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de Alimentos

**Executive Board  
Annual Session**

**Rome, 20–23 May 2002**

# EVALUATION AND MONITORING WORK PLAN: 2002–2003

## Agenda item 7

*For information\**



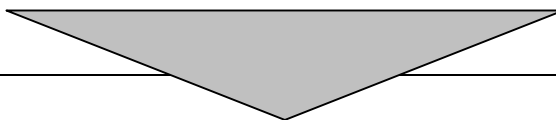
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# EVALUATION AND MONITORING WORK PLAN: 2002–2003

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# Note to the Executive Board



**This document is submitted for information to the Executive Board.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



## INTRODUCTION

1. During the past decade there has been a progressive increase in WFP's relief operations and a decline in the Programme's development portfolio. Relief operations now absorb approximately 85 percent of WFP's resources. Given this reality, there is a need to shift the focus of the Office of Evaluation and Monitoring (OEDE) from evaluation of development-oriented Country Programmes (CPs) towards evaluation of relief operations and cross-cutting themes, particularly those related to relief.
2. Such a shift is currently constrained by the mandatory evaluation of CPs. As many first-generation CPs come to an end and second generation CPs commence, this is an opportune time to rethink the request from the Executive Board. A change in focus should enable OEDE to concentrate its resources on areas where WFP as a whole is currently most active. Introduction of the new policy for results-oriented monitoring and evaluation in WFP, which is being presented as a companion document to this paper, should facilitate the shift away from mandatory OEDE-managed CP evaluations. The new policy sets forth the possibility for mid-term evaluations of second-generation CPs to become the responsibility of the country offices or regional bureaux.
3. The two-year plan sets out OEDE's intended areas of work. It is subject to amendment as new needs arise and new areas of useful activity are identified. Flexibility and space have to be allowed in the work plan to leave room for unanticipated activities.

## ORIENTATION OF THE 2002–2003 WORK PLAN

### Evaluation

4. Twenty-three OEDE-managed evaluations are planned for the biennial period. These consist of ten mandatory CP evaluations, seven protracted relief and rehabilitation (PRRO) evaluations, two evaluations of relief portfolios and four thematic evaluations. Details are given at the end of this document.
5. Because of a change in budgetary policies, only thematic evaluations are now covered under the core OEDE programme support and administrative budget (PSA). All other evaluations are to be funded from direct support cost (DSC) budgets.
6. A new thematic evaluation, which started in early 2002, is reviewing WFP's achievements regarding its Commitments to Women. The evaluation will build on the results of five country case studies and on earlier case studies undertaken by the Strategy and Policy Division. It will also guide formulation of WFP's new gender policy. The evaluation and gender policy documents will be presented simultaneously to the Executive Board in October 2002.
7. A second thematic evaluation in late 2002 will review all PRRO evaluations undertaken since this category was initiated in 1996. This evaluation will include stakeholder interviews and workshops.
8. Two further thematic evaluations planned for 2003 are a review of targeting efficiency in complex emergencies and a United Nations interagency evaluation of a topic yet to be identified. A United Nations evaluation group consisting of various humanitarian agencies is meeting in London in late April 2002 to explore possible joint evaluations, among other things. The meeting will bring together evaluation staff from the Office for the



Coordination of Humanitarian Affairs (OCHA), the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF) and WFP.

9. A real-time or process-oriented evaluation of a new emergency operation may be undertaken in the current two-year period if there is a sudden emergency that lends itself to such an exercise. It may be possible to collaborate with other United Nations agencies such as UNHCR or OCHA in such as case.

### Monitoring and Evaluation Support and Coordination

10. The Results-oriented Monitoring and Evaluation (M&E) Policy paper has been finalized and is being presented to the current annual session of the Board as a companion document to the work plan paper. Different evaluation approaches are being envisaged, including self-evaluations.
11. M&E evaluation guidelines have been prepared through an exhaustive exercise lasting two years and have recently undergone further field testing in various regions. These guidelines are currently being finalized to incorporate comments from country offices. They will be used as the basis for a three-year programme of training focusing on field staff and their counterparts, which will start in mid-2002.
12. The M&E training will be based on traditional face-to-face training workshops and an innovative electronic learning approach. Rome-based consultants have been hired for a nine-month period to develop the electronic learning approach, including a dedicated interactive website. The main focus for these consultants is facilitating electronic learning for United Nations organizations. Two OEDE staff members recently attended a three-week workshop in Malaysia to explore this approach with United Nations and NGO colleagues.
13. The network of M&E focal points has more than doubled since its first year and now has 168 participants. Support is given via e-mail and telephone, the OEDE website, the evaluation memory system (an electronic archive of past evaluation reports from 1990 to the present) and the quarterly internal M&E magazine, *The Indicator*.
14. During 2001, thanks to United Kingdom/Institutional Strategic Partnership (ISP) funding, OEDE was able to support regional bureaux and country offices by recruiting eight monitoring consultants. The consultants worked on a short-term basis in several country offices, helping to design monitoring systems, establish baselines, improve existing monitoring systems and improve field staff monitoring skills through workshops. The performance of these consultants is being reviewed and some will be retained in the current year for additional field-support work focused on training.

### 2001 OVERVIEW

15. The 2001–2002 work plan, presented to the Executive Board in May 2001 (WFP/EB.A/2001/6), is being implemented with some adjustments.
16. Seventeen evaluations were undertaken during 2001, about 50 percent more than the annual average of the previous three years. OEDE undertook:
  - seven mandatory CP evaluations—Bolivia, Ethiopia, Haiti, Lesotho, Madagascar, Mali and Mauritania;
  - five PRRO evaluations—Azerbaijan, Ethiopia, Somalia, Sudan and Uganda;



- one relief portfolio evaluation—Angola;
  - one sudden-onset emergency evaluation—East Timor;
  - one development project evaluation—school feeding in Cameroon; and
  - two thematic evaluations described in more detail below.
17. Two planned relief evaluations, the Afghanistan portfolio and Iran PRRO, were postponed in late 2001 for security reasons. The Iran PRRO evaluation took place in early 2002.
18. A comprehensive review of the CP development approach was started in September 2001 and focused on an analysis of the 15 recent mid-term CP evaluations. The thematic evaluation will be presented to the October 2002 session of the Executive Board. Preliminary findings from an internal review of the CP approach were presented in last year's OEDE work plan paper.
19. An evaluation of special operations was undertaken at the request of the logistics service (OTL) in mid-2001. After a desk review of the files on 32 ongoing special operations, a decision was made, largely for logistics reasons, to concentrate on nine operations in five countries of eastern and southern Africa: Djibouti, Ethiopia, Kenya, Mozambique and southern Sudan. The report for this evaluation will be presented to the October 2002 session of the Executive Board, in order to coincide with the planned presentation by OTL of a comprehensive review of special operations.
20. During 2001 the Office of Evaluation undertook two desk studies to coordinate lessons from past evaluations. The two studies are being finalized for wider readership as the first in a series of OEDE occasional papers.
21. The first desk study is entitled *Lessons on school feeding distilled from a series of 30 WFP evaluation reports and other sources since 1990*. It lists eighteen main lessons on subjects including reaching the poorest, use of arrival snacks, enrolment of girls, advocacy, building an appreciation of the benefits of education, sustainability through community participation, local food habits, partnerships and project monitoring.
22. The second desk study is entitled *WFP lessons on targeting, vulnerability assessments and monitoring in emergencies and rehabilitation (EMOPs and PRROs)*. It has five sections: the top 20 lessons, policy lessons, improved guidelines, lessons for implementing partners and lessons with cost implications. Some of the main lessons are set out below.
- Targeting should be phased in from the start of an emergency operation and not relegated to later stages. This will help to define the most food insecure groups, assess their requirements and move away from general distribution.
  - The dynamic nature of food insecurity in many emergencies underscores the need to monitor vulnerability and food insecurity on an ongoing basis, preferably through institutionalized surveillance systems.
  - Specialists on vulnerability-assessment missions need to understand more fully the range of decisions that programme managers have to make. Recommendations of visiting specialists can be either too general to be of operational use or unrealistic and impossible to implement. For operational purposes, assessments should be practical and as specific as possible in terms of target groups, required food quantities by seasons, estimated length of interventions and phase-out strategies.
  - The need to initiate urgent humanitarian assistance on the basis of limited information and rough estimates does occur and should be explicitly acknowledged. This does not,



however, absolve WFP from making continued efforts to improve its local knowledge, database and analysis.

- In certain conflict situations, particularly where food is scarce and social differentiation is high, the socially and politically vulnerable are most likely to be excluded from distributions. WFP needs to ensure that operations are monitored carefully, including regular field visits. Where food is very limited, wet feeding may be the only way to reach these groups.
- Not all long-term internally displaced persons (IDPs) are in need of food assistance. Food insecurity should be the central point for eligibility for WFP assistance and determination of ration levels.
- Country gender action plans should be specific in analyzing gender roles and food control. Control over food matters more than receipt of food, which may expose women to considerable burdens and risks, particularly in conflict zones.
- WFP's monitoring in post-emergency settings has so far emphasized process—the monitoring of logistics and distributions—rather than results, beneficiary effects and operational assumptions. While commodity tracking remains an important task, several aspects of monitoring call for more attention, in particular monitoring of impacts on beneficiaries, beneficiary perceptions, verification of lists and receipts and post-distribution utilization.
- Monitoring must increasingly be seen as integral, not a separate function of field operations, at all levels of decision-making and implementation. The main objective must be to improve field performance by providing prompt feedback to operational managers.

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## THE 2002–2003 WORK PLAN

### Evaluation and Monitoring Systems Development

- Dissemination of the new results-oriented monitoring and evaluation policy.
- Completion and dissemination of the monitoring and evaluation guidelines.
- Initiation of a three-year programme of training in monitoring and evaluation.
- Maintenance of the Evaluation Memory System (EMS), the OEDE dedicated website and publication of the M&E newsletter, *The Indicator*.

### Evaluations of Projects, Programmes and Operations

#### ***Emergency Operations (EMOPs)***

- Real-time process-oriented evaluation of new, sudden-onset emergency.

#### ***Protracted Relief and Recovery Operations (PRROs)***

- Great Lakes Regional
- Armenia
- Colombia
- Iran



- Sri Lanka
- West Africa Coastal Regional
- Zambia

### ***Country Programmes (Development)***

- Bangladesh
- Benin
- Burkina Faso
- Chad
- El Salvador
- Ghana
- Guatemala
- Kenya
- Niger
- Uganda

### ***Portfolio Evaluations (Relief)***

- Afghanistan
- Democratic Republic of the Congo
- Thematic evaluations
- Commitments to Women
- PRRO review
- Targeting efficiency in complex emergencies
- United Nations interagency humanitarian evaluation (topic to be identified)

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## **CONCLUSION**

23. The Evaluation and Monitoring Work Plan for 2002–2003 is referred to the Executive Board for information.

