

STRATEGIC EVALUATIONS

Synthesis

Synthesis Report of the Evaluation Series of WFP's
Emergency Preparedness and Response (2012 – 2015)

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Executive Summary

1. Natural and human-induced disasters cause enormous suffering and damage worldwide, and are a leading cause of hunger and food insecurity. WFP plays a central role in the international humanitarian assistance system. WFP's emergency preparedness and response activities amounted to USD 3.65 billion – or 86 percent of WFP's programme expenditures – in 2014, directly assisting 70 percent of its total beneficiaries. WFP also leads or co-leads three global clusters: logistics, food security and emergency telecommunications. Both the scale of needs and the complexity of emergencies have increased, stretching the capacities of donors and humanitarian organizations.
2. Alongside recent measures to improve global emergency response, WFP introduced a series of strategic changes and a major organizational redesign that had implications for its emergency preparedness and response. The Office of Evaluation commissioned a series of evaluations that examined several related elements of WFP's involvement in the global humanitarian reforms and its internal Emergency Preparedness and Response strengthening programme. This report synthesizes the findings, conclusions and recommendations from four strategic evaluations related to emergency preparedness and response, supported by cross-analysis of selected operation evaluations to identify recurring issues and make recommendations for future actions.¹
3. WFP's emergency preparedness and response activities were found to be highly relevant and contributed to positive results at the country level. Investments in clusters were found to be worthwhile. Reform efforts focusing on Level 3 emergencies improved WFP's response to these emergencies. Improved advance financing was critical in enabling WFP to respond early and scale up quickly. Some improvements were observed in information management, and WFP developed a more coherent, cross-organizational approach to emergency preparedness and response. Some progress was made in national capacity development and preparedness.
4. Areas requiring further attention included human resources, which remained a major concern despite some improvements. Relationships with and capacities of partners were also found to require more investment. Inconsistencies occurred in national capacity development and preparedness initiatives. WFP did not have adequate capacity for rapid implementation of cash and voucher programmes in emergencies. The focus on Level 3 emergencies had unforeseen negative consequences for lower-level emergencies. Global system demands were seen as excessive, limiting country and regional offices' ownership of global reform processes. WFP's expressed commitment to cross-cutting issues, including gender and accountability to affected populations, was found to have little influence on operations, and there were gaps in monitoring, analysis and knowledge management.
5. Building on the component evaluations and reported progress in several areas, this report offers four strategy recommendations covering human resources, knowledge management, investment in preparedness and involvement in the global humanitarian reform process. Addressing them requires inter-departmental coordination by WFP's Executive Management Group.

¹ Annexes are available on the Office of Evaluation website under the Strategic Evaluations area of work: <http://www.wfp.org/evaluation>

1. Introduction

1.1. Context

1. In 2005, a range of measures was introduced to improve global emergency response, including the cluster approach and pooled funds. In 2010, three large-scale emergencies (the Haiti earthquake, Pakistan floods and Sahel drought) stretched the system's response capability. In 2011, the Inter-Agency Standing Committee (IASC) adopted the Transformative Agenda to strengthen leadership, coordination and accountability in major humanitarian emergencies.

2. WFP plays a lead role in the international humanitarian assistance system. WFP's emergency preparedness and response (EPR) activities amounted to USD 3.65 billion – 86 percent – of WFP's programme expenditures in 2014, directly assisting 70 percent of its beneficiaries. WFP also leads or co-leads three global clusters: logistics, food security and emergency telecommunications. In 2008, WFP initiated a series of strategic changes – including the shift from food aid to food assistance – which were consolidated in a major organizational redesign in 2012/13. Within this framework, EPR is central to WFP's Strategic Objective 1 – Save lives and protect livelihoods in emergencies – and Strategic Objective 2 – Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies. The Preparedness and Response Enhancement Programme (PREP) launched in 2011 aimed to enhance WFP's capability to respond to large-scale emergencies.

3. In the meantime, both the scale of needs and the complexity of emergencies have increased, further stretching the capacities of donors and humanitarian organizations. In 2014, the humanitarian system, which includes an increasing number of non-traditional humanitarian actors,² responded to five system-wide Level 3 (L3) crises and WFP declared its Cameroon and Ebola responses as additional L3 crises. Four of the L3 emergencies were protracted armed conflicts, which accounted for over 70 percent of the record-setting USD 16.4 billion common appeal for 2015.³ WFP's own operational requirements for 2015 were projected to be USD 7.4 billion.⁴ Access in countries such as Iraq and the Syrian Arab Republic is severely limited and humanitarian workers are increasingly exposed to risks.⁵ The appointment of the new United Nations Under-Secretary-General and Emergency Relief Coordinator in June 2015, and the first World Humanitarian Summit in 2016 will likely create new momentum to reform the global humanitarian system – a process in which WFP will have a prominent role.

² Non-traditional actors include the private sector, diaspora communities and governments of countries that did not provide substantial humanitarian funding in the past. For example, humanitarian assistance from governments in the Middle East has increased by 120 percent since 2013; assistance from all government and European Union donors has increased by 24 percent. Development Initiatives. 2015. *Global Humanitarian Assistance Report*.

See: <http://www.globalhumanitarianassistance.org>

³ Office for the Coordination of Humanitarian Affairs. 2015. *Global Humanitarian Overview*. Geneva.

⁴ According to "Key Extracts of the Draft Management Plan (2015–2017)" of August 2015 WFP anticipates USD 4.4 billion in revenue for 2015, similar to actual funding levels in 2013 and 2014.

⁵ In 2013, a record 474 aid workers were attacked. Of these, 155 were killed, 178 were injured and 141 were kidnapped. Source: Humanitarian Outcomes. 2015. The Aid Worker Security Database. Major attacks on aid workers: Summary statistics (2003–2013).

<https://aidworkersecurity.org/incidents/report/summary>

2. Objectives, Scope And Methods

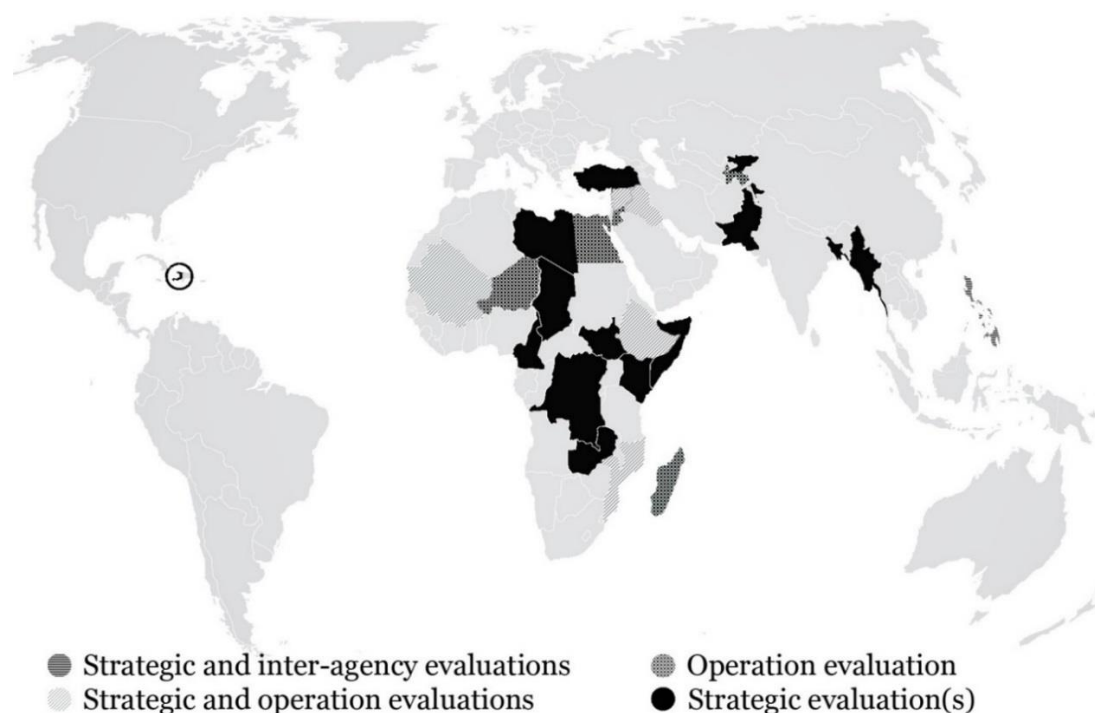
4. WFP's Office of Evaluation commissioned a series of evaluations to contribute to organizational effectiveness and strategic direction in EPR. While the series did not assess the totality of WFP's EPR activities, it addressed four important dimensions:

- the global logistics cluster (2012);
- the global food security cluster (2014);
- WFP's use of pooled funds for humanitarian preparedness and response (2015); and
- Preparedness and Response Enhancement Programme (2015).

5. This report synthesizes the findings, conclusions and recommendations from these strategic evaluations to identify recurring issues and make recommendations for future direction. Findings from the systematic review of the constituent strategic evaluation reports were cross-referenced against a further seven WFP evaluations of individual operations with strong EPR components, and the inter-agency evaluation of the Typhoon Haiyan humanitarian response. The operation evaluations covered natural disasters and complex emergencies, in response and recovery phases, that together accounted for almost one quarter of WFP's EPR expenditures in 2014.⁶

6. The geographic coverage of the strategic evaluation country cases and country-level evaluations is shown in Figure 1. Field visits during some of the strategic evaluations were constrained by insecurity and efforts to reduce burdening ongoing operations.

Figure 1: Geographic coverage of evaluations covered in this report



⁶ A list of evaluations and further details are available in the annexes on the website.

7. Findings were included when corroborated by at least one other strategic evaluation and/or the majority of operation evaluations. Progress in response to the original strategic evaluation recommendations was reviewed on the basis of self-reporting by units, validated where possible by document analysis.⁷ Preliminary recommendations were discussed with stakeholders in June 2015.

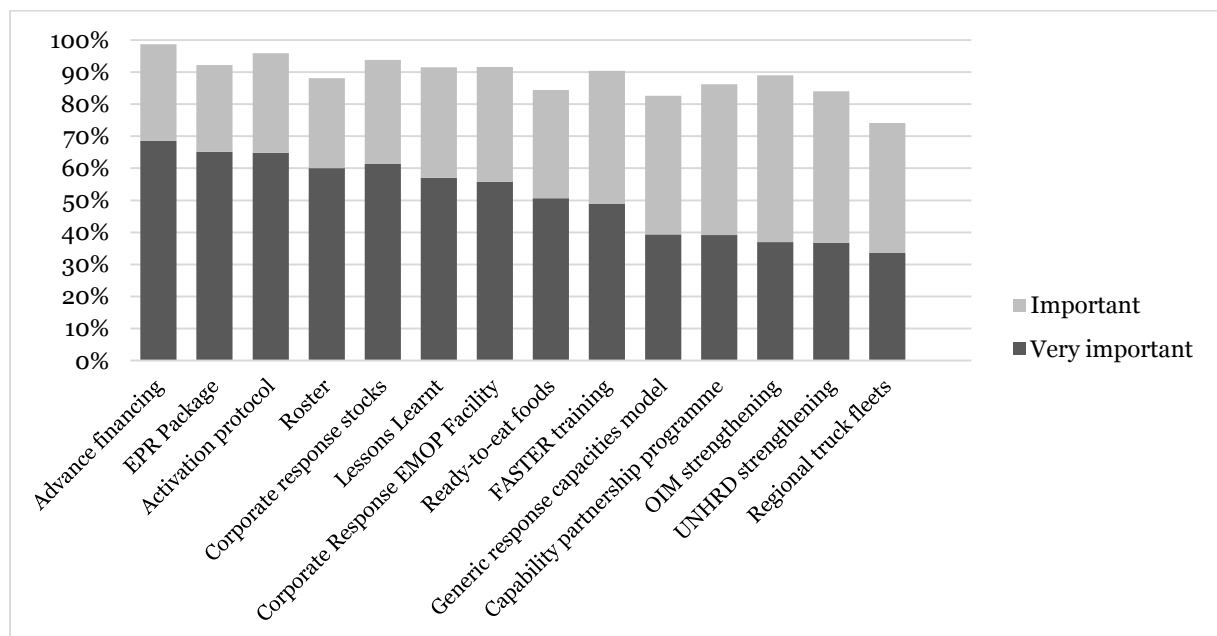
3. Findings

8. Finding 1: WFP’s EPR strengthening and coordination activities were highly relevant and contributed to positive results at the country level, despite inconsistent resourcing.

9. WFP strengthened its position in the evolving humanitarian system by taking on responsibilities commensurate to its size and experience. EPR investments were of central importance to WFP and each area evaluated was relevant, making a positive contribution to emergency response.

10. PREP was timely, highly relevant and closely aligned with the Transformative Agenda. Survey responses found that it made important achievements in the areas of personnel, finance and financial risk management, accountability, food and non-food stocks, and external partners (Figure 2). PREP activities contributed to increasing the speed and coverage of WFP’s emergency response, and enhanced the consistency of its processes and approaches. Details relating to other PREP activities – including less successful ones – are included below.

Figure 2: Relevance of PREP activities (%)



EMOP: emergency operation; FASTER: Functional and Support Training for Emergency Response; OIM: Operational Information Management; UNHRD: United Nations Humanitarian Response Depot

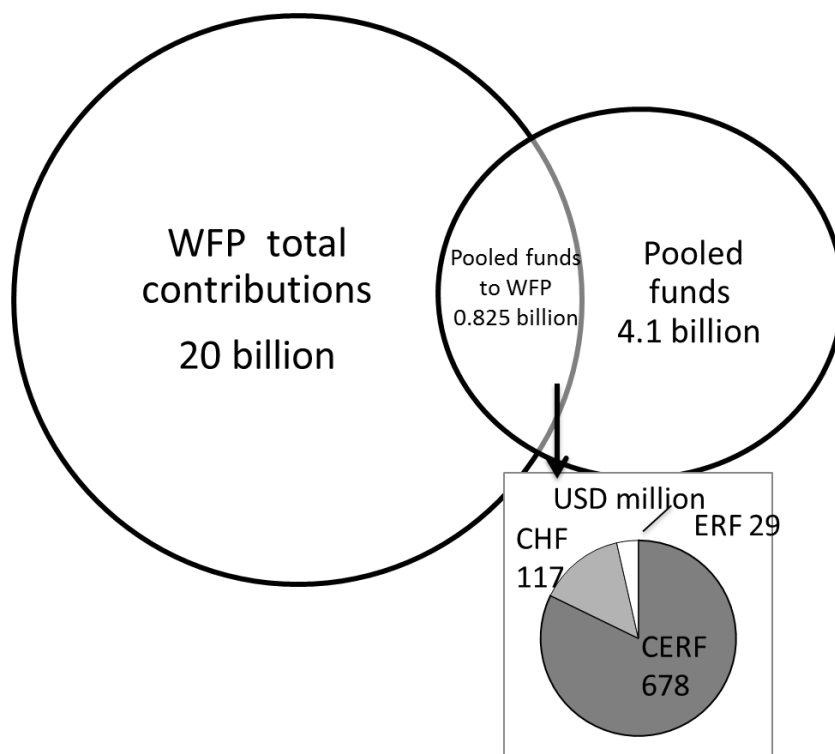
Source: PREP evaluation responses to survey; “don’t know” answers not included.

11. WFP also capitalized on the attributes of pooled funds to address specific funding requirements. Pooled funds, which account for approximately 4 percent of WFP’s donor contributions (Figure 3), made an important strategic contribution to its

⁷ See annexes on the website.

response through their relative timeliness, predictability and additionality. Through their peer-review mechanisms,⁸ pooled funds also reduced overlaps, facilitated discussions on cost efficiency and in some cases contributed to filling response gaps.

Figure 3: Pooled fund contributions to WFP (2009-2013) (USD)



CERF: Central Emergency Response Fund; CHF: Common Humanitarian Fund; ERF: Emergency Response Fund
 Source: Pooled funds evaluation. Totals may not add up because of rounding.

12. All four strategic evaluations concluded that coordination mechanisms provide important benefits. Logistics cluster activities were found to be highly relevant and broadly effective. They resulted in, among other things, increased capacity to raise funds, more timely operations, cost savings and improved coverage. Cluster participants also benefited from stronger contingency planning capacities, enhanced logistics knowledge and improved relationships with national and local authorities. Food security coordination mechanisms made consistently positive contributions by facilitating networking, building trust among participants, reducing duplications (which increases the coverage of assistance), enhancing reporting and, in some cases, setting and disseminating standards.

13. A common challenge for the strategic activities examined was inconsistent resourcing. For example, 96 percent of PREP funding was raised from extra-budgetary sources. At the end of the three-and-a-half year initiative there were concerns about the sustainability of several important ongoing and uncompleted PREP activities – whether and how they were to be completed and mainstreamed.

⁸ WFP pooled fund applications are peer reviewed and screened by various coordination structures, including clusters, humanitarian country teams and Humanitarian Coordinators.

14. Similarly, funding for coordination was inconsistent and unpredictable.⁹ The global logistics cluster benefited from WFP's established Global Support Cell and special account, which enhanced the timeliness of the initial response. Food security coordination, by contrast, lacked a dedicated funding mechanism. While most respondents saw investments in food security coordination as worthwhile, resources for coordination at the country level were uneven, and affected the effectiveness of clusters. The pooled funds evaluation confirmed these findings and noted that WFP does not consistently allocate sufficient resources for cluster leadership at the country level. The possibility of using pooled funds was found to have limited comparative advantage in financing clusters and played a supplementary role at best.

15. Finding 2: Despite improvements, human resources was still a major concern.

16. The strategic evaluations confirmed that experienced and pragmatic staff are one of WFP's core assets. For example, WFP's cadre of experienced logistics staff was a critical enabling factor in the logistics cluster effectiveness. Similarly, dynamic leadership and staff skills were critical to PREP's success.

17. Several PREP initiatives addressed human resources challenges. For example, the emergency response roster moderately improved the speed of deployment and increased the pool of staff for potential deployment, especially among national staff. However, plans for creating a leadership roster and standing capacity to bridge systemic staffing gaps, and for taking recommended staff health and wellness measures, were not implemented.

18. Staff training was found by all four strategic evaluations to be of high quality, but it was not always well targeted, sufficiently inclusive or linked to deployments. The PREP evaluation found widespread perceptions of insufficient leadership in EPR-related personnel issues, and strong concerns about the sustainability of PREP initiatives on personnel.

19. Global clusters led or co-led by WFP deploy their own staff from support teams as surge capacity to country teams; this has increased the availability of qualified staff for country-level coordination tasks. However, global clusters did not have sufficient capacity to address all important staffing gaps and their focus on deployments and country-level support hindered their ability to perform other core tasks at the global level.

20. Despite these efforts, human resources remains a major concern. The broad range of WFP management and staff consulted for the PREP evaluation identified the need to improve staff capacity, deployment and well-being as the highest EPR priority for the future. Continuing areas of concern include: high turnover rates of qualified staff; inadequate capacity to fill senior and expert roles; difficult living and working conditions in emergencies; gaps in the availability of qualified staff for specific technical profiles; and an inability to always deploy staff quickly in emergencies. These have a negative impact on the management and implementation of emergency operations.

⁹ The funding requirements of global clusters correspond to 0.06 percent of the sectoral costs of food security and 0.16 percent of logistics costs.

21. Finding 3: Investments in clusters were worthwhile; however WFP needed to further improve relations with – and capacities of – non-governmental partners.

22. All strategic evaluations found that despite the importance of non-governmental cooperating partners for WFP's strategic and operational success, the quality of relationships varied widely and was heavily dependent on the attitudes of Country Directors. Common problems such as delays in signing agreements, insufficient consultation and gaps in partner capacities were critical bottlenecks for WFP's response. Despite this, PREP activities aimed at improving relationships with – and the capacities of – cooperating partners were not proportionate to the importance of this issue.

23. Clusters were found to have built trust and improved relationships with partners, as well as providing much-appreciated common services. In Bangladesh and Mali for example, lead agencies strongly supported the food security cluster and aligned their activities with cluster deliberations. Nevertheless, there was scope for improvement in ensuring that clusters systematically involve participants as equal partners.

24. Operation evaluations confirmed the variability in approaches to partners. In Ethiopia, WFP and non-governmental organizations (NGOs) coordinated and shared knowledge effectively, allowing more regions to be targeted without overlap. However, NGOs in Jordan, Lebanon and the Philippines reported that relationships with WFP and other United Nations entities were purely contractual and not true partnerships.

25. The pooled funds evaluation found that these funds did not lead to a significant change in WFP's relationships with partners. There was scope to improve the timeliness of pooled funds disbursement to cooperating partners, while observing similar problems with other funding sources. Similar delays were also noted in the Mozambique and Tajikistan operation evaluations.

26. Non-governmental partners' lack of capacity limited WFP's ability to implement projects in several countries. For example, the cash-based transfer programme in Iraq was delayed for over a month owing in large part to the lack of partner capacity. In Madagascar, NGO partners could not provide consistent coverage in areas of need. The PREP evaluation reported that in South Sudan, the lack of capable partners necessitated that WFP implement its programme directly, amid concerns that the speed and scale of response by the humanitarian system as a whole was not adequate to fulfil needs.

27. Finding 4: National capacity development and preparedness initiatives made progress, but were not adequate and lacked consistency.

28. WFP made progress in developing the capacities of government agencies, particularly in countries enduring frequent natural shocks. PREP contributed to cultivating a corporate capacity-development approach with the roll-out of a framework for national disaster management agencies, which proved most useful in country offices with less experience in capacity development. The logistics clusters helped develop the capacities of national disaster management agencies in Haiti, Mozambique, Pakistan and several Pacific Island countries to improve warehousing and contingency planning. The food security cluster seconded coordination staff to

national institutions in Kenya and engaged national staff in coordination teams, enabling long-term benefits.

29. Overall, however, the evaluations found that national capacity development and preparedness did not receive sufficient emphasis. Only 11 percent of PREP's funding was allocated to strengthening the capacities of national authorities. Capacity development and national preparedness were not regular components of the reviewed food security coordination mechanisms, and the global logistics cluster was found to be more focused on operational response than preparedness. Pooled funds supported life-saving goals and common services but were found to have little comparative advantage in financing preparedness and resilience-building activities.

30. The evaluations also found that WFP's engagement in capacity development was not sufficiently coherent or strategic. Both cluster evaluations indicated that this related to the clusters' unclear role in preparedness and capacity development, despite the availability of some inter-agency guidance, and a lack of appropriate transition and exit strategies. For example, the logistics cluster was found to lack a strategy for building the preparedness capacity of national and local authorities. The food security cluster did implement highly lauded preparedness activities in one country, but this was an exception. Operation evaluations found improved national capacity for contingency planning and food management in Ethiopia, Mozambique and Tajikistan, but there were no multi-year capacity development plans in place to ensure sustainability.

31. Finding 5: WFP did not have adequate capacity for rapid implementation of cash and voucher programmes in emergencies.

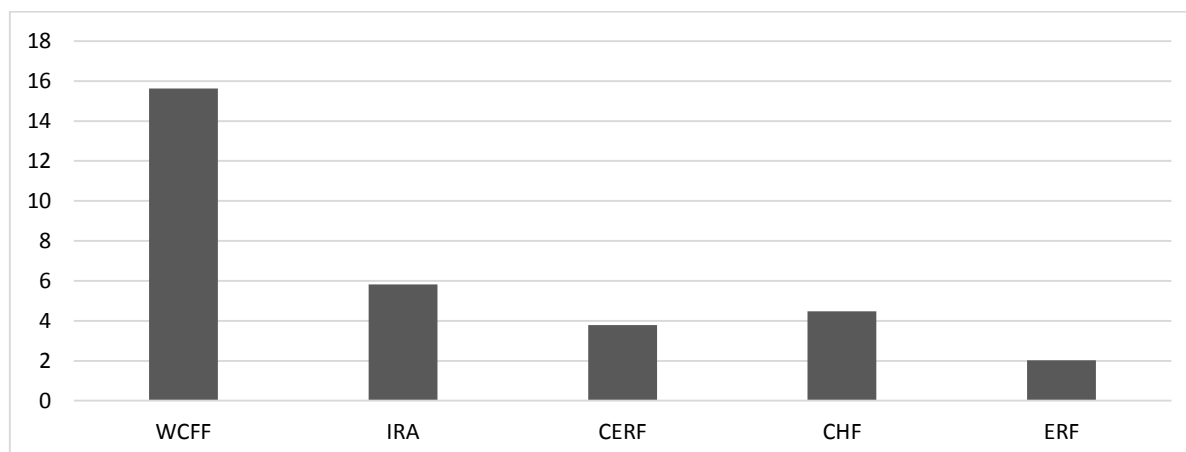
32. During the last five years, WFP underwent a major shift in its core modality with cash and voucher programming, rising from 1 percent of beneficiaries in 2009 to 10 percent – over USD 500 million – in 2013.

33. However, the PREP evaluation found significant room for improvement in supporting cash and voucher programming in emergencies. This finding was validated by country-level evaluations. The PREP evaluation noted constraints in human resources, the lengthy process of finalizing contracts with partners and a lack of rapid market assessments. Evaluations in Ethiopia, Mali and Tajikistan corroborated these findings. The evaluation of the Syrian regional response indicated that the decision to use vouchers instead of cash was not supported by sufficient analysis.

34. Finding 6: Improved advance financing was crucial for enabling WFP to respond early and scale up quickly.

35. WFP introduced two advance financing mechanisms: the Immediate Response Account (IRA) in 1991 and the Working Capital Financing Facility in 2004, which enabled it to respond and scale up quickly. PREP further enhanced these mechanisms. The PREP and logistics cluster evaluations confirmed that advance financing mechanisms were central to timely initial response and scale-up. The pooled funds evaluation noted that internal advances were flexibly applied to support all aspects of WFP's operations and that many country offices relied on this financing in the initial phases of emergencies. On average, advance financing provided more than three times as much as pooled fund grants per relevant operation (Figure 4).

Figure 4: Average total value of pooled fund grants and internal advances per operation (2009–2013) (USD million)



WCFF: Working Capital Financing Facility. *Source:* Pooled funds evaluation

36. Under PREP, advance financing ceilings were nearly doubled between 2012 and 2014, which significantly improved fund availability. Delegations of authority to draw on the IRA were also increased significantly. Greater flexibility in allowing predicted funding – in addition to pledged donations – to be accepted as collateral increased the speed at which field offices were able to access funds.

37. WFP’s advance financing capacity was also increased by pooled funds. Often used as collateral for or repayment of internal advance financing, the CERF enabled rapid start and scale-up of WFP operations and facilitated directed multilateral contributions.

38. Finding 7: The focus on L3 emergencies improved WFP’s response to corporate emergencies, but had unintended negative consequences for lower-level emergencies.¹⁰

39. The PREP evaluation found positive effects on WFP’s response to large-scale, sudden-onset emergencies. Transparency improved as a result of enhanced management of operational information and the establishment of strategic and operational task forces – although the division of responsibilities between these was unclear. The cluster evaluations found that in L3 emergencies, coordination capacities were stronger at the national and sub-national hub levels, with more dedicated cluster coordinators and information managers. The pooled funds evaluation noted that contributions from the CERF became more predictable in L3 emergencies.

40. The increased focus on L3s, however, meant that less attention, staff and funding were available for the chronic, underfunded and lower-level emergencies that constitute the majority of WFP’s emergency responses.¹¹ Redeployments to L3s left staffing gaps in L2 emergencies in the Democratic Republic of the Congo, Ethiopia,

¹⁰ WFP’s Emergency Response Activation Protocol (2012) defined WFP’s emergency classification as: L1 – manageable with country-level emergency response capabilities; L2 – requires augmentation of country-level response capacity with regional capacity; and L3 – requires mobilization of WFP’s global response capabilities (“corporate level”) in addition to regional and country capacities.

¹¹ In 2014, 54 percent of WFP’s emergency funding related to non-L3 emergencies, despite the record seven L3 emergencies, with direct costs totaling USD 1.94 billion. See: <http://fts.unocha.org/>

Mali, Somalia and Yemen, among others. PREP evaluation respondents were also concerned about negative effects on ability to raise internal and external resources for non-L3 emergencies.

41. The pooled funds evaluation found inconsistencies in WFP's definition of an under-funded crisis, ranging from situations where funding was uneven or slow to "forgotten" crises in which donors provided minimal support. This hinders the effective use of the CERF under-funded grant window and suggests that more systematic direction is needed.

42. Finding 8: Global system demands were seen as excessive, limiting the commitment of country offices and regional bureaux to reform processes.

43. PREP, described by WFP as its primary vehicle for implementing the Transformative Agenda, was found to have fostered a more coherent, cross-organizational approach to EPR. The associated strategies and information processes satisfied demands from Headquarters, donors and international humanitarian partners, but they required significant resources and their relevance to operations was questioned at the country level.

44. The evaluations found that system-wide processes at the country level such as strategy formulation and response planning by clusters and humanitarian country teams generated coherence, trust and ownership, but were highly resource-intensive. According to the food security cluster evaluation, global system information and process requirements crowded out other activities more directly relevant to operations, such as coordinated needs assessments, management of coverage gaps, and joint monitoring and learning. The pooled funds evaluation confirmed that such funds increased WFP's engagement in coordinated planning, but that this rarely resulted in innovative or integrated programmes. The Syrian regional response evaluation found that the inter-agency L3 protocols were largely appropriate for that response after being adapted to the context.

45. Buy-in of country and regional offices to system-wide and internal WFP reform processes was limited or inconsistent. For example, the pooled funds evaluation found that WFP's corporate commitment to humanitarian reforms was not always reflected at the field level. The commitment and capacity of field offices to support food security coordination varied widely.

46. The cluster evaluations emphasized the need for greater stakeholder inclusion in clusters to deliver effectively, reduce duplication and improve coverage. However, these evaluations reported a lack of participation by local and non-traditional actors – and in the case of logistics, international NGOs as well. In the pooled funds evaluation, WFP country offices reported that the costs of their participation in coordination structures were substantial. Logistics cluster members reported that their participation was only worth the cost when meetings were well facilitated, promoted the sharing of important operational information and addressed logistics bottlenecks.

47. Finding 9: WFP's formal commitment to cross-cutting issues had little influence on operations.

48. Despite their prominence in the Transformative Agenda and WFP's clear commitment, the cross-cutting issues of gender, protection and accountability to affected populations were found to have been addressed only formally and to a limited degree. The IASC gender marker, pooled fund guidelines and a growing number of gender focal points in clusters increased the formal integration of gender considerations, but these had little influence on operations. For example, pooled funds helped to consolidate the use of the IASC gender marker, but this had little influence on WFP programmes. Food security coordination mechanisms paid limited attention to cross-cutting issues, including gender. PREP had some activities concerning gender, but none on accountability to affected populations. The initiative also paid insufficient attention to the quality and appropriateness of assistance. Operation evaluations found that while gender-disaggregated data was collected in some countries such as the Syrian Arab Republic and Tajikistan, there was limited further analysis or integration into programme design, implementation, monitoring and evaluation, and risk analysis.

49. Finding 10: There were improvements in operational information management, but gaps remained in monitoring, analysis and knowledge management.

50. Both the food security cluster and the logistics cluster evaluations found that the clusters played a positive role in information management. The PREP evaluation noted that investments in operational information management resulted in more timely, consistent and user-friendly products for WFP management and external audiences. However, the information products were not useful in field-level decision-making. There were also concerns about the perceived high level of investment in information for high-level management compared with other operational priorities.

51. The PREP evaluation also found inconsistent links between operational information and situation monitoring data, needs assessment data and vulnerability analysis. Similarly, many country evaluations found that shortcomings in WFP's monitoring and analysis undermined evidence-based decision-making despite investments in this area, for example in the Syrian regional and Haiyan responses.

52. Food security coordination mechanisms occasionally provided valuable services by coordinating needs assessments and analysis. However, there was no evidence that coordination mechanisms strengthened members' monitoring efforts, and only a few systematic attempts were made by the logistics cluster to facilitate shared learning. In both logistics cluster operations and projects supported by pooled funds, WFP faced challenges in providing required activity-based reporting. In addition, inconsistencies in monitoring and data consolidation were found.

53. These findings point to broader challenges with regard to knowledge management and learning at WFP. They were specifically noted in the PREP evaluation, which found that PREP's efforts to institutionalize lessons learned exercises for L3 emergencies were limited by the absence of an effective WFP-wide knowledge management system.

4. Conclusions And Recommendations

4.1. Conclusions

54. Emergency preparedness and response is at the core of WFP's mandate and operations, and WFP is a central player in the global humanitarian system. The series of strategic evaluations on EPR confirms that WFP has made important and relevant investments in this area, which have enabled a more effective and predictable response – especially to large-scale, sudden-onset emergencies – and have helped to implement system-wide reforms.

55. However, WFP's ability to effectively implement EPR-related reforms continues to be constrained. Field-level managers and staff often lack the capacity to implement all elements of “corporate priorities” and require better guidance to establish priorities. WFP's focus on immediate response inhibits adoption of the longer-term view needed to better balance investments in preparedness, response and capacity development. In addition, many of WFP's change-management processes do not involve sufficient consultation or participation of field-based staff and partners.

56. All strategic evaluations recommended that WFP continue to further implement ongoing reforms. Since the evaluations, WFP has reported progress in implementing many of the 25 recommendations made in the 4 strategic evaluations.¹² Highlights include:

- a new trust fund for EPR enhancement planned to be set up in 2016;
- financing approved for roll-out of a new leadership programme not specific to emergencies and the Wellness Programme Fund established;
- the long-term training module “Learning Journey” being rolled-out, with improved training and a roster for food security cluster coordinators implemented;
- corporate partnership strategy finalized, a concept note on fast-track field-level agreements with non-government partners written and a training module on partnerships developed;
- additional financing for national capacity development approved;
- a comprehensive programme with national disaster management authorities in Latin America and the Caribbean implemented by the Panama regional bureau;
- financing approved for a cash-based transfer platform and a tender launched to pre-select suppliers, along with increased capacity development support for cash-based transfer programming, development of new templates to facilitate faster contracting and roll-out of cash-based transfer training;
- IRA further increased, and grant and loan components clarified;
- L3 tools such as the Corporate Emergency Operation Facility applied to lower-level emergencies, such as in Nepal;

¹² Recommendations made in the strategic evaluations and progress reported to the evaluation team since these evaluations are available in the full evaluation report.

- protection and gender policies developed, gender standby capacity created and a checklist on integrating accountability to affected populations into the programme cycle created by the global food security cluster;
- training in operational information management and performance reporting for over 250 staff implemented and food security data included in Operational Information Management Unit reports; and
- funding for enhanced monitoring and reporting approved, and corporate responsibility for knowledge management assigned.

57. Effort and investment in EPR will need to be sustained over the coming years. Humanitarian needs have reached record levels and may continue to rise, requiring WFP to continuously adapt its response capabilities. At the same time, work on crucial recommendations from strategic evaluations is still needed. In anticipation of the World Humanitarian Summit, the global humanitarian system is reviewing its reform efforts. This process offers WFP an opportunity to shape the global agenda.

4.2. Recommendations

58. While the recommendations made in the component strategic evaluations remain valid, this synthesis suggests additional, strategic recommendations to ensure continued investment in and prioritization of EPR in all WFP's corporate strategies, policies and change initiatives. The implementation of these recommendations will require support and inter-departmental coordination by WFP's Executive Management Group (EMG).

59. **Recommendation 1:** Executive management should ensure that more resources and stronger leadership are directed towards human resources management specifically for EPR, placing EPR centrally within the implementation of WFP's People Strategy. The Human Resources Division (HRM) should assume responsibility for developing a holistic, multi-functional approach that includes recruitment, career development, capacity, deployment, health and well-being, with special consideration for national staff and women. Staff capacity development should include options beyond formal training, and should provide incentives for person-to-person approaches such as mentoring and on-the-job training (EMG, HRM).

60. **Recommendation 2:** WFP's new corporate knowledge management initiative should address EPR challenges faced by field staff, with an emphasis on:

- informal information-sharing and learning; and
- more systematic use of information and data for EPR operational decision-making (EMG, Innovation and Change Management Division [INC], Emergency Preparedness and Support Response Division [OSE]).

61. **Recommendation 3:** More WFP staff and financial resources should be directed towards emergency preparedness and EPR capacity enhancement of non-government partners and national authorities for improved response efficiency. WFP should also advocate for increased donor funding for development. These measures should focus on:

- making WFP’s approach to EPR capacity enhancement of partners and national authorities more consistent and sustainable; and
- enhancing data and information for preparedness through partner mapping, capacity assessment and analysis of markets, structures and potential service providers for cash-based transfer programmes (EMG, OSE).

62. **Recommendation 4:** Taking greater advantage of its involvement in global humanitarian reform processes such as the World Humanitarian Summit and discussions on humanitarian financing, WFP should emphasize:

- giving more balanced consideration to all types of emergency operation, including chronic, lower-level and under-funded or “forgotten” crises;
- reducing demands on field staff associated with global processes and focusing limited resources on improving the quality of emergency response, including better communication with and accountability to affected populations and more emphasis on gender and protection; and
- disseminating WFP’s positive experiences with advance financing among other agencies and partners, supporting partners in setting up similar mechanisms, and advocating to increase advance financing (EMG, Deputy Executive Director, Office of the Executive Director, OSE).

Annexes

Annex 1: Consulted evaluations

The main findings presented in the report were informed by findings from the following evaluations:

Table 1: Sources of findings

Finding	PREP	Food Security Cluster	Global Logistics Cluster	Use of Pooled Funds	Philippines (IAHE)	EMOPs Syria (regional)	EMOP Mali	EMOP Mali (regional)	PRRO Ethiopia	PRRO Madagascar	PRRO Mozambique	PRRO Tajikistan
1) WFP's EPR strengthening and coordination activities were highly relevant and contributed to positive results at the country level, despite inconsistent resourcing.	X	X	X	X	X	X	X	X	X	X	X	X
2) Despite improvements, human resources was still a major concern.	X	X	X	X		X	X	X	X	X	X	X
3) Investments in clusters were worthwhile; however WFP needed to further improve relations with – and capacities of – non-governmental partners.	X	X	X	X		X	X		X	X		
4) National capacity development and preparedness initiatives made progress, but were not adequate and lacked consistency.	X	X	X		X	X			X		X	X
5) WFP did not have adequate capacity for rapid implementation of cash and voucher programmes in emergencies.	X				X	X	X	X	X	X	X	X
6) Improved advance financing was crucial for enabling WFP to respond early and scale up quickly.	X			X		X						

7) The focus on L3 emergencies improved WFP’s response to corporate emergencies, but had unintended negative consequences for lower-level emergencies ¹³	X			X	X	X			X	X		
8) Global system demands were seen as excessive, limiting the commitment of country offices and regional bureaux to reform processes.	X	X	X	X								
9) WFP’s formal commitment to cross-cutting issues had little influence on operations.	X	X	X	X	X	X	X	X	X	X	X	X
10) There were improvements in operational information management, but gaps remained in monitoring, analysis and knowledge management.	X	X	X	X	X	X	X	X	X	X	X	X

¹³ WFP’s Emergency Response Activation Protocol (2012) defined WFP’s emergency classification as: L1 – manageable with country-level emergency response capabilities; L2 – requires augmentation of country-level response capacity with regional capacity; and L3 – requires mobilization of WFP’s global response capabilities (“corporate level”) in addition to regional and country capacities.

Full references of consulted evaluation reports (ordered as they appear in the table above):¹⁴

WFP. 2015. *WFP's Preparedness and Response Enhancement Programme: A Strategic Evaluation (2011-2014)*. (WFP/EB.A/2015/7-B/add 1). Rome, WFP.

WFP/FAO. 2014. *FAO/WFP Joint Evaluation of Food Security Cluster Coordination in Humanitarian Action*. (WFP/EB.2/2014/6-A). Rome, WFP.

WFP. 2012. *Joint Evaluation of the Global Logistics Cluster*. (WFP/EB.2/2012/6-B) Rome, WFP/UNICEF/Government of the Netherlands. Rome.

WFP. 2015. *WFP's Use of Pooled Funds for Humanitarian Preparedness and Response (2009- 2013): A Strategic Evaluation.*),(WFP/EB.1/2015/5-B). Rome, WFP.

UN OCHA. 2014. *IASC Inter-agency Humanitarian Evaluation of the Typhoon Haiyan Response*. New York.

WFP. 2015. *An Evaluation of WFP's Regional Response to the Syrian Crisis, 2011-2014*. (WFP/EB.A/2015/7-C)Rome, WFP.

WFP. 2014. Mali, Operation D'Urgence (EMOP) 200525, «Assistance pour les Populations Affectees par la Crise au Mali: Personnes Deplacees, Familles Hotes, et Communautés Fragiles» (2013-2014). Rome, WFP.

WFP. 2014. *Opération Régionale d'Urgence 200438. Assistance aux réfugiés et communautés hôtes affectes par l'insécurité au Mali (Mali, Mauritania, Burkina Faso, Niger) (June 2012- December 2013)*. Rome, WFP.

WFP. 2014. *Ethiopia, PRRO 200290, Responding to Humanitarian Crises and Enhancing Resilience to Food Insecurity: An Evaluation of WFP's Operation (2012-2013)*. Rome, WFP.

WFP. 2014. *Madagascar, Protracted Relief and Recovery (PRRO) 200065 "Response to Recurrent Natural Disasters and Seasonal Food Insecurity in Madagascar": An Evaluation of WFP's Operation. July 2010 – November 2013*. Rome, WFP.

WFP. 2014. *Mozambique, Protracted Relief and Recovery Operation 200355, Assistance to Vulnerable Groups and Disaster-affected Populations in Mozambique: An evaluation of WFP's Operation (2012-2014)*. Rome, WFP.

WFP. 2014. *Tajikistan Protracted Relief and Recovery Operation PRRO 200122: Restoring sustainable livelihoods for food insecure people. October 2010 - December 2014*. Rome, WFP

¹⁴ The inter-agency humanitarian evaluation of the response in South Sudan was not finalised before the publication of this report and no drafts were shared with the team.

Table 2: Comparison of evaluated strategic activities

Activity	Annual budget (average) in USD	Scope	Evaluation Reference Period
Global Logistics Cluster	2.1 million <i>(plus 81.7 million for special operations)</i>	Narrow	2005-2012
Global Food Security Cluster	2.3 million <i>(plus up to 1 million direct costs per country or hub)</i>	Narrow	2009-2014
WFP's Use of Pooled Funds	165 million	Medium	2009-2013
PREP	11.7 million ¹⁵	Wide	2011-2014

Source: Compilation by Evaluation Team.

Table 3: WFP operation evaluations included in the report¹⁶

Evaluation	Type of operation	Indicative annual resourced budget (avg.) in USD ¹⁷	Evaluated period
Syria (regional)	Emergency (L3)	393 million	2011-2014
Ethiopia	Protracted relief and recovery	346 million	2012-2013
Mali	Emergency	89 million	2013-2014
Mali (regional)	Emergency	47 million	2012-2013
Madagascar	Protracted relief and recovery	7 million	2010-2013
Mozambique	Protracted relief and recovery	5 million	2012-2014
Tajikistan	Protracted relief and recovery	5 million	2010-2014

Source: Compilation by Evaluation Team.

¹⁵ This figure includes an average USD 1.7 million for cluster funding but does not include a one-off DFID contribution for strengthening preparedness in high risk countries, because that appears only in PREP's financial overview but not in the 2014 activity portfolio.

¹⁶ The table does not include the inter-agency evaluation of the typhoon Haiyan response.

¹⁷ The annual budgets were calculated based on the information published in the evaluation reports ("contributions," "received"). The figures are indicative only.

Annex 2: Recommendations of the strategic evaluations

The 25 recommendations listed in the four strategic evaluations can be clustered around the key findings presented in this report.

1. WFP's EPR strengthening and coordination activities were highly relevant and contributed to positive results at the country level, despite inconsistent resourcing.

- Reinforce EPR strengthening as a corporate priority (mainstream responsibilities for EPR strengthening in functional areas; integrate EPR strengthening as a priority in all organisational change initiatives; establish a regular, internal funding mechanism and sufficient, dedicated capacity for EPR strengthening efforts).
- Clarify and enable OSE's role in support of corporate EPR strengthening (focusing on maintaining/refining core EPR tools and guidance, providing field support, consulting with the field and partners, managing information and knowledge, facilitating engagement of divisions in EPR, advocacy, resource mobilisation, communication and inter-agency engagement)
- Fully capture the investment made in PREP by refining and completing key PREP activities (Activation Protocol).
- Take action to ensure more consistent commitment and capacity of lead agencies in supporting food security coordination, and advocate for enhanced donor commitment to food security coordination.
- Design a three-year GLC strategic plan that settles mandate issues, establishes a shared vision and partnership attributes, identifies core ("mainstreamed") budget requirements, sets key performance indicators, and identifies communications and branding approaches.
- Maintain and strengthen the life-saving focus of PFs

2. Despite improvements, human resources was still a major concern.

- Focus on staff capacity for emergency response as a priority for EPR strengthening*¹⁸ (strategic leadership for the issue, inclusion in People Strategy, improved implementation of trainings, continued development of the Emergency Response Roster, establishment of Corporate Emergency Response Teams, better transition to longer-term recruitments, stronger career development; staff health and well-being).
- Take action to ensure a more consistent commitment and capacity of lead agencies to support food security coordination and advocate for enhanced donor commitment to food security coordination.
- Improve cluster human resource management by establishing a dedicated GLCSC staffing coordinator, developing and maintaining a robust GLC response roster, improving briefing and debriefing of deployed staff, developing a deployment toolkit, finding cost-effective ways of bringing cluster staff together to discuss lessons, and reducing the use of unfunded secondments by exploring alternative external recruitment approaches.
- Enhance the GST's capacity and improve the preparation of deployed teams to strengthen coordination capacity.
- Increase effective engagement in inter-cluster coordination at policy and operations levels by ensuring GLC cluster coordinator training course builds knowledge and awareness of evolving cluster system

¹⁸ Recommendations marked with an asterisk (*) were presented as one combined recommendation in the PREP evaluation report.

3. Investments in clusters were worthwhile; however WFP needed to further improve relations with – and capacities of – non-governmental partners.

- Focus on relationships with cooperating partners as a priority for EPR strengthening* (lesson learning between WFP and its cooperating partners, ways for channelling and addressing feedback from affected populations, expedited Field-Level Agreements).
- Improve partnerships within the GLC by conducting stakeholder mapping, increasing strategic outreach to key humanitarian logistics actors, considering the establishment of a strategic advisory group, including partners in a systematic lessons learned process, and developing a collaborative project management approach.
- Enhance the contribution of pooled funds to the operation of common services in emergencies.

4. National capacity development and preparedness initiatives made progress, but were not adequate and lacked consistency.

- Fully capture the investment made in PREP by refining and completing key PREP activities (National Readiness and Response Augmentation).
- Strengthen nationally led coordination mechanisms or increase the involvement of government actors in food security coordination mechanisms to enhance national ownership and sustainability.

5. WFP did not have adequate capacity for rapid implementation of cash and voucher programmes in emergencies.

- Focus on preparedness for cash and voucher programming as a priority for EPR strengthening* (capacity for rapid market analysis, early partner identification, inclusion of cash and voucher issues in trainings and the EPR Package, faster processes for concluding agreements)

6. Improved advance financing was crucial for enabling WFP to respond early and scale up quickly.

- Fully capture the investment made in PREP by refining and completing key PREP activities (Advance financing, Corporate Response EMOP Facility).
- Increase the capacity of WFP to utilize pooled funds as collateral for the release of internal advances.
- Reduce the earmarking of grants from pooled funds.
- Maintain and strengthen the life-saving focus of pooled funds.

7. The focus on L3 emergencies improved WFP's response to corporate emergencies, but had unintended negative consequences for lower-level emergencies.

- Adopt an integrated EPR strengthening agenda, giving due consideration to all levels of emergency, including those associated with complex and protracted emergencies.**¹⁹
- Advocate with the IASC to also revise the standard requirements for non-level 3 emergencies.**
- Clarify the criteria for using grants from the CERF underfunded emergencies window.
- Support the establishment of clear definitions and protocols for activation of the CERF RR facility in L2 and L1 emergencies, and advocate for their system-wide introduction**

8. Global system demands were seen as excessive, limiting the commitment of country offices and regional bureaux to reform processes.

- Fully capture the investment made in PREP by refining and completing key PREP activities (EPR Package).
- Advocate with and support the IASC in revising standard system requirements to make them less time-consuming and more operationally focused.
- Strengthen mentoring for and capacities of coordination teams in focusing on operationally relevant activities.
- Engage national and local civil society organisations and non-traditional humanitarian actors more closely in food security coordination.
- Work with the IASC, OCHA and other clusters to clarify roles and responsibilities in the coordination architecture, and promote more efficient coordination arrangements.
- Strengthen GLC management and the coherence and consistency of cluster lead agency decisions by clarifying the need for WFP country directors and staff to consult the GLCSC on activation and staffing decisions and separating the Global Cluster Coordinator and Head of ALITE positions.
- Consolidate fulfilment of WFP's coordination responsibilities to improve support for effective use of pooled funds.
- Define strategic and operational responsibilities for using and reporting on pooled funds at all levels.
- Increase engagement in inter-cluster coordination at the policy and operations levels by sharing and seeking good practice with other clusters, contributing timely inputs for field testing of IASC reforms, training cluster staff on the evolving system, collaborating with programme clusters to operationalize new IASC assessment and operations planning tools, and sharing the results of this evaluation with other clusters and major humanitarian actors.
- Enhance the quality, efficiency and utility of monitoring and reporting on the use of PFs.

¹⁹ Two asterisks (**) denote that the recommendation was included as a sub-recommendation in the original report.

9. WFP's formal commitment to cross-cutting issues had little influence on operations.

- Develop systematic ways of responding to feedback from affected populations on the quality and appropriateness of WFP's assistance delivered through cooperating partners.**
- Strengthen compliance with guidance on early recovery as a cross-cutting issue.**

10. There were improvements in operational information management, but gaps remained in monitoring, analysis and knowledge management.

- Fully capture the investment made in PREP by refining and completing key PREP activities (EPR knowledge management, operational information management, food and non-food stocks)
- Strengthen activities related to: the analysis and use of data (including needs assessment and analysis, response analysis, gap analysis and gap filling); mutual/joint learning**
- Strengthen learning among coordination teams.**
- Develop specific systems and practices for the GLC at the global and country levels, to enhance transparency, performance monitoring and management.
- Enhance the quality, efficiency and utility of monitoring and reporting on the use of pooled funds.

Annex 3: Follow-up action on recommendations

The four strategic evaluations made a total of 25 recommendations, some of which include more detailed suggested actions. The table below captures the most relevant steps taken to date to follow up on recommendations relating to each of the ten finding areas, as reported by the relevant WFP units (staff consulted are listed below the table). It was beyond the scope of the evaluation series synthesis to verify the status of these self-reported actions.

Finding	Main steps taken to follow up on recommendations
1. WFP's EPR strengthening and coordination activities were highly relevant and contributed to positive results at country level, despite inconsistent resourcing.	<ul style="list-style-type: none"> a. A new EPR trust fund is planned to provide regular internal funds for EPR enhancement from 2016. b. EPR enhancement was mainstreamed and boundaries between functional areas and OS have been clarified.
2. Despite improvements, human resources was still a major concern.	<ul style="list-style-type: none"> a. The People Strategy was adopted and the development of an HR strategy is planned. b. Roll-out of a new leadership programme (not specific to emergencies) and field-oriented trainings (e.g. cash and voucher transfer programming) financed by USD 5.3 million from PSA Equalization Account in 2015-2016. c. A Wellness Programme Fund with a one-time transfer of USD 10 million from the PSA Equalization Account and a division focused on staff wellness were created. d. Longer-term training module "learning journey" being rolled-out. e. Improved training and roster for food security cluster coordinators implemented. f. Career framework is under development. g. Management of the Emergency Response Roster transferred from OSE to HRM. h. Performance appraisal for emergency deployments introduced. i. People management listed as responsibility in job descriptions of leadership positions.
3. Investment in clusters were worthwhile, however WFP needed to further improve relations with, and capacities of, non-governmental partners.	<ul style="list-style-type: none"> a. Concept note on fast-track field-level agreements was developed. b. ODI options paper on the future of WFP's engagement with NGOs is being finalised. c. Corporate Partnership Strategy has been finalised. d. A training module on partnerships has been developed and partnering skills have been included in the performance criteria for country directors.
4. National capacity building initiatives and preparedness made progress, but were not adequate and lacked consistency.	<ul style="list-style-type: none"> a. Support for country offices in building the evidence-base and programme approaches for effective support to national capacities for eradicating hunger will be enhanced, financed by USD 5 million from the PSA Equalization Account in 2015-2016. b. WFP's regional bureau in Panama implemented a comprehensive program with national disaster management authorities of the region. c. A study on the return on investment of preparedness measures has been prepared.

Finding	Main steps taken to follow up on recommendations
	d. Demand from field offices for training on how to deal with host governments.
5. WFP did not have adequate capacity to rapidly implement cash and vouchers programmes in emergencies.	<ul style="list-style-type: none"> a. A new cash and vouchers platform, financed by USD 8.9 million from the PSA Equalization Account in 2015-2016 is being developed, including: new checklist for country offices combining legal-programming-finance aspects, eight templates to facilitate rapid contracting with suppliers and a market assessment tool. b. A global tender to pre-select suppliers for country offices is ongoing. c. Legal department has increased its capacity to support C&V and plans to develop templates to facilitate rapid contracting by the end of 2015. d. Technical C&V training to staff is ongoing (so far 24 country offices trained, 900 people); e-learning modules are online.
6. Improved advance financing was crucial for enabling WFP to respond early and scale up quickly.	<ul style="list-style-type: none"> a. The Corporate Response EMOP Facility was finalised and used in WFP's Nepal response. b. The Immediate Response Account received a USD 50 million allocation from the PSA Equalization Account and its grant and loan components have been clarified. c. Advocacy to use pooled funds for collateral for advance financing were not successful so far. d. Guide on the use of advance financing is under development. e. Forecasts are still used on an ad hoc basis as collateral for advance financing; the practice will be examined in the Financial Framework Review.
7. The focus on L3 emergencies improved response to corporate emergencies, but had unintended negative consequences for lower-level emergencies.	a. L3 tools such as the Corporate Emergency EMOP Facility are applied in an ad-hoc manner to lower-level emergencies, such as Nepal.
8. Global system demands were seen as excessive, limiting commitment of country and regional offices to the global reform processes.	a. WFP staff were involved in conducting inter-agency operational peer reviews, assessing the progress and effects of global reform processes.
9. WFP's corporate commitment to cross-cutting issues had little influence on operations.	<ul style="list-style-type: none"> a. A protection policy was developed; 30 country offices are involved in the initial roll-out with protection advisers and trainings. b. New Gender Policy with accountability framework was adopted; gender standby capacity created and first deployed to Nepal. c. Checklist on how to integrate accountability to affected populations throughout the programme cycle developed by the global food security cluster. d. Gender certification program created to incentivise well-performing country offices.
10. There were improvements in operational information management, but gaps	a. Development of standardized business processes for monitoring and reporting through appropriate information technology platforms, training for monitoring and evaluation (M&E) managers and

Finding	Main steps taken to follow up on recommendations
remained in monitoring, analysis and knowledge management.	<p>advisors, financed by USD 8 million from PSA Equalization Account in 2015-2016.</p> <p>b. New institutional home for corporate knowledge management (Innovation and Change Management Division), with USD 0.5 million budget.</p> <p>c. Training for operational information management and performance reporting for over 250 staff implemented and food security data included in OIM reports.</p> <p>d. Tailor-made learning products were piloted, e.g. in Nepal.</p> <p>e. Moodle platform for the exchange of experiences and lessons was created.</p>

WFP staff consulted on the follow-up to recommendations from June-August 2015:

Alix Loriston	PGG	Head, Team A
Ally-Raza Qureshi	RMBP	Chief
Annalisa Conte	OSZI	Deputy Director Programme Innovation Service
Anne Callanan	OSEF	Senior Programme Officer, Emergency Food Security Cluster
Anne-Claire Luzot	OEV	Senior Evaluation Manager
Brian Lander	GVA	Senior Liason Officer Geneva
Catherine Feeney	PGC	Deputy Director, Partnership and Advocacy Coordination Division
Chad Martino	RMPP	Programme Adviser (Knowledge Management & Perf Rep)
Chris Kaye	RMP	Director, Performance Management and Monitoring Division
Cyril Ferrand	OME/GFSC	Global Food Security Cluster Coordinator
Devica Nystedt	HRMO	Chief
Elise Benoit	OEV	Senior Evaluation Officer
Florian Baalcke	RMMH	Security Analyst
Gaby Duffy	OSER	Programme Officer, Emergency Preparedness and Response Support Branch
Genevieve Wills	OSER	Info & Knowledge Management Officer
Getachew Diriba	OSZI	Chief
Giancarlo Cirri	OMO	Senior Programme Adviser, Regional Bureau Support Unit

Harriet Spanos	OED	Deputy Chief of Staff
Helen Wedgwood	OEV	Director OEV
Jamie Watts	OEV	Senior Evaluation Officer
Jennifer Nyberg	PGP	Deputy Director Private Sector Partnerships
Jim Harvey	OED	Chief of Staff
John McHarris	OSZAF	Senior Programme Adviser (Deputy Chief)
Mads Lofvall	INC	Head Global Change Team INC
Michiel Meerdink	OSR	Head
Mohamed el Kouhene	OM	Director OM
Patricia Colbert	GEN	Gender Advisor
Ramiro Lopes da Silva	OS	Assistant Executive Director
Rebecca Lamade	RMPM	Programme Officer
Rocco Leone	RMMA	Chief
Sonsoles Ruedas	OMG	Director Gender
Tahir Nour	OSZIC	Chief Cash for Change
Vincent Combes	LEG	Deputy Director
Wolfgang Mittman	INC	Consultant
Zlatan Milisic	OSZ	Deputy Director, Policy, Programme and Innovation Division
Additional written comments were received by RBP, RMM, OSE and RMWM.		

Annex 4: Terms of reference

Evaluation Synthesis of Evaluations related to WFP's Emergency Preparedness and Response (Final 10 December 2014)

Background

1. A series of strategic evaluations has been conducted by WFP's Office of Evaluation that addresses the theme of WFP's emergency preparedness and response (EPR)²⁰. The objectives of the series are to contribute to organizational effectiveness and strategic direction and inform the Emergency Preparedness and Response Policy being prepared in 2014-2015 (brief of the series included as Annex 1). The series did not assess the totality of WFP's emergency preparedness and response which constitutes a much larger realm of activity. Rather the evaluations assessed the following topics:

- Joint FAO/WFP Global Food Security Cluster
- WFP's use of pooled funds for humanitarian preparedness and response
- Preparedness and Response Enhancement Programme (PREP)

2. A related Strategic Evaluation of the Global Logistics Cluster was conducted in 2012.

3. A synthesis will be prepared that draws conclusions from all four of these strategic evaluations. The synthesis will be presented to the November 2015 Executive Board at the same session as the new EPR policy, which will enable the EB to consider the policy in light of the evidence and conclusions from relevant evaluations. The synthesis process will be carried out in Q1 and Q2 2015, well before the November EB session in order to inform the policy development.

4. The synthesis will be a balanced and systematic cross-evaluation analysis of evaluation findings, conclusions, lessons and recommendations, supplemented with concrete examples to illustrate key messages. Areas of interest identified in the EPR policy concept note that should be addressed where possible include:

- WFP's preparedness and response in partnership with others;
- Integrated management approach to emergency response management;
- Sustainability and institutionalization of systems, tools, mechanisms and procedures;
- Contributions to capacity of governments and communities.
- Continuous learning and improved accountability;
- Coordination and leadership in line with commitments undertaken in the IASC and Transformative Agenda.

Task

5. Reporting to Senior Evaluation Officer Jamie Watts, the Consultants will prepare a synthesis on the findings, conclusions and recommendations of the evaluations indicated in the table below.

²⁰ Related closely to WFP's Strategic Plan 2014-2017 objectives 1 and 2 (Save lives and protect livelihoods in emergencies, and Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies).

Strategic Evaluations (StEvs):

Title	Executive Board	OEV Evaluation Manager	Evaluation Company
Global Food Security Cluster	EB.2.2014	Pernille Hougesen	GPPi
WFP's Use of Pooled Funds	EB.1.2015	AnneClaire Luzot	Mokoro
PREP	EB.A.2015	Jamie Watts	GPPi
Global Logistics Cluster	EB.2.2012	Marian Read (Jamie Watts)	Konterra

6. Individual Emergency Operations have also been evaluated recently that may provide complementary information. OEV evaluated WFP's response to the Level 3 Syria Emergency Response and participated in two Inter-Agency Humanitarian Evaluations (IAHEs) coordinated by OCHA of the Philippines typhoon response and the South Sudan crisis response.

7. In addition, WFP's Level 1 and 2 Emergency Operations and Special Operations were evaluated within the Operations Evaluations series. Several PRROs with refugees also could have considerations for EPR. Relevant evaluations are shown in the following table.

8. These evaluations are not to be synthesized, rather will be reviewed to assess where findings from the synthesis were found or not found in the country level cases. These examples would be included in the synthesis report.

Evaluation	Executive Board ²¹	OEV focal point
Syria Crisis Response	EB.A.2015	Elise Benoit
Philippines IAHE	Nov 2014 ²²	Miranda Sende
South Sudan IAHE (draft)	May 2015	Grace Igweta
EMOP 200525 Mali	EB.2.2015	Julie Thoulouzan
Regional EMOP 200438 Mali, Mauritania, Burkina Faso, Niger	EB.2.2014	Julie Thoulouzan
PRRO 200065 Madagascar	EB.2.2014	Julie Thoulouzan
PRRO 200122 Tajikistan	EB.2.2014	Julie Thoulouzan
PRRO 20290 Ethiopia	EB.2.2014	Elise Benoit
PRRO 200355 Mozambique	EB.2.2014	Grace Igweta

Approach and Method

9. The consultants will:

a. Review and systematically extract information from the evaluation reports to identify relevant fields/themes emerging from the evaluations (building off of the

²¹ OpEvs are not presented to the WFP Executive Board as individual evaluations, but included in the Annual Synthesis Report of Operation Evaluations

²² IAHE's are not presented to the WFP Executive Board. For more information please visit the OCHA website: <http://www.unocha.org/what-we-do/policy/thematic-areas/evaluations-of-humanitarian-response/reports>

themes in the evaluations and the areas of interest of the policy if possible); Gender should be a distinct area of analysis.

- b. Draft a report covering key themes derived from the evaluations, highlighting:
- major strengths and potentials;
 - main weaknesses and challenges;
 - major points of commonality and divergence including in conclusions and recommendations, with explanations of why (if apparent from the reports);
 - strategic lessons, conclusions and recommendations.

c. The draft will be reviewed by the evaluation manager and once cleared, it will be submitted to the Director for clearance for review in draft. The draft will be reviewed by the strategic evaluation managers and stakeholders (to be identified by OEV including the Director of Emergencies). A comments matrix will be provided by the evaluation manager and the consultants will document how each comment was addressed in the final version of the report.

d. In order to integrate the synthesis findings with the development of the EPR policy, the consultants will provide two briefings on conclusions and recommendations including the Office of the Director of Emergencies and other parties as show below for dates that are coordinated with the policy development process:

(1) Emerging conclusions and recommendations (making clear that the information provided from the PREP evaluation would still be in draft form) by end of February to include separate briefings of OEV Evaluation Managers and Office of Director of Emergencies; and

(2) Final conclusions and recommendations by June/July. In addition to briefings of OEV and OME, a briefing will be made to WFP's Executive Management Group (EMG) and the Strategic Internal Reference Group (SIRG in full), along with directors responsible for all the evaluands.

These interactions will be managed by the Office of Evaluation. They are timed to inform briefings on the policy conducted by the Director of Emergencies for Executive Board members (see Annex 2 for an overview of the policy process).

e. Finalize draft report incorporating comments and inputs from February debriefing, as appropriate.

Deliverables (in Word 2007 or 2010, font Georgia 12)

- i. Initial briefing (including materials) on emerging conclusions and recommendations– end of February 2015 (exact dates to be determined in consultation with Director of Emergencies)
- ii. Draft report submitted for review– March 30 2015
- iii. Final Report with completed comments matrix – May 15 2015
- iv. Briefing on final conclusions and recommendations (including materials) – June/July 2015 (exact dates to be determined in consultation with Director of Emergencies)

Report Standards and Outline

10. The report of the Synthesis will be no more 5,000 words, which will serve as the Summary Evaluation Report (SER) to be presented to the Executive Board. The Synthesis Report will be structured as follows:

- 1) Introduction including global policy and institutional context
- 2) Objective and purpose
- 3) Synthesis of methodologies used, limitations, comparability between evaluations and the strength of the evidence.
- 4) Synthesis of findings
- 5) Conclusions
- 6) Recommendations

11. The Conclusions and Recommendations sections will comprise a formulation of any appropriate over-arching conclusions and recommendations arising from analysis of all information derived from the synthesis process.

12. All associated information beyond the 5,000 word limit will be included as annexes. Required annexes are:

- TOR for the Synthesis
- Evaluation briefs for each of the four strategic evaluations (already written and cleared by OEV, they just need to be added)
- Synthesis of conclusions and recommendations from the constituent evaluations

Any other annex deemed appropriate may be included if agreed with the evaluation manager.

Documents supplied (to be provided on contracting)

- Full reports of the evaluations referred to above – on Dropbox shared folder
- Synthesis Reports for StEv series From Food Aid to Food Assistance; and for structure and reference three other syntheses reports (Food for Assets IE, Assistance to Refugees IE, and School Feeding IE)
- Concept Note for StEv 2014-2015
Concept Note EPR policy
- Brief of Emergency Evaluations presented to Nov 2014 Nairobi Regional Meeting, plus analysis matrix

Budget

The budget for the synthesis is USD 35,000 which will be used for consultant fees of a team leader Julia Steets and evaluator Andras Derzsi-Horvath from GPPi and travel (up to two trips to Rome from consultant home base). The synthesis will be contracted through the LTA contract with GPPi.

Annex 5: Evaluation briefs for each of the four strategic evaluations

FAO/WFP Joint Evaluation of Food Security Cluster Coordination in Humanitarian Action

Context

The Emergency Relief Coordinator and the Inter-Agency Standing Committee (IASC) introduced the cluster system in 2005 as part of a wider reform of the humanitarian system. The cluster system creates coordination mechanisms for key sectors of humanitarian assistance that operate at global level and can be activated where required for specific emergencies. Each cluster has one or two designated lead agencies to facilitate coordination and – as much as their resource limitations will allow – to act as providers of last resort.

In 2010, the Global Food Security Cluster (FSC), co-led by the Food and Agriculture Organization of the United Nations (FAO) and World Food Programme (WFP), was created to coordinate food security interventions in emergencies.

The Food Security Cluster

The global FSC has 47 members and a small Global Support Team (GST), based in Rome. The GST facilitates coordination at the global level and supports food security coordination systems in more than 40 countries.

The global FSC supports country-level coordination through surge and support missions, tools, guidance, training and information management. The coordination is expected to improve the capacity of humanitarian organizations to respond strategically and coherently, and to reduce gaps and duplications. Ultimately, it is expected to result in improved services to populations affected by crises and emergencies.

Objectives and Scope of the Evaluation

This evaluation was jointly commissioned by the Offices of Evaluation of WFP and FAO – the cluster’s lead agencies. It contributes to accountability and learning, as a pillar of the Inter-Agency Standing Committee’s Transformative Agenda²³. The evidence was collected through 8 country case studies, interviews with 483 key informants and an electronic survey administered to participants involved in food security coordination in 43 countries. The evaluation assessed:

- i) effects of country and local-level coordination on humanitarian organizations and their activities;

- ii) effects of the global FSC on coordination at the country and local levels; and
- iii) potential effects on affected populations, evidenced by changes in the coverage of humanitarian services and the monitoring of effects on beneficiaries.

Key Findings

Overall, the evaluation found that food security coordination had a positive effect on participating organizations. The results from surveys and key informant interviews showed that while performance varied among countries, the coordination mechanisms assessed made consistent, positive contributions by facilitating networking and helping to build trust; enhancing reporting; identifying and reducing duplication of efforts; and in some cases setting and disseminating standards.

All of the assessed food security coordination mechanisms led by international actors collected information for the 4Ws matrix (who does what, where and when) and exchanged information that helped avoid duplication. For example, in Pakistan, two organizations compared their beneficiary lists and eliminated 1,500 duplications. In the Philippines, two organizations were planning food distributions in the same area and agreed to alternate with each other in that area. In Kenya and Pakistan, coordination structures allocated intervention areas to organizations, thereby avoiding duplication.

As humanitarian organizations were able to reallocate resources to other, underserved areas, these findings suggest that food security coordination had a positive effect on the coverage of services provided, although data is not systematically collected to quantify this effect.

Coordination teams and partners invested considerable effort in System-wide strategic processes such as consolidated appeals or strategic response plans, resulting in more inclusive and comprehensive processes and documents. However, these processes dominated country coordination agendas for many months, taking time away from crucial agency operational responsibilities, and to the detriment in many cases assessed, of cluster operational support.

²³<http://www.humanitarianinfo.org/iasc/downloaddoc.aspx?docID=5970&type=pdf>

Most country-level coordination mechanisms did not sufficiently address members' operational needs - especially for coordinated needs assessments; response analysis and gap filling; using information to inform operations and learn from best practice; and enhancing contingency planning and preparedness.

IASC guidance expects clusters to play a role in preparedness. The FSC in Bangladesh focused almost exclusively on preparedness, and showed promising results. In all the other cases examined, food security coordination mechanisms paid very little attention to preparedness, even failing to clarify which coordination arrangements would be activated under different scenarios.

Beyond reporting, the evaluation did not find any efforts by food security coordination mechanisms to strengthen monitoring and evaluation of effects on affected populations. There were also very few systematic attempts to facilitate learning, which could have had an effect on the quality and consistency of responses. Survey findings reflect this imbalance between strong information sharing and weak learning

Factors Influencing the Effectiveness of Food Security Coordination The evaluation identified four main factors that explain these constraints: i) time-intensive, system-wide processes and demands, leading to neglect of the operational objectives of coordination; ii) limited inclusion and participation of governments, national and local organizations, and non-traditional humanitarian actors; iii) variable commitment and capacity of lead agencies, alongside inconsistent donor commitment and support to food security coordination; and iv) insufficient clarity on roles, responsibilities and boundaries in the coordination system.

Cost benefit analysis The direct costs of food security coordination relate primarily to FSC staff time. While a quantitative cost-benefit analysis of food security coordination is not possible, proxy indicators suggest that investments in food security coordination have been worthwhile overall: i) the direct costs of coordination were only a small fraction of the overall food security budget; ii) in the two cases with alternative, internationally led coordination arrangements (Lebanon and Turkey/northern Syrian Arab Republic) humanitarian organizations soon called for cluster-like systems with dedicated coordination capacity and more clearly defined roles, responsibilities and processes; and iii) a clear majority of survey respondents perceived food security coordination as a worthwhile investment. However, the bureaucratic processes involved in coordination, and the time required to comply with them were seen as excessive.

Conclusions and Recommendations

The evaluation concludes that effective food security coordination creates clear benefits for humanitarian organizations and increases the coverage of humanitarian services. It is broadly supported by traditional, international humanitarian actors, which see investments in food security coordination as largely worthwhile. However, food security coordination also faces important constraints, which not only prevent coordination mechanisms from reaching their full potential, but also undermine their operational relevance and put their current achievements at risk. Addressing these constraints and strengthening activities that are relevant to operations should therefore be a priority for the lead agencies and the GST.

Recommendations

The following strategic recommendations, presented in order of importance, are supplemented by more detailed suggestions in Annex I of the full evaluation report. They are addressed to the GST, lead agencies, country coordination teams, cluster members, the IASC, humanitarian country teams and the OCHA.

1. Advocate with and support the IASC in revising standard system requirements to make them less time-consuming and more operationally focused.
2. Enhance mentoring for and capacities of coordination teams in focusing on operationally relevant activities.
3. Enhance the GST's capacity and improve the preparation of deployed teams to strengthen coordination capacity.
4. Enhance nationally led coordination mechanisms and/or increase the involvement of government actors in food security coordination mechanisms to enhance national ownership and sustainability.
5. Engage national and local civil society organizations and non-traditional humanitarian actors more closely in food security coordination.
6. Take action to ensure more consistent commitment and capacity of lead agencies in supporting food security coordination, and advocate for enhanced donor commitment to food security coordination.
7. Work with the IASC, OCHA and other clusters to clarify roles and responsibilities in the coordination architecture, and promote more efficient coordination arrangements.



Full and summary reports of the evaluation and the Management Response are available at www.wfp.org/evaluation

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WFP's use of pooled funds for humanitarian preparedness and response (2009–2013)

Context

This evaluation is part of a series of three concurrent WFP strategic evaluations²⁴ addressing the theme of emergency preparedness and response. This evaluation considers WFP's use of three pooled funds (PFs): the global-level Central Emergency Response Fund (CERF); and two country-based pooled funds (CBPFs) – common humanitarian funds (CHF) and emergency response funds (ERFs) – established as a pillar of the recent international humanitarian reform agenda to facilitate adequate, flexible and predictable humanitarian financing. They contribute to the other humanitarian reform pillars by reinforcing the role of humanitarian coordinators (HCs), promoting cluster coordination, and strengthening humanitarian partnerships.

Pooled Funds in WFP

WFP received a total of USD 825 million from the three PFs over the 2009–2013 evaluation period. Although PFs account for a relatively minor portion of WFP's total funding – approximately 4 percent of donor contributions – WFP is their largest single recipient. The CERF provides more than 80 percent of pooled funding to WFP, followed by CHFs and relatively small amounts from ERFs.

Objectives of the Evaluation

This evaluation analyses the use and benefits of PFs in WFP's preparedness and response, including its work with implementing and coordination partners across 4 main issues highlighted below.

Key Findings and Conclusions

Contribution of PFs to WFP's response

PFs are a positive addition to overall humanitarian funding arrangements, and WFP has capitalized on attributes of the funds to address specific funding requirements. The CERF rapid response window was seen to facilitate rapid response; to a lesser extent, the CBPFs also contributed strategically to operations. However, it was unclear how the CERF underfunded emergencies window

contributed to ensuring adequate response to underfunded emergencies.

The main added value of PFs comes from their relative timeliness, predictability and additionally of financing. There is scope to improve timeliness by bringing greater discipline to the HC/HC team process. While predictability has improved in Level 3 emergencies, funding remains unpredictable for sub-Level 3 contexts, underfunded emergencies, common services and cluster coordination.

For WFP, there are strong arguments for retaining a clear focus on life-saving criteria to avoid diluting PFs in a context of significant underfunding. Preparedness, resilience-building and social assistance would be better supported through complementary funding instruments, as PFs modalities are not well aligned with these objectives.

PFs are well matched to funding common services operated by WFP. There is strong common interest in using them for this purpose, except for funding cluster coordination costs, which are best covered by more predictable budget sources; however, PFs may usefully supplement the financing of coordination costs in large-scale emergencies.

Reconciling WFP's large-scale operations with the project funding model of PFs remains challenging. Earmarking of PFs for specific activities within WFP operations increases transaction costs, constrains the flexibility of response and does little to improve the quality of response. There appears to be need for a compromise that acknowledges the efficiency and effectiveness gains of WFP's operational approach while ensuring that WFP assists OCHA in discharging its responsibilities to donors.

Complementarities between financing instruments

Overall, the CERF and CBPFs were observed to work in synergy at the country level, with each fund having distinct and complementary objectives, mechanisms and partnerships. WFP was relatively consistent in its use of pooled

²⁴ The other two are the joint FAO/WFP Global Food Security Cluster (GFSC), and the

Preparedness and Response Enhancement Program (PREP) Evaluations

funding, in line with the mandates, scopes and capacities of the respective funds.

WFP's need for rapid financing is met primarily through internal advances, which offer advantages of timeliness, volumes and flexibility. However, PFs have an important role in the mobilization of internal advances by providing collateral and revolving advances.

Partnership and coordination mechanisms

WFP has engaged in coordinated strategy development and project appraisal mechanisms to obtain access to PFs. There is evidence that WFP's PFs applications are consistent with common assessment findings and strategic response plans. However, there has been little observable change in the substance of WFP's programmes or the nature of its engagement with partners.

PFs had a limited impact on coordination across the humanitarian system. They mostly worked better in reinforcing coordination structures than solving the challenges of weak or absent systems.

PFs have not led to significant changes in WFP's relationship with cooperating partners. A system-wide CERF analysis²⁵ indicated an average of 42 days from CERF disbursement to WFP, to the first instalment reaching cooperating partners for rapid response grants, and 69 days for underfunded emergency grants. Appropriate strategies for mitigating these bureaucratic delays included direct implementation by WFP, and NGO's use of their own resources to commence operations.

Contributory and explanatory factors affecting WFP's use of PFs

The project-based approach of application and reporting processes for PFs implies that use of the funds incurs additional transaction costs. However, these were judged reasonable compared with those of other funding sources.

WFP could benefit from more clearly defined responsibilities for and leadership of PFs processes. A lack of clear and simple practical guidance specific to WFP to aid country office staff in developing applications for pooled funding results in inconsistent quality of pooled funding proposals and reports. Internal

standards and responsibilities for quality control are unclear, including the support that regional bureaux and Headquarters can provide to country offices.

Several aspects of PFs monitoring arrangements are weak or inappropriate. Reporting at the project level – rather than on overall operations – is demanding and adds little value. The requirement for reporting on “pass-through” of funds to cooperating partners raises specific problems. For instance, the WFP corporate reporting system does not allow to match a specific grant with a specific allocation to a cooperating partner. At the same time, there is insufficient assessment of PFs' contribution to the broader goals of more timely response and the institutionalization of humanitarian reforms.

Recommendations

The following strategic recommendations are supplemented by more detailed suggestions in the full evaluation report. While they are directed at WFP, many issues identified implicitly require attention of PFs managers and donors.

1. Maintain and strengthen the life-saving focus of PFs.
2. Reduce the earmarking of grants from PFs
3. Clarify the criteria for using grants from the CERF underfunded emergencies window.
4. Increase the capacity to utilize PFs as collateral for the release of internal advances.
5. Enhance the contribution of PFs in supporting the operation of common services in emergencies.
6. Consolidate the fulfilment of WFP's coordination responsibilities to improve support for effective use of PFs.
7. Define strategic and operational responsibilities for using and reporting on PFs at all levels.
8. Enhance the quality, efficiency and utility of monitoring and reporting on the use of PFs.

Reference: Full and summary reports of the evaluation and the Management Response are available at www.wfp.org/evaluation. For more information please contact the Office of Evaluation WFP.evaluation@WFP.org



²⁵ CERF. 2014, 'CERF sub grants to implementing partners. Final analysis of 2012 CERF grants'. New-York.

Global Logistics Cluster Evaluation

Jointly commissioned by WFP, Netherlands Ministry of Foreign Affairs and UNICEF

Context The Inter-Agency Standing Committee established the Global Logistics Cluster (GLC) as one of nine clusters in December 2005. WFP was designated lead agency. The cluster was established to address deficiencies identified by the humanitarian response review, including insufficient coordination among humanitarian partners to provide appropriate and timely goods and services to affected populations. Humanitarian logistics continue to evolve in the midst of increasingly frequent and severe disasters in progressively more complex operating environments, including conflict situations. In addition, there continue to be restrictions related to access for humanitarian workers and to import of humanitarian supplies, a proliferation of actors, and persistent under recognition by humanitarian agencies of the importance of logistics.

Global Logistics Cluster The GLC is a group of humanitarian organizations and other stakeholders committed to addressing logistics needs during humanitarian crises, through broad partnerships. The Global Logistics Cluster Support Cell's, (GLCSC's) mission is to facilitate the humanitarian logistics community in exploiting shared assets, aptitudes and competencies at the global and field level.

Objectives and scope of the Evaluation

Key findings and conclusions.

This evaluation, jointly commissioned by WFP, the Netherlands Ministry of Foreign Affairs and UNICEF, analysed the Global Logistics Cluster's (GLC's) performance and results from 2005 to 2012. The purpose of the evaluation was to assess the satisfaction with, and the effectiveness, efficiency, utilization and results of, GLC's products, services and activities at global and country levels. The evaluation was conducted by an independent team from November 2011 to July 2012.

Country Level Results of Logistics Cluster operations The evaluation confirmed the links between GLC inputs and activities and expected outputs related to collaborative response, information sharing, pooled resources, rapid deployment, increased funding for common logistics services and delivery of goods. The cluster's operations enabled outcomes and results including more use of information, increased coordination, better decisions, reduced duplication, greater efficiency, greater predictability and better national preparedness. However, quantifying the cluster's contributions to outcomes was difficult because of limitations in reporting and financial tracking systems, lack of performance indicators, and inconsistent monitoring and data consolidation. Qualitative analysis found that most stakeholders judged that logistics cluster operations brought the greatest improvements to the reach of smaller international non-governmental organizations (NGOs) – with annual budgets of less than US\$100 million – and other organizations lacking heavy logistics capacity.

User value of Global Logistic Cluster Support Cell activities and products The evaluation found that World Food Programme (WFP) inputs of skilled staff, funding, back office systems and leadership enabled the GLC

to undertake the expected global and country activities in information management, operations support, coordination and funding. Prioritization of support to field operations limited the GLC's focus on performance monitoring, cargo tracking systems and partnership activities. Partners were generally very satisfied with GLC information products, and the website was heavily used. Training courses were widely appreciated for their high quality and inter-agency value.

Effectiveness of Partnership management at global and country level

Activities including meetings, training, contingency planning and information management increased collaboration and information-sharing, leading to strengthened partnerships and better coordination at all levels. Coordination and partnerships contributed to improvements in coverage, predictability of service provision, capacity and preparedness. However, the evaluation found that partnership outcomes were limited by factors related to organizations' inconsistent participation in global-level meetings and a decline over the previous three years in GLCSC's outreach to humanitarian logistics leaders and organizations for participation in its strategic planning.

Adaptive learning and GLC decision-making

The evaluation found that discussions at global and country coordination meetings, GLC training sessions and some information products contributed to informal learning and adaptation over time. However, GLC efforts to learn lessons were limited to specific internal exercises and basic surveys of partner satisfaction. The GLCSC demonstrated improvement and learning, but this relied heavily on the core staff consistently employed or deployed in the cluster. Combined with limitations in reporting systems, this situation reduced the ability to quantify achievement of outcomes and identify areas for improvement in the GLCSC or wider system. The cluster

system as a whole is undergoing transformation, driven by lessons learned from implementing humanitarian reform. The GLC may benefit from the additional clarity and emerging guidance, but it will have to adapt to the evolving system.

Conclusions and Recommendations

Overall Assessment

Effectiveness and Results. Overall, GLC operations were relevant, effective and provided value to participating organizations. Logistics cluster activities undertaken at the global and country levels from 2005 to 2011 resulted in better logistics approaches, which increased the effects on beneficiaries by enhancing partners' programme delivery. However, the common logistics services provided by the cluster were only a small proportion of total humanitarian logistics activity. Achieving significant impact on the overall performance of humanitarian response would require expansion of the GLC mandate to address persistent bottlenecks, and increased use of cluster services by humanitarian organizations.

Efficiency. The evaluation found that WFP inputs of skilled staff, funding, back office systems and leadership enabled the GLC to undertake the expected global and country activities in information management, operations support, coordination and funding of common logistics services. However, WFP financial, reporting and tracking systems did not enable the level of transparency required to ensure partners' trust, accountability and performance benchmarking for logistics services. WFP's special account for the GLC and advance funding mechanisms significantly enhanced timeliness and the likelihood of achieving outcomes. GLC prioritization decisions were appropriate, but the costs and benefits of common services were not well communicated.

Utilization and satisfaction. Partners were generally very satisfied with GLC information products, and the website was heavily used. Training courses were widely appreciated for their high quality and inter-agency value. Partners were satisfied with the GLC's activation and deployment of assets in initial phases, but viewed deactivation as more problematic. Partners valued operation products and activities highly, and viewed them as the best developed.

Recommendations

The full version of the recommendations listed below are available at the referenced website.

Recommendation 1. GLC Strategy--Design a three-year GLC strategic plan that settles mandate issues, establishes a shared vision and

partnership attributes, identifies core ("mainstreamed") budget requirements, sets key performance indicators, and identifies communications and branding approaches.

Recommendation 2. – Financial and Reporting Systems --Develop specific systems and practices for the GLC at the global and country levels, to enhance transparency, performance monitoring and management

Recommendation 3. – Organizational Structure and Decision-Making -- Strengthen GLC management and the coherence and consistency of cluster lead agency decisions by clarifying the need for WFP country directors and staff to consult the GLCSC on activation and staffing decisions and separating the Global Cluster Coordinator and Head of ALITE positions.

Recommendation 4. – Improved Partnership – Improve partnerships within the GLC by conducting stakeholder mapping, increasing strategic outreach to key humanitarian logistics actors, considering the establishment of a strategic advisory group, including partners in a systematic lessons learned process, and developing a collaborative project management approach.

Recommendation 5. Human Resources Management --Improve cluster human resource management by establishing a dedicated GLCSC staffing coordinator, developing and maintaining a robust GLC response roster, improving briefing and debriefing of deployed staff, developing a deployment toolkit, finding cost-effective ways of bringing cluster staff together to discuss lessons, and reducing the use of unfunded secondments by exploring alternative external recruitment approaches.

Recommendation 6. – Global Policy and Inter-Cluster Coordination -- Increase engagement in inter-cluster coordination at the policy and operations levels by sharing and seeking good practice with other clusters, contributing timely inputs for field testing of IASC reforms, training cluster staff on the evolving system, collaborating with programme clusters to operationalize new IASC assessment and operations planning tools, and sharing the results of this evaluation with other clusters and major humanitarian actors.



Reference:

Full and summary reports of the evaluation and the Management Response are available at www.wfp.org/evaluation. For more please contact the Office of Evaluation WFP.evaluation@WFP.org

Evaluation of WFP's Preparedness and Response Enhancement Programme (PREP): 2011-2014

Context

Emergency preparedness and response (EPR) is WFP's core operating area. Responding to emergencies and protracted crises accounted for at least 78 percent of WFP's total direct expenses over the last four years. In 2010, following three large-scale and highly visible emergencies that stretched WFP's response capabilities, WFP's management called for action to address the challenges.

Launched in 2011 for three years, and later extended until December, the Preparedness and Response Enhancement Programme (PREP) aimed to ensure WFP's ability to respond effectively and efficiently to a scenario of three large-scale emergencies a year. PREP implemented more than 70 activities designed to strengthen five priority outcome areas: i) personnel; ii) finance and financial risk management; iii) accountability; iv) food and non-food stocks; and v) external partners. PREP received USD 41 million – 43 percent of its total requested budget of USD 95 million. 94 percent of funding was from extra-budgetary sources.

PREP was implemented during a period of highly complex internal and global conditions: WFP restructuring and decentralizing to support the shift from food aid to food assistance; the Inter-Agency Standing Committee's Transformative Agenda launched to improve the global humanitarian system; and an unprecedented number of complex and long-duration Level 3 emergency responses.

Objectives and Scope of the Evaluation

The evaluation, conducted between August and December 2014, assessed PREP's relevance, appropriateness, effectiveness, sustained contribution, and its supporting and constraining factors. It included case studies of recent Level 3 emergency responses,²⁶ staff surveys, internal/external interviews, and document/data review. Gender issues were systematically considered and data were disaggregated by gender wherever possible. The evaluation was part of a series of strategic evaluations on WFP's emergency preparedness and response.

Key Findings

The evaluation found that PREP's design was highly relevant to addressing WFP's internal challenges and implementing the Transformative Agenda. It also found that PREP contributed to important achievements across its priority intended outcome areas:

Personnel: moderate improvements in the timely deployment of qualified surge capacity to Level 3 emergencies through a corporate emergency response roster and inter-divisional emergency training.

Finance and financial risk management: improvements in the volume of and timely access to advance financing, which are essential for WFP's rapid response and early scale-up.

Accountability: improvements in the timeliness, consistency and user-friendliness of information; formal assignment of roles and responsibilities in Level 3 emergencies; and systematic use of strategic and operational task forces and lesson-learning from Level 3 emergencies.

Stocks: support to the pre-positioning of ready-to-eat foods, and modest investments in WFP's logistics capacity.

External partners: a stronger framework for WFP's work with national authorities and better civil–military coordination.

However, by the end of the Programme several activities were not completed, including amongst others, leadership training and deployment, staff health and well-being measures, and review of corporate response stocks.

Other activities such as the emergency response roster, and the emergency preparedness and response package are in need of refinement and/or lack ownership and uptake in WFP.

PREP was too focused on the early phases of sudden-onset disasters rather than the full range of emergency scenarios, and insufficient attention was paid to the phases prior to declaration of a corporate emergency. Important areas such as relationships with cooperating partners, cash and voucher programming, protection, and accountability to affected populations were either not covered by PREP, or not yet sufficiently addressed by other initiatives. In addition, insufficient attention was directed to the quality or appropriateness of assistance.

²⁶ Iraq and Cameroon in 2014; South Sudan, the Syrian crisis and the Philippines in 2013–2014.

PREP's dynamic leadership and skilled staff were critical to its achievements. Its cross-functional approach and ability to provide analysis and develop concepts enabled progress in several areas. However many respondents viewed PREP as overly complex; insufficiently clear on what it aimed to achieve and how; and too top-down and, Headquarters-centric in its implementation approach.

Perceptions of PREP's overall effectiveness diverged strongly among WFP staff; while the evaluation noted progress in many important areas, it also raised strong concerns about the sustainability of many PREP activities and achievements.

PREP could have achieved more through better prioritization; enhanced communication with the field to strengthen ownership and application of frameworks, tools and guidance; and a more comprehensive approach that addresses phases beyond immediate response and emergency scenarios beyond sudden-onset natural disasters.

Conclusions and Recommendations

PREP was a relevant initiative to help WFP strengthen its capacity to respond to increasingly complex, global humanitarian challenges. The evaluation team concluded that as a result of the investments in PREP, important achievements were realised in all of PREP's outcome areas.

PREP's accomplishments were achieved while WFP and its Emergencies Division were challenged by an unprecedented number of long-duration and complex Level 3 emergencies, far exceeding the scenario of three corporate emergencies a year on which PREP was based. PREP was challenged by its wide scope, high level of ambition and implementation approach, which – combined with a funding level of less than 50 percent – limited its overall success.

WFP continues to face critical gaps in EPR capacity, with several PREP activities not having been completed, others needing refinement and some areas not adequately addressed.

PREP's approach did not always build sustainable commitment to activities undertaken. PREP focused too much on generating frameworks, tools and guidance, without investing enough in communicating and supporting their uptake and application.

PREP's reliance on extra-budgetary funding brought in needed resources but did not establish a sustained base of core resources for addressing continuing EPR strengthening needs.

To ensure that PREP's investments and achievements are not lost, EPR strengthening should be fully integrated into the work of all relevant WFP units, building on PREP's efforts to leverage knowledge and learning and its cross-functional approach. Increased emphasis should be placed on consultations with field staff and partners on the design, adjustment and roll-out of activities.

Recommendations

The evaluation made four main recommendations:

- i. Reinforce emergency preparedness and response strengthening as a corporate priority, adopting an integrated agenda that considers all phases of response and levels of emergency including complex and protracted types;
- ii. Focus on three priorities for future EPR strengthening: staff capacity, relationships with cooperating partners, and cash and vouchers programming;
- iii. Clarify and enable the Emergency Preparedness and Support Response Division's role in supporting Corporate EPR strengthening;
- iv. Refine and complete several major PREP activities.



Reference: Full and summary reports of the evaluation and the Management Response are available at www.wfp.org/evaluation

For more information please contact the Office of Evaluation WFP.evaluation@WFP.org

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Acronyms

CERF	Central Emergency Response Fund
CHF	Common Humanitarian Fund
EMG	Executive Management Group
EPR	Emergency Preparedness and Response
ERF	Emergency Response Fund
HRM	Human Resources Division
IASC	Inter-Agency Standing Committee
IRA	Immediate Response Account
L1, L2, L3	Level 1, 2 and 3 emergencies
NGO	non-governmental organization
OSE	Emergency Preparedness and Support Response Division
PREP	Preparedness and Response Enhancement Programme

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