

# Towards a Theory of Change for the World Food Programme 2022-2026

WFP Board Consultation

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# Understanding the problem

Matt Andrews

# What Problem Must WFP Address?

Since 2017, The WFP mission centers on SDG 2 and SDG 17:

- Helping partner countries end hunger, and
- Helping other partners promote development

The problem is that The WFP's partners are struggling:

- We lack SDG 17 metrics, but indications suggest development has slowed
- And on SDG 2, measures show partners are falling behind

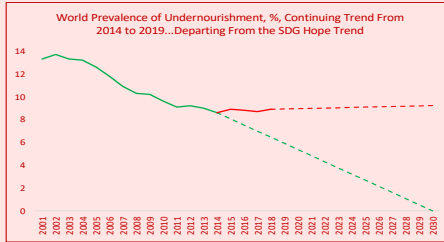
**“the world is not moving towards but away from Zero Hunger”  
and could end up with rates of hunger and undernourishment in 2030 that we saw  
last before 2010**

# Consider Global Averages For all Parts of SDG 2 (Where We Have Data)

**Target 2.1:** By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round

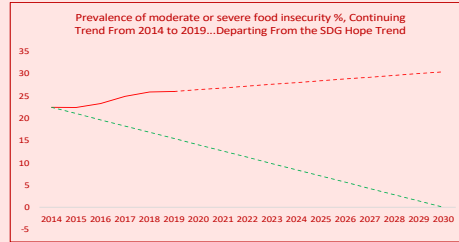
**Indicator 2.1.1: Prevalence of undernourishment**

**Goal = 0 by 2030**



**Indicator 2.1.2: Prevalence of moderate or severe food insecurity in the population, based on the Food Insecurity Experience Scale (FIES)**

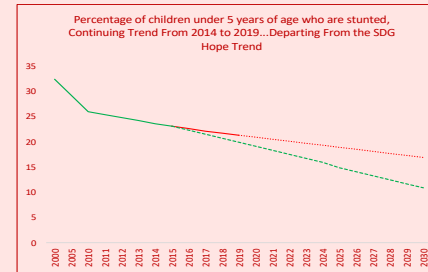
**Goal = 0 by 2030**



**Target 2.2:** By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons

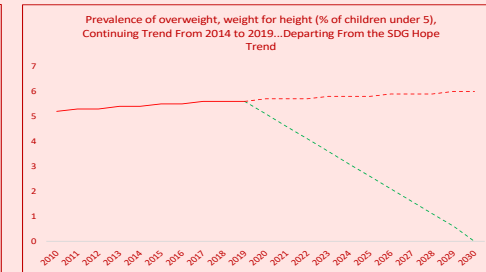
**Indicator 2.2.1: Prevalence of stunting (height for age <-2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age**

**Goal: 40% down from 2012 by 2025 and continued**



**Indicator 2.2.2: Prevalence of malnutrition (weight for height >+2 or <-2 standard deviation from the median of the WHO Child Growth Standards) among children under 5 years of age, by type (wasting and overweight)**

**Goal: Unclear 40% down from 2012 by 2025 and continued**



We have less data for wasting but regional data shows even worse current situations in many countries, regions

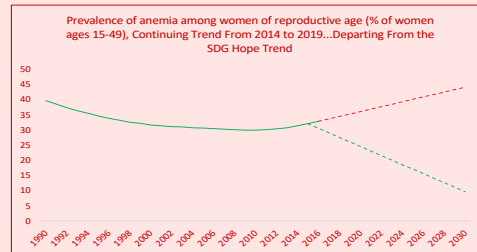
## Target 2.2 contd.

**Indicator 2.2.2 contd: Prevalence of malnutrition (weight for height >+2 or <-2 standard deviation from the median of the WHO Child Growth Standards) among children under 5 years of age, by type (wasting and overweight)**

**Goal: Unclear % wasted 40% down from 2012 by 2025 and continued**

**Indicator 2.2.3: Prevalence of anaemia in women aged 15 to 49 years, by pregnancy status (percentage)**

**Goal: Unclear % wasted 40% down from 2012 by 2025 and continued**

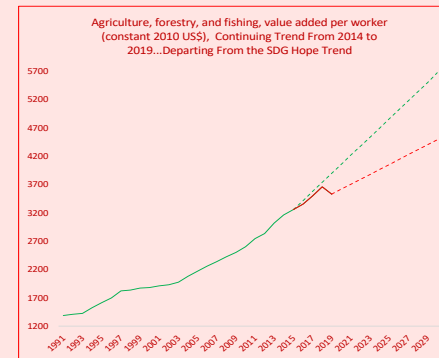


Time series data only available at country level, but similar trend seems apparent in many countries

**Target 2.3:** By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment

**Indicator 2.3.1: Volume of production per labour unit by classes of farming/pastoral/forestry enterprise size**

**Indicator 2.3.2: Average income of small-scale food producers, by sex and indigenous status**

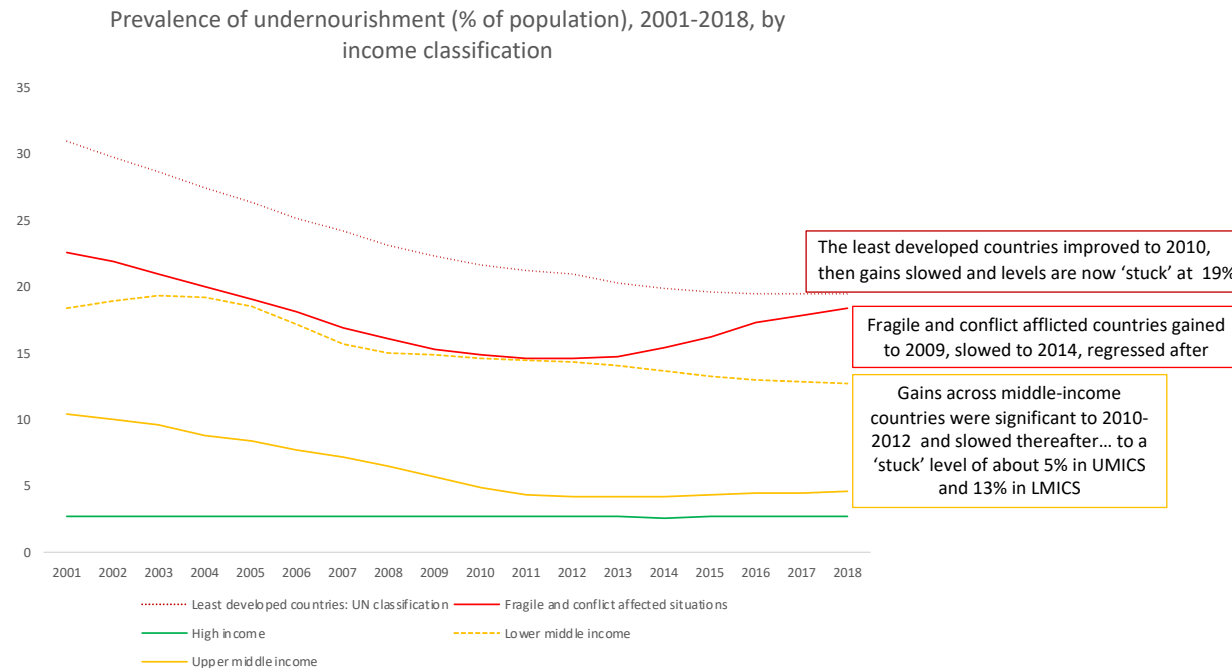


Date barely available

# This is a Complex Problem

Influenced by many entities (with different roles, power, influence)

Manifesting in different ways across different contexts



**With no obvious solution (We have been stuck for a decade now)**

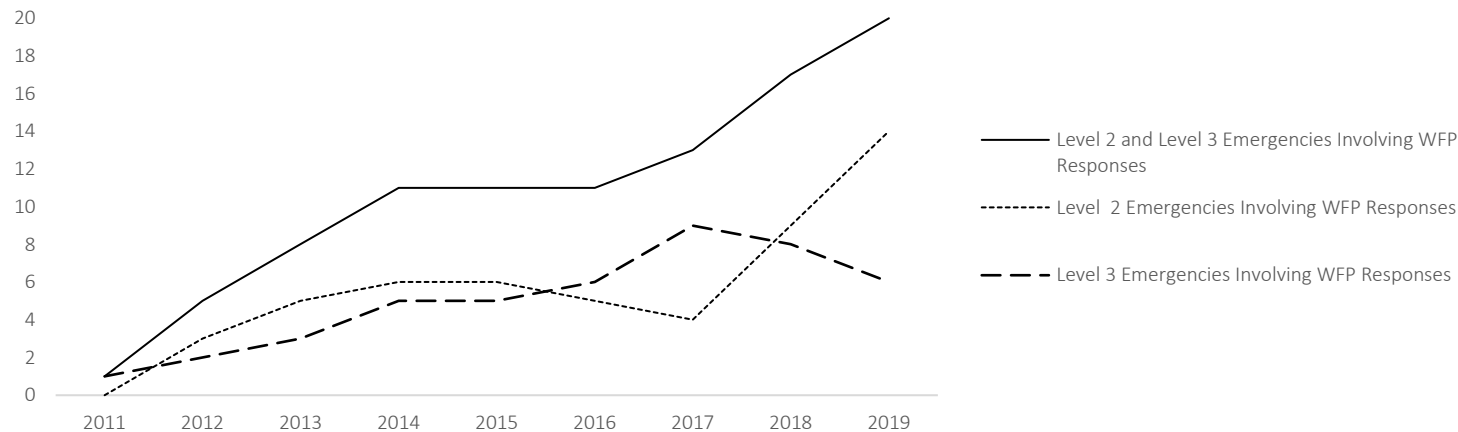
*And the added uncertainty of Covid-19*

# Instead of Focusing on Solutions That Do Not (Yet) Exist, Let's Ask: What is Causing This Problem?

## First set of evidence – Macro drivers of hunger have worsened

- poverty, inequality, social access, etc. impact food security, nutrition
  - largely because of shocks (economic, conflict, climate change, etc.)
  - and because of accumulation of stressors
  - and persistent structural weaknesses of many country systems

Number of WFP Emergency Response Engagements Per Year, 2011-2019



**Shocks** increasingly impact food security and nutrition negatively.



**Stressors** increasingly impact food security and nutrition negatively.



Persistent **structural vulnerabilities** undermine food security and nutrition.

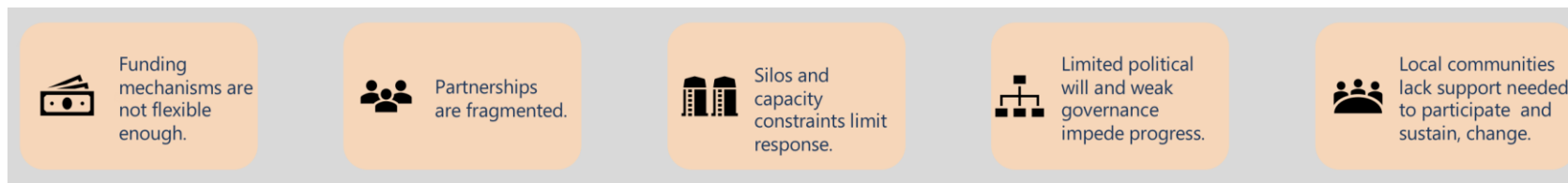
## Second set of evidence – Insufficient provision of ‘mitigation’ responses

- we have evidence of interventions that help mitigate hunger
  - but we do not have enough of these interventions, or systems that can sustain them
  - or pursue them broadly, quickly, and effectively enough to keep up with the macro shocks

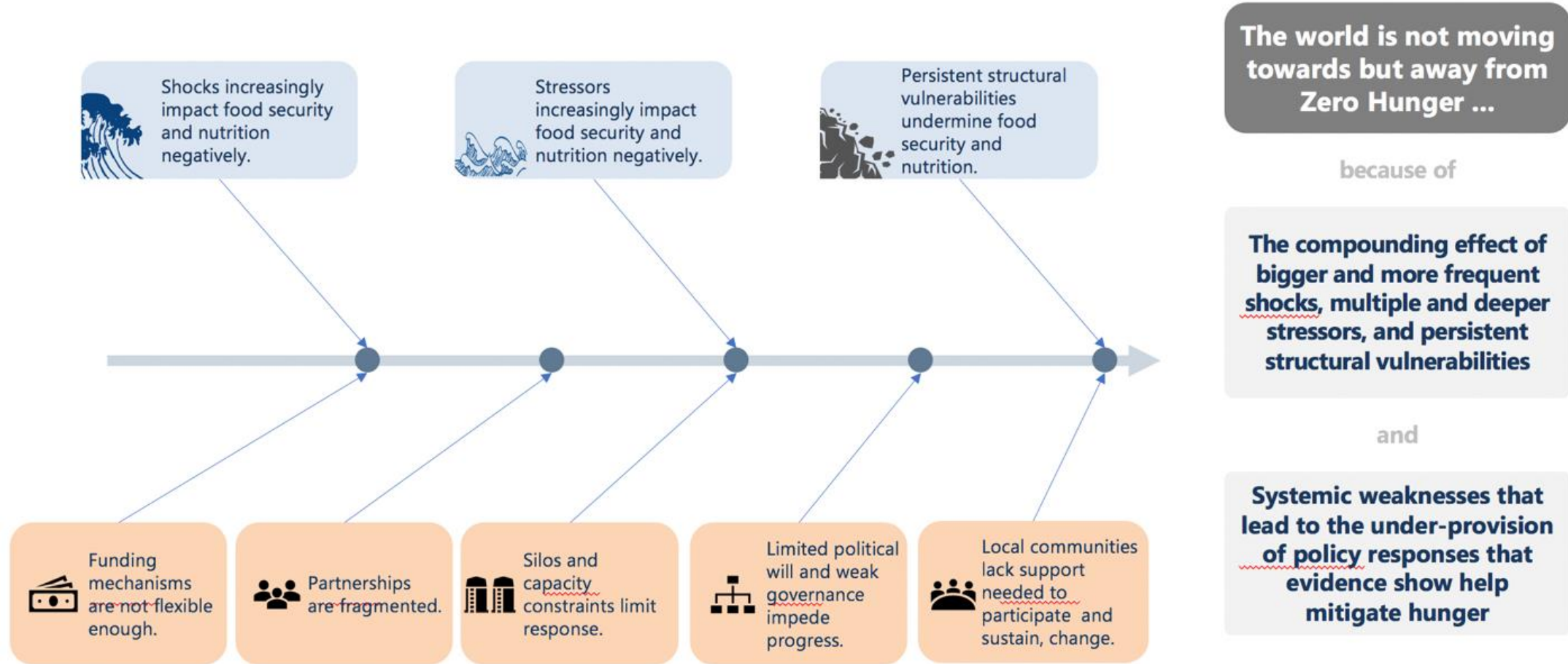
Sectors of intervention	Sensitive to nutrition (dealing with underlying causes)	Specific for nutrition (dealing with specific symptoms)
Agriculture	Promotion and support of smallholder horticulture production; investments in research and extension supporting productivity gains in foods rich in nutrients; promoting food market development to increase smallholder farmer incomes and price accessibility to diets rich in nutrients	Enhanced agriculture extension with messaging on optimal diet choices; facilitating access to rural finances for farmers, food processors and traders (particularly focusing on women’s involvement); interventions supporting optimal levels of consumption of foods rich in nutrients (eg, poultry promotion/vaccination, egg marketing, fruit/vegetable cold chain marketing)
Health	Establishment of high quality, high coverage health services, including nutrition counselling and reproductive health; effective reduction of the burden of infectious diseases; promotion of evidence based dietary guidelines to the population	Promotion and facilitation of exclusive breast feeding and early child development, targeted food supplementation of underweight mothers; cash transfers for populations at risk; micronutrient supplementation; management of diseases (access to impregnated bed nets, reduction of household air pollution through improved stoves and fuel); maternal deworming (which may improve anaemia)
Education	Universal enrolment and retention of girls in schools; use of schools to provide instruction on nutrition and health; promotion of awareness of a healthy diet through school gardening; enhanced curricular initiatives on diet, and physical activity	Healthy meals/snacks provided in schools (and other institutions), using locally procured foods, as appropriate; deworming and vaccination at school; after-school outreach education programmes for adolescent girls, focusing on antenatal nutrition and health
Water and sanitation	National and local programmes that eliminate open defecation; universal provision of clean water; promotion of good sanitation and hygiene practices	Promotion of hygiene and sanitation best practices in households; use of improved water sources; facilitating access to improved toilets
Market development	Micronutrient fortification of widely accessible foods, including salt iodisation; quality and food safety regulation	Development of rural feeder roads and other infrastructure (facilitating sale of produce and access to a diversity of fresh produce at markets)
Resilience building	Implementing effective social safety nets that smooth income flows and food consumption among vulnerable groups	Preparedness for rapid establishment of targeted management/treatment of acute malnutrition; targeted use of specialised nutritious food products to individuals at risk in emergencies

*Source:*  
Webb, et al.,  
2018.  
Hunger and malnutrition in the 21st century. *BMJ*, 361.

- because of systemic weaknesses in the ‘global hunger field’



# Putting It All Together





# Developing a Theory of Change

Peter Harrington

# Key things to remember about ToCs

- **Variation:** Theories of Change vary greatly – granularity
- **Purpose:** It is a tool, a vehicle for useful conversations – internal and external
- **Evidence:** It should not be a static tool – facilitates learning and thinking and questioning, and guides better evidence
- **Process:** The process is as important as the product. It has been consultative

# Challenges with an organizational ToC

1. Capturing the full scale of the organization
2. Practical use
3. Measurement
4. Complexity
5. *Relationship to strategy*

# The ToC has to do a lot of things at once...

It must be coherent and descriptive:

- Capture the breadth of activities and actors in WFP
- Be practical and useful
- Reflect evidence where it exists
- Capture complexity and non-linearity in a simple way

What about strategy?

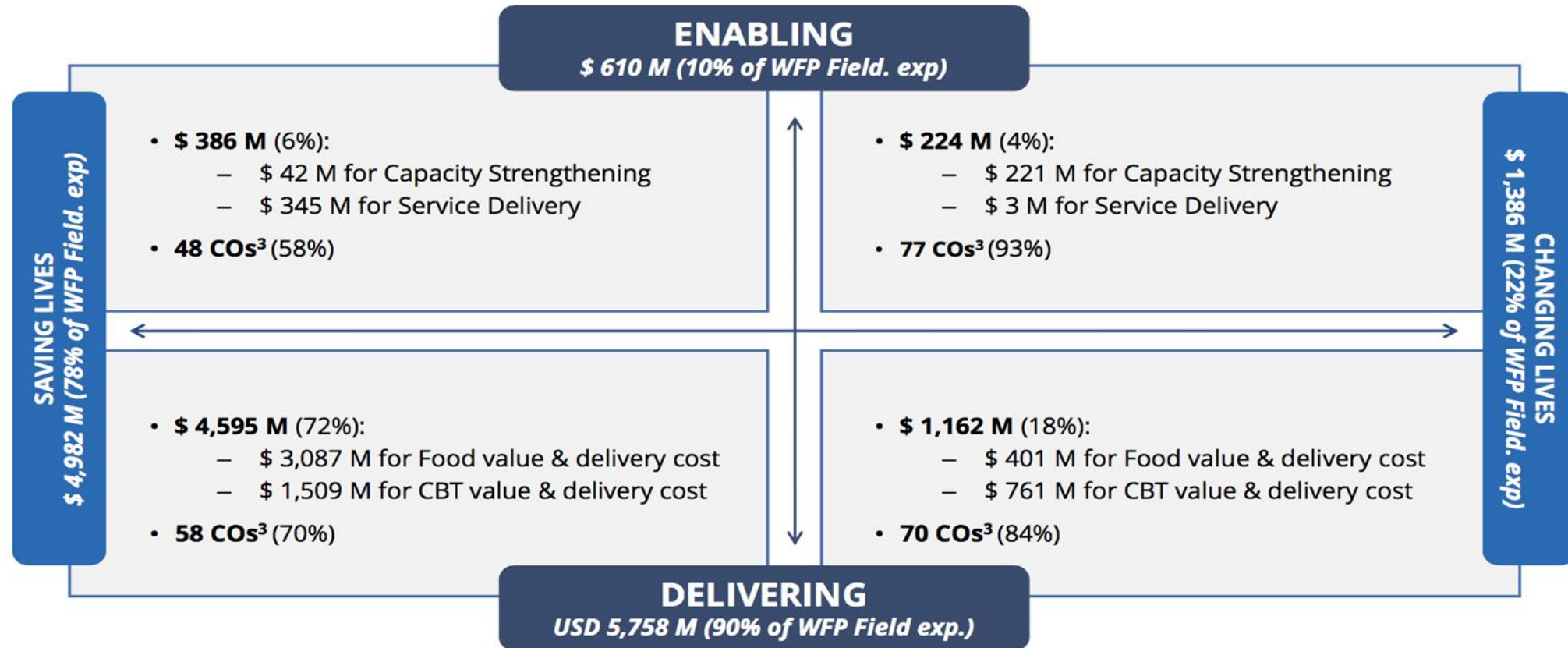
# How does the ToC link to strategy?

- Do ToCs complement or frustrate strategy? Is it too fixed and static?
- A ToC not at odds with strategic behaviour as long as it is understood as part of a learning and sense-making process
- The ToC is a step in the overall Strategic Plan process – lies upstream. But it cannot be merely descriptive of the status quo (i.e. WFP's implicit ToC)
- It must be prescriptive – build in 'strategic elements' forward-thinking ideas, shifts and 'stretch'

# WFP's funding tells a story

## WFP's Interventions through two axes

WFP Field expenditure (excluding DSC<sup>1</sup> and Implementation) by focus area<sup>2</sup> in 2019



Note: Not including Implementation (IMP) which represents \$ 471 M in 2019 for CO and RB

1. DSC – Direct Support Costs; 2. "Trust Funds" not included as they account for <1% of field exp.; "SOP" included under Crisis Response; 3. Have been excluded from the count RBs and countries with no COs  
Source: WINGS data, excluding special accounts

# Storylines

- 30+ interviews and a lot of documents and literature
- Some common themes:
  - The problem is evolving – more complex (shocks, stressors and structural)
  - WFP's SL footprint is vital, and provides a powerful platform for CL
  - WFP contributes across a wide range of SDGs
  - It needs to look very different in different contexts
  - But is severely constrained by:
    - Earmarked budgets
    - Uneven capabilities especially
    - The need for better coordination and adaptation to context
    - Limited political will and governance

# Five key strategic themes

## 1. Leveraging versatility

WFP's versatility and footprint is often its comparative advantage

## 2. Rethinking the protagonist

The centrality of others' capability, agency and ownership in tackling root causes

## 3. Beyond Saving vs Changing Lives

The more salient dichotomy is between delivering and enabling, building the skills needed to capacitate others

## 4. Service provision and catalyzing partnership

More explicitly and powerfully recognize WFP's role as a service provider to partners and catalyst to partnerships

## 5. Global Leadership & peace

WFP's unique potential for 'global leadership' through research, thought leadership, advocacy, an influence



# This ToC is bolder than it looks

- It works to represent the breadth of goals which WFP's contributes to – beyond SDGs 2 and 17
- It captures the breadth and versatility of WFP, even if aspects of that are a work in progress
- It illustrates that enabling ('capacitating') is as important as delivering
- It highlights WFP's growing role as a key service provider
- It highlights WFP's global leadership potential

# This ToC is still aspirational

- There is a misalignment between WFP's goals and its distribution of resources, capabilities and evidence.
- While maintaining its focus on humanitarian work, there is an opportunity for WFP to further develop its breadth of capabilities.
- Making this a reality will need significant investment in new skills, capabilities and evidence.

Annex

# Common themes highlighted by ODI in their stakeholder analysis

- *At least in non-conflict situations, the priority is to recognize Government ownership and leadership, to use or integrate into Government systems wherever possible and to help build long-term sustainability into programmes.*
- *WFP is a niche player in any individual area, and is seen as such. However, the best course of action at country level is driven by the context.*
- *If WFP wishes to strengthen its positioning in areas where WFP is not a major player, it will need organisational change, to increase technical capacity, and in many cases to adjust its approach.*

WFP's distinctive Unique Selling Point, compared to other stakeholders, may lie at the intersection of the two axes of the quadrant.

