zimbabwe, An evaluation of WFP Country Strategic Plan (2017–2020).

⁹⁴ WFP. 2022. Evaluación del plan estratégico para el Ecuador (2017-2021).

⁹⁵ It should be noted that developing countries are supported by other donors, for instance the African Development Bank with the Africa Disaster Risk Financing (ADRFi) since 2017 to subsidize ARC insurance premiums.

195. Sustainability through risk insurance should therefore be considered at the macro (government) level, rather than at the micro level, as the potential payment of premiums by the final beneficiaries was incipient at best in some of the countries visited (Ethiopia, Mali).⁹⁶

196. Although their potential to provide pay-outs from the upcoming 'loss and damage' fund is high, on the ground, satellite-based reports, either real-time or forecasted, still require both technical adjustments and better contextualization. For sustainability purposes, strong advocacy efforts regarding such systems are needed at most levels, from WFP's country office senior managers (who are generally not well acquainted with such technical issues) to local authorities (optimum coordination is needed with national meteorological services) and final beneficiaries (who have not been consulted in defining calculation criteria and contest the accuracy of the results).

197. Overall, the evidence of sustainability often remains elusive. In all countries visited, the sustainability of DRR/M and climate change-related efforts was either lacking evidence – often due to limited knowledge management and monitoring – or remained a distant prospect, owing to the lack of local capacities and financial resources. Under Outcome four of the Interim CSP 2019-2020 for Ethiopia, the ACR 2019 noted, for instance, that 'WFP established a two-year capacity strengthening training strategy with the objective of handing over crop insurance processes to local insurance partners'.

2.3 EQ3: WHAT HAS ENABLED OR HINDERED THE ACHIEVEMENT OF RESULTS FROM THE DRR/M AND CLIMATE CHANGE POLICIES (CRITERIA: RELEVANCE, COHERENCE)?

198. The following sections discuss the factors that have enabled or hindered WFP's DRR/M and Climate Change policies achieving their targeted results. These include their prioritization by senior management, corporate accountability mechanisms, the resources made available, guidance and support provided for implementation, partnerships, the role of technology and innovation and external factors.

2.3.1 To what extent did the policies receive support from, and prioritization by, senior management and have clear corporate responsibilities and assigned accountabilities?

Finding 23. Support from senior managers was stronger for the Climate Change policy than for the DRR/M policy, however neither was adequately prioritized in terms of allocated financial and human resources to support the roll-out. The DRR/M policy is now seen as outdated and responsibilities are aligned almost entirely with the Climate Change policy. The recent creation of a Climate Crisis Task Force has expanded responsibility and accountability for climate change across multiple areas of WFP organizational architecture.

199. Throughout its development and following its approval, the DRR/M policy was mainly considered as a conceptual framework to justify, explain and support a wide range of risk reduction and management activities. WFP senior management at HQ level considered that it was important to position the organization in relation to the Hyogo Framework for Action, which had reached its mid-point in 2010. The risk management team at HQ who instigated the policy and were directly involved in writing it saw its approval as a major milestone for an organization that was mainly known for its emergency response capacity, and as an opportunity to invest better in tackling the causes of vulnerability. They saw it as a major step towards what became WFP's Saving Lives, Changing Lives agenda.

⁹⁶ In Ethiopia, under phase 2 of the Satellite Index Insurance for Pastoralists project, beneficiaries will be asked to contribute 10 percent of the insurance premium through organizations, such as Village Savings and Loan Associations (VSLA) (under phase 1, the premium was entirely paid by WFP/donors). This will require advocacy, but VSLAs should also gain additional benefits. In Mali, the regional programme for the Sahel, implemented jointly with IFAD and FAO in response to COVID-19, conflicts and climate change (SD3C), envisages a micro-insurance scheme for some 40,000 small-scale farmers.

200. However, there is little to no evidence of the immediate prioritization of the principles/activities in the policy, beyond the time and energy invested by the small team directly responsible for it and by those already engaged in DRR/M activities at country level. The 'action plan' mentioned as 'forthcoming' in the text of the policy never materialized, nor did any specific guidance or training for country offices. One key stakeholder referred to the period after the approval of the policy as a 'hiatus'; others indicated that the team responsible for the DRR/M policy was already focused on raising the issue of climate change within WFP. The consultation process and the 'Towards a Climate Change Policy' working paper were driven by the same unit.

201. Following the DRR/M policy being approved, the concept of resilience (which was already explicit in the subtitle of the DRR/M policy) gained currency in the humanitarian and development sectors. In addition to the same HQ team's efforts to elevate the profile of climate change, WFP shifted its attention to developing a framework for resilience. Resilience and climate change both became policies that 'took over' DRR concepts and commitments, without any formal decision being made to evaluate or decommission the DRR/M policy. Consequently, the DRR/M policy became further deprioritized by senior managers.

202. Within WFP, the DRR/M policy is now seen as outdated. The Sendai Framework to which it is connected has a lower profile than the UNCCC, which offers funding instruments and opportunities. Furthermore, climate change is widely recognized as a dominant driver of risk, losses and damages in food systems, which has been further highlighted at the United Nations Framework Convention on Climate Change (COP27) and in the Food Systems Summit (2021). As 80 to 90 percent of disasters are climate-related,⁹⁷ WFP has used Climate Change funding sources in a pragmatic way to operationalize disaster risk reduction and climate resilience. For these reasons, prioritization was given to the development and implementation of a Climate Change policy.

203. At WFP HQ, PROC service (previously called OSZIR) holds corporate responsibility for DRR/M and Climate Change Policies. This service is structured in teams that is framed alongside operational priorities defined in the Climate Change policy (e.g. risk insurance, EWEA, support for national governments, climate finance, among other priorities). It also includes a climate finance team that supports access to the GCF and the Adaptation Fund. PROC is responsible for developing guidelines, manuals and training to support the operationalization of the two policies, and for facilitating strategic partnerships including at country level. PROC works with RAM on climate risks analysis and monitoring and with EME on EPR and EWEA, as explained in the relevant sections of this report. The Resilience Policy was developed under the responsibility of the Asset Creation and Livelihoods unit (OSZPR), the predecessor of PROR. While the respective role and focus of each office is acknowledged, this tends to create unnecessary siloes.

204. The formation of a Climate Crisis Task Force is a recent development (2022) that bodes well for the de-siloing of climate change and for helping WFP understand climate change as a cross-cutting issue of increasing importance and relevance to most functions. It spans across multiple divisions, including PRO, RAM, EME, Public Partnerships and Resourcing, and includes representatives from regional bureaux and country offices. PROC is the secretariat of the Task Force and has contributed significantly to creating the impetus and justification for it. At regional bureau level, the person or team in charge of DRR/M and Climate Change is responsible for technical and operational support to country offices, integrating these concepts within the CSPs design and implementation. Some work in close coordination with the regional VAM team. Most RB DRR/M and/or Climate Change teams are also responsible for resilience programming, due to their close conceptual and operational interlinkages. Some teams even integrate other areas (e.g. gender and food systems). Most teams have recently increased to meet demand (from one or two to four people).

205. There is no climate change focal point for most of the studied country offices, although there is a clear allocation of responsibilities with teams regarding climate change-related interventions (for example, one member is in charge of ARC Replica, another is in charge of Anticipatory Action, among others). Country directors and deputy country directors are responsible for the application of all corporate policies. Most of those interviewed have been supportive of DRR/M and climate change interventions, yet a minority indicated a lack of clarity on the concepts, issues and the related operations being proposed. Even when there were people dedicated to DRR/M and Climate Change at HQ, regional bureaux and country office

⁹⁷ Academy of Disaster Reduction and Emergency Management. 2022. Global natural disaster assessment report.

levels, the two policies were not reflected in a cohesive action plan that specified the responsibilities pertaining to each office (while, for example, the Gender policy has generated a Gender Action Plan⁹⁸). This was one of several constraining factors in achieving objectives.

206. The Comparative Learning Exercise (CLE) demonstrated wide structural differences in each organization, but all with structures that portray Climate Change more explicitly than DRR. In the EU, climate change is not led singularly from a department with that name (DG CLIMA is a very new and small technical unit while DG INTPA has Directorate “F” the Planet, with F1 focussing on climate change, F2 on the environment and sustainable natural resources and F3 on food security). DG ECHO provides a greater focus on DRR through the B2 lead on preparedness and is now insisting on an even tighter focus on EPR – pushing DRR (beyond preparedness) to the DG INTPA. The Red Cross Climate Centre (external to the Federation) focuses strictly on climate but recognizes the strong overlap with DRR. The International Federation of Red Cross and Red Crescent Societies (IFRC) has a unit named “Climate and Resilience” in the ‘Disasters and Climate Crises Department’ (Prevention, Response and Recovery) and one DRR expert in each region. FAO is reportedly structured around global frameworks and the Climate Change Biodiversity and Environment Division reports which are much smaller than the Office of Emergencies (in which the DRR-focused staff are reportedly very few). This suggests that the role of DRR may be potentially diluted, downplayed or unclearly managed by the three organizations.

2.3.2 To what extent were there adequate financial and human resources available to implement each policy?

Finding 24. The provision of financial and human resources by WFP was inadequate for both policies. Although both have increased over the years with more funding available, they remain insufficient. The Climate Change policy was a game-changer for attracting new sources of funding for climate change and supporting implementation of relevant programming. Because of the large overlap between climate change, DRR/M and resilience-building areas of intervention, proposals to key funding streams tend to be framed differently depending on national governments and donors' priorities. As a result, access to climate change specialized funds also supported areas of intervention featured in the DRR/M policy.

207. Very limited funding was available for implementing the DRR/M policy. There was no Programme Support and Administration (PSA) budget for DRR/M, only a small amount for experimenting and learning. Implementing the policy relied on good relationships with donors, but even these were constrained because the Hyogo Framework for Action did not have any dedicated funding instruments.

208. WFP dedicated a limited amount of PSA resources to support the implementation of the Climate Change policy but those have been increasing over time from USD319,000 in 2018 to USD1.6 million presently.⁹⁹ In essence, PROC had to create a team to raise funds, as noted by one key informant at HQ: “It was an unfunded mandate. It relied on the ability of the climate team to go to donors, sell these flagship programmes, and, with these flagship programmes, finance the experts who would then provide these services that are basically enshrined in the Climate Change Policy”.

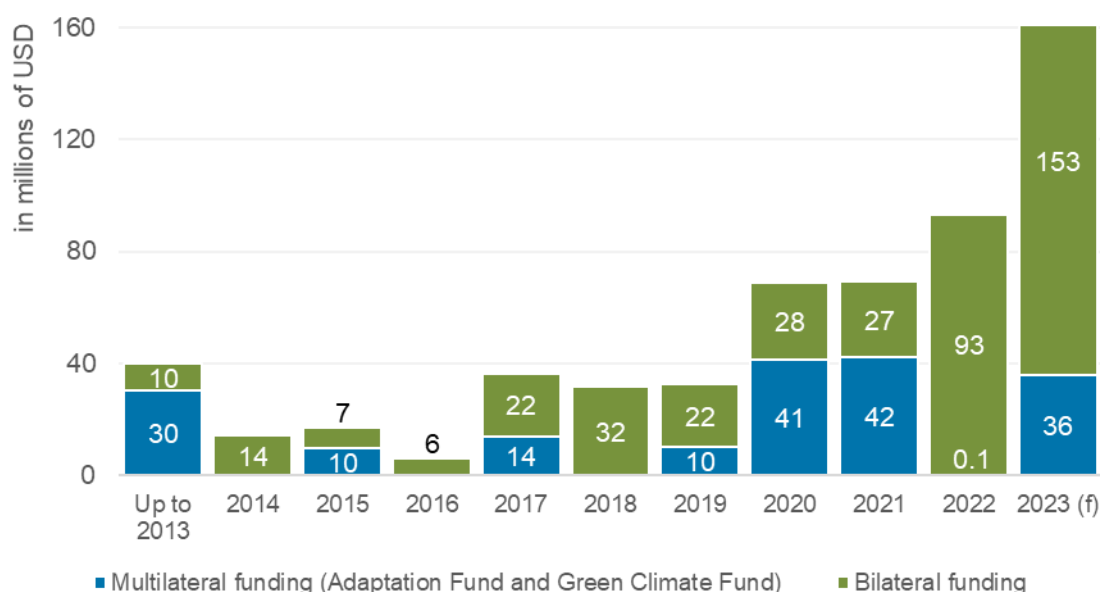
209. Having a policy was a game-changer for attracting funding. Over time WFP has successfully secured funds from multilateral sources, such as the Adaptation Fund (AF) and the GCF, as well as bilateral, earmarked funds. As shown in Figure 13, funding raised from the AF and GCF have increased substantially over time. WFP has recently achieved a higher accreditation level (USD250 million) of GCF funding, which opens up an entirely new scale of opportunities. Also, as the GCF offers multi-year funding, it is all the more valuable for Climate Change Adaptation and DRR/M related programming. Staff noted that because of the large overlap between climate change, DRR/M and resilience-building areas of interventions, proposals to key funding streams tended to be framed differently depending on national governments and donors'

⁹⁸ WFP. 2020. Evaluation of the Gender Policy (2015-2020).

⁹⁹ According to data provided by PROC, the PROC PSA allocation gradually increased from USD319,000 in 2018 to USD2,773,000 in 2022. However, most of the PSA increase in 2022 was provided on a one-off basis and mostly used to support implementation of the Environmental Policy (Environmental and Social Sustainability Framework (ESSF) support).

priorities. As a result, access to climate change specialized funds also supported areas featured in the DRR/M policy.

Figure 13 – Evolution of Financial Resources Mobilized for CCA



Source: ADE/Evaluation Team. Data received from PROC. (f): Forecast. Note: Two regional projects were approved by the AF Board in October 2022 but the agreements between WFP and the AF were signed in February 2023. Hence those contributions are recorded for 2023.

210. Nevertheless, GCF and AF funding opportunities remain challenging to access for country offices with limited resources which cannot afford the climate change expertise required to develop solid project proposals, engage in technical discussions with the Government, the UNCT, IFIs and donors and contribute to a clear positioning of WFP. Some staff suggested that the HQ and RB support structure in proposal design and programme implementation needed to be strengthened, and that there was also a need for predictable multi-year funding that supported long-term projects. The Changing Lives Transformation Fund created by WFP aims in part to overcome this challenge by setting up a Trust Fund through which a limited number of COs will access funding over several years. However, this Trust Fund is not yet operational and grants for qualifying countries are likely to be limited.

211. In terms of staffing,¹⁰⁰ PSA support has enabled coverage of one D1 position starting from 2018. From 2021, a PSA increase has enabled coverage of six fixed-term positions in PROC which support implementation of the Climate Change policy and to some extent the DRR/M policy (one D1, one P5, three P4 and one G4 levels). The value of the contributions by these technical staff was highlighted by multiple key informants who have interacted with them. The number of full-time Programme Policy Officers supporting Climate Change and DRR/M policies financed by extra-budgetary (non-PSA) resources, has increased from eight officers in 2015 to 11 officers in 2022. In addition, one M&E Officer and one Financial Officer role were introduced (also on the basis of extra-budgetary funding) from 2020. The number of Climate Change-related consultancies in PROC that were funded with extra-budgetary resources (including short term and When Actually Employed contracts) has risen from 15 in 2015 to 25 in 2022. In addition, PROC is also developing a roster of expert consultants on climate change to help meet rising demand from within WFP.

212. At regional bureau level, the position of climate expert varies: in Nairobi, the climate team also works on food systems, gender and social protection but not on resilience; in Panama the climate and resilience team is combined; in Johannesburg and Dakar, climate expertise is split in different teams. HQ level staff interviewed for this evaluation emphasised the role of regional bureau staff in supporting DRR/M and

¹⁰⁰ Staffing data was provided by PROC.

climate change planning and interventions in their respective countries. When necessary, WFP leverages additional support from existing staff from WFP country offices, HQ and regional bureaux.

213. In general, the high turnover of staff due to lack of funding stability and because of WFP's rotational policy is seen as a significant hindrance to learning and possibly sustainability. Going forward, the new WFP People Policy (2021) may open up possibilities to mitigate some of the high turnover through different contracting modalities, but these options are yet to be properly explored and utilized.¹⁰¹

214. The CLE revealed a similar issue for the comparator organizations, i.e. little delegated funding for climate change and DRR/M. The EU has no delegated funding stream for climate change-related programming, but does strive to allocate 35 percent of all EU funding on reducing climate change. DG ECHO has the Disaster Preparedness Budget Line which is seen to directly target a part of DRR. For the Red Cross, a key funding source is the Disaster Response Emergency Fund, aligning directly with FbF efforts. The Red Cross Climate Centre is seen to attract some valuable funding which they direct to projects at national society level as much as possible. Unlike WFP, FAO reportedly has stronger access to funding given the corporate frameworks aligned to their policies, i.e. the FAO Strategy on Climate Change 2022-2031.

2.3.3 To what extent was guidance to implement the policies developed and used?

Finding 25. No operational guidance accompanied the DRR/M policy following its approval. According to the stakeholders consulted, this negatively affected awareness and ownership at country office level. Ample guidance was developed to support the operationalization of the Climate Change policy, but it has not systematically reached country office staff. An accompanying capacity development and knowledge management strategy was developed to roll out the Climate Change policy, and numerous climate change and/or DRR/M specific documents and resources were produced by WFP. Online and face-to-face trainings, webinars and global events were organized. However, despite the efforts made by PROC and RBs, most WFP CO staff interviewed were not aware of these resources.

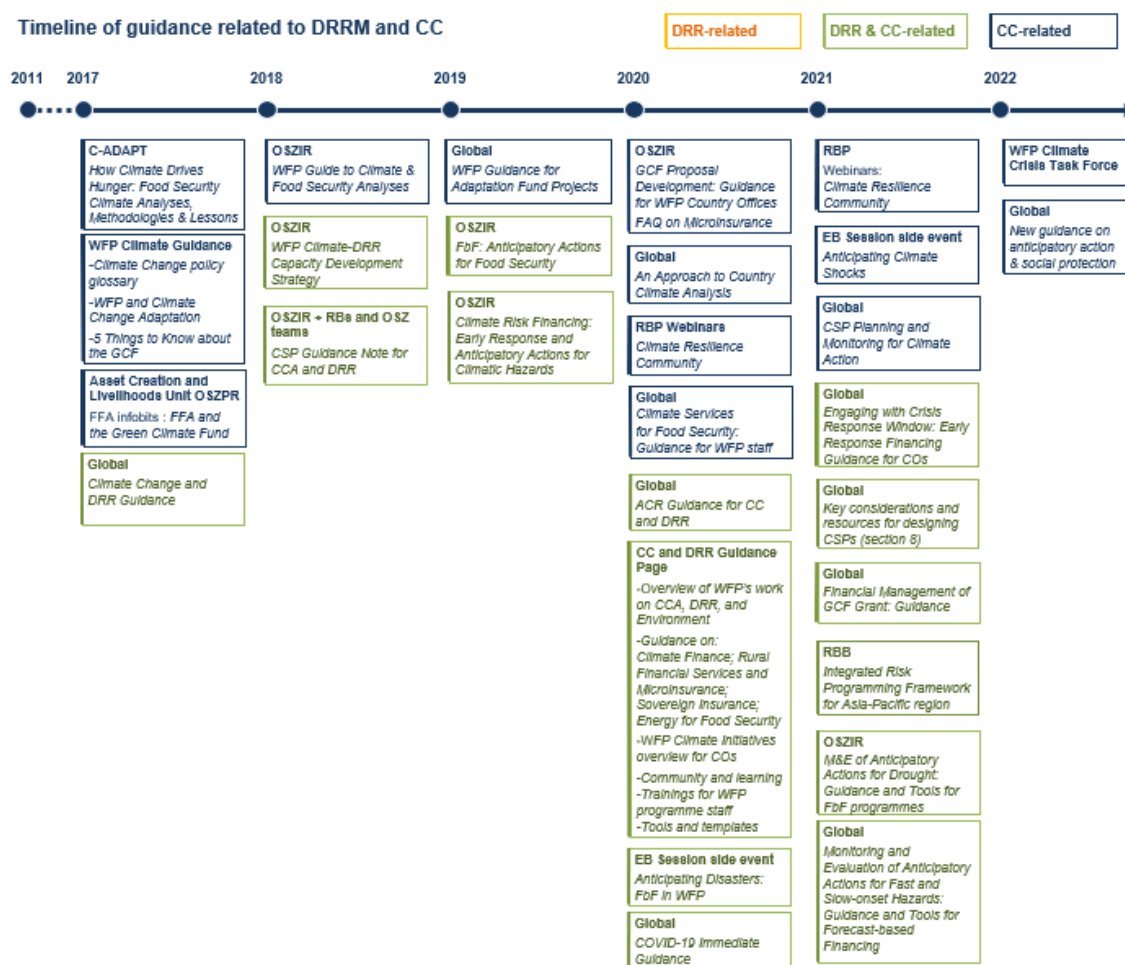
215. The main achievement in operationalizing the two policies was made by integrating their related content into corporate guidance: the 2018 CSP guidance (updated in 2021) included a section on Climate Change and DRR/M, which allowed CO staff to connect DRR/M and Climate Change with other contextual issues in CSPs. DRR/M and climate change were also integrated into the Corporate Results Framework for 2017-2021, with a stronger emphasis within the new CRF for 2022-2025. Similarly, the ACR guidance includes a section on DRR/M and climate change.

216. An accompanying capacity development and knowledge management strategy was developed to roll out the Climate Change policy, and numerous climate change and/or DRR/M specific documents and resources were produced by WFP. As shown in Figure 14, most focused exclusively on climate change (15 out of 36), although, due to the overlap in concepts and activities, they often covered DRR/M components as well. There was a particularly prolific period around 2020/2021.

217. However, despite the efforts made by PROC and RBs, most WFP CO staff interviewed were not aware of these resources, even the most recent ones. Moreover, guidance documents produced by one region were not systematically shared with other regions. For example, an Integrated Risk Programming Framework for the Asia-Pacific region, developed by RB Bangkok in March 2021, was not known outside that region.

¹⁰¹ WFP. 2021. WFP People Policy (WFP/EB.A/2021/5-A).

Figure 14 – Timeline of guidance related to DRR/M and Climate Change



Source: ADE/Evaluation Team.

218. WFP has also developed a suite of online training courses related to climate change and, to a much lesser extent, DRR/M. Many of these are available on the WFP “We Learn” internal platform and are open to all WFP staff. They are targeted towards resilience/livelihood programme teams, but are not mandatory. These online trainings cover a wide range of subjects and are much appreciated at country office level. Specifically, 939 learners registered for the *Introduction to Climate Change* course and 550 of them completed it, while the course *Designing and Implementing Climate Projects in WFP* has been completed by 211 learners out of 585. Moreover, in June 2022, WFP launched the course ‘*Introduction to Anticipatory Action for Climate Shocks*’, already registered by 518 learners, with 169 who have completed more than 90 percent of the course and 191 who have finalized it. The evaluation team did not have access to the WFP internal WeLearn platform, thus its members could not analyse the content of these courses. An external learning platform is also available with a course on DRR/M.¹⁰² Moreover, HQ and RBs organize online webinars on specific topics, enabling country offices to share experiences and lessons learned. PROC has also offered face-to-face global learning events, such as one on Disaster Risk Financing in October 2022.

¹⁰² Humanitarian Leadership Academy, 2022. New online course: Disaster Risk Reduction and Management, <https://www.humanitarianleadershipacademy.org/new-online-course-disaster-risk-reduction-management/> (accessed in December 2022).

219. In-country technical training is also being organized (for example, a three-week training session was organized in Ethiopia in May 2022 on climate-adapted agricultural techniques, such as half-moons; a one-week training session was provided in Senegal on satellite indexes), targeting WFP programme staff.

220. The climate related guidance documents and trainings proposed were mainly technical, while a minority of them had an integrated approach. However, as part of ongoing discussions within the WFP Programme Department on how greater programme integration can be achieved, climate change is increasingly recognized as a cross-cutting issue that is relevant to the four main WFP programmatic areas: school-based programme; social protection; resilient food systems; emergency response and preparedness. Initial discussions mentioned climate as being related to school-based programming via fuel efficient stoves; social protection via numerous programmes¹⁰³ (for example, climate insurance, Social Behavioural Change and Communication interventions, FbF); resilient food systems via climate and food security analysis, asset creation programmes which reduce disaster risk, inter alia; and emergency preparedness via anticipatory action. So far, it appears that DRR/M has been absent from this discussion.

2.3.4 To what extent were robust results frameworks, monitoring and reporting systems, including appropriate indicators to monitor progress, in place and used?

Finding 26. Overall, the two policies were not underpinned by a robust results framework. A Theory of Change capturing the logical cause-effect relationships from inputs to impacts was lacking. No measure targets were defined. Frameworks also suffered from gaps and frequent changes to indicators, preventing adequate monitoring and learning; new indicators for climate change are a step forward but still require testing. Corporate systems were complemented by reporting for donors or international frameworks, and by assessments launched at decentralized and central levels.

221. As outlined in section 2, the Climate Change policy includes reference to reporting, but lacks other elements of a robust results framework, such as a Theory of Change capturing the logical cause-effect relationships from inputs to impacts, measurable targets, a robust monitoring system to measure progress toward those objectives and adjustment modalities. The DRR/M policy has none of these assets. In the Climate Change policy, the CRF is not explicitly mentioned but references are made to the Standard Project Reports and the Annual Performance Reports, which are based on CRF indicators, as well as to 'other relevant reporting mechanisms of the United Nations'. Furthermore, the Climate Change policy refers to SDG targets 13.1, 13.2, 13.3 and 13.3b.

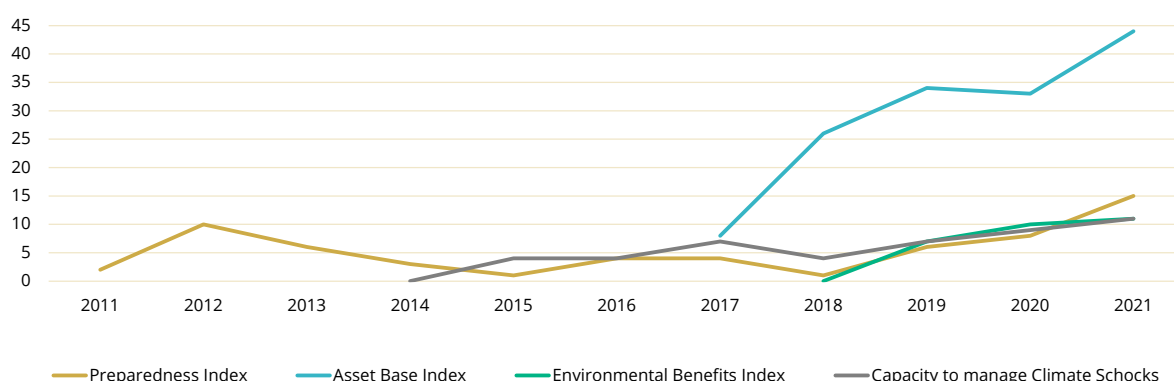
222. While corporate outcome indicators included in the CRF are meant to facilitate the aggregation of results at corporate level, they do not always enable country offices to effectively measure and report on their achievements at country level over time. Until 2017, there was only one indicator with a direct link to the DRR/M policy, called the Disaster Preparedness Index (SRF 2008-2013) and consecutively the EPCI (Strategic Results Framework (SRF) 2014-2017). The other three main outcome indicators that were used for this purpose were not policy-specific but instead proxy indicators (FCS - Food Consumption Score, CAS - Community Asset Score and CSI - Coping Strategy Index). No reliable comparison of reported values over the evaluation period can be made at the global level, as indicators were regularly modified between the successive CRFs. WFP recognizes these limitations and provides an indication of no/some/strong progress in the Annual Performance Reports.

223. Continued efforts were made to include relevant climate change indicators in the CRF, but their adoption by COs has been lagging behind due to limited capacity and relevance. One outcome indicator was introduced in the SRF 2014-2017: Proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks (CCS). Two specific outcome indicators were introduced in the CRF 2017-2021: Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base (ABI) and Proportion of the population in targeted communities reporting environmental benefits (EBI). The use of these indicators has been steadily increasing, although

¹⁰³ WFP. Occasional Paper No 26. Social Protection and Climate Change. November 2019.

with some variations across indicators (Figure 15).¹⁰⁴ In 2021, 81 values were reported against these indicators, reporting an additional 62 reported values from 2017.

Figure 15 – Number of reported values against selected SRF and CRF indicators (2011-2021)



Source: WFP APRs 2011-2021.

224. To measure progress against Strategic Outcome 3 under the Strategic Plan (2022-2025), the corresponding CRF 2022-2025 includes four new outcome indicators related to climate change: the Climate Adaptation Benefit Score, the Climate Resilience Capacity Score, the Investment Capacity Score and the Climate Services Score. These indicators will better comply with some donors' expectations regarding SDG-13, but interpretation of results will require time as baselines are needed, as well as their integration by country offices. The new CRF also includes output indicators to cover the various activities defined in 2021 to operationalize the Climate Change policy. It should be mentioned that the EPCI (indicator was removed from the CRF 2022-2025, but remained as a country-specific indicator – as many COs wanted to continue reporting on it.

225. Country Offices showed repeated concerns about the challenges related to monitoring and reporting against these indicators.¹⁰⁵ The main reasons for this were: limited CO analysis capacity (Nepal, Senegal); ABI, EBI and CCS indicators 'not yet being mature', since they did not capture field outputs (Mali) and could be based on perceptions (Ethiopia).

226. Parallel monitoring and reporting systems emerged to respond to requirements set by donors and international commitments.¹⁰⁶ WFP reports annually against the Sendai Framework and the UNDRR Plan of Action. Agency-specific inputs are then consolidated into joint reports under the UNDRR Results Framework. In addition, some donors, such as the Green Climate Fund and the Adaptation Fund, require specific indicators to be tracked at country level as part of their grants. These parallel exercises are little known across WFP and their learning potential is locked in by the limited analysis and synthesis of the evidence collected and by limited dissemination throughout the organization.

227. Country offices called for a better alignment of the CRF with international frameworks so that collected data could also be used by governments (Mali, Nepal). At HQ, these issues are also recognized and described as 'not an easy process', yet this approach is preferred for its flexibility in contrast to an integration in the slower, more rigid CRF reporting. This is important given the rapidly changing concepts related to Sendai and climate change.

228. Evaluations have not been systematic, which hinders evidence-based knowledge management regarding potentially valuable DRR/M and climate adaptation approaches. An estimated 10 country offices have commissioned decentralized evaluations of their DRR/M and climate change-related programmes. Considering the scope and budget of these evaluations, they may have to rely heavily on secondary data

¹⁰⁴ The reported values for the 'Preparedness Index' consist of the Disaster Preparedness Index for 2011-2013 and the Emergency Preparedness Capacity Index (EPCI) for 2014-2021. For the period 2011-2014, values were reported at the project level, from 2015 onwards the unit of observation changed to the country.

¹⁰⁵ As specified in CSP mid-term reviews and CSPES of studied countries, and clarified during CO interviews.

¹⁰⁶ The GCF and AF have specific monitoring frameworks requiring the inclusion of some mandatory indicators for their specific annual reporting.

including country office monitoring data. When such data is missing or incomplete, it affects the quality and reliability of the evaluations. Furthermore – as outlined in Ecuador and Zimbabwe, the use of monitoring data has been oriented towards reporting and accountability rather than towards learning and capitalization. Moreover, no evidence of a wide dissemination of the results of evaluations was found.

229. OEV has launched several thematic impact evaluations, notably on climate change and resilience and, more recently, on anticipatory actions, but it will take time before results are available. Several impact evaluations were expected to be launched after macro-insurance pay-outs in West Africa. A 2017 study was commissioned by UNICEF, the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), the Office of the United Nations High Commissioner for Refugees (UNHCR) and WFP on return on investment from emergency preparedness actions.¹⁰⁷ The Emergency Operations Division intends to generate more systematic evidence on this through a series of country case studies.

2.3.5 To what extent were partnerships developed and nurtured to achieve results in these policy areas?

Finding 27. A wide range of partnerships for both DRR/M and Climate Change objectives has been established, with growing emphasis on national governments and the private sector. Development and nurturing of Rome-based agencies (RBAs) partnerships are highly context-specific. Partnership planning, coordination and evaluation of partnership effectiveness are not yet systematic, leaving considerable room for improvement.

230. Despite their many common areas of intervention, the DRR/M and Climate Change Policies convey mixed messages about which partnerships are critical. While the two policies reflect partnerships at relatively the same level (the dedicated chapters start with a list of partners), they assign the subsequent focus differently. While governments are key to both, the DRR/M policy highlights UNDP as a key partner whereas the Climate Change policy puts more emphasis on RBAs. Both also mention the importance of developing partnerships with other United Nations agencies. The WMO and UNEP, mentioned in the DRR/M policy, reflect their role to link humanitarian action and development. In comparison, the resilience policy has a more detailed focus on partnerships, notably with communities, governments, regional entities, civil society, United Nations, multilateral financial institutions and the private sector.

231. In practice, different types of partnerships (for policy support, advocacy, research, financing, implementation) exist at various levels (HQ, RB, CO). Partnerships with governments are based on specific requests and are elaborated with government institutions; they come in prominently through the CSP process and climate finance (GCF and AF) programming. Building partnerships and developing capacities at country level requires strategy support and nurturing. A strong example to replicate is the WFP Lesotho Capacity Strengthening Strategy, carried out in partnership with the Disaster Management Authority and the Lesotho Meteorological Services. Other countries highlight the importance of “healthy partnerships... and robust community engagement”¹⁰⁸ using community-based participatory planning (CBPP) as key to identifying appropriate and sustainable activities. Emerging partnerships demonstrate increasing links to international financial institutions (World Bank), research organizations (for example, the IFRC Climate Centre in Bangladesh), and to the media. Several universities are partners, such as Columbia University¹⁰⁹ (on index insurance) and the University of Reading. In line with both policies, WFP also engages with the private sector for micro-insurance, on energy, mobile services, anticipatory action and FbF. This evolution also includes a diminishing use of large international NGOs¹¹⁰ – who themselves are reportedly moving away from humanitarian actors and closer to the nexus.

¹⁰⁷ PwC. 2017. Study commissioned by UNHCR, UNICEF, UNOCHA and WFP on return on investment from emergency preparedness actions.

¹⁰⁸ WFP, together with MADER MTA and NGO partners, leveraged an existing community-based participatory planning (CBPP) to consult with a more representative group of community members so as to avoid large gatherings during the pandemic.

¹⁰⁹ <https://people.climate.columbia.edu/projects/sponsor/World%20Food%20Programme>

¹¹⁰ In Tajikistan, WFP signed agreements with five local NGOs and the University of Reading to implement the GCF project.

232. Views on the quality and scope of existing partnerships are divergent. Key informants, as well as the CLE, underscore challenges engaging with RBAs, and examples of joint action are scattered. A 2020 progress report on RBA Collaboration¹¹¹ notes no change since 2015 on joint climate change action—with joint efforts in 5 to 10 countries worth approximately USD2.7 million. In the field of EPR, the same report suggests “more change” since the 1990s with joint actions in 20-30 countries (valued at USD50 million). Nevertheless, positive examples do exist – on insurance, for example, WFP has been partnering in Kenya, Senegal and Zambia with IFAD, with some good results.

233. Key informants often expressed concern about the multitude of actors and an “overlap of mandates and competition” between them (especially for funding). They underscored the need for more coordination among key United Nations partners and a long-term systematic engagement at country level, in particular on country capacity-strengthening. In some countries WFP has taken on such a coordinator role. For example, in Food Security clusters (with FAO), Resilience Technical Working Group (in Mali), coordinating one of four pillars of the United Nations Sustainable Development Cooperation Framework related to DRR, CCA and resilience (in Nepal).

234. At the global level, a multitude of partnerships exist, albeit less for DRR/M and more related to climate change. WFP engages regularly in the Global Platforms for Disaster Risk Reduction in partnership with UNDRR. The R4 started as a strategic DRR/M partnership between WFP and Oxfam but has since evolved into a partnership for building resilience to climate hazards, largely through micro-insurance. Internal documentation suggests that WFP is on the Steering Committee of the Centre of Excellence for Climate and Disaster Resilience launched between WMO and UNDRR, but there is no public visibility for this role to date. WFP is a member of the High-Level Consultative Group of InsuResilience Global Partnership for climate and disaster risk finance and insurance solutions and of the risk-informed early action partnership.

235. Concerns about effective partnerships arise from all levels. It is clear that ‘delivering is easier than partnering’: partnerships require different sets of skills, as well as senior staff with long-term contracts. Competition for funding may also hinder better partnerships. If WFP is serious about enabling (versus ‘doing’), establishing partnerships will be a critical skill needed among new WFP recruits. Some partners suggested that ‘the speed at which WFP went ahead was too fast for us’. In other words, partnership takes time and requires better planning to be inclusive. This also explains why, if examples for joint projects exist,¹¹² they are more an exception than the norm (none of those cited in the 2021 RBA Collaboration evaluation¹¹³ explicitly refer to DRR or CCA as a regular focus), and why WFP is sometimes seen as acting alone. In addition, mid- to long-term programming requires different types of partners: with governments, but also with the United Nations development actors, such as FAO, UNDP¹¹⁴ and WMO, which are currently rather limited. The growing number of partnerships with the private sector, however, may require different skills and dynamics, suggesting that WFP will need a more deliberate strategy for working in partnerships with others towards shared DRR/M and climate change goals.

2.3.6 What external factors and drivers of change promoted DRR/M and Climate Change Adaptation?

Finding 28. Rapidly growing interest in climate change and advances in weather forecasting have driven achievements related to the Climate Change Policy activities. The reputation WFP has in EPR has also facilitated the growth of other activities related to the policies, such as capacity strengthening. While slowing down or interrupting many climate-related actions, the COVID-19 pandemic was also an accelerator of change for the support to shock responsive social protection systems.

236. The external factors that most influenced implementation of the two policies were not of the kind that was expected. Firstly, over the past five years, interest in climate change has skyrocketed; in 2019 official development assistance (ODA) contributing to climate change objectives stood at USD34.4 billion, a 14

¹¹¹ FAO. 2020. Progress Report on RBA collaboration (CL 165/13), p. 7.

¹¹² One example is WFP/FAO in Uganda focused on DRR “Karamoja Productive Assets Programme”.

¹¹³ FAO, IFAD and WFP. 2021. Joint evaluation of collaboration among the United Nations RBAs. Rome.

¹¹⁴ In Sri Lanka, under the Adaptation Fund project, the inclusion of UNDP as an implementing partner greatly enhanced the implementation process.

percent increase from 2015.¹¹⁵ As a result of record temperatures in recent years, regular IPCC reports, relentless campaigning by an array of organization, and the high-profile Conference of Parties meetings on the UNFCCC (COPs), the majority of international donors have declared an interest in climate change or have dedicated entire funding streams to tackling it, supporting strong progress in fields, such as anticipatory action and CRI. Major new funds, such as the Adaptation Fund and the Green Climate Fund, that were agreed upon many years earlier finally began to disburse funding. WFP ensured that it was eligible to access GCF funding by applying early for accreditation, demonstrating experience in the field, and by ensuring that its environment and gender policies were up to date. A policy to tackle climate change per se was not required, but demonstrable experience of climate change programming was. In effect, the Climate Change Policy fulfilled this requirement by presenting climate-related DRR activities as climate change adaptation.

237. Another accelerator of change was the COVID-19 pandemic. With restrictions on international and even the local movement of persons, United Nations agencies and other humanitarian and development actors were unable to deliver aid in their usual ways. Like others, WFP put to use its experience in shock-responsive social protection to support governments in providing relief.¹¹⁶ In turn, this experience created a precedent, and strengthened confidence in continuing to address food insecurity caused by shocks and stressors in this manner. However, the COVID-19 pandemic slowed down many climate-related actions and, when combined with conflict, extreme weather events or soaring food prices, it is likely to have negatively impacted on progress towards intended outcomes, exacerbating pre-existing vulnerabilities. The pandemic also interrupted the GCF and AF funding pipeline.

238. The reputation that WFP holds as an EPR actor has also served to drive DRR/M and Climate Change-related programming. Not only is EPR an important WFP activity in terms of DRR/M and Climate Change but it has also served as an entry point for other policy-related activities. In the Caribbean, for example, WFP started new responses and offices in the wake of recent hurricanes and a volcanic eruption. The impressive logistical capacity of WFP is usually appreciated by governments and can be used to bring their attention to other opportunities for capacity-strengthening. WFP's EPR, however, is focused more on the response than the preparedness side.

2.3.7 To what extent was technology and innovation used to maximize results achievement?

Finding 29. Innovation, including technology and other forms, has played a key role in the growth and diversification of the DRR/M and Climate Change portfolio. Several activities prioritised by the Climate Change policy, including some that build on experience in DRR, have advanced significantly with the incorporation of innovative technology.

239. Both policies highlight the relevance of technology and innovation. It is recognized (including by interviewed Executive Board members) that WFP has a clear added value with respect to telecoms that is critical in responding to crises given its role in leading the Emergency Telecommunications Cluster.¹¹⁷ The Climate Change policy concentrates on technology transfer to support country actions related to the Paris Agreement. It also refers to the need for strong partnerships to enable specific innovations and national ownership. The DRR/M policy refers to access to innovative risk management mechanisms, such as weather-indexed insurance through the Weather Risk Management Facility (WRMF), to promote food security; linking disaster risk reduction, climate change adaptation and mitigation for enhanced food

¹¹⁵ In 2019, bilateral ODA contributing to climate objectives from the OECD-DAC donors stood at USD34.4 billion. This represents a 14 percent increase from USD30.2 billion in 2015 and includes funding for projects with climate, both as a principal and as a significant goal. Of this, 43 percent went to climate change mitigation activities only, 33 percent to climate change adaptation only and 24 percent to projects that addressed both climate change mitigation and adaptation. Source: Donor Tracker, 2022. Climate, <https://donortracker.org/sector/climate>, (accessed in December 2022).

¹¹⁶ WFP. 2021. Social Protection Strategy.

¹¹⁷ WFP. 2022. Key notes based on the Focus Group Discussion with Executive Board members. DRR/M and CC Policies Evaluation.

security, through the climate-smart agriculture initiative; and collaborating with leading institutions and research centres to support learning and best practices on disaster risk reduction.

240. In most cases, establishing direct causal links between the development of technological solutions and other innovations and either of the two policies is challenging. However, WFP has been testing and operationalizing a series of innovative activities, which can be summarized in four categories:

- **Data-driven innovation:** Earth observation and data-driven analytics¹¹⁸ (such as the PRISM platform) have gained in importance. In addition to their operational added-value, advanced analytics help WFP to meet the increasingly demanding requirements of donors, such as the GCF. Novel systems that use artificial intelligence to detect damage after extreme weather events are being tested, such as with private partners like Cloud2Street in Tajikistan. In several countries, such as Mozambique, national data (for example, from weather stations) are combined with globally available satellite data to develop enhanced monitoring products. Some key informants highlighted the risk that certain data-driven platforms, such as the Hunger Map, have more obvious added value for HQ than for COs.
- **Tools and technology:** drones are being tested in different countries and regions, such as in the Caribbean. Applications include agricultural decision-support, vulnerability and risk assessment for community planning and post-disaster assessments. In Ethiopia, drones are used for digital terrain mapping in coordination with the United Nations Humanitarian Air Service. Mobile devices are also playing a crucial role, for instance in the Participatory Integrated Climate Services for Agriculture methodology developed in collaboration with the University of Reading.¹¹⁹ On another level, innovative soil and water conservation techniques and technologies have been introduced in many countries and, according to key informants, have significant benefits for producers and more broadly in terms of managing critical natural resources affected by climate change.
- **Processes:** WFP has implemented a wide range of innovations to improve processes, such as insurance (ARC Replica) and agricultural production. For example, via climate smart agriculture and access to more heat- or salinity-tolerant crop varieties. Improved irrigation methods and agronomic practices also play a major role. Regarding WFP's contribution to climate change mitigation, some country offices have started to systematically record emissions and Niger office has conducted research on carbon sequestration through FFA activities focused on land rehabilitation, in partnership with AGRHYMET. This has the potential for contributing to developing climate smart food systems, an area in which WFP is increasingly engaging.
- **Other technologies and innovations:** WFP has partnered with national and international research institutions in the context of the R4 programme. The weather index design, for instance, is led by Columbia University, whose team also leveraged images from the International Food Policy Research Institute's picture-based insurance project as part of the insurance design process, using them to corroborate crop phenology in Ethiopia. Meanwhile, the area yield index insurance, piloted in Cuba in collaboration with Cuba's national insurance organization, is being scaled-up elsewhere. Many countries in southern Africa have transitioned from Weather Index insurance to Area Yield Index Insurance due to its advantage of being multi-hazard.

¹¹⁸ In Sri Lanka, under the Adaptation Fund project, past 30-year Agro-metrological and climate data was utilized to design and install two real-time climate data monitoring stations.

¹¹⁹ In Mozambique, farmers were taught how to perform resource allocation mapping, to understand probabilities and climate risks, participatory budgeting and climate information interpretation for decision-making, which aims to support farmers in resource allocation and decision-making based on seasonal forecasts and general climate information.

3 Conclusions and recommendations

3.1 CONCLUSIONS

Conclusion 1 – POLICY QUALITY: Both policies provided clear conceptual frameworks and strong context analysis, and both demonstrated alignment with corporate strategic plans. They both fell short with regard to detailing mechanisms for implementation, although guidance produced after the Climate Change policy was approved somewhat rectified this. The Climate Change policy benefited from a knowledge management and capacity-development strategy, but its roll-out was constrained by limited resources.

241. The DRR/M and Climate Change policies are valuable in terms of conceptual clarity, progressive thinking, relevance to the international agreements and frameworks in place and are coherent with WFP strategic plans and corporate policies. The degree of alignment between the two policies and the WFP strategic plans – through multiple cross-references – is assumed to have had a positive effect on the volume of DRR/M and climate change-related interventions in the country strategic plans. However, considering the time that has lapsed and the pace of new understanding, both policies are now outdated, the DRR/M policy being considerably more so than the Climate Change Policy. The Climate Change Policy is more relevant to current corporate priorities and to the current focus of international attention.

242. Both policies would have been stronger and more effective if they had been accompanied by an implementation plan, a complete results framework, clearer accountabilities at different levels of WFP, a communication/dissemination plan and adequate, clearly aligned human and financial resources for implementation. Indeed, the scope and roll-out of the capacity development and knowledge management strategy produced shortly after the Climate Change policy's approval was constrained by limited human and financial resources.

Conclusion 2 – POLICY COHERENCE: The outdatedness of the DRR/M policy has contributed to doubts over its relevance and the Climate Change policy unofficially taking precedence over it though DRR/M as a field remains relevant. As the resilience policy was also rolled out, WFP has not provided guidance on how DRR/M, climate change and resilience concepts and practice converge and diverge. This has prevented WFP from applying an integrated risk management approach that reflects its dual mandate, makes connections across the nexus and takes full advantage of its expertise and resources. A WFP position and conceptual framework that encompasses all three entry points would enable WFP to engage all relevant stakeholders with common, interdependent goals.

243. At headquarters level, the Climate Change Policy has been strongly promoted by senior managers, while the DRR/M policy has increasingly been seen as outdated, despite DRR/M as a field remaining relevant to the global and national contexts. Many DRR/M areas of intervention related to climate hazards have been incorporated into the Climate Change Policy and have evolved as climate change programming areas. However, WFP has not provided guidance on how DRR/M and climate change concepts and practice converge and diverge. This has hindered the development and application of an integrated risk management approach to reduce the vulnerability and food insecurity that result from all types of disasters.

244. In parallel, WFP developed and vigorously promoted a Resilience Policy that encompasses climate resilience and DRR. While having three partially overlapping policies (and additional overlaps with the Emergency Preparedness Policy of 2017 which is not included in this evaluation framework) has elevated the topics within WFP, it has also led to a dispersion of efforts, particularly between the teams that own the policies. There is a general recognition at headquarters and among the Executive Board members, that

more clarity is needed on the interlinkages between the three topics, as well as greater integration of the policies.

245. At country office level, the overlap between the DRR/M, Climate Change and Resilience Policies has not been overly problematic, largely because the policies themselves are not well known and the associated areas of intervention generally contribute to common strategic outcomes in the CSP related to 'resilience-building' or 'crisis response', often complemented by another outcome dedicated to overall 'capacity strengthening' of the relevant national institutions.¹²⁰ However, a WFP position and conceptual framework that encompasses all entry points for risk reduction and management, resilience and climate action would enable them to engage all relevant stakeholders with common, interdependent goals.

Conclusion 3 – GROWTH OF PROGRAMMES AND INTERVENTIONS: The Climate Change policy has facilitated access to new funding opportunities and growth of innovative interventions, as well as of other areas that have evolved from DRR/M approaches and measures. It has had less influence on the longer-established areas of intervention of food security analysis and emergency preparedness and response, although steps have been taken that could lead to stronger integration of disaster and climate risks in future. Both policies have contributed to the continuous evolution of country capacity-strengthening and policy support, while the Climate Change policy is playing a stronger role internationally.

246. While there is limited awareness of the DRR/M and Climate Change Policies at multiple levels, like other WFP policies, they influence CSPs through alignment with WFP corporate strategic plan. They also have influence on programme development through technical support provided by dedicated teams and focal points and the guidance and training produced by them.

247. The Climate Change Policy and the highly focused, technical team at HQ that was established to implement it have enabled WFP to access the Green Climate Fund, the Adaptation Fund and other climate-related funding opportunities. The rapid growth of climate risk finance and insurance, climate services, FbF/anticipatory action and energy actions are directly influenced by the Climate Change Policy and the corresponding resources. These innovative programme areas, which both depend on and produce technological innovation, have increased WFP's visibility as a climate-related actor, which in turn increases prospects for funding and programme growth.

248. The wide range of DRR/M and Climate Change policy-related areas of intervention includes some of the core competencies of WFP: food security analysis, emergency preparedness and response and policy support and capacity strengthening, are prominent in almost all CSPs. The extent to which the DRR/M and Climate Change Policies have influenced the growth or the strength of these interventions varies, including across countries and organizational levels.

Conclusion 4 – EFFECTIVENESS: The interventions prioritized by the DRR/M and Climate Change Policies appear to be increasingly effective, but monitoring, evaluation and reporting systems have not been sufficiently robust to support institutional learning. As climate evolves from a programmatic area to a cross-cutting issue, monitoring and knowledge management will need to evolve accordingly.

249. At country level, programme areas related to the DRR/M and Climate Change Policies appear to be increasingly effective. At strategic outcome level, the related indicators (environmental benefits, enhanced livelihood and improved capacity to manage climate shocks and risks) reflected a strong progress mainly in 2020 and partly in 2019. In general, government partners' capacities are strengthened through their relationship with WFP (although not necessarily sustainably – see Conclusion 5). Climate insurance premiums purchased by WFP have resulted in pay-outs to countries affected by climatic hazards, national social protection systems have been strengthened to become more shock-responsive and used in anticipation of or response to crisis; and early warning systems and other preparedness arrangements, including anticipatory actions, have been activated in major disasters. However, inconsistent and

¹²⁰ For example, 6 of the 11 country studies integrated DRR/M and CCA activities in their CSP under the mentioned Strategic Objectives.

inadequate monitoring and evaluation mechanisms and limited evaluation coverage make it impossible to properly assess effectiveness and impact at the corporate level, which in turn hampers institutional learning. Monitoring has been a constant concern: it was a priority in the DRR/M policy in 2011 and is reiterated in the objectives of the Climate Change Policy. Yet relevant indicators in the Corporate Results Framework were not robust enough, not specifically related to climate change and DRR/M and unevenly tracked by country offices. The four main related outcome indicators showed strong progress in 2020 and for some also in 2019. The recent addition of new climate change-related indicators to the CRF 2022-2025 and their testing bode well, but are a work in progress, and it will take some time before they are systematically tracked by country offices. While corporate reporting guidance is still not well developed, donor reports using donor- or project-specific indicators appear to be satisfactory.

250. Monitoring and reporting on Sendai indicators and targets have met accountability requirements but yielded little in terms of learning. Monitoring and reporting on the contribution of WFP to SDG13 is not yet systematic or meaningful despite WFP's wider commitment to maximize and capture its contribution to other goals beyond SDG2 and SDG17.

251. There are ongoing discussions within the WFP Programme and Policy Development Department to consider climate more and more as a cross-cutting issue, related to each of the WFP main programmatic areas. Work led by the Climate Crisis Task Force also aimed at identifying the many functions across WFP that are likely to be impacted by climate change and/or that may offer solutions to the climate crisis, including notably the supply chain.

Conclusion 5 – SUSTAINABILITY: Efforts are being made to sustain increased capacities within national and local government entities and communities but with mixed results. While both policies seek to achieve sustainability, limited guidance and technical support were provided on how to develop and implement sustainability strategies that are contextualised to their specific needs and opportunities.

252. Obtaining sustainable results and changes is an explicit aim of both the DRR/M and Climate Change Policies. However, at national level, high turnover of government staff, restricted government budgets, increasing climate shocks and conflicts have negatively affected the enabling and strengthening of government capacity and therefore sustainability prospects. WFP is attempting a range of solutions tailored to the needs and opportunities of each context, including focusing on strengthening systems (such as social protection systems), engaging academic institutions and working in partnerships.

253. Community-level resilience programmes appear to have good potential for sustainability, due to being highly participatory, low tech and low cost, and often demonstrating positive results for participants. Other interventions, such as micro-insurance, face sustainability challenges as their intended beneficiaries are not expected to fully take on payment of premiums. In some cases, sustainability will require advocacy for increased financial support from dedicated climate change funds rather than relying on local resources and stakeholders.

254. While both policies seek to achieve sustainability, neither of them was coupled with specific guidance on how to foster sustainability. Implementing teams would have benefited from stronger institutional learning on how to develop exit strategies and foster sustainability for DRR/M and climate change interventions.

Conclusion 6 – GENDER, INCLUSION AND INTERSECTIONALITY: Both policies explicitly consider and build on the different gender policies in place when they were written. Implementation of the interventions related to both policies frequently foster gender equality, equity and inclusion, but gender transformative results sought by the Climate Change policy are still rare or rarely captured. Neither policy considers intersectionality.

255. Both policies explicitly consider and build on the different gender policies in place when they were written. Approaches that foster gender equality and inclusion are frequent and are adequately reported using gender and age markers. However, gender transformative results are still rare or rarely captured, which can be explained by the lack of clear guidance on how to put the gender transformation principle into practice.

256. Gender advisors' support is not sought early enough in strategic planning and programme design processes and should be integrated well before the donor proposal stage, which is when it has generally been requested. Also, while gender has been considered at programme level, it is not often part of country capacity strengthening, which is where stronger technical support on gender and DRR/M and Climate Change could also have more impact.

257. Intersectionality is not considered in either the DRR/M or Climate Change Policies and is largely absent from programme design and monitoring mechanisms.

Conclusion 7- RESOURCES: Although very limited financial resources were allocated for the policies' implementation when they were first approved, fundraising efforts for the interventions promoted by the climate change policy have since then been successful. Similarly, human resources were not set up from the start, in accordance with the policies' needs, but strong technical teams now exist within PROC and in regional bureaux. This is partly thanks to the additional resources mobilized in support of the Climate Change policy. However, human resources for DRR/M and climate change at country office level are overstretched and constrained by constant turnover. Consequently, PROC and regional bureaux cannot keep pace with country office demand for support on climate change-related issues.

258. When they were first approved, financial resources for implementation of the policies were very limited. Similarly, human resources were not set up from the start in accordance with the policies' needs and have been an ongoing struggle. At headquarters level, PROC had to mobilize resources in order to be able to support the policy roll-out, which resulted in a core focus on seeking funding opportunities. While climate change is explicit in the central architecture, DRR/M is less visibly anchored at central level. Fundraising for the interventions promoted by the climate change policy has been successful and it has contributed to the growth and the financial sustainability of posts in the PROC service.

259. At regional bureau level, there are very active and technically strong DRR/M and climate change focal points, who sometimes lead a small team. However, their capacity is generally insufficient in comparison to what is needed. At country level, programming resources dedicated to DRR/M, climate change and resilience have often been merged; to some extent this mitigates the frequent lack of staff with suitable expertise, but constant turnover (due to short-term contracts and WFP rotational policy) negatively affects programmes that have a longer-term goal, such as capacity strengthening and community resilience-building.

260. Considerable efforts have been made by headquarters and regional bureaux to develop technical guidance, but these are either not well known or not systematically used by country offices. The most valued capacity development efforts have been in-country or regional training sessions and meetings, rather than online courses.

Conclusion 8 – PARTNERSHIPS: Partnerships on DRR/M and Climate Change vary greatly in terms of purpose, expectations and results. Close partnerships with governments are emerging as essential for effectiveness but are challenging to sustain. Other country-level partnerships increasingly include private sector actors. Globally, WFP has been proactive in terms of partnering or coordinating with RBAs and other United Nations agencies, but with coordination challenges and mixed results. Partnerships require different sets of skills, time and planning to be inclusive. Furthermore, some United Nations and funding partners are uneasy with the 'changing lives' (longer-term) aspect of WFP's work that is related to climate change.

261. Having DRR/M and Climate Change Policies has supported relationships with partners with similar concerns and objectives. Partnerships with government institutions were strongly promoted by the DRR/M policy and somewhat by the Climate Change policy, although the extent to which the policies have contributed to strengthen these partnerships is not clear. The DRR/M policy also prioritized partnerships for learning and may have influenced capacity-strengthening efforts.

262. Several types of DRR/M and Climate Change programme areas promoted by the policies, such as social protection, EPR and policy support, require close engagement with governments. An inherent

challenge to strengthening government institutions is the regular turnover of trained government staff. As noted above, WFP is exploring ways to mitigate this risk to effectiveness and sustainability, but institutional learning and guidance are lacking.

263. Cooperation with RBAs and other major United Nations agencies is active in relation to the two policies. In the field, cooperation with them also varies significantly by context and are often ad hoc. Positive examples exist, including of joint analyses leading to joint programming. Examples of suboptimal partnerships also exist, in which either other RBAs or United Nations partners lack capacity to engage (and WFP does a good job of trying to fill the gaps across the nexus), or where WFP is perceived as inconsiderate of other organizations' pace and relationships. At headquarters level, there is interest in working more effectively together, as reflected in initiatives, such as the Climate Alliance hosted by UNFCCC, but this has not systematically translated into realities across all countries. As noted earlier, partnerships require different sets of skills, time and planning to be inclusive.

264. Most external stakeholders are supportive of WFP's engagement in DRR/M and climate change adaptation, and access to key climate change funding mechanisms (such as GCF) is growing rapidly. A minority of donors feel that by working on climate change and DRR/M, WFP is straying from its core comparative advantage as a response and preparedness actor, and there is a tangible degree of unease among some of them about the 'changing lives' element of the WFP Strategic Plan despite being formally approved by the WFP Executive Board. This highlights the need to communicate more effectively and widely on WFP's mission statement and the scope of WFP policies, including the Climate Change policy.

3.2 RECOMMENDATIONS

265. The table below presents the recommendations stemming from this evaluation. They are the result of a thorough synthesis of the evidence and conclusions presented in this report and can be traced back directly to the main findings and conclusions above. A complete mapping of these connections is provided in *Annex XIII. Mapping of findings, conclusions and recommendations*. Table 7 also includes an overview of the proposed responsible WFP entity, the level of priority and a target date by which to address the recommendation.

266. In light of the interconnectedness of resilience, DRRM and climate change concepts, the parallel timing of the evaluations, and some common aspects in the recommendations of this evaluation and in the evaluation of the Resilience policy, WFP management is encouraged to consider the recommendations side by side to capitalize on synergies.

Table 7 – Recommendations

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
1	1: Reposition disaster risk reduction and management across and within WFP policies and guidance on resilience, climate change, emergency preparedness and response and other relevant programmatic areas such as social protection.	Strategic	Climate and Disaster Risk Reduction Programmes Service (PROC)	Programme – Humanitarian and Development Division (PRO), Resilience and Food Systems Service (PROR), Social Protection Unit (PROS), Emergency Operations Division (EME), regional bureaux	High	Fourth quarter of 2024
	1.1: Drawing from global and WFP disaster risk reduction and management knowledge and practices, develop a conceptual model that shows how disaster risk reduction and management objectives and interventions contribute to climate-change-related action, emergency preparedness and response and resilience outcomes.	Strategic	PROC	PROR, EME, PROS, regional bureaux	High	Fourth quarter of 2023
	1.2: Integrate disaster risk reduction and management objectives and interventions into the updated resilience, climate change and emergency preparedness policies and associated tools and guidance. Communicate WFP’s disaster risk reduction and management mainstreaming approach to internal and external stakeholders.	Strategic	Programme and Policy Development Department (PD)	PROC, PROS, PROR, EME, Communications, Advocacy and Marketing Division (CAM), regional bureaux	High	Fourth quarter of 2024
	1.3: Determine which office will be the institutional anchor for disaster risk reduction and management work and how it will coordinate that work.	Strategic	PD	PRO, EME	High	Fourth quarter of 2023

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
2	2: Update the climate change policy to incorporate recent changes in the external context, convey the evolving cross-cutting nature of WFP climate change actions and reflect lessons learned and new internal priorities.	Strategic	PROC	WFP climate crisis task force, senior management, PROR, regional bureaux	High	Fourth quarter of 2024
	2.1: Define the parameters for positioning climate change as a cross-cutting issue for WFP and develop a clear theory of change.	Strategic	PROC	WFP senior management, regional bureaux	High	Fourth quarter of 2023
	2.2: Define priorities for the updated climate change policy based on the evolving external context and lessons learned, including a strong focus on climate risk analysis for country strategies and programmes, application of an intersectional approach to climate change and a clearer and realistic articulation of WFP ambitions in relation to gender-transformative results.	Strategic	PROC	WFP climate crisis task force, WFP senior management, regional bureaux, Gender Equality Office	High	Fourth quarter of 2024
3	3: Develop, in a consultative, coordinated manner (involving other headquarters divisions, regional bureaux and country offices), a costed policy implementation plan that describes how the updated climate change policy will be rolled out across the organization.	Operational	PROC	WFP climate crisis task force, PROR, regional bureaux	High	First quarter of 2025
	3.1: The policy implementation plan should include the sequencing of activities, clear definition of roles and responsibilities across the organization, an estimate of the human resources required to roll out the policy, an external and internal communication plan and a tracker for monitoring progress in policy implementation.	Operational	PROC	WFP climate crisis task force, PROR, regional bureaux	High	First quarter of 2025
	3.2: The plan should also include a financial plan (including funding sources) for the costs associated with rolling out the policy, including for activities such as dissemination, communication, training and technical support.	Operational	PROC	WFP climate crisis task force, PROR, regional bureaux, CAM	High	First quarter of 2025

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
4	4: Take steps to increase access to more diversified and multi-year financing and funding for climate-change-related action and disaster risk reduction and management, in close coordination with similar efforts undertaken for resilience programming.	Strategic	Partnerships and Advocacy Department (PA), Public Partnerships and Resourcing Division (PPR), Strategic Partnerships Division (STR), Private Partnerships and Fundraising Division (PPF)	PD, PROC, regional bureaux	High	First quarter of 2024
	4.1: Map donor and strategic partner financing priorities and funding streams for climate change and disaster risk reduction and management, including access modalities, thematic and geographic interests, existing engagements with WFP and opportunities, as well as relevant events. Communicate the results to relevant headquarters units, regional bureaux and country offices to guide resource mobilization for climate change as a cross-cutting issue and disaster risk reduction and management.	Operational	PA (PPR, STR and PPF)	PROC, PROR, regional bureaux	High	First quarter of 2024
	4.2: Increase the technical support and access to seed funding provided to country offices for the development of climate change and disaster risk reduction and management proposals that are centred on national governments' climate and disaster risk reduction and management priorities.	Strategic	PA	Changing Lives Transformation Fund (CLTF) investment selection and learning committee, PD/CLTF manager, PROC, regional bureaux, PA	High	First quarter of 2024
5	5: Improve monitoring, evaluation and learning on climate-change-related action and disaster risk reduction and management, including their contribution to resilience and to strengthening the triple nexus.	Operational	PROC	WFP climate crisis task force, PROR, regional bureaux	High	Fourth quarter of 2025

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
	5.1 Develop a comprehensive results framework for the updated climate change policy, supported by a clear theory of change, relevant outcome indicators and clear targets.	Strategic	PROC	WFP climate crisis task force, Research, Assessment, and Monitoring Division (RAM), EME, PROR, PA, regional bureaux	High	Fourth quarter of 2024
	5.2: Establish appropriate and manageable indicators for disaster risk reduction and management to be used within the results frameworks for the updated climate change, resilience and emergency preparedness policies and, where appropriate, by governments and other partners.	Operational	PRO*	PROC, PROR, EME, RAM, PA, regional bureaux, country offices	High	First quarter of 2025
	5.3: Develop and roll out guidance on how to use the indicators, in close consultation with country offices and regional bureaux and in line with WFP's corporate results framework. Advise country offices to budget and allocate adequate resources for evidence generation on climate-change-related action and disaster risk reduction and management, particularly for innovative elements.	Operational	PROC	PROR, EME, RAM, Office of Evaluation (OEV), regional bureaux, country offices	Medium	Second quarter of 2025
	5.4: Use the improved evidence base to promote internal learning and strengthen reporting on the Sendai Framework, the triple nexus and relevant Sustainable Development Goals, as well as to support accountability.	Operational	PROC	RAM, OEV, PROR, CAM, regional bureaux, country offices	Medium	Fourth quarter of 2025

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
6	6: 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 climate change policy. In addition, ensure that capacity strengthening related to disaster risk reduction and management is integrated into the relevant areas.	Operational	PRO	Human Resources Division (HRM), regional bureaux	High	Second quarter of 2025
	6.1: At the headquarters level, ensure that the Climate and Disaster Risk Reduction Programmes Unit is adequately staffed. At the regional and country-office levels, advocate that an adequate number of staff responsible for climate action be put in place.	Operational	PRO	Corporate Planning and Performance Division, HRM, PROR, PROS, EME, regional bureaux	High	Second quarter of 2025
	6.2: Carry out an in-depth capability gap assessment with the aim of understanding the strengths and gaps in technical knowledge and skills related to climate change and disaster risk reduction and management, considering diverse needs across organizational levels and functions.	Operational	PROC	HRM, PROR, PROS, EME, regional bureaux	High	Fourth quarter of 2023
	6.3: Based on the results of the capability gap assessment, update the climate change capacity development strategy and existing courses and develop new learning products as required. Ensure that skill gaps related to climate change and disaster risk reduction and management are addressed in existing learning platforms across relevant programmatic areas.	Operational	PROC	HRM, PROR, PROS, EME, regional bureaux	High	Second quarter of 2025
	6.4: Review the contract types that can be used and assess rotation requirements to foster the retention of people with appropriate and adequate skills in specialist positions.	Operational	PD staffing coordinator	HRM, regional bureaux	High	Third quarter of 2024

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
7	7: Ensure that guidance and systems are in place to support country offices in implementing a multi-risk, multi-stakeholder and locally led approach to climate action and disaster risk reduction and management.	Operational	PROC	PA, regional bureaux, country offices	High	Second quarter of 2024
	7.1: Ensure that guidance and systems are in place to guide country offices in the identification of “institutional entry points” related to climate change issues and disaster risk reduction and management at the highest feasible level within governments, in a way that facilitates horizontal collaboration with concerned ministries and cultivates contextually relevant innovation.	Operational	PROC	PA (PPR, PPF, STR), regional bureaux, country offices	High	Fourth quarter of 2023
	7.2: Ensure that guidance and systems to provide support to country offices in the conduct of periodic climate risk analyses that can inform policy and advocacy efforts with governments and be used to develop climate-change-related investments are in place. Explore ways to plan and undertake such climate risk analyses in collaboration with United Nations country teams and other partners with the aim of providing a solid foundation for contextually tailored joint or complementary integrated programmes that address climate vulnerabilities in depth, at scale and in a sustainable manner.	Operational	PROC	RAM, PA (PPR, PPF, STR), regional bureaux	Medium	Second quarter of 2024
8	8: Focus on complementarity and effectiveness in strategic and operational partnerships on climate change and disaster risk reduction and management with United Nations entities, international financial institutions, government donors, the private sector, academic entities and non-governmental organizations.	Operational	PROC	PROR, PA, regional bureaux, country offices	High	Fourth quarter of 2025
	8.1: At all levels invest in building partnerships, to which WFP provides clear added value, for resource mobilization, technical expertise, implementation, advocacy, strategy, research and learning relevant to disaster risk reduction and management and climate change with United Nations entities, international financial institutions,	Operational	PROC	PROR, PA (including PPR, STR, PPF and CAM), regional bureaux, country offices	High	Third quarter of 2025

#	Recommendation	Recommendation type	Responsibility	Other contributing entities	Priority	By when
	government donors, the private sector, academic entities and non-governmental organizations.					
	8.2: Support and catalyse global and regional platforms and South-South and triangular cooperation that improve coordination, advance learning and facilitate advocacy on climate change and disaster risk reduction and management across the saving lives, changing lives spectrum.	Operational	PROC	PROR, CAM, South-South and Triangular Cooperation Unit, regional bureaux	Medium	Fourth quarter of 2025

* The technical unit that will be responsible for leading the response to this sub-recommendation will be confirmed once an office is identified to serve as the institutional anchor for disaster risk reduction and management (see sub-recommendation 1.3).

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