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Summary report on the evaluation of the multi-country strategic plan for the Caribbean (2022–2026)

Executive summary

The multi-country strategic plan provided a relevant and innovative framework for WFP's engagement in the Caribbean, in a context of high vulnerability despite the middle- or high-income status of countries. WFP clearly defined its comparative advantages in shock-responsive social protection, disaster risk financing and food security data generation. It leveraged its global expertise in emergency response, supply chain management and cash-based programming in support of regional and national frameworks and institutions. The hub-and-satellite model was instrumental in positioning WFP in the region, providing a viable approach to supporting its dual role of enabler and responder.

WFP established foundational partnerships with regional bodies, national governments and donors that have facilitated its work in the Caribbean. However, the current partnership approach, while effective for initial positioning and emergency response, has not yet evolved to address local ownership challenges systematically.

WFP contributed to regional and country-level system strengthening in disaster preparedness and response, disaster risk financing and shock-responsive social protection, and effectively augmented government emergency response capabilities. The current opportunistic engagement strategy provided initial traction but also revealed tensions between responsive programming and systematic capacity strengthening.

From 2022 to 2025, WFP delivered food and cash transfers, mainly in support of government-led responses, with reach rising sharply in 2024 after Hurricane Beryl. In-kind food assistance helped to cover immediate needs ahead of the rollout of cash assistance and achieved high satisfaction,

This is a summary report on the evaluation of the multi-country strategic plan for the Caribbean. The full evaluation report and related documents are available on WFP's website at https://www.wfp.org/publications/caribbean-wfp-multi-country-strategic-plan-2022-2026-evaluation.

In line with WFP's 2022 evaluation policy (WFP/EB.1/2022/4-C), the editing of this report has been limited in order to respect the integrity and independence of evaluation findings. As a result, some of the language in it may not be fully consistent with WFP's standard terminology or editorial practices. Please direct any requests for clarification to the Director of Evaluation.

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with reported improvements in food consumption and reduced stress. Evidence in relation to longer-term recovery and resilience outcomes remains limited.

WFP engaged in service provision during Hurricane Beryl in 2024, showing the value of logistics, emergency telecommunications and storage support across multiple countries. Results included rapid dispatch and inter-island transport, restored connectivity for emergency operations centres, and strengthened on-the-ground capacity. The Regional Logistics Hub established in Barbados in 2025 is a major milestone for preparedness and potential efficiency gains.

The multi-country strategic plan addressed cross-cutting priorities in an ad hoc, rather than systematic, way, which limited WFP's ability to tackle deeper inequalities and vulnerabilities in the Caribbean. While the multi-country office improved the collection of sex-disaggregated data and emergency accountability mechanisms, its limited capacity constrained efforts to tackle structural barriers affecting women's needs and roles in response and recovery activities. The integration of environmental concerns and nutrition in programming remained opportunistic.

WFP has established foundations for sustaining the gains made under the multi-country strategic plan through agenda-setting, national ownership of digital solutions and the institutionalization of key functions in selected countries. Although various sustainability challenges persist, the plan facilitated strategic linkages across the humanitarian–development nexus by building government capabilities to address gaps and vulnerabilities that would otherwise hamper effective shock response. Despite internal coordination challenges, the hub-and-satellite multi-country office model that evolved during the plan demonstrated both realized and potential benefits, making it a viable approach to supporting WFP's dual mandate in the Caribbean.

The evaluation issued four recommendations for the multi-country office: sharpen the plan's strategic focus for capacity strengthening work; define a catalytic role for WFP in food systems transformation; develop a comprehensive partnership strategy; and institutionalize cross-cutting priorities.

Draft decision*

The Board takes note of the summary report on the evaluation of the multi-country strategic plan for the Caribbean (2022–2026) (WFP/EB.2/2026/6-B/1) and the management response (WFP/EB.2/2026/6-B/1/Add.1).

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

Introduction

What was evaluated?

1. The multi-country strategic plan (MCSP) for the Caribbean began as a 2020–2021 interim strategy aligned with the WFP's expanding presence in the region, following the 2018 establishment of the Office of Preparedness and Response in Barbados. The MCSP formalized the multi-country office model, shifting management from the regional bureau in Panama to a Barbados-based hub. The current MCSP (2022–2026) supports 22 English- and Dutch-speaking countries and territories,[1] with deeper engagement in eight countries hosting satellite offices and aims to contribute to the achievement of Sustainable Development Goals 2, 5 and 17.

2. Anchored in the United Nations multi-country sustainable development cooperation framework, the MCSP has three engagement modalities, the primary one being institutional capacity strengthening (strategic outcome 1), with crisis response (strategic outcome 2) and service provision (strategic outcome 3) deployed as needed in a highly unpredictable hazard environment. The capacity-strengthening component focuses primarily on supporting shock-responsive social protection systems, emergency logistics and supply chain management, and disaster risk financing. The MCSP intervention logic assumes that the combination of emergency response, capacity strengthening and advisory services will reduce suffering, accelerate recovery and progressively strengthen national and regional systems.

3. The Caribbean multi-country office operates in an environment where the locations affected by a shock, the types of hazards and the required levels of support cannot be easily predicted. WFP's level and type of engagement therefore vary across countries, with more sustained engagement in the eight countries with satellite offices. Table 1 maps WFP's presence and the coverage of MCSP interventions across the 22 countries and territories covered by the multi-country office at the time of the evaluation.

TABLE 1: WFP PRESENCE AND TYPE OF INTERVENTION (2022–AUGUST 2025)

WFP presence	Countries and territories	Intervention focus		
		Institutional capacity strengthening (strategic outcome 1)	Crisis response (strategic outcome 2)	Service provision (strategic outcome 3)
Multi-country office – hub	Barbados	x	x	x
Satellite office	Grenada Jamaica Saint Vincent and the Grenadines	x	x	x
	Belize Dominica Guyana Saint Lucia	x	x	

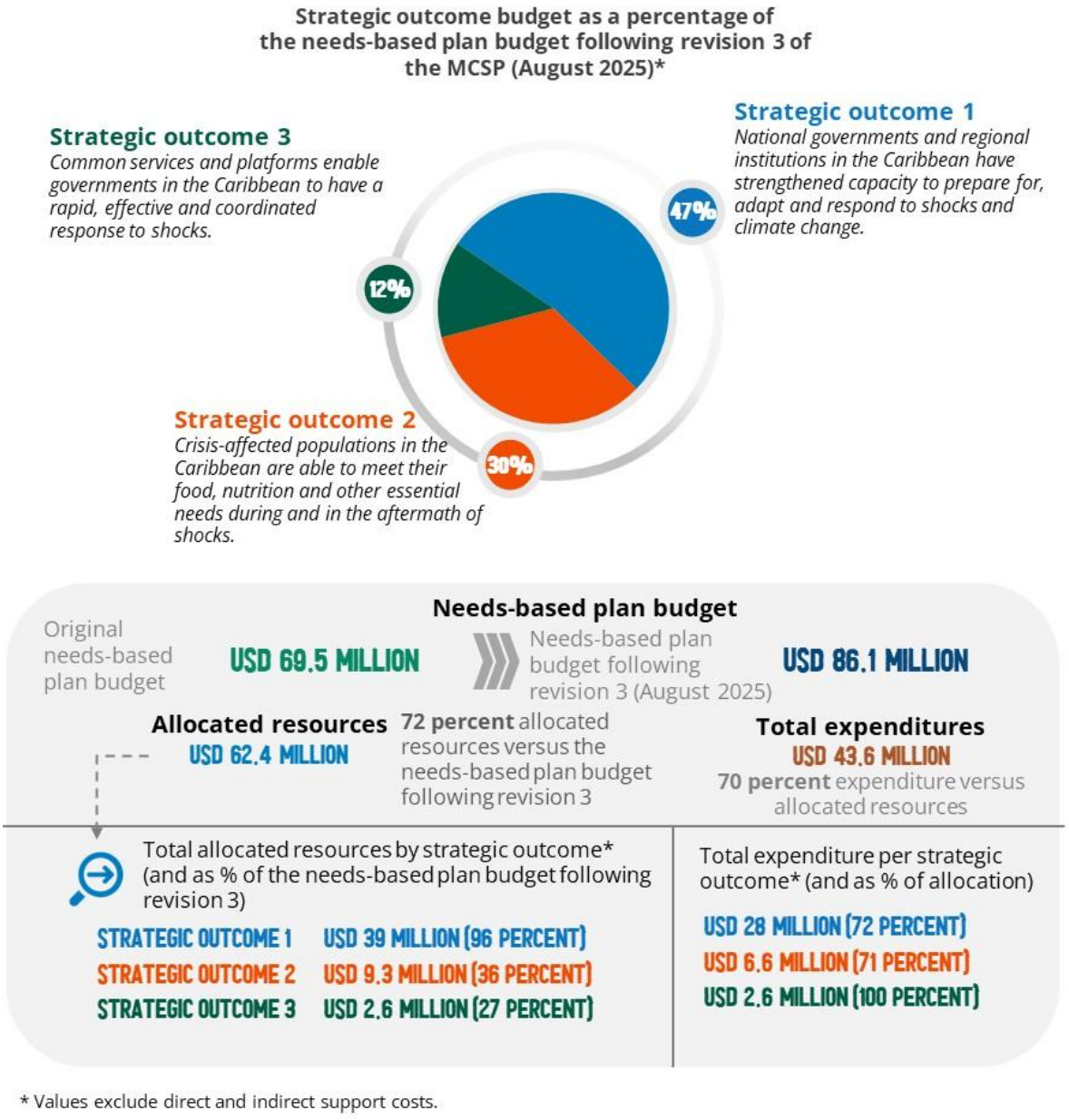
[1] All listed in table 1.

TABLE 1: WFP PRESENCE AND TYPE OF INTERVENTION (2022–AUGUST 2025)				
WFP presence	**Countries and territories**	**Intervention focus**		
		Institutional capacity strengthening (strategic outcome 1)	**Crisis response (strategic outcome 2)**	**Service provision (strategic outcome 3)**
	Trinidad and Tobago	**x**		
No WFP office, but WFP staff assigned to work with government	**British Virgin Islands**	**x**	**x**	
	Suriname	**x**		
No WFP presence	**Anguilla** **Antigua and Barbuda** **Aruba** **The Bahamas** **Curaçao** **Saint Kitts and Nevis** **Sint Maarten** **Turks and Caicos Islands**	**x**		
	Bermuda **Cayman Islands** **Montserrat**			

4. The original needs-based plan for the MCSP had a budget of USD 69.5 million. Following three budget revisions between October 2023 and August 2025, the revised needs-based plan stood at USD 86.1 million at the time of data collection for this evaluation (August 2025). The revisions reflected increased government demand for capacity strengthening support, the completion of the Regional Logistics Hub and the inclusion of direct assistance for anticipatory action and on-demand supply chain services.

5. As at August 2025, the MCSP had USD 62.4 million in allocated resources (72 percent of the needs-based plan after budget revision 3). The capacity-strengthening component (strategic outcome 1), representing nearly half of the needs-based plan, was by far the best funded (at 96 percent), whereas crisis response and service provision were underfunded, at 36 and 27 percent, respectively. Total expenditure was USD 43.6 million (70 percent of allocations), mainly reflecting some implementation delays, particularly under strategic outcome 1 (see details in section of key insights).

Figure 1: Caribbean MCSP strategic outcomes, budget, funding and expenditure, as at August 2025



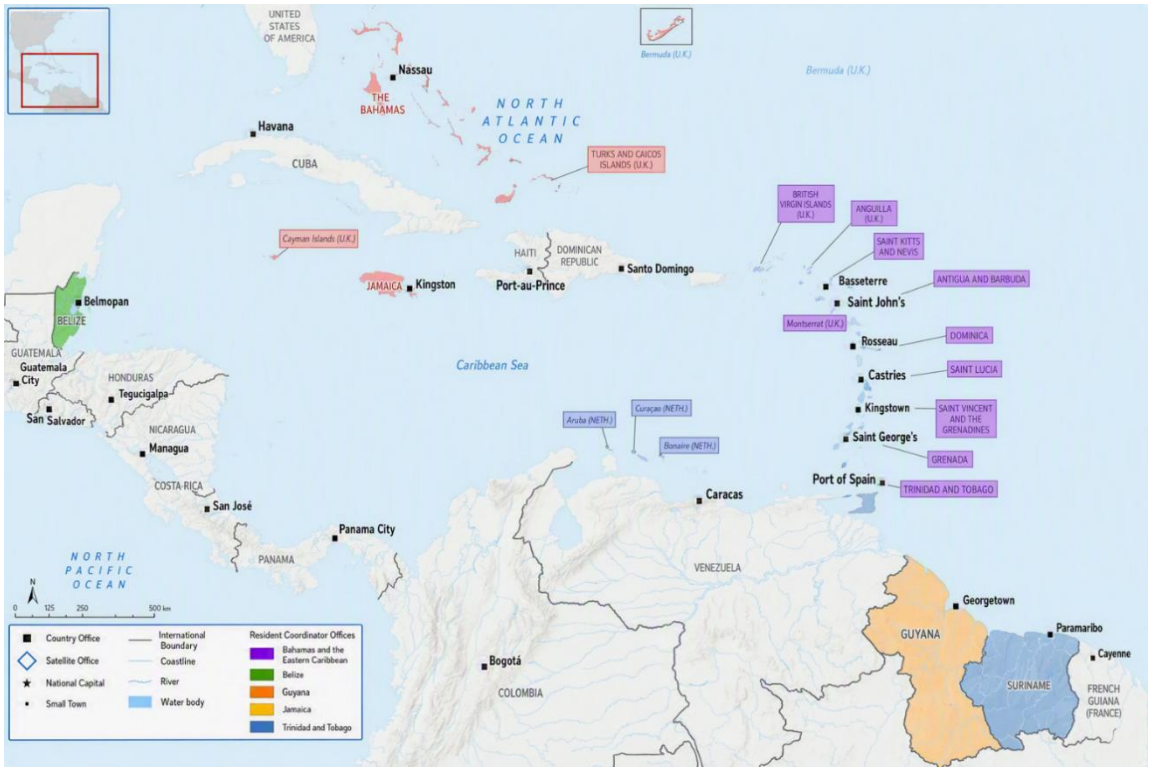
* Values exclude direct and indirect support costs.

In which context was the evaluation conducted?

6. The 22 English- and Dutch-speaking countries and territories covered by the MCSP are all classified as Small Island Developing States.[2] Caribbean States face distinct governance challenges due to their small populations and limited public-sector human resource capacity. Their classification as middle- or high-income countries restricts their eligibility for concessional financing and reduces overall development assistance, creating a "missing middle" phenomenon whereby countries face significant vulnerabilities but have limited access to international support mechanisms.

[2] Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States. List of Small Island Developing States.

Figure 2: Geographic coverage of the Caribbean MCSP



Source: *WFP Caribbean Community Annual Country Report 2025*. Specific sources: WFP offices – WFP; boundaries – UNmap; populated places – GeoNames. Date created: 5 March 2026. Prepared by WFP's Geospatial and Intelligence Unit. The designations employed and the presentation of material in the map do not imply the expression of any opinion on the part of WFP concerning the legal or constitutional status of any country, territory, city or sea, or concerning the delimitation of its frontiers or boundaries.

7. Caribbean economies remain fragile, with high public debt (77 percent ratio of debt to gross domestic product in 2023).[3] This financial pressure, exacerbated by high borrowing costs and dependence on tourism, constrains government investment in social protection and disaster risk management. Limited fiscal space creates a cycle in which disaster vulnerability further strains economic resources, hindering capacity development and modernization efforts.

8. **Natural disasters**. The Caribbean is among the most natural disaster-prone regions in the world. Recent disasters include Hurricane Melissa (2025), Hurricane Beryl (2024), Hurricane Lisa (2022) and the La Soufrière volcanic eruption (2021). Limited access to concessional and climate finance and to official development assistance prompted efforts like the Bridgetown Initiative (2022) to reform the international financial architecture for addressing economic and climate crises.

9. **Food insecurity**. Although the figure is declining from peaks associated with the coronavirus disease 2019 pandemic, approximately 42 percent of people in the English- and Dutch-speaking Caribbean were food insecure in 2025.[4] The rate of severe food insecurity exceeds 10 percent in Jamaica, Saint Vincent and the Grenadines and Trinidad and Tobago,[5] disproportionately affecting low-income households, young people, women and persons with disabilities or chronic illness. High food prices and import dependence limit access to

[3] Inter-American Development Bank. 2023. *Caribbean Economics Quarterly: Volume 12, Issue 3: Dealing with Debt in the Caribbean*.

[4] CARICOM and others. 2025. *Caribbean Food Security & Livelihoods Survey: Regional Summary Report*.

[5] World Bank Group. 2024. Prevalence of severe food insecurity in the population (%).

adequate and nutritious diets, with 50 percent of the population unable to afford a healthy diet.[6]

10. **Equality between women and men**. Despite women's higher educational attainment, inequality persists, with men outcompeting women in labour market participation and earnings. Women face barriers in accessing finance and insurance, which restricts business growth and increases vulnerability to shocks. Women, children and persons with disabilities are disproportionately affected by disasters, with women less likely than men to receive official warnings about impending threats.

11. **Regional integration.** Institutions such as the Caribbean Community (CARICOM), the Caribbean Disaster Emergency Management Agency (CDEMA), the Organisation of Eastern Caribbean States and the Caribbean Catastrophe Risk Insurance Facility Segregated Portfolio Company (CCRIF SPC) prioritize regional integration, with CDEMA serving as WFP's primary emergency logistics and preparedness partner throughout the implementation of the MCSP. While regional frameworks establish common standards, the responsibility for implementation lies with national governments, resulting in varied approaches across diverse legislative and institutional frameworks.

Why and how was the evaluation conducted?

12. The evaluation was commissioned by the WFP Office of Evaluation and carried out by a team of independent consultants. Its purpose was twofold: to account for WFP's results to the organization itself as well as to governments, regional institutions, donors and affected people; and to generate evidence and learning to inform the design of the next MCSP.

13. The evaluation adopted a mixed-method, theory-based approach. It included in-person data collection missions to Barbados, Belize, Grenada, Jamaica and Saint Vincent and the Grenadines; hybrid data collection in Saint Lucia; and fully remote data collection from additional countries and territories. The evaluation used "outcome-harvesting" methodologies to capture qualitative changes associated with institutional capacity strengthening efforts. Given the varying intensity of WFP activities across the countries and territories, it provides a "mosaic" picture of WFP's contributions across the region rather than formally aggregating results.

14. The evaluation assessed the full scope of the MCSP from 2022 to August 2025. As a result, it did not include the response to Hurricane Melissa in Jamaica or related budget revisions.

Key insights from the evaluation

Strategic positioning

The MCSP provided a relevant and innovative framework for WFP's engagement in the Caribbean, in a context of high vulnerability despite the middle- or high-income status of countries in the region. WFP clearly defined its comparative advantages in shock-responsive social protection, disaster risk financing and the generation of food security data. It leveraged its global expertise in emergency response, supply chain management and cash-based programming, in support of regional and national frameworks and institutions. The hub-and-satellite model was instrumental in positioning WFP in the region, providing a viable approach to supporting its dual role of enabler and responder.

[6] Food and Agriculture Organization of the United Nations and others. 2026. *Latin America and the Caribbean Regional Overview of Food Security and Nutrition 2025: Statistics and trends*.

15. **The MCSP positioned WFP effectively within the Caribbean's complex landscape, enabling the provision of mutually reinforcing support to regional and national institutions.** The multi-country office approach evolved through emergency responses that deepened relationships while creating entry points for capacity strengthening. WFP created a regionally appropriate package of interventions, combining direct assistance, technical support and logistics with an emphasis on preparedness, facilitated by flexible donor funding.

16. **WFP clearly articulated its role in shock-responsive social protection and disaster risk financing, areas that resonated with regional institutions and countries with established social protection systems.** While operating alongside other major actors, including the United Nations Children's Fund (UNICEF) and the World Bank, WFP established a distinct niche in the digitalization of social protection systems aimed at speeding up the delivery of cash assistance during emergencies. WFP's technical expertise in beneficiary registration, payment delivery and reconciliation, and post-distribution monitoring is recognized by partners as a key added value for national systems and for broader regional initiatives on disaster risk management and digitalization. WFP also supported governments by providing premium top-ups to CCRIF SPC insurance policies, linking payouts to cash assistance delivered through national social protection systems. This helped to increase government attention to the role of social protection in buffering vulnerable households against shocks.

17. **WFP's role in supply chain and logistics was also clearly defined, drawing on its global emergency response expertise.** The MCSP emphasized both technical guidance and physical logistics solutions, primarily at the regional level and subsequently at the national level. Conversely, the MCSP did not clearly define WFP's strategic role in food systems strengthening or school-based programming, resulting in a reactive approach and a missed opportunity for more impactful regional engagement. WFP responded to government requests related to food systems, but this support was not guided by a clear vision or defined position in this area.

18. Similarly, school-based programming was not included in the MCSP, despite being part of the previous interim MCSP 2020–2021.[7] The evaluation found no documented rationale for this deprioritization. Nevertheless, WFP responded to government requests during implementation through budget revision 1 in 2023, which enabled different types of cooperation with ministries of education in areas of WFP's comparative advantage.

19. **The hub-and-satellite model of maintaining physical presence across multiple countries while centralizing key functions in Barbados was well adapted to the regional context.** The multi-country office structure allowed WFP to work with both regional institutions and national governments at the same time, strengthening its role as a technical and strategic partner across the region. Country presence through satellite offices fostered trust-based relationships with government counterparts that enabled flexible collaboration. Meanwhile, the Barbados office strategically facilitated alignment with regional integration mechanisms, strengthening WFP's strategic positioning in the Caribbean and amplifying the reach of its technical expertise. WFP prioritized regional institutions because regional approaches can have more impact than country-by-country support in a region characterized by small states with limited individual capacity.

[7] "Caribbean interim multi-country strategic plan (2020–2021)" (WFP/EB.2/2019/7-B/2/Rev.1), paragraph 60, and "Caribbean multi-country strategic plan (2022–2026)" (WFP/EB.1/2022/7-A/3), paragraph 51.

Partnerships

WFP established foundational partnerships with regional bodies, national governments and donors that have enabled its work in the Caribbean. The current partnership approach, while effective for initial positioning and emergency response, has, however, not yet evolved to address local ownership challenges systematically.

20. **National governments were the primary focus at the country level, although partnership depth varied significantly across countries and ministries.** WFP and government stakeholders identified several factors essential for building trust in their relationships: consistent presence, fluid exchange of information, adaptable approaches and contextual knowledge. While national-level relationships were strong, WFP lacked capacity to engage at the decentralized level – constrained by staffing limitations and the absence of partnerships with local non-governmental organizations – restricting its ability to factor local dynamics into emergency preparedness and response planning.[8]

21. **At the same time, WFP prioritized relationships with regional bodies** such as CDEMA, CARICOM and CCRIF SPC. The CDEMA partnership in particular formed the backbone of the MCSP, with a focus on strengthening regional and national emergency response capacity. There was an adaptation period during which WFP familiarized itself with institutional arrangements in the Caribbean. The response to Hurricane Beryl marked a successful milestone in collaboration, with CDEMA and other stakeholders valuing WFP's openness to setting up a response as equals. While the partnership was effective, some challenges remained with regard to joint decision-making and a shared understanding of what constitutes progressive capacity development.

22. **WFP activities generally complemented those of other United Nations entities and development partners, but the approach has been context-specific and is linked to competition among agencies.** WFP participated in joint programmes such as EnGenDER and the Joint SDG Fund, joint missions and collaborative frameworks such as the 2024 social protection initiative with the World Bank and UNICEF. However, joint programmes and emergency responses revealed differing approaches to cash transfers among United Nations entities. Simultaneous cooperation and competition among agencies, especially in relation to shock-responsive social protection, at times resulted in duplication or inconsistent messaging between agencies.

23. **WFP initially had limited engagement with national Red Cross societies and local non-governmental organizations, restricting partnership options for emergency preparedness and response.** Progress was made in 2025 with the signing of a memorandum of understanding with the Red Cross, covering joint assessments, capacity strengthening of national Red Cross societies, use of the Regional Logistics Hub, and knowledge management. In the same year, WFP began expanding its partner base by issuing calls for cooperating partners in several countries to establish anticipated field-level agreements for in-kind food distribution and other assistance modalities.

24. **While WFP leveraged global private-sector partnerships, its engagement with regional and national private-sector partners is still in its early stages**. The multi-country office built on established relationships with global partners including DHL, Western Union, Ericsson and the Church of Jesus Christ of Latter-day Saints to enhance MCSP implementation and reach. At the regional level, some inroads were made with Massy Supermarkets, but stakeholders suggested that there was room for further strengthening

[8] Dominica is an exception, where WFP has strong engagement with village councils.

this area. Overall, satellite offices reported different levels of knowledge and capacity for engaging with private-sector actors.

Capacity strengthening and service provision

WFP contributed to regional and country-level systems strengthening in disaster preparedness and response, disaster risk financing and shock-responsive social protection, and the organization effectively augmented government emergency response capabilities. The current opportunistic engagement strategy enabled initial traction but also revealed tensions between responsive programming and systematic capacity strengthening.

25. **Overall, WFP's capacity-strengthening approach balanced operational support with policy engagement,** with varying emphasis across countries. While WFP contributed to policy processes in Belize, the British Virgin Islands and Saint Lucia, in other countries, it focused more on operational improvements than formal policy development. This reflects the reality that, in many Caribbean countries, limited implementation capacity is a more immediate constraint than a lack of policy frameworks. Nevertheless, the absence of formal policies with shock-responsive elements in many Caribbean countries creates challenges to the sustainability of capacity strengthening efforts, particularly in settings with high staff turnover and emergency situations requiring rapid decision-making.

26. **WFP capacity-strengthening work in the Caribbean was oriented around four main thematic areas**: shock-responsive social protection, emergency logistics and supply chain management, disaster risk financing and school-based programming.

27. With regard to **shock-responsive social protection**, WFP successfully introduced new digital tools, payment modalities and information management systems. This work improved data collection and beneficiary management in at least five national social protection institutions, with evidence of transitions from paper-based to digital practices for beneficiary registration and verification. For example, in the British Virgin Islands, the Government digitalized all dimensions of the Public Assistance Programme, including through the use of Power BI dashboards for monitoring. The extent of progress across countries and territories varied, though, with only some of them showing sustained use.

28. In **emergency logistics and supply chain management**, WFP contributed to enhanced warehouse inventory visibility and emergency preparedness in several countries through the provision of training and equipment to facilitate pre-positioning and the rollout of the CDEMA Logistics System. However, inconsistent adoption, misunderstandings about system functionality, and preference for familiar, paper-based methods have limited the full potential of these improvements. Moreover, WFP's technical support to CDEMA and the facilitation of simulation exercises have strengthened coordination capabilities at the regional and national levels, creating formal mechanisms for collaboration among humanitarian partners and improving understanding of roles and responsibilities in emergency response.

29. In **disaster risk financing**, WFP established an innovative proof of concept linking catastrophic risk insurance to social protection through CCRIF premium top-ups, demonstrating strong return on investment and increasing government commitments to using disaster risk finance for vulnerable populations. However, the absence of binding requirements for fund usage, delays in operationalizing payouts and limited government uptake of premium payments remain areas for improvement.

30. WFP's support for **school feeding initiatives** in selected countries, focused on monitoring systems and coordination mechanisms, is promising but still in its early stages. In Guyana, WFP's support for the draft monitoring and evaluation framework contributed to the Ministry of Education's ability to advocate for increases in national budget allocations to school feeding, expanding both coverage and the number of meals per student. In Jamaica, WFP supported the digitalization of the school feeding programme, although it is too early to document changes.

31. WFP activated the **service provision** component of its MCSP for the first time during Hurricane Beryl in 2024, supporting government-led responses in Grenada, Jamaica and Saint Vincent and the Grenadines with logistics assets, emergency telecommunications and mobile storage units. Key results included expanded operational reach, restored connectivity for local authorities and augmented response capacity of key actors. A significant milestone in WFP's service provision strategy was the establishment of the Regional Logistics Hub in Barbados in 2025, addressing a long-identified need for regional storage and management of relief supplies. The hub includes a centre of excellence for logistics training and has attracted interest from the International Organization for Migration and UNICEF, who are planning to relocate pre-positioned stocks.

32. **Capacity strengthening was most effective when different efforts worked together and reinforced one another**. For example, in Saint Vincent and the Grenadines, investments in the information systems for social assistance, complemented by institutionalization efforts (government funding for key positions), created a sustainable foundation for capacity development. Conversely, disconnected pathways yielded less durable results: the introduction of digital tools disconnected from policy frameworks or sustainable resource allocation remained isolated innovations rather than catalysts for systems change, as observed in Jamaica.

Direct support in emergencies

WFP's direct assistance through emergency food and cash transfers provided immediate relief to disaster-affected populations across the region, addressing urgent food security needs and supporting other essential recovery-related expenditures. Assistance largely supported government-led responses through government mechanisms, with limited exceptions.

33. **During the MCSP period, WFP provided in-kind food assistance to crisis-affected vulnerable populations across multiple countries**, **to meet immediate needs before the rollout of cash transfers.** This included food kits distributed in Barbados (2022–2023) in partnership with the Ministry of People Empowerment and Elder Affairs, using food originally procured for hurricane preparedness but not required for an emergency. Following Hurricane Beryl in 2024, WFP delivered pre-positioned food to affected individuals in Grenada and Saint Vincent and the Grenadines, initially targeting the most severely affected areas. Food assistance addressed essential needs prior to cash transfers. Beneficiary satisfaction levels were high, with beneficiaries highlighting improved food consumption and reduced stress. WFP also aimed to support recovery and resilience through targeted initiatives, such as in Belize and Guyana, although evidence of results is limited.

34. **Emergency cash transfers supported government-led responses and were largely delivered through government financial mechanisms**, with limited exceptions in specific responses in Barbados, Jamaica and Saint Vincent and the Grenadines, where WFP relied on private financial service providers or distributions through cooperating partners. WFP responded to both sudden-onset and slow-onset emergencies and supported governments with targeting through data collection, analysis and validation. Differences in reach reflect

the scale of needs, WFP's strategic prioritization of limited resources and the coverage of other government and partner responses. Higher coverage in specialized, smaller-scale responses, such as for farmers in Belize and fisherfolk in Barbados, highlights WFP's capacity to tackle group-specific vulnerabilities. Transfer frequency varied by context, reflecting recovery timelines and funding availability.

35. **Evidence indicated that beneficiaries utilized WFP's direct cash transfers primarily to meet immediate food needs**. WFP's cash delivery showed high redemption rates of between 93 and 100 percent across most countries. Beneficiary satisfaction was high (86-100 percent), though beneficiaries frequently suggested increasing transfer values and duration.

36. **When supporting government-led responses, WFP sought to uphold the humanitarian principles of impartiality and independence.** The multi-country office continues to face difficult choices regarding when government systems are ready to deliver timely assistance. For example, in Grenada and Jamaica, both impacted by Hurricane Beryl, WFP determined that the governments' social protection systems would take too long to distribute cash to affected households. Consequently, WFP implemented independent cash distributions in coordination with the governments to facilitate a rapid response, while simultaneously preparing for later cash transfers through government programmes.

Cross-cutting aims

The MCSP addressed cross-cutting priorities in an ad hoc, rather than systematic, way, which limited WFP's ability to tackle deeper inequalities and vulnerabilities in the Caribbean. While the multi-country office improved the collection of sex-disaggregated data and emergency accountability mechanisms, its limited capacity constrained efforts to tackle structural barriers affecting women's needs and roles in response and recovery. Environmental and nutrition integration remained opportunistic.

37. **WFP contributed to strengthening data collection, analysis and visualization systems that helped to disaggregate needs and benefits of assistance**, making differentiated needs and experiences based on sex, age and disabilities more visible. Beyond such improvements, approaches responsive to the different needs of women and men were limited to discrete initiatives rather than being systematically integrated across all programming. WFP targeting efforts for emergency response primarily considered needs at the household level when determining the transfer value and beneficiary inclusion, which may mask intra-household dynamics. While the multi-country office designated a focal point, it lacked overall specific capacity to develop comprehensive strategies, guidance and partnerships in these areas.

38. **WFP's approach to accountability to affected populations evolved from primarily relying on government systems to establishing WFP-led community feedback mechanisms**, demonstrating improved effectiveness but raising questions about long-term sustainability. The shift was implemented in response to concerns about inconsistent coverage and responsiveness of existing government social protection grievance and redress systems. Following the Hurricane Beryl response, government stakeholders indicated plans to integrate elements of the WFP model into a dedicated community feedback mechanism for future social protection and disaster response interventions.

39. **WFP did not implement a systematic approach to integrating environmental and nutrition considerations, resulting in ad hoc contributions to date.** Environmental considerations remained incidental throughout most of the MCSP period, with more intentional approaches emerging only recently. The integration of nutrition considerations was similarly opportunistic, primarily occurring through school-based programmes rather

than as a systematic element across programming. Strengthening these cross-cutting elements represents an opportunity to enhance WFP contributions in the Caribbean, particularly given the region's vulnerability to disasters, environmental fragility and nutrition challenges.

Sustainability

WFP has established foundations for sustaining MCSP achievements through agenda-setting, national ownership of digital solutions and the institutionalization of key functions in select countries. The plan facilitated strategic linkages across the humanitarian–development nexus by building government capabilities to address gaps and vulnerabilities that would otherwise hamper effective shock response. However, without clearly articulated progression pathways and sustained efforts, the durability of WFP's capacity-strengthening contributions remains uncertain, especially in contexts where institutional ownership is still emerging.

40. **Central to the MCSP and its theory of change is the transition from short-term, parallel processes of food and nutrition assistance to governments fully institutionalizing disaster preparedness and response functions as part of routine governance.** WFP operationalized this by building government capacities in key areas that improve emergency preparedness and response, for example by pre-positioning essential emergency response items and training personnel on their effective use, as in Saint Vincent and the Grenadines.

41. **The strongest results came where WFP linked technical improvements with supportive institutions and policies.** For example, combining WFP contributions towards digitalized social protection systems, government-funded technical positions and operational experience during multiple disaster responses strengthened immediate response capabilities and long-term institutional resilience in Saint Vincent and the Grenadines. Similar patterns emerged in countries where disaster risk financing mechanisms were successfully linked to social protection delivery systems.

42. **WFP's continued approach to supporting disaster risk financing through parametric insurance also facilitated strategic linkages across the humanitarian–development nexus.** WFP top-ups to CCRIF parametric insurance premiums in Grenada, Jamaica and Saint Vincent and the Grenadines increased payouts to national governments following Hurricane Beryl, providing governments with more resources to launch their own responses rather than depending on foreign aid. Disaster risk financing mechanisms that were linked to social protection delivery systems, like Grenada's Beryl Relief Income Support Programme following Hurricane Beryl, facilitated government funding for household resilience and bridged the gap between short-term aid and longer-term recovery.

43. **The creation of government- or institutionally funded positions represents a significant step towards institutionalizing WFP-supported capabilities.** In Saint Vincent and the Grenadines, the Government has appropriated funds to assume responsibility for two key positions initially supported by WFP. Similarly, CDEMA has established salaried positions to maintain capabilities developed with WFP support. However, this commitment to sustaining WFP-supported functions is not evident in other countries with funded positions.

44. **Nonetheless, sustainability challenges persist.** In settings where governments have not yet committed to independently funding disaster risk financing mechanisms linked to social protection, and where few mechanisms exist to ensure sustained skills development and knowledge retention from training and simulation exercises, the potential for sustainability is lower. Similarly, isolated innovations without corresponding policy frameworks or sustainable resource allocation showed less durability. Although the multi-country office is

developing a toolkit to reinforce business processes for routine social protection systems, it does not yet ensure that these are fully shock-responsive or anchored in national policies.

45. **Some key logistics platforms and systems also face sustainability challenges.** While the Regional Logistics Hub represents an important investment for long-term disaster resilience in the Caribbean, its considerable operating costs are a challenge to its long-term viability, although WFP and CDEMA have developed a comprehensive five-year handover plan that includes sustainable financing strategies. The CDEMA Logistics System, jointly developed with WFP, also faces sustainability challenges despite its recognized potential value, including the absence of consensus on the long-term vision for the platform, a lack of clarity on responsibility for ongoing maintenance and differing expectations among target users about the system's functionality.

Institutional arrangements

Despite internal coordination challenges, the hub-and-satellite multi-country office model that evolved during the MCSP demonstrated both realized and potential benefits, making it a viable approach to supporting WFP's dual mandate in the Caribbean.

46. **The multi-country office model, with its presence through satellite offices and in Barbados, enabled WFP to function simultaneously as advocate, technical partner and emergency responder.** This was particularly important for partnerships: the Barbados office strategically facilitated relationships with CDEMA, CARICOM and CCRIF SPC, while the Saint Lucia satellite office facilitated the relationship with the Commission of the Organisation of Eastern Caribbean States. The CDEMA partnership formed the backbone of the MCSP, aiming to strengthen regional and national emergency response capacity.

47. **To establish WFP's presence across multiple countries, the multi-country office staffing approach leveraged flexible deployment of human resources and office space**, enabling responses to diverse government requests across technical areas. The structure proved particularly valuable during WFP's transition from emergency response to institutional capacity strengthening, for example when satellite office staff in two countries[9] affected by Hurricane Beryl effectively supported planning and management of WFP surge capacity response. However, significant staffing capacity constraints and the short-term nature of consultancy contracts posed a challenge to the effectiveness of capacity-strengthening initiatives.

48. **Office arrangements also supported cost efficiency.** The multi-country office shared United Nations office premises for its central office in Barbados and for satellite offices in several countries, including Belize, Jamaica and Saint Vincent and the Grenadines. In Saint Lucia, the multi-country office operated out of office space provided at no cost by the Ministry of Equity. In Grenada, WFP did not maintain a rented physical office but had a single staff member working remotely. These cost-efficient arrangements allowed WFP to maintain a physical in-country presence while minimizing operational expenditures.

49. **The multi-country office structure also facilitated resource mobilization by enabling WFP to present the Caribbean operation as a coherent regional package rather than as discrete country programmes**. The resource mobilization function was centralized at the Barbados office, enhancing efficiency in donor engagement and allowing flexible allocation of resources across countries based on need and absorption capacity.

[9] Jamaica and Saint Vincent and the Grenadines.

50. **However, the multi-country office faced constraints because corporate processes were not designed for a multi-country office operating in a middle-income context.** Its capacity limitations included providing consistent technical guidance to teams, clarifying roles and responsibilities between the Barbados hub and satellite offices, developing efficient business processes for all satellite offices and cultivating the partnerships required for the MCSP. The response to Hurricane Beryl demonstrated both the model's strengths, in successfully supporting government-led responses and meeting food security needs in three countries simultaneously, and its weaknesses, particularly in rapidly pivoting resources for large-scale emergency response. The multi-country office team began addressing these constraints in 2025 by establishing stand-by agreements with partners and refining internal coordination mechanisms, indicating an evolution towards a more mature operational model.

51. **Moreover, the geographic dispersion and country diversity inherent in the hub-and-satellite model also introduced operational constraints.** High intra-regional travel costs and difficulties managing business processes [10] across countries created inefficiencies that were often compounded by WFP's limited experience with multi-country arrangements. The Barbados office's limited staffing capacity to service satellite offices resulted in procurement delays and vendor payment issues. These operational challenges affected programme implementation timelines and responsiveness to government requests.

52. **The multi-country office also faced challenges in developing monitoring frameworks appropriate to its multi-country structure and emphasis on capacity strengthening.** The tension between meeting corporate reporting needs and capturing country-specific performance created a gap that the multi-country office has yet to resolve. The multi-country office developed the Shock-Responsive Index to track system-level changes regularly, although further work could be done to link it explicitly to programmatic planning or implementation. Limitations in monitoring also affected the multi-country office's ability to demonstrate results beyond activity completion, particularly for institutional capacity-strengthening initiatives. While the multi-country office undertook knowledge-sharing activities across satellite offices, opportunities for systematic cross-country learning inherent in the hub-and-satellite model were not fully used.

[10] Different currencies and banking systems, for example.

Recommendations

Recommendations and sub-recommendations	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
Recommendation 1: Enhance the strategic orientation of the MSCP and its focus on capacity strengthening by establishing clear progression pathways in priority technical areas with partners	Strategic	Multi-country office		High	December 2026
1.1 With regional entities and key government ministries, develop a shared definition of priorities, capacity progression milestones and a definition of transition that differentiates between evolving requirements for both technical assistance and service delivery.		Multi-country office	Government and regional partners United Nations country teams		
1.2 Develop and budget for a lean multi-year monitoring and learning framework to track progress on capacity strengthening in priority areas, using qualitative approaches adapted to the Caribbean and periodic partner consultations. The framework should draw on relevant WFP corporate toolkits and be flexible enough to be adjusted as circumstances evolve.		Multi-country office	WFP global headquarters, regional director office WFP global headquarters, teams focusing on country capacity strengthening		
1.3 Develop context-specific multi-year capacity-strengthening plans for each satellite office that: ➢ identify priority national systems and institutional capacities to be strengthened based on country context and needs; ➢ define clear capacity development objectives aligned with the MCSP outcomes; ➢ outline resource requirements; ➢ include partner consultation mechanisms and joint planning processes; and ➢ are harmonized across offices to facilitate knowledge sharing and coherence while respecting country-specific priorities.		Multi-country office	Donors Government and regional partners		
Recommendation 2: Define a catalytic role for WFP in efforts to transform food systems in the Caribbean that leverages the organization's comparative advantages in emergency preparedness, supply chain and food security data	Strategic	Multi-country office		High	December 2026

Recommendations and sub-recommendations	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
2.1 Develop a Caribbean food systems strategy that: ➢ identifies WFP's specific entry points and comparative advantages (leveraging emergency preparedness, supply chain expertise and food security data); ➢ prioritizes countries and contexts where WFP can add distinctive value aligned with country needs and CARICOM regional food security priorities; ➢ maps and defines complementary roles with key partners (the Food and Agriculture Organization of the United Nations, the World Bank and other international financial institutions, and regional institutions) to ensure coherence and avoid duplication; and ➢ sets out resource requirements and potential funding mechanisms.		Multi-country office	WFP global headquarters, Programme Division WFP global headquarters, regional director office CARICOM Food and Agriculture Organization, World Bank, Inter-American Institute for Cooperation on Agriculture, Caribbean Development Bank Government partners		
2.2 Develop a phased, resource-realistic implementation plan that: ➢ sequences engagement, starting with initial priority countries where demand, partnerships and funding prospects are strongest; ➢ identifies specific resource mobilization strategies and potential funding sources for food systems work; ➢ defines WFP's technical support model, including the strategic use of partnerships; and ➢ includes risk mitigation measures in case expected funding does not materialize.		Multi-country office			
Recommendation 3: Develop and implement a comprehensive partnership strategy that enhances WFP's effectiveness and resource base and the sustainability of results achieved in the Caribbean	Strategic	Multi-country office		High	December 2027
3.1 Strengthen WFP's role in enabling governments to access technical assistance and investment from other actors (such as the World Bank, the Green Climate Fund and other international financial institutions) for disaster preparedness and response systems, climate resilience and food security, leveraging WFP's technical expertise and data to support countries in developing fundable proposals and partnership frameworks.		Multi-country office	WFP global headquarters, public partnerships and multi-party cooperation WFP global headquarters, regional director office		

Recommendations and sub-recommendations	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
3.2 Deepen partnerships with academic institutions, operational partners and thematic specialists to expand the multi-country office's capacity for technical assistance, training and the integration of cross-cutting themes.		Multi-country office	University of the West Indies Red Cross		
3.3 Develop strategic private-sector partnerships that bring innovation and expand regional response capacity (rather than primarily resourcing WFP) in emergency preparedness, logistics operations and food systems, establishing clear frameworks for roles, contributions and mutual benefits.		Multi-country office	WFP global headquarters, private-sector partnerships WFP global headquarters, supply chain		
Recommendation 4: Institutionalize cross-cutting priorities through dedicated resources, systematic integration approaches and measurable outcomes	Operational	Multi-country office		Medium	December 2026
4.1 Develop a strategy that addresses women's empowerment, inequality between women and men and other social barriers to participation (such as age, disability or ethnicity) in priority technical or programmatic areas to be implemented under the next MCSP.		Multi-country office	UN-Women United Nations Volunteers WFP global headquarters, Gender, Protection and Inclusion Unit		
4.2 Establish an environmental sustainability framework that integrates environmental sustainability into resilience and food systems outcomes and defines parameters for assessing and reducing the environmental footprint of emergency response operations and Regional Logistics Hub activities.		Multi-country office	WFP global headquarters		
4.3 Develop a nutrition integration strategy for priority technical areas, including guidance on implementation.		Multi-country office	WFP global headquarters		

Acronyms

CARICOM	Caribbean Community
CCRIF SPC	Caribbean Catastrophe Risk Insurance Facility Segregated Portfolio Company
CDEMA	Caribbean Disaster Emergency Management Agency
MCSP	multi-country strategic plan
UNICEF	United Nations Children's Fund