POLICY ISSUES

Agenda item 5

For information*

MANAGEMENT RESPONSE TO THE THEMATIC EVALUATION ON TARGETING

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* In accordance with the Board's decisions on governance approved at the 2000 Annual and Third Regular Sessions, items for information should not be discussed unless a Board member specifically requests it well in advance of the meeting and the President accepts the request on the grounds that it is a proper use of the Board's time.

NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for information.

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.

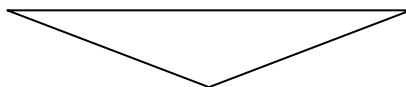|		
Head, PDPT:	Mr N. Crawford	tel.: 066513-3122
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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact Ms C. Panlilio, Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).

DRAFT DECISION*

The Board takes note of "Management Response to the Thematic Evaluation on Targeting" (WFP/EB.A/2006/5-H).

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* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations (document WFP/EB.A/2006/16) issued at the end of the session.

INTRODUCTION

1.   During its First Regular Session in 2006, the Board approved the policy paper "Targeting in Emergencies" and took note of the "Thematic Review of Targeting in Relief Operations". The review identified typical targeting challenges and opportunities faced by WFP in recent relief operations, highlighted good practice and identified nine priority areas for improvement. The review also recommended that that WFP consolidate, improve and extend existing targeting guidance.

2.   "Targeting in Emergencies" addressed the review recommendations at the policy level, emphasizing the importance of conducting situational and conflict analyses, encouraging multi-stakeholder assessments, linking implementation modalities to project objectives and monitoring targeting decisions. As requested by the Board, the Secretariat has detailed its responses to the thematic evaluation recommendations in the attached matrix, with time frames for completion where appropriate.

3.   The response matrix addresses specific recommendations including updates on a series of continuing WFP initiatives in the Emergency Needs Assessment Branch (ODAN), the Vulnerability Analysis and Mapping Branch (ODAV) and Office of Performance Measurement and Reporting (OEDP) that aim to improve its ability to improve targeting throughout the project cycle. These initiatives address the recommendations of the thematic review in terms of context analysis, targeting structures, geographic targeting and monitoring. WFP will include work by ODAN, ODAV and OEDP in future guidance material. Other thematic review recommendations such as those under the headings of coverage, refugees/internally displaced people (IDPs), modalities and community-based targeting will also be addressed in future guidance material.

VULNERABILITY ANALYSIS AND EMERGENCY NEEDS ASSESSMENT (ODAV AND ODAN)

4.   Ongoing ODAV and ODAN projects aim to improve pre-crisis information and emergency needs assessments on a global level; both are critical to assessing needs and making targeting decisions. The following are particularly relevant: the ODAN-led project Strengthening Emergency Needs Assessment Capacity (SENAC) and the ODAV-led pilot project Improving the Effectiveness of WFP's Programme Transition Strategies.

5.   The current ODAV activities such as baseline studies in crisis-prone countries and the establishment of food-security monitoring systems, which are partially funded through the SENAC project, are critical to improving targeting. Comprehensive food security and vulnerability analyses (CFSVA) identify national policies and priorities on food security and provide an understanding of household and community vulnerability in order to identify and monitor priority geographical areas and population groups. Food security monitoring systems (FSMS) involve the continuous monitoring of trends in food-security variables identified as critical to the availability, access and utilization of food. CFSVAs and FSMS greatly enhance WFP's ability to identify beneficiary numbers, timing and rationale in an emergency and provide a basis for emergency needs assessments (ENAs). These are conducted at the outset of a crisis to identify the role of food aid (if any), to target assistance to the most food-insecure regions and communities and to help in designing responses, including food and non-food assistance. Re-assessments are carried out routinely to inform operational response adjustments over the course of an emergency.

6. To date, VAM has developed comprehensive baselines; about 25 CFSVAs have been completed or planned in 2005–2006. WFP also uses information from FSMS to monitor the situation of vulnerable groups in crisis-prone countries; the SENAC target is ten FSMS under way or planned in 2005–2006.

7. The goal of the ODAV pilot project Improving the Effectiveness of WFP Programme Transition Strategies is to strengthen the effectiveness of WFP programme transition and targeting strategies through improved use of VAM-related information by:

   ➢ strengthening the capacity of WFP and partner staff to monitor trends in food security and vulnerability among beneficiary and non-beneficiary populations;

   ➢ refining existing WFP information-management systems at the country level to integrate and analyse food security, vulnerability, programme monitoring and evaluation data;

   ➢ developing data analysis techniques that can lead to the creation of benchmarks and criteria needed for programme transition strategies; and

   ➢ ensuring documentation and dissemination of lessons learned and best practice for programme-transition strategies.

STRENGTHENED ENA CAPACITY

8. As noted in "Progress Report on Strengthening Emergency Needs Assessments" (WFP/EB.2/2005/4-E), WFP has made important advances in refining needs-assessment methods, including the launch of the *Emergency Food Security Assessment (EFSA) Handbook*. In 2006, additional priority research topics are being investigated that will be incorporated into final needs-assessment guidelines in 2007. This work will lead to improved guidance on targeting.

9. To enhance the ability of country offices and regional bureaux to plan and implement more accurate and credible assessments of food and non-food needs, ODAN has been coordinating training: 234 WFP staff and 124 staff from local NGOs, United Nations agencies and ministries have acquired basic skills in EFSAs.

THE COMMON MONITORING AND EVALUATION APPROACH (CMEA)

10. The common monitoring and evaluation approach (CMEA), led by OEDP, addresses recommendations related to monitoring and contributes to improving WFP's understanding of food use at the community and household levels.

11. To enhance the effectiveness, efficiency and consistency of monitoring and evaluation (M&E), WFP launched the three-year CMEA change initiative in June 2004, which provides tools and technology to make collecting, reporting, and analyzing M&E data easier, faster, and more consistent and ensures more consistent, complete and accurate reports at the country office level that can feed into corporate reporting tools such as standard project reports (SPRs) and annual performance reports (APRs).

12. In response to the recommendations to improve the monitoring of targeting decisions, CMEA will aim to establish monitoring indicators to assist WFP in identifying potential targeting errors, in collaboration with operational and policy divisions. The School Feeding Unit (PDPF) is also working with OEDP to improve targeting criteria and monitoring with regard to school feeding in emergencies.

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TARGETING GUIDANCE

13.   Targeting guidance addresses elements of all the recommendations, specifically recommendation 9, which calls for consolidated guidance in the *Programme Guidance Manual*. Targeting encompasses all components of the project cycle; a significant amount of targeting guidance already exists in the current *Programme Guidance Manual* and in separate vulnerability analysis and mapping (VAM), ENA and school feeding and nutrition manuals. This guidance will be augmented with findings from ongoing ODA, ODEP and School Feeding Unit (PDPF) research.

14.   To make targeting guidance more accessible to field staff, a dedicated section on targeting will be created in the *Programme Guidance Manual* that consolidates existing and new material providing basic targeting principles and practice. This new section will have links to more detailed guidance on early warning, needs assessment, project design and implementation and monitoring. Links will include the revised EFSA handbook in 2007, targeting guidance from school feeding, links to the *Nutrition in Emergency Handbook* and CMEA. PDPT will continue to work with other units to fill gaps in WFP's knowledge on assessing targeting errors and costs.

ANNEX: REVIEW RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY — THEMATIC REVIEW OF TARGETING IN RELIEF OPERATIONS			
OEDE Recommendations	**Action by**	**Management response and action taken**	**Time frame**
Context analysis (paras 13–14)			
a) In every relief operation, WFP should ensure that critical factors affecting targeting are included in its *situation analysis* in order to better inform targeting strategy. Detailed *conflict analysis* should inform targeting decisions in all complex emergencies	PDPT	In conjunction with this review, PDPT is completing a new policy for presentation to EB.1/2006 to guide decision-making with regard to targeting. This policy will reconfirm the importance of situation analysis, including conflict analysis, in WFP programme design, including situational factors relative to targeting.	"Targeting in Emergencies" approved by EB.1/2006.
b) WFP should further develop and disseminate normative and operational guidance on situation and conflict analysis, and ensure that staff/consultant *capacity* is sufficient to implement such guidance.		PDPT has provided training on protection and/or the "Do no Harm" concept for staff in Headquarters, the Sudan, West Africa, Myanmar and Colombia, including training on factors to consider in conflict. On the basis of feedback from these training sessions and ongoing research on protection, PDPT will continue to work with regional bureaux, country offices and ODA to provide user-friendly guidance that will then be incorporated with other aspects of WFP operations such as needs assessments, VAM, and M&E.	Research to conclude in November 2006.
	ODAN/ODAV	The current *Emergency Food Security Assessment (EFSA) Handbook* contains preliminary guidance on situation and conflict analysis. ODAN will include more detailed guidance incorporating this recommendation in its revision of the handbook.	Revised handbook scheduled for 2007.
		ODAV will review normative and operational guidance relative to situation analysis and augment it as required. Under the SENAC project, outside experts have been contracted to review ODAV's existing guidance and recommend improvements.	Review will be finalized by May 2006 and the VAM guidance will be revised by December 2006.
	PRC	PRC will play an advisory and quality-assurance role by routinely checking that the above guidance, once developed and disseminated, is taken into account fully in all new emergency relief and recovery proposals.	Continuous.

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OEDE Recommendations	**Action by**	**Management response and action taken**	**Time frame**
2. Targeting structures (paras 15–19)			
a) WFP should enhance its participation in, and support for, coordinated, multi-stakeholder needs assessments and targeting activities; where political or security conditions preclude formal stakeholder bodies, WFP should adopt an inclusive and transparent approach to targeting, soliciting inputs from all relevant stakeholders (incl. government).	**PDPT**	The 2006 PDPT policy on targeting in relief situations will reconfirm the importance of WFP participation, where feasible, in multi-stakeholder approaches to needs assessment and targeting.	"Targeting in Emergencies" approved by EB.1/2006
	ODAN/ODAV	In 2005, 90 percent of needs assessments (target 60 percent) that underpinned newly approved EMOPs and PRROs were conducted with United Nations agencies (79 percent) or with local and international NGOs (37 percent). Government stakeholders are consulted or involved in planning and undertaking all assessments and VAM studies.	Continuous.
b) WFP's experience in coordinated, multi-stakeholder assessment and targeting should be recorded and periodically examined to inform refinements of guidance and practice.	**OD, ODAN, ODAV**	ODAN and ODAV will review normative and operational guidance relative to participation in multi-stakeholder assessment and targeting structures and revise it to include the good practices highlighted in this review.	EFSA handbook by end 2007; VAM guidelines by end 2006.
		Training sessions for ENAs and VAM include partner organizations. Lessons from multi-stakeholder analysis, when relevant, are included in the trainings.	Continuous.

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OEDE Recommendations	**Action by**	**Management response and action taken**	**Time frame**
	PDP	The launch of PASS-it-on will enhance the sharing of experience and practical advice between country offices on multi-stakeholder assessment and targeting.	December 2006.
3. Geographical targeting (paras 20–32)			
a) Geographical targeting in WFP operations should be based upon practical, transparent analytical frameworks that employ both qualitative and quantitative analysis; ideally, these frameworks should be developed jointly by key stakeholders.	**ODAV, ODAN**	All relevant recommendations from the SENAC review of ODAN and ODAV guidance will be incorporated into new guidelines (see 1 [a] for timeline). ODAN has instituted quality-assurance and monitoring processes to ensure that its existing guidance on the use of qualitative and quantitative analysis is applied (May 2006). An Operations Directive was issued in October 2005 outlining measures for ensuring the quality and consistency of VAM products.	Action taken May 2006; continuous.
b) Minimum data requirements for effective targeting should be established and respected for each situation, and key data, assumptions and analytical outputs should be routinely verified through some form of ground-truthing.	**ODAV, ODAN**	WFP's minimum data requirements for targeting are met through (i) collection of pre-crisis, baseline information on food-insecurity levels for crisis-prone countries; approximately 25 CFSVAs were completed or planned in 2005–2006 and (ii) ENAs to identify the extent to which population groups have been affected by a crisis. Routine re-assessments verify the findings of ENAs. WFP also uses information from FSMS to monitor the situation of vulnerable groups in crisis-prone countries; the SENAC target is ten FSMS under way or planned in 2005–2006.	Continuous.
	PDPT	The 2006 targeting policy will address the importance of assessing all food-insecure populations in a given country, and not only those whom WFP is most easily able to identify and reach.	"Targeting in Emergencies" approved by EB.1/2006.

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OEDE Recommendations	**Action by**	**Management response and action taken**	**Time frame**
c) In all emergency operations, WFP should make reasonable efforts to assess and monitor the condition of pockets of food-insecure or vulnerable people within otherwise food-secure (and therefore non-operational) areas.	**ODAN, ODAV**	The SENAC review of ODAN and ODAV guidance completed in May 2006 does not indicate that current methods exclude small groups of food-insecure people. To ensure that such groups are not overlooked, small area estimation techniques are being piloted in Uganda to determine their effectiveness in targeting at lower administrative levels.	Timeline for completion of the pilot: end 2006.
d) WFP should develop indicative costing guidelines and tools for geographical and other targeting approaches and their data collection needs to enable managers to understand the resource implications of each.	**PDPT**	Guidance in the PGM will include a section to help managers to assess costs involved in different targeting approaches. The guidance will include sample costs for different types of assessments, registration and monitoring systems and other factors to consider when analysing targeting costs.	August 2006.
4. Coverage (paras 29-31)			
a) With the government and donors, case-by-case decisions should be made on whether to extend WFP coverage to chronically food-insecure people as well as the acutely food insecure. Due consideration should be given to the likely effects of the decision on targeting effectiveness.	**PDPT, ODAN, ODAV**	A SENAC-sponsored desk review on distinguishing between chronic and transitory food insecurity was completed in January 2006 by the Institute of Development Studies. Draft guidance for use in needs assessments was drafted and distributed to field staff in March 2006.	Final guidance will be incorporated in the 2007 EFSA handbook revision.
5. IDPs/refugees (para 31)			
a) FP should develop a consistent approach for determining when resident populations are to be supported in the context of hosting, or being in proximity to, large displaced populations. Unless otherwise indicated (e.g. for intentional political or peace-building objectives), such decisions should be based on an objective assessment of food needs.	**ODAN,ODAV, PDPT**	The PGM, EFSA handbook (2005 version) and joint UNHCR/WFP guidance materials provide basic principles to follow when addressing the food- security needs of IDPs/refugees and host communities. In all cases, food security is the primary factor determining whether WFP provides food assistance or not. However, given the added pressure on the communities and potential for conflict, WFP will incorporate guidance on conflict analysis (see 1 (a) and (b) above) as a potential aggravating factor to be considered.	Basic guidance August 2006 and ENA 2007. Updates to the PGM as necessary.

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OEDE Recommendations	**Action by**	**Management response and action taken**	**Time frame**
6. Community-based targeting and distribution (paras 33–50)			
a) Community-based targeting and distribution (CBTD) should be used in appropriate circumstances to empower beneficiary communities, use their superior local targeting knowledge and minimize costs.	**PDPT**	New targeting policy for presentation to EB.1/2006 will re-confirm the importance of participatory techniques, including CBTD. The policy paper "Targeting in Emergencies" notes that using CBTD may not be the most efficient or cost-effective method in the initial stages of a conflict emergency, but that it can be introduced when the situation has stabilized or in slow onset emergencies if conditions are appropriate.	"Targeting in Emergencies" approved by EB.1/2006.
b) WFP should develop guidance material to help staff identify appropriate operational contexts for CBTD. This should be based upon the substantial body of recorded experience with CBTD.	**PDPT**	In addition to using current WFP materials such as Participatory Techniques and Tools: a WFP Guide, WFP will compile relevant information on CBTD to incorporate in the PGM targeting guidance.	December 2006.
c) In countries that are particularly food insecure, disaster prone and have frequent EMOPs, WFP should be prepared to maintain CBTD capacity through the training of partners' staff even when there are no emergency operations planned or ongoing.	**OD**	There are obvious advantages in having trained cooperating partners in place in expectation of renewed emergency situations, but it is not easy to achieve this in a sustainable way. First, many CPs are present only during the emergency and move out when the situation returns to normal; they may or may not return if there is a new disaster. Cooperating partners face staff turnover constraints; WFP faces funding constraints because of the reduction of donor resources for development activities worldwide. This is a problem in disaster-prone countries because it is sometimes impossible to maintain the desirable standby emergency-response capacity.	

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OEDE Recommendations	**Action by**	**Management response and action taken**	**Time frame**
d) WFP guidelines should encourage the selection of cooperating partners for CBTD who have strong mandates and proven capacities viz. community development, and whose presence in the community is sufficient to allow the attainment of their goals.	**PDPT**	This issue will be addressed as part of the development of normative guidance covered under the management response to Recommendation 9.	
7. Modalities (paras 51–57)			
a) WFP must revisit efforts to ensure that food-aid modalities are selected strategically on the basis of programming objectives and situation analyses, with due attention to effectiveness and efficiency concerns.	**PDPT**	As part of the development of guidance, PDPT will review normative guidance relative to strategic modality selection and augment it as required to address gaps such as those identified in this review. This has been partially addressed through the development of an activities matrix that clarifies terminology for various interventions (February 2006).	December 2006.
b) To help achieve (a) above, WFP guidance materials should include assistance in selecting food aid modalities to (i) best meet the priority objectives of the operation, (ii) provide the best coverage of the target groups, and (iii) have the greatest impact for the resources (human, financial and material) available.	**PRC**	On the basis of the additional guidance to be developed (see above), PRC advise to ensure compliance with programme guidance and best programming practices.	
	PDPT	See (a).	
8. Monitoring (paras 58–72)			
a) WFP should include *monitoring of targeting* within ongoing, corporate-wide efforts to improve monitoring in general; such activities should be statistically rigorous, light and flexible, and aimed at identifying and informing critical changes to ongoing targeting strategy and tactics.	**PDPT**	New policy guidance for presentation to EB.1/2006 will re-confirm the importance of monitoring in emergency programming, including monitoring of targeting outcomes.	Policy "Targeting in Emergencies" approved by EB 1 2006.
	OEDP/CMEA	OEDP will review normative and operational guidance relative to monitoring of targeting outcomes and revise it to reflect lessons learned in this review.	Mid-2007 with the roll-out of the CMEA application.

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OEDE Recommendations	**Action by**	**Management response and action taken**	**Time frame**
b) Monitoring of targeting should sample the food-security status of populations in non-programme areas as well as populations in intervention areas.	**OEDE**	See above.	
c) WFP should adopt a practical and effective method for determining targeting error and efficiency, and document this method in guidance materials. WFP country offices should collect and report these statistics in regular monitoring reports.	**PDPT**	PDPT will work with targeting experts and ODA/OEDP to research practical methods. If practical, cost-effective methods will be developed and factored into monitoring systems.	Research complete – December 2006.
d) WFP should ensure that coverage/enrolment data for selective and school-feeding programmes are compiled by cooperating partners, and systematically examine these data in assessing targeting performance.	**OEDP/CMEA**	OEDP/CMEA will ensure implementation through common corporate monitoring activities.	Continuous.
	PDPF	PDPF will work with ODAV/ODAN and OEDP/CMEA to improve targeting criteria and monitoring with regard to school feeding in emergencies; food-for-education targeting guidelines are being developed. PDPF will continue to build improved partnerships with government, other United Nations, and NGO partners to strengthen information flows critical to targeting.	Cooperation between PDPF and OEDP/CMEA ongoing – July 2006. FFE targeting guidelines – December 2006. Continuous.
9. Guidance (paras 73–75)			
a) Existing guidance on targeting needs to be brought together in one area (e.g. Programme Guidance Manual), augmented with the additional guidance recommended by the targeting review and maintained through continuous up-dating.	**PDPT**	In consultation with ODO and ODA, PDPT is reviewing current WFP targeting guidance, eliminating out-of-date guidance and consolidating, relevant guidance into a user-friendly format in the PGM, with appropriate links.	August 2006.
	ODO	ODO will continue to supervise and support efforts under the PGM process to see that programme guidance – including that related to targeting – is consolidated; this process should have high priority.	Continuous.

ACRONYMS USED IN THE DOCUMENT

APR	Annual Performance Report
CFSVA	comprehensive food security and vulnerability analysis
CMEA	common monitoring and evaluation approach
ENA	emergency needs assessment
FSMS	food security monitoring system
IDP	internally displaced person
M&E	monitoring and evaluation
ODAN	Emergency Needs Assessment Branch
ODAV	Vulnerability Analysis and Mapping Branch
OEDP	Office of Performance Measurement and Reporting
PDPF	School Feeding Unit
PDPT	Emergencies and Transition Unit
SENAC	Strengthening Emergency Needs Assessment Capacity
SPR	Standard Project Report
VAM	vulnerability analysis and mapping

WFP