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Strategic Evaluation of WFP's Capacity to Respond to Emergencies

Evaluation Report: Volume I



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Executive Summary

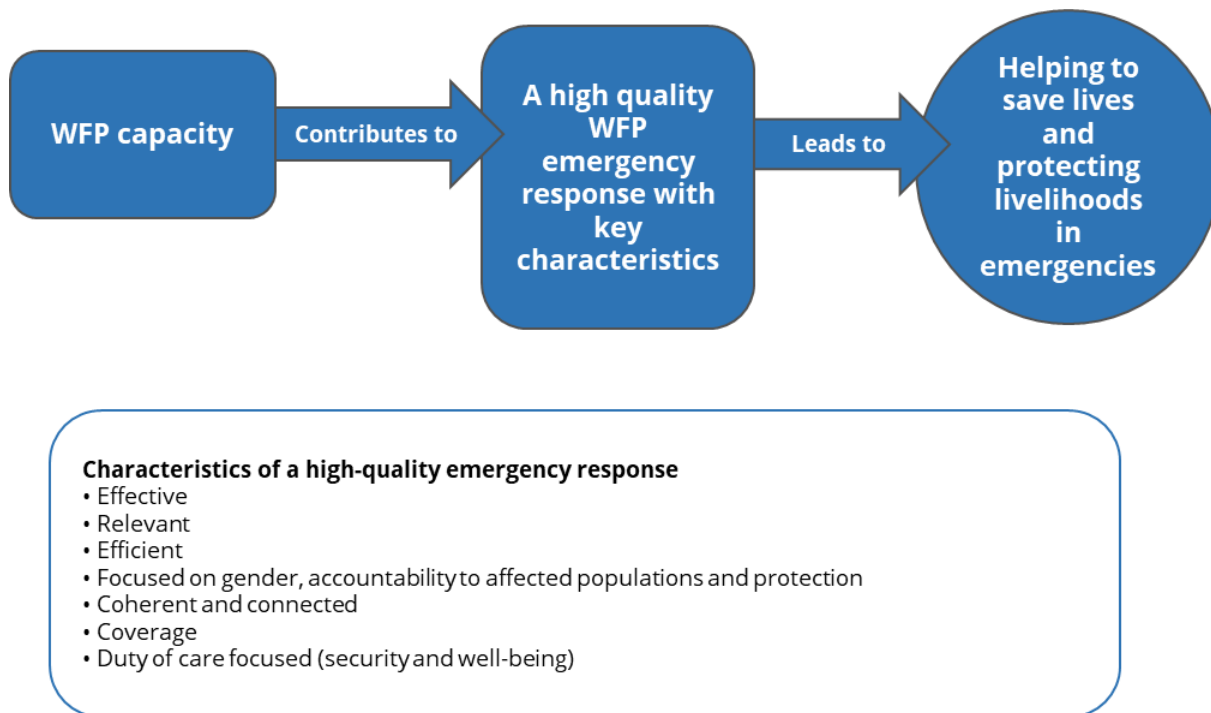
INTRODUCTION AND EVALUATION FEATURES

1. This strategic evaluation considers WFP's capacity to respond to emergencies from 2011–2018. It has the dual objectives of accountability and learning. It covers the full range of emergencies to which WFP responds. This includes L1, L2 and L3 emergencies. It also considers WFP preparedness for response, including immediate response and long-term response through to exit.

2. The evaluation is based on a logic model organized around the contribution that WFP capacity makes to the quality of its emergency responses. High quality responses are those that have the characteristics listed in figure 1. The evaluation considers WFP capacities at three levels: the enabling environment, the organization and the individual – which are interdependent and mutually reinforcing:

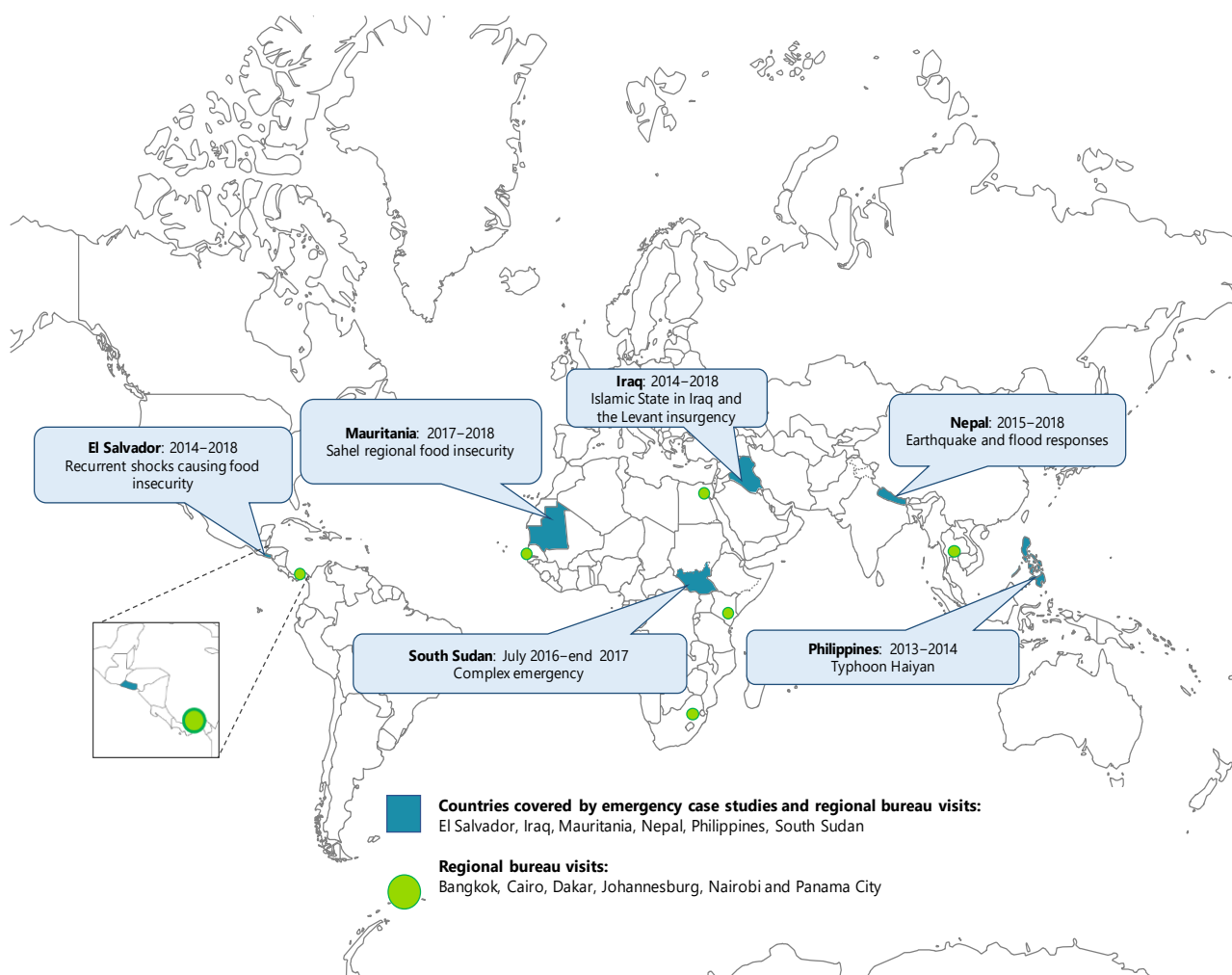
- **Enabling environment** – WFP's corporate strategic plan and policy framework for guiding, supporting and directing WFP emergency responses, including the Integrated Road Map and knowledge framework.
- **Organization** – business processes, guidance, tools, decision making processes and investments in organizational processes to support and enable the design and implementation of emergency responses, as well as learning at the organizational level.
- **Individual** – needed skills, knowledge and performance provided through training, motivation and incentive systems, mechanisms for rapid access, and investment and learning processes aimed at ensuring that WFP has access to individuals with the skills required for emergency response.

Figure 1: Evaluation framework



3. The data used in the evaluation were collected through an in-depth systematic review of evaluations and reports from lessons learned exercises covering major emergencies since 2011, an extensive review of strategies, policies and guidance documents, six emergency case studies (see figure 2), visits to six country offices and the six WFP regional bureaux and interviews with over 400 internal and external stakeholders.

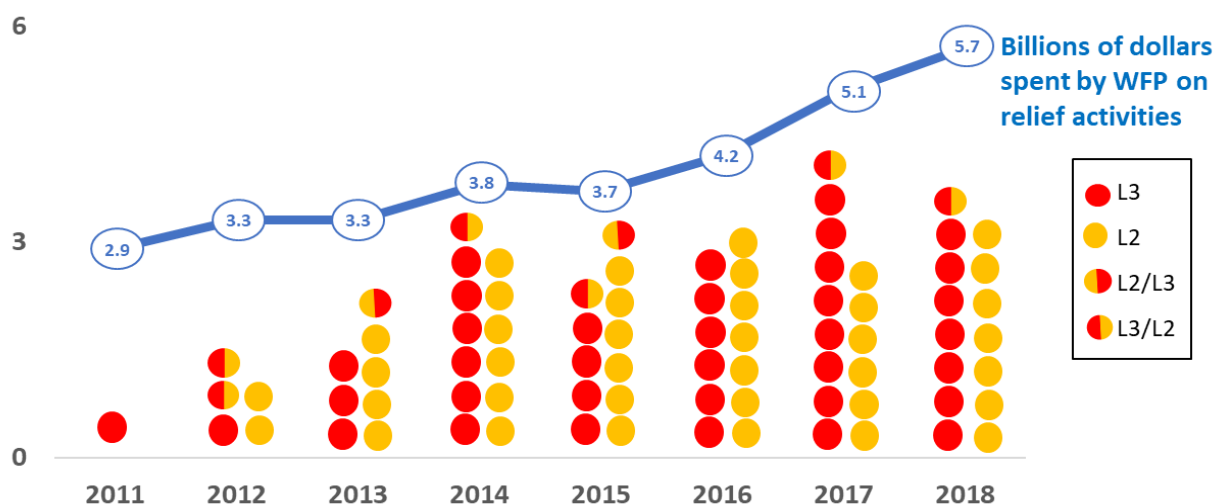
Figure 2: Emergency response case studies and evaluation visits



Humanitarian context and WFP emergency response

4. The humanitarian context has changed significantly during the period covered by the evaluation (2011–2018), which saw an increase in the number, complexity and duration of humanitarian crises, resulting in high levels of humanitarian need. A significant feature is an increase in conflict-related emergencies, and there is no indication that this trend will change in the near future.

Figure 3: WFP expenditure on relief activities and number of L2 and L3 emergencies 2011–2018*



*Note that expenditure figures for relief include protracted responses.

Source: Data from WFP annual performance reports for 2011–2018

5. The evaluation period started after WFP made a significant shift in its approach, from food aid to food assistance. An important trend has been the rapid increase in the scale of cash-based transfers (CBTs). There has also been divergence between ways of working, with some countries, particularly in middle-income countries in Asia, Latin America and Southern Africa, where there is more focus on WFP’s enabling role, unlike in other regions where the focus remains on large-scale direct food assistance.

6. The evaluation period has seen several significant capacity developments in WFP intended to enhance its emergency responses. These include new emergency-related policies to complement earlier ones already part of the policy framework and from 2016 the roll-out of the Integrated Road Map framework. Organizational structural developments include continued support for the decentralization of WFP and changes in the structure of central divisions and departments. Significant operational developments also occurred, while new guidance and tools were developed in technical areas. WFP also invested in capacities at the individual level through training and in mechanisms for rapid access to individuals with key skills.

FINDINGS

THE ENABLING ENVIRONMENT

7. **Policy framework.** WFP developed relevant new emergency-response-related policies, including on humanitarian protection, emergency preparedness, duty of care to employees and enterprise risk management. Older policies remain part of the guiding framework. However, most policies have been developed through standalone processes, resulting in some overlaps and competing priorities. There are also some gaps in the

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