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EVALUATION REPORTS

Agenda item 7

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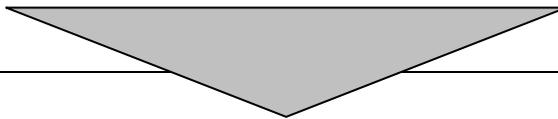
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OFFICE OF EVALUATION WORKPLAN: 2003–2004

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This document is submitted for information to the Executive Board.

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

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INTRODUCTION

1. As in previous years, the Office of Evaluation (OEDE) is presenting its two-year rolling plan of work to the Annual Session of the Executive Board for information. The work plan emphasizes the visible part of OEDE's activities, listing the evaluation reports that will be considered by the Board, and presents the activities of OEDE as an organizational unit.
2. In May 2002, OEDE presented to the Annual Session of the Executive Board for approval the Policy for Results-Oriented Monitoring and Evaluation.¹ In line with recent decentralization, many evaluations of operational projects and programmes were to be managed at the field level in future. OEDE would concentrate on thematic, policy and other corporate issues and on evaluations of some of the largest operations, especially relief operations; the reports would be submitted to the Executive Board, as at present. OEDE would support regional bureaux and country offices in managing decentralized evaluations through normative guidance, advice on terms of reference and availability of experienced consultants. OEDE proposed to produce an annual report, covering the main findings and lessons of these decentralized evaluations.
3. Board members agreed on the broad thrust and importance of the policy, especially its commitment to results-based management (RBM), and they stressed the need for a monitoring and evaluation (M&E) implementation plan. Implementation of the policy would have important implications in terms of capacity and financial costs, particularly for regional bureaux and to a lesser extent for country offices. The costs of enhanced monitoring are likely to be higher than the costs of decentralized evaluations. Evaluation costs are easier to estimate for future corporate budgeting purposes, whereas monitoring costs are diffused throughout the budgetary system, because inputs are varied.²
4. The policy paper is being revised to take into account the observations made during the Board's discussions; an M&E implementation plan is currently in preparation. The revised policy paper and implementation plan will be presented to the Third Regular Session of the Executive Board in October 2003.³
5. In terms of organization, the OEDE moved in February 2003 from the Office of Oversight to the new Division for Results-Based Management (OEDR), which is headed by a Director (D-2) who reports directly to the Executive Director. OEDR has two offices: OEDE and the newly-created Office of Performance Measurement and Reporting (OEDP). This new arrangement should allow OEDE to concentrate on its core evaluation work in future; the Office of Performance Measurement and Reporting will concentrate on corporate guidance and support for monitoring and reporting.
6. The two-year rolling work plan sets out OEDE's intended areas of work. It is subject to amendment as new needs arise and new areas of activity are identified, taking into account special requests by senior management and the Executive Board. The work plan must be

¹ Document WFP/EB.A/2002/5-C dated 18 April 2002.

² Consisting of items such as staff, consultants, equipment, vehicles and travel costs.

³ The October 2003 session will also approve the 2004–2005 Management Plan of the Programme, including the biennial budget.



flexible to allow for unanticipated activities. Consultations with the seven regional bureaux and Headquarters divisions on the plan have been enhanced.⁴

7. With regard to the previous work plan, two thematic evaluations per annum are currently covered under OEDE's core programme support and administrative budget (PSA). All other evaluations are to be funded from direct support cost (DSC) budgets or extra-budgetary funds. Complex thematic evaluations involving country case studies would be more expensive than the funding provision made in the present biennial PSA budget and would have to be supported by additional budgetary resources.⁵ The M&E implementation plan will address these issues.

THE PAST YEAR—2002 OVERVIEW

8. The 2002–2003 work plan presented to the Executive Board in May 2002 is being implemented with some adjustments.⁶
9. Seventeen evaluation reports were presented to the Executive Board during 2002, including some from missions undertaken during the previous year.
10. During 2002, work was completed on two thematic evaluations—WFP's Country Programme Approach and its Commitments to Women, 1996–2001. The commitments to women evaluation was one of the most comprehensive in recent years, consisting of nine reports and the summary report submitted to the Board for consideration.⁷
11. A further eight new evaluations were undertaken during the year:
 - four first-generation country programme evaluations: Benin, El Salvador, Kenya and Niger;
 - two protracted relief and recovery operation (PRRO) evaluations: African Great Lakes and Iran;
 - a real-time evaluation of the southern Africa emergency operation, which is continuing into 2003; and
 - a thematic evaluation of the PRRO category (initiated).
12. A supplementary review of the West Africa coastal PRRO was undertaken in preparation for the full evaluation planned for late 2003.
13. During 2002, OEDE provided significant support to the European Community Humanitarian Office (ECHO)-commissioned external evaluation of its contribution to WFP programmes in Afghanistan, Eritrea, Serbia and Tanzania, which formed the basis for a synthesis report that would guide the future ECHO-WFP relationship.

⁴ For instance, all regional bureaux provided valuable input to the regional evaluation spreadsheets for 2003–2004, during an exercise in September–December 2002.

⁵ This was the case with the Commitments to Women thematic evaluation.

⁶ Document WFP/EB.A/2002/7, dated 17 April 2002.

⁷ The nine reports that comprised the documentation for the Commitments to Women thematic evaluation were the full summary report, the report on methodology, the desk review/programming, the desk review/Human Resources and five country case studies—Colombia, Mali, Pakistan, Sri Lanka and Sudan.



14. The planned Afghanistan evaluation was postponed; it will take place in early 2004. A planned OEDE evaluation of the Armenia PRRO was converted to a country office evaluation at the suggestion of the regional bureau.
15. OEDE's evaluation capacity was constrained in 2002 because two out of six professional evaluation officer posts (P-5 and P-4) were vacant for part of the year as a result of the recruitment freeze.

ORIENTATION OF THE 2003–2004 WORK PLAN

Evaluation

16. OEDE's work plan is based on the following premises:
 - i) a shift away from project evaluations towards thematic, policy and other evaluations or reviews of particular interest to senior management and the Executive Board; OEDE-managed operational evaluations will be carried out for the largest operations only;
 - ii) an effort to focus evaluations on WFP's humanitarian relief role—EMOPs, PRROs and SOs—account for 85 percent of all resources; and
 - iii) evaluations of first-generation country programmes.

OEDE will be involved in external evaluations, such as the German-initiated evaluation of Enabling Development and in joint United Nations evaluations.

17. Evaluations will follow OECD-Development Assistance Committee (DAC) guidelines on relevance, efficiency, effectiveness and impact, as well as on the DAC guidelines for the evaluation of humanitarian assistance. With regard to thematic operations, a preliminary review may be undertaken in order to help identify issues that need further research.

⇒ *Thematic Evaluations and Reviews*

18. OEDE plans for thematic evaluations and reviews in 2003–2004 are as follows:
 - a review of WFP's decentralization process, including costs and impact on programming;
 - a thematic evaluation of WFP nutrition interventions;
 - a review of the impact of OEDE evaluations on operational improvements and longer-term corporate learning;
 - a thematic evaluation of food for assets (FFA) and their role in safety-net programmes;
 - an externally managed evaluation of the role and work of the Inter-Agency Standing Committee (IASC) led by OCHA; and
 - the externally managed evaluation of the Enabling Development policy.⁸

⁸ A proposal put forward by Germany in 2002, since supported by eight other donor countries.



⇒ *An Overview of Operational Evaluations*

19. During initial dialogue with the seven regional bureaux about the implications of the proposed new M&E policy, OEDE prepared regional evaluation spreadsheets in order to identify likely assignments of managerial responsibility among OEDE, the regional bureaux and the country offices during 2003–2004. This indicated up to 68 evaluations to be undertaken during the biennium, 20 to be managed by OEDE, 14 by regional bureaux, 8 by country offices using consultants and 26 self-evaluations by the country offices, using their own staff.⁹ The regional evaluation plans are being finalized to provide input to the M&E implementation plan.

⇒ *Development Evaluations*

20. The OEDE-managed field-based evaluations resulting from analysis of the regional bureaux' spread sheets include seven first-generation country programme evaluations and two country development portfolio evaluations; details are given at the end of this document. Three or four of the countries to be covered by the country programme or development portfolio evaluations may be included as case studies in the external evaluation of Enabling Development, in which case there may be an argument for not duplicating the work with a separate OEDE-managed evaluation, thus leaving more space in the work plan for other unanticipated activities.

⇒ *Humanitarian/Relief Operations*

21. Work will continue in 2003 on the Programme's first real-time evaluation (RTE) of the southern Africa emergency operation, which started in July 2002. The third and final RTE mission to the region will take place in May 2003; the RTE report will be presented to the Executive Board in October 2003. This evaluation is a pilot; lessons from the experience will be reviewed to improve the approach and methodology of this innovative type of evaluation, which aims to provide immediate feedback to operational staff and lessons for corporate learning. A second real-time evaluation of a new emergency operation is envisaged during the biennium.
22. At the request of the Transport, Preparedness and Response Division (OTP), OEDE will manage a review of the Afghanistan United Nations Joint Logistics Centre (UNJLC) which should provide input for the Afghanistan relief operations portfolio evaluation foreseen for 2004.
23. The six relief portfolio evaluations foreseen will examine some of the Programme's largest relief operations, most of which have been going on for many years. Some have been evaluated in recent years but need to be re-evaluated because of changed circumstances in the countries concerned; Angola is an example. The six operations, of which four are in Africa, are listed at the end of this document. It is planned to examine the relief-to-development continuum in more depth in Malawi after the current drought-relief operations have been completed. Two PRROs will be evaluated in the Democratic Republic of the Congo and coastal West Africa. The previous OEDE-managed evaluation of the latter operation was in the mid-1990s.

⁹ Country offices may choose to use consultants to facilitate the self-evaluation process, in line with the draft M&E policy and new guidelines.



⇒ **Monitoring and Evaluation Support and Co-ordination**

24. As noted above, the revised M&E policy paper and M&E implementation plan will be presented to the Third Regular Session of the Executive Board in October 2003. OEDR/OEDE will take the lead in revision of the M&E policy paper; the Operations Department will take the lead in development of the M&E implementation plan. Both will be in close collaboration with OEDR.
25. Work continued on WFP's corporate M&E guidelines last year. Following field testing, the draft guidelines were re-structured with a focus on "how to...". The new structure makes it possible to use the same version of the M&E guidelines online, in print and for training purposes. The guidelines and the new trilingual M&E glossary were published on the WFP intranet; they are now available on CD-ROM, and on the updated electronic Programme Design Manual (PDM) as of December 2002. This concluded a three-year process of work that involved three consultancy arrangements for different stages of the preparation and a significant amount of OEDE staff time. The guidelines will be periodically updated by OEDR as further field use reveals areas for improvement or examples of best practice.
26. A four-phase M&E training programme based on the new M&E guidelines was initiated in Eritrea, Ethiopia and Uganda during 2003. The programme enables teams of WFP and partner staff to improve their mastery of M&E strategy design and implementation, teamwork and knowledge sharing and use of computer-based training resources. Trained WFP and partner staff are expected to use skills and tools consistent with the guidelines to design M&E strategies for their relief operations or development projects and to initiate implementation these strategies. The Operations Department assisted by OEDR, will take over M&E training and extend it to other regions after completion of the pilot phase in East Africa later this year.
27. The network of M&E focal points doubled to 180 participants after its first year. M&E field staff are supported via e-mail and telephone, the evaluation memory system (EMS)—an electronic archive of evaluation reports from 1990 to the present—and the internal M&E magazine *The Indicator*. To support M&E capacity-building among WFP and partner staff and to enhance corporate access to M&E information, including the M&E knowledge and skills of WFP field staff, a new website has been field tested and will be set up during 2003. OEDR will continue this work throughout the biennium.
28. During the past two years, OEDE organized and managed M&E improvement consultancies in over 20 twenty countries thanks to United Kingdom/Institutional Strategic Partnership (ISP) funding. M&E consultants visited country offices for between two and four weeks and advised on design and development of new M&E systems or, more usually, improvements to existing systems. The main objectives were to harmonize and simplify M&E systems and make M&E more results-based, with sound indicators and data collection methods, using the logical framework approach. The consultancies covered Albania, Burundi, Colombia, Democratic Republic of the Congo, the Dominican Republic, El Salvador, Georgia, India, Kosovo, Madagascar, Malawi, Mali, Mauritania, Myanmar, Nepal, Nicaragua, Niger, Serbia, Somalia, Sri Lanka, Tajikistan, Tanzania and Yemen. In a post-mission quality-assessment exercise conducted by OEDE in consultation with the country offices concerned, three missions were rated excellent, eleven were good, two average and three were rated negatively. The most recent missions are pending assessment at the time of writing.
29. OEDE anticipates that this ISP-funded support for M&E consultancies will now be decentralized to the seven regional bureaux, which will apply directly for funding from 2003 onwards on behalf of their country offices. OEDE is ready to advise on terms of



reference and choice of consultants. To support this activity, OEDE developed a database of qualified M&E consultants in early 2003.

30. OEDE has participated in numerous United Nations inter-agency and Headquarters thematic working groups. It has provided written and oral inputs into their studies and guidance material, for example the United Nations Simplification and Harmonization working group and WFP's gender, RBM, HIV/AIDS and programme design manual working groups. OEDE participates in the work of the Project Review Committee, now under decentralized chairmanship and provides feedback for designing further operations.



SUMMARY OF THE 2003–2004 WORKPLAN

Evaluation and Monitoring Systems Development¹⁰

- Revision of the Policy for Results-Oriented Monitoring and Evaluation in the World Food Programme (OEDR).
- Finalization of the M&E implementation plan (OD, with OEDR).
- Promotion of the new corporate M&E guidelines (OEDR).
- Initiation of the programme of M&E training, based on the new M&E guidelines, with a pilot phase in three East African countries in the first nine months of 2003 (OEDR).¹¹
- Preparation of evaluation guidelines, including self-evaluation and real-time evaluation.
- Maintenance of EMS, development of the OEDE website and publication of *The Indicator* (OEDR).

Evaluations of Projects, Programmes and Operations

1. EMOPs:
 - Southern Africa real-time evaluation;
 - Sahel drought; and
 - second real-time evaluation (to be identified).
2. PRROs:
 - Democratic Republic of the Congo; and
 - West Africa Coastal.
3. Country programme development:¹²
 - Bangladesh
 - Burkina Faso
 - Chad
 - Nepal
 - Rwanda
 - Tanzania

¹⁰ Recent organizational changes mean that some work previously undertaken by OEDE is now shared with OEDR and other divisions/departments. Where OEDR is shown in brackets as a division, the responsibility for undertaking the work will normally include OEDE.

¹¹ As noted corporate M&E training is to be taken over by the Operations Department, with support from OEDR, from late 2003 onwards, once the East Africa pilot phase is completed.

¹² As stated, some of the seven country programme or two development portfolio evaluations may be subsumed into the joint external evaluation of Enabling Development as country case studies.



- Uganda
- 4. Development project portfolios:
 - Ecuador
 - Cuba
- 5. Relief portfolio evaluations:
 - Afghanistan
 - Angola
 - Eritrea
 - Malawi (relief to development)
 - Sudan
 - Tajikistan
- 6. Thematic evaluations/reviews:
 - the PRRO category;
 - WFP decentralization;
 - WFP nutrition interventions;
 - food for assets and its role in safety net programmes; and
 - preparatory research for an HIV/AIDS evaluation.
- 7. Involvement in other evaluations:
 - external evaluation of the effectiveness and impact of the Enabling Development policy of WFP.
- 8. Reviews/studies:
 - UNJLC;
 - review of IASC, led by OCHA; and
 - the impact of OEDE evaluations on operational improvements and longer-term corporate learning.



LIST OF ACRONYMS IN THIS DOCUMENT

DAC	Development Assistance Committee
DSC	Direct support cost
ECHO	European Community Humanitarian Office
EMOP	Emergency operation
FFA	Food for assets
IASC	Inter-agency Standing Committee
ISP	United Kingdom/Institutional Strategic Partnership
M&E	Monitoring and evaluation
OEDE	Office of Evaluation
OEDP	Office of Performance Measurement and Reporting
OEDR	Division for Results-Based Management
OTP	Preparedness and Response Division
PDM	Programme Design Manual
PRRO	Protracted relief and recovery operation
PSA	Programme support and administrative budget
RBM	Results-based management
RTE	Real time evaluation
SO	Special operation
UNJLC	United Nations Joint Logistics Centre

