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Summary report on the strategic evaluation of WFP's support for enhanced resilience

Executive summary

The strategic evaluation provides a formative and forward-looking assessment of WFP's support for enhanced resilience. Its purpose is to promote learning regarding the extent to which current conceptual, strategic, programmatic, financial and operational arrangements are conducive to WFP's ability to undertake resilience programming.

The findings, conclusions and recommendations included in this report are based on comprehensive inquiries and analysis throughout WFP and with relevant partners and stakeholders. More than 500 people were consulted in interviews and focus groups and a comprehensive document review was conducted.

Resilience building has long been implicit in WFP's work outside humanitarian settings. The evaluation identified commitment in WFP to contributing to resilience building, and the organization has undertaken a range of work on policy, programming and assessment over the last decade to improve people's abilities to deal with shocks and reduce the need for repeated humanitarian interventions. The more explicit treatment of resilience building in the WFP Strategic Plan (2017–2021) reaffirms this commitment.

The WFP Policy on Building Resilience for Food Security and Nutrition (2015) acknowledges that many of WFP's operations already include elements of resilience building. However, there is no clear, coherent framework to advance a resilience-enhancing agenda from concept to integrated programming and measurable results. Nor has there been a centralized leadership drive to develop a shared understanding of what resilience consists of and how WFP can enhance it as a way of improving food security and nutrition.

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In line with the Evaluation Policy (2016–2021) (WFP/EB.2/2015/4-A/Rev.1), to respect the integrity and independence of evaluation findings the editing of this report has been limited and as a result some of the language in it may not be fully consistent with the World Food Programme's standard terminology or editorial practices. Please direct any requests for clarification to the Director of Evaluation.

There are significant opportunities for enhancing resilience through country strategic plans, which place greater emphasis on contextualization, government priorities, “whole of society” approaches and integrated programming; all of these elements will improve WFP’s work with people exposed to shocks. A major constraint, however, is the unmet demand for further guidance at the country office level on how to integrate a resilience lens into this planning process.

In addition, a tendency towards “siloed” working restricts the integration of resilience across approaches, including with partners, which is necessary to strengthen capacities that foster resilience outcomes.¹ WFP’s capacity to conduct assessments is an exception to the “siloed” approach, particularly for targeting but also for shock identification. WFP is testing the use of assessments that focus on measuring improvements in resilience capacities in addition to measuring the characteristics of vulnerability.

WFP has established and is piloting individual programmes that have the potential to support resilience strengthening in one or more areas – vertically from the national government to the household and individual levels and horizontally across different sectors. However, WFP’s diverse interventions – from the stabilization of nutrition in emergencies, the provision of unconditional transfers and asset building to modelling of interventions to address climate change and enhance food security – seldom converge in a way that could help an individual, household or community to progress from food insecurity towards strengthened resilience.

The evaluation concludes that WFP has the foundations for and a higher-level strategic commitment to enhancing resilience in order to ensure that individuals and communities can withstand shocks. This needs to be matched by and grounded in operational realities with better guidance, measurement and systems if WFP is to make a significant contribution in this area. The evaluation makes several recommendations to WFP with a view to strengthening its ability to work with other actors in order to enhance the resilience of food-insecure women, men, boys and girls.

Draft decision*

The Board takes note of the summary report on the strategic evaluation of WFP’s support for enhanced resilience set out in document WFP/EB.1/2019/7-A and the management response set out in document WFP/EB.1/2019/7-A/Add.1 and encourages further action on the recommendations, taking into account the considerations raised by the Board during its discussion.

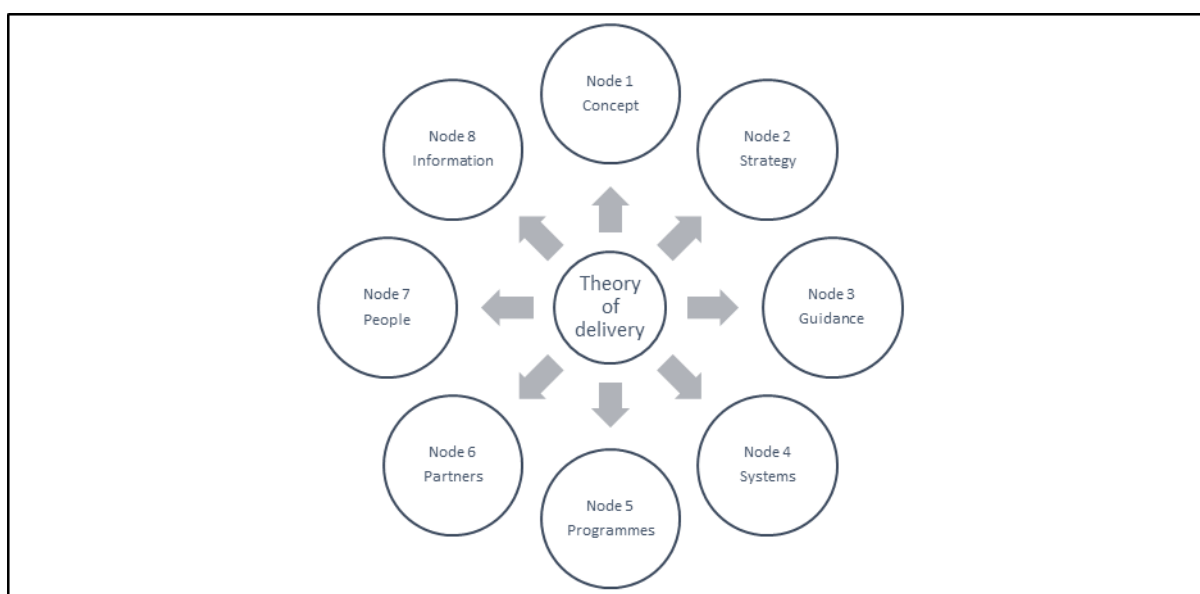
¹ Throughout this report, the term “resilience outcomes” is used to refer to the range of changes that can occur in resilience-related capacities — the abilities of a person, household or community to anticipate, absorb and adapt to climate and other shocks or even to transform at a systemic level.

* 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.

Introduction and evaluation features

1. The strategic evaluation provides a formative and forward-looking assessment of WFP's support for enhanced resilience. Its purpose is predominantly to promote learning regarding the extent to which WFP is organizationally capable of undertaking resilience programming.
2. The evaluation addresses the following five evaluation questions:
 - i) How relevant is WFP's resilience work and for whom?
 - ii) Is WFP engaged in the right partnerships to enable strong resilience outcomes?
 - iii) Is WFP "fit-for-purpose" to implement resilience programming?
 - iv) (a) Are WFP country offices able to generate and use data to make informed decisions related to resilience-related programming? (b) Does WFP have a clear and consistent approach to measuring outcomes related to resilience?
 - v) What emerging lessons can be identified?
3. The evaluation team used a "theory of delivery" model to examine how and to what extent WFP's concepts, strategies, guidance, systems, programmes, people, partners and information work together to strengthen its support for enhanced resilience. These delivery "nodes" are used as an organizing structure for the summary report (see figure 1).

Figure 1: Theory of delivery used in the evaluation



Source: Itad. Evaluation team based on learning from theory-based evaluations.

4. A wide range of WFP literature was studied, including corporate strategies and results frameworks, policies, guidelines, evaluation reports and technical material from a range of functional units, primarily for the period from 2014 to 2017. An analysis of an Integrated Road Map (IRM) database, including data on 80 country strategic plans (CSPs) and country portfolio budgets, was undertaken in order to provide information on the "tagging" of focus areas (see paragraph 18) and resource allocations. Web surveys were carried out with country directors, employees working on gender-related topics² and monitoring and evaluation officers. A short survey was sent to the Executive Board Bureau for circulation to all lists of Board members. A comparative analysis was carried out with two agencies – the International Federation of Red Cross and Red Crescent Societies and Mercy Corps.

² Staff of the Gender Office at headquarters, regional gender advisers and members of the gender results network.

Nine field missions to country offices in Ethiopia, Guatemala, Kenya, Kyrgyzstan, Lebanon, Malawi, Nepal, the Niger and Zambia and to regional bureaux in Bangkok, Johannesburg and Nairobi were undertaken for data collection, including through key informant interviews with WFP staff, key donors and government and other partners. In total, nearly 300 people were interviewed individually and about 250 people participated in focus group discussions. Limitations included a low response rate from Board members; a shift in the way in which the comparative analysis was carried out — from a “node” approach to a more holistic examination of other agencies’ approaches to enhancing resilience; and the early stage of implementation of resilience-related initiatives, which resulted in the emergence of few lessons.

Context

5. The concept of resilience has long featured in WFP’s support for the prevention of food insecurity caused by shocks and stressors. Affirming WFP’s core business of saving lives, the current WFP Strategic Plan (2017–2021) positions the organization in the global resilience agenda by anchoring its actions across the humanitarian–development–peace nexus. Setting two strategic goals – Support countries to achieve zero hunger (Sustainable Development Goal [SDG] 2) and Partner to support implementation of the SDGs (SDG 17)³ – the plan states that “WFP works to strengthen the resilience of affected people in protracted crises by applying a development lens in its humanitarian response.”⁴
6. A range of recent policies have articulated WFP’s position on resilience:
 - WFP Policy on Disaster Risk Reduction and Management – Building Food Security and Resilience (2011) describes WFP’s approach to bridging emergency response, recovery and development. It identifies one of WFP’s comparative advantages as “building resilience and protecting the most vulnerable”, including through food assistance programmes, social protection and productive safety nets and innovative risk finance, transfer and insurance for food security.⁵
 - The Policy on Building Resilience for Food Security and Nutrition (2015) is intended to guide WFP’s adoption of a resilience building approach to programming in that it: “i) provides coherence for WFP’s actions to reduce vulnerability; ii) aligns WFP with global policy on resilience; and iii) ensures that WFP’s activities complement the resilience-building programmes of other actors”.⁶
 - The policy goal of WFP’s first Climate Change Policy (2017) is for vulnerable people, communities and governments to be able to address the impacts of climate on food security and nutrition and to adapt to climate change. The policy provides guiding principles and programme options for integrating activities that address climate change into WFP’s work.⁷

³ For SDG 17, WFP’s support for countries may have development or humanitarian objectives other than zero hunger.

⁴ WFP/EB.2/2016/4-A/1/Rev.2.

⁵ WFP/EB.2/2011/4-A.

⁶ WFP/EB.A/2015/5-C.

⁷ WFP/EB.1/2017/4-A/Rev.1.

7. The Policy on Building Resilience for Food Security and Nutrition (2015) builds on the collaborative approach to resilience defined by the Rome-based agencies (RBAs), which emphasizes strengthening the resilience of food production systems and the livelihoods of rural poor, vulnerable and food-insecure people. The policy reflects the fact that many of WFP's past operations included elements of resilience building and emphasizes that a fundamental shift is being made in how programming is designed, implemented and managed.
8. The WFP Strategic Plan (2017–2021) sets the approach to strengthening WFP's ability to address food insecurity in specific contexts, in line with government priorities and the renewed emphasis on the 2030 Agenda for Sustainable Development that drives the ongoing United Nations reform.
9. WFP's support for resilience enhancement is not ascribable to a single initiative, but to a range of programme activities, approaches and packages, functions and initiatives. Figure 2 illustrates where these different elements fit along the humanitarian–development nexus.

Findings

10. The summary of key evaluation findings presented here is organized by delivery “node”.

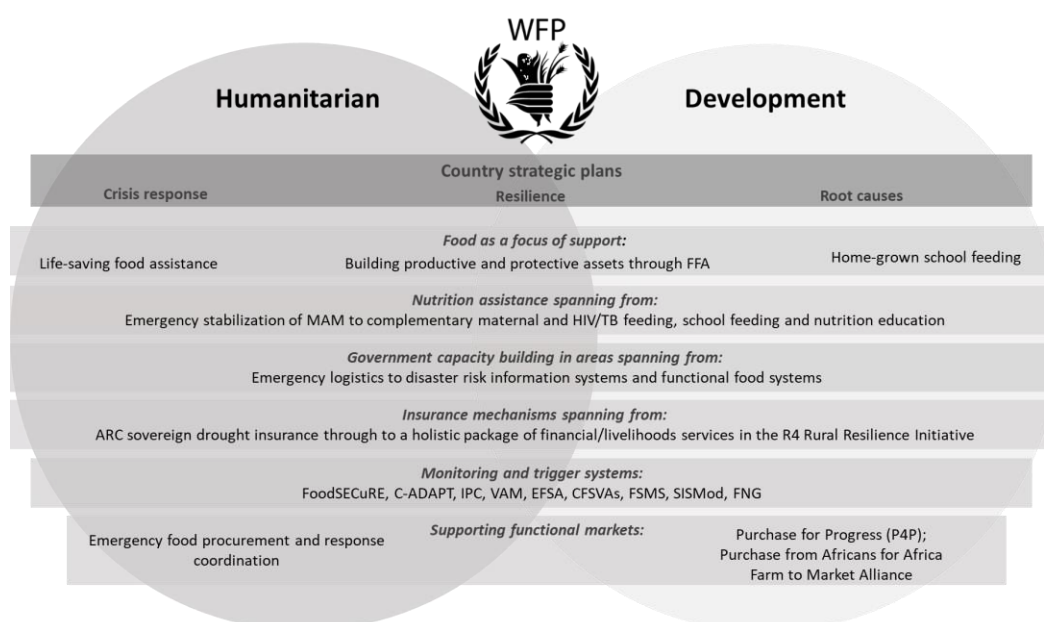
Node 1 – Concept

11. **WFP's commitment to enhancing resilience is integrated into policies and guidelines, but a unifying, agency-wide conceptualization of resilience is lacking.** Strategic documents demonstrate a shift in focus from disaster risk reduction and prevention to “development outcomes”, but among WFP staff, the perception persisted that resilience was disaster risk reduction with a few integrated services – mainly social protection and income support and, to a far lesser extent, nutrition.
12. **There is a gap in understanding of resilience capacities as being owned by people who face shocks.** Only staff with clear roles in resilience enhancement understood resilience in terms of anticipatory, absorptive, adaptive and transformative capacities, although the idea that resilience is a set of capacities needed to respond to shocks over the long-term was often expressed. On the whole, WFP sees resilience as an intervention that it or its partners deliver. As such, there is a tendency to view resilience as a one-time solution rather than a means by which people continue to address myriad stressors and shocks drawing on and choosing among a range of services, information and their own assets as needed. This creates the risk that WFP could support maladaptation in which well-intentioned actors deliver initiatives that have the unintended result of limiting people's ability to deal with shocks.
13. **The importance of addressing the structural causes of vulnerability is largely absent from WFP's definition of resilience, which has implications for WFP's dual humanitarian–development mandate and work along the humanitarian–development nexus.** In international development, the definition of resilience⁸ has expanded beyond the idea of “coping” with shocks and stressors and now includes a focus on improvement in well-being and consideration of the factors that may inhibit well-being due to social, political or economic exclusion. The exception to this finding were gender and nutrition teams, especially at headquarters, which focus on individual capacities and social inequalities alongside support for institutional responses.

⁸ As distinct from ecosystems resilience, which is where the concept of resilience was first proposed.

14. **There is uncertainty regarding the relevance of enhancing resilience in situations of instability or crisis.** The complexity of these situations is acknowledged in WFP's policies, but has not been reflected in approaches. This is not surprising given that only limited evidence has been drawn from **practical experience on how to strengthen resilience capacities in conflict or protracted crisis settings, with an emphasis currently placed on the principle of "do no harm"**.
15. **WFP recognizes that it needs to target a range of different groups, including communities and households.** More weakly articulated is how such targeting helps to enhance the resilience of individual women, men, girls and boys. During the evaluation process, WFP employees repeatedly explained that actors at different levels have contributed to the resilience of people who face shocks. They described the rationale for working with community level, government, private sector and regional actors, but not how it relates to resilience building.

Figure 2: WFP's work along the humanitarian–development nexus



Source: Evaluation team.

ARC – African Risk Capacity

C-ADAPT – Climate Adaptation Management and Innovation Initiative

CFSVA – comprehensive food security and vulnerability analysis

EFSA – emergency food security assessment

FFA – food assistance for assets

FNG – Fill the Nutrient Gap tool

FoodSECuRE – Food Security Climate Resilience facility

FSMS – food security monitoring system

IPC – Integrated Food Security Phase Classification

MAM – moderate acute malnutrition

SISMod – shock impact simulation model

VAM – vulnerability analysis and mapping

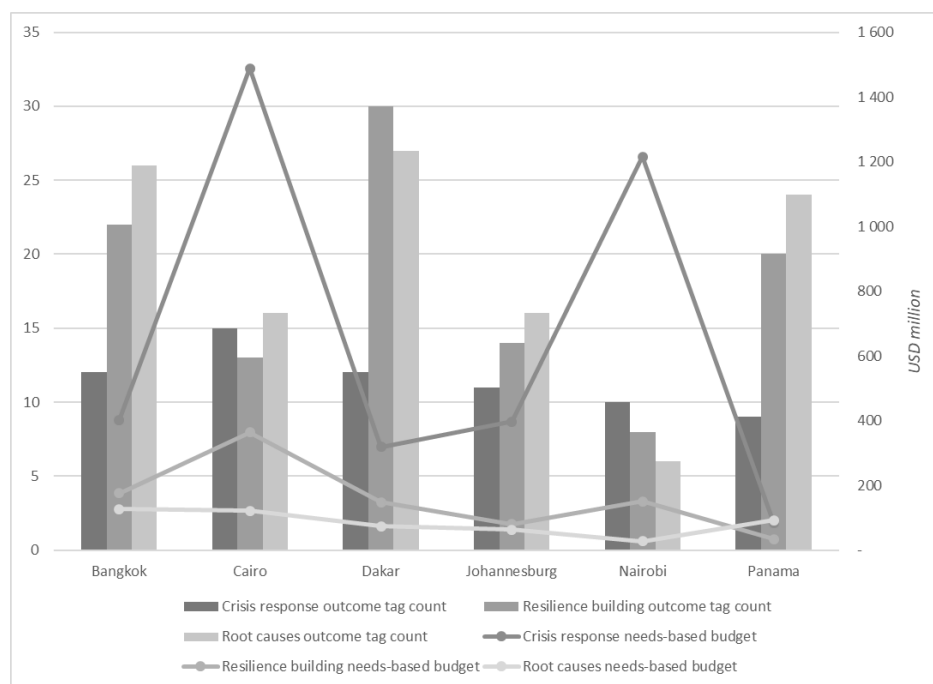
Node 2 – Strategy

16. **Resilience is at the heart of WFP's strategic response to protracted crises; however, there is no clear, coherent framework to advance resilience enhancement from concept to integrated programming and measurable results.** The overlap between WFP's humanitarian and emergency preparedness policies and those on the development

side of its work remains unreconciled, leaving a “do no harm” approach as the *modus operandi* in conflict settings rather than directly addressing persistent causes of vulnerability. In the absence of a clear resilience strategy at the corporate level, country offices where national strategies or governance structures support resilience have developed integrated, multi-year and multi-partner resilience programmes, such as in Guatemala, Malawi and the Niger.

17. **Country strategic plans provide a potentially good platform for resilience programming.** There is significant opportunity to embed a focus on resilience at the country level based on the comprehensive analysis of the situation in a country during the zero hunger strategic review. The review process enables WFP to identify gaps in the national policy framework and programmes and to examine the implementation capacities of government institutions and non-governmental partners at the national and local levels. Implementation of the policy on CSPs can foster links between humanitarian and development assistance and facilitate the transition to recovery and resilience building programmes, especially in protracted crises.
18. The Financial Framework Review⁹ introduced “focus area tagging” as a means of clarifying the alignment of donor funding with CSP strategic outcomes. The three focus area tags are crisis response, resilience building and root causes. Figure 3 illustrates the distribution of these tags among corresponding needs-based budgets in all six regional bureaux. In the case of resilience building, the number of tags far outweighs the budgetary allocations.

Figure 3: Total number of outcome tags by focus area, region and needs-based planning budget, 2018 (n = 76)



Includes all the CSPs active in 2018 for which needs-based planning figures are available in the database, excluding the outlier Turkey (76 in total).

Source: WFP Integrated Road Map reporting platform, country portfolio budget (CPB) project plan details report.

⁹ WFP/EB.2/2016/5-B/1/Rev.1.

Node 3 – Guidance

19. **The evaluation team found no evidence of explicit guidance that supports WFP's work to enhance resilience.** Technical support for the identification of entry or exit points for resilience work after completion of a zero hunger strategic review or a Level 3 emergency response is a particular gap. The three-pronged approach¹⁰ stands out as a tool for linking assessments to integrated programme designs from the national to the community level; the approach is referred to in both emergency preparedness and resilience policies, although it is not yet consistently promoted or adopted beyond the food assistance for assets team.
20. **The IRM guidance encourages greater integration of programmes, but technical and process-related guidance needs more specificity.** Although several guidance documents refer to "integrated programming", WFP does not have a specific definition of what this is and provides little practical advice on how to carry it out. Even less guidance is provided on the internal systems needed to make integration possible. The centralized use of tools, such as the 3W ("who is doing what where?") method lose their utility when the urgency of a disaster recedes and organizations return to their own budgeting and planning systems, which are often inconsistent with each other.
21. **The technical support for resilience provided by regional advisers is viewed as useful and there is a demand for its expansion.** Regional advisors work in a range of settings and must be able to contextualize and connect the support they provide for resilience. There were good examples of this in the regional bureaux in Johannesburg and Dakar, but country offices' demand for technical visits exceeds the capacity to provide them in all regional bureaux.

Node 4 – Systems

22. **WFP's tendency to work in "silos" constrains its ability to follow the integrated approach needed to enhance resilience.** Although the Livelihoods, Resilience and Food Systems Service has promoted resilience as a broad, encompassing topic, the evaluation team found that resilience enhancement was often perceived as a food assistance for assets initiative. The CSP process promotes greater integration but practical considerations continue to be a constraint, including the ability to partner effectively. More advanced integration exists in specific resilience projects, such as WFP's G5 Sahel initiative,¹¹ through which WFP promotes integration with external partners based on comparative strengths and current and projected requirements in each setting.
23. **WFP's financial framework is currently transitioning towards a dual needs-based and resource-based planning structure, which could be beneficial for resilience building when completed.** The ability for a single CSP to have a dual perspective allows greater funding flexibility and a sharpened "line of sight" on the gaps between needs and resources. A CSP has the potential to support enhanced resilience through needs-based approaches for relief activities (in the crisis response and resilience building focus areas) and resource-based approaches for development activities (in the root causes focus area).

¹⁰ WFP's three-pronged approach comprises integrated context analysis at the national level, seasonal livelihood programming at the subnational level and participatory community planning at the community level.

¹¹ G5 Sahel is an institutional framework for the coordination of regional cooperation in development policies and security matters in West Africa. See, WFP West Africa, *Scaling up for resilient individuals, communities, and systems in the Sahel: Operational Reference Note* (October 2018).

Node 5 – Programmes

24. **WFP supports a range of interventions that contribute to different resilience capacities.** WFP has expanded its resilience offerings by piloting new approaches such as the Rural Resilience Initiative. Table 1 shows that WFP’s core interventions (underlined) have the potential to contribute to all four resilience capacities, but particularly to the anticipatory capacities of communities, households, individuals and national governments. Nevertheless, the potential for resilience enhancement is not yet fully realized.
25. **While there are examples of WFP’s programmes using a “convergence approach”, much more could be done to enhance synergies among WFP-supported interventions.** The three-pronged approach has the potential to foster synergies because it starts with an integrated context analysis supported by vulnerability analysis and mapping, consolidates seasonal and livelihood-related data in order to inform programming choices and then enables communities to agree on the targeting and choice of interventions in a participatory manner. It also encourages WFP to identify partners’ programmes, especially government programmes, in which food assistance for assets is WFP’s main, but not necessarily sole, contribution.

Table 1: Examples of WFP’s interventions for enhancing resilience-related capacities

Transformative	<ul style="list-style-type: none"> • A combination of programmes for smallholder farmers when they result in livelihoods and markets that provide reliable incomes that are sufficient to prevent negative impacts from a shock (Purchase for Progress, R4 Rural Resilience Initiative, home-grown school feeding, Farm to Market Alliance). • Gender approaches when they help to alter the social conditions that lead to women experiencing greater negative impacts during the preparation for, response to or recovery from shocks and when women’s ability to anticipate, absorb and adapt is utilized without burdening them. • A combination of capacity building approaches when they lead to the development of a reliable government system that covers shock eventualities and livelihood needs (WFP’s capacity building for disaster risk reduction; shock-responsive social protection; climate adaptation; nutrition; education and food systems assessment) • Asset building when the threat to a community is completely prevented (food assistance for assets)
Anticipatory	<ul style="list-style-type: none"> • Saving groups and credit services (R4 Rural Resilience Initiative) when they allow groups to increase their financial reserves and utilize them before a shock occurs. • Local-level weather monitoring services (R4 Rural Resilience Initiative) when they provide communities with timely and usable information for foreseeing anticipated weather patterns in their area and when early action is taken to minimize losses and damage caused by climate hazards (forecast-based financing). • Capacity building support when it increases the ability of national or regional governments to predict shocks before they occur, identify particularly vulnerable groups and mobilize responses.
Absorptive	<ul style="list-style-type: none"> • Lean season food and cash-based support when it smooths consumption patterns and reduces the use of negative coping strategies (food assistance for assets). • Insurance mechanisms when they allow farmers to maintain food consumption during a drought and replenish assets used or destroyed (R4 Rural Resilience Initiative, African Risk Capacity). • Asset building when it reduces the impact of a shock on a community (food assistance for assets). • Nutrition programmes when they prevent serious nutrient loss during a shock or build individuals’ long-term physical and mental health, enabling them to absorb and deal with shocks (Fill the Nutrient Gap) • School feeding when it smooths consumption for children during a shock and relieves pressure on household food supply.
Adaptive	<ul style="list-style-type: none"> • Asset building when it alters the nature of a shock, reducing or avoiding its impact (food assistance for assets). • Programmes for smallholder farmers when they result in the diversification of crops (Purchase for Progress; conservation agriculture through the R4 Rural Resilience Initiative). • Programmes for smallholder farmers when they result in the diversification of buyers (Purchase for Progress, Farm to Market Alliance). • Training when it equips people with new skills that can be used to diversify incomes (food assistance for training).

26. **WFP has the programmatic tools to support a phased “layering” of activities that facilitate graduation from extreme poverty.** Unconditional transfers are a unique entry point for providing the immediate food needs of the very poorest people and could be used to connect people to a phased layering of activities that facilitate graduation from extreme poverty. WFP’s increasing use of cash-based transfers has the potential to enable increased adaptation to shocks and stressors, but attention to the design and targeting of programmes using cash-based transfers is needed. Work with smallholder farmers enables WFP to support the major livelihood activity in the countries where it operates, but requires contingency plans for responding to shocks, such as the Rural Resilience Initiative, and close

attention in order to ensure that the emphasis on production, sales or market-related results does not exclude the poorest smallholders.

27. **WFP's current range of interventions is not particularly well-suited to the mobility or migration of food-insecure people.** Many of WFP's interventions are aimed at building resilience in defined rural areas and with population groups that are not mobile and are free from active conflict. Outside its emergency response, WFP's technical assistance has the aim of improving parts of the enabling environment, potentially providing people with access to social assistance, markets or other United Nations services wherever they are within national boundaries. Some of these interventions, such as distributions linked to psychosocial support for internally displaced persons, can specifically target people facing the shock of forced migration.
28. **More time is needed for food assistance for assets initiatives to realize their resilience building outcomes.** Food assistance can prevent people from falling into food and nutrition insecurity during cyclical shortages; asset creation can reduce or remove the threat of a natural shock and provide skills and relationships for dealing with shocks when they occur. Food assistance for assets was found to be more effective in encouraging communities to maintain single assets that provide immediate relief from a prevalent shock than the combinations of assets that are required to protect from slow-onset or distant shocks.

Node 6 – Partners

29. **WFP is improving the support it provides to governments through the zero hunger strategic review process and continued country capacity strengthening, which will help to strengthen the resilience of potentially vulnerable individuals and communities.** A strong governance system for food security and livelihoods can enhance the provision of support to the most vulnerable people before, during and after a shock. Partnerships with governments are fundamental to WFP's work in countries that have functional governments and WFP's strategic plan has institutionalized an approach in which national governments have the leading role.
30. WFP commits significant technical expertise to the strengthening of government capacities in school feeding, nutrition, food security, livelihoods, emergency preparedness and response and support for smallholder farmers. During the evaluation, WFP's role in strengthening capacities to conduct food security assessments was consistently identified as a strength. However, the evaluation team found that government departments are often approached individually, rather than in a coordinated manner so as to strengthen the enabling environment for resilience.
31. **WFP actively engages in partnerships, including with the other RBAs, in enhancing the resilience of food-insecure target groups, but the different needs and priorities of women, men, girls and boys have not been systematically taken into account in these joint initiatives.** WFP has developed partnerships with the RBAs and other agencies in order to address gender inequalities, but gender-differentiated needs often remain misunderstood. The RBAs have a long-standing resilience agenda, but the evaluation team found that joint implementation has been of varied quality and driven by funding opportunities rather than agreements. Certain donors are now encouraging partnerships for programmes by funding centrally agreed RBA initiatives. At the country-level, United Nations agencies are jointly applying for funding for resilience activities with clearer articulation of roles and responsibilities. The 2030 Agenda frames and prioritizes these interlinked approaches, including the implementation of food security interventions in protracted and conflict settings.

32. **Some donors perceive WFP as a leading humanitarian organization and channel their funding towards the fulfilment of this role; it is too early to determine whether the CSP framework will allow the more diversified partnership modalities and funding streams needed for longer-term resilience approaches.** The resilience policy notes that resilience building requires the engagement of multiple actors, but the evaluation team found that local, civil society and non-governmental organizations are often constrained by WFP's procedures and partnering practices. WFP is broadening its partnerships with private sector actors, but the enabling factors for this need to be strengthened. In the examples where WFP has attracted specific funding for resilience, such as the Rural Resilience Initiative or in G5 Sahel, it has articulated its role in relation to the actions of other partners in a particular geographic area. WFP's seasonal livelihood programming and the "whole of society" approach support this.

Node 7 – People

33. **Country offices have experienced and dedicated staff; however, with notable exceptions, there is a need to broaden the skill sets available.** Retaining excellent logisticians is essential for WFP's response capacity; however, as suggested in node 1 on concept, the enhancement of resilience requires a broader mindset focused on the fostering of "people-owned" capacities in order to shift from WFP's perception of "delivering" resilience to people and communities. Greater awareness of social and political exclusion and the risks of intervening in it is also required. At headquarters, the technical skills for assessing, planning and designing aspects of resilience support exist, but they are spread across numerous units and neither the organizational structure nor the corporate philosophy of WFP promote their integration.

Node 8 – Information

34. **WFP has access to a wealth of tools that provide insights into specific aspects of resilience; various combinations, along with new assessments, are being piloted with a view to providing a more holistic picture of these tools.** WFP has the ability to understand the impacts that a range of shocks have on food security. However, WFP's assessments focus on vulnerability rather than resilience capacities. The two exceptions to this are the Resilience Index Measurement and Analysis II initiative and resilience context analysis, both of which WFP has piloted but has not yet endorsed at the corporate level. Innovative use of satellite imaging and seasonal forecasting linked to insurance payment triggers is being tested, but these initiatives are still in their early stages.
35. **WFP's corporate monitoring framework includes some areas that are relevant to the measurement of resilience but is limited by differences among the methodologies used for measuring indicators and a tendency to equate outputs with outcomes.** Programme and monitoring staff see the value in gathering information on resilience, but current corporate tools do not enable them to do so systematically or effectively. WFP country offices can assess and use various types of resilience-related information, but face barriers related to timeframes, consolidation, capacity and cost.

Conclusions

36. This section provides responses to the original evaluation questions by drawing broad conclusions and lessons on the relevance, status and potential future direction of WFP's approach to resilience strengthening.

The relevance of WFP's contributions to enhanced resilience

37. The evaluation team found that WFP has made a concerted and deliberate effort to contribute to resilience strengthening and has undertaken a range of policy, programming and assessment work over the last decade with a view to improving people's abilities to deal with shocks and reducing the need for repeated humanitarian interventions. WFP is meaningfully engaged with the concept of and approaches to resilience as it grapples with their implications for its work.
38. However, this engagement is not yet fully manifested in a concerted drive by WFP's leadership to develop a shared understanding of resilience and of how WFP can consistently enhance it in order to improve food security. The degree of application of the concept was, therefore, found to be variable both vertically and horizontally throughout the organization. In a few units, regional bureaux and county offices, enhancing resilience is considered as an imperative and approaches to the planning, implementation and monitoring of interventions are being developed; but in many other WFP units and offices, staff struggle to see the difference between the capacity for resilience and single-point interventions in disaster prevention and livelihoods.
39. Low awareness of maladaptation is the most serious gap in understanding but could be quickly addressed by WFP's drawing from "do no harm" principles. This would cover other knowledge gaps by placing more emphasis on the means by which people choose among and draw on a range of services, information and their own assets in order to protect their livelihoods from myriad stressors and shocks. Such emphasis may also result in greater attention to the political and social root causes of persistent vulnerability. These are issues where WFP's civil society and non-governmental partners play a more active role, but WFP requires a clear position on them in order to ensure programme quality.

Organizational arrangements in support of resilience programming

40. WFP's strategic framework is becoming more conducive to approaches aimed at enhancing resilience. The CSP process places greater emphasis on context, government priorities, "whole of society" approaches and integrated programming, all of which enhance the relevance of WFP programming for populations exposed to shocks. Nevertheless, and despite the designation of resilience building as a focus area tag, a clear "resilience lens" has not yet been applied to the design and implementation of CSPs. This is largely because there is no clear, explicit guidance that leads staff from a definition of resilience to the analysis of entry and exit points that could follow the zero hunger strategic review process or an emergency response.
41. Operational aspects also limit the application of a resilience approach. Although there is now a greater emphasis on integrated programming, WFP's tendency to work in "silos" has persisted beyond the introduction of the IRM and limits programming and internal learning. With some notable exceptions, WFP's breadth of interventions – ranging from the stabilization of nutrition in emergencies, unconditional transfers and asset building to the modelling of climate change and food security-related responses – seldom converge in a way that could help a population group progress from food insecurity to resilience. Tools such as the three-pronged approach, which could help layer and link interventions to specific settings, are associated with particular interventions and are underutilized.

In addition, realizing the ambition to overcome the structural conditions that limit the social, political and economic participation of women and girls, as laid out in the gender policy, requires a committed engagement of units and teams throughout WFP.

Partnering for the delivery of better resilience outcomes

42. WFP has expanded its partnerships to offer more comprehensive support for resilience. Partnerships with government have become of central importance in this work via the CSP process and are expected to contribute to the strengthening of governance systems that could significantly increase the level of support given to the most vulnerable people before, during and after a shock.
43. RBA collaboration on resilience at headquarters level has not been matched with the longer-term commitments required, although certain donors are encouraging greater collaboration with a view to reducing the need to fund humanitarian responses to recurrent crises. Other donors regard WFP's remit as primarily in humanitarian response and, therefore, do not expect enhanced resilience outcomes.
44. If these and other working relationships (with national governments, civil society organizations and the private sector) can evolve past the administrative difficulties that currently constrain them, it should be possible for WFP to articulate the strengths and limits of its role and enhance resilience more efficiently and effectively as a contribution to the achievement of zero hunger.

Systems for tracking progress towards resilience outcomes

45. WFP's corporate reporting on resilience remains weak because core programmes are not yet integrated in ways that create a coherent resilience "outcome" and the monitoring indicators used are designed to track the outputs of separate interventions.
46. WFP's assessment capacity can be used to support targeting and the identification of shocks throughout the organization. WFP is testing the use of assessments that focus on measuring improvements in resilience capacities in addition to measuring the characteristics of vulnerability and is increasingly considering ways of developing understanding of the connections between shocks and responses that occur in a given social, political, ecological or economic system.
47. WFP is not currently equipped to articulate clearly how resilience can be strengthened in a given context, what its contribution to resilience enhancement will be, what roles other actors can play, what results are intended and what assumptions should be tracked during work to achieve these results. WFP offices in countries where the conditions for development are stable have found it easier to continue resilience programmes initiated prior to their CSPs, but there is far more uncertainty about how to position work on resilience in protracted crises and conflict situations as set forth in the WFP Strategic Plan (2017–2021).
48. The evaluation team concludes that WFP has the foundations for and high-level strategic commitment to supporting the enhancement of resilience in order to avoid recurrent crises. These need to be grounded in the operational realities and matched by demands for better guidance, measurement and systems if WFP is to make a significant contribution in this area.

Recommendations

49. The evaluation team defined a number of recommendations for addressing various aspects of WFP's ways of working. These are meant to strengthen WFP's ability to contribute to efforts to enhance the resilience of individuals, households, and communities.

Recommendations	Action by	Implementation deadline
<p>Recommendation 1: Establish an interdivisional leadership team tasked with developing a strategy for enhancing resilience in order to achieve zero hunger and chaired by the Assistant Executive Director of the Operations Services Department (OS).</p> <p>Responsibilities should include the following:</p> <ol style="list-style-type: none"> i. Define clear principles for WFP's work on enhancing the resilience of women, men, boys and girls against shocks that set back progress on food security. ii. Define the contributions of different WFP units and divisions to the enhancement of resilience to different types of shocks, including climate, economic and political shocks, in different contexts. iii. Develop a strategy for including explicit approaches to the enhancement of resilience in future CSPs. iv. Define approaches to the strengthening of resilience in protracted crisis and conflict situations. v. Define approaches to the strengthening of resilience in settings affected by recurrent and worsening climate shocks. vi. Review activities according to the resilience capacities that they are intended to support and link them to partnership mapping. vii. Conduct an internal review of and synthesize existing knowledge on WFP's approaches to and lessons learned from the implementation of programmes that contribute to enhanced resilience, including work on shock-responsive social protection. 	<p>Assistant Executive Director, OS</p> <ol style="list-style-type: none"> i. Director of each OS division to nominate a member of the team. 	<ul style="list-style-type: none"> • Resilience leadership team formed by June 2019. • First meeting of the team by 30 June 2019. • Meetings to be held once every two months until the intended results have been delivered or until December 2020 (whichever comes first).
<p>Recommendation 2: Integrate issues related to gender equality, empowerment and resilience into guidance on the zero hunger strategic review process and the IRM for country offices.</p> <p>An open set of questions that encourage country offices to adopt a resilience approach should include the following:</p> <ul style="list-style-type: none"> ▪ Whose resilience should WFP contribute to enhancing (by gender and age group)? ▪ Against which types of shock does resilience need to be built (economic, political, climate)? ▪ How will resilience be enhanced – through what combination of governance, social, ecological, technological, welfare, food or market assets and systems? ▪ Which capacities can WFP best support? ▪ How is WFP's contribution linked to those of other actors, including government entities? ▪ What food security and nutrition-related results are expected? 	<p>IRM team and Strategic Coordination and Support Division.</p>	<p>Within the next six months – by June 2019.</p>

Recommendations	Action by	Implementation deadline
<p>Recommendation 3: Strengthen the financial and partnership base for initiatives on resilience enhancement.</p> <p>i. Identify seed money for baseline data collection and the planning of integrated resilience initiatives. Funding could be provided through unearmarked funds, such as the proposed 2030 Transition Fund.</p> <p>ii. Develop a fundraising strategy for long-term funding of initiatives on resilience enhancement, including through thematic funding windows (such as for climate resilience) and engagement with the private sector (for example, on insurance instruments).</p> <p>iii. Revise the partnership action plan template in order to incorporate a “resilience lens” with explicit roles defined for government and non-governmental partners.</p>	<p>Government Partnerships Division and Strategic Resource Allocation Committee.</p>	<p>By the end of 2019.</p>
<p>Recommendation 4: Building on the strategy developed (Recommendation 1), commission a workforce study that assesses the horizontal and vertical adjustments needed in order to ensure that WFP employees can successfully deliver on resilience-focused commitments.</p> <p>The study would examine ways of:</p> <ul style="list-style-type: none"> • promoting the development of integrated teams to replace the “silo” working approach in country offices, regional bureaux and headquarters units and appointing team leaders who will lead on behalf of the various units represented in each team and be accountable to senior managers; • based on a sustainable financing model, increase the availability of headquarters and regional bureau staff for providing sustained technical support to country offices, including through secondments; • at headquarters, maintain specialist capacity to develop and curate technical methods and guidance suitable for incorporation in integrated programmes; • match job profiles, skills and contract terms with needs, bearing in mind the long-term nature of resilience work; • develop a roster of “non-traditional” employment profiles useful for resilience programming; and • consider adding to staff performance evaluation an indicator of staff members’ performance in working as part of an integrated team. 	<p>Policy and Programme Division (OSZ) with support from the Human Resources Division (HRM).</p>	<p>By February 2020.</p>

Recommendations	Action by	Implementation deadline
<p>Recommendation 5: Consolidate performance measurement data from resilience-related initiatives for corporate reporting and sharing with national partners.</p> <p>Develop a result tracking framework that is compatible with the corporate results framework (CRF):</p> <ul style="list-style-type: none"> ▪ Include information on the contributions and outcomes related to resilience, including underlying assumptions, that WFP and its partners expect to see in shock-prone populations. ▪ Develop an aggregate or indexed score that feeds into the CRF, with short accompanying contextual descriptions of external and internal influences on the results. <p>Country offices should consider measuring differences in resilience outcomes using dedicated econometric analysis such as Resilience Index Measurement and Analysis II, ensuring that analytical processes can be conducted annually. Routine monitoring could act as a lighter, less expensive option for facilitating learning and reporting applied more regularly than a large-scale measurement of resilience capacities. This recommendation is only feasible if WFP converges interventions to create resilience outcomes. Where interventions remain singular and separate, WFP should consider further use of perspective-based indicators (introduced in the CRF) to move beyond the output level monitoring to a better understanding of how interventions help or hinder peoples' ability to pursue food security.</p>	<p>Performance Management and Monitoring Division (RMP) and OSZ.</p>	<p>By the end of 2019.</p>
<p>Recommendation 6: Strengthen the ability of headquarters units and regional bureaux to collect, collate and analyse information on covariate transboundary and localized shocks before they happen.</p> <p>This would involve:</p> <ul style="list-style-type: none"> ▪ expanding the use of climate modelling and linking it to existing information from market, agro-ecological and population data (possibly including other categories, such as data on drops in remittances); ▪ reviewing WFP's information systems with a view to strengthening the connections among different databases and thereby enlarging the evidence base for resilience programming; ▪ supporting regional bodies in connecting and understanding the food security implications and uses of their data; and ▪ continuing to test the "trigger" functions introduced by index-based insurance (the Rural Resilience Initiative and the African Risk Capacity initiative) and forecast-based financing for facilitating early, anticipatory action in shock-prone settings. 	<p>OSZ — Analysis and Trends Service; Asset Creation and Livelihoods Unit; Climate and Disaster Risk Reduction Programmes; Livelihoods, Resilience and Food Systems Service and regional bureaux.</p>	<p>By the end of 2019.</p>

Recommendations	Action by	Implementation deadline
<p>Recommendation 7: Support the generation of evidence on the relevance of food security and resilience interventions in conflict and protracted crises.</p> <p>This includes:</p> <ul style="list-style-type: none"> • working with research institutions, governments and United Nations partners, including those with mandates for work on gender issues, on the commissioning of operational research and evaluations that generate learning and evidence on the appropriateness of resilience programming for different individuals (women, men, boys and girls) and communities; • organizing a wide consultation with current and past beneficiaries of WFP's food security and resilience interventions in order to establish how food assistance, cash-based transfers, asset creation and other interventions help or hinder their coping strategies; and • carrying out an evaluation or review of WFP's interventions in this area with attention to entry and exit strategies and beneficiaries' experiences. 	OSZ — Analysis and Trends Service.	Start immediately and report back by February 2020.

Acronyms used in the document

CRF	Corporate Results Framework
CSP	country strategic plan
IRM	Integrated Road Map
OS	Operations Services Department
OSZ	Policy and Programme Division
RBA	Rome-based agency
SDG	Sustainable Development Goal