

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
Second Regular Session**

Rome, 27–28 May 2004

EVALUATION REPORTS

Agenda item 2

For consideration

E

Distribution: GENERAL
WFP/EB.2/2004/2-A
23 April 2004
ORIGINAL: ENGLISH

MANAGEMENT RESPONSE TO THE PRRO THEMATIC EVALUATION RECOMMENDATIONS

This document is printed in a limited number of copies. Executive Board documents are available on WFP's WEB site (<http://www.wfp.org/eb>).

NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration 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.

Senior Deputy Executive Director (OD): Mr J.-J. Graisse tel.: 066513-2001

Programme Officer, Office of the Associate Director of Operations (ODO): Ms P. Ramaswami tel.: 066513-2824

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).



EXECUTIVE SUMMARY

Further to the interim management response provided with the Summary Report of the Thematic Evaluation of the PRRO Category (WFP/EB.1/2004/6-A), WFP has followed an inter-divisional consultation process to develop detailed management responses to the evaluation recommendations.

WFP has taken careful note of the evaluation recommendations and has initiated several measures to address the areas highlighted in the report. WFP would, however, like to emphasize that PRROs are used as much to support its ability to programme emergency relief assistance in protracted crises as to support recovery, and that the PRROs currently being designed and implemented provide clear evidence that supports the proportion of relief and recovery activities, based on the in-country situation.

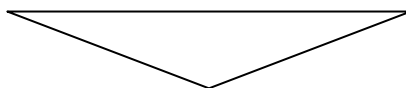
At the same time, WFP is cognizant of the issues related to improving programme quality, programming capacity among its staff, inter-agency collaboration and evaluative capacity, and has outlined the management action taken so far and proposed for the future. The following are some of the main elements:

- providing dedicated technical support and ensuring “quality at entry” for programme formulation and design: Headquarters divisions in the Strategy, Policy and Programme Support Unit (PSP) and the Operations Department (OD) have been reorganized to provide such support;
- training and capacity building initiatives during the 2004–2005 biennium that focus on assessments, project design, monitoring and evaluation, in-line with the results-based management (RBM) strategy;
- improving normative guidance;
- strengthening evaluative capacity and the documentation and dissemination of lessons learned;
- strengthening the role of the Programme Review Committee (PRC) to carry out programme quality-assurance tasks during the review and clearance of projects prior to approval;
- improving the guidance and tools to monitor and report progress towards results; and
- strengthening corporate reporting through the standardized project reports (SPRs).

WFP has noted the Executive Board’s interest in periodically reviewing the management actions taken and proposed for improving programme quality. As indicated during the First Regular Session of the Board in February 2004, the WFP Secretariat will arrange informal consultations with Board Members to update them on progress.



DRAFT DECISION*



The Board takes note of the actions proposed in the information paper “Management Response to the PRRO Thematic Evaluation Recommendations” (WFP/EB.2/2004/2-A), and welcomes the Secretariat’s response to convene informal consultations with members of the Board to inform them further of progress in improving the programme quality of PRROs.

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY EVALUATION OF THE PRRO CATEGORY

Recommendations to WFP	Action by	Management response and action taken
<p>1. Undertake a detailed review of the implications of designing and supporting recovery-oriented planning. In particular, the review should focus on developing a corporate strategy for strengthening programming capacity at all levels as a starting point for enhanced recovery programming. In this respect, WFP should consider augmenting its senior ranks of programming specialists.</p>	<p>OD/PSP</p>	<p>OD and PSP are working together to strengthen and enhance the programme quality of all WFP operations, especially protracted relief and recovery operations (PRROs) and emergency operations (EMOPs), with a focus on strengthening project design and planning, linking assessments clearly with interventions and monitoring the progress of achievements against selected indicators.</p> <p>In 2003, a consultation was organized with senior programme advisers from all regional bureaux and selected country office representatives to identify issues that have an impact on the quality of WFP programmes and to discuss the practical steps needed to improve performance in assessment and vulnerability analysis and mapping (VAM), project design, monitoring and performance measurement, in line with WFP's Strategic Priorities and efforts to enhance results-based management (RBM).</p> <p>Guidelines for standardized project reports (SPRs) continue to be amended in order to improve the quality of reporting on outcomes. A series of workshops to improve SPR quality were conducted with reporting focal points. In the course of 2003, training on results-oriented monitoring and evaluation was conducted in Ethiopia, Eritrea, the Sudan and Uganda, where in-country staff benefited from working on their ongoing projects with participating counterpart staff.</p> <p>As WFP programme personnel are required to work in relief, recovery and development settings, OD, OEDP, PSP and HR provide opportunities for programme staff to upgrade their skills and capacity in assessments, project design and planning, monitoring and evaluation.</p> <p>Country offices have the flexibility to identify technical needs and inputs, and to contract local or international consultants and approach regional bureaux and Headquarters technical divisions for support and assistance. OD maintains a list of upcoming PRROs so that timely technical and project design assistance can be provided.</p>





EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY EVALUATION OF THE PRRO CATEGORY

Recommendations to WFP	Action by	Management response and action taken
		<p>WFP has also reorganized some of the divisions in Headquarters in response to the need for improved programme quality and programming capacity. The newly created OEDR (RBM) division has professional staff at D1, P5 and P4 levels, and is headed by a D2; the division focuses on strengthening project design, performance measurement and reporting and evaluation. At the regional bureau level, RBM task manager posts have been created and are being filled. In OD, VAM, emergency needs assessment (ENA) and emergency preparedness and response (OEP) subdivisions are staffed by senior programme officers, headed by a D1 professional in order to strengthen the links among these subdivisions and to support country offices. Policy, Strategy and Programme Support (PSP) is headed by a D2, and has sub-units dedicated to relief services and safety nets, school feeding, HIV/AIDS, nutrition and gender. Each of these sub-units is headed by senior programme staff at P5 and D1 levels. These divisions also have dedicated budgets to carry out several corporate initiatives aimed at building programming capacity within WFP.</p> <p>WFP continues to benefit from the Institutional Strategic Partnership (ISP) funds that are channelled towards strengthening institutional programming and management capacity, primarily at the country office and regional bureau levels.</p>
<p>2. Enhance nutrition and programme evaluation capacity at the field and regional bureau levels. In this context, WFP should budget and allocate more funds to applied research in order to look at the intended and unintended effects of its interventions.</p>	<p>OD/PSP/regional bureaux</p>	<p>All PRROs with a nutrition component clearly state the outcome indicators and the monitoring component, which are tracked during the project period.</p> <p>The revised WFP-UNHCR draft joint assessment guidelines include a component on self-reliance, which outlines indicators for the improved assessment of self-reliance and food security among refugee populations.</p> <p>WFP has a technical unit for nutrition at PSP in Headquarters with seven staff members. In the regional bureaux and country offices there are 12 specialized staff with a background in nutrition who provide dedicated support for nutrition and nutrition-related interventions.</p>

EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY EVALUATION OF THE PRRO CATEGORY

Recommendations to WFP	Action by	Management response and action taken
		<p>PSPN organized 16 training courses/workshops in 2003 to familiarize regional bureau and country office nutrition focal points with WFP's nutrition policies and practical application to enhance their capacity to understand and report on nutrition data. Since 2001, more than 800 staff in WFP have benefited from such training, and PSPN will continue to deliver it to more staff during the course of 2004.</p> <p>The nutrition policy paper to be presented to EB.A/2004 provides guidance on the improved programming and monitoring of nutrition outcomes in WFP operations.</p> <p>During the last few years, PSPN has initiated applied research projects in collaboration with national and international research institutions such as the International Food Policy Research Institute (IFPRI), centres for disease control (CDCs), Tufts, and the Institute for Child Health in order to assist WFP in improving its nutrition programming.</p> <p>Programme quality-improvement issues are addressed at the entry stage, when a clear link is made between the expected results and ways of achieving those results. Project design contributes to a sound basis for evaluation at the country level. Consistent with the new evaluation policy, in the 2004–2005 biennium, 29 country-level and 17 regional bureau-led evaluations are planned. Implementation of WFP's corporate RBM/monitoring and evaluation (M&E) training strategy, which focuses on enhancing monitoring as well as the evaluation capacity of programme staff, will strengthen and enhance the evaluative capacity at the country and regional levels.</p>
<p>3. Develop procedures for enhanced tracking of human resources related to programming, as distinct from finance and administration. The aim should be to enhance the monitoring of human resources programming capacity over time.</p>	<p>HR</p>	<p>HR implemented an online tool that allows staff qualifications and experiences to be tracked. An additional feature to capture functional skills was added recently to the on-line curriculum vitae. The data contained in this database can be reported on, and managers can perform ad hoc searches.</p> <p>In mid-2003, WFP introduced the staffing coordinator function, and has assigned senior staff to perform this function with a view to facilitating the consultation and coordination process among hiring managers, staff and the staffing committee for international positions at the P1 to P5 levels.</p>





EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY EVALUATION OF THE PRRO CATEGORY

Recommendations to WFP	Action by	Management response and action taken
		<p>The future Personnel Development module of the WFP Information Network and Global System (WINGS) will be configured to provide specific reporting on the functional skills and competencies of staff. The purpose is not only to assign the right person to the right position at the right time, but also to report and identify gaps and surpluses in the workforce skill base and to increase the professionalism of WFP staff.</p>
<p>4. Develop a corporate strategy for building national staff capacity in programme support functions. The strategy could include enhanced training, professional development opportunities in neighbouring countries and increased funds and incentives for staff to participate in in-service degree programmes.</p>	<p>OD/HR</p>	<p>This is an ongoing effort in all country offices, as due consideration is given to the direct support costs (DSC) required to run projects successfully. Regional workshops are conducted at which national, regional and country office staff are encouraged to participate in assessment and programming missions.</p>
<p>5. Develop a small group of specialized staff who can help to support recovery-oriented planning. Consider loan arrangements with other United Nations agencies.</p>	<p>OD/HR</p>	<p>OD/HR does not believe that it is necessary or appropriate to introduce a new category of specialized staff. The generic job profile (GJP) of programme officers covers the profiles needed to respond effectively to emergencies, recovery and development activities. As a matter of course, all country offices look into the transition from emergency to recovery as soon as EMOP implementation starts. Inter-agency loans are being arranged with United Nations agencies and specialized government departments.</p> <p>At the same time, WFP is conscious of programme quality issues, especially "quality at entry", which addresses project design issues at the time of formulation and approval. To this end, PSP and OD have dedicated staff who will support the country offices regarding issues related to the transition from relief to recovery by providing technical assistance and field missions for project design and formulation.</p>
<p>6. Encourage inter-agency approaches to the formulation of future PRROs.</p>	<p>OD/regional bureaux</p>	<p>WFP works in close collaboration with implementing partners, governments and other United Nations agencies, where appropriate. Our draft ENA policy encourages partner and government participation and collaboration. At present, through CCAs, coordinated humanitarian action plans (CHAPs) and annual needs assessments (ANAs). WFP fully reflects the inter-agency concerns in PRROs being formulated. WFP is now strengthening its strategic partnerships with non-governmental organizations (NGOs) and United Nations agencies, and this will lead to a stronger inter-agency approach to programming.</p>

EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY EVALUATION OF THE PRRO CATEGORY

Recommendations to WFP	Action by	Management response and action taken
		<p>For example, the design and development of the Southern Africa PRRO, with its RBM focus, has already incorporated some training at the design phase for government, United Nations and NGO partners through a joint logical framework exercise. The Consolidated Appeal Process already reflects rehabilitative goals in food security and poverty reduction. The co-location of eight United Nations organizations in Johannesburg, and their liaison through the Regional Inter-Agency Coordination and Support Office (RIACSO) has growing significance. The International Federation of the Red cross (IFRC), the International Organization for Migration (IOM) and a number of NGO regional offices also liaise with RIACSO.</p>
<p>7. Develop a system for capturing recovery lessons from successful PRROs.</p>	<p>Office of Evaluation (OEDE)/PSP</p>	<p>PSP is currently reviewing arrangements in the unit to capture and disseminate lessons learned and ways of applying these to the formulation of policies. Through their support to regional bureaux and country offices in project design and quality assurance at the entry stage, PSP and regional bureaux will be able to advise country offices on how better to link project design with lessons learned from previous evaluations, as well as on how to facilitate the capture of best practices in recovery programme implementation and results. This will contribute to the knowledge available to OEDE for strengthening WFP's evaluative work.</p> <p>Through its regular evaluation of all PRROs, OEDE will endeavour to identify successful examples of recovery outcomes and the specific contextual conditions that are associated with these, as well as factors that seem to diminish operational effectiveness. The need to identify and disseminate successful recovery outcomes will be included in all relevant terms of reference (ToRs) for OEDE-managed evaluations. In addition, the regular OEDE Evaluation Synthesis exercise, which reviews self-evaluations, country office and regional bureau evaluations and OEDE-managed evaluations, will similarly seek to identify and disseminate successful examples of recovery outcomes. OEDE proposes to produce an OEDE annual report, which will facilitate the dissemination of lessons learned.</p>





EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY EVALUATION OF THE PRRO CATEGORY

Recommendations to WFP	Action by	Management response and action taken
<p>8. Improve normative guidance related to recovery to reflect the current state of lessons learned. There needs to be greater corporate clarity regarding use of such terms as “recovery”, “transition”, “reconstruction” and “rehabilitation”.</p>	<p>OD/PSP</p>	<p>PSP is undertaking a review to improve the measures for capturing and disseminating lessons learned for all of WFP.</p> <p>WFP is a core member of the United Nations Development Group/Executive Committee on Humanitarian Affairs Working Group (UNDG/ECHA WG), which is currently developing guidance to improve coherence among United Nations system actors in responding to post-conflict transition challenges, including developing a shared contextual analysis of the political, humanitarian, peace-keeping, reconstruction and development dimensions. This work also involves continuing the dialogue on transition issues with Member States with a view to reaching a common understanding and approach, particularly with regard to donor policy and funding decisions, on the one hand, and capacity development and national ownership in transition processes, on the other.</p> <p>Consistent with the Report and Implementation Plan of the UNDG/ECHA WG on Transition Issues, OD and PSP are working on improving the guidance for PRROs, including clarifying the definitions of transition, recovery, reconstruction and rehabilitation, and incorporating examples of best practices.</p>
<p>9. Place greater emphasis on enhanced monitoring of recovery-related outcomes, including improved nutrition, livelihoods, and durable solutions.</p>	<p>OEDR/OD</p>	<p>Regular monitoring and feedback on outcome and output indicators is a core management process. As the focus of monitoring and reporting shifts from output to outcome, reporting quality will be enhanced by the collaborative efforts of OD and OEDP, through training, increasing awareness about the importance of outcome-related reporting, and promoting higher standards (APR, SPR and country office monitoring).</p>
<p>10. Undertake steps to monitor and evaluate the risks associated with protracted food aid provision, including the creation of dependencies and economic distortions. In this context, include tools within VAM and within all normative guidance that systematically seek to assess the effects of food aid on markets.</p>	<p>PSP</p>	<p>In order to enhance WFP’s capacity to analyse market issues, an Economic Analysis Unit will be established in PSP, which will provide economic policy guidance and analysis for field and headquarters staff, and technical support for OD. The unit will work closely with ENA and VAM, as well as WFP’s partners, to ensure that adequate technical support is available to country offices in assessing how food aid interacts with markets, and how food aid can continue to meet vital needs while working within market and trade development strategies.</p>

EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY EVALUATION OF THE PRRO CATEGORY

Recommendations to WFP	Action by	Management response and action taken
		<p>Some WFP country offices are already working with governments to examine the interactions between food aid and markets. For instance, WFP Ethiopia plays an important role along with donor governments, NGOs and academic experts in the Government of Ethiopia New Coalition for Food Security. Among other issues, the coalition suggests improvements to policies and strategies related to food security, including market reforms, land tenure issues, food aid and markets, the formulation of a food aid policy and price stabilization.</p>
<p>11. Undertake regular reviews of PRROs to assess their progress towards results. The process of producing the SPR should be enhanced to serve as an internal management review for both country offices and regional bureaux, in order to define the corrective management actions that are needed.</p>	<p>OD</p>	<p>The SPR is produced annually and is of limited use for project management processes and corrective actions in the short term. Instead, regular monitoring and performance reviews are the basis for internal reviews and management actions. Better monitoring and analysis of performance within a results-based management context will contribute to focusing management at all levels on internal processes (see also the response to recommendation number 9).</p>
<p>12. Enhance the preparation of PRROs by developing dedicated budget and technical support. The PRC mechanism needs to provide strategic, technical and operational inputs earlier in the PRRO development process.</p>	<p>OD/regional bureaux</p>	<p>Technical units in PSP and OD have been reorganized so that they can respond to country office requests for technical assistance at the time of assessments and project formulation. OD is in the process of setting up a Preparedness Fund, which will support preparedness activities through a flexible mechanism that is outside the PSA or project budgets, especially in situations where such preparedness activities will inform the project design and desired results.</p> <p>A review of the project budgeting mechanisms will also be initiated in order to facilitate better guidance on the costing of measures to improve programme quality, such as regular assessments, contingency planning, capacity building, monitoring and evaluation.</p> <p>An audit of the PRC process was carried out in 2003 in order to strengthen the PRC's role in improving the programme quality of WFP operational documents, and to identify/highlight any project design flaws and weaknesses that could be mitigated through appropriate technical support.</p>





EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY EVALUATION OF THE PRRO CATEGORY

Recommendations to WFP	Action by	Management response and action taken
<p>13. Relief and recovery activities within the PRRO need to be defined better so as to clarify which types of activities belong within each category. Activity budget categories should be consistent with donor needs so as to enable donors to draw more transparently from relief and development funding sources. This will also assist WFP's internal financial tracking against budgeted items. For administrative purposes, a separate budget breakdown for refugees should be maintained.</p>	<p>OD</p>	<p>Consistent with the response to recommendation number 8, improved normative guidance will assist the clearer articulation of relief and recovery activities within a PRRO.</p> <p>The activity budgets of a PRRO are consistent with the needs of the beneficiaries for whom the activities are being designed. All WFP projects conform to standard corporate budget formats that allow for financial tracking against budgeted items.</p> <p>While WFP reports on refugees as a separate beneficiary category, it is not feasible to maintain a separate budget breakdown for refugees, given that WFP activities cut across all categories of beneficiaries, especially in situations where refugee populations are not in camp settings.</p>
<p>14. External constraints to recovery programmes have not been sufficiently assessed in the formulation of recovery strategies, resulting in unrealistic programme strategies. These constraints are well documented and include: security, host country policies/strategies towards the integration of IDPs/refugees, access to land, land tenure policies and implementation in resettlement areas, and implementing partners' capacities. Recovery strategy formulation should include a thorough assessment of these constraints, and in cases where local government policies do not facilitate recovery-oriented planning, WFP should consider making approval of operations conditional on improved policies/strategies to support the recovery of displaced persons and their hosting areas. Identifying and negotiating conditionalities could be built into the recovery strategy development process.</p>	<p>OD</p>	<p>OD and PSP have initiated a review of the existing guidance on recovery programming, in order to guide programme staff better on applying of criteria for the inclusion of recovery components, based on assessments, partnership arrangements, host country policies and strategies and other evidence-based information that can realistically be achieved given the country context.</p> <p>The guidance will also place far more emphasis on advocacy activities that WFP can undertake with other partner agencies to promote a favourable environment for recovery and rehabilitation.</p> <p>WFP representatives in country offices are active members of the United Nations country teams and other humanitarian coordination mechanisms. WFP representatives participate in inter-agency working groups and contribute to the development of common strategies for tackling particular humanitarian crisis and to policy dialogues with host governments on recovery, rehabilitation and resettlement issues.</p> <p>The two-year conversion rule from EMOP to PRRO will also be reviewed in order to provide more flexibility for the allocation of resources between relief and recovery components on a case-by-case basis—this would essentially be based on findings from assessments and inter-agency approaches to promote recovery.</p>

EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY EVALUATION OF THE PRRO CATEGORY

Recommendations to WFP	Action by	Management response and action taken
		<p>WFP's newly established OEP unit is strengthening the contingency planning capacity at the regional bureau and country office levels in order to guide the process of recovery planning better. The VAM and ENA units and their technical inputs will strengthen WFP's knowledge-based gathering and analysis capacity, which will contribute to the formulation of realistic and achievable recovery-oriented interventions.</p> <p>WFP will place more emphasis on facilitating programme staff to identify opportunities for building a forward-looking recovery strategy and putting in place appropriate mechanisms during the implementation of PRROs. This will assist in broadening the understanding of "recovery" and expanding the scope of interpretation of recovery to include measures initiated to create and nurture human capacity and skills transfer, which are considered crucial for managing and mitigating shocks.</p>



ACRONYMS USED IN THE DOCUMENT

EMOP	emergency operation
ENA	emergency needs assessment
IOM	International Organization for Migration
ISP	Institutional Strategic Partnership
M&E	monitoring and evaluation
OD	Operations Department
OEDE	Office of Evaluation
OEP	emergency preparedness and response
PRC	Programme Review Committee
PRRO	protracted relief and recovery operation
PSP	Strategy, Policy and Programme Support Unit
PSPN	Nutrition Service
RBM	results-based management
RIACSO	Regional Inter-agency Coordination and Support Office
SPRs	standardized project reports
UNDG/ECHA WG	United Nations Development Group/Executive Committee on Humanitarian Affairs Working Group
VAM	vulnerability analysis and mapping