WFP EVALUATION

Strategic Evaluation of WFP's Supply Chain Strategic Roadmap (2022–2025)

Centralized evaluation report – Volume I

World Food Programme

SAVING LIVES
CHANGING LIVES

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Introduction

Evaluation features

1. The WFP Office of Evaluation (OEV) commissioned an independent strategic evaluation of WFP's *Supply Chain Strategic Roadmap 2022–2025.* This is the first evaluation dedicated to WFP's supply chain operations.

2. The evaluation sought evidence regarding the positioning and performance of WFP's supply chain,[1] given its centrality to the achievement of WFP's mandate, and – particularly – the significant internal and external changes that have occurred since the road map was developed. The evaluation was global in scope and covered the period from 2019 to 2025, encompassing the period covered by the current road map, the previous supply chain strategy for 2017–2022, and the implementation of the 2019 local and regional food procurement policy.

3. The evaluation aimed to provide both learning for WFP and accountability to WFP's stakeholders, as the organization moves into a new strategic period. Specifically, it assessed:

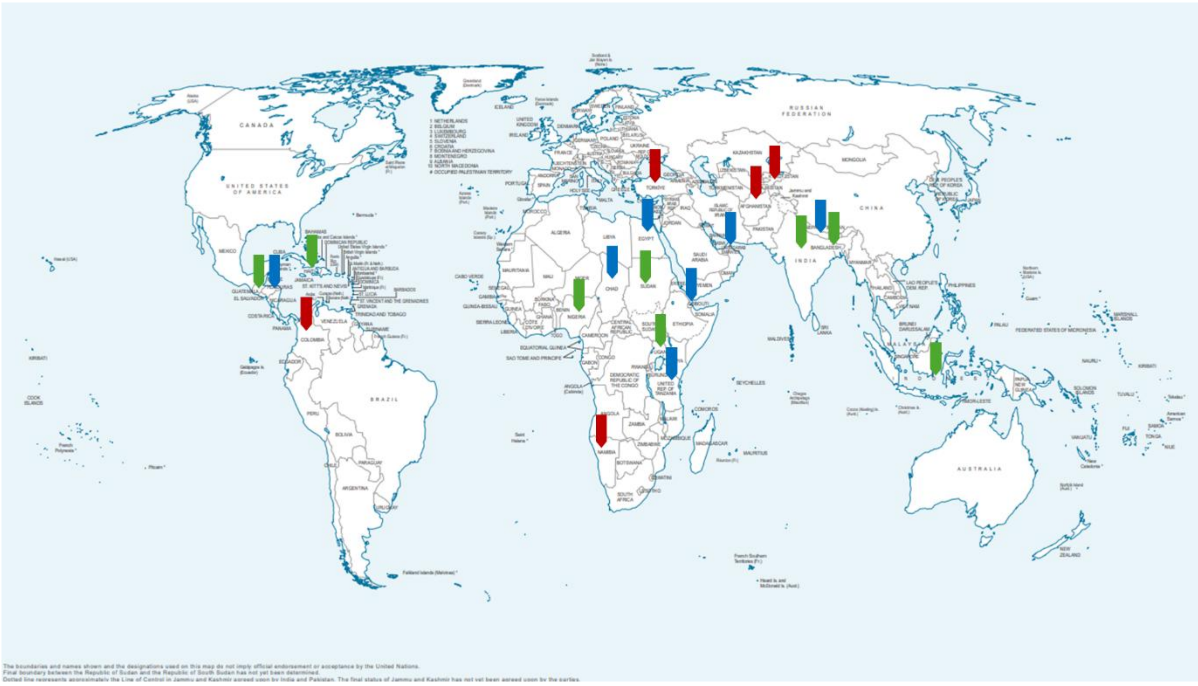
- the relevance of the road map in enabling WFP's supply chain to deliver on its mandate;
- the efficiency of WFP's supply chain in terms of the timeliness and costs of its operations;
- the results achieved in terms of the ambitions underpinning the road map; and
- the factors enabling or constraining the supply chain's ability to achieve its strategic aims.

4. The evaluation applied a theory-based, mixed methodology that emphasized learning by taking stock of what is working well and what can be strengthened. It proposed recommendations to guide the development of the supply chain's next strategic instrument.

5. To understand the diversity of the settings in which WFP's supply chain operates, the evaluation conducted extensive in-person and remote data collection (figure 1), interviewing more than 250 key informants and drawing on supply chain data from the country, regional and corporate levels. The evaluation adhered to the ethical guidelines of the United Nations Evaluation Group, and principles related to gender and inclusion were considered in its design and conduct.

[1] In this report, "WFP's supply chain" refers to the procurement, logistics, aviation, shipping and service provision across country, regional and global operations.

Figure 1: Countries involved in the evaluation



Key: blue = in-person visits; green = remote interviews; red = document review.

Source: OEV elaboration based on United Nations world map.

Context

External context

6. For many people around the world**,** access to food and livelihoods has become more difficult in recent years as a result of political uncertainty, natural disasters and economic shocks. Food insecurity and hunger are being exacerbated by increasing conflict, insecurity, climate change and economic instability, as well as rising food prices. At the same time, the humanitarian and development sector is adjusting to a constrained funding environment, following significant cuts in available financing. Providing timely and adequate humanitarian and development support to the people and communities in greatest need has become increasingly difficult.

7. In this context, the United Nations Secretary-General unveiled the UN80 initiative in March 2025. The initiative is a comprehensive package of reforms that aim to increase efficiency and reduce fragmentation in the mandates and structures of United Nations entities.[2] It includes the New Humanitarian Compact for United Nations humanitarian agencies which aims, in part, to integrate the supply chains of the principal humanitarian agencies, including WFP. In September 2025, the Secretary-General issued a report on UN80 workstream 3, "Changing structures and realigning programmes", outlining actions for the United Nations supply chain to progressively integrate supply chains so as to "make supply chains work as one". Although this evaluation did not assess WFP's alignment with these ambitions, they remain an important reference point for WFP's supply chain function as it moves into the future.[3]

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[2] United Nations. 2025. "What is the UN80 Initiative?".

[3] United Nations. 2025. *Shifting Paradigms: United to Deliver*.

Internal context

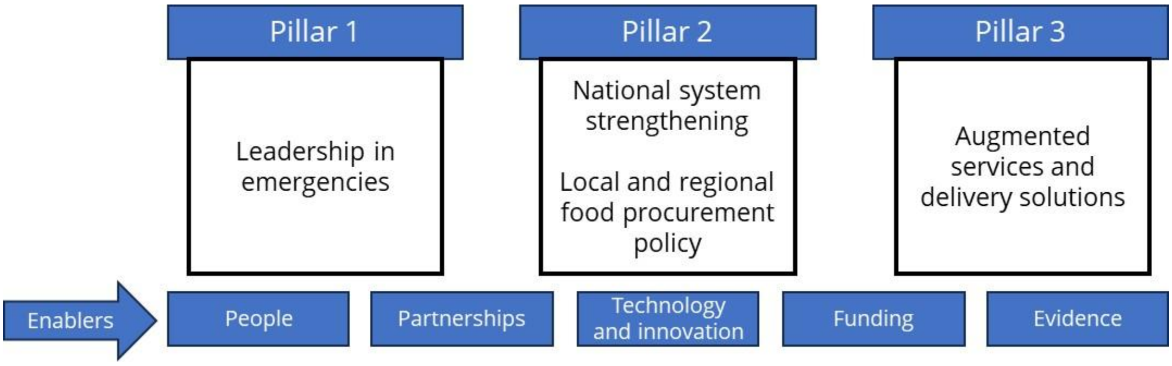
8. WFP plays a critical role in the global infrastructure for humanitarian supply chains. It contributes to the collective humanitarian response through participation in the Inter-Agency Standing Committee, leadership of the global logistics cluster, and the provision of procurement, logistics and other services for delivering food, cash and goods during emergencies. When needed, it also contributes to initiatives that leverage global expertise and field experience, such as the Black Sea Grain initiative,[4] and undertakes capacity-strengthening activities for governments and other partners.

9. WFP's resourcing for supply chain operations and assistance has been affected by external trends. Overall, resourcing steadily increased until the beginning of 2023, reaching USD 14.2 billion in 2022 before declining to USD 9.8 billion in 2024. To situate itself in this changing environment, the supply chain has needed to evolve.

The Supply Chain Strategic Roadmap for 2022–2025

10. The *Supply Chain Strategic Roadmap 2022–2025* was developed by WFP's supply chain function[5] in accordance with the objectives articulated in WFP's strategic plan for 2022–2025. The road map has three strategic pillars: leadership in emergencies; support for the strengthening of national systems; and the provision of augmented services and delivery solutions. It identifies five enablers: people, partnerships, technology and innovation, funding, and evidence (figure 2). Under pillar 2, the road map identifies the local and regional food procurement policy as the main entry point for contributing to improved livelihoods, increased local production and strengthened local supply chains.

Figure 2: *Supply Chain Strategic Roadmap 2022–2025* – strategic pillars and enablers



Source: OEV.

The evolution of WFP's supply chain

11. WFP's Supply Chain Division was established as a distinct functional area in 2015. To span the entire process of the end-to-end planning, sourcing and delivery of assistance, and to better position the supply chain function to support WFP's mandate, procurement (supply) and logistics (delivery) operations were merged into one function in 2017.

12. In 2025, WFP's supply chain function comprises procurement, logistics, aviation, shipping and service provision, which includes mandated services, the United Nations Humanitarian Air Service (UNHAS) – an air transport service that provides the global humanitarian community with access to hard-to-reach areas – and the logistics cluster, which provides support for information management in sudden-onset emergencies and conflicts and is led by WFP. As well as managing the United Nations Humanitarian Response Depot (UNHRD), a global network of logistics hubs for the procurement, storage and transport of

[4] Food Security Information Network and Global Network Against Food Crises. 2024. *2024 Global report on food crises.*

[5] The term "supply chain function" refers to the Supply Chain and Delivery Division as of 2025.

emergency supplies for the international humanitarian community, the function is also responsible for providing on-demand services to partners (figure 3).

Figure 3: Key areas of WFP's supply chain

Source: OEV.

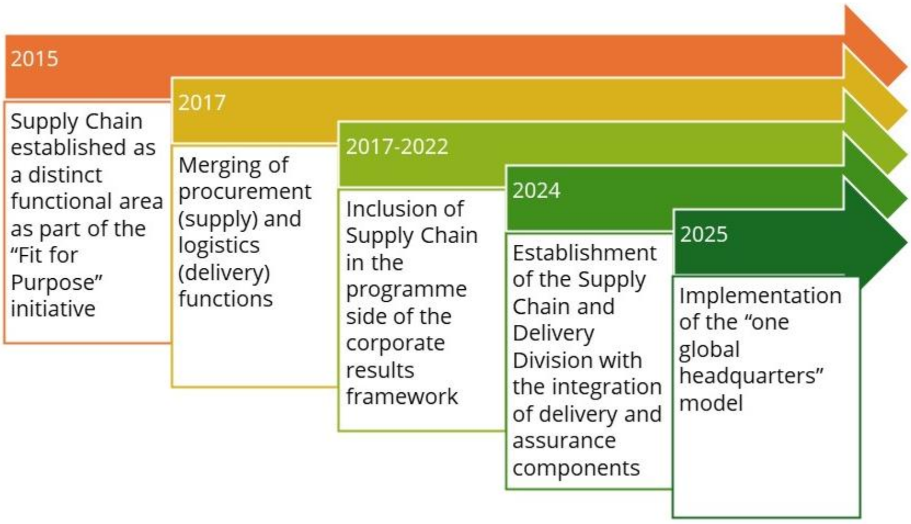
13. Building on earlier functional integration, in 2024, the Supply Chain Division integrated delivery and assurance components – including for cash-based operations, identity management, cooperating partner management, the Global Commodity Management Facility (GCMF)[6] and on-demand services – into its operations thereby becoming the supply chain and delivery function. This change was introduced to strengthen an end-to-end supply chain model encompassing both "upstream" planning and "last-mile" delivery.[7] Units dedicated to environmental sustainability, innovation, and research and development were also added to the function to address corporate priorities.

14. Subsequently, in an environment of reduced resourcing, in early 2025, WFP adopted and began to implement a "one global headquarters" model aimed at enhancing institutional coherence and clarifying lines of accountability in order to better support field operations. Accordingly, the structure and composition of WFP's supply chain continue to evolve, with further adjustments planned for 2026 (figure 4).

[6] The GCMF is an advance financing mechanism that allows WFP to respond faster to emergencies. It is managed by the Office of the Chief Financial Officer and the Supply Chain and Delivery Division, which is responsible for forecasting demand, planning supply, managing inventories and planning sales and operations.

[7] The results of these efforts have not yet been assessed.

Figure 4: Evolution of WFP's supply chain



Source: OEV.

Key evaluation insights

How did the* Supply Chain Strategic Roadmap 2022–2025 *guide the work of WFP's supply chain?

> The road map articulated clear, relevant aspirations for the evolution of WFP's supply chain from an operational role to one of global leadership and strategic partnership in the international humanitarian system. However, limited dissemination of the road map hindered institutional uptake, and demands on the supply chain have changed in light of the current growth in humanitarian crises, and funding gaps.

15. Developed during a period of relatively high funding and increased complexity and volatility, the road map aligned the objectives of WFP's supply chain with those set out in the organization's strategic plan for 2022–2025, building on the supply chain strategy for 2017–2022. The road map positioned WFP's supply chain function as an agile, proactive and strategic enabler in helping WFP to deliver on its mandate, emphasizing timely and efficient response, and elevating the function's strategic contribution beyond its well-established operational function. While maintaining the function's central role in service delivery, the road map emphasized the contributions of supply chain operations to national systems strengthening and the provision of services for the wider international humanitarian community. During the period covered by the road map, the demand for WFP's emergency response regained prominence in an environment of increasingly frequent emergencies.

16. The strategic direction articulated in the road map was sufficiently broad to allow the supply chain to adapt to emerging initiatives and to WFP's diverse operating environments. However, the lack of a clear implementation and dissemination plan limited uptake of the road map at the country office level. In addition, the absence of practical tools for implementing the road map limited the translation of its ambitions into action at the field level.

How have WFP's systems, structures and resources evolved to support the aims of the road map?

Platforms and reporting

> The road map helped to drive institutional investments and organizational changes aimed at enhancing internal efficiency and programmatic contributions. However, opportunities for further consolidation and integration among functions and systems remain.

17. The evaluation found that WFP's institutional arrangements were aligned with the road map's aspirations for increased internal efficiency and enhanced linkages to programmatic contributions. To support the implementation of the road map, WFP invested in an array of digital platforms and tools to improve the availability, quality and visibility of data in order to support evidence-based decision-making for its supply chain. The evaluation found that these investments in technology have simplified workloads and supported more strategic operations, producing efficiencies in beneficiary registration, delivery of assistance, and the workloads of employees.

18. However, while there are no specific gaps, the menu of solutions is fragmented and does not yet support an end-to-end process for supply chain operations. Although substantial guidance exists, limited direction has been provided at the corporate or country office levels on how to balance cost, timing, quality, risk and added-value considerations. Country offices often face multiple, potentially competing priorities, such as cost-efficiency, the speed of delivery, risk management, the reduction of WFP's carbon footprint, and contributions to programmatic outcomes. This lack of harmonization across tools has led to challenges in system integration and interoperability and has created bottlenecks. Country offices reported that corporate technology solutions did not always meet their operational needs owing to the aggregation of information, complex approval processes, delays, and risk mitigation measures. This has resulted in country offices sometimes producing tools for their own needs – such as country-specific operational Excel sheets that do not comply with corporate guidelines – creating challenges by requiring the manual reconciliation of records after a response.

19. The use of evidence in decision-making is also constrained by differences in the information needs of headquarters and country offices; fragmented internal systems; and limitations in corporate key performance indicators (KPIs). However, during the period covered by the road map, the supply chain's contributions to the design of country strategic plans (CSPs) became increasingly explicit. For example, CSPs refer to contributions to national supply chain optimization, technical assistance for improving food distribution networks and logistics, the contribution of supply chain expertise to government-led initiatives, and supply chain improvements that support vulnerable communities. Notwithstanding the increased attention to supply chains in the design of CSPs, however, reporting mechanisms did not fully capture the role, contribution or impact of supply chain operations in terms of country office performance.

People

> The road map's broad scope and the increasing expectations placed on supply chain staff demand a diversified and expanded workforce for the supply chain function. However, staffing levels have not evolved or expanded commensurately.

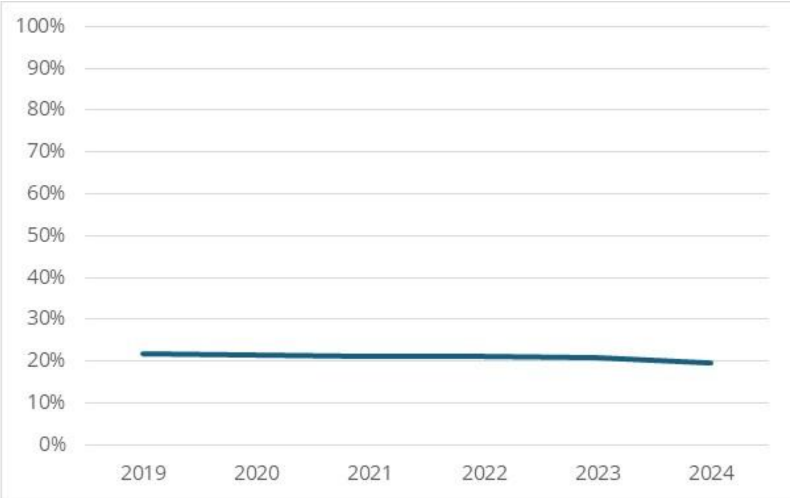
20. Supply chain staff play a pivotal role in ensuring the smooth functioning of WFP's supply chain operations. Problem solving, constant communication and coordination were found to have been essential in overcoming fragmented systems, maintaining institutional memory in the face of weak knowledge management systems, and adapting systems to diverse settings.

21. The ambitions underpinning the road map raised the expectations placed on supply chain staff, requiring new competencies in digital platforms, programmatic integration for national systems strengthening, and the marketing of joint and on-demand services. The composition of the supply chain workforce has evolved to reflect the changing and expanded profiles required. Since 2019, the number of supply chain-related positions – which entail programmatic and operational skills – increased by 67 percent, from 265 to 443 staff positions in 2024, while the demand for traditional logistics positions has remained

relatively stable, increasing by only 4 percent from 2,972 staff positions in 2019 to 3,100 in 2024. However, recent shifts in humanitarian settings have renewed the need for strong technical expertise in logistics and procurement, as well as programmatic skills.

22. Despite growing demand, supply chain staffing as a share of WFP's total workforce has remained stable, at about 20 percent, despite organizational growth, while the supply chain manages 73 percent of WFP's humanitarian resources (figure 5).[8]

Figure 5: Supply chain staff as a share of WFP's total workforce



Source: Human Resources Division data.

23. National employees account for 80 percent of the supply chain workforce, underscoring the importance of training and capacity development at the country level. Long-term national employees were often key to building effective partnerships, while staff deployed during a sudden-onset or scale-up response often lacked the necessary pre-existing relationships with national governments, the private sector or cooperating partners for efficient supply chain implementation.

Funding

> Efforts to ensure sustainable resourcing have been supported by an investment in on-demand services, and increased use of advance financing. However, the ambitions for increasing flexible funding have not been fully achieved because of recent funding cuts.

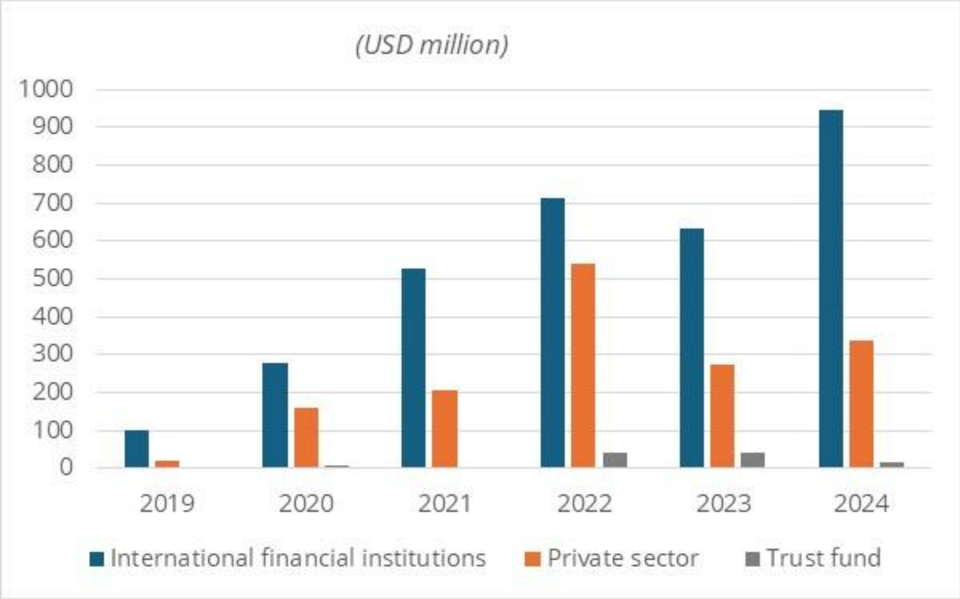
24. Responding to the need for increased, and more flexible, funding, WFP invested in infrastructure and mechanisms to support expanded on-demand and augmented services and advance financing mechanisms. This has led to increases in the value of on-demand services since 2019 and the potential for increased service provision. Although the two primary mechanisms for providing advance financing predate the road map, the resourcing of those mechanisms increased from 2018 to 2024, albeit at varying rates between years (figure 6).

25. There has been an increase in the use of funding from international financial institutions and the private sector to support service provision. Resourcing from trust funds remains relatively low compared with other sources, but doubled from 2020 to 2024,[9] reflecting the maturation and diversification of relationships with private sector and non-traditional partners.

[8] WFP annual performance reports for 2019–2024.

[9] Trust fund resourcing generally comes from national governments and is dedicated to a specific service provision opportunity, such as the delivery of vaccines or health supplies in targeted countries.

Figure 6: Resourcing from international financial institutions, the private sector and trust funds in support of service provision



Source: Annual performance reports for 2019–2024 and management plans for 2019–2025.

26. Since 2022, the financial resources available to WFP and its supply chain have declined, reducing flexibility and causing funding gaps and delays in initiatives. While allocations from the programme support and administrative budget for the Supply Chain Division have fluctuated, they increased from USD 18.3 million in 2019 to USD 26.0 million in 2024. Flexible funding as a share of total funding also rose steadily until 2023, when it reached 13 percent, before falling to 11 percent in 2024.

27. Despite ambitions for sustainable funding, most WFP funding remains short-term – 71 percent of grants are for less than two years – limiting country offices' ability to build strategic stocks, make advance purchases or secure long-term contracts. The limited amounts and flexibility of funding[10] led the supply chain and delivery function to rely on seed funding to support internal initiatives. The annual performance report for 2024 noted that this jeopardized the longevity of critical initiatives and created disjointed efforts depending on the thematic or geographic areas for which the funding was received.[11]

[10] The evaluation team did not have access to data on the internal funding received for implementing initiatives.

[11] Annex VI-B, "Annual performance report for 2024" (WFP/EB.A/2025/4-A/Rev.1).

What did WFP's supply chain achieve in terms of the ambitions of the road map?

Pillar 1: Leadership in emergencies and protracted crises

WFP's continued leadership in emergency response has been supported by its supply chain infrastructure and rapid response mechanisms, which have enhanced its ability to reach the most vulnerable people with food and cash.

28. The road map set out ambitions for enhancing the ability of the supply chain to reach the most vulnerable people through the most appropriate delivery modality while maintaining the quality of the assistance delivered. WFP reached 87 million people in emergency situations in 2018, rising to nearly 160 million by 2022, but declining to 90 million in 2024. Even in an environment of increasingly complex emergencies and funding cuts, the organization was able to respond to sudden-onset crises within an average of one day in 2024.[12]

29. The expanded outreach to affected people was supported by programme adaptations and innovative delivery methods. These included scalable hybrid cash-based transfers and modified food distribution approaches, such as the batch-loading of prepaid electronic ration cards, home deliveries and mobile code-based systems. These adaptations reflect WFP's capacity to respond flexibly to evolving needs in diverse settings. However, given the funding constraints, WFP had to balance the number of beneficiaries it assisted against the volume and frequency of the transfers it delivered. This trade-off occasionally led to variable food security outcomes.[13]

30. WFP's supply chain has increasingly supported the development and use of flexible delivery modalities tailored to local needs and preferences.[14] Country offices often conduct studies to determine the most appropriate modality – such as in-kind food, vouchers or cash – and the supply chain is adapted accordingly. Examples of this include the establishment of partnerships with bakeries to deliver hot meals, and collaboration with supermarkets on converting vouchers into food deliveries during the 2019 coronavirus virus (COVID-19) pandemic. The function has also switched between modalities in response to changing circumstances, such as moving from school meal operations to the distribution of take-home rations. These shifts are guided by assessments of markets, financing and technology and facilitated by preparedness measures such as agreements with suppliers and the pre-positioning of stocks. Recent organizational changes have also improved internal coordination, especially between the supply chain and programme divisions, but gaps remain in end-to-end planning, partner management and communication.

31. WFP has worked to reach the most vulnerable people by leveraging technology and digital solutions; adapting logistics and delivery methods to overcome access constraints; strengthening partnerships and local capacity; and engaging in negotiations for improved access to vulnerable people isolated by conflict.

32. Food safety and quality improved during the period covered by the road map, with increasingly rigorous food safety and quality mechanisms ensuring the quality of the food delivered. Between 2020 and 2025, WFP recorded 925 food safety and quality incidents, of which more than 80 percent were identified before the food reached beneficiaries. The number of food safety and quality incidents has declined from a peak of 238 in 2022 to a low of fewer than 80 in 2025 (pro-rated for the full year) (figure 7).

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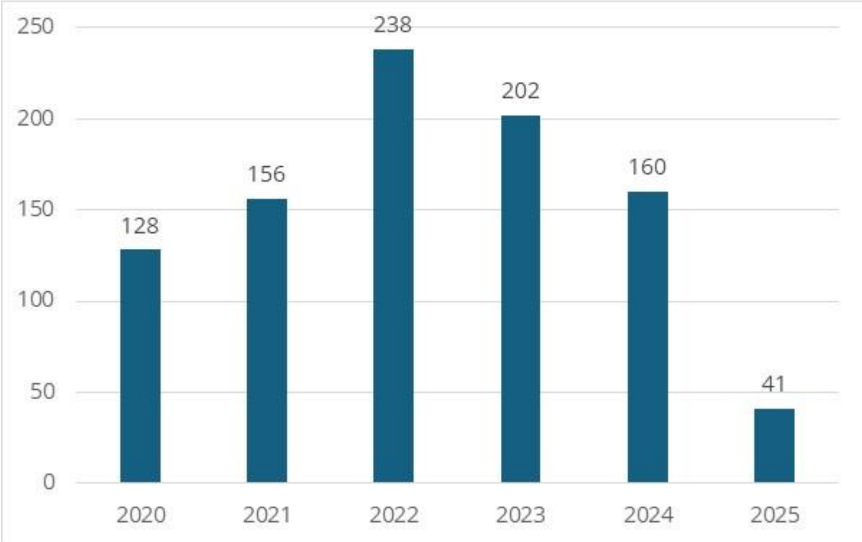
[12] "Annual performance report for 2024" (WFP/EB.A/2025/4-A/Rev.1).

[13] WFP's 2025 global outlook reported that an estimated 44.4 million people were at "emergency" levels of food insecurity. However, WFP had to reduce rations and scale down programmes in key operations while significantly reducing the number of beneficiaries assisted.

[14] "Localization policy" (WFP/EB.A/2025/5-A).

Figure 7: Annual food safety and quality incidents



Source: DOTS, food safety and quality incidents dataset.

Pillar 2: Support for the strengthening of national systems

> The road map positioned WFP's supply chain to strengthen national systems by supporting local supply chains and building technical supply chain expertise. Through its local and regional food procurement policy of 2019, WFP reinforced programmatic objectives such as supporting smallholder farmers and strengthening food value chains. However, limited guidance, reduced resourcing, shifting expectations and gaps in reporting frameworks have hindered WFP's ability to demonstrate the contributions that its supply chain operations make to national systems strengthening.

33. The road map aimed to support national systems and the implementation of the local and regional food procurement policy to support resilient national supply chains that deliver safe, nutritious foods, enhance markets, and boost local actors' capacity to withstand shocks.

34. Although the supply chain supports national systems through a myriad of approaches, many of these contributions are not captured in country-level or corporate reporting, limiting their visibility and the extent to which their impact can be measured.[15] Nonetheless, the evaluation identified several areas of progress, and some challenges.

35. Supply chain and delivery efforts strengthened national systems through training, policy advice, new technologies and infrastructure support with the aim of improving national supply chains.[16] Specific achievements identified by the evaluation include strengthened government procurement processes; improved management of strategic grain reserves, with an emphasis on food quality and safety; local markets expanded through local procurement; and the development of food fortification by the private sector. The supply chain and delivery function has also helped to bolster governments' logistics and supply

[15] Nepal country visit, exit briefing.

[16] Draft UNHRD annual report for 2025,

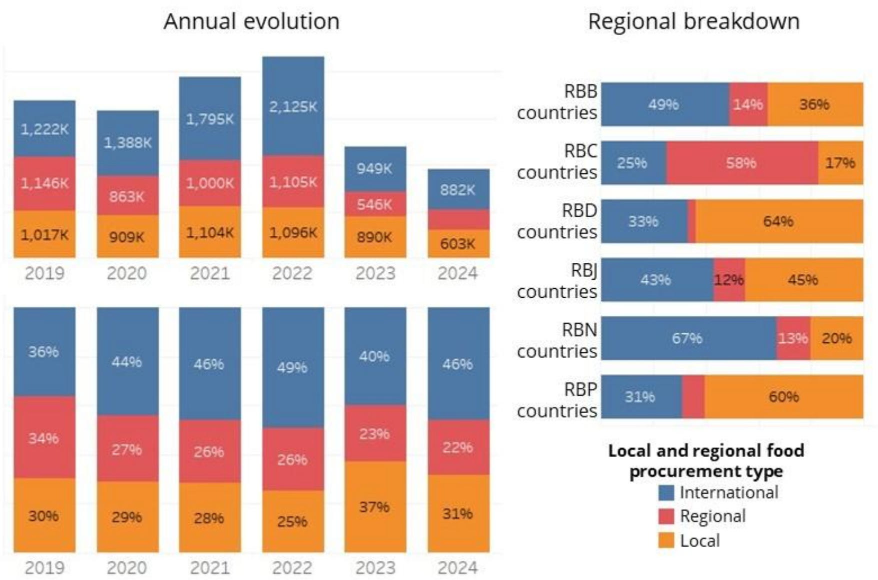
chain capacity by supporting warehouses, staging areas and mobile storage units.[17] The logistics cluster, led by WFP, has also contributed to information preparedness[18] and digital tools.

36. The local and regional food procurement policy strengthened the conceptual framework, value proposition, institutional mechanisms and incentives for local and regional purchases, improving access to, and the price, availability and quality of, food and related services. Included in the second pillar of the road map, to contribute to national systems strengthening, the policy aimed to boost WFP's local, regional and pro-smallholder procurement by balancing cost-efficiency considerations with programme objectives.

37. The policy introduced a mechanism that allows purchase prices of up to 20 percent above the import parity price to be considered for food purchased through local procurement, including from smallholder farmers. As part of its implementation, the policy was piloted in 11 countries, during which value chain analysis and new contract models that support scale-up were developed.[19]

38. Since the policy was implemented, WFP's local and regional food procurement has remained stable, accounting for between 50 and 65 percent of the organization's total procurement (figure 8). In terms of absolute value, however, WFP more than doubled its expenditure on local procurement, from USD 787 million in 2020 to USD 1.6 billion in 2022, constituting a 103 percent increase in the value injected into local economies.[20]

Figure 8: Distribution of food volume by type of procurement, 2019–2024



Abbreviations: RBB = Regional Bureau for Asia and the Pacific; RBC = Regional Bureau for the Middle East, Northern Africa and Eastern Europe; RBD = Regional Bureau for Western Africa; RBJ = Regional Bureau for Southern Africa; RBN = Regional Bureau for Eastern Africa; RBP = Regional Bureau for Latin America and the Caribbean.

Source: Data on Supply Chain Procurement Service Procurement Spend Analysis (regional breakdown average 2019–2024) in WFP Analytics.

[17] "Summary report on the evaluation of WFP's emergency preparedness policy" (WFP/EB.1/2025/7-A/2).

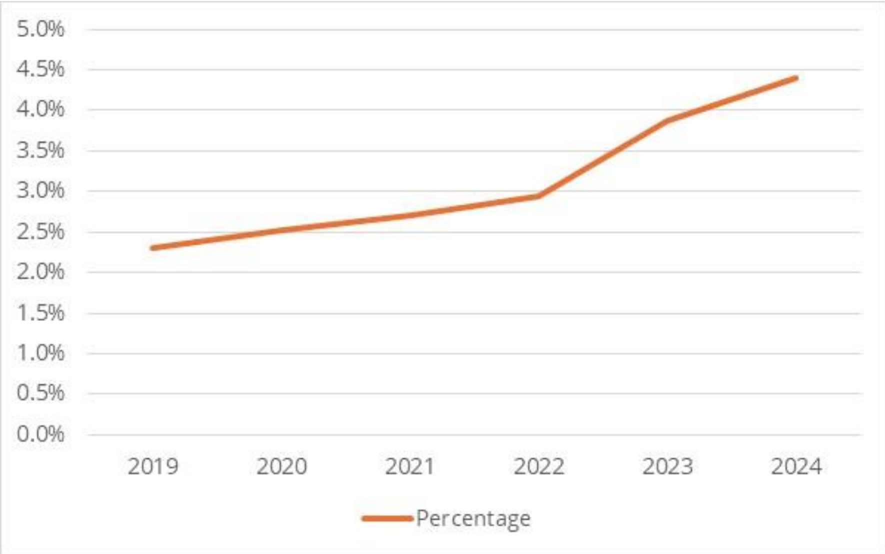
[18] *Information preparedness* refers to the systems, data and analysis capabilities that enable timely, effective and evidence-based emergency responses.

[19] WFP. 2024. *Evaluation of Local and Regional Food Procurement Pilot Programmes in Eastern Africa (2021–2023)*.

[20] WFP. 2023. *Update on the implementation of the local and regional food procurement policy*.

39. Through the policy, WFP has contributed to strengthening local economies by building long-term relationships with national suppliers and transporters, benefiting small businesses and improving food safety standards. The ambition for WFP to use its purchasing power to influence the development of local and regional markets and facilitate links between smallholder farmers and local suppliers was achieved to some extent. For example, in Eastern Africa and Central America, a focus on local procurement was found to improve food systems and generated hundreds of jobs each year. In addition, the integration of local procurement into the GCMF was found to reduce delivery lead times for smallholder farmers and improve the overall responsiveness of WFP's supply chain.[21]

Figure 9: Procurement from smallholder farmers, 2019–2024 (percentage of total procurement)



Source: WFP annual performance reports for 2020–2024.

40. Procurement from smallholder farmers has gradually increased since 2019, supported by programmatic support for farmers and the inclusion of clauses in supplier contracts stipulating that a certain percentage of commodities be purchased from smallholder farmers (figure 9). However, the evaluation team did not find a systematic link between WFP programmes that support farmers' livelihoods and procurement opportunities.

41. Despite achievements, implementation of the local and regional food procurement policy faced operational and structural challenges, including resourcing and organizational gaps. Operationally, WFP's administrative and procurement processes were not always well aligned with the practical needs of smallholder farmers, who often lacked the capital needed to absorb costs, or the technical capacity to manage WFP's processes. Structurally, the evaluation found that policy implementation was affected by an unclear division of responsibilities and inconsistent coordination between the supply chain and programme units in country offices. Beyond the initial pilot phase, implementation of the policy was constrained by a lack of dedicated human and financial resources, which limited WFP's ability to fully operationalize the policy.

[21] WFP. 2024. *Evaluation of Local and Regional Food Procurement Pilot Programmes in Eastern Africa (2021–2023)*.

Pillar 3: Partner of choice

> WFP has reinforced its position as a preferred partner for the provision of logistics and supply chain services within the international humanitarian community. Current and future United Nations reform initiatives have the potential to further expand the opportunities for WFP's supply chain to provide joint services.

42. The road map articulated the aspiration that WFP become the "partner of choice" for the international humanitarian community through its provision of mandated services – UNHAS and the logistics cluster,[22] the development of mechanisms that support joint services, and the expansion of on-demand service provision to agencies and governments.

Services for the humanitarian community

43. WFP's services have earned the trust and respect of partners globally. This has helped to position WFP as a critical and fundamental systems enabler as well as a service provider.[23]

44. In 2024, WFP met 100 percent of partners' requests for mandated services and provided cluster-related services in 56 countries. Operational efficiency improved, with the cost per UNHAS passenger falling by 2.5 percent between 2023 and 2024.[24] The quality of services was maintained, as demonstrated by a consistently high satisfaction rate in surveys, including over 95 percent satisfaction for UNHAS. The provision of all mandated services peaked during the COVID-19 pandemic response in 2020 and 2021, when UNHAS provided passenger transportation and evacuations related to the pandemic response.

45. UNHRD has responded to record numbers of requests from partners in emergency settings. Requests for support peaked in 2020 during the COVID-19 response. In 2024, UNHRD managed 559 consignments for 34 partners in 95 countries, providing, for example, aid in Yemen, emergency supplies in the Gaza Strip, nutrition stocks in Afghanistan, and water, hygiene and health kits for partners in the Sudan and Ukraine.

46. Requests for logistics cluster services, led by WFP, have continued to rise. In 2019, the cluster supported operations in 20 countries, which increased to 45 countries in 2024, with a shift in focus from product delivery to requests for coordination and information management.

Joint services

47. Under the road map, WFP committed to supporting supply chain services that include shared logistics platforms, joint needs assessments, collaborative cash delivery mechanisms, pooled procurement arrangements, and shared infrastructure. The Humanitarian Logistics Service was established within WFP to ensure the consolidation, integration and coordination of service provision activities.

48. In this context, WFP has promoted joint service platforms with partners to help enhance coordination, improve efficiency and maximize effectiveness during emergencies and protracted crises. The emphasis on joint service provision has become central to WFP's contribution to the UN80 initiative led by the Secretary-General and to nascent efforts to consolidate an integrated platform for the United Nations system and provide the conceptual framework for a joint supply chain service.[25]

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[22] UNHRD is listed as a mandated service in the *Supply Chain Strategic Roadmap 2022–2025*.

[23] WFP. 2022. *Evaluation of the WFP Response to the COVID-19 Pandemic*.

[24] WFP. 2025. *UNHAS Annual Review 2024: Facilitating global humanitarian response for 20 years*.

[25] United Nations Office for the Coordination of Humanitarian Affairs. 2025. *Towards a Value Proposition for a Joint Supply Chain*.

On-demand services

49. WFP significantly expanded its on-demand service operations to support partners with food-based, cash-based and logistics solutions. To strengthen delivery, WFP introduced an on-demand service function, a common marketplace platform for managing requests, a service catalogue, and a centralized dataset. Demand is concentrated in a few countries, which together account for more than 60 percent of the total value of WFP's service provision, and include Lebanon, the State of Palestine, Guatemala and Ethiopia.

50. While driven primarily by crisis, WFP's provision of on-demand services has also supported governments in development settings, demonstrating the organization's flexibility and strategic importance in enhancing operational efficiency and coordination among partners. Despite the demand from partners, the scalability of on-demand services is hindered by fluctuations in service needs, staffing gaps, unclear cost-recovery models, and limited performance monitoring.

How has WFP's supply chain demonstrated efficiency?

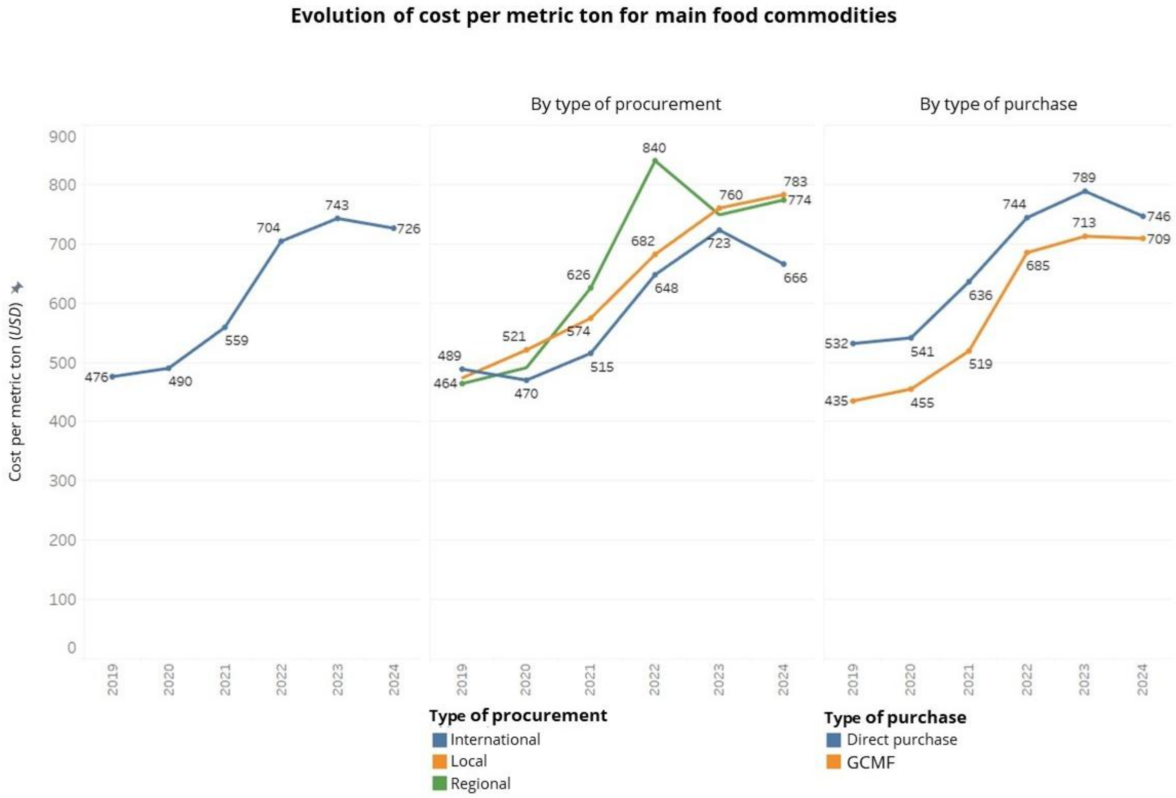
Since 2019, WFP's supply chain processes have demonstrated measurable efficiency gains. However, efficiency trends and challenges depended on operational and national circumstances.

51. WFP's supply chain operations have achieved measurable improvements in cost-efficiency, timeliness and quality since 2019. Multiple factors have contributed to supply chain efficiency gains. The expansion of advance financing mechanisms – such as the GCMF, the Immediate Response Account and internal project lending – and the management of inter-country corridors and UNHRD have enabled more proactive planning, faster procurement, and the pre-positioning of stock.

52. **Optimized procurement:** Despite rising global food prices and sharp cost increases in 2022, WFP has improved the cost-efficiency of its procurement activities – in terms of the cost per metric ton – through optimized sourcing. Sourcing through the GCMF was found to consistently deliver lower unit costs than direct purchasing, with average savings of USD 66 per mt from 2019 to 2024. Over time, the comparative costs of regional procurement have shifted from being consistently higher than those of traditional procurement to converging with those of local and international channels (figure 10), suggesting more strategic decision-making in country offices. In addition, country offices that procured food through the GCMF received their supplies faster than when using other procurement channels, with reduced average lead times of 49 days through the GCMF compared with ~143 days through other channels.[26]

[26] "Report on the utilization of WFP's strategic financing mechanisms (1 January–31 December 2024)" (WFP/EB.A/2025/6-C/1/Rev.1).

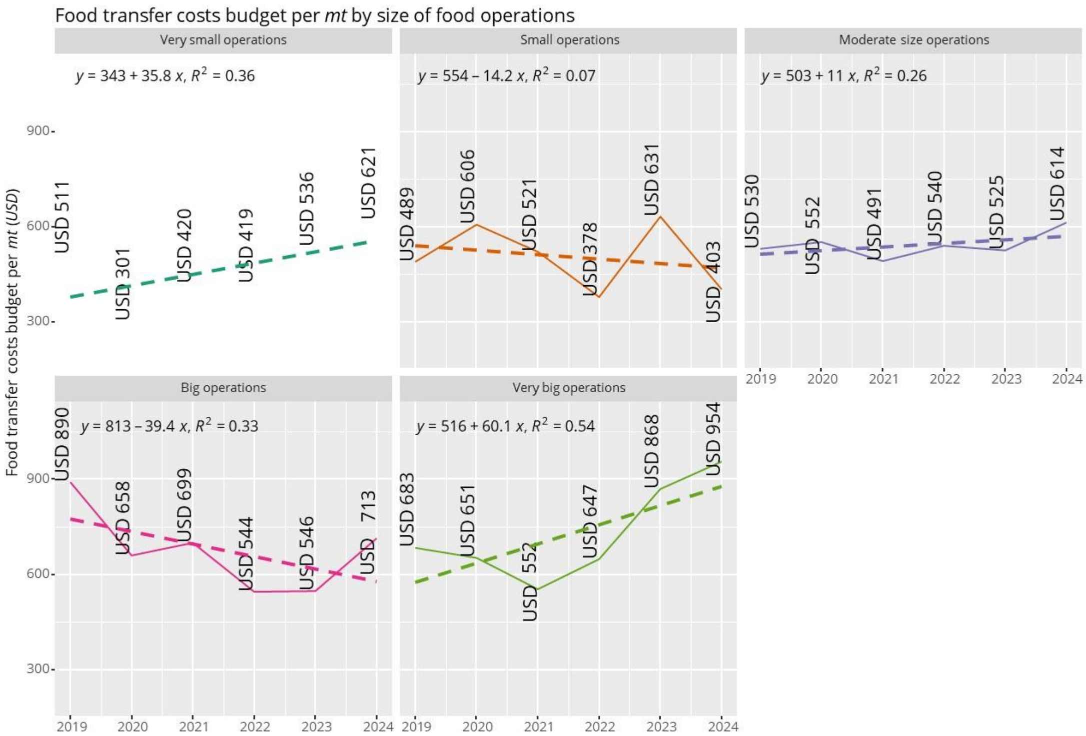
Figure 10: Food costs per metric ton by type of procurement and purchase



Source: Supply Chain Procurement Service Procurement Spend Analysis, December 2024.

53. **Cost-efficiency at scale:** While food transfer costs rose by an average of USD 20 per mt from 2019 to 2024, the overall cost-efficiency of food transfers for small, moderate and large operations, measured in terms of food transfer costs per mt, has improved over time. This is especially the case for large operations where WFP benefits from economies of scale and long-term presence and where WFP has invested in strengthening national capacity (figure 11).

Figure 11: Annual food transfer costs by size of response



Source: Supply Chain Procurement Service procurement spend analysis.

54. Supply chain costs are higher in emergency responses and in fragile settings, mainly because of the increased expenses of transporting food and goods internationally and within affected countries, and the higher operational costs incurred by WFP's cooperating partners. In these situations, supply chain costs tend to rise where access is more difficult and operational challenges are greater. The evaluation found that, even under these conditions, maintaining a country presence facilitated efficiency gains through factors such as better sourcing practices, and improved relationships with transporters and vendors. Supply chain costs were also found to be high in WFP's very small operations, likely due to fixed costs related to supply chain management.

55. **Costs associated with transferring in-kind donations:** The costs of transporting and distributing in-kind food donations increased over the period. In-kind donations often require complex supply chain management due to short notice and tight distribution timelines, such as those related to food expiration dates. Country offices often prioritized the distribution of stock with earlier expiration dates, leaving others unused, which was found to sometimes lead to storage bottlenecks and increased transportation costs. The evaluation team found that in the absence of a corporate mechanism to support the long-term visibility of in-kind donations, such donations sometimes caused additional expenses, such as for the contracting of extra warehouses and the adjustment of distribution schedules.

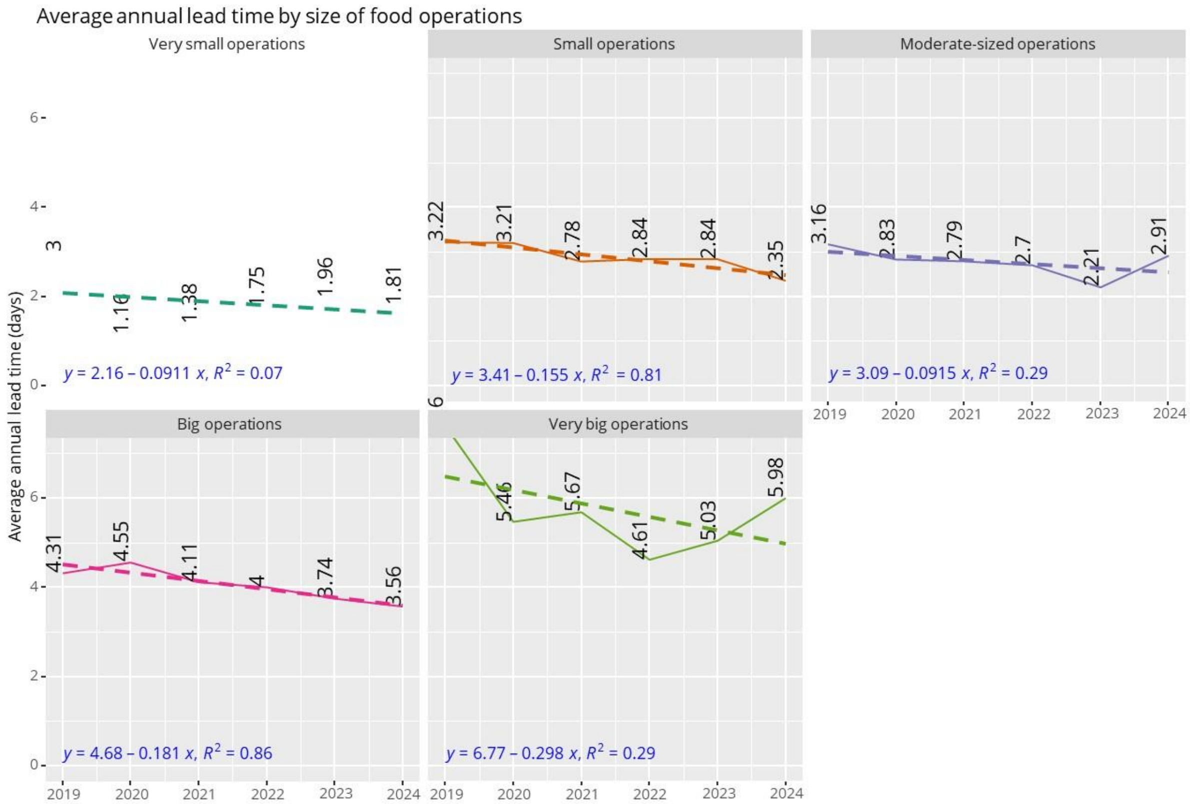
56. **Decline of cash transfer costs over time:** The evaluation found that the longer a country operation has used cash as a transfer modality, the more cost-efficient cash transfers become, with the exception of very large operations. The ratio of transfer costs to the total costs of cash transfers decreased by 1.7 percent from 2019 to 2024 for small, medium and large operations. Efficiency gains are especially evident in the reduced costs from financial service providers, likely due to stronger relationships built with providers over time.

57. **Food losses**: For the majority of country offices, there have been steady improvements in the mitigation of post-delivery losses. Between 80 and 93 percent of all annual global losses are attributed to WFP's largest operations – such as those in Ethiopia, South Sudan and the Sudan – which saw spikes in food

losses in 2019 and 2024.[27] The report on global losses cites civil unrest and theft as factors leading to loss, along with disruption in the supply chain, including problems in the place of origin, inadequate transport and overlong storage.

58. **Increased responsiveness:** Lead time, measured in the number of days required to deliver food from the warehouse to the cooperating partner, has improved across operations, decreasing from an average of 3.63 to 2.68 days. Lead time remains longest in large-scale and crisis responses due to distance and the scale of needs (figure 12).

Figure 12: Average lead time from warehouse to cooperating partner, by operation size*



* The size of an operation is categorized in terms of the expenditure per year: < USD 3 million – very small; USD 3–10 million = small; USD 10–50 million = moderate-sized USD 50–150 million = large; >USD 150 million = very large.

Source: Supply chain KPIs lead time for delivery to cooperating partners.

59. **National systems drive efficiency:** The strength of national markets and systems was found to have a greater influence on cost reductions and transfer savings than any other factor. WFP's operations were found to be the most cost-efficient in settings where WFP focused on national systems strengthening; these are mainly small operations with operational expenditure of up to USD 15 million per year. The data show that the stronger the national systems, the lower the lead times, regardless of the type or size of the response, suggesting that systems strengthening can have a significant influence on the efficiency and responsiveness of supply chains.

[27] WFP annual reports on global losses for 2019–2024. The "top ten" countries with the largest losses vary from year to year; the only countries consistently in the top ten over the period evaluated were Ethiopia, South Sudan and the Sudan. The factors contributing to food losses are well-documented in internal audit reports.

60. **Agility amid operational volatility:** Despite recognized efforts and achievements in improving the cost and time efficiency of WFP's supply chain and delivery function, the volatility in many of WFP's operating environments is a persistent challenge. The rapid scale-up of WFP's food and cash operations, often with high start-up costs, demonstrates the organization's agility, but also contributes to system fragmentation, as responses are tailored to emerging, context-specific demands. In such conditions, WFP must constantly strike an appropriate balance between responsiveness, cost and investment in national capacity, while prioritizing delivery to the "last mile".

How have cross-cutting priorities been incorporated into the road map?

Environmental sustainability and waste management

Although only recently embedded, the integration of environmental sustainability considerations into WFP's supply chain is improving environmental outcomes. However, country offices' uptake of tools designed to promote environmental sustainability varies.

61. Under the road map, the drivers of, and imperatives for, environmental sustainability have come into focus, and the supply chain function has made progress in articulating those drivers, along with metrics, tools and strategy for promoting environmental sustainability and waste management. The 2024 evaluation of WFP's environmental policy found that the supply chain had initiated "considerable work" to develop an understanding of the environmental footprint of supply chain operations.[28] It developed a supply chain environmental strategy and rolled out the ECODASH platform to enhance its capacity to measure and reduce the carbon footprint of its procurement, logistics and food distribution operations.

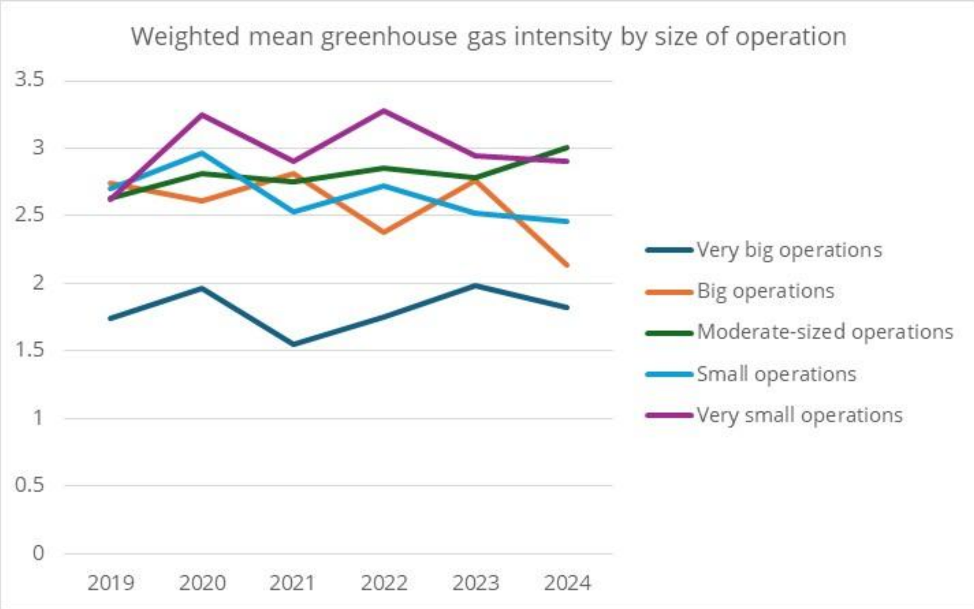
62. In addition to achievements in measuring and tracking environmental sustainability at the corporate level, the evaluation found efforts to address environmental considerations in supply chain operations across countries visited. These efforts included limiting food waste, recycling packaging, shortening supply chain routes, and improving the quality of transporter emissions. The logistics cluster launched the waste management and reverse logistics for environmental consciousness tool, which supports reverse logistics[29] and recycling; the safe disposal of expired commodities; and training for partners.

63. As part of its environmental sustainability efforts, WFP is exploring and tracking opportunities to reduce carbon dioxide emissions throughout its operations and is seeking food procurement and transport options with lower carbon emissions. WFP's largest operations, which have the largest environmental footprint, have been found to have lower greenhouse gas intensities per metric ton of food procured than smaller operations, suggesting economies of scale (figure 13).

[28] WFP. 2024. *Evaluation of WFP's Environmental Policy*.

[29] In reverse logistics, left-over product and packaging are sent back from the product's end-users to other stages in the supply chain where they can be reused and recycled.

Figure 13: Greenhouse gas intensity by operation size (carbon dioxide emissions per metric ton of food procured)



Source: WFP Dataset: Consolidated Emissions by Country. Elaborated by the Supply Chain and Delivery Division and the evaluation team.

Gender empowerment and women's equality, and protection

> WFP's supply chain has incorporated gender, equity and protection considerations into its operations, in accordance with broader corporate strategies and policies. Gaps remain in ensuring consistent application.

64. In line with WFP's corporate cross-cutting priorities, the road map includes efforts to promote women's participation among suppliers and a gender balance in staffing.[30] Key challenges for addressing gender and protection concerns[31] in supply chain operations were the lack of consistent reporting, and the uneven capacity of supply chain actors to address gender and protection issues. [32]

65. To address gender and protection issues in supply chain operations, specific efforts have included:

- *allocating dedicated human resources* through the appointment of a senior advisor on cross-cutting issues
- *adding clauses to vendors' contracts* that prioritize women-led firms in procurement and aim to reduce protection risks to beneficiaries; and providing recourse in case of violation;

[30] "Report of the External Auditor on air transport services" (WFP/EB.A/2020/6-G/1).

[31] In the risk catalogue, under category 2.1 on "Beneficiary health, safety and security", beneficiaries' lack of protection is defined as "Beneficiaries are exposed to safety and security hazards, or any other kind of fraud, abuse or exploitation while receiving assistance".

[32] "Synthesis of evidence and lessons on WFP's cooperating partners from centralized and decentralized evaluations" (WFP/EB.2/2024/6-B).

- *providing capacity-strengthening opportunities for cooperating partners and vendors* that help them to identify, prevent and respond to risks in the areas of protection, gender equality and women's empowerment, and protection from sexual exploitation and abuse ;
- *enhancing access to rations by* adapting ration sizes so that they can be carried by women, and building logistics infrastructure so as to reach vulnerable population groups; and
- *developing guidelines* on responsive procurement and protection.

66. Although gender and protection issues are key considerations, they are not yet embedded into all supply chain processes. For example, the criteria included in WFP's procurement processes for checking that the firms used have sufficient capital to sustain themselves between supplying WFP and receiving payment inadvertently favoured companies led my men, which account for the majority of such firms. Although there are examples of negotiations and discussions on access in which WFP's supply chain teams aim to ensure that logistics decisions are informed by protection concerns, this practice is not conducted systematically.

How has WFP's supply chain worked with partners towards the aims of the road map?

> WFP diversified the type, nature and composition of its partnerships, which contributed to an increase in the efficiency of its supply chain and strengthening national systems. However, current monitoring frameworks do not adequately track or reflect the value added by such collaboration.

67. Supply chain operations relied on partnerships with host governments, other United Nations entities, non-governmental and civil society organizations (NGOs and CSOs), and private sector actors in more than 80 countries. Table 1 highlights the key areas of achievement identified by the evaluation team, according to the type of partner.

TABLE 1: SUMMARY OF PARTNERSHIPS WITH WFP'S SUPPLY CHAIN, BY TYPE OF PARTNER, 2019–2024

Partner type	**2024**	
	From WFP	**From partners**
Private sector actors		Logistics support, pro-bono services, blockchain solutions, last-mile delivery optimization
Governments	Access to WFP platforms, technical expertise, food procurement, on-demand services	Coordination for disaster resilience
NGOs and CSOs	Capacity building, common services	Cooperating partners for implementation
United Nations entities	Logistics support, on-demand services, logistics cluster leadership	Inter-agency coordination

Private sector partnerships

68. Building effective private sector partnerships for funding or programme implementation, or – most frequently – as contractors required WFP to strike a balance between technical expertise in managing transactional relationships, and the interpersonal skills needed to develop and maintain long-term relationships.

69. WFP relies on suppliers, vendors, transporters and warehouse or storage providers to support the supply chain from end to end and has 1,900 contracts with service providers and vendors globally.[33] Large-scale private sector companies were WFP's main partners as they tend to offer consistent supplies and achieve the greatest cost-efficiency due to economies of scale. Within these partnerships, WFP was usually a small or medium-sized client compared with others. The evaluation found considerable private sector interest in collaborating with WFP given its mandate. The evaluation found considerable private sector interest in collaborating with WFP, given its mandate -- even with system bottlenecks that are often inherent to WFP's procurement processes, including the need for suppliers and vendors to have sufficient capital to absorb risks while they wait for WFP's slow payment processes. In addition, WFP continues to prioritize contracts with national vendors, increasing the role of national businesses in supply chains.[34]

National governments – host governments

70. WFP's supply chain works in partnership with governments as clients and co-implementers. Country offices increasingly broker government access to WFP's common services such as UNHAS and UNHRD, and provide targeted technical assistance on social protection, logistics preparedness and procurement. WFP's supply chain and delivery function has scaled up its on-demand services for governments, including food and fuel procurement and last-mile delivery; supported government-led emergency logistics; and contributed expertise to national social protection reforms and deployments through talent pools, long-term agreements for technical assistance, and the development of inter-agency guidance.

Non-governmental and civil society organizations

71. For WFP's supply chain, NGOs and CSOs are the organization's primary cooperating partners in the distribution and monitoring of in-kind and cash transfers. In the "last mile" of distribution, local – and international – NGO cooperating partners carry out the majority of direct distributions to beneficiaries. Work with and through local partners comprises 53.8 percent of all of WFP's NGO-related expenditures, at USD 273.7 million, and involves at least 760 partner organizations.[35] The management of WFP's work with cooperating partners involved in distribution has only recently become the responsibility of the supply chain function, and insufficient time has passed to assess implications of this move. However, WFP's cluster leadership and common services create the enabling conditions for NGOs' operations by facilitating coordination, access, transport, storage and information and communications technology, while its on-demand services and training bolster NGOs' last-mile performance and accountability.

Other United Nations entities

72. In WFP's supply chain operations, other United Nations entities are both cooperating partners, in distributing transfers and providing services, and clients, in using WFP's common services and platforms. WFP's leadership of the logistics and emergency telecommunications clusters, and its co-leadership of the global food security cluster with the Food and Agriculture Organization of the United Nations, and its management of UNHAS, UNHRD and inter-agency platforms such as the United Nations Booking Hub, and United Nations mobility services underpin the collective response and deliver documented efficiency gains and access.

73. WFP's supply chain has continued to expand its role in joint service provision throughout the United Nations system. The UN80 reform initiative and, in particular, the repositioning of the United Nations development system under General Assembly resolution 72/279, creates opportunities for WFP to align its operational support with system-wide reforms for strengthening efficiency, effectiveness and accountability in humanitarian and development settings.

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[33] WFP Procurement dataset on headquarters vendor contracts.

[34] In line with the objectives of WFP's localization policy of 2025.

[35] In 2024, WFP's expenditures on its NGO partners totalled USD 508.6 million, of which international partners accounted for USD 235.0 million, or 46.2 percent.

Recommendations

74. The following table presents the recommendations stemming from the evaluation.

No.	Recommendations and sub recommendations	Rationale	Type	Responsibility – lead office	Other contributing entities	Priority	Deadline for completion
1	**Update the supply chain road map and convert it into a supply chain and delivery strategy**						
	Develop a supply chain strategy to articulate the vision for the supply chain and delivery function, aligns with the corporate strategic plan, and considers WFP's evolving commitments' to UN80. The strategy should articulate the following components: • WFP's comparative advantages and priorities for the supply chain and delivery function; • integration of cross-cutting priorities in line with WFP's new strategic plan and corporate policies; • elevation of environmental sustainability, showcasing leadership and operational synergies in that sector; • articulation of the pathways for coordination between WFP's programmes and the supply chain and delivery function at the global, national and local levels; and • clarification of appropriate governance mechanisms and risk appetites.	The changing operational, institutional and financial context requires an update to the strategic vision for WFP's supply chain. An updated strategy should articulate how the supply chain will prioritize its efforts, considering WFP's comparative advantages and its work with partners. The *Supply Chain Strategic Roadmap 2022–2025* lacked a communication and dissemination plan and the associated KPIs against which to report, which should be part of an updated strategy.	Strategic	Supply Chain and Delivery Division (SCD)	Programme, Policy and Guidance Division (PPG), Deputy Executive Director and Chief Operating Officer Department (DED-COO), Analysis, Planning and Performance Division (APP), Chief Financial Officer Division (CFO), Management Services Division (MSD)	High	February 2027

No.	Recommendations and sub recommendations	Rationale	Type	Responsibility – lead office	Other contributing entities	Priority	Deadline for completion
2	**Enhance the coherence and interoperability of planning platforms and processes across WFP within the supply chain and delivery function and with relevant areas of the Programme Division**						
2.1	Establish joint planning and coordination mechanisms for SCD and the Programme Division to identify and explore opportunities for enhanced coordination and linkages, including with a focus on local and regional procurement as per the local and regional food procurement policy.	WFP's supply chain has been positioned within the organization's institutional structure for greater programmatic contributions, and it has benefited from the establishment of "one supply chain" and the development of a wide array of digital tools and platforms to enhance cost-efficiency and decision-making. However, the institutional arrangements have not yet been fully integrated into programmes, and the array of business processes within the one supply chain and accompanying tools is fragmented.	Operational	SCD	Programme Operations Department, Technology Division (TEC), MSD	Medium	December 2026
2.2	Develop and implement a road map for ensuring the interoperability of key SCD and Programme Division platforms, such as LESS and COMET, to harmonize data flows, reduce reconciliation burdens, and strengthen end-to-end visibility.			TEC	SCD, CFO	Medium	December 2026
3	**Enhance external coherence for the operationalization of a United Nations-wide integrated supply chain vision**						
3.1	Explore and clarify the organizational implications for WFP of a United Nations-wide integrated supply chain and delivery platform, as a key component of the new supply chain strategy.	In the context of the UN80 reform initiatives, WFP's leadership in emergencies and expanded joint service provision in logistics for the international humanitarian community will become an increasing priority for the organization and the United Nations system. To be able to maintain and strengthen its leadership role in humanitarian	Strategic	DED-COO	SCD, Legal Office, CFO, TEC, DED-COO, Partnerships and Innovation Department	High	February 2027

No.	Recommendations and sub recommendations	Rationale	Type	Responsibility – lead office	Other contributing entities	Priority	Deadline for completion
		logistics and joint service provision, WFP will need to ensure that its legal, governance and other systems are set up to allow the organization to take on a role in the provision of joint services within the broader United Nations system. This will require WFP to ensure that its supply chain capacity is not only a comparative advantage internally, but also an integrated enabler of collective outcomes throughout the United Nations system and the international humanitarian community.					
4	**Strengthen the operationalization of implementation mechanisms in alignment with the revised supply chain and delivery strategy, the WFP strategic plan and UN80**						
4.1	Conduct a comprehensive assessment of staffing levels across the supply chain to identify adjustments in the relative share of supply chain staff as a percentage of WFP's total workforce, commensurate with the expected skillsets needed, and in light of budget reductions and WFP's organizational realignment.	In addition to external coherence, in the context of the UN80 reform initiative, WFP's leadership in emergencies and expanded joint provision of logistics services for the international humanitarian community will become growing priorities. WFP and its supply chain and delivery function should review the implementation mechanisms that support supply chains and corporate strategies, including the infrastructure, staffing capacity and reporting		POC	SCD, Human Resources Division	High	February 2027

No.	Recommendations and sub recommendations	Rationale	Type	Responsibility – lead office	Other contributing entities	Priority	Deadline for completion
		mechanisms of SCD, within the context and given the shifting priorities of WFP and the United Nations system.					
4.2	Develop a standardized performance monitoring framework, building on the available strategic KPI register and corporate results framework indicators, to help increase the visibility of WFP's achievements in the supply chain and delivery function.	Current KPIs and reporting mechanisms do not capture the contribution or impact of WFP's supply chain and delivery function at the country level, or in terms of corporate performance, which limits the visibility of the supply chain in terms of its strategic positioning within the broader international humanitarian community.		SCD	APP	Medium	February 2027

1. Introduction

1. This Evaluation Report (ER) presents the findings for the strategic evaluation of the World Food Programme (WFP) Supply Chain Strategic Roadmap (2022-2025). This evaluation was commissioned by the WFP Office of Evaluation (OEV) and conducted by the KonTerra Group, in accordance with the Terms of Reference (ToR, Annex 1).

2. The evaluation was conducted between November 2024 and October 2025 with fieldwork undertaken between February and March 2025 (see Annex 2). It was timed to ensure that that the evaluation's inputs would inform the design of the next strategic instrument for the supply chain and delivery assurance function, as well as the next WFP strategic plan (2026-2029).

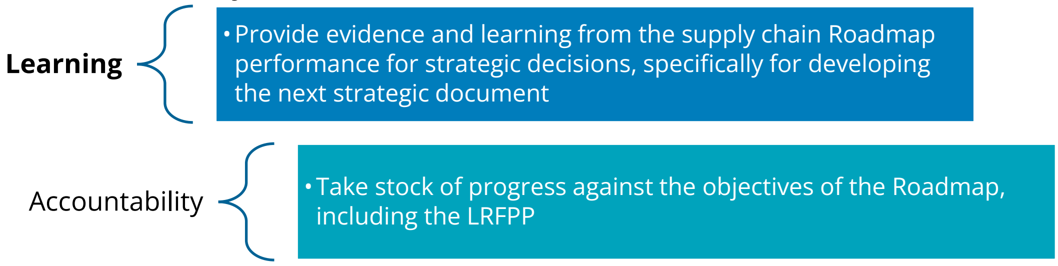
1.1. Evaluation features

3. The subject of the evaluation is WFP's Supply Chain Strategic Roadmap (herein referred to as 'the Roadmap'). The Roadmap emanated from the Strategic Plan's (2022-2025) objectives to align the supply chain function with corporate priorities.[36] The time frame for the evaluation is 2019-2025, covering both the current Roadmap period and the previous Supply Chain Strategy, including the formulation of the Local and Regional Food Procurement Policy (LRFPP). This is a corporate policy developed by WFP's Programme department[37] with implications for the supply chain and delivery assurance function within the second pillar of the Roadmap.

4. **Rationale**: WFP is evaluating its 2022-2025 Supply Chain Strategic Roadmap due to i) the critical role of the supply chain and delivery assurance function to WFP's mandate; ii) the absence of a comprehensive supply chain evaluation; and iii) the significant changes to the internal and external context since the Roadmap was developed. As the Roadmap is the current statement of intent for what the supply chain will achieve, it provides a basis for assessing the strategic direction and results achieved by WFP's supply chain. The evaluation's outputs can inform potential future strategies, Roadmaps or other strategic instruments related to the supply chain function.

5. **Objectives**: In line with the ToR (Annex 1), the evaluation serves the dual objectives of accountability and learning, with a focus on learning (Figure 1).

Figure 1: Evaluation Objectives



6. **Equity and inclusion**: The evaluation mainstreamed gender and disability throughout the evaluation. It used an inclusive, participatory approach, incorporating the voices of vulnerable groups. An assessment of human rights and gender equality and women's empowerment (GEWE) considerations have been mainstreamed within evaluation objectives.

[36] The Roadmap was developed as a strategic document for the Supply Chain Division, but because it was not a strategy or a policy, it did not have an accompanying implementation plan and was not widely disseminated.
[37] Policy focal points: Programme and Policy Development Department; and Programme – Humanitarian Development Division as constituted in 2018. As of 2024, this is the Programme Operations Department.

7. **Evaluation users:** Within WFP, primary evaluation users are senior leadership and management, particularly within the Supply Chain and Delivery Division, alongside country offices (COs), Global Headquarters (HQ) and regional offices.[38] Primary external stakeholders include the WFP Executive Board, partner and host governments, regional bodies, other United Nations (UN) agencies, private sector partners, international financial institutions (IFIs) and, ultimately, affected populations and programme participants.

1.2. Context

External context

8. Globally, progress towards the Sustainable Development Goals (SDGs) has been limited or even reversed, with progress towards SDG2 'at risk'.[39] The need for efficient and effective humanitarian response is more urgent within a global humanitarian landscape characterized by increasingly frequent emergencies, limited funding, and rising hunger. Increased needs and higher levels of food insecurity are driven by conflict/insecurity, climate change, economic instability and the enduring effects of the COVID-19 pandemic (2020-2021).[40] Rising food prices, with high domestic food price inflation in most low-income countries, makes meeting food needs increasingly unaffordable for households and the international humanitarian community.

9. Within this context, the UN Secretary General unveiled the UN80 initiative in March 2025. The initiative is a system-wide push to streamline operations, sharpen impact and reaffirm the United Nations relevance for a rapidly changing world.[41] The UN80 reform focuses on three tracks (Table 1).

Table 1: UN80 Reform Workstreams

Workstreams	Summary
Increase Efficiencies	Reducing bureaucracies, for example, through optimizing the UN's global footprint by relocating functions to lower-cost duty stations.
Mandate Review	Review existing mandate documents underpinning the UN Secretariat's function to identify overlapping and outdated mandates creating inefficiencies.
Programme Realignment	Establish seven thematic clusters to review the architecture of the UN system for simplification and to reduce duplications and fragmentation.

Source: Elaborated by the Evaluation Team (ET) from Landicho, 2025. The UN80 Reform Initiative: Why, How and For Whom? IDSS Paper, S. Rajaratnam School of International Studies.

Internal context

10. **WFP Supply Chain Contributions**. WFP's supply chain plays a crucial role in the global humanitarian supply chain, contributing to the collective humanitarian response through participation in the Inter-Agency Standing Committee (IASC), leadership of the Global Logistics Cluster and sponsoring specific contributions to leverage expertise and field experience, such as the Black Sea Grain initiative.[42]

11. WFP resourcing for supply chain and assistance has been affected by trends in the external context. WFP resourcing steadily increased until the beginning of 2023 with subsequent declines through 2024 (Figure 2).

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[38] Recently updated nomenclature for WFP's regional presence: Asia and Pacific Office (APARO) in Bangkok, Thailand;Eastern and Southern Africa Regional Office (ESARO) in Nairobi, Kenya; Latin America and the Caribbean Regional Office (LACRO) in Panama City, Panama. Middle East, Northern Africa, and Eastern Europe Regional Office (MENAEERO) in Cairo Egypt; and Western and Central Africa Regional Office (WACARO) in Dakar Senegal.

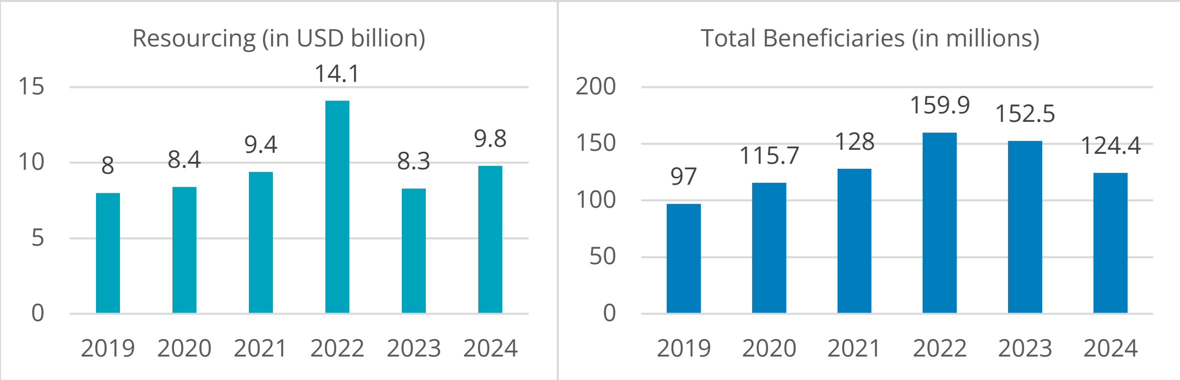
[39] United Nations. SDG2, https://sdgs.un.org/goals/goal2#overview

[40] FSIN and Global Network Against Food Crises. 2024. GRFC 2024. Rome, https://www.fsinplatform.org/report/global-report-food-crises-2024/

[41] Keith Landicho, 2025. The UN80 Reform Initiative: why, How and For Whom? IDSS Paper, S. Rajaratnam School of International Studies.

[42] FSIN and Global Network Against Food Crises. 2024. GRFC 2024. Rome, https://www.fsinplatform.org/report/global-report-food-crises-2024/

Figure 2: Annual WFP Beneficiaries and resourcing



Source: 2024 WFP Annual Performance Report.

12. **Normative framework and high-level guidance:** The strategic orientation and supply chain's contribution to WFP's Strategic Priorities is maintained under the current WFP Strategic Plan 2022–2025. Its role is reflected in three strategic outcomes (SOs) and two cross-cutting priorities. This strategic orientation is operationalized through a set of normative guidance – corporate policies and strategies (Table 2).

Table 2: Policies relevant to supply chain management

Supply chain component	Relevant Corporate Normative Frameworks *(** Policies **approved during Roadmap period**[43])*
External Strategic Positioning (and supply chain implications)	• Policy on Country Strategic Plans (2016) • South-South and Triangular Cooperation Policy (2023) • Emergency Preparedness Policy (2017) • Policy on humanitarian access and its implications for WFP (2006) • Localization Policy (2025)**
Capacity strengthening	• WFP policy on disaster risk reduction and management (2011) • South-South and Triangular Cooperation Policy (2023)
Strategic Outcomes and Cross cutting priorities	• Country Capacity Strengthening Policy Update (2022) • Policy on Country Strategic Plans (2016) • Emergency Preparedness Policy (2017) • WFP policy on school feeding (revised) (2013) • Environmental Policy (2017) • WFP Environmental and Social Sustainability Framework (2021) • WFP Climate Change Policy Update (2024) • Gender Policy (2022) • Disability Inclusion Roadmap 2020-2021 • Protection and Accountability Policy (2020) • Executive Director's Circular on Protection from Sexual Exploitation and Sexual Abuse (PSEA) (2023)[44]**
Logistics	• Policy on humanitarian access and its implications for WFP (2006)
Procurement	• Gender Policy (2022) • Local and Regional Food Procurement Policy (2019) • Nutrition Policy (2017)
Aviation	• Aviation Policy (2023)
Logistics cluster[45]	• Policy on humanitarian access and its implications for WFP (2006) • WFP policy on disaster risk reduction and management (2011) • Emergency Preparedness Policy (2017)
Risks related to supply chain	• Enterprise Risk Management Policy (2018)

[43] WFP, Compendium of policies relating to the strategic plan. 2024.

[44] The ED circular on PSEA is included on an exceptional basis to re-emphasize the obligations on WFP related to cooperating partners, vendors and other contracting entities, and on the responsibility of WFP to support partners in delivering PSEA commitments.

[45] While the Logistics Cluster itself does not issue policies, it develops strategic frameworks, operational standards and guidance documents.

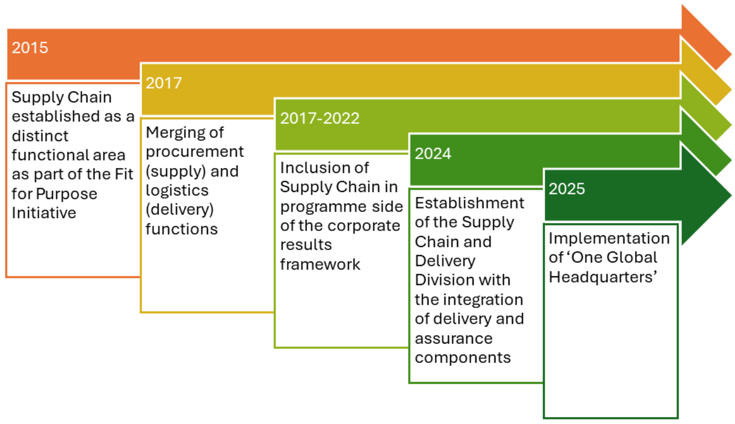
Supply chain component	Relevant Corporate Normative Frameworks *(** Policies approved during Roadmap period[43])*
	• Anti-Fraud and Anti-Corruption Policy (2021) • Cash Policy (2023)**

Source: Evaluation ToR.

13. Alongside these policies, various Executive Director Circulars, other internal and external Charters/Standards and a range of regularly updated manuals, strategies and guidelines provide the governance, policy and guidance structure for supply chain operations.[46]

14. **Evolution of the Supply Chain Function**. Over the past decade, the role of WFP's supply function has evolved. Supply Chain as a distinct functional area was established in 2015 as part of the Fit-for-Purpose initiative (2012–2016). In 2017 the Supply Chain Division (SCD) merged procurement (supply) and logistics (delivery) functions enabling supply chain to span the "entire process of end-to-end planning, sourcing and delivery of assistance."[47] The Supply Chain's role further evolved with the Integrated Roadmap (IRM, 2017), which emphasized greater Supply Chain involvement in the design process of Country Strategic Plans (CSPs). This shift led to the inclusion of Supply Chain in the programme[48] side of the corporate results framework (CRF) 2017-2022.

Figure 3: Evolving Role of Supply Chain Function (2015-2025)



Source: ET from WFP Strategic Plans 2014-2025.

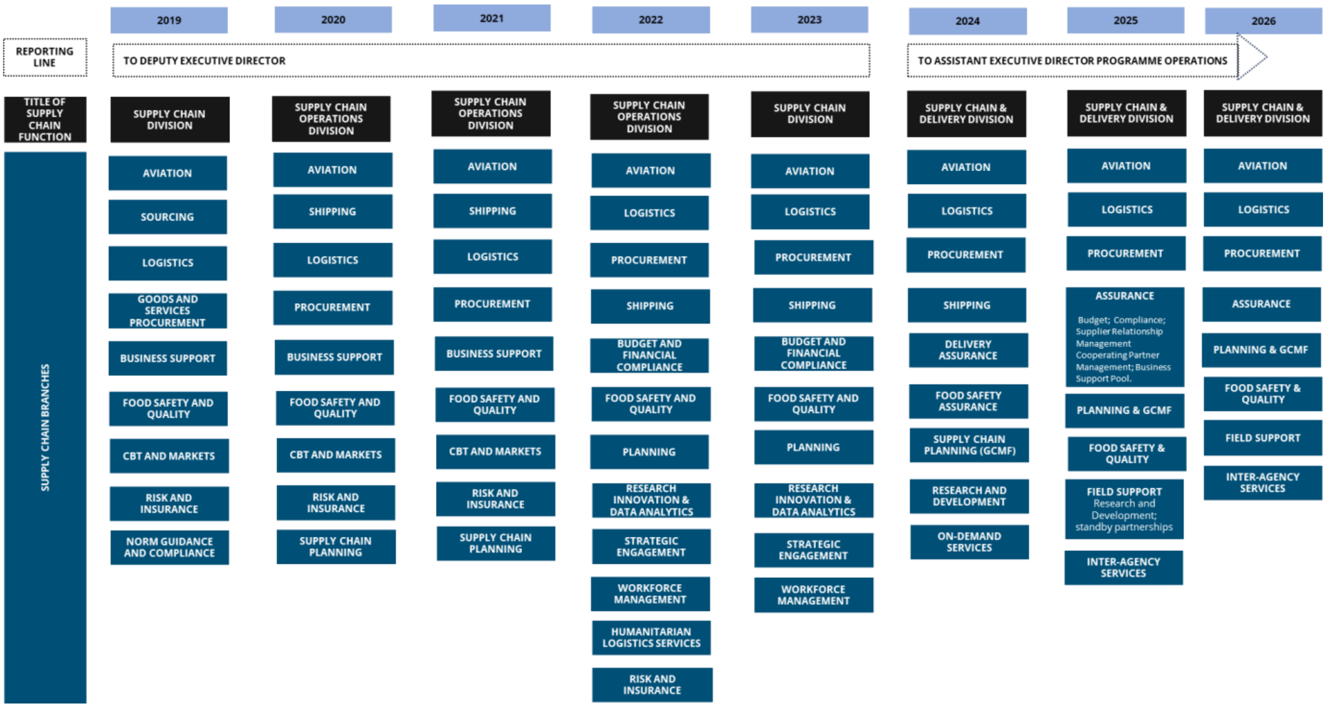
15. During the period of the Roadmap, the Supply Chain Division continued evolving structurally[49] and continued to incorporate components previously under the Programme Department, including the Cash-Based Transfers (CBT) Division, Cooperating Partners (CP) Unit and the Standby Partners. The Global Commodity Management Facility (GCMF),[50] is a shared component, handled by both the Chief Financial Officer's Office (for financial risk management and oversight) and the Supply Chain Division (for what relates to demand forecasting, supply planning, inventory management and sales and operations planning), with an increase of activities handled by the SCD over time. Other functions have also been strengthened, including environmental sustainability. Given the focus of the evaluation on the supply chain Roadmap, the consequences of these realignments for hindering or achieving Roadmap priorities were considered during the evaluation period.

16. The most recent iteration in 2024 culminated in a change from the Supply Chain Division to the

[46] WFPGo. 2024. Supply Chain Manuals and Guidelines.
[47] WFP. 2016. Supply Chain Division.
[48] The activities of the Programmes Operations Department, henceforth referred to as "programmes" in the narrative.
[49] Prior to 2021, the Supply Chain was a division under the Deputy Executive Director's Office (DED). In 2023 the supply chain was part of the Supply Chain and Emergencies Department. In 2024 the Supply Chain Division was integrated into the Programme Operations Department.
[50] The GCMF is a centralized procurement and stock management system through which WFP purchases food when market conditions are favourable, and is an instrument intended to support WFP priorities for local purchase.

Supply chain and Delivery Division, with CBT, CPs and delivery partners all managed by the function (Figure 4), and the GCMF handled by both the SCD and CFO.

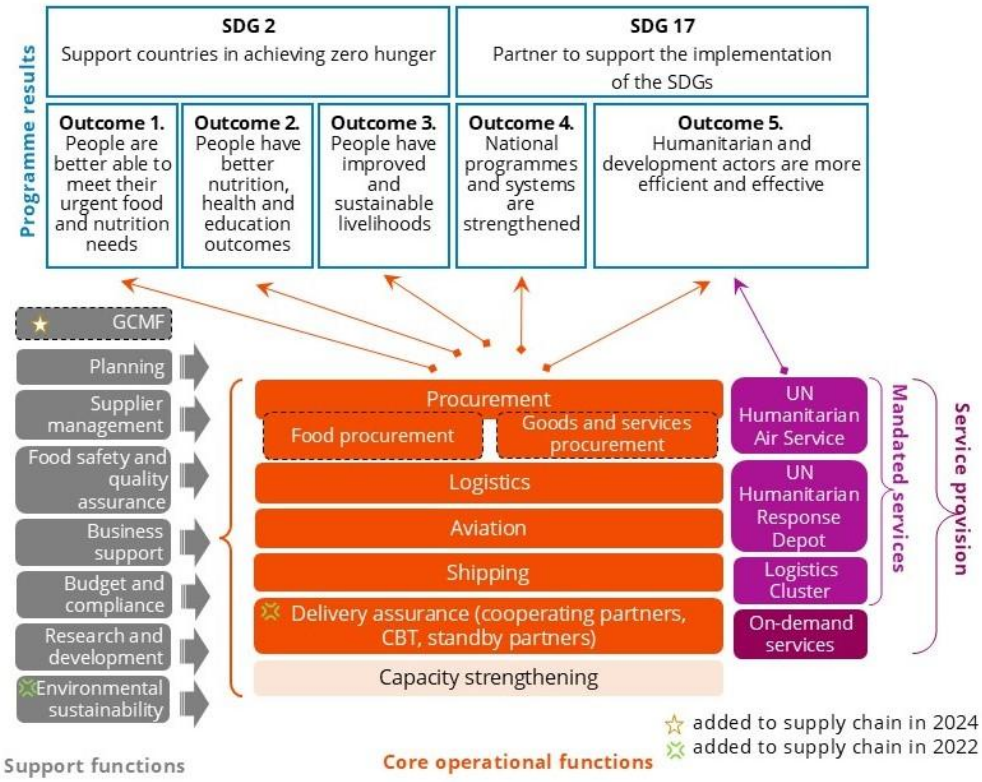
Figure 4: Evolution of Supply Chain Function and Branches (2019 into 2026)



Source: OEV based on supply chain organograms 2019-2024.

17. **Elements of Supply Chain Function**. WFP's supply chain and delivery assurance function includes core operations, mandated humanitarian logistics services and on-demand support services. Key areas that are operationalized within the Roadmap are depicted in Figure 5 and described in the following narrative. This reflects the supply chain areas of operation at the time the Roadmap was designed, with subsequent updates denoted in the figure with asterisks.

Figure 5: Key areas operationalized within the Roadmap



Source: Supply Chain Evaluation ToR, revised for Inception Report.

18. **Procurement** includes purchases of food for affected populations and goods and services to support global humanitarian operations. The LRFPP (2019), developed by the Programme and Policy Development and Programme Humanitarian Development Division,[51] encourages WFP to leverage local and regional food procurement and related partnerships as tools for reaching the SDGs. The GCMF is a centralized inventory management mechanism through which WFP buys and pre-positions food commodities before funding is received by operations, with the objectives to reduce supply chain lead-times, shorten emergency response time, purchase food when market conditions are more favourable and support local and regional procurement. The GCMF is WFP's strategic working capital management mechanism intended to support procurement efficiency.[52] It equips operations with planning processes and advanced analytical tools to improve supply chain efficiency.

19. **Logistics** supports the delivery of humanitarian assistance through the preferred and most appropriate transfer modality.[53] WFP partners with governments, cooperating partners (including non-governmental organizations (NGOs), and the private sector) and the local private and public sector to support efforts. These stakeholders also benefit from WFP's logistics network, experience and expertise.[54]

20. **WFP's Aviation function** provides air transport services for humanitarian and development organizations in humanitarian emergencies, transporting passengers and cargo not only for WFP, but for other UN entities, NGOs, international financial institutions and other partners. WFP continues to manage implementation of key aviation service modalities, such as United Nations Humanitarian Air Service

[51] Policy focal points as constituted in 2018. As of 2024, the Programme Operations Department is the policy focal point
[52] "Report on the utilization of WFP's strategic financing mechanisms (1 January–31 December 2023)" (WFP/EB.A/2024/6-F/1).
[53] WFP. 2023. Logistics Factsheet.
[54] WFP. Logistics and delivery networks, accessed 16 January 2025.

(UNHAS) and specialized and on-demand aviation services, including airlifts, airdrops, air evacuations and dedicated bilateral services. WFP also supports strengthening of national and regional aviation systems, including infrastructure and local aviation safety and security standards.[55]

21. **Shipping** solutions function to support the delivery of commodities to ports using ocean transport to deliver high-volume humanitarian assistance worldwide. This is comprised of a dedicated in-house service to ensure that assistance is delivered at the appropriate time. The shipping service works with COs to leverage relationships with shipping companies to fill gaps in the supply chain delivery using the most suitable ocean transport modality – chartered ships or liners. This ensures a seamless supply chain to support operations, including rapidly diverting or rerouting shipments at short notice.

22. **Service provision** includes both "mandated common services" and "on-demand services." On demand services (ODS) are provided bilaterally to partners, based on request, on a cost-recovery basis. With the exception of the Emergency Telecommunications Cluster, which is managed by the Technology Division, all other mandated services and joint services are provided under the purview of the Supply Chain Division. Mandated services are:

- **United Nations Humanitarian Air Service (UNHAS):** Established in 2004, as mentioned in the paragraph on Aviation, UNHAS is the UN's only mandated humanitarian air service.

- **United Nations Humanitarian Response Depot (UNHRD)[56]:** Established in 2001, it is a humanitarian platform offering storage, transport, and other support services for emergency supplies to the humanitarian community through a global network of six hubs.

- **The Logistics Cluster**, part of the IASC-established cluster system, is led by WFP which hosts the Global Logistics Cluster Support Team (GLC ST) at its HQ. Its purpose is to support global, regional and local actors in overcoming logistical constraints impeding the delivery of humanitarian assistance. To ensure efficient humanitarian responses, the Logistics Cluster provides coordination, information management, and access to common logistics services.[57]

23. At the time the Roadmap was developed, other services managed by the supply chain function included capacity strengthening, environmental sustainability (both included under the general title "Strategic Engagement"), market development and service provision. Structurally, capacity strengthening takes place across an array of functions and programmes in WFP and supply chain engages in a number of capacity building areas.[58]

24. The supply chain and delivery assurance function (currently) includes support services and functions including budget and compliance, environmental sustainability, research and development, market and retail, food safety and quality assurance systems.

25. Planning and Optimization manages sales and operations planning for WFP's corporate inventory (GCMF), under which food is purchased and prepositioned before operations receive donor funding, with the objectives to reduce supply chain lead-times, shorten emergency response time, purchase food when market conditions are more favourable and support local and regional procurement. The function also equips WFP operations with best practices and advanced digital solutions (such as Prisma, Optimus, and Route the Meals) for optimized planning and operations design and avails its expertise in leveraging data for risk-informed decision-making to the wider humanitarian community.

[55] Source: WFP UNHAS and Aviation Service factsheets, WFP Aviation Policy (2023).
[56] UNHRD is referred to as a mandated service in the Supply Chain Strategic Roadmap although it is not included among the mandated services listed in WFP's Programme Manual.
[57] Logistics Cluster. 2023. Who we are and what we do. https://www.logcluster.org/en/about-us
[58] In 2019 the supply chain capacity strengthening framework was issued.

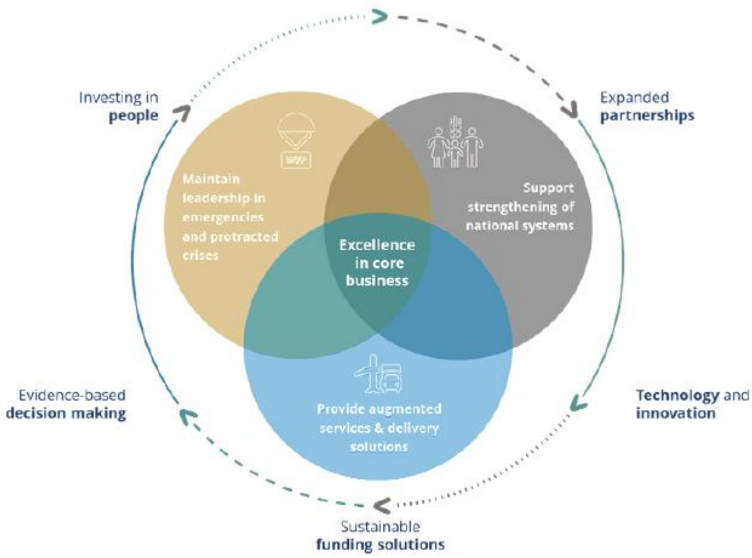
1.3. Subject being evaluated

26. The subject of the evaluation is the Supply Chain Strategic Roadmap 2022-2025, issued to provide high-level guidance for the supply chain function under the new WFP Strategic Plan 2022-2025.[59] It was designed to guide WFP's approach to supply chain in a changing context ensuring timely and efficient delivery of food and services with strengthened government and partner capacity to respond to rising needs. The Roadmap's stated objective is to "broaden the focus" of the supply chain function "to better reflect the new realities of evolving humanitarian needs"[60]. Its aim is to shift toward a "more proactive approach"[61] to supply chain management, articulating the adoption of a paradigm shift from a more traditional logistics role of storing and moving food to a more integrated holistic approach covering procurement, transport, logistics, capacity strengthening and market development, in alignment with the WFP Strategic Plan (2022-2025). The Roadmap is fully aligned with the outcomes of the Strategic Plan, positioning the function to play a key role in achieving Outcome 5. The extent to which the Roadmap represents a shift from the Supply Chain Strategy (2017-2021) is considered in EQ1.1.

27. The Roadmap is articulated around three pillars: i) Leadership in Emergencies; ii) Support Strengthening of National Systems; and iii) Providing Augmented Services and Delivery Solutions.

28. These three pillars form the foundational support to achieving the Supply Chain vision and value statement of maintaining excellence in the core business of WFP's mandate. Five enablers support achievements under each pillar: people, partnerships, technology and innovation, funding and evidence (Figure 6).

Figure 6: Pillars and enablers of the Supply Chain Strategic Roadmap (2022-2025)



Source: Strategic Roadmap (2022–2025).

29. Pillar 2 is built on the LRFPP, describing the Policy as an entry point to contribute to improving livelihoods and increasing local production as well as strengthening local supply chains. The LRFPP focuses on: i) increasing the volume and value of food procured locally and regionally to support local economies and smallholder farmers (SHFs); ii) conducting value chain analyses to identify and address bottlenecks, enhance efficiency and support sustainable value chain development; iii) strengthening the capacities of

[59] The Roadmap is not a policy or strategy per se, but was developed as a strategic document for the SCD without an accompanying implementation plan and was not widely disseminated. It served to organize and articulate the aspirations within the SCD based on the corporate strategy.
[60] WFP. 2017. WFP Supply Chain Strategy 2017–2022.
[61] Supply Chain Strategic Roadmap (2022–2025).

staff, suppliers and SHFs; iv) developing and mainstreaming systems and tools for procurement, traceability and risk management; v) integrating local and regional food procurement activities with other programmes; and vi) building partnership with the private sector, government and other stakeholders to support local procurement and food systems. The intended outcomes of this policy are enhanced food security, supporting inclusive economic growth, developing resilient food systems, improved operational efficiencies and enhanced SHF livelihoods. The policy framework was piloted in 11 selected countries from 2020 to inform the scale-up and mainstreaming into WFP's operations.

30. Table 3 details the three strategic pillars, overarching goals, aspirations and key focus areas described in the Roadmap narrative. Annex 7 describes the more detailed Logic Model built on the Roadmap narrative, including the causal assumptions and pathways.

Table 3: Supply Chain Strategic Roadmap Pillars, Enablers and Focus Areas

Pillar	Overarching Goals	Thematic Aspirations	Key focus areas
Leadership in Emergencies and Protracted Crises	• Reaching the most vulnerable • With preferred and most appropriate transfer modality • Ensuring Cost Effectiveness • Maintaining quality and delivery • Strengthened Partner capacities • Greater Efficiency • Timely delivery	Increasingly Proactive approach	• Forward purchasing[62] • Strategic pre-positioning of food • Improved planning and market assessments • Monitoring early warning signals • Establishing buffer stocks • Increased operational agility for timely and cost-effective assistance • End-to-end planning and traceability • Local Market price and trend analysis • Support smallholders
		Strengthened Sectoral Leadership	• Chairing Logistics Cluster • Provision of air transport services • Dedicated service provision branch
Support Strengthening of National Systems	• National supply chain systems are resilient, equitable and tailored to context and needs • Provision of safe and nutritious food • Transformation of subsistence activities to profitable businesses • Enhanced capacity of local actors to respond to shocks • Local private sector engagement	Strengthen local procurement as a point of entry	• Diversifying sourcing options to increase local procurement • Providing support to post-harvest loss interventions • Promoting diversity and increased engagement of local women's and other vulnerable groups including smallholder farmers in supply chain activities
		Strengthening national supply chain capacity	• Creating an enabling environment for sustainable supply chains aiming at minimal environmental costs • Establishing food safety and quality standards • Addressing gaps in infrastructure investment • Forming multisectoral alliances • Transfer knowledge skills and experience to national governments
Providing augmented services and delivery solutions	• Governments and the Humanitarian community can access a catalogue of WFP supply chain services • Service packages include integrated	Provision of mandated services	• UNHRD • UNHAS • Logistics Cluster
		Provision of on demand services	• Service provision • On-demand (procurement of food and non-food items, transportation of food and non-food items, strange and handling of food and non-food

[62] Including Long Term Agreements (LTAs) with suppliers and transporters.

	• e-tools and scalable overhead • Partners have increased capacity to reach people in need		items, fleet services, maintenance of vehicles, generators and automotive equipment, fuel services, training, technical expertise related to supply chain service and other supply chain non-food related services)
		Establish dedicated Humanitarian Logistics Service	• Consolidation, Coordination, and Integration of service provision activities across different functional areas.
Enablers			
Partnerships	• Enable sustainable development and empower people served. • Increased synergies, efficiency, effectiveness, and innovation	Internal and multisectoral external partnerships	• Establish intra- and inter-departmental alignments and collaboration • Move away from periodic siloed partner engagement with IFIs and private sector
		Integration of supply chain and programmatic activities	• Execution and capacity building • Implementation of the LRFP Policy to pilot new initiatives merging programme and supply chain outcomes • Use purchasing power to influence local and regional food market developments • Promote increased knowledge of food markets • Facilitate the establishment of partnerships between SHFs and local producers.
		Providing an effective feedback mechanism for strategic supply chain functioning	• Establish supply chain advisory board
Technology and Innovation	• Increased efficiencies and effectiveness	Simplified and streamlines transaction work for greater efficiency	• Review existing business processes • Use of digital tools and automation
		Adopting innovative practices for greater efficiency	• Real time decision making • Data integration • Operational workflows • Develop a dedicated Research and Development Branch
Sustainable Funding Solutions	• Sustainable funding for long-term actions	Value for money demonstrated	• Expanding reach of activities and delivery of augmented services • Internal funding streams increased with limited earmarking • Reduction in the reliance on seed funding and short-term projects
		Innovate resourcing solutions	• Strategic engagement with private sector, foundation • Strategic engagement with Institutional and non-traditional donors
		Collaborative resourcing	• Data sharing among partners • Collaboration on projects • Adoption of state-of-the-art tools and best practices
Evidence Generation	• Increasingly diagnostic approach to	Partnerships	• Establish data sharing agreements • Identify differentiating interventions that create greatest value

	strategy and operations	Establish a data-centric culture	• Data used to corroborate and challenge assumptions • Evidence-based decision-making embedded at all levels • Integrated data packages • Data dissemination through an information sharing model
		Capacity Strengthening	• Improved diagnostic analysis with partnerships • Market monitoring and assessments • Local retail food systems analysis
Investing in People	• WFP staff are adequately sized, diverse, and skilled to meet emerging supply chain requirements	Strategic workforce planning	• Anchoring specific skillsets in the regions according to activity portfolio • Increased expertise in government engagement and partnerships • Diverse representation of national and international staff in planning • Development and training for career management and pathways • Tailor corporate policies to acquire new talent

Source: ET elaborated from the Strategic Roadmap Narrative.

31. As described in the context section, WFP's supply chain function has undergone significant evolution since the Roadmap was issued. The scope of the evaluation covered how these ongoing transformation efforts have influenced the achievement of the Roadmap's aspirations (EQ2 and EQ3 in particular).

32. **Past assessments of WFP's Supply Chain:** This evaluation represents the first stand-alone global evaluation of WFP's Supply Chain. However, past evaluations have included outcomes of the supply chain function or its components in specific countries or regions such as the two regional evaluations of the LRFPP. Global evaluations of policies, themes, or corporate emergency response include findings on the supply chain, while Country Strategic Plan Evaluations (CSPEs) provide varying levels of insight into the supply chain's contribution to CSP outcomes and the efficiency of logistics and procurement. In addition, several internal and external audits have been conducted on the supply chain function, and the function is regularly included in internal audits of country operations. Relevant evaluations whose findings are used throughout this evaluation are listed in the Bibliography (see Annex 11).

1.4. Methodology and limitations and ethical considerations

33. The methodology is summarized here, Annex 3 provides a more detailed explanation.

34. The evaluation was framed around four evaluation questions (EQs) (and 15 sub-questions). The EQs broadly cover relevance and coherence (EQ1), effectiveness and sustainability (EQ3), efficiency (EQ2) and the factors affecting the implementation of the Roadmap's aspirations (EQ4). Three cross-cutting considerations were integrated into the evaluation questions: Gender, Protection and Environmental Sustainability. An evaluation matrix, constructed around the four EQs is presented in Annex 4.

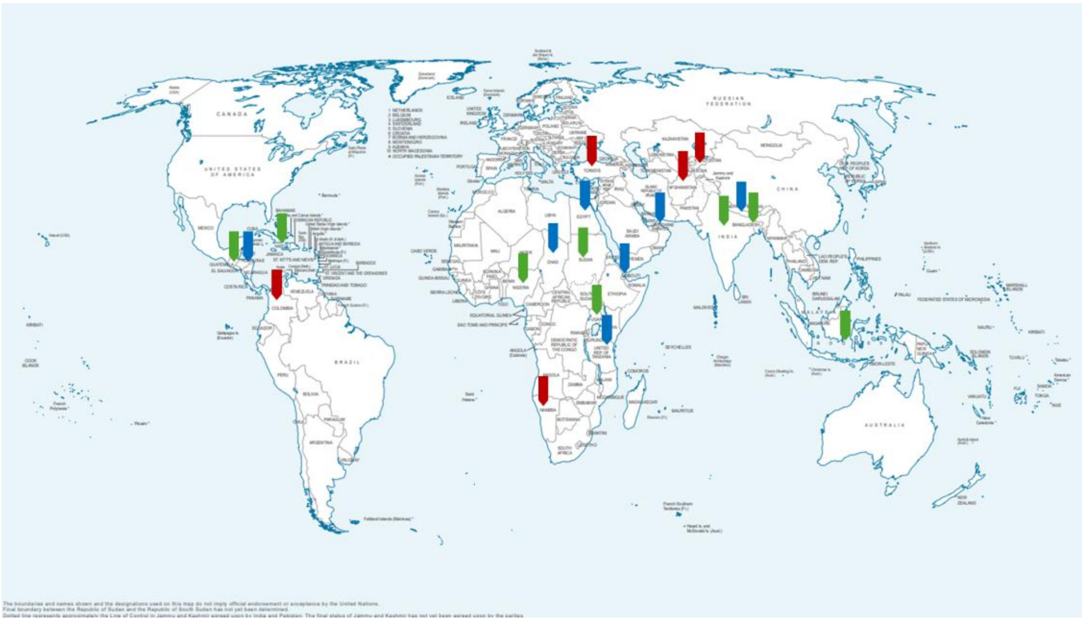
35. The evaluation employed a theory-based, mixed methodology based on an elicitive approach that emphasized learning to focus on the four areas of analysis identified in the ToR, namely to: i) take stock of what has been addressed within the objectives; ii) identify what is working well and what can be strengthened; iii) identify important emerging themes since the Roadmap's development; and iv) propose recommendations for the next SCD strategic instrument. In this type of approach, a logic model is used as the conceptual analytical framework to explain how an intervention is expected to produce the expected results. A mixed methods approach comprises a mixture of document review, qualitative data (primarily collected from interviews) and quantitative data (extracted from pre-existing datasets and results frameworks).

36. The inception phase included a mission to Rome and a field mission to the United Republic of

Tanzania (henceforth 'Tanzania'), in-depth document review, interviews with selected stakeholders, a comprehensive stakeholder analysis, and the reconstruction of the logic model for the Roadmap (validated in a workshop with HQ stakeholders during the inception phase). This logic model was used to refine the evaluation scope, in consultation with the SCD and OEV.

37. The data collection phase included extensive document and data review across WFP Global Headquarters (HQ), regional offices and CO levels. Qualitative data was collected from in-person and remote key informant interviews (KII). Because of the particularities involved in operationalizing the supply chain and delivery assurance function at the CO level, information from 21 different CO operations was collected through three different approaches: a) In-person country visits consisting of a 7-10 day mission (6 locations[63]); b) remote interviews with stakeholders in other operations (9 locations); and c) CO document review (such as CSPEs, Annual Country Reports (ACRs) and specially commissioned reviews relevant to the evaluation mandate). These missions and interviews were conducted between February and May 2025. Countries were selected for primary data collection based on defined selection criteria (Annex 6). Figure 7 depicts the countries reviewed through these three approaches.

Figure 7: Countries involved in the review



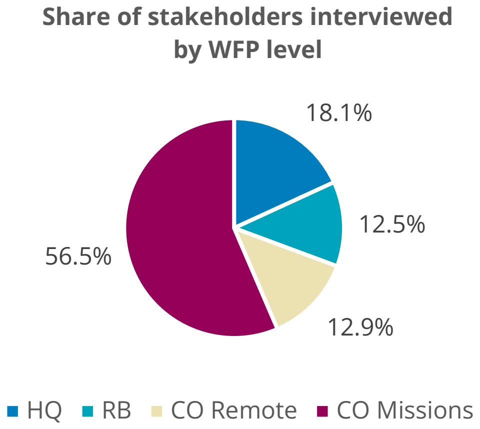
Source: UN Maps; Key: Blue = In-person country visits; Green = Remote Interviews; Red = Document review.

38. Figure 8 describes evaluation data sources: in total, more than 250 persons were interviewed during the data collection. A set of interview guides were developed to address the lines of inquiry in the evaluation matrix (Annex 5).

[63] In the findings, evidence is grouped under the term 'from the countries visited' for this approach. This phrasing is used for consistency and simplicity, even though one visit (Gaza) was conducted remotely due to conflict, and the ET did a visit to Dubai for the UNHRD component even though this is not a country operation. Finally, one regional bureau (Cairo) was visited as part of the Palestine/Gaza response visit.

Figure 8: Evaluation Data Sources

Document Review	• 500+ Documents • Across WFP SC units • Including previous strategic and thematic evaluations relevant to the SC function. • Review exercise synthesized key recommendations
Key Informant Interviews	• 250 KIIs
Quantitative Data Analysis	• Compilation of internal reporting datasets from multiple SC units (e.g. procurement, commodity accounting, use of internal systems) • Reporting against (programme) Corporate Results Framework indicators • Reporting within Annual Performance Reports 2019-2024 and other annual reports submitted to the WFP EB. • Expenditure data extracted from WFP Analytics Server.



Source: ET.

39. **Inclusion**: Gender considerations, and principles of inclusion, participation and non-discrimination were included in the design, data collection, and reporting in line with United Nations Evaluation Group (UNEG) Guidance on Human Rights and Gender Equality in Evaluation. The evaluation followed the 2020 UNEG Ethical Guidelines. Having signed the Pledge of Ethical Conduct, the ET ensured ethical standards were adhered to through detailed protocols for interviews and field visits.

40. **Risks and limitations**: In addition to the challenges identified and mitigated regarding evaluability, mitigation measures were applied during the evaluation to address pragmatic factors that could have affected evaluation implementation (Annex 3.1). As a result, there were no serious risks to the evaluation that affected the reliability of the findings.

2. Evaluation findings

2.1. EQ1: How well has the Roadmap supported WFP to respond and deliver, within a rapidly evolving operating context, to deliver its mandate?

EQ1.1: To what extent did the Roadmap represent a shift from the Supply Chain Strategy (2017-2021) and, as a strategic instrument, provide guidance for WFP's supply chain work during a changing context?

The Roadmap, developed in response to increasing complexity and volatility, served as a continuation and evolution of the 2017–2021 Supply Chain Strategy, positioning the supply chain function as a more agile, proactive and strategic enabler. It elevated the supply chain beyond its traditional operational role to a global leader and systems partner. Its broad vision allowed it to remain relevant despite shifting priorities – responding to external pressures by re-emphasizing emergency response and adapting internally through new units and initiatives. The Roadmap's conceptual framework was oriented around three pillars relevant for supply chain operations: emergency response, national system strengthening and service provision. However, the absence of a clear implementation and dissemination plan limited the utility of the Roadmap at CO level.

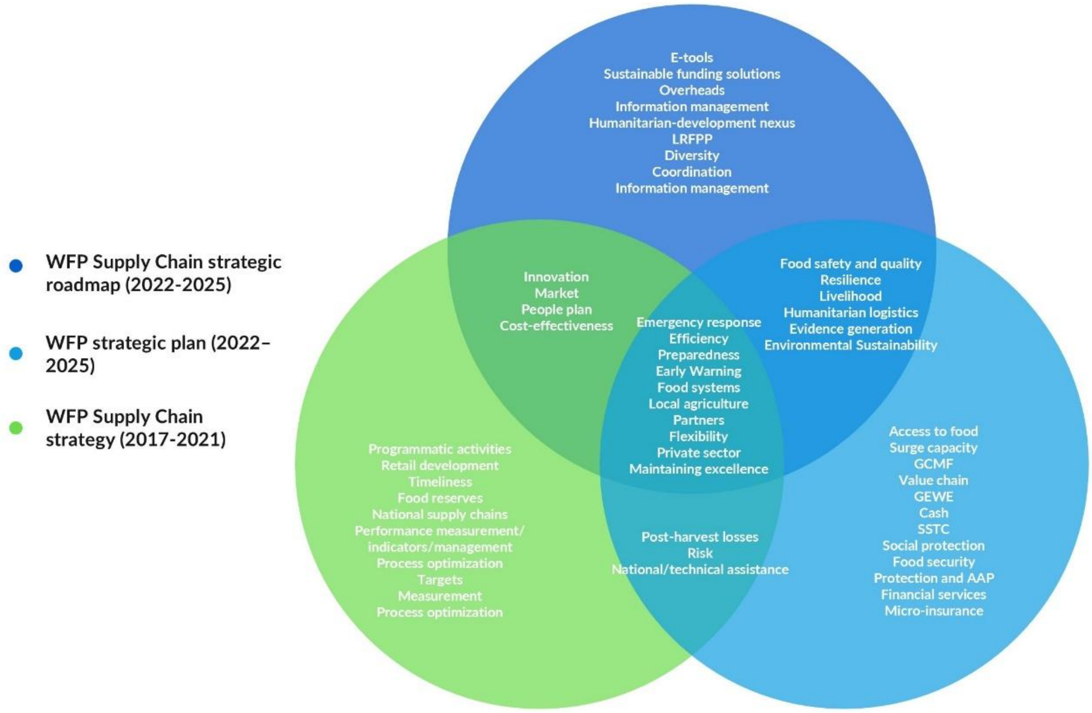
Alignment with Previous Strategies and Strategic Plan

41. **In alignment with the corporate strategic plan, the Roadmap reflects the continued evolution of WFP's value proposition for supply chain beyond its operational role**. Since 2015 and the rollout of the SDGs, WFP's Strategic Plans have increasingly articulated WFP's comparative advantage beyond emergency response. The 2022–2025 Corporate Strategic Plan built on the dual mandate outlined in the previous plan by placing greater emphasis on the interconnected approach – integrating saving lives and changing lives –and building resilience and addressing root causes of hunger for those most affected by shock. In line with this evolution, the 2022–2025 Roadmap continued to broaden the focus of the supply chain and delivery assurance function beyond its operational role and provided a normative guidance to reflect evolving humanitarian and development needs. WFP's Strategic Plan (2022–2025) and the Supply Chain Strategic Roadmap (2022–2025) both position the supply chain as a prominent function contributing to WFP's strategic outcomes, especially outcome 5 (Humanitarian and development actors are more efficient and effective). The Roadmap highlighted WFP as a partner of choice in the humanitarian supply chain by leveraging its capabilities and infrastructure.

42. **The overall substance of the Roadmap has remained in line with the previous Supply Chain Strategy.** The 2017–2021 Supply Chain Strategy was built around four main areas: enabling emergency response, strengthening national supply chains, service provision and performance optimization. The 2022–2025 Roadmap maintains these components, but orients them around the three main pillars (Leadership in Emergencies, National Systems Strengthening, Providing Augmented and On-demand services).

43. Figure 9 below illustrates the alignment and evolution among the previous Supply Chain Strategy, the current WFP Strategic Plan (2022–2025) and the 2022–2025 Roadmap.

Figure 9: Thematic Linkages Among Strategic Instruments



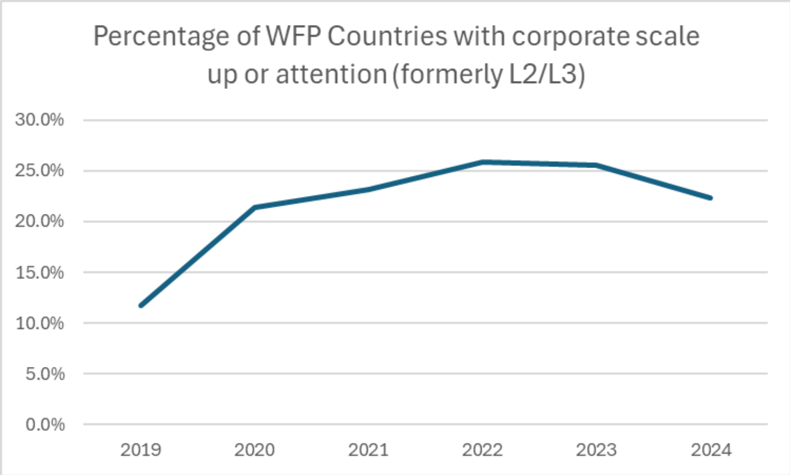
Source: Elaborated by ET.

Degree to which the Roadmap addresses emerging challenges and trends

44. **The Roadmap was sufficiently broad to be able to adapt to external context changes which have re-emphasized WFP's relevance in emergency response.** The Roadmap was developed during a period of relatively high resourcing (Figure 2) and alongside the evolution of WFP core identity since 2015 discussed above. Within this context, the supply chain role was articulated as emphasizing both leadership in emergencies and "changing lives" mandate outcomes, such as national systems strengthening. However, in the period of the Roadmap, WFP's emergency response role has regained prominence in a context of the increasing frequencies of emergencies. This is reflected in the rising share of WFP countries categorized under elevated corporate alert systems (CAS) categories of Corporate Attention (formerly L2) and Corporate Scale-Up (formerly L3). The percentage of countries at these levels has more than doubled from 12 percent to nearly 27 percent between 2019 and 2024 (Figure 10)[64] and donor funding has increased for emergency response (Figure 11). The Roadmap was sufficiently flexible to enable the supply chain function to adapt to changes in strategic positioning as a result of these shifts (covered in EQ1.3).

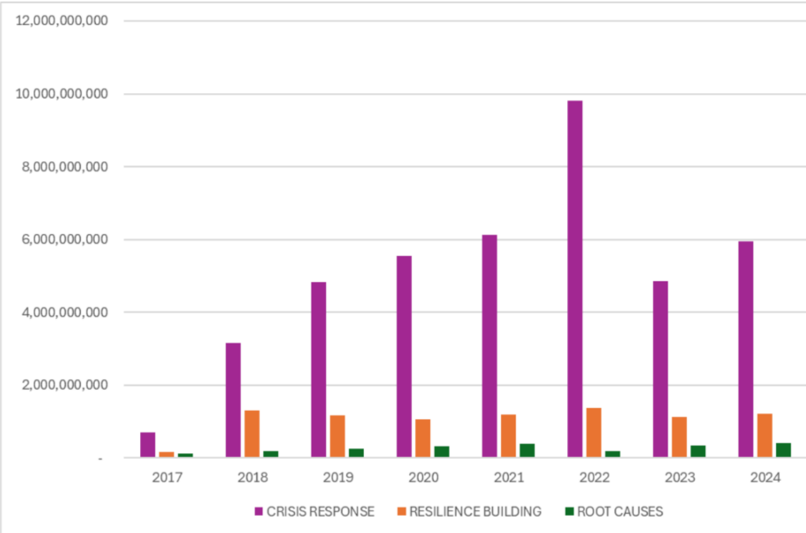
[64] In 2022 WFP reorganized its corporate alert definitions and shifted from L2/L3 terminology to Corporate Attention and Corporate Scale-up. For the purposes of space, the associated figures in this report use L2/L3 terminology.

Figure 10: Percentage of WFP Countries with high CAS alerts (N=85)



Source: WFP Monthly CAS reports, 2019–2024.

Figure 11: Resourcing by Focus Area



Source: WFP Annual Performance Report 2024.

45. **The Roadmap, in alignment with the previous Supply Chain Strategy, appropriately emphasized a proactive approach to supply chain management to increase timely and efficient responses in emergencies.** The Roadmap highlighted risk-informed decision making, forward planning and purchase, strategic repositioning and storage of food, supplier diversification, increased local and regional procurement and technical support on food management. The Roadmap articulated that the WFP supply chain needed to be more agile and flexible and outlined the guiding principles required to reach critical milestones over the period. This guidance has been relevant for WFP's capacity to respond to the increased frequencies of CAS scale-up and has led to improved results in Pillar 1 (See EQ3.1).

46. **Internally, the breadth of the Roadmap also allowed for the supply chain function to flexibly position itself within the organization and absorb emerging internal initiatives.** While the institutional arrangements with programmes[65] are still being defined, as a strategic instrument, the broader scope of

[65] The term "programmes" is used by stakeholders throughout WFP. At HQ, 'programmes' refers to the Programmes Operations Department including the Programmes Policy and Guidance Division. In the country offices, 'programmes' is used to refer to the collection of policy and programme officers responsible for overseeing the implementation of the CSP activities and strategic outcomes.

the Roadmap has allowed for institutional changes to be integrated into supply chain management (e.g. CBT, CP management). The Roadmap has raised the profile of an integrated Supply Chain function, defined areas of synergy with programmes (such as supply chain contributions to national system strengthening outcomes) and provided sufficient breadth to be able to absorb emerging initiatives. These internal aspirations are supported by activities which achieve the following: a) enhance the programmatic contributions of the supply chain and delivery assurance function; and b) increase the integration across the supply chain function. These institutional changes mean that the supply chain function, together with programme services,[66] now has a leading role in engagement with national and local actors (i.e. cooperating partners and vendors),[67] and ensuring safe, quality delivery to the last mile.

47. **The Roadmap was not accompanied by tangible implementation tools.** Because it was not a strategy or a policy, the Roadmap was not required to have an accompanying implementation or dissemination plan. Consequently, field-level awareness of the Roadmap and the uptake of the Roadmap's aspirations varies. There is at least one positive example of a country office developing its own country-level supply chain strategy based on the Roadmap,[68] although not in any of the countries that were visited during the evaluation. Extensive guidance on specific technical areas does exist, but the fragmented nature of specific technical guidance presents challenges for country offices to fully optimize all available guidance for tailored decision making (Covered in EQ2.1).

EQ1.2: How well do WFP's institutional arrangements for the supply chain function support the delivery of the Roadmap?

> Institutional arrangements – comprising structures, reporting frameworks, platforms and processes – enabled greater operational efficiency and fostered the development of tools and formal interdepartmental commitments. While progress has been made in linking programmes and supply chain functions, integration is still incomplete, and ongoing shifts in response contexts continue to strain the ability to maintain appropriate staff skillsets.

48. The institutional arrangements have contributed to increased internal efficiencies with more mixed results towards programmatic linkages. Institutional arrangements include the structures, reporting, platforms and processes within the supply chain and delivery assurance function and connected to programmes. Considerations include: i) the degree to which institutional arrangements are aligned with Roadmap aspirations; ii) mechanisms and adaptations to support the delivery of the Roadmap's aspirations; and iii) maintaining appropriate capacity to address expectations. These are covered in the narrative below.

Alignment

49. **Institutional arrangements are aligned with Roadmap aspirations for increased internal efficiency and linkages with programmatic contributions**. The evolution of internal institutional arrangements continued during the Roadmap period in response to the development of the new corporate Strategic Plan (designed in 2021 and rolled out in 2022), ongoing contextual shifts (Figure 4 in Section 1.2), and the evolving normative framework.[69] The corporate strategic plan emphasized increasing efficiency and further integration with programmes. During the period of the Roadmap, programmatic units were integrated under the supply chain function including shifting cash-based transfers and cooperating partner management to the function as well as the GCMF (partly handled by the CFO). The period of high resourcing in 2021 and 2022 also saw the development of new units in the supply chain function also dedicated to

[66] This refers to the services under the Programme Policy and Guidance Division.
[67] WFP. Localization Policy. 2025.
[68] WFP Kenya Supply Chain Strategy 2022-2025.
[69] WFP Compendium of Policies 2024. In particular the Localization Policy was introduced in 2025, the Executive Circular for Protection from Sexual Exploitation and Abuse was updated in 2023, and the Cash Policy was approved in 2023 with significant implications for the supply chain function.

improving efficiency, including environmental sustainability, innovation and research and development.[70] In 2024, in the context of reduced resourcing, WFP adopted and began to implement a "One Global Headquarters" model which included integrating regional bureaux into headquarter functions and clarifying responsibilities.[71] This structural reform is intended to enhance institutional coherence and clarify accountability lines to better support field operations and strategic priorities. However, at the time of this evaluation, the results of these efforts cannot yet be assessed.[72]

Adaptations

50. **Making supply chain contributions more explicit in CSP design has raised the profile of the supply chain function supporting programmatic contributions in line with Roadmap aspirations**. The second generation of CSPs marks a progression in terms of supply chain being integrated into CSP design and implementation. The evaluation of the CSP policy (2023) noted that the first generation of CSPs had limited opportunities for integrating the supply chain function or responding in a timely manner to shifts from development to sudden onset responses.[73] In the second generation of CSPs, there is more evidence of the supply chain and delivery assurance function being integrated into the CSP architecture and with more clearly defined programmatic outcomes.[74] This includes both a dedicated activity available for supply chain operations, and a more consistent integration of supply chain and delivery assurance function with programmes itself. Table 4 illustrates some examples of increased visibility of the supply chain function into the CSP architecture.

Table 4: Examples of Supply Chain Integration into CSPs

Country Strategic Plan	SO	Supply Chain Implications
Afghanistan CSP (2018–2022)	SO1, SO4, SO6	The CSP explicitly notes prioritizing national **supply chain optimization** to ensure food reaches those in need despite challenging conditions. • "WFP will focus on supporting smallholder farmers, building local milling and fortification capacity, strengthening market demand through public information campaigns and improving food quality and safety" • "With the Government, WFP will also improve the functioning of the strategic grain reserve and its supply chain" • "Provide humanitarian air services to partners until appropriate alternatives become available" • "WFP will aim to strengthen national supply chains and support major partners.... through the provision of supply chain services on a full cost-recovery basis"
Bangladesh CSP (2022–2026)	SO4	The CSP focuses on providing technical assistance from the supply chain function for improving **food distribution networks and logistics** to support vulnerable communities. • "Vulnerable crisis-affected populations benefit from enhanced coordination and improved common services during and after crises" • "Leveraging WFP's supply chain expertise to support partners and the Government (SO4.1, 4.2, 4.3)."
Kenya CSP (2023–2027)	SO3, SO4	Highlights the importance of **supply chain resilience** in addressing food insecurity and supporting local markets. • "Noting lessons learned from the independent evaluation of the country strategic plan (2018-2023), WFP has developed a supply chain strategy that is integrated internally across the country strategic plan portfolio and aligned externally with the priorities of Kenya and its partners in the United Nations system" • "Outcome 4. To ensure humanitarian and development actors are more efficient and effective, WFP will put supply chain at the centre of programme integration,

[70] The GCMF was also integrated into the supply chain management during this period from Finance to allow for improved programmatic linkages and more efficient logistics management.
[71] Annual Performance Report, 2024.
[72] The institutional arrangements related to strengthening national systems through the LRFP Policy is covered in more detail in EQ3.2.
[73] e.g. CSPE Kyrgyzstan, CSPE Indonesia
[74] This is based on a systematic review of CSPs from more than 20 operations.

		innovation, and implementation, acting as an operational enabler of the shift to capacity strengthening…" • "The country office's new supply chain strategy for boosting operational capacity…will be a key enabler of programmatic integration"
Namibia CSP (2025–2029)	SO4	**(WFP)** has included **supply chain** as a strategic objective in its **Namibia Country Strategic Plan (2025–2029)**. The plan focuses on **food security, emergency response and climate-resilient food systems**, with supply chain expertise playing a key role in supporting government-led initiatives. • "The Government and other actors have leveraged WFP services and expertise in supply chain"
Caribbean multi-country strategic plan (2022–2026)	SO1, SO3	The plan focuses on **food security, disaster resilience and supply chain improvements** to support vulnerable communities in the region. • "National Governments and regional institutions have strengthened to prepare for, adapt, and respond to shocks and climate change…. vulnerable populations benefit from strengthened humanitarian supply chain and logistics capacities…." "WFP will invest in supply chain systems capable of real time tracking and coordinating of assets and relief items. The establishment of operation of a regional logistics hub will support the Caribbean Disaster Emergency Management Agency, national governments, and other partners in more effectively pre-positioning and mobilizing relief assistance" • "…Provide logistics support to the Caribbean Disaster Emergency Management Agency and national disaster management offices and other relevant partners to improve emergency logistics and supply chain management, including through the provision of common services where required"

Source: Elaborated by ET from CSP document review.

51. **Coordination gaps exist between programmes and the supply chain function.** Despite the aforementioned progress increasing supply chain contributions to programmatic outcomes, field study and document review evidence persistent coordination gaps at country office level.[75] For example, during the field visits, the evaluation found that programme staff may carry out market assessments themselves rather than including supply chain staff who may be focused on existing logistics; supply chain staff may not be involved in programmatic operational decisions, leading to delays in preparatory planning for scale-up of logistics and procurement during sudden onset situations.[76]

Capacity Arrangements

52. **The role, required capacities and relationship to programmes for supply chain is contextually determined and fluid.** Embedded in the Roadmap's aspirations is the implicit assumption that the supply chain and delivery assurance function will have both a functional role in delivering assistance within WFP programmes as well as a national system strengthening role through providing technical assistance. Among the country operations reviewed, the evaluation found that expectations surrounding the role of the supply chain and delivery assurance function in supporting programmatic outcomes (such as national system strengthening) shifts as country offices move between types of responses.

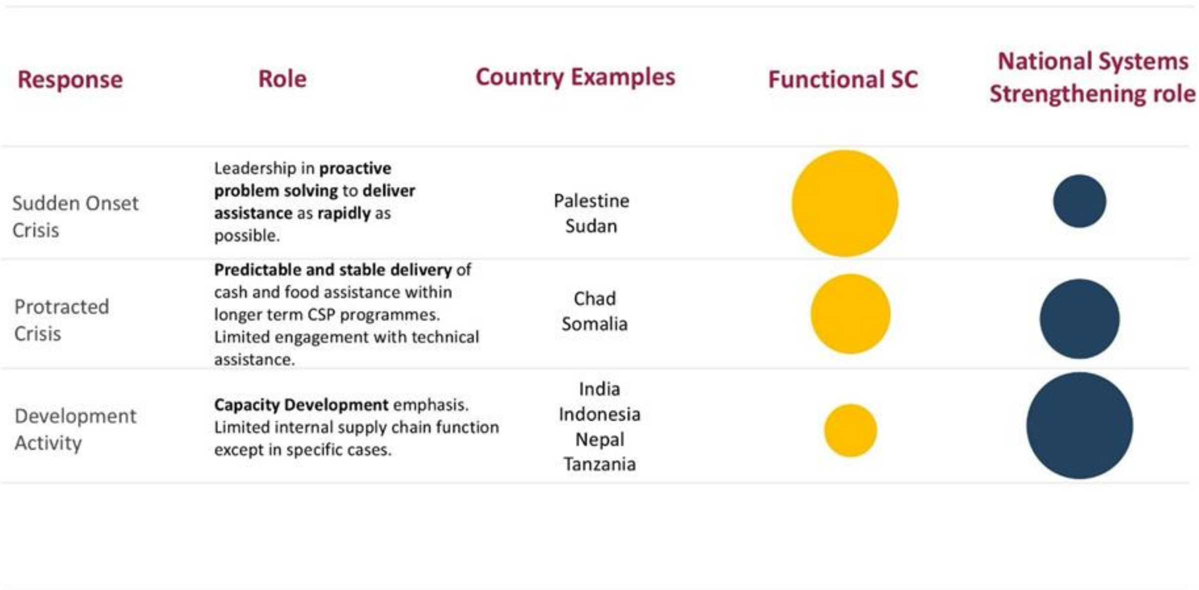
53. In many development contexts, the evaluation found that national systems strengthening for logistics, procurement and other related topics is not typically conducted through the SC function. Rather, under the Head of Programmes, the Activity managers lead efforts with support from a supply chain expert with capacities to engage with government. Procurement and logistics staff may not engage directly in these activities, but rather act in a business support role to programmatic activities. However, during sudden-onset crises, procurement and logistics staff and systems were often expected to take a much greater degree of leadership in problem solving with senior management to deliver WFP assistance as rapidly and as effectively as possible. This evaluation found such occurrences during the Gaza response,

[75] Based on field study of six COs and document review of an additional 15 CSPEs.
[76] e.g. Chad, Honduras, Tanzania.

and in Nepal during the emergency response to natural disasters.[77] [78]

54. The relative emphasis of these roles, and therefore the supply chain function's relationship to programmes (as a leader, partner, or programmatic support function) are fluid and heavily determined by context, national capacities and WFP capacities. However, overall there are shifts depending on which type of response is predominant within a country office. Figure 12, drawn from the countries visited or reviewed in documentation, illustrates the diversity of how Supply Chain is positioned and its relationship to programmes. Importantly, the same country office may shift from development activity to sudden onset crisis response (or back) resulting in important implications for supply chain staffing, described in the subsequent paragraphs.

Figure 12: Evolution of Supply Chain Roles by Response Type



Source: Elaborated by ET based on Country Missions. Key: Bubble size indicates approximate proportion of supply chain role.

55. **Supply chain staff need to have multiple layers of expertise to respond to the varied requirements of the role.** The different roles and the need to shift between them requires the development of additional layers of expertise from the same staff, leading to challenges in balancing expectations to do more with the same number of staff. These patterns are covered in more detail in EQ4.5.

56. **Country offices face a challenge in maintaining consistent staffing levels that allow for both the effective response to emergencies and sustained support for ongoing supply chain functions, such as national capacity strengthening.** The evaluation found that country offices took measures to maintain supply chain capacity for sudden onset responses. Examples included the redistribution of supply chain personnel across multiple CSP SOs who could then be redeployed as an expanded supply chain unit,[79] placing former supply chain staff in national systems strengthening programme roles,[80] or the placement of supply chain expertise in the regional bureaux for potential deployment to support scale-up.[81]

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[77] This dynamic was also cited in the CSP evaluations for Colombia, Philippines and Türkiye.
[78] Protracted crises occupy a middle role. The capacity-strengthening role with national governments or local partners is also present, although less prominent than in development contexts, and the internal procurement and logistics systems become more prominently connected to programmes. This reflects the higher volume of food and cash assistance which has a greater impact on national markets, but the internal procurement and logistics systems still play a more complementary role to programme decisions.
[79] For example, CSPE Indonesia, Palestine, Tanzania.
[80] For example, Honduras, CSPE Indonesia, CSPE Philippines, CSPE Tajikistan.
[81] For example, RBC in Cairo, RBC in Jordan, RBN in Nairobi.

57. The evaluation identified situations where country offices shifted towards a capacity-development context and then struggled to have the appropriate capacities in place to respond to a sudden onset crisis such as noted in the CSP evaluations for Türkiye (earthquake response) and the Philippines (Typhoon Rai). In contrast, Chad in 2023 demonstrated WFP's ability to respond effectively to a sudden-onset crisis while sustaining development activities through strategic adjustments in supply chain mechanisms. One factor contributing to this success was that, as a protracted crises, the CO already had a well-established internal supply chain function that allowed it to expand more rapidly. This was more challenging for country programmes which had shifted almost exclusively to a development-focused CSP design before needing to respond to a sudden onset event.

EQ1.3: How well does the Roadmap support WFP to position itself within the broader context of the international humanitarian system?

The Roadmap's broad aspirations have reinforced WFP's positioning as a strategic partner in the international humanitarian system amid evolving contexts, especially in sudden-onset emergencies and protracted crises. WFP's recognized leadership, unique response capacity, provision of common services and strong partnerships have solidified its role within the humanitarian system. While national systems strengthening remains important, WFP's greatest strategic value continues to be perceived in emergency operations – consistent with the Roadmap's vision. However, current reporting mechanisms and products fail to reflect the full scope and value of the supply chain function, underrepresenting the strategic contribution of the supply chain.

58. **The Roadmap aspirations have been sufficiently broad to support WFP's strategic positioning even amidst context changes.** Since the Roadmap's inception, the global operating environment has shifted significantly: i) The frequency and complexity of emergencies have increased (EQ1.1); ii) funding has become more constrained (EQ1.1); and the United Nations reform agenda has emphasized joint service provision and system-wide coherence (Section 1.2). The breadth of the Roadmap – encompassing emergency response, national systems strengthening and the provision of joint services – has allowed it to remain relevant within these shifting contexts.

59. **While contributions to national systems strengthening remain important, shifting contexts have reinforced WFP's greatest perceived strategic value within emergency contexts.** WFP's supply chain function has continued to be widely recognized as a partner of choice, particularly in sudden-onset emergencies and protracted crises. Its leadership in ensuring timely assistance, its coordination role through the Logistics Cluster, and its service provision to other UN agencies and partners all contribute to its strategic positioning and perceived comparative advantage (Discussed further in EQ3.3). Evaluations and institutional assessments have highlighted the supply chain function's capabilities in emergency response and endorsed its institutional strength as a systems enabler. The 2024 evaluation of WFP's Emergency Preparedness Policy noted that WFP exercises a clear leadership role during emergency response, supported by its roles as logistics cluster lead which contributed to swift and timely responses in many instances.[82]

60. In its role as sector lead for the Logistics cluster, the supply chain function has supported the dissemination of existing logistics standards for the international humanitarian community and the sharing of good practices.[83] Through the cluster, WFP also shared its technology with other humanitarian organizations to improve overall efficiency and coordination within the international humanitarian community. For example, in Ukraine, Building Blocks was used by 65 different organizations and realized a savings of USD 67 million.[84]

[82] Evaluation of WFP's Emergency Preparedness Policy, 2024.
[83] According to the Logistics Cluster Strategy: "*Recognizing that there are existing supply chain industry standards and that humanitarian organizations have their own specific standards, WFP, via the cluster, does not take part in producing universally applicable policies as it does not have the mandate to enforce their application*."
[84] Logistics Cluster Annual Report, 2024.

61. The Multilateral Organization Performance Assessment Network (MOPAN) in 2024 gave positive recognition for WFP's supply chain performance and institutional strengths in emergency response citing its infrastructure and system capacity for mobilizing and managing large-scale assistance. The 2022 Evaluation of WFP response to the COVID-19 pandemic noted that WFP common service activities underpinned global humanitarian operations, transforming its role from a service provider to a critical enabling function in the humanitarian architecture.

62. **The WFP supply chain function has played a key role in enhancing WFP's wider engagement with UN and Government partners, and WFP remains a partner of choice with UN and Government partners for the supply chain function.** WFP's demonstrated capacity in logistics and supply chain management, including infrastructure, distribution systems and common services provision, are widely recognized as highly appreciated by governments and partners.[85] The timeliness and agility of WFP's service provision is also valued by partners, as evidenced, for example, in the EPR evaluation commending it as the preferred supply chain partner of choice.[86] Evaluation fieldwork found that WFP's 'preferred supply chain partner of choice' status arises from a range of factors (Table 5).

Table 5: Partner of Choice Factors

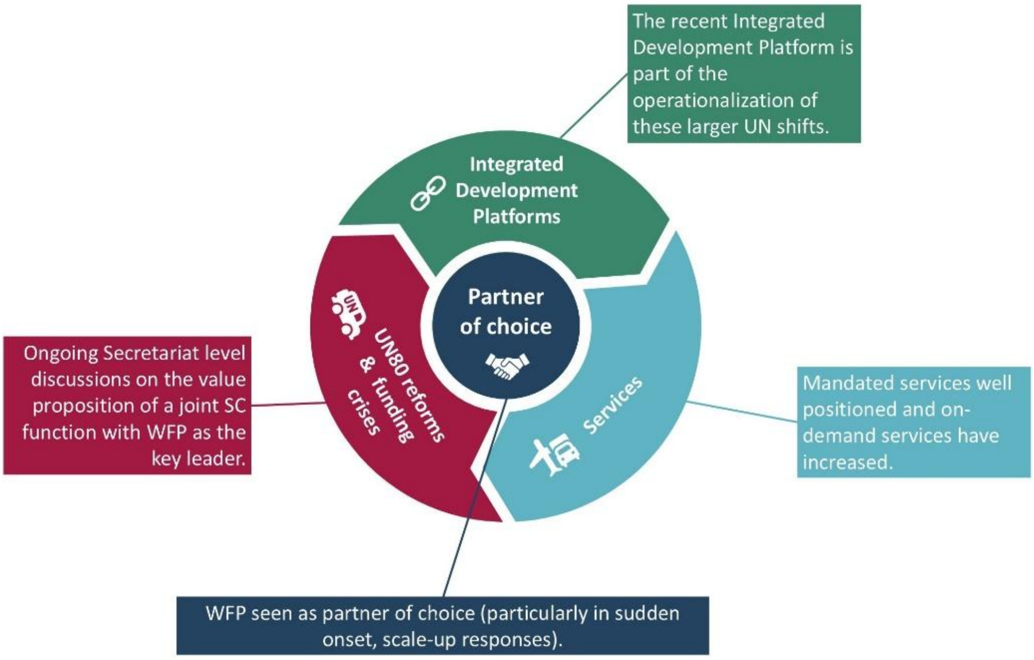
Contributing Factors	Evaluation Findings
Mission and mandate	WFP is usually considered a mid-size client for private sector procurement and logistics. However, private sector companies reported willingness to work with WFP's particularities because of its mission and mandate (Honduras, State of Palestine (henceforth 'Palestine')[87]
Reputational impact as preferred supply chain provider for UN and Government partners	Government partners were open to working with WFP because of its reputation in supply chain expertise (Honduras, Nepal, Tanzania). Private sector companies appreciated the reputational boost from being seen as a provider to WFP supply chain (Tanzania, Palestine,[88] Honduras, Nepal).
Capacity to deliver to scale	Government and UN partners appreciated WFP's supply chain capacity to deliver to scale during sudden onset and protracted crises (Chad, Palestine, Tanzania[89])
Well-established procurement processes	Government and UN partners considered WFP a partner of choice because of well-established procurement processes that could be relied on for joint service provision or on demand services (Guatemala,[90] Honduras, Palestine[91])
Perceived expertise and professionalism in the supply chain function	Government, UN, and private sector partners considered WFP to be a partner of choice because of its expertise and professionalism in managing the supply chain function (Guatemala,[92] Honduras, Palestine,[93] Tanzania[94])

Source: Elaborated by ET based on country visit data collection.

63. **This boost in global profile is in alignment with the Roadmap's aspirations.** This boost in global profile highlighted in the evaluations, and observed in the country visits, is in alignment with the Roadmap's aspirations described under Pillar 1 (leadership in emergencies) and Pillar 3 (provision of augmented and on-demand services). Key factors making WFP a partner of choice were the supply chain function's leadership in ensuring timely assistance during sudden-onset crises; the role the supply chain and delivery assurance function played as a systems enabler in the coordination and support to other UN agencies and partners through the logistics cluster; the extensive partnerships developed by the supply chain and delivery assurance function (covered further in EQ4.1); and the supply chain contributions to preparedness and response through the provision of services (Covered further in EQ3.3) (Figure 13).

[85] Evaluation of WFP's response to the COVID-19 pandemic, 2022, Synthesis of Evidence on WFP's Cooperating Partners, 2024.
[86] Evaluation of WFP's Emergency Preparedness Policy, 2024.
[87] Private sector partners involved in the corridor logistics in Egypt and Jordan.
[88] Ibid.
[89] As part of the corridor operations.
[90] Guatemala CSPE
[91] Private sector partners involved in the corridor logistics in Egypt and Jordan.
[92] Guatemala CSPE
[93] Private sector partners involved in the corridor logistics in Egypt and Jordan.
[94] As part of the corridor operations.

Figure 13: WFP Supply Chain Strategic Positioning



Source: ET based on document review.

64. **Context changes have rekindled debates on the optimal focus of the supply chain function.** The evaluation found a renewed debate regarding the optimal focus of the supply chain and delivery assurance function amid major systemic reforms. Some aspects of this debate, particularly concerning WFP's mandate spanning both emergency and development environments, pre-date the development of the Roadmap.[95] Recent evaluations also underscore renewed discussions concerning WFP's engagement in both humanitarian and development arenas, particularly in the context of increased emergencies and tightening resources. With UN80 and the 'humanitarian reset' underway, and a rising number of humanitarian emergencies worldwide, issues of potential UN system-wide integration of supply chain services, expanded joint service delivery and the role of supply chain support to national system strengthening are currently being discussed.[96]

65. **WFP current reporting mechanisms and products do not adequately reflect the scope and strategic value of its supply chain function thereby diminishing its capacity to better position itself strategically as a partner of choice for supply chain operations.** Despite evidence that the supply chain and delivery assurance function has become better integrated into the CSP structure (EQ1.2), these efforts are still not well reflected in reporting. Country offices report achievements at CSP SO level through ACRs which typically provides relatively little detail on supply chain function contributions to CSP SOs. While the Annual Performance Plans (APP) do cover supply chain and delivery assurance function contributions, its efforts are typically summarized in less than a page within Annexes covering multiple other business support functions. Additionally, the considerable inter-country supply chain infrastructure and platforms supported by the supply chain function (including the UNHRD, GCMF, corridor management, among others discussed in EQ3.1) are not easily captured in these country-specific reports. For example, the latest ACRs for both Tanzania and Djibouti (two countries visited by the evaluation team) provide limited reporting relative to the importance in terms of supply chain contributions to regional operations and the extensive partnerships established in support of these operations (the Humanitarian Logistics Hub activities in

[95] For example, the 2022 COVID-19 evaluation noted that dual mandate balance debates have been longstanding.
[96] Source: Based on the compilation of 60 key Informant Interviews with WFP Supply Chain and Programmes staff at HQ and country offices.

Djibouti and the corridor-related operations in Tanzania).

66. There are examples of unique reporting on specific components of the inter-country infrastructure. For example, the UNHRD hub in Dubai and the GCMF develop individual reports on their annual performance. However, with the exception of the Annual Performance Report, which primarily emphasizes organizational achievements, the evaluation found limited evidence of recent performance reports showcasing all elements of the supply chain function that could be used for furthering its strategic positioning.[97] This limits WFP's ability to showcase the significant infrastructure investment, efficiencies achieved and resulting performance, which is managed by the SCD and minimizes the potential for WFP to better position itself strategically as a partner of choice for supply chain operations, especially in humanitarian response.

2.2. EQ2: What efficiency gains have been made under the Roadmap?

EQ2.1: What role has the supply chain Roadmap had in supporting WFP to make cost-efficient decisions?

In alignment with the corporate strategic plan priorities, the Roadmap's aspirations led to the development of multiple platforms to support cost-efficient decision making. These platforms support logistics optimization, strategic procurement, digital tools, preparedness investments and private sector collaboration. However, their proliferation, fragmented functions and limited guidance, with varying emphases and functions, can impede coherence and usability, particularly at country level. Country offices often create their own decision-making practices to balance cost, speed, risk, programmatic goals and environmental considerations, especially across diverse contexts such as development settings, protracted crises, or sudden-onset emergencies. Greater streamlining and clearer guidance are needed to enhance strategic use of these tools.

67. **In alignment with Roadmap efficiency aspirations, at HQ level, WFP has invested an array of supply chain digital platforms and tools that are intended to support cost-efficient decision making.[98]** Table 6 describes key initiatives, developed by the Supply Chain and Delivery Division together with the Technology Division, their intended purpose and evidence of use. Importantly, a number of these platforms are only recently being rolled out so comprehensive evidence of cost-efficiency gains is not yet available. However, there is some evidence of specific units contributing to efficiency gains such as the GCMF annual reports.

[97] Annual supply chain performance reports were produced until 2019, and then discontinued with merging into the corporate APR.
[98] Alignment is further explained in EQ4.2.

Table 6: Platforms for Cost-Efficient Decision Making

Platform	Maturity or Uptake	Intended Purpose	Example from documented evidence of use for intended purpose
LESS (Logistics Execution Support System)	Mature (2014)	Tool for digitalized accounting centralized data, improved visibility and reporting. WFP's global system for managing the **physical movement of food** from arrival at a port or hub to the final delivery point.	Strategic investments in emergency preparedness, including advance financing and strategic pre-positioning[99]
LESS Last Mile	Piloted 2023, uptake by partners less than 50 percent	Mobile App that enables the real-time recording of Waybills receipts at WFP Cooperating Partner sites all over the world. WFP's **LESS Last Mile** is a specialized mobile extension of the main LESS system, designed to streamline the **final leg of aid delivery**—from local warehouses or Cooperating Partner sites directly to beneficiaries.	Collaborating with cooperating partners to reduce delivery costs and improve programme cost-efficiency[100]
Optimus	Recent, 2019-2022-	Tool to identify cost-efficient methods for **improving ration quality and supporting optimized commodity choices** at country level. Optimus is an online decision support system developed by the WFP's Supply Chain Division that helps identify the most efficient and cost-effective way to reach affected populations. Building on data from dozens of sources, mathematical models provide key insights into food basket design, sourcing strategies and delivery networks for any WFP operation.	Reviewing planned food basket to increase nutritional adequacy, support local and regional procurement priorities and maximize value for money.[101]
SCOUT	Recent, 2023-2024[102]	Automatically generates optimized global and regional plans and provides strategic analysis for decisions on what, where, and when to buy, store, and deliver. SCOUT uses optimization and AI to **enhance global food sourcing and delivery planning** for WFP's supply chain. It optimizes complex supply chain planning by modelling WFP's global supply chain network, focusing on upstream operations up to recipient countries. It provides data-driven insights to improve decision-making in sourcing and delivery planning for HQ core units and regional bureaux.	Seizing harvest opportunities during the harvest season to reduce costs and minimize off-season purchases (as done in WACARO in 2024-25).[103]
PRISMA	Rolled out 2024	A supply chain visibility tool, providing real time insights for planning and risk anticipation. PRISMA is a supply chain control tower empowering WFP operation with key descriptive, predictive and prescriptive analytics to support upstream and downstream supply planning and forward-looking risk anticipation. PRISMA enables smoother and more efficient **evidence-based operational decisions**.	Suggesting stock movements within a country to maximize demand coverage, prioritize batches with approaching BBD for distribution, simulate changes in demand or supply disruptions to enable scenario planning.[104]
ECODASH	Piloted 2024	WFP's internal carbon accounting tool aimed at supporting optimized environmental impact—basically the **dashboard aims at tracking and reducing emissions and waste** across its supply chain operations by analysing data on carbon emissions and waste operations from sourcing, logistics and delivery options.	Country office initiatives for improving supply chain waste management and reducing greenhouse gas emissions.[105]

[99] 2024 Evaluation of WFP's Emergency Preparedness Policy.
[100] 2024 Synthesis of evidence on WFP's cooperating partners.
[101] 2024 Efficiency Gains Report, Supply Chain Planning and Optimization.
[102] The ET was unable to confirm the exact year.
[103] 2024 Efficiency Gains Report, Supply Chain Planning and Optimization.
[104] Ibid.
[105] 2024 APR.

Route the Meals	Piloted 2024	A **mathematical modelling tool** that optimizes delivery routes, warehouse placement, and supply-chain setups—specifically for school meals and other food programs in remote or logistically challenging areas to improve cost efficiency of WFP operations.	Using Route the Meals to identify more efficient routes between warehouses and distribution points in India.[106]

Source: Elaborated by ET from data collection interviews and document review.

68. **The range of platforms cover the end-to-end of the supply chain system but with different points of emphasis and potential fragmentation among the platforms.** With the rollout of the LESS Last Mile, these platforms can provide support for optimized decision making from the point of procurement (e.g. Optimus, Scout, ECODASH) to logistics (e.g. Scout, PRISMA, Route the Meals), to delivery (e.g. Route the Meals, LESS Last Mile) and accounting and reconciliation (e.g. LESS). While there are no specific gaps, the menu of platforms brings different contributions to specific components. For example, ECODASH, Scout, Optimus and the GCMF are all expected to provide insights into optimizing procurement but for different reasons. ECODASH would show carbon footprint reductions, Scout would show optimized timing for purchasing globally, while Optimus would provide input into optimizing a specific ration basket in an operation. Those aspects can weigh into the decision-making process, together with other essential components (cost, time, nutrition intake)

69. **The proliferation of platforms and processes, and their associated guidance, can unintentionally impede their utilization.** The evaluation found two potential factors hindering decision making that could result from the proliferation of tools and individual guidance.

70. First, the sheer number of tools can potentially impede their timely or optimized utilization. A number of these tools were just piloted in 2024. While specific pilots reported positive results,[107] the system effects of applying all of these tools within a single operation have not yet been assessed.

71. Second, while substantial specific guidance exists for utilizing each tool or platform to support cost-efficient decision making, there is limited guidance on balancing cost, timing, quality, risk and added value considerations. For example:

- Prepositioning may be more costly, but it can improve timing (delivery)
- Increased attention to risk mitigation may increase costs or lead to longer lead times[108]
- A procurement option may be cheaper but have a larger carbon footprint
- Programmatic objectives may increase costs to procurement[109]

72. Global mechanisms are being developed to support COs in their assessment of specific metrics, such as the LRFPP waiver that allows for local or smallholder purchase even if more costly. The Global Assurance Project and subsequent Global Assurance Framework suggested making enhancements in a number of focus areas, including supply chain, in order to make WFP's existing processes and systems more focused and effective, and supporting implementation of assurance actions plans at the country office level.[110] Mainstreaming efforts were initiated in mid-2025 and it is still premature to conduct a comprehensive assessment of their impact or effectiveness at this stage.

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[106] Ibid.

[107] 2024 Supply Chain Planning and Optimization – Efficiency Gains Report, Evaluation of the LRFP Pilot Programmes in Eastern Africa (2021–2023).

[108] Evaluation of WFP's Enterprise Risk Management Policy, 2025.

[109] As noted in the Evaluation of the LRFP Pilot Programmes in Eastern Africa and the study on the impact on smallholder farmers involved in WFP procurement in Central America – including smallholder farmers in procurement may have significant programmatic outcomes, but may come at the costs of reduced procurement efficiency in terms of time or costs.

[110] The Global Assurance Project was implemented in 31 high-risk countries and is being rolled out as an overarching Global Assurance Framework to clarify standards that all WFP operations must achieve to ensure intended beneficiaries are assisted. This framework sets expectations for COs to meet the global assurance standards and minimum measures set out in the framework/circular or raise appropriate risks and have alternate controls or mitigation measures in place.

73. **There are examples of country level efforts to optimize performance via cost-efficient decision making, in addition to the HQ platforms.** Examples include:

- CO specific KPIs for tracking costs, timeliness and compliance with organizational processes (Honduras)
- The establishment of senior management standing committees for performance reviews (Chad, Honduras, Nepal)
- Sponsored studies reviewing and assessing transportation cost measures (Nepal)
- Sponsored studies assessing programmatic contributions of procurement measures (Honduras Tanzania,)
- Mechanisms for optimizing sourcing options for procurement (Chad, Gaza, Nepal)
- Developing private sector partnerships to develop creative solutions to procurement or distribution challenges (Chad, Gaza, Honduras).

74. These adaptations allowed for improved contextualization but at the costs of increasing fragmentation. In general, the evaluation found that country offices aim to achieve a balance between multiple, potentially competing priorities, including considerations for cost efficiency, speed of delivery, risk, minimizing carbon footprint, nutritional content, or contributing to programmatic outcomes (such as increased smallholder empowerment). However, the balance among these objectives is not clearly articulated at a corporate level and often evaluated on a case-by-case basis. The final decision for balancing which metrics to optimize therefore lies with the CO senior management. Among the countries visited,[111] maximizing cost-efficiency was a consistent overarching priority with the other factors considered as feasible. In the development-focused contexts (e.g. Honduras, Nepal, Tanzania), more attention was often given to risk mitigation or programmatic contributions (such as LRFP inclusion or national system strengthening). In contrast, during a sudden onset (e.g. Palestine) the priorities shifted to emphasize speed.

75. One limitation on these good practices is that, since each country office independently tracks decision-making outside institutional requirements, practices are not systematically reported or shared across offices.[112]

[111] The evaluation selected six countries to visit: Chad, Djibouti, Honduras, Nepal, Palestine and Tanzania. One of these was visited remotely (Gaza) due to the conflict.

[112] The Innovation Hub has developed a centralized database to allow country offices to share and compile innovations. However, this is not yet consistently used by all countries or reported on systematically.

EQ2.2: Is there evidence that the initiatives envisaged in the Roadmap have enabled WFP to deliver more cost-efficient supply chain solutions?

WFP's supply chain system has achieved measurable improvements in cost efficiency, timeliness and quality since 2019, particularly when operating at scale, over time, or within strong national systems. An analysis of performance indicators shows overall gains in efficiency, especially in previously underperforming operations, reflecting adaptability to diverse contexts. The evaluation found that multiple factors contributed to WFP's efficiency gains, notably the expansion of inter-country mechanisms, such as the GCMF, UNHRD and corridor management infrastructure, which enabled more proactive planning, faster procurement and pre-positioning of stock. Strategic financing tools, such as the Immediate Response Account (IRA) and Internal Project Lending (IPL), further supported the capacity for forward purchasing and for an increasingly agile response. Investments in national systems (Pillar 2) can directly enhance operational efficiencies in emergency response (Pillar 1).

76. To assess efficiency over time, the evaluation adopted a mixed-effect regression model to identify the role of different factors in affecting efficiency (see Annex 3 and Annex 8). The model examined five dependent variables as proxies for different forms of efficiency analysed, while controlling for six contextual and operational variables.[113]

77. Table 7 describes the five variables assessed, associated dimension of efficiency being measured, and a short summary of the major patterns. The subsequent narrative provides expanded details of key patterns for each of the five indicators.

Table 7: Efficiency Variables and Key Findings

#	Indicator name	Associated dimension	Summary Patterns
1	Cost per Metric Ton[114]	Procurement Efficiency	• Food costs have increased since 2022, likely due to external global factors. • The GCMF mechanism has contributed to lower unit prices. • There is evidence of increased optimization of decision making over time because of the convergence of sourcing costs between international, local, and regional procurement.
2	Food Transportation and Transfer Costs per Metric Ton (FTC/MT)	Efficiency in costs to deliver food assistance	• The strength of the national context and external risks are the most important factors influencing lowered costs in FTC/MT. As a result, food delivery is costlier in contexts experiencing conflict or fragility. • There is evidence of system improvements in FTC/MT from 2019 to 2022. However, the increased frequency of corporate scale-up crises increased costs, reversing these improvements from 2023.
3	Cash and Voucher Total Cost Transfer Ratio (TCTR)	Efficiency in costs to delivery cash and vouchers	• The strength of the national context and external risks are the most important factors influencing TCTR values. As a result, cash and voucher delivery is costlier in contexts experiencing conflict or fragility.

[113] 1. National systems strength: assessed through six governance indicators and a Human Development Index (HDI) indicator. These indicators were all highly correlated. Therefore, to simplify the analysis, only the HDI is discussed as the proxy for national systems strength.; 2. Regional Bureau; 3. Size of operation: Divided into five categories from very small to very large operations.; 4. CAS Status: Formerly the L1, L2, L3 system: this was subsequently redefined in 2022 as Early Action, Corporate Attention and Corporate Scale-up; 5. Type of focus area (crisis and development): from the CSP Lines of Sight; and 6. Type of procurement: local, regional, international and GCMF.
[114] This indicator was an aggregation of the price paid by WFP for the four main types of procured food commodities. The indicator is adjusted for inflation using the US Consumer Price Index for 2024.

			• There is evidence of system improvements in cost-efficiency in cash over time, as evidenced by improving TCTR values since 2019. • Cash delivery efficiency is less sensitive to changes in the national contexts than FTC/MT, as evidenced by more stable annual TCTR values compared to annual fluctuations in FTC/MT.
4	Percentage of Post-Delivery Losses	Quality and organized planning efficiency	• For the vast majority of countries, there have been improvements over time in mitigating post-delivery losses as evidenced by generally low (less than 1 percent) and declining global losses during the period under review. • Global losses are concentrated in just a few specific operations in extremely fragile and high-risk contexts. Less than five countries accounted for between 80-93% of all global losses annually.[115]
5	Country Level Lead time	Responsiveness[116]	• Supply chain systems have improved in responsiveness since 2019 as seen in improved lead times from warehouse to cooperating partner delivery since 2019 in all types of responses and situations. • Fragile and conflict-affected contexts tended to have operations with longer lead times due to scale-up and risk-mitigation issues.

Source: Elaborated by ET.

78. The following narrative organizes findings related to the five efficiency measures summarized in Table 7. For each variable, the first section presents the key aggregate patterns followed by the relevant findings from the regression analysis. Annex 8 provides more detailed analysis of these variables. The narrative cross-references specific figures from the Annex.

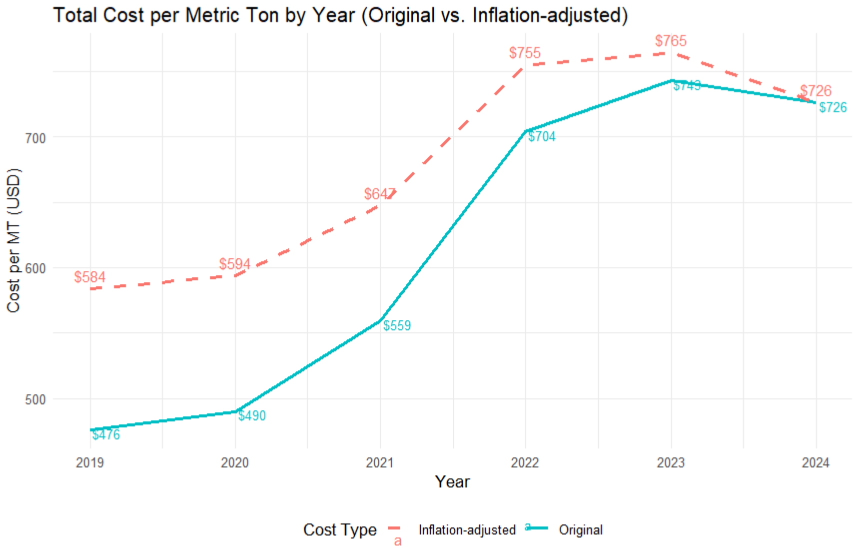
Indicator 1: Cost per Metric Ton

79. **There is evidence of increased optimization of sourcing for procurement. In particular, the GCMF contributes to improved procurement cost savings**. Even when adjusted for inflation, there is an overall increase in the cost per MT shaped by a sharp increase in 2022 (Figure 14). This is consistent with the 2023 APR observation that WFP faced challenges due to increased global food prices. However, there is evidence that increased optimization of decision making has improved procurement cost savings. Although local, regional and international procurement costs have all increased since 2019, these costs have converged in level over time (Figure 15). Commodities procured through the GCMF mechanism demonstrated lower unit costs compared to direct sourcing (Figure 15). These patterns suggest that COs are optimizing decision making as far as feasible in terms of cost-efficiency.

115 The countries with greatest losses changed each year, but overall, the pattern was that only a few countries comprised the vast majority of global losses. The only countries consistently in the top 10 over the period under review were Ethiopia, South Sudan and Sudan.

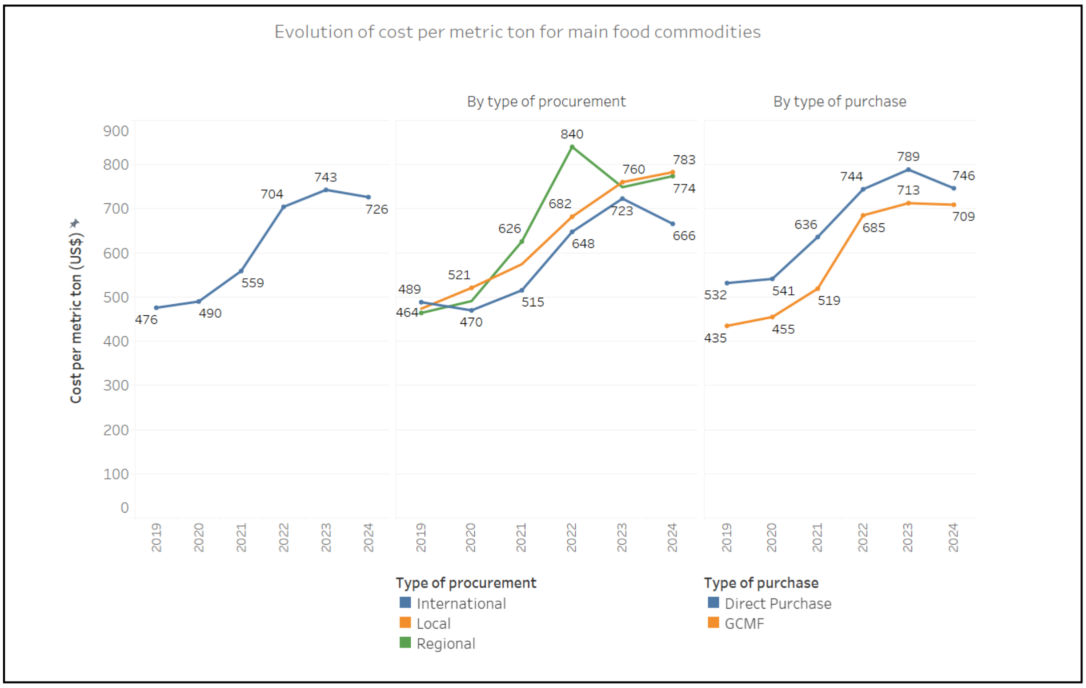
116 Lead-time as such is not a complete measure of responsiveness because WFP's infrastructure and advance planning allow for extended lead-time purchases while still delivering to beneficiaries at the time required. A strategic KPI has been developed to better measure responsiveness, but it is just being rolled out and there is no global aggregation data available – only data related to examining the GCMF effect on lead-time performance in procurement.

Figure 14: Food Costs per MT



Source: analytics.wfp.org, SCDP Procurement Spend Analysis – Regional View, June 2025

Figure 15: Food Costs per MT by Sourcing



Source: analytics.wfp.org, SCDP Procurement Spend Analysis – December 2024.

80. **Concentration of food distributions in a few significant humanitarian responses has implications for overall procurement costs and scale-up.** In-kind delivery remains one of the most important services of WFP,[117] but its importance is most prominent in the large-scale operations in contexts affected by conflict or fragility. Just four countries (Afghanistan, Ethiopia, Syria and Yemen) accounted for 55 percent of the food during the period under review, and the top 30 countries (out of the 85 where WFP has operations) accounted for 95 percent of all food (Figure 16) thus disproportionately influencing overall costs

[117] See ODS provision of services and APR 2024.

per MT. While the top four reflect long-term protracted crises, other humanitarian responses emerge and decline over the years. The implications of this for scaling up and scaling down food procurement systems is covered in EQ2.3.

Figure 16: Food Purchases by Country

	Country	Regional Bureau	Volume (MT thousands)	Cost (USD Millions)	Volume (% of total)	Cost (% of total)
1	Yemen	RBC	2,749.3	1,529.1	14.4%	13.0%
2	Afghanistan	RBB	2,718.2	1,776.7	14.3%	15.1%
3	Ethiopia	RBN	2,556.5	1,046.2	13.4%	8.9%
4	Syrian Arab Republic	RBC	2,405.8	1,598.3	12.6%	13.6%
5	Sudan	RBN	905.2	398.5	4.7%	3.4%
6	South Sudan	RBN	826.8	425.6	4.3%	3.6%
7	Uganda	RBN	496.2	252.6	2.6%	2.1%
8	Ukraine	RBC	456.7	474.3	2.4%	4.0%
9	Nigeria	RBD	422.2	333.8	2.2%	2.8%
10	Burkina Faso	RBD	389.4	235.4	2.0%	2.0%
11	Zimbabwe	RBJ	373.7	158.8	2.0%	1.3%
12	Mozambique	RBJ	329.4	199.2	1.7%	1.7%
13	Myanmar	RBB	323.8	163.4	1.7%	1.4%
14	Kenya	RBN	303.6	195.3	1.6%	1.7%
15	Niger	RBD	297.9	202.4	1.6%	1.7%
16	Chad	RBD	297.8	188.2	1.6%	1.6%
17	State of Palestine	RBC	288.9	286.3	1.5%	2.4%
18	Democratic Republic of the Congo	RBJ	260.0	225.3	1.4%	1.9%
19	Bangladesh	RBB	256.0	174.9	1.3%	1.5%
20	Madagascar	RBJ	229.5	145.5	1.2%	1.2%
21	United Republic of Tanzania	RBJ	189.3	84.1	1.0%	0.7%
22	Pakistan	RBB	170.1	221.8	0.9%	1.9%
23	Benin	RBD	154.0	86.6	0.8%	0.7%
24	Lebanon	RBC	141.8	153.3	0.7%	1.3%
25	Algeria	RBC	137.7	73.1	0.7%	0.6%
26	Cameroon	RBD	125.4	66.5	0.7%	0.6%
27	Somalia	RBN	111.4	181.5	0.6%	1.5%
28	Central African Republic	RBD	92.6	54.2	0.5%	0.5%
29	Burundi	RBN	85.0	54.5	0.4%	0.5%
30	Honduras	RBP	83.3	86.9	0.4%	0.7%

Source: analytics.wfp.org, SCDP Procurement Spend Analysis – Accessed December 2024.

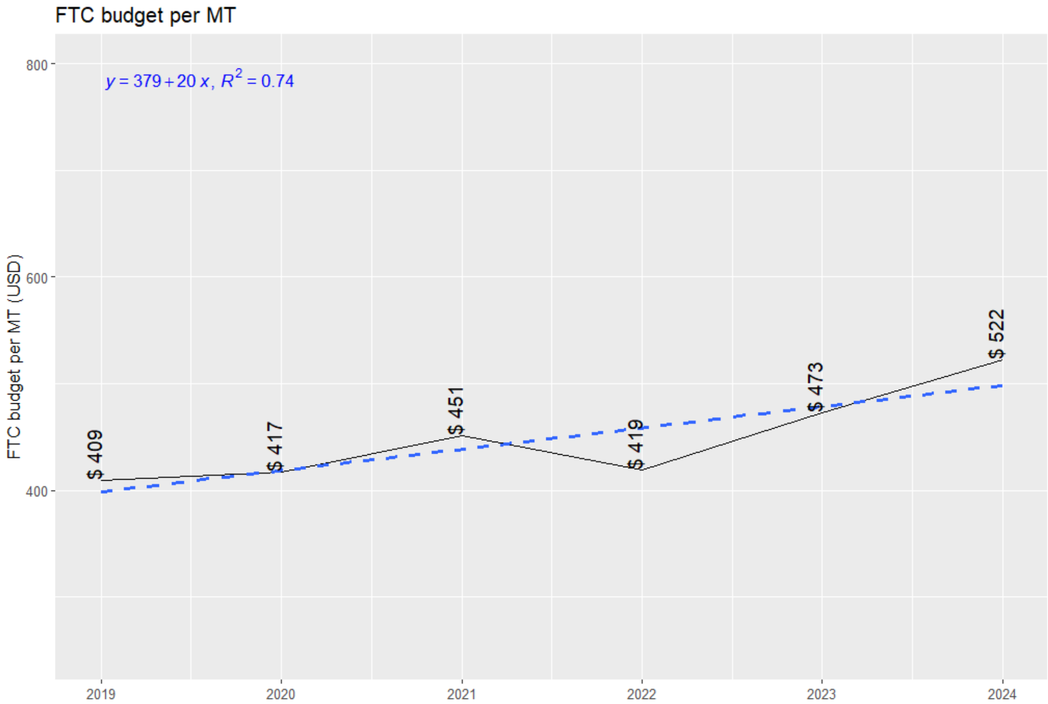
Indicator 2: Food Transfer Costs[118]

81. **There is evidence of overall system improvements in efficiency of food transfer costs and also within the countries with highest food transfer costs which show improvements over time. The supply chain functions more cost-efficiently in large operations where WFP is able to achieve economy of scale. Factors partly outside of supply chain control affect cost efficiency include: operating in contexts affected by conflict or fragility and the costs of transferring in-kind donations.**

82. Food transfer costs have followed an increasing trend during the evaluation period, rising by an average of USD 20 per MT (Figure 17). Similar to costs per MT, this is most influenced by the share of food going to very large operations in extremely fragile contexts, where food prices are higher (the share of food value in CAS scale-up went from 46 percent of all food distributions in 2019, to 91 percent in 2022 (See Figure 90 in Annex 8.2).

[118] The indicator of Food Transfer Costs per MT (FTC/MT) calibrates the cost of transferring one MT of food to its recipients. Costs include transport costs (internal and external) and other transfer-related costs (cooperating with partners and supply chain management), but not the cost of purchasing the food.

Figure 17: Annual Food Transfer Costs per MT



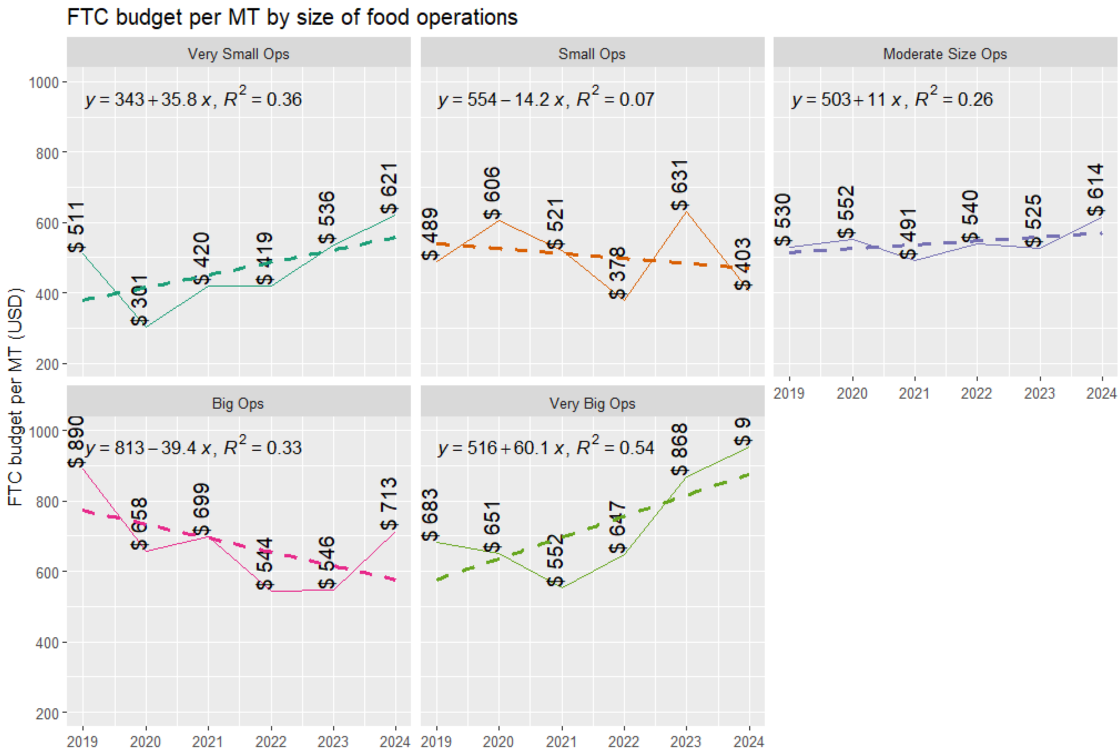
Source: Food transfers dataset (COMET, CM-RO14, as of June 2025); and WFP Budget (IRM Analytics, CPB Expenditures report by year and commitment item, accessed 16 May 2025)

83. National context has the strongest influence on FTC/MT,[119] more so than anything within WFP's control, Annex 8.2).[120] This is because three of the four major cost categories integrated into FTC/MT are external transportation costs (bringing goods from outside the country into the country), internal transportation costs (moving goods inside the country) and cooperating partner costs; all of these are directly influenced by the national operating context (See Annex 8.2)

84. The evidence suggests that economies of scale generate increased cost savings and the supply chain becomes more efficient the longer it operates in a given context. In almost all types of responses, FTC/MT improved over time. There were two types of responses where FTC/MT rose (cost-efficiency declined), although likely for different reasons. In very small operations, (e.g. Kyrgyzstan) FTC/MT has increased likely due to fixed costs related to the supply chain management cost category. In very large operations (e.g. Sudan, Yemen), FTC/MT has increased over time likely due to conflict increasing in countries (Figure 18). Positively, the countries with the higher FTC/MT costs tended to show improving trends over time (Table 34, Annex 8.2) suggesting that the longer that WFP is operating in a specific context, the more efficiently it can operate in terms of transfer costs. Based on the country visits, this trend could be due to identifying better sourcing options over time and improved relationships with transporters and vendors (Covered in EQ4.2).

[119] National context strength also strongly influences cash efficiencies, a point covered in later sections.
[120] Sixty percent of all variation in the regression was explained by between-country variations.

Figure 18: Annual Food Transfer Costs by Response Size[121]



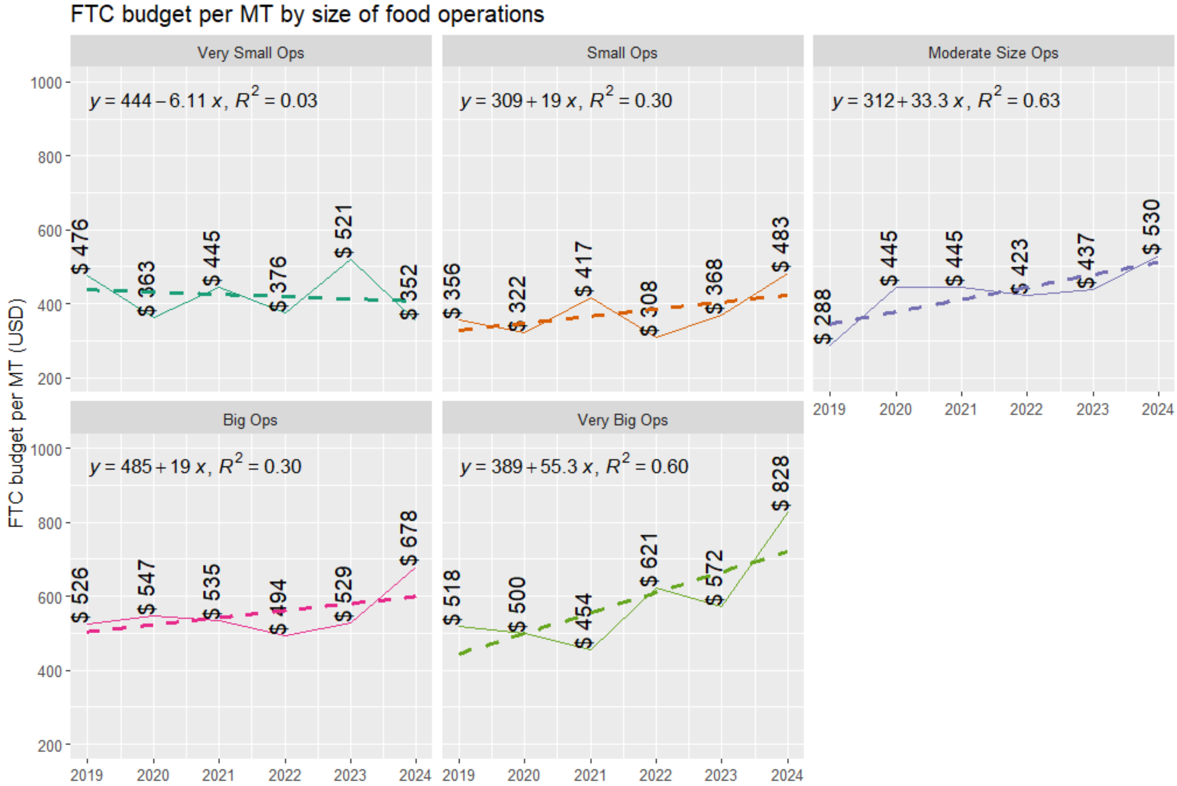
Source: SCDP Procurement Spend Analysis – Accessed December 2024, and WFP Budget (IRM Analytics, CPB Expenditures report by year and commitment item, accessed 16 May 2025)

85. **In-kind donations increase transfer costs over time.** The platforms and tools discussed in EQ2.1 can support optimized decision-making whereby WFP can develop procurement choices balancing sourcing prices (local, regional, and international prices) with internal and external transportation costs. In-kind donations have to be managed differently. While the product is not procured, the supply chain does manage the transportation and distribution of the in-kind donations, and these contributions are often confirmed on very short notice with short terminal distribution dates. For this reason, COs may prioritize the management of these distributions and potentially leave available stocks unused. The combination creates bottlenecks related to prolonged storage (additional costs) and may have longer transportation distances to cover. Among the countries visited, the evaluation found examples where in-kind donations led to increased expenses for the CO because the CO had to contract additional warehouses, alter commodity distributions schedules, and work with partners to promote the uptake of the in-kind donations provided (e.g. Honduras, Nepal). There is currently no evidence for mechanisms at the corporate level to ensure longer-term visibility of in-kind donations to mitigate these risks.

86. Figure 19 illustrates the same FTC/MT costs over time for size of operations as represented in Figure 18 but with the distribution of in-kind donations factored into the calculations. In this scenario, FTC/MT increased over time for all operation sizes except the very smallest operations (which were unlikely to have in-kind donations).

[121] Through this report, the size of operations is categorized by expenditure per year as follows: Less than USD 3 M → Very small ops; USD 3 to <10 M → Small ops; USD 10 to <50 M → Moderate size ops; USD 50 to <150 M → Big ops; More than USD 150 M → Very big ops.

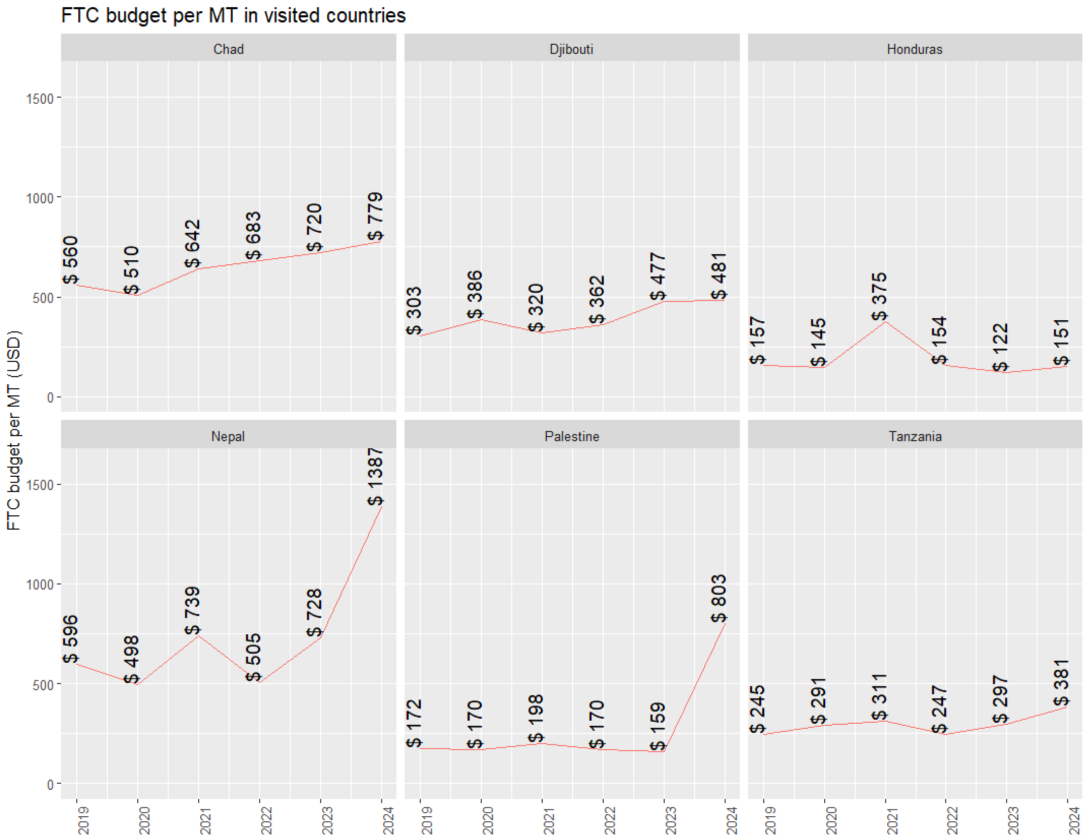
Figure 19: Annual Food Transfer Costs by Response Size including in-kind donations



Source: Food transfers dataset (COMET, CM-RO14, as of June 2025); and WFP Budget (IRM Analytics, CPB Expenditures report by year and commitment item, accessed 16 May 2025)

87. Because of the FTC/MT's sensitivity to changes in national context, events that occur within a country can create spikes in FTC/MT efficiencies. As illustrated by the countries visited (Figure 20), countries in stable development contexts showed stable FTC/MT values over time (e.g. Tanzania). However, FTC/MT values increased during a sudden-onset crisis (Palestine, 2023) or when there was a national inflation crisis (e.g. Honduras, 2021).

Figure 20: Annual Food Transfer Costs by Visited Country



Source: Food transfers dataset (COMET, CM-RO14, as of June 2025); and WFP Budget (IRM Analytics, CPB Expenditures report by year and commitment item, accessed 16 May 2025).

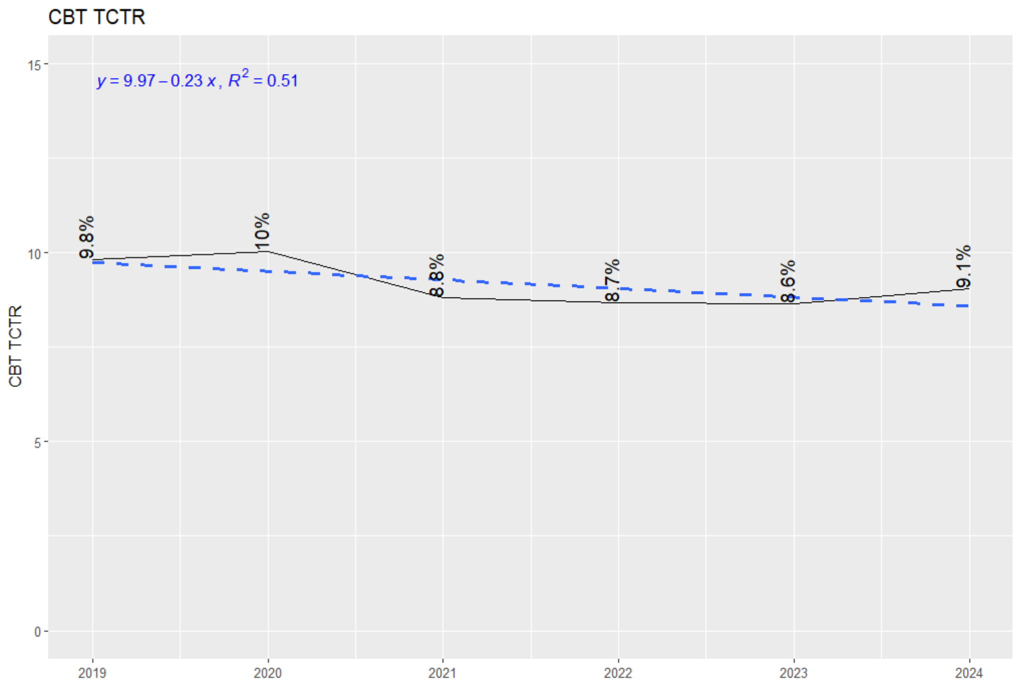
88. While the supply chain can reduce costs through internal efficiency measures, external events still push costs beyond their control. The implication of these patterns is that initial scale-up constrains cost-efficiency, but food transfer costs will improve over time with the biggest improvements being in internal transport and cooperating partner costs (Annex 8.2). The strength of national markets and systems has a greater influence on cost reductions and transfer savings than any factor within the control of the WFP supply chain. As a result, when a country experiences a sudden shock or context shift, this will affect the overall cost-efficiency for the supply chain function in that year.

Indicator 3: Cash Transfer Costs

89. **There is evidence of system improvements in lowering cash transfer costs over time and that transfer costs improve the longer a country operation is employing the cash modality.**

90. The TCTR for cash shows improved (lowered) transfer costs on Cash and CBT Transfer Costs (TCTR) since 2019 (Figure 21).[122]

Figure 21: Annual Cash Transfer Costs

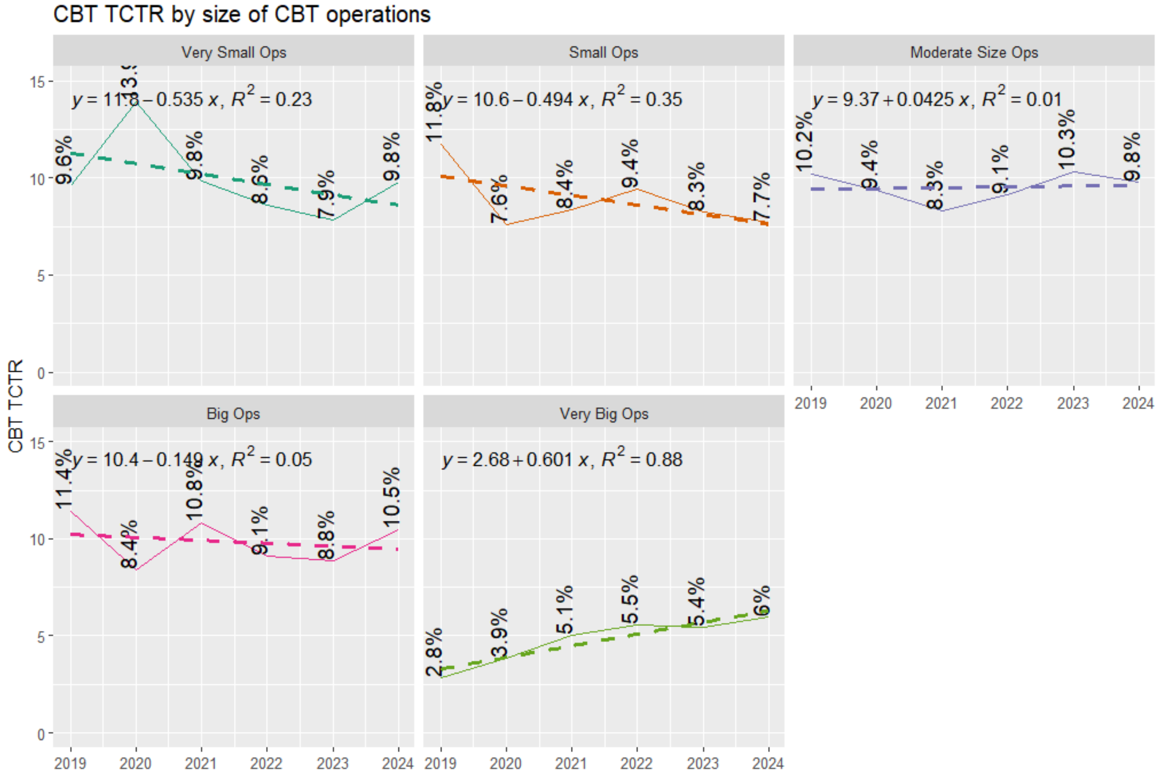


Source: WFP Budget (IRM Analytics, CPB Expenditures report by year and commitment item, accessed 16 May 2025).

91. TCTR costs are improving over time in all sizes of operations with the exception of very large operations, where cash is more difficult to deliver (Figure 22). Countries with higher TCTR (less cost-efficient) do tend to show flatter or decreasing trends over time (in Annex 8.2) – suggesting that, as for in-kind contributions, the longer a country operation employs the cash modality, the greater the scope for cost-efficiency improvements. The most significant gains appear to be with lowered financial service provider costs, suggesting that improved relationships with financial providers are leading to improvements in TCTR over time (Annex 8.2).

[122] Percentage corresponds to the ratio of "transfer costs", including those relating to cooperating management, delivery and management to total CBT category costs.

Figure 22: Annual Cash Transfer Costs by Operation Size[123]

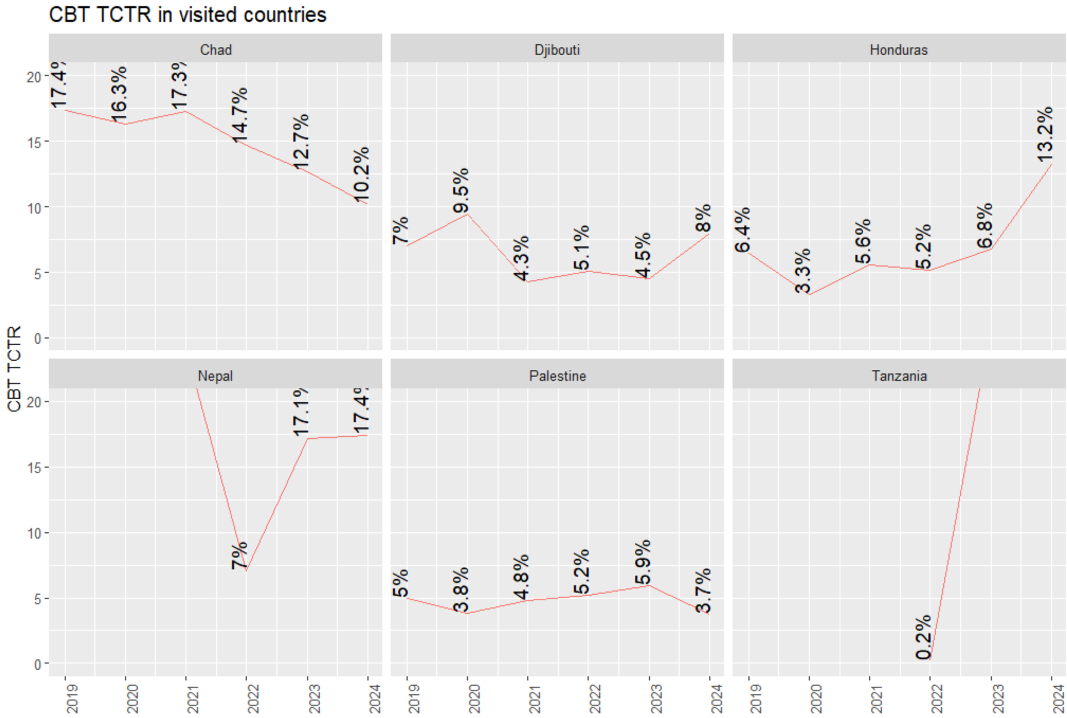


Source: analytics.wfp.org, SCDP Procurement Spend Analysis – Regional View, June 2025.

92. While TCTR does tend to improve over time in operations, the strength of the national context has a significant influence on TCTR efficiencies. Annual TCTR values are affected by sudden shifts in national contexts. For example, based on the countries visited (Figure 23), TCTR will improve the longer an operation employs it (e.g. Chad, Djibouti, Nepal, Palestine[124]). However, annual TCTRs are higher in operations that have just started (Tanzania) or during a period of high annual inflation (Honduras[125]).

[123] Percentage corresponds to the ratio of "transfer costs", including those relating to cooperating management, delivery and management to total CBT category costs.
[124] Note: cash transfers in Palestine have been suspended in Gaza since October 2023, but have continued in other areas of OPT.
[125] Technically related to the exchange rate inflation between USD and Lempira.

Figure 23: Annual Cash Transfer by Visited Countries



Source: WFP Budget (IRM Analytics, CPB Expenditures report by year and commitment item, accessed 16 May 2025).

93. The implication of these patterns is that CBTs require a period of establishment and scale-up which can be more expensive. However, once established, costs stabilize or reduce over time. TCTR costs are primarily affected by national market prices and the availability of distribution systems which is beyond the control of the WFP supply chain. Cost efficiency is also affected by sudden national events leading to increased costs.

Indicator 4: Food Losses

94. **Nearly all country operations have made improvements over time in mitigating post-delivery losses, suggesting improved system efficiencies for managing food losses. Global losses are concentrated in a few specific operations in conflict-affected contexts.**

95. Corporately, global losses remained low throughout the period under review with an overall average of less than 1 percent (Table 8). Losses are disproportionately concentrated in a few countries each year. Between 2020-2024, the top ten countries accounted for between 83-93 percent of all global losses each year,[126] and in 2023 one country alone accounted for 79 percent of all global losses.[127] The 2025 report on global losses in 2024 noted that 88 percent of post-delivery losses were attributable to five main causes: deterioration of food commodities due to problems at place of origin, loss during civil unrest, theft, inadequate transport and overlong storage. Losses during civil unrest were primarily found in one country (Sudan) and represented nearly one-third of all losses.

[126] Annual Reports on Global Losses (2019-2025). WFP reporting on global losses is based on countries meeting a reporting threshold. The Top 10 countries vary from year to year showing that a single annual event can significantly shift rankings. The only countries consistently in the top 10 over the period under review were Ethiopia, South Sudan and Sudan.
[127] Report on Global Losses 2023, Sudan.

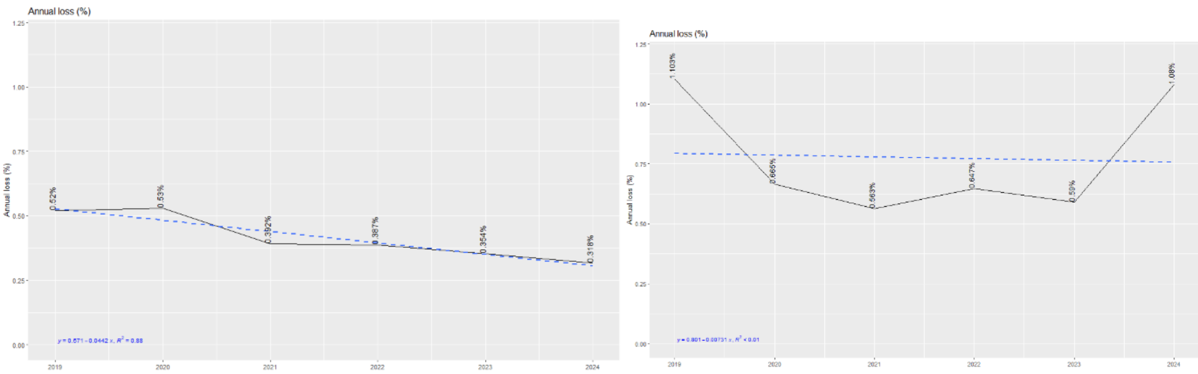
Table 8: Annual Global Food Losses

Year	Total Food Managed (MT)	Pre delivery losses (MT	Post delivery losses (MT	Total losses (MT	Percentage of all Food managed (MT)
2020	5,600,000	17,898	21,875	39,773	0.7%
2021	5,800,000	16,834	23,527	40,361	0.7%
2022	6,300,000	12,444	17,474	29,918	0.5%
2023	4,600,000	12,689	54,276	66,965	1.5%
2024	3,300,000	13,407	44,033	57,440	1.7%
Cumulative Losses	25,600,000	73,272	161,185	234,457	0.9%

Source: Annual Reports on Global Losses (2019-2025).

96. Because of the disproportionate concentration of losses in a few outlier countries and the overall very low percentage of loss, if the outliers are excluded, there is a decreasing trend in food losses from 2019-2024. If the outliers are kept, then there are two spikes in global losses in 2019 and 2024 bracketing an overall improvement in between (Figure 24).

Figure 24: Annual Global Loss Percentage Excluding and Including Outlier Operations



Source: Supply Chain KPIs: CO LEVEL – AM.3.3: Percentage of post-delivery losses.

97. Losses have improved in all operation sizes except for the very largest operations (Figure 24). This is associated with countries with a CAS response[128] and higher external risk contexts. Countries with stronger national systems are correlated with lower loss levels.

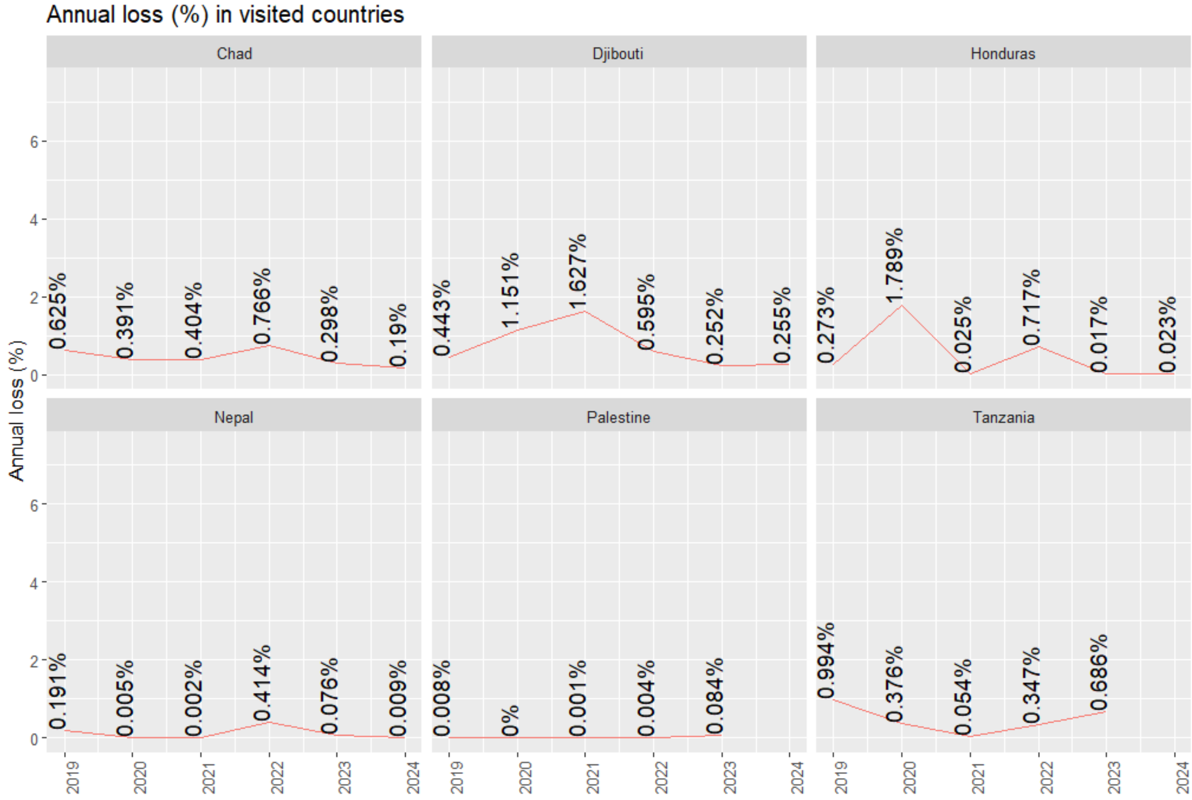
98. Among the countries visited (Figure 25), losses had been low and decreasing since 2019 (Chad, Djibouti, Honduras, Nepal). The particularities regarding the Gaza operations[129] resulted in a spike in losses in 2024. Tanzania reported a spike in losses in 2024 due to losses in transforming in-kind donations of imported wheat into fortified wheat flour.[130]

[128] In 2022 the CAS revised its definitions of corporate scale-up. For the purposes of brevity, the L2/L3 terminology is used throughout the report. L0 = no attention. L1 = Early Scale-Up and Emergency Response, L2 = Corporate Attention and L3 = Corporate Scale-Up.

[129] The situation in Gaza is incomparable with other conflicts due to extreme access issues and constant forced population relocations.

[130] Annual Report on Global Losses 2024.

Figure 25: Annual Losses by Visited Countries



Source: Supply Chain KPIs: CO L – AM.3.3: Percentage of post-delivery losses.

99. The implication of these patterns is that global losses reflect a general improvement of the system over time with the vast majority of losses concentrated in a few countries. These specific countries reflect a combination of conflict-affected contexts with sudden-onset or large-scale crisis response operations[131] More than half of the reported losses are associated with factors outside of supply chain control.[132]

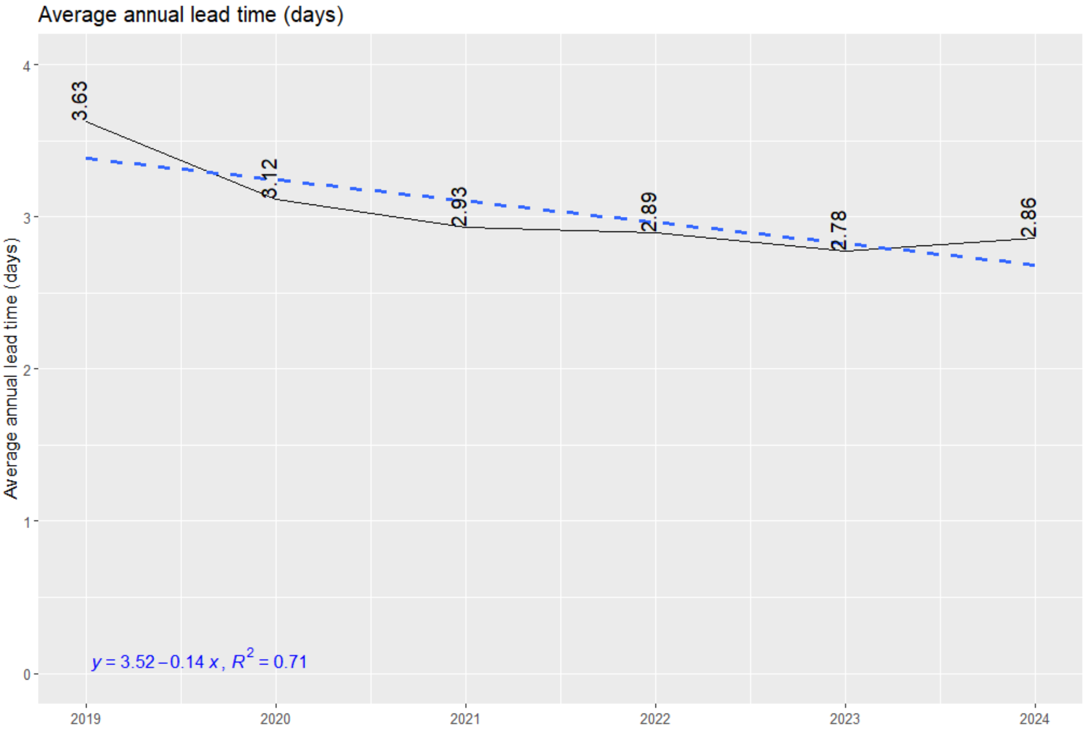
Indicator 5: Lead Time

100. **Supply chain systems have improved in their responsiveness as reflected in decreasing lead times since 2019. These improvements have occurred in all types of responses. Fragile and conflict-affected situations and crisis operations tend to require longer lead times due to scale-up and risk-mitigation issues.**

101. As shown in Figure 26, lead time refers to the time required to deliver commodities from the warehouse to cooperating partners (CP). This is currently the best proxy for measuring the timeliness of the response. However, initiatives are being developed in the SCD for better measuring end-to-end tracking and the responsiveness to beneficiary needs. Within this proxy measure, an improvement in lead time has occurred (warehouse to CP delivery) since 2019 (Figure 26).

[131] WFP Internal Audit Chad, 2023: The CO contracted a food technologist to address deficiencies identified and to reduce the level of food infestation and food losses; Internal Audit Honduras 2023: High temperatures and/or humidity were found to have the potential to negatively affect food quality, potentially leading to food losses.
[132] Annual Report on Global Losses, 2025.

Figure 26: Global Lead Time – Warehouse to CP



Source: Supply Chain KPIs: CO LEVEL – RE.3.5: Lead Time for Delivery to CP.

102. Warehouse to CP delivery has improved for all sizes of operations although the lead times are still highest in the very largest operations (Figure 27) and in CAS[133] responses. The higher lead times in these contexts may be a function of the distances required for transportation and of the need to scale-up supply chain systems during sudden onset. Stronger national systems and lower lead times, regardless of type or size of response, suggest that system strengthening can have an outsize influence on supply chain lead-time performance.

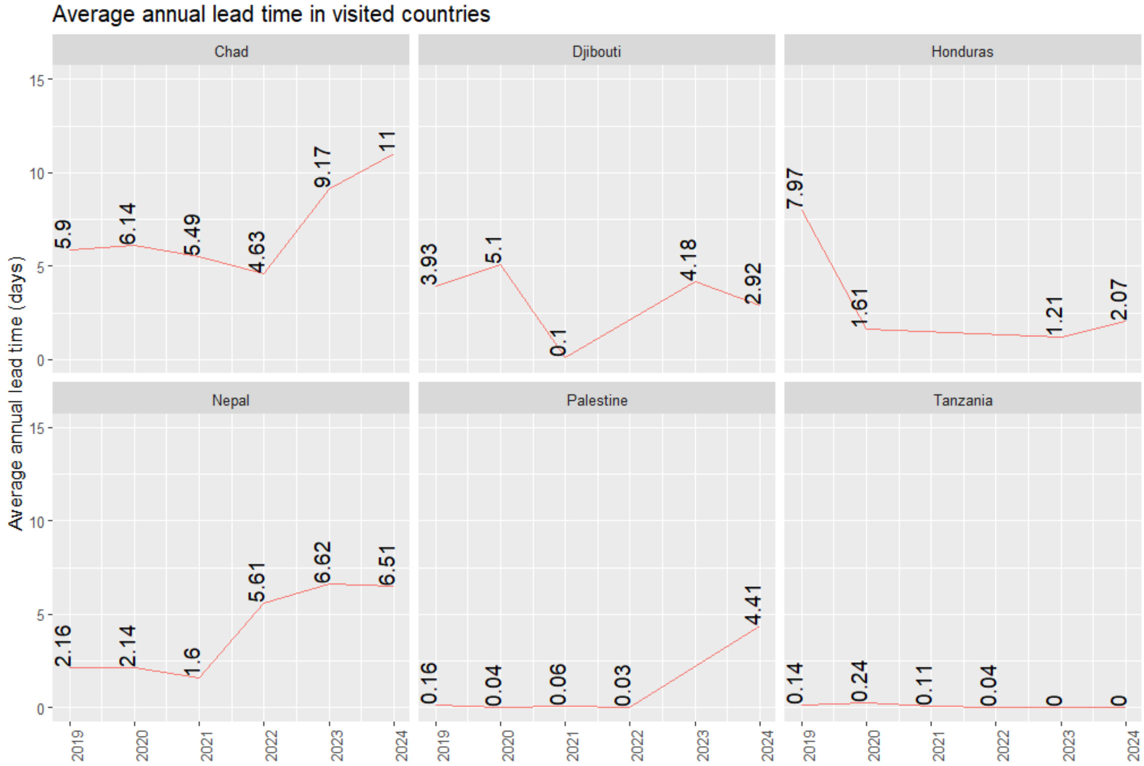
[133] In 2022 the CAS revised its definitions of corporate scale-up. For the purposes of brevity, the L2/L3 terminology is used throughout the report. L0 = no attention; L1 = Early Scale-up and Emergency Response; L2 = Corporate Attention; and L3 = Corporate Scale-Up.

Figure 27: Lead Time by Operation Size

Source: Supply Chain KPIs: CO LEVEL – RE.3.5: Lead Time for Delivery to CP.

103. Because of the sensitivity to national context, national events in any year can have an outsize influence on spikes in lead time. Among the visited countries, lead time is low and stable in development contexts (Djibouti, Honduras, Tanzania) and increases during a sudden-onset crisis or conflict (Chad, Nepal, Palestine) (Figure 28). These patterns suggest that the more stable the national context, the shorter the lead times, regardless of the type or size of the response. This implies that national context is a more important factor than anything under WFP supply chain control in terms of contributing to the increased timeliness of the response. However, improvements since 2019, even in contexts of large responses in conflict-affected national contexts, suggest that the supply chain has been successful in improving its systems for enhanced responsiveness.

Figure 28: Lead Time by Visited Country



Source: Supply Chain KPIs: CO LEVEL – RE.3.5: Lead Time for Delivery to CP.

Key Elements Supporting Cost-efficiency

104. The evaluation found that advanced financing mechanisms –, including the expansion of the GCMF, the expanded inter-country mechanisms including the UNHRD, and regional and international corridor management – are important components for improving the efficiency of country operation.

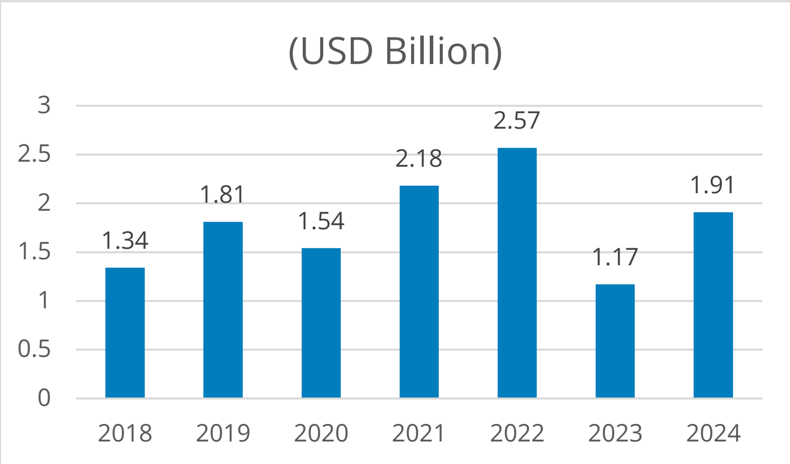
Advance Financing

105. **WFP has established a set of advanced financing mechanisms in the supply chain infrastructure, in line with the Roadmap's ambitions, which support the supply chain function efficiency and are crucial for maintaining an increasingly proactive approach.** Advanced financing mechanisms supporting efficiency include the Immediate Response Account (IRA), the Internal Project Lending (IPL) and the GCMF, as described below[134] [135]

106. **The utilization of the IRA and IPLC have increased**. According to the 2025 Report on the Utilization of WFP's Strategic Financing Mechanisms, the use of IPL increased 63 percent from 2023 to 2024 (Figure 29). Total revenue from the IRA also increased significantly, and even after the inevitable decline from the COVID-19 responses, 2024 values remained 41 percent higher than pre-COVID 2019 values (Figure 29).

[134] Evaluation of WFP's Emergency Preparedness Policy, 2024.
[135] These were developed prior to the period of the Roadmap but have seen increased usage since 2017 (according to the 2024 MOPAN assessment).

Figure 29: Annual Advanced Financing (2018-2024)



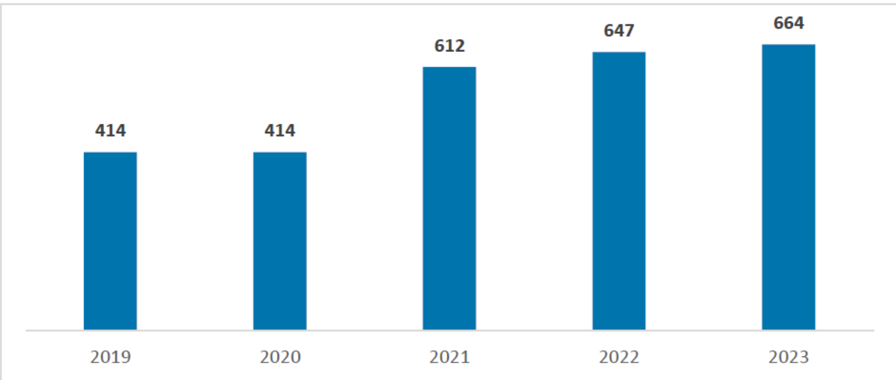
Source: Report on the Utilization of WFP's Strategic Financing Mechanisms, 2025.

107. In addition to the advance financing mechanisms, the evaluation found that the expansion of the GCMF and the UNHRD, as well as expanded corridor management, were important components in improving the efficiency of country operations, as detailed in the following paragraphs.

108. **The GCMF has served as an important mechanism for optimizing cost-efficiency in procurement.** Rolled out in 2011, the GCMF predates the Supply Chain Roadmap. As explained in section 1.3, while not specifically a *decision-making tool*, the intent of the GCMF was to optimize sourcing through becoming a centralized procurement and stock management system allowing WFP to make advance purchases when market conditions were favourable and store stocks to allow for more rapid mobilization. The Strategic Plan (2022-2025) anticipated expanding the GCMF's role, ambitions that were met according to the mid-term evaluation of the Strategic Plan.[136] The GCMF also became a centralized inventory management system allowing WFP to buy and preposition stocks before operations received donor funding, allowing for more rapid dispatch.[137]

109. The GCMF became an important factor in reducing procurement costs and improving response timeliness (See Figure 15). The GCMF has seen a gradual expansion in inventory since 2019 (Figure 30) and contributed to reductions in procurement lead time from 143 days to 49 days on average.[138]

Figure 30: GCMF Annual Inventory (x10,000 MT)



Source: Evaluation of WFP Emergency Preparedness Policy, 2024.

[136] Mid-Term Evaluation of the WFP Strategic Plan, 2024.
[137] Evaluation of LRFP pilot programmes in East Africa, 2024.
[138] 2025 Report on the Utilization of WFP's Strategic Financing Mechanisms.

Inter-country mechanisms

110. **A set of inter-country mechanisms has also supported the efficiency of the supply chain function which has strengthened global logistics capacity and improved the end-to-end response**.[139] These include the UNHRD and the management of international and regional corridors.

111. **The UNHRD**. As described in the context section (section 1.2) in paragraph 22, the UNHRD operates as a logistics and preparedness service platform supporting over 100 partners including UN agencies, NGOs, and Governments with an evolving hub portfolio for supply chain, information and communication technology (ICT), fleet, and aviation services.[140] For WFP, the UNHRD plays a key role in rapid deployment and pre-positioning and serves a function beyond simply warehousing.[141] The integration of multiple operational support services offers a strategic role for increasing efficiencies in rapid response, procurement and storage. However, there are challenges with overlap with other WFP units that can create potential duplication.

112. **Corridor Management**. Corridor management refers to the supply chain functions efforts to establish and manage international, regional and national logistics corridors to ensure the efficient and safe delivery of humanitarian aid. This involves coordinating with various stakeholders, optimizing supply routesand enhancing logistics capacity to reach populations in need. Among the visited countries, the Tanzania CO supported the management of a regional corridor ensuring the procurement and delivery of food assistance to operations in Eastern and Central Africa, including Chad, Malawi, South Sudan and Sudan. The Cairo Regional Office helped support the establishment of three transportation corridors through Egypt and Jordan to procure and transport food assistance for the Gaza response. The Djibouti Country Office served as an interlocutor between the UNHRD hub in Dubai and the delivery of assistance to Ethiopia and Sudan. A key component of these international corridors was the establishment of international and regional hubs supporting the corridor infrastructure (Figure 31).

Figure 31: M**ap of existing regional corridors**

Source: WFP Optimus Brief Presentation

113. **Among the countries visited, gaps in corridor staffing and management systems created inefficiencies.** WFP-managed corridors face challenges in adapting staffing levels due to fluctuations in demand, which vary from year to year based on the operational needs of countries using the corridor. Each

[139] Evaluation of WFP's Emergency Preparedness Policy, 2024.
[140] The UNHRD support to the international community is covered in EQ3.3.
[141] ET country visit to Dubai.

corridor is managed independently and is primarily financed by the countries that plan to use it during the year. This setup offers limited flexibility to sustain operations when demand drops over one or two years, making rapid reactivation difficult. This was the case in the Djibouti corridor when Ethiopia significantly scaled down its activities in 2023, leading to a reduction in funding. When Yemen unexpectedly required the corridor, despite not having planned for it, WFP had to rehire staff whose positions had been discontinued earlier in the year.

114. One factor driving this gap is that the regional corridors and their associated hubs are funded by the COs that use the corridors. Regional offices will organize an annual meeting to assess planned needs and collect advance payments for potential use. However, if a CO does not anticipate using the corridor, then it will not contribute, leading to staff cuts. When sudden-onset crises occur, or changes in anticipated needs, then the corridor management needs to scale up staff. There are further complications if a CO from another region needs to use the hub/corridor facilities since they are not part of the original planning. Finally, since corridors and hubs are managed individually, they come into implicit competition with each other for CO resourcing.[142]

115. As noted in EQ1.3, these inter-country mechanisms are not well captured in the current corporate reporting structure despite their recognized successes. As a result, because reporting insufficiently positions these mechanisms within the larger international humanitarian community, WFP misses opportunities to further leverage these to improve overall efficiencies within the international community. In addition, for the GCMF, there is no mechanism that allows the sale of commodities to entities other than WFP country offices which could otherwise represent a potential contribution to the broader humanitarian community.[143]

2.3. EQ3: What results has WFP achieved through the implementation of the Roadmap? To what extent have the results met the ambitions of the Roadmap?

EQ3.1 Pillar 1 - Emergency Response: In what ways, and in which contexts, have the objectives to assist the most vulnerable people been achieved?

WFP's supply chain function has worked to enhance its ability to reach the most vulnerable with the most appropriate modality. An array of mechanisms, developed in alignment with the Roadmap's aspirations, have contributed to a near doubling of beneficiaries reached between 2018 and 2022. The supply chain function plays a complementary role to programmes in supporting modality selection assessments and appropriate food basket options, with evidence of adaptations to ensure the most appropriate modalities are used. Food safety and quality has improved with a reduction in food quality incidents.

116. Within the logic model of the Roadmap (Annex 7), the overarching objectives of Pillar 1 aspired to:

- Reach the most vulnerable
- With the most appropriate modality
- While maintaining the quality of delivered assistance[144]

[142] For example, the Djibouti and Tanzania hubs may both be competing for resourcing to supply a common country.
[143] Evaluation of LRFP pilot programmes in East Africa, 2024.
[144] Pillar 1 also sought to ensure cost effectiveness, improve efficiencies and enable more timely delivery. These have already been covered in EQ2.2.

117. **While recent evaluations have found that reduced funding has forced WFP to make difficult prioritization choices,[145] there is evidence of supply chain efforts increasing WFP's programmatic capacity to reach an increasing number of beneficiaries over time – though at the price of reduced transfer volumes/frequencies.** The evaluation found in the country visits that reaching the most vulnerable is a consistent and constant point of emphasis within the programmes and supply chain function. A large proportion of communications with suppliers, vendors and transporters are oriented around resolving WFP systems limitations or contextual barriers to ensure reach and access, as well as the collective identification of innovative mechanisms to enhance reach. These long-term partnerships with specific private sector suppliers and transporters were a key enabler allowing for this type of collaborative problem-solving (discussed further in EQ4.1).

118. The supply chain and delivery assurance function works in collaboration with programmes for beneficiary selection. Programmes develop assessments that identify who are the most vulnerable through targeting exercises, and to determine what type of assistance they should receive (cash, vouchers, in-kind assistance and types of food baskets).[146] The supply chain and delivery assurance function plays a complementary role in supporting the modality selection assessments and appropriate food basket options and provides support in terms of ensuring the delivery of these materials to the designated populations.

119. The results of these collaborations, along with contextual factors and funding, have helped achieve the efficiency gains discussed in EQ2.2 and, until 2022, when funding cuts significantly impeded WFP's coverage, supported WFP's efforts to reach expanded numbers of beneficiaries (Figure 32). The evaluation of WFP's Emergency Preparedness Policy noted that WFP has demonstrated the capacity to increasingly reach larger numbers of persons in emergency situations, with the number of people assisted by WFP increasing from 87 million in 2018 to nearly 160 million by 2022.[147] However, evaluations also highlight that expanding beneficiary 'reach' has often come at a cost of transfer volumes and frequencies, resulting in reduced food security outcomes. [148] The 2024 Annual Performance Report noted that, even in the context of increasingly complex emergencies, the organization on average was able to respond to sudden onset crises within one day in 2024, exceeding its target.

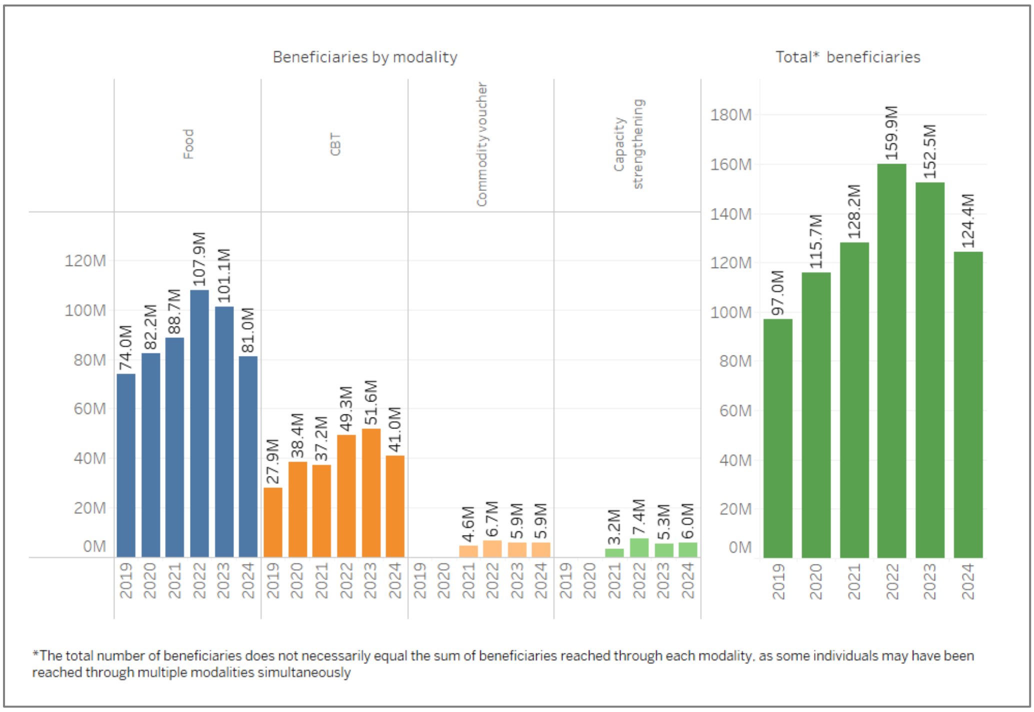
[145] WFP Evaluation of WFP's approaches to targeting and prioritisation (forthcoming).

[146] In accordance with the 2021 Targeting and Prioritization Operational Guidance note, programmes are intended to have the primary responsibility for targeting, with the supply chain function serving a supporting role as needed – for example, when facing a pipeline break or access constraints. The summary of Evidence on Targeting in Emergencies profiled key successes and challenges in programme targeting practices.

[147] This number declined in 2023 and 2024 due to reduced funding availability.

[148] See, for example, the 2024 Annual Evaluation Report.

Figure 32: Number of Beneficiaries Assisted by Year and Modality



Source: WFP DOTS Database 2019–2024, as of June 2025.

120. **Food safety and quality have also improved from 2020–2025.** The supply chain and delivery assurance function has established increasingly rigorous food safety and quality (FSQ) mechanisms to ensure delivery quality. From 2020–2025 WFP recorded 925 FSQ incidents, with more than 80 percent of these incidents identified before reaching beneficiaries. The number of FSQ incidents has declined from a peak of 238 incidents in 2022 to a low of less than 80 in 2025 (pro-rated for the entire year).[149]

Specific Contributions to Pillar 1 Results

121. **The supply chain function has shown an increasing operational agility for scale-up.** Achievements in advanced positioning and digitalization (discussed under EQ2.3) have helped support positive results in both efficiency gains and beneficiaries reached among the country operations visited. Examples include the following: i) the capacity to rapidly mobilize operations, as happened during the 2023 crisis response in Chad, by taking advantage of advanced positioning of stocks and the flexibility to shift advance stocks to immediate response; ii) increasing operational agility for scale-up by leveraging the advanced positioning available through the extensive inter-country infrastructure, as seen in the corridor management visits to Djibouti and Tanzania; and iii) the identification and roll-out of new regional corridors to provide scaled-up logistics, as seen in the Gaza crisis response; and iv) in Nepal, the CO was able to make use of provincial logistics hubs to support the scale-up in food and cash assistance in response to the September 2024 floods.

122. The evaluative evidence reflects additional approaches used by WFP to increase operational agility. The evaluation of WFP's COVID-19 response reported that WFP responded with agility, flexibility and adaptive programming to meet the required scale-up in needs. These included the implementation of innovative and hybrid cash-based transfer modalities that could be operated to scale and food delivery modality adaptations to expand the scale of distributions, such as the batch-loading of electronic cards (Lebanon) and shifting modalities to provide at-home distributions (Central African Republic), or developing a card-free system using mobile phone codes (Palestine).[150]

[149] See Annex 8 for more details on FSQ incidents.
[150] Evaluation of WFP Response to the COVID-19 pandemic, 2022.

123. **The supply chain function has shown an increasing capacity to support modality of choice.** Supporting the selection of the appropriate modality to meet preferences and needs is a systemic priority within the supply chain function. As noted earlier, COs often conduct or sponsor studies to determine the appropriate modality choice, which may or may not be led by the supply chain function, after which the supply chain and delivery assurance function adjusts to facilitate delivery of the modality, including adaptations to the modalities to fit contextual needs.[151] In Palestine the supply chain function partnered with local bakeries to provide food assistance by transporting flour to bakeries that was then turned into bread for distribution to affected populations via hot meals. During the pandemic the CO supply chain unit in Honduras worked with local supermarkets to adapt the food voucher modality into food deliveries for isolated communities. Among the evaluative evidence, CSPE reports cited examples of the supply chain function shifting between modalities. This includes halting prepared meals programming and shifting to cash-based transfers following CO reviews conducted by programmes (Somalia, Venezuela),[152] and shifting from school meals programming to take-home rations during the pandemic in multiple countries.[153]

124. Improved capacities to shift among modalities were facilitated by the supply chain and delivery assurance function supporting market, finance and technology assessments that were undertaken to select the appropriate modality.[154] The 2024 Evaluation of WFP's Emergency Preparedness Policy further notes that preparedness measures, such as agreements with local suppliers, pre-positioning food sources near conflict- affected countries and preparing and sharing data with financial service providers ahead of an anticipated crisis, enabled a more adaptive emergency response. The changes in institutional arrangements (EQ1.2) have also contributed to improving adaptive capacities. For example, bringing CBT and CP management under the SCD allowed for increased communication among internal supply chain units and greater opportunities to link with programmes.[155] Although this is a recent change, among the countries visited, the evaluation found examples of increased communication between the supply chain unit and programmes on cooperating partner management, especially for the delivery partners also contracted for programme activities (such as delivering trainings), although gaps in this coordination were also noted.[156]

125. **The supply chain function has invested significant efforts in supporting WFP's capacity for overcoming access challenges in reaching the most vulnerable with preferred modalities through four approaches**. There is considerable documented evidence, triangulated with country visit observations, of significant effort and investment by the supply chain and delivery assurance function to adapt its approaches to be able to reach the most vulnerable with their preferred modalities, including in situations of remote or isolated circumstances. These approaches fall into four categories: i) leveraging technology and digital solutions; ii) Adapting logistics and delivery methods to overcome access; iii) strengthening partnerships and local capacity; and iv) engaging in negotiations for improved access to vulnerable populations isolated by conflict (Table 9).

[151] For example, Chad, Honduras, Palestine, Tanzania.
[152] Evaluation of WFP's Emergency Preparedness Policy, 2024
[153] Evaluation of WFP Response to the COVID-19 Pandemic, 2022.
[154] 2023 Internal Audit of WFP's Supply chain CBT, Retail and Markets Unit.
[155] Based on 35 respondent interviews during data collection.
[156] For example, Honduras, Nepal, Tanzania.

Table 9: Examples of Supply Chain Approaches to target and reach the most vulnerable with the most appropriate modality

Approach	Country level examples
Technology and Digital Solutions	**Digital Financial Assistance and Transfers** • Mobile money transfers in remote, insecure, or displacement settings (e.g. Bangladesh, Nepal, Nigeria, Sudan, Tunisia). • Electronic vouchers in refugee camps (Bangladesh). • Prepaid cards for targeted refugee populations (Egypt). • Biometric registration systems to ensure targeting the most vulnerable (Yemen). • Early warning systems linked to cash transfers for anticipatory action (Chad). **Digital Targeting, Registration and Beneficiary Management** • SCOPE and similar platforms to minimize exclusion errors (Chad, Djibouti). • Refined geographic targeting down to smallest administrative units to prevent overlap (Chad). • Digital targeting using market data and mobile surveys for hotspot identification (APR 2024). • Satellite imagery for needs mapping in inaccessible areas (APR 2024). **Digital Monitoring, Data Collection and Decision Support Tools** • Mobile phone applications for dietary assessment (Ghana). • Drones for infrastructure oversight and emergency delivery in remote regions (Nepal). • Major software programmes for decision-making and last-mile reach (PRISMA, LESS LAST MILE). • Real-time market data to inform targeting and response (APR 2024). **Technology-Enabled Supply Chain and Delivery Innovations** • Cold chain technology for fresh produce delivery to isolated areas (Tanzania). • Last-mile delivery mapping tools to assess access to isolated communities (APR 2024). • Electric rail transport to reduce environmental footprint while delivering food (Djibouti–Ethiopia).
Adapting logistics and delivery methods to overcome access or preferences issues	**Alternative Transport and Delivery Modalities** • Air drops to conflict-insecure areas (South Sudan). • Amphibious vehicles for river deliveries during floods (South Sudan). • Cargo airlifts and expanded sea deliveries to bypass road blockages or violence (Haiti). • Drones for rapid delivery in disaster response (Dominican Republic). • Contracted boats to overcome land access constraints (Chad). • Engagement in maritime and rail transport infrastructure to reach isolated areas (Tanzania). • Expanded transporter network for access to conflict-insecure regions (Chad). **Prepositioning** • Prepositioning food for anticipatory action before droughts (Somalia). • Advance purchasing to store food before seasonal or political access disruptions (APR 2023). • Development of an appropriate rapid response 30-day rations to be able to reach more isolated populations quickly (Ukraine). • Local sourcing of food to improve availability and cultural acceptance (Sudan). **Adaptive Distribution and Beneficiary Access Measures** • Take-home rations to replace school meals during access restrictions (APR 2019, COVID-19 Evaluation). • Hybrid approaches combining cash, in-kind food, and nutrition support (DRC). • Expanded cash-based transfers to insecure and urban contexts (Haiti). • Relocating distribution sites closer to women's residences (Chad). • Prioritizing women and persons with special needs during distributions (Chad, Tanzania).
Leveraging Partnerships and Local Capacity	**Digital Tools to Strengthen Government Social Protection Systems** • Mobile applications to manage public works programmes, track participants, and increase payment transparency (Tanzania). • Support for government-to-person digital payment systems for emergency transfers because digital payments were the preferred modality (APR 2020). **Technical Assistance to National Systems for Emergency Response** • Expertise to deliver food and cash transfers at scale during the pandemic (global – 2022 Evaluation of COVID-19 response).

	• Support to deliver rapid assistance after floods, earthquakes, or conflicts (APR 2024). • Assistance to integrate digital solutions into provincial and national disaster response systems (Honduras, Nepal, Tanzania). **Infrastructure and Logistics Capacity Building** • Design and construction of critical logistics infrastructure in 45 countries (APR 2022). • Establishment of provincial humanitarian hubs to improve local disaster response (Nepal).
Negotiation	**Negotiation** • In complex security environments, WFP supply chain negotiated safe passages for humanitarian assistance in hard-to-reach areas, including in Haiti. (APR 2021) • Secured humanitarian access in conflict zones in Afghanistan and Somalia to provide safe passages for food delivery. (APR 2022) • Collaborated with local NGOs and groups to access conflict-affected and marginalized populations (APR 2019) • Utilizing negotiation skills of supply chain staff to access isolated communities affected by conflict (Chad, Gaza).

Source: Annual Performance Reports, 2019-2024 and Country Visit Data Collection by ET.

126. **Continued progress towards Pillar 1 achievements is constrained by persistent resourcing challenges and ongoing systemic gaps.** Despite evidence that emergency preparedness can support cumulative efficiency gains in emergency response,[157] the 2024 WFP Annual Performance Report noted that persistent resourcing constraints have limited the number of people that can be assisted and advanced financing has decreased since 2021.[158] The Roadmap identified focus areas to broaden its revenue base, albeit without an accompanying resourcing strategy, but ultimately lacked the internal and flexible funding streams essential for long-term systems optimization and institutional sustainability (covered in EQ4.3).

127. **EQ3.2 Pillar 2 – National Systems Strengthening: In what ways and in which contexts, have the objectives of strengthening of national systems through implementation of the local and regional food procurement policy been achieved?**

The LRFPP has helped define the value of local procurement and enabled greater inclusion of smallholder farmers through tailored mechanisms. Diverse country-level examples illustrate the supply chain's contributions, including strengthening national capacities for food safety and quality, investments in local corridor infrastructure, logistics capacity for emergency preparedness or supply chain optimization exercises. Assessing progress is hampered by weak monitoring systems and gaps in corporate results frameworks. Additionally, the dual demands placed on supply chain staff - to maintain technical expertise for WFP implementation while engaging in national system strengthening - can strain capacity and blur roles with programme teams, complicating coordination with local stakeholders.

128. **Pillar 2 aspirations have been supported through direct technical assistance of national stakeholders for national system strengthening and through the application of the LRFP Policy to promote WFP local procurement.** Within the logic model of the Roadmap (Annex 7), the overarching objectives of Pillar 2 aspired to achieve the following:

- Create resilient national supply chain systems tailored to contexts and needs which support the provision of safe and nutritious foods
- Contribute to the transformation of subsistence activities to profitable businesses
- Enhance the capacity of local actors to respond to shocks

[157] United Nations Inter-Agency Project, "Return on Investment in Emergency Preparedness," 2024.
[158] Evaluation of WFP's Emergency Preparedness Policy, 2024.

129. To achieve these objectives, efforts are concentrated in two key areas:

- First, leveraging the outcomes of the LRFPP to enhance local procurement within WFP operations.
- Second, building national supply chain capacity by transferring knowledge, skills and practical experience to government counterparts.

LRFPP Outcomes

130. **The country visits affirmed evaluative evidence findings that the LRFPP strengthened local economies**. One added value of engagement via the SC function was the establishment of long-term ties with specific suppliers and transporters. The evaluation found evidence of positive effects on national market systems through specific engagement with vendors, transporters and suppliers, as well as national governments, including very small scale transporters benefitting from WFP contracts and being able to expand their operations (e.g. Tanzania); local producers strengthening their FSQ standards to respond to WFP requirements (e.g. Chad, Honduras); and small businesses being developed to respond to increased demand for food quality testing (e.g. Egypt, Honduras).

131. The evaluation of the LRFP Pilot Programmes in Eastern Africa (2021-2023) noted that local procurement could effectively address bottlenecks in value chains and enhance food systems. Examples cited included direct smallholder purchases in Uganda, which built the capacity of farmer organizations and stimulating production and collective sales; and end-to-end capacity-building support for SHFs and cooperative unions in Ethiopia supporting their integration into local procurement systems, even in underdeveloped agricultural areas. In Central America WFP sponsored a study that affirmed the added value of local purchases on SHF households and communities.[159] Furthermore, a study commissioned by WFP in Central America noted that procurement from SHFs has a significant positive added value on SHF households and their communities generating the equivalent of an equivalent of between 200-300 new jobs annually in the region.[160]

132. Finally, the utilization of local procurement within the GCMF reduced the lead times for SHFs,[161] as well as overall lead times for delivery.[162]

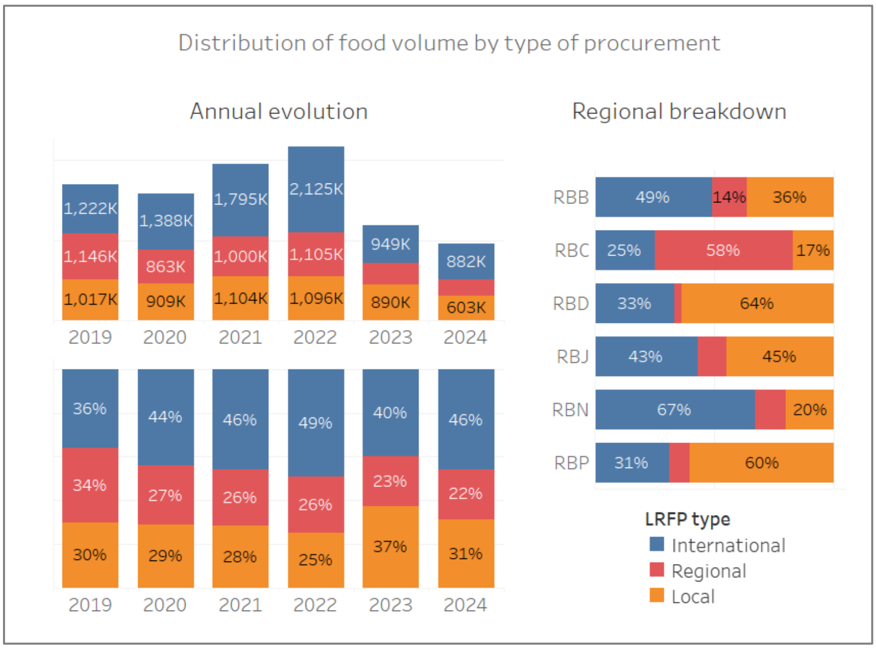
133. **Local and regional purchases by WFP have remained stable over time with a small but increasing percentage of smallholder farmer engagement.** An intended intermediate consequence of the LRFPP is an increase in the percentage of local and regional purchases by WFP and the share of smallholder farmer inclusion in WFP procurement processes. The LRFPP Update in 2023 noted that, in absolute terms, WFP more than doubled its investment in local procurement between 2020 and 2022, representing a 103 percent increase in value injected into local economies.[163]

134. As a percentage of total procurement, results are more stable. Since 2019 LRFP[164] has represented the majority of WFP procurement (between 50-65 percent of all procurement (Figure 33). There are significant regional variations in LRFP with the highest shares found in Latin America and West Africa. The Middle East (RBC)[165] represents the greatest percentage of combined local and regional procurement (75 percent of all purchases). This is due to the fact that the region simultaneously contains a number of food assistance operations with large numbers (e.g. Gaza, Lebanon, Syria, etc.), and at the same time it is also

[159] Las Compras Locales de alimentos como posible factor de desarrollo en América Latina y el Caribe, CEPEL. 2023.
[160] Las Compras Locales de alimentos como posible factor de desarrollo en América Latina y el Caribe, CEPEL. 2023
[161] Evaluation of LRFP Pilot Programmes in East Africa, 2024.
[162] GCMF Annual progress update, 2024. According to the report, in 2021, procurement through the GCMF allowed recipient country offices to receive their commodities after an average of 32 days; this represents a 73-percent reduction of the average 120 days under the "conventional" procurement process.
[163] Update on the implementation of the LRFPP concept note, 2023.
[164] Local procurement refers to commodities purchased within a specific country for operations within that country. Regional purchase refers to the purchase of commodities from a neighbouring country and then transferred to a different country for distribution.
[165] Now the MEANEERO region. The referenced analysis was conducted by the Regional Bureau prior to the 2025 organizational restructuring.

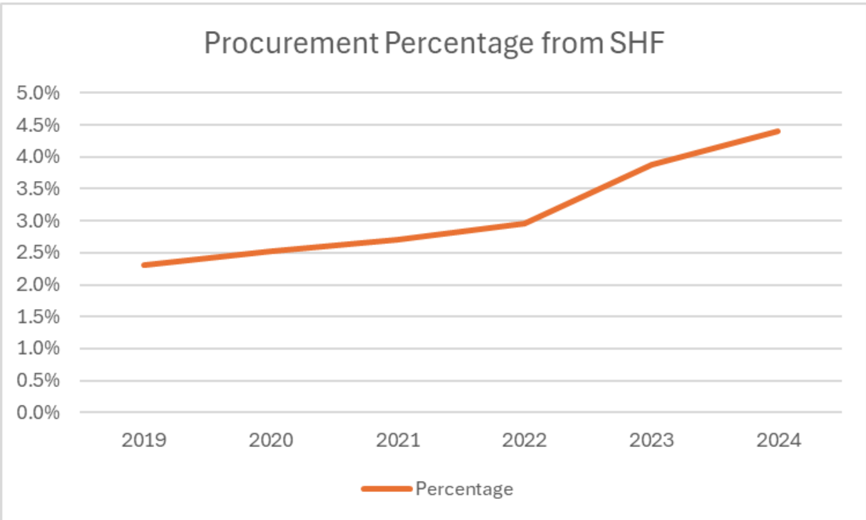
home to countries with strong national markets (e.g. Egypt, Türkiye). More positively, although the percentage of LRFP has been stable across time, there has been a small but increasing percentage of SHFs involved in WFP procurement (Figure 34).

Figure 33: Annual Procurement from LRFP (2019-2024)



Source: analytics.wfp.org, SCDP Procurement Spend Analysis – December 2024.

Figure 34: Procurement Percentage from Smallholder Farmers (2019-2024)



Source: WFP Annual Performance Reports 2020–2025.

Specific Contributions to LRFPP Results

135. The LRFPP has created the conceptual framework, institutional mechanisms and incentives to foment increased local and regional purchases, although systemic bottlenecks remain.

136. **Conceptual Framework.** The LRFPP articulated the value proposition of local procurement, noting that WFP's demand for food and food system services can directly and indirectly drive inclusive agricultural

growth.[166] Within this framework, the LRFPP supported WFP's SCD interests to create sustainable local supply chains and markets by removing inefficiencies to improve access, price , availability, quality and service delivery.[167]

137. **Institutional Mechanisms and selective piloting**: The LRFPP further established mechanisms to enable COs to foster local procurement (such as a policy mechanism to consider local purchase prices, including from SHF, up to 20 percent above the import parity price). The LRFPP also sponsored selective piloting of the LRFP in 11 countries in eastern and southern Africa and central America, including the development of tools and systems. These included value chain analysis and the introduction of new contract modalities to support policy implementation, scaling up and mainstreaming into operations.[168] The evaluation of the LRFP Pilot Programmes in East Africa (2024) noted that integrating LRFP efforts into existing work on market support, resilience, or Home-Grown School Feeding, could help further local procurement efforts with smallholder farmer integration. A key LRFPP pilot was to trial pro-SHF purchase modalities through the GCMF as a way of optimizing the impact of regional commodity purchases. This was found to be a means to capitalize on the GCMF as a strategic working capital management mechanism under which commodities could be purchased from smallholder farmers.

138. **Policy architecture and Institutional bottlenecks**: The implementation of the LRFPP faced several structural and operational challenges, including misalignment with smallholder capacities, barriers related to the equal participation of men and women, and unclear division of responsibilities between supply chain and programme units. The WFP administrative and procurement processes are not always well aligned with the needs of smallholder farmers who often lack the capital to absorb associated costs and the technical capacities to navigate WFP procedures

139. **Resourcing and organizational gaps have impeded full implementation of the LRFPP and contributions to national systems**. Beyond the initial pilot phase, a lack of donor funding limited WFP's ability to fully operationalize the LRFPP. Because of this, organizational gaps persist. For example, while LRFP added value is well documented (as described above), there are implications for staffing and internal systems which have not been adequately considered. This includes additional layers of skills required from supply chain staff, who are expected to consider not only procurement and logistics outcomes, but also programmatic contributions. The evaluation found that these expanded skills demands – particularly in relation to national systems strengthening and LRFP management – can place additional strain on staff. The challenge of maintaining the necessary technical expertise in supply chain systems – while simultaneously responding to pillar 1 requirements, and contributing to pillar 2 objectives – can result in blurred responsibilities between supply chain and programme functions when engaging with national stakeholders (including smallholder farmers, governments, cooperating partners), as well as tensions between maximizing cost-efficiency and delivering added value contributions.[169] The midterm review of the LRFPP in Central America noted that procurement from SHFs comes at the cost of increased staff time and attention to ensure quality delivery. While the increased costs from direct SHF purchases can bring added value, it also reduces the cost-effectiveness of the procurement.

140. **Smallholder farmer inclusion in LRFP is still limited by systemic disconnections between programme activities and supply chain actions**. A key component described in the Roadmap relates to the use of WFP's purchasing power to influence local and regional market developments and to facilitating the establishment of partnerships between smallholder farmers and local suppliers. There is evidence from country visits of WFP carrying out market assessments for the determination of appropriate modalities[170] but less evidence of WFP using its purchasing power to strategically influence market developments.[171] There is also evidence of WFP programmes engaged with smallholder farmers for agricultural development

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[166] Update on the Implementation of the LRFPP concept note. 2023.
[167] Internal Audit of WFP's Supply Chain CBT, Retail and Market Unit. 2023.
[168] Update on the implementation of the LRFPP concept note, 2023.
[169] WFP Annual Performance Report, 2024, Internal Audit of WFP's Supply Chain CBT, Retail, and Market Unit. 2023.
[170] For example, Chad, Nepal.
[171] The most common examples cited referenced the P4P programme that ended in 2013.

(such as managing post-harvest losses),[172] but less evidence for linking these participants in programmes with the local suppliers who are aggregating commodities to fill WFP procurement contracts. Among the visited countries, it was common to include clauses in supplier contracts dictating that a certain percentage of commodities should be purchased from smallholder farmers (e.g. Honduras, Nepal, Tanzania), but it was not specified that the smallholders should be those that participated in WFP livelihoods programming.[173]

National Systems Strengthening through Technical Assistance

141. **There is evidence of strengthened national systems.** Among the visited countries, there are positive examples of systemic contributions to national systems including: strengthened government procurement processes through trainings and policy advice (Honduras), improved strategic grain reserve management with an emphasis on food quality and safety (Honduras, Tanzania), expanded and strengthened local markets through local procurement (Egypt), supporting private sector development of food fortification (Chad, Tanzania), building local resilience in communities through local purchase (Tanzania, Chad).

Specific Contributions to National Systems Strengthening Results

142. **The Supply Chain function has developed a myriad of highly contextualized approaches to contribute to national system strengthening.** Examples from evaluative evidence include the supply chain function's active contributions to: strengthening government emergency preparedness and national social protection systems through supply chain support;[174] developing national frameworks for shock-responsive social protection (e.g. Cambodia, Niger, Nigeria, Somalia);[175] technical assistance to digitize cash assistance social protection programmes (e.g. Colombia,[176] Jordan); and supporting the design of a unified social registry for safety nets and emergency responses (e.g., Chad, Colombia,[177] Indonesia,[178] Philippines[179]).

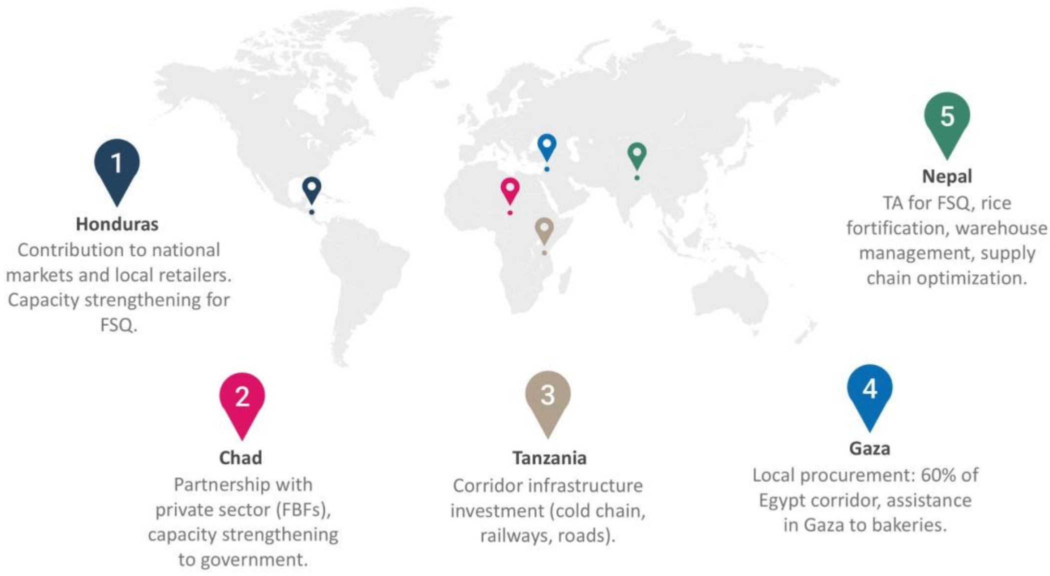
143. Additionally, the supply chain and delivery assurance function has supported bolstering government logistics and supply chain capacity through warehouses, staging areas, and mobile storage units.[180] Indirectly, the Logistics Cluster, led by WFP, has also contributed to information preparedness and digital tools.[181] The supply chain and delivery assurance function also offered service provision,[182] new technologies, trainings, and infrastructure augmentation to improve national supply chains.[183] Supply Chain Planning & Optimization services are also provided to Governments and partners as part of COs' technical assistance and service provision activities.[184] The Evaluation of WFP responses to the COVID-19 pandemic highlighted the expanding support for supply chains and procurement for government led programmes.

144. A similar diversity of supply chain and delivery assurance function approaches for national system strengthening was also found across the countries profiled.[185] Each country profiled developed a different set of practices, ranging from contributions to national markets and local retailers in Honduras to corridor infrastructure investment in Tanzania to technical assistance on warehouse management and national supply chain optimization in Nepal (Figure 35). Two of the more common activities found among the

[172] For example, Honduras, Nepal, Tanzania.
[173] In Tanzania one project did specifically link community farmers with suppliers, but this ended in 2023.
[174] Evaluation of WFP's Emergency Preparedness Policy, 2025.
[175] CSP Evaluations reviewed by ET.
[176] Colombia CSP Evaluation, 2024.
[177] Ibid.
[178] Indonesia CSP Evaluation 2025.
[179] Philippines CSP Evaluation 2023
[180] Evaluation of WFP's Preparedness Policy, 2024. Discussed in detail in EQ3.3.
[181] For example, Chad, Namibia, Somalia, Sudan. Logistics Cluster Annual Report, 2025. Discussed in EQ3.3.
[182] Discussed in EQ3.3, under joint service provision and ODS.
[183] UNHRD Annual report 2025, discussed in EQ3.3.
[184] Planners collaborate closely with operational teams and managers to identify and produce the necessary analytics to promote a data-centric approach in day-to-day operations, working closely with Government counterparts or partners to transfer WFP's knowledge and best practices to local data analysts, thereby ensuring the long-term sustainability of adopted processes.
[185] Either through direct visits or remote interviews in the case of Gaza.

countries visited, in alignment with Roadmap aspirations, pertained to the supply chain's support to the national strategic grain reserves (e.g. Honduras, Tanzania, Nepal) and the dissemination of FSQ standards to suppliers, transporters, and warehouse contractors (e.g. Chad, Djibouti, Honduras, Nepal, Palestine and Tanzania).

Figure 35: Contributions to National Systems by Visited Country



Source: Elaborated by ET.

145. **Systemic limitations impede linking supply chain activities to an overall assessment of whether national systems have been strengthened**. Highly contextualized supply chain contributions to national systems strengthening creates a positive alignment with specific country contexts. However, diversity in implementation modalities can limit inter-country coherence, thereby constraining the ability to measure global aggregation effects. The absence of tailored monitoring frameworks and KPIs also reduces the visibility of WFP's supply chain contributions to national systems strengthening at the country level.[186]

National systems strengthening through technical assistance and infrastructure investment is the Roadmap dimension with the most programmatic outcomes. Consequently, supply chain contributions to national systems strengthening can be found in the ACRs and within the CSP architecture (Table 4, EQ1.2). However, despite improved reporting visibility, CSP CRF indicator limitations related to WFP national systems strengthening activities limit the degree to which results of supply chain activities can be measured.[187] The CRF has undergone a recent revision to try to better capture WFP national systems strengthening work (including supply chain contributions). However, ACR reporting does not yet include sufficient KPIs to measure the added value of these supply chain contributions to national systems. Additional systemic barriers found in the visited countries included institutional turnover (Honduras, Nepal) and inconsistent ownership at the central level (Chad, Nepal, Tanzania).

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[186] Nepal Country visit, exit briefing.
[187] CSP Policy Evaluation 2024.

EQ3.3 Pillar 3 – In what ways and in which contexts have the objectives to provide mandated, joint and on-demand services as "the partner of choice" been achieved?[188]

WFP's delivery of mandated services such as UNHAS, the Logistics Cluster and UNHRD, along with expanded ODS, has strengthened WFP's position as a partner of choice, particularly in emergencies. WFP's provision of joint services has had a long history and is becoming increasingly relevant with the recent UN reforms wherein WFP may play a key role in providing joint logistics and joint services for the UN. The COVID-19 response marked a pivotal moment, showcasing WFP's global logistics leadership. While ODS are primarily concentrated in crisis-prone settings, emerging examples – such as procurement support for national school feeding in Guatemala – illustrate their potential relevance in development contexts.

146. In Pillar 3 the supply chain and delivery assurance function provides services to the international humanitarian community and governments through three focus areas, with an intent to position WFP as the preferred partner of choice for the international humanitarian community. The three focus areas are as follows:

147. **Mandated Services**: Maintain the quality of support in the provision of mandated services[189] (UNHAS, Logistics Cluster, UNHRD).

- **Joint Service Provision**: Expand the provision of joint services through a dedicated humanitarian logistics service. This includes developing the necessary infrastructure for consolidating and coordinating joint service provision for logistics services across different functional areas.
- **On-Demand Services**: Expand the provision of ODS to agencies and governments. This includes expanding the infrastructure to support ODS, including developing a service catalogue, establishing a digital platform and scaled-up monitoring of ODS.

148. **Pillar 3 Roadmap aspirations have supported WFP's positioning as a partner of choice for the international humanitarian community and governments, contributing to more effective humanitarian responses.** The evaluation found that the investments in expanding mandated, joint and on-demand service provision have contributed to WFP's improved positioning as a partner of choice. For example, the evaluation of the WFP response to the COVID-19 pandemic reported that WFP's common services offer has earned the trust and respect of partners globally, helping to reposition the organization as a critical systems enabler –rather than solely a capable service provider – and increasing its global profile during the pandemic.[190] The COVID-19 evaluation noted that via the supply chain function, WFP demonstrated achievements in logistics and supply chain management, which were highly valued by governments and partners. These included providing cargo and passenger transport, medical evacuation facilities and supply chain and logistics services with high satisfaction rates.[191]

149. Evaluative evidence provides positive feedback on WFP's provision of mandated services and their contribution to strengthening the effectiveness of emergency responses. This capacity to effectively support the international humanitarian community in reaching beneficiaries has reinforced WFP's strategic positioning as the preferred partner of choice. This has helped position WFP as a key contributor for logistics services within the UN80 reforms, in recognition of WFP's comparative advantage in this area,

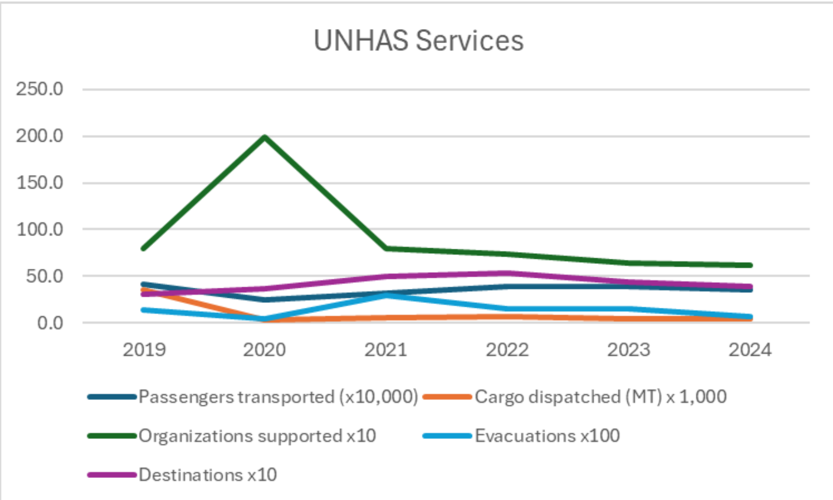
[188] The original EQ uses the term "Augmented and on-demand services" because this was the title of Pillar 3 in the Roadmap. However, to avoid confusion, in the Roadmap itself the narrative is structured according to the three focus areas: i) the provision of Mandated Services; ii) the expansion of Joint Service provision; and iii) the expansion of On-Demand Services.
[189] Mandated common services are services mandated to WFP, such as UNHAS Service and WFP-led logistics and emergency telecommunications clusters which were requested by the humanitarian coordinator and endorsed by the IASC. These mandated services are provided by WFP on behalf of the humanitarian community and for the humanitarian community as a whole." (WFP Corporate results framework 2022-2025, paragraph 28).
[190] Evaluation of WFP Response to the COVID-19 Pandemic.
[191] WFP Annual Performance Report, 2025.

although UN80 is still evolving. The Summary of Evaluative evidence (SEE) on WFP's response to emergencies reported that common services[192] were consistently reported positively for their quality and their contributions to operational effectiveness.[193] The most cited benefits of common service provision were as follows: I) expanded coverage via transportation services; ii) increased efficiency; and iii) improved warehousing infrastructure. In 2018 an external audit[194] of the supply chain outlined a series of recommendations intended to improve commodity management. By 2023 the evaluative evidence found the utilization of contextualized modalities to meet programmatic objectives in local contexts, including the decreasing trend in post-delivery losses.[195] This is aligned with global evaluations, such as the Strategic Evaluation of WFP's capacity to respond to Emergencies which found common services to be an enabler of efficiency and coverage.[196] On-demand services have also contributed to strengthening WFP's positioning, although their impact has so far being concentrated in a few specific countries affected by sudden-onset or protracted crises.

Specific Contributions to Pillar 3 Results

150. **Mandated Services: The provision of mandated services to the international humanitarian community, including logistics cluster services, has increased over time, while maintaining high satisfaction rates from users.** In 2024 WFP met 100 percent of the requests for mandated services and provided cluster- related services in 56 countries. The 2024 UNHAS report noted that operational efficiency improved with a cost per passenger falling by 2.5 percent between 2023 and 2024.[197] Mandated services satisfaction surveys show a consistently high satisfaction rate, including over 95 percent for UNHAS.[198] The types of services requested and number of organizations supported, fluctuate annually depending on which humanitarian responses require mandated services. However, compared to 2019, the provision of UNHAS service is higher in 2024, although this is masked by the steep peak in passenger transportation during the COVID-19 pandemic in 2020 and the high number of evacuations in 2021 related to the pandemic (Figure 36: Annual Requests for UNHAS Services 2019-2024).

Figure 36: Annual Requests for UNHAS Services 2019-2024

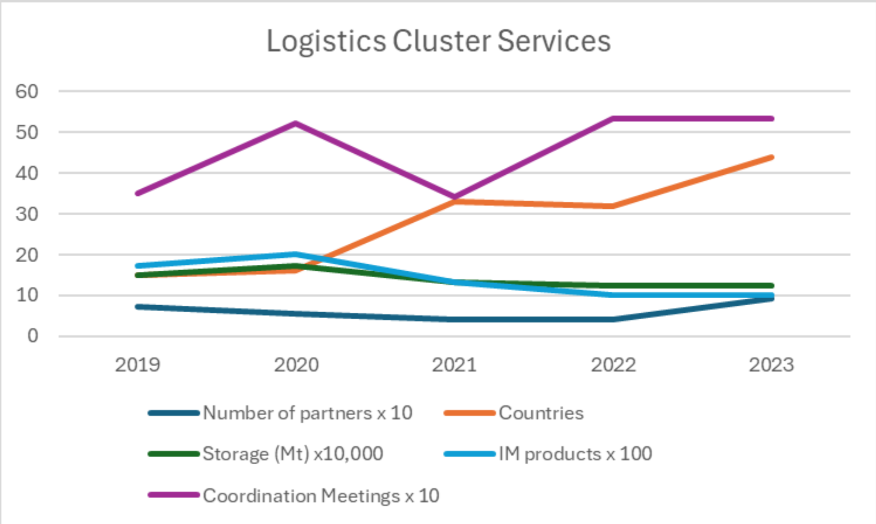


Source: UNHAS Annual Reports, elaborated by ET. Values are scaled for each indicator to align on the same graph.

[192] The SEE does not distinguish between provision of mandated, joint or on-demand services.
[193] Summary of Evaluative Evidence: WFP's capacity to respond to emergencies. 2024.
[194] Report of the external auditor on food related losses. 2018.
[195] Internal Audit of WFP's Supply Chain Cash-Based Transfers, Retail and Markets Unit
[196] Strategic Evaluation of WFP's Capacity to Respond to Emergencies. 2021.
[197] UNHAS Annual Report, 2025.
[198] Ibid.

151. Requests for Logistics Services have also risen since 2019. In 2024, the WFP-led logistics cluster facilitated common logistics services, coordination support and information management in 45 countries.[199] This is a significant increase from 2019 when the logistics cluster was activated in less than 20 countries. An important private sector partnership is the Logistics Emergency Team, which is a partnership between leading logistics companies and the Logistics Cluster that provides surge capacity during emergency responses through the provision of pro bono support to the Logistics Cluster. WFP's support to the Logistics Cluster has increasingly shifted from the delivery of specific products towards improving the coordination component of the cluster (Figure 37).

Figure 37: Annual Requests for Logistics Cluster Services 2019-2024

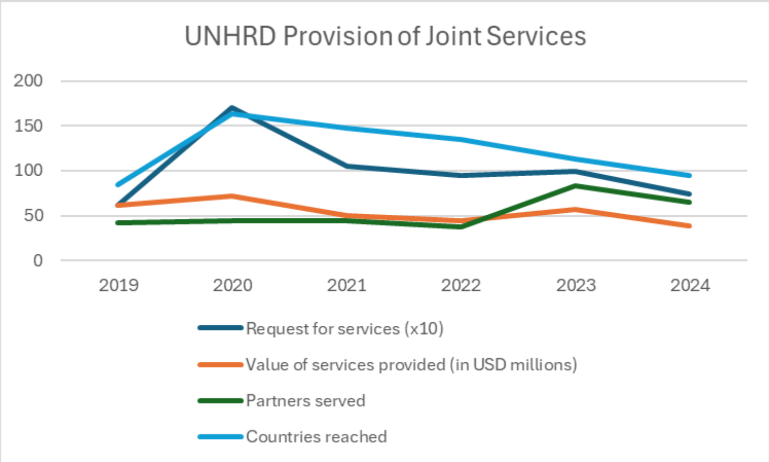


Source: Annual Logistics Cluster Reports, elaborated by ET. Values are scaled for each indicator to align on the same graph.

152. **The provision of UNHRD Services has had a long history and is increasing in importance.** Since the 2020 pandemic, the provision has become increasingly consolidated in certain countries, but with an uptick in the number of partners served (Figure 38). The UNHRD network managed 559 consignments for 34 partners in 95 countries in 2024.[200] For example, the UNHRD supported the Yemen humanitarian response, one of the world's largest humanitarian crises, through the delivery of more than five million metric tonnes of commodities with a value of nearly USD 9 million. In Gaza the UNHRD supported 15 partners with delivery of mobile storage units, shelter kits and emergency nutrition supplies. In Afghanistan the UNHRD also supported delivering emergency nutrition stocks on behalf of one partner. In Sudan and Ukraine the UNHRD supported the delivery of water and hygiene kits and health items to seven different partners.[201]

[199] WFP Annual Performance Report, 2025.
[200] Ibid.
[201] UNHRD 2024 Year in Review.

Figure 38: Annual Provision of UNHRD Joint Services



Source: Annual Logistics Cluster Reports, elaborated by ET. Values are scaled for each indicator to align on the same graph.

153. **Joint Services: WFP provision of Joint Services provides an important contribution within recent UN reforms.** WFP has long been a signatory to the Grand Bargain initiative, which encourages joint services, including shared logistics platforms, joint needs assessments, collaborative cash delivery mechanisms, pooled procurement and shared infrastructure. With increases in service provision due to the pandemic, WFP developed a dedicated branch, the Humanitarian Logistics Service, to ensure the consolidation, integration and coordination of service provision activities.

154. Within this context, WFP has been involved in promoting joint service platforms to enhance coordination, improve efficiency and maximize effectiveness during emergencies and protracted crises. For example, in Tanzania, WFP and UNHCR collaborated on data sharing through linking WFP's SCOPE with UNHCR's PRIME platforms to ensure a secure exchange of data on beneficiaries.[202] In Lebanon WFP shared the SCOPE platform with UNHRC, UNICEF and NGOs for joint cash assistance. In Bangladesh the WFP supply chain collaborated with UNHCR and IOM to coordinate assistance to Rohingya refugees. In Sudan during the 2023–2024 crisis, humanitarian actors used the Logistics Cluster's data sharing and visualization tool and Logistics Information and Exchange (LOGIE) to map access constraints and partner capacities.[203]

155. This record of accomplishment is relevant for ongoing positioning within the wider humanitarian sector and UN reforms. The emphasis on joint service provision is a key element of the UN Secretary-General-led UN80 reforms and Humanitarian Reset, and WFP's role within collaborative supply chain services is currently under discussion. This is being operationalized in nascent efforts to consolidate an integrated platform for the UN system and to provide the conceptual framework for a joint supply chain service.[204]

156. **On-Demand Services: ODS investments have led to an increase in service value since 2019 with a concentration on three specific services (food, cash and logistics).** During the period under review, the ODS has been supported by an array of new mechanisms and systems to expand its role. These include: the development of a standalone ODS function, a digital platform for facilitating ODS requests (Common Marketplace Platform), the development of a service catalogue and the development of a centrally based dataset for tracking ODS requests and their service value. ODS requests have been tracked by the ODS function since 2022 across nine different ODS categories. The primary requests are for food and cash transfers and logistics support. These three categories represent 85 percent of the total ODS service value (Figure 39).

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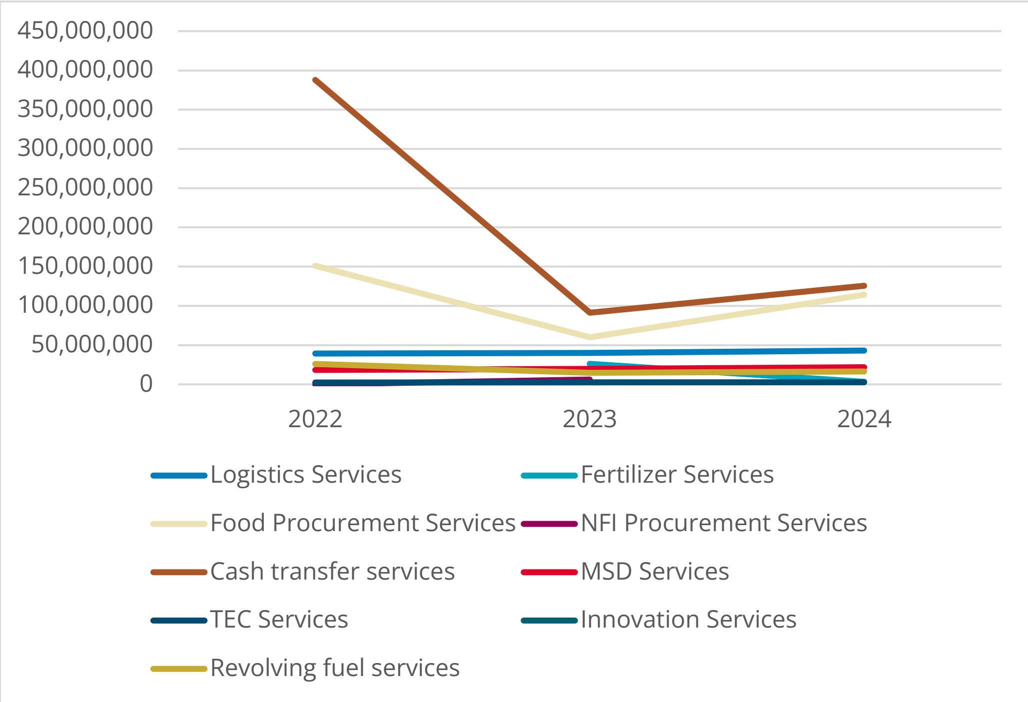
[202] https://www.unhcr.org/blogs/collaboration-gone-right-unhcr-and-wfp-take-data-sharing-to-the-next-level-in-tanzania-refugee-camps/
[203] https://www.acaps.org/fileadmin/Data_Product/Main_media/20240619.pdf
[204] Towards a Value Proposition for a Joint Supply Chain. UNOCHA. 2025.

Figure 39: On Demand Service Value by Type (USD) from 2022-2024



Source: Data provided by the WFP On-Demand Services Unit.

157. **ODS services are primarily requested in sudden-onset or protracted crises and fluctuate significantly from year to year within countries; there are positive examples of ODS being used in development contexts to support governments.** The ODS service values are concentrated in just a few countries – most of which are in sudden-onset or protracted crises. Every year the top three countries by themselves represented over 60 percent of all ODS service value. There is also considerable annual variation within specific operations regarding the amount of ODS value requested. Only four countries stayed in the Top 10 each year between 2022-2024 (see Table 10, outlined in bold). ODS was most commonly used in countries of sudden-onset or protracted crises, with between 70-80 percent of the top 10 countries each year classified as facing protracted or sudden onset crises (see Table 10, highlighted in yellow).

Table 10: On Demand Service Value by Top 10 Countries 2022-2024

2022	2023	2024
Lebanon	**Palestine**	**Lebanon**
Palestine	**Guatemala**	**Guatemala**
Ethiopia	**Lebanon**	Ethiopia
Guatemala	**Yemen**	**Palestine**
Burkina Faso	Burkina Faso	**Yemen**
Yemen	Jordan	Malawi
Jordan	Somalia	Sudan
Syria	Afghanistan	Afghanistan
Sudan	South Sudan	South Sudan
Burundi	Liberia	Central African Republic

Source: Data provided by WFP On-Demand Services Unit. **Bold** represents countries found to be in the top 10 in all three years. Yellow highlights indicate countries in protracted or sudden-onset crises.

158. Guatemala, one of the main exceptions to the trend of primarily providing ODS to countries in protracted or sudden-onset crises, illustrates the potential relevance of ODS in a development context. The CO consistently ranked in the top four in ODS service value. This value is primarily driven by the Government contracting WFP to provide the food procurement services to support its school feeding programme. A similar situation was observed in Honduras, among the countries visited. However, in the case of Honduras, this procurement contract, while managed by the supply chain, is considered part of

WFP's broader school meal programme. The WFP supply chain is considered a timely, cost-efficient process, characterized by robust risk management and strong food and safety quality controls (FSQ).[205]

159. **Challenges for ODS scalability remain, particularly in maintaining appropriate staffing levels amid variable annual demand, as well as in the monitoring of performance metrics and communication.** Based on the country visits, the provision of ODS began organically through WFP providing access to other agencies to surplus services (for example, if there was space in a warehouse to store another Agency's commodities). The intention to expand ODS systematically through increased investment in monitoring, promotion and standards has implications for staffing. Because the ODS requests are highly variable from year to year and across countries, operations face challenges in maintaining the necessary skillsets within the supply chain staff, particularly where service delivery requires more entrepreneurial approaches to marketing services. Thus, the evaluation found examples in country offices of staff being hired to specifically manage ODS promotion and monitoring, although the development of the catalogue and common marketplace are intended to help support in-country staff. Among the visited countries, the evaluation also found concerns among partner agencies regarding the clarity of WFP's internally managed cost-recovery models and their transparency. Furthermore, while the ODS unit monitors the value of ODS services, there is scope to include additional performance metrics (such as user satisfaction, types of partners, timeliness and cost-efficiency).

EQ3.4 In what ways does the Supply Chain Strategic Roadmap address WFP's cross-cutting priorities? (Gender equality and women's empowerment, protection, environmental sustainability.)

WFP has increasingly integrated cross-cutting priorities into its supply chain function. Progress varies across themes and is constrained by systemic and capacity-related challenges.

Gender equality and women's empowerment: WFP's supply chain function has promoted women-led businesses and adapted assistance to meet gender-specific needs, including preference clauses in procurement and tailored food modalities (e.g. bakeries in Gaza). The absence of a formal gender strategy, limited country office capacity and internal procedural barriers hinder consistent implementation and impact measurement.

Protection: Despite its omission from the Roadmap, protection and PSEA considerations have been operationalized in logistics and distribution through contract clauses, partner training and access negotiations in conflict settings. While CRF indicators show strong performance, uneven partner capacity limits the consistent application of protection standards across all contexts.

Environmental Sustainability: Guided by the 2024 Supply Chain Environmental Strategy, key achievements include development of the ECODASH emissions tool, regional environmental strategies, initiatives to advance green procurement, guidance on waste management, supply chain optimization efforts and efficiency gains. WFP's leadership in the Waste Management and Reverse Logistics for Environmental Consciousness (WREC) initiative and inter-agency Scope 3 Advisory Committee, has driven sector-wide improvements. These initiatives contributed to measurable improvements, reinforcing its role as a sustainability leader in humanitarian logistics.

160. **The supply chain Roadmap acknowledges WFP's cross-cutting priorities of gender, protection and environmental sustainability, but these are further elaborated in other policy frameworks.** The WFP Corporate Strategic Plan (2022–2025) articulates gender, protection and environmental sustainability as important cross-cutting priorities. Within the Roadmap, these cross-cutting priorities are cited once or twice in very specific situations. Although they are not a significant point of emphasis in the Roadmap itself, other policies describe supply chain considerations associated with these three priorities. Table 11 describes the cross-cutting priorities, the Roadmap focus and additional considerations drawn from gender, protection and environmental policies.

[205] Data collected during WFP CSPE country visits to Guatemala and Honduras.

Table 11: Cross-Cutting Priorities and Policy Implications for Supply Chain

Cross-Cutting Priority	Roadmap Focus	Supply Chain Considerations from other policies
Gender	Mentioned once in relation to increased engagement of local women's groups in supply chain processes	The 2022 Gender Policy describes a workstream related to integrating gender dimensions and gender partnerships into supply chain processes by establishing targets for the proportion of women suppliers, vendors and subcontractors in supply chains.
Protection	Not mentioned in the Roadmap	While the supply chain is not specifically mentioned in the WFP Protection and Accountability Policy (2020), the policy notes that its theory of change should apply to all planning and decision making, including supply chain activities. The policy notes that it should be considered a protection issue if people are cut off from access to food or cash assistance, for example due to blocked roads or key logistics hubs.
Environment	Mentioned twice. Once in relation to minimizing environmental costs related to procurement from smallholder farmers, and once in relation to reducing WFP's carbon footprint.	WFP's Corporate Strategic Plan emphasizes environmental sustainability with a particular emphasis on the reduction of carbon emissions. The 2017 Environmental Policy does not explicitly mention supply chain activities, but cites multiple environmental actions with supply chain considerations, including reducing carbon emissions and developing waste management plans. WFP's Environmental and Social Sustainability Framework (2021) calls for the contracting of regional environmental sustainability advisors and highlights the importance of compiling environmental footprint data.

Source: Compiled by the ET from document reviews.

161. The following narrative presents the evaluation team's findings in relation to both the Roadmap's aspirations and extended supply chain considerations drawn from other policies.

Cross-Cutting Priority 1: Gender equality and women's empowerment

162. **There is evidence that WFP's supply chain operations address gender equality and women's empowerment considerations, in line with the corporate gender policy.** The SCD has responded to the corporate 2022 Gender policy by contracting a senior advisor within the SCD for gender diversity and environmental sustainability and through the development of guidelines for gender-sensitive procurement. The Roadmap aligns with the corporate gender policy, notably through its emphasis on increasing the inclusion of women among suppliers, vendors or other subcontractors within the supply chain function. In addition, individual units have also reported on gender-related outcomes, including efforts to achieve gender balance among air transport services staff [206] and the contracting of women suppliers.[207]

163. The Gender, Protection and Inclusion Service (GPI) team within WFP has developed a gender-responsive procurement document outlining good practices. These practices are not considered mandatory nor are they implemented by WFP, but are intended as 'food to thought' in how WFP can leverage its purchasing power for gender transformation. The GPI team is also working on an expanded gender toolkit, which is intended to be updated in 2025.

164. The importance of these types of measures was conceptually affirmed by the Emergency Preparedness Evaluation, which showed that engaging women and women's organizations in preparedness activities contributed to more inclusive response strategies. There has also been increasing emphasis on seeking gender balance within national supply chain staff.[208] Furthermore, the Roadmap emphasis on women's inclusion in supply chain activities best aligns with the 2022 Gender Policy's implementation workstream to increase the proportion of women suppliers and vendors in WFP procurement and logistics.

[206] Report on the external auditor on air transport services (2020).
[207] Evaluation of WFP's response to the COVID-19 Pandemic (2022).
[208] Evaluation of WFP's Emergency Preparedness Policy 2024.

165. However, the effectiveness of these inclusion measures is not yet reflected in performance metrics. such as women's empowerment or participation indicators.[209] However, among the countries visited, the evaluation did find evidence of the supply chain and delivery assurance function integrating country specific gender considerations. Among these were the following initiatives:

- Clauses in contracts giving preference to women-led companies shaping the supplier base for procurement and vendor selection.[210]
- Studies identifying bottlenecks for women-led companies being engaged in supply chain activities.[211]
- Adaptation of distributed rations (size) for women at the last mile of WFP's supply chain.[212]
- In collaboration with programmes, prioritizing vulnerable women in targeting to ensure that WFP has the logistical capacity to reach those most in need[213]
- In collaboration with programmes, developing response options that include more women employees (e.g. bakery in Gaza) thereby strengthening women's role in local production and markets[214]

166. **Despite these efforts, the evaluative evidence noted systemic limitations to women's participation in supply chain-related activities.** Women suppliers were negatively affected by internal WFP procurement processes which tended to favour those suppliers with sufficient capital to sustain themselves between procurement and payment – suppliers that are disproportionately male-led.[215] CP management and ensuring appropriate CP capacity for gender issues was also an issue. The evaluative evidence found limited CP capacity to address gender and equity issues.[216] As a result, inclusion principles were only partially considered in programme analysis, design and criteria, leading to limited progress in the adoption of inclusion approaches among partners.

Cross-Cutting Priority 2: Protection

167. **Protection issues are addressed within the supply chain function organically even though protection considerations are not cited by the Roadmap nor made visible through the supply chain reporting.** WFP's protection and accountability policy does not specifically cite supply chain considerations, although it does note that protection awareness should be present in all units and that disrupted access from conflicts (or other factors) to food, or cash, assistance is considered a protection violation. A 2018 supply chain audit proposed a range of protection considerations for the supply chain and delivery assurance function that have since been taken into account. as determined by a 2024 follow-up supply chain audit.[217] These initiatives are often linked to broader organizational policies, risk management frameworks, partnerships with cooperating partners[218] or assessments of ethical risks related to vendors, including conflicts of interest.[219] The consolidated insights from internal audits demonstrated that the supply chain cash-based transfers, retails, and markets unit (SCOLR) engages with market actors, retailers and wholesalers to reduce protection risks,[220] including providing capacity building to these actors. Evaluative evidence identified a lack of training reported by supply chain staff to engage on PSEA and

[209] Consolidated Audit Insights, 2024.
[210] For example, Honduras, Nepal, Tanzania.
[211] Guatemala, Kenya, Tanzania.
[212] Chad, Palestine.
[213] Chad, Palestine.
[214] Honduras, Palestine.
[215] Evaluation of WFP's Contribution to Market Development and Food Systems in Bangladesh and South Sudan. 2024.
[216] CP management is now under the supply chain function. Synthesis of evidence on WFP's cooperating partners, 2024.
[217] Audit consolidated insights for the Supply Chain Function, 2024.
[218] This is relevant because CPs are involved in the delivery of food and cash assistance and are now managed under the supply chain function.
[219] Audit consolidated insights for the Supply Chain Function, 2024.
[220] Beneficiaries' lack of protection is defined as follows in the risk catalogue under the 2.1 Beneficiary Health, Safety and Security category: "Beneficiaries are exposed to safety and security hazards, or any other kind of fraud, abuse or exploitation while receiving assistance".

insufficient consideration of the PSEA risks posed by vendors and financial service providers.[221] WFP is leading an initiative to mainstream PSEA within the work of the logistics cluster. Despite these efforts, evaluative evidence identified limitations in the integration of protection and PSEA considerations, most notably, the uneven capacity between CPs to address protection issues in distribution and beneficiary management.[222]

168. The evaluation found that, within the sampled operations, country offices have recognized the importance of protection and the potential risk exposure of beneficiaries, within the supply chain activities. To that end, they have sought to address concerns. Among the visited countries, the supply chain function was found to including protection considerations such as:

- Development of protection and PSEA clauses in transporter and supplier contracts to reduce risks to beneficiaries and to create recourse if violations occur[223]
- Protection guidelines for CP distribution and partner trainings, to identify, prevent and respond to protection risks [224]
- Supply chain engagement in negotiations and in navigating access to food and cash assistance to ensure that logistical decisions consider protection concerns[225]

Cross-Cutting Priority 3: Environmental Sustainability.

169. **WFP has made progress integrating environmental sustainability into its supply chain function, reflecting a growing institutional commitment aligned with its 2022–2025 Strategic Plan.** Through the development of a dedicated environmental strategy, the establishment of a sustainability team and the roll-out of initiatives like the ECODASH platform, WFP has enhanced its capacity to measure and reduce its carbon footprint across procurement, logistics and food distribution. Country offices have piloted diverse practices, such as shortening supply chains, recycling packaging, green procurement and improving transporter emissions. Additionally, WFP has led sector-wide initiatives – like the WREC project through the Logistics Cluster – to support environmentally responsible humanitarian logistics. These combined efforts are yielding measurable reductions in CO_2 emissions, particularly through more sustainable sourcing decisions and improved handling of food commodities, positioning WFP as a leader in advancing environmentally sustainable supply chain operations in the humanitarian sector.

170. **There is considerable institutional policy infrastructure framing environmental sustainability in the supply chain function, even though it is minimally referenced in the Roadmap.** As described in Table 11, environmental sustainability is only mentioned twice within the Roadmap in relation to the promotion of environmentally friendly practices among smallholder farmers and the reduction of the carbon footprint. Supply chain considerations were not initially prominent in the environmental policy environment. For example, the initial 2017 Environmental Policy and the 2021 Environmental Social Sustainability Framework (ESSF) contained only passing and indirect references to supply chain activities and their potential contribution.[226] This has subsequently changed. The 2024 Supply Chain Environmental Strategy and the WFP Environmental Plan of Action 2030[227] explicitly provide drivers for integrating environmental considerations into the supply chain and delivery assurance function. Moreover, there is a considerable policy infrastructure framing environmental sustainability with implications for the supply chain and delivery assurance function, including reducing carbon emissions and waste management.[228] For example, the 2022-2025 WFP Strategic Plan established “environmental sustainability” as a cross-cutting priority that included supply chain-related actions, such as shortening supply chains, adopting innovations in transport modalities, using sustainable packaging for waste

[221] Evaluation of WFP’s Protection from Sexual Exploitation and Abuse. 2023.
[222] Synthesis of evidence on WFP’s cooperating partners, 2024.
[223] For example, Kenya, Tanzania.
[224] For example, Chad, Nepal, Palestine.
[225] For example, Palestine.
[226] Evaluation of WFP’s Environmental Policy, 2024.
[227] EPACT, WFP Environmental Plan of Action 2030, December 2024.
[228] 2017 WFP Environmental Policy.

reduction and reducing material consumption at source. The WFP Strategic Plan also allocated resources within the SCD to establish a team specifically tasked with measuring and improving supply chain sustainability.

171. Progress has been made towards reducing carbon emission and waste. The 2024 Evaluation of WFP's Environmental Policy noted that efforts within the SCD to monitor WFP's carbon footprint has resulted in the development of the recently piloted ECODASH platform. This is intended to support carbon-footprint friendly decision making for procurement and logistics, although countries still determine the degree these are integrated.[229]

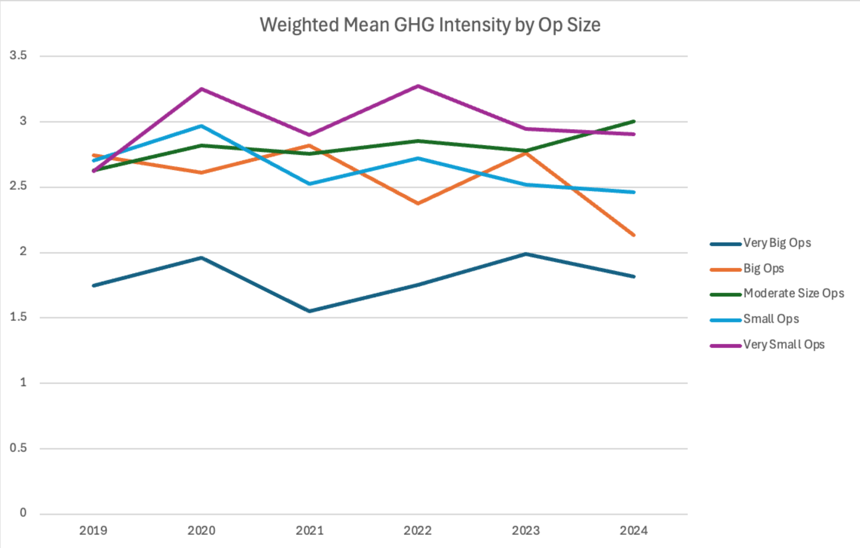
172. Among the visited countries, the evaluation found examples of environmental considerations within the supply chain function ranging from limiting food waste and recycle packaging (e.g. Palestine); shortening supply chain routes (e.g. Chad, India, Nepal, Palestine); creating environmental advisor positions in regional offices under Management Services Division (MSD) (e.g. Cairo, Nairobi, Panama); and improving transporter emission quality (e.g. Nepal, Tanzania).

173. The Logistics Cluster, with WFP as the appointed lead, has been instrumental in supporting the humanitarian community in minimizing the impact of humanitarian work on the environment. In 2020 the humanitarian community launched the Waste Management and Reverse Logistics for Environmental Consciousness (WREC) project to develop case studies on best practices and guidance documents to support implementation.[230] Examples of WREC activities at the country level include reverse logistics and recycling in South Sudan; safe disposal of expired commodities using authorised companies in Palestine; and green procurement and reverse logistics in Syria. The cluster also offers training, through the Massive Open Online Course on environmental sustainability, delivered in partnership with the Logistics Cluster Environmental Sustainability Team.

174. **These environmental sustainability efforts are aiming to support reductions in WFP's environmental footprint.** The datasets developed by the ECODASH platform for tracking consolidated emissions by country operations includes the CO2 emissions generated by WFP itself (such as transportation or food packaging), but also the CO2 emissions generated from food production prior to WFP procurement and the estimated CO2 emissions created by the products purchased from cash distributions. An analysis based on emissions data shows that WFP's largest operations have economies of scale in terms of greenhouse gas emission intensity per metric ton of food procured. (see Figure 40: GHG Intensity (CO2 Emissions per MT food procured) by Operation Size.)

[229] Evaluation of WFP's Environmental Policy, 2024.
[230] https://www.academia.edu/109505378/Environmental_Sustainability_in_Humanitarian_Logistics_WREC_Project

Figure 40: GHG Intensity (CO2 Emissions per MT food procured) by Operation Size



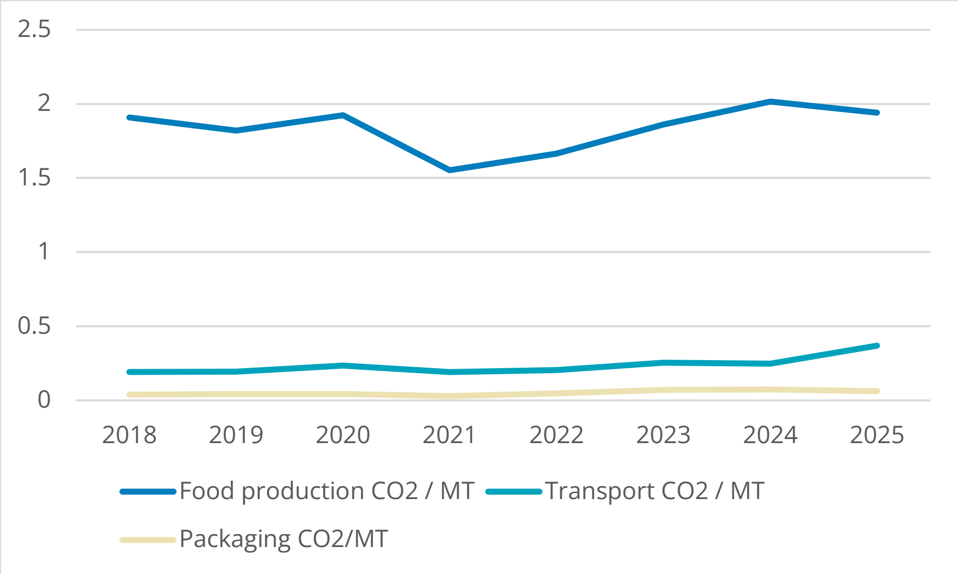
Source: WFP Dataset: Consolidated Emissions by Country[231]. Elaborated by ET.

175. When considering the CO2 emissions generated by food production compared with the supply chain's handling of the food (storage, transportation, packaging), the CO2 emissions from the food itself are much greater than the WFP-managed contributions. Consequently, the primary improvements in CO2 emissions are expected from improved sourcing decisions that reduce the amount of CO2 generated from food production[232] (Figure 41). Supply chain optimization has enabled environmental benefits. For example, the use Optimums in Haiti led to a 5 percent reduction in emissions, while in Venezuela, Route the Meals reduced emissions by an equivalent of 34 MT of CO2.

[231] Consolidated Emissions by Country.

[232] The ECODASH platform tracks the amount of CO2 emissions from food production disaggregated by the different countries from which procurement may take place. There are considerable variations in CO2 emissions among producer countries. Changes in emissions may also be related to the length of the supply chain routes as food purchases from local or regional sources will have shorter transportation times.

Figure 41: Comparison of CO2 Emissions (MT) per MT of Food produced or Managed by WFP[233]



Source: WFP Dataset: Emissions per MT Analysis shared by SCDLE.

2.4 EQ4: To what extent have the enablers identified in the Roadmap supported or hindered results?

176. In alignment with the Corporate Strategic Plan (2022-2025), the Roadmap described how the five enablers from the Strategic Plan (Partnerships, Technology, Resourcing, Evidence and People) would contribute to achieving the objectives for each of the three pillars outlined in EQ3.1-3.3. The Roadmap described examples of potential activities to be undertaken within each enabler.

Between 2019 and 2024 WFP diversified its range of partnerships – including with host governments, UN agencies, NGOs and private sector actors – across more than 80 countries. These partnerships have strategically advanced WFP's Supply Chain Roadmap aspirations of contributing to both internal efficiency and national systems strengthening through expanded access to resources and innovations in service delivery. Private sector collaborations in particular have evolved from transactional logistics support to strategic co-investments in areas such as green infrastructure and last-mile delivery. However, current monitoring frameworks do not adequately track or reflect the value added by these collaborations, especially in relation to innovation, efficiency and long-term outcomes.

EQ4.1: Partnerships

177. **In alignment with the corporate strategic plan, the Roadmap identifies expanded partnerships as a key enabler intended to improve both internal efficiencies and national systems strengthening**. The 2022–2025 Strategic Plan identified five types of partnerships (Host Governments, NGOs, Civil Society, UN entities, and Private Sector) to be the key enablers to support the achievements of the strategic plan goals. The Roadmap is aligned with the strategic plan and outlined objectives to diversify partnerships, increase strategic partnerships for programmatic contributions and develop improved feedback mechanisms with private sector and international development actors.

[233] During the evaluation process, the SCDLE shared two different datasets with the ET, one showing consolidated emissions per country and the second showing only global values. These show different global values for overall CO2 emission trends. For the purposes of understanding context, the dataset disaggregated by countries is used, except in Figure 42, which shows the relative proportions of CO2 emissions attributable to food production versus WFP management.

178. **The supply chain function has diversified its partnership base.** The synthesis of evidence on WFP's cooperating partners (2024) describes four partnership categories related to the supply chain and delivery assurance function (Table 12).

Table 12: Contexts and Types of Partnerships

Partner Type	Descriptions
Private Sector	Private sector partnerships include funding partnerships (contributions from partners) and programmatic implementation, with the vast majority of partnerships occurring with private sector organizations contracted for procurement and logistics services (achievements and specific metrics provided in narrative below).
Host governments and member states	The WFP supply chain function works extensively with national governments, often as clients (governments as the recipients of systems strengthening or service provision), although in some cases as cooperating partners.[234]
NGOs & Civil Society Organizations (CSOs)	NGOs are the primary type of CP with local NGOs comprising about 60 percent of all such partnerships.[235] Within the supply chain function, CPs are primarily involved in the distribution of cash and food transfers and monitoring. While not explicitly cooperating partners, CSOs can be contracted through field-level agreements (FLAs) and engaged through platforms, such as the UN partner portal.
UN Entities	Within the supply chain function, UN agencies can be cooperating partners, with WFP operationalizing resource transfers to them, or clients, with the WFP supply chain providing common services to other UN entities. Joint service partnerships account for approximately 3 percent of total WFP funding.[236]

Source: Synthesis of Evidence on WFP's Cooperating Partners, 2024.

Private Sector

179. **The supply chain function has demonstrated success in expanding private sector partnerships, in alignment with WFP Strategic Plan and Roadmap aspirations.** Private sector partnerships have been an important point of focus in the current and previous WFP Strategic Plans,[237] with examples of successful partnerships with companies providing medical facilities,[238] digital services,[239] or providing resourcing for WFP programming.[240] Within the Roadmap, establishing private sector partnerships is integral to expanding the external partnership approach. For the supply chain function, private sector partnerships involve three different types of partnerships: i) funding partnerships; ii) programme implementation in support of service provision; and iii) contractors for procurement, logistics and delivery services. described in the following paragraphs:

180. Funding partnerships. As discussed in EQ4.3, resourcing agreements in support of service provision with IFIs, private sector contributions and trust funds have increased since 2019 (see Figure 42). This includes 108 agreements with IFIs in 61 countries in support of service provision in 2024.[241]

181. Programming Implementation: This includes supporting areas of social protection, providing specific services – such as medical facilities and engagement with companies to support initiatives like the Emergency Services Marketplace – and participation within the Logistics Cluster via the Logistics Emergency Team (discussed in EQ3.3).

182. Contractors. Within the supply chain function, the most common partnerships with the private sector are related to procurement and logistics functions. Aggregated data from all country offices for service contractors is not available. However, at the global level alone, there were nearly 1,900 service

[234] Synthesis of Evidence on WFP's Cooperating Partners, 2024.
[235] Ibid.
[236] WFP Annual Performance Report, 2024.
[237] For example, the WFP Strategic Plan 2022-2025.
[238] Evaluation of WFP's Response to COVID0-19 Pandemic, 2022.
[239] Synthesis of Evidence on WFP's Cooperating Partners, 2024.
[240] Indonesia CSP Evaluation, 2025.
[241] Evaluation of WFP's response to the COVID-19 pandemic, 2022.

contracts with suppliers and vendors.[242] Among the countries visited, WFP relied on procuring services from the private sector for the supply chain and delivery assurance function as suppliers, vendors, transporters and warehouse/storage providers. Within the visited countries, these stakeholders are typically large-scale private sector companies because they offered the most consistent supply and had the highest cost-efficiency due to economies of scale. WFP is typically a small or medium-sized client compared to the range of other clients. Positively, the evaluation found considerable private sector interest in collaborating with the WFP supply chain function because of WFP's mission and mandate (EQ1.3), even with the system bottlenecks inherent in WFP procurement processes. These include suppliers and vendors needing sufficient capital to absorb risk because of slow payment processes from WFP (EQ3.2). In addition to partnerships with large international vendors, WFP continues to prioritize contracts with national vendors, contributing to the role of small businesses in national supply chains.[243]

183. **Private sector partnerships have evolved towards more strategic and collaborative relationships, in alignment with Roadmap aspirations to move away from periodic siloed engagement.** Private sector partner relationships to support programme implementation and supply chain service provision have evolved over time since 2019. The nature of private sector support evolved from emergency response logistics (2020) to also including strategic co-investment and innovation in logistics systems (2024). There was also a shift in in-kind services and transport logistics towards co-financed, technology-enabled supply chain solutions by 2024. These partnerships with the private sector supported the WFP supply chain and delivery assurance function and the broader humanitarian supply chain (e.g. in vaccine distribution, last mile delivery or cold-chain expansion). Annual highlights cited in APRs are summarized in Table 13 below.

Table 13: Private sector partnerships supporting supply chain service provision

Year	Key Highlights
2019	**Added capacity through private sector logistics support**. Private sector partners provided in-kind logistics support, including warehousing, transportation, and technical expertise. Collaborations included longstanding relationships with logistics companies and emergency service providers to enhance WFP's humanitarian response capacity
2020	**COVID-19 response via in-kind logistics support**. Private sector partnerships played a growing role in WFP's logistics and supply chain response to COVID-19. Specific examples include in-kind transport and warehousing services. The Global Logistics Cluster and the WFP-led COVID-19 Supply Chain System benefited from donated airlifts and warehousing from companies like DHL and UPS
2021	**Provision of pro-bono services**. Collaboration with private sector partners expanded through the Emergency Service Marketplace, including pro bono services (logistics, engineering, digital tools) from global companies. Contributions enabled expanded humanitarian supply chain capacities, including cold chain for vaccine transport
2022	**Strategic collaboration to innovation**. Private sector partners continued supporting logistics capacity, including contributions to air and sea transport for humanitarian goods. Broader innovation partnerships supported the digitization of supply chain functions, including blockchain solutions and last-mile delivery optimization
2023	**Collaboration for scaling and co-financing**. WFP emphasized scaling innovation and private sector co-financing. Key initiatives included public-private partnerships in sustainable packaging, local procurement logistics, and climate-resilient warehousing. Private sector partnerships also increased cash and in-kind contributions to supply chain infrastructure
2024	**Private Sector expertise and real time technology**. Substantial support from the private sector in logistics and technology deployment including enhanced collaboration on last-mile delivery tools, real-time tracking systems, [244] and green logistics infrastructure. A specific increase in co-financed infrastructure projects and innovation pilots with technology companies was noted

Source: Elaborated by ET from Annual Performance Reports (2019–2024).

[242] WFP Procurement dataset, HQ vendor contracts.
[243] WFP, Localization Policy, 2025.
[244] Examples of private sector partnerships supporting Supply Chain's Planning and Optimization include engagement with Netlight on the use of artificial intelligence to produce more accurate demand forecasts; collaboration with Zero Hunger Lab, which has supported optimization and analytic studies since 2012; and work with Analytics for a Better World to advance optimization and analytics studies.

184. **The most successful private sector partnerships achieve a balance between transactional relationships and long-term partnerships.** A transactional relationship is based on an exchange of goods and services for compensation, often with limited interaction between parties. In contrast, a collaborative relationship involves ongoing cooperation, shared goals and usually a higher degree of communication between parties.[245] The evaluation found examples in all countries of both types of relationships with private sector partners (contractors) supporting the procurement and logistics functions in country operations.[246]

185. Private sector companies are usually involved in the procurement, transportation or storage of food or cash assistance.[247] Although private sector contractors have naturally transactional relationships with WFP, the evaluation found that the quality of these interactions was enhanced when integrated within a long-term partnership. WFP corporate systems emphasize transactional relationships to reduce risk,[248] increase accountability and maximize cost-effectiveness. For example, contracts are usually set for a specific period, then partners must reapply for contracts. Bids with the lowest costs are automatically prioritized in the system, even if the bidder has no previous relationship with WFP. There are exceptions to this process, such as the waivers in the LRFPP which may prioritize other factors, but these have to be intentionally cited for approval.

186. This system does not recognize the significant added value incurred from long-term partnerships found in the evaluation among the visited countries. In these countries long-term partnerships with specific private sector companies contributed to sustained capacity development of the private sector partners and to national system strengthening through increased capacities of private sector companies. For example, in Honduras, sustained accompaniment by supply chain staff helped expand the internal capacities of a miller, who in turn became an important vendor for local procurement for both WFP and the Government in their national social protection programmes. Prolonged engagement with WFP enabled contractors to increase the quality of their services through improvements in FSQ, investments in infrastructure for improved transportation and improved warehousing standards.[249] These improvements can contribute to Pillar 2 aspirations around strengthening national systems, improving efficiencies and ensuring timely delivery through continual problem-solving. In the countries visited supply chain staff were observed to continually seek a balance between meeting contracting requirements for procurement, logistics and delivery services, while pursuing the added value provided by long-term partnerships.

National Governments (Host Governments)

187. **WFP's supply chain function partners extensively with host governments as both clients and co-implementers**. As noted in EQ3.3, country offices increasingly broker government access to WFP's global common services (e.g. UNHAS, UNHRD), and provide targeted technical assistance on social protection, logistics preparedness and procurement. These engagements focused on strengthening national systems, expanding humanitarian access and improving response timeliness and accountability. The evaluation found evidence from multiple sources, including the visited countries and document review,

[245] https://pro.partnerstandard.com/guides/understanding-the-difference-between-transactional-and-collaborative-relationships
[246] WFP defines a CP as a "non-profit entity that enters into a contractual relationship with WFP to assist in the performance of WFP's work (including government entities, NGOs and UN agencies" (Internal Audit of WFP Cooperating Partners Digital and Data Processing Risks, 2023). In contrast, private sector entities are defined as a "for-profit entity that enters into a contractual relationship with WFP to assist in the performance of WFP's work" (Revised Anti-fraud and Anti-corruption Policy, 2021)
[247] CPs are usually the partners involved in the last mile delivery but are not usually private sector. The findings related to their relationships with WFP can be found in the Synthesis of Evidence on WFP Cooperating Partners, 2024. This also highlights the tension between being treated as a collaborator versus a contractor. CPs are viewed mainly as implementers rather than knowledgeable partners, and WFP is sometimes being perceived as too directive, leading to missed opportunities for deeper collaboration. Hindering factors were most frequently noted during the contract preparation and implementation stages of the CP management cycle.
[248] The transparency of the procurement processes and protocols are intended to ensure that contracts are allocated to the most cost-efficient contractor, without inappropriate bias perhaps favouring a particular individual or group who might be more expensive. The protocols also reduce the risk of partners' unreliability and incapacity to deliver upon agreed upon conditions, including the option to terminate the contract or impose penalties.
[249] For example, Dubai, Honduras, Nepal field visits.

that the WFP supply chain and delivery assurance function has scaled on-demand services for governments (food/fuel procurement, last-mile delivery), supported government-led emergency logistics and contributed expertise to national social protection reforms and deployments (talent pools, long-term agreements for TA, inter-agency guidance). Annual highlights, validated by evaluation evidence, are summarized in Table 14 below.

Table 14: National government partnerships with supply chain function

Year	Key Highlights
2019	**Platform access**. WFP advanced inter-agency platforms that governments use to access safe travel, clinics, and drivers (e.g. UN booking hub linking United Nations Department of Safety and Security with UNHAS/clinics/driver services), digitizing processes, and enabling paperless, KPI-tracked service sharing that improves efficiency for government-led operations
2020	**COVID-19 support to national governments**. WFP maintained government-facing collaboration channels with NGOs and the wider system amid COVID-19, keeping pipelines and service offers visible to national counterparts
2021	**On-demand service provision for governments scaled up**. This included 902,250 MT of food procured on behalf of the Governments of Ethiopia, Guatemala and Sudan; WFP logistics and UNHAS also underpinned national responses (e.g. Timor-Leste floods; Saint Vincent and the Grenadines volcanic eruption; Ethiopia/Afghanistan air bridges).
2022	**Continued ODS and Supply Chain expansion into social protection**. The WFP supply chain function invested in social protection capacity for governments (global facility, rosters, 11 LTAs, >60 deployable specialists), and delivered on-demand supply chain services to 147 partners in 40 countries, ranging from public-facility fuel deliveries to fertilizer transport in support of government programmes.
2023	**Emergency preparedness and supply chain function**. WFP trained 487 officials/partners on distribution, equipment handling and warehouse management. Evaluations found WFP's on-demand services strengthened government preparedness and response capacities.
2024	**Increased coordination for disaster resilience**. WFP supported national authorities in 8 countries to lead emergency supply chain coordination; the Emergency Telecoms Cluster ran preparedness activities to strengthen national ICT/disaster resilience; UNHAS maintained access critical to government-led responses despite funding pressures.

Source: Elaborated by ET from Annual Performance Reports (2019–2024).

NGOs and CSOs

188. **For the supply chain function, NGOs/CSOs remain WFP's primary cooperating partners in the distribution and monitoring of in-kind and cash transfers**. The vast majority of supply chain partnerships are with the upstream private sector companies involved in procurement, transportation and vending services. However, for the last mile of distribution, local (or international) NGO cooperating partners represent the majority of direct work with beneficiaries in distribution. Work with and through local partners comprises 53.8 percent of all NGO expenditures (or USD 273.7 M), and at least 760 different partner organizations.[250] The management of cooperating partners for distribution was only recently moved under the supply chain function. Insufficient time has passed for consistent findings to emerge related to the quality of CP support under the supply chain management.

189. However, other parts of the supply chain division do provide support to NGOs and CSOs. For example, WFP's cluster leadership and common services create enabling conditions for NGO operations (coordination, access, transport, storage, ICT),[251] while WFP's on-demand services and training bolster NGO last-mile performance and accountability.[252] Annual highlights and trends validated by the evaluation are summarized in Table 15 below.

[250] WFP NGO Expenditures 2024. In 2024 NGO expenditures comprised USD 508.6M. International Partners comprised USD 235.0 M, or 46.2 percent of expenditures.
[251] Annual Logistics Cluster Reports, 2019-2024. Also observed in country visits to Chad, Nepal and Tanzania and in CSPEs in Kyrgyzstan, Philippines and Türkiye .
[252] Chad, Nepal, Tanzania, and Gaza (before closure of the borders).

Table 15: NGO/CSO partnerships with supply chain function

Year	Key Highlights
2019	Collaboration with a wide range of NGO/CSO partners across activities, including for implementation, monitoring, transport and major programme areas, such as Unconditional Resource Transfers and Nutrition.
2020	Despite COVID-19 constraints, WFP maintained and documented formal collaboration with NGOs, integrating NGO requests into common services and keeping cooperating partner pipelines active.
2021	The Logistics Cluster facilitated storage/transport for humanitarian actors (84 percent were from NGO requests) across 13 operations; UNHRD dispatched 41,380 m^3 to 147 countries; UNHAS moved 325,000 passengers supporting NGO access where commercial flights were limited.
2022	The Logistics Cluster supported 633 partners in 14 operations; WFP's supply chain services supported 1,200 partners in total; UNHAS transported 390,780 passengers from 732 organizations; UNHRD dispatched 43,900 m^3 of relief items.
2023	The Logistics Cluster is active in 47 countries; 159 clients in 42 countries received on-demand services; user satisfaction remained high for logistics, clusters and UNHAS (87–96% satisfaction rate).
2024	Emergency Telecoms Cluster supported more than 10,000 responders; UNHAS operated nearly 45,000 flights for 612 organizations; capacity building reached individuals with online courses, strengthening NGO operational readiness.

Source: Elaborated by ET from Annual Performance Reports (2019–2024).

United Nations Entities

190. **The supply chain function supports strategic collaboration with UN entities through cooperation and service provision.** As noted in EQ3.3, within the supply chain, UN agencies are both cooperating partners (receiving transfers/services) and clients (accessing WFP's common services and platforms). WFP's leadership of the Logistics Cluster, Emergency Telecommunications Cluster, and its co-leadership of the Global Food Security Cluster with FAO, plus UNHAS/UNHRD and inter-agency platforms (e.g. UN booking hub, UN Mobility), underpin a collective response and deliver documented efficiency gains and access. Building on the analysis under EQ 3.3, annual highlights and trends are summarized in Table 16 below.

Table 16: UN Agency partnerships with WFP supply chain function

Year	Key Highlights
	Logistics Support. Partnerships with WHO and UNDSS streamlined travel/medical clearances and logistics for UN personnel, creating paperless, KPI-tracked shared service efficiencies.
2020	**Increasing coordination**. WFP maintained critical UN inter-agency coordination despite COVID-19, supporting WHO-led medical evacuations and UNICEF cold chain operations through UNHAS and UNHRD. Joint COVID-response planning with FAO and UNHCR ensured continued access to food and nutrition interventions in lockdown contexts.
2021	**Logistics expertise and service provision**. Co-led Global Food Security Cluster with FAO, integrating food security and logistics planning. Supported UNICEF nutrition supply chains and WHO-led health commodity deliveries via UNHRD. UNHAS sustained personnel movement for OCHA, UNDP and WHO where flights were restricted.
2022	**Expanded ODS**. UNHAS moved UNHCR, UNICEF and WHO staff to crisis zones. UNHRD dispatched relief goods for UNICEF's education kits, WHO's health kits, and FAO's agricultural inputs. On-demand services for UN agencies (e.g. UNDP, UN Women) expanded WFP's support to broader development and humanitarian mandates.
2023	**Logistics cluster leadership**. The Global Food Security Cluster with FAO remained operational in complex emergencies, enabling coordinated assessment and response. WFP's shared storage and transport services under the Logistics Cluster facilitated multi-agency operations for OCHA-led humanitarian responses
2024	**Early warning and emergency preparedness**. WFP partnered with FAO and UNHCR in regional food security early-warning integration and with WHO on emergency health logistics.

Source: Elaborated by ET from Annual Performance Reports (2019–2024).

191. **WFP's supply chain function has continued to expand its role as a central enabler of joint service provision.** Based on the recent updates on WFP's roles in collective humanitarian response[253] and UN80 reforms,[254] WFP's supply chain and delivery assurance function has continued to expand its role as a central enabler of joint service provision across the UN system. The UN80 reforms, and in particular the UN development system's (UNDS) repositioning agenda under General Assembly resolution 72/279, creates opportunities for WFP to align its operational support with system-wide reforms to strengthen efficiency, effectiveness and accountability in humanitarian and development contexts. As described in EQ3.3, WFP has demonstrated success through the supply chain function in the provision of mandated services – leadership in mandated service platforms such as UNHAS and inter-agency logistics and emergency telecommunications clusters – and in the provision of on-demand and joint services where WFP provided needs-based transport, storage and communication solutions to underpin the operational capacity of UN agencies and partners in complex emergencies. [255] The WFP's role in joint service provision is reinforced by its integration into broader UN reform processes, including the 2024 Quadrennial Comprehensive Policy Review and the UN Secretary-General's efficiency and effectiveness agenda whereby WFP is well-positioned to contribute to the UN system's common services.

Specific Contributions to Results

192. **Achieving the right balance for partnerships to maximize the relationship required supply chain staff to have additional layers of "soft skills" beyond specific technical expertise.** Among the countries visited, the soft skills required for relationship-building were an important factor for ensuring smooth operations. Staff needed both the technical expertise to manage the transactional relationships and the interpersonal skills for maintenance of social networks to manage the long-term relationships with the private sector (or CPs) using an array of both formal and informal communication channels.[256] The long-term national staff were most often the holders of these collaborative relationships. It was more challenging for new staff (usually international) to establish these relationships when they were deployed during a sudden onset or scale-up response. While they may have had the technical expertise to manage the transactional systems, they lacked the necessary pre-existing relationships with national private sector or cooperating partners for efficient supply chain implementation.[257]

193. **There is evidence demonstrating the contribution of partnerships to increased efficiency and innovation as envisioned by the Roadmap.** Related to the private sector partners, the Roadmap articulated three mechanisms for partnering to improve efficiency and innovation: establishing more multisectoral partnerships, leveraging partnerships to integrate supply chain and programmatic activities, and establishing a supply chain advisory board. The evaluation found examples of these relationships with the private sector contributing to improved timeliness and quality of distribution through: i) collaborative problem solving; ii) cooperating to develop new solutions; and iii) consulting together to anticipate needs.[258] There is also evidence of initiatives to foster further linkages with the private sector for innovation and feedback, such as the recent establishment of a supply chain advisory board in late 2024 with key private sector partners intended to promote learning of best practices and standards to improve performance. However, the initiative is too recent to identify evaluative evidence of effectiveness.

194. **Supply Chain partnership quality is not yet measured systematically, reducing the visibility of partnership contributions to the Roadmap's aspirations.** Despite the importance of the quality of partnerships for achieving the Roadmap's aspirations, the primary performance metrics in reporting have focused on the quantity rather than on the quality of partnerships. This prevented showcasing the connection between the quality of partnerships and changes in efficiency, effectiveness or innovation. This reduced the visibility of the supply chain staff efforts to cultivate relationships and to demonstrate the conceptual linkages between partnerships and supply chain performance, beyond the illustrative examples

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[253] Update on WFP's role in the collective humanitarian response (June 2025).
[254] Update on WFP's implementation of United Nations General Assembly Resolution 72/279 (June 2025).
[255] Update on WFP's role in the collective humanitarian response (June 2025).
[256] For example, Honduras, Nepal, Palestine, Tanzania.
[257] For example, Chad, Philippines CSPE 2023.
[258] For example, Djibouti, Honduras, Palestine, Tanzania.

presented in the preceding paragraph. As noted in EQ1.3, the quality and development of these relationships – both for direct provision to the supply chain and delivery assurance function – and their ancillary effects on national systems strengthening are underreported in the programme documentation. This presents a missed opportunity for WFP to further profile its contributions to national systems strengthening via the supply chain function.

As key enablers of the Roadmap, technology and innovation have simplified transactional workloads, enhanced cost-efficiency and supported more strategic operations. Investments aligned with corporate strategies led to the creation of a research and development branch, a supply chain innovation hub and digital platforms aggregating field-level solutions. These advancements have produced tangible gains, including faster beneficiary registration, quicker aid delivery and a reduced staff workload through tools such as DOTS and digital contracting systems. However, fragmented and limited system integration, combined with the proliferation of siloed tools, creates ongoing interoperability challenges and uneven adoption across contexts.

EQ4.2: Technology and Innovation

195. **Investment in technology and innovation is a key enabler of the Roadmap, in alignment with the previous Supply Chain Strategy.** The 2017-2021 Supply Chain Strategy highlighted the introduction of advanced systems, business processes and digital technology as fundamental to its approach, mirroring the emphasis on innovation in WFP's corporate Strategic Plan (2017-2021). The Roadmap built on these concepts, identifying technology and innovation as a key enabler for the supply chain and delivery assurance function and highlighting leveraging digital tools, systems, processes and innovative approaches. Digitalization was perceived as critical for simplifying and streamlining transaction work, allowing for more strategic thinking and data-driven decision-making.

196. **WFP's performance under Pillar 1 has been enabled by the roll-out of new tools, platforms and processes and the adaptation of existing tools at the central level which have supported efficiency gains.** In alignment with WFP's corporate strategic plan objectives to support increased digitalization throughout the organization, the supply chain and delivery assurance function has achieved positive results in the digital transformation to promote increased cost efficiency and improved timeliness. As discussed in detail in EQ2.1, this has included the roll-out and adaptation of a range of platforms and tools to promote enhanced internal efficiencies – such as LESS, SCOPE, ECODASH, PRISMA, OPTIMUS, SCOUT, RITA, SCIPS and Route the Meals (see Table 6 in EQ2.1). Building these platforms is the result of several years' worth of investment in time and expertise, in accordance with the Roadmap's aspirations. These platforms have resulted in efficiency gains. The 2024 Evaluation of WFP's Emergency Preparedness Policy credits the investments in the digitalization of tools (such as COMET, LESS, SCOPE, DOTS) and the emergence of integrated planning and tracking platforms (such as Optimus and PRISMA) with saving more than 10,000 work hours and generating USD 3.2 million[259] in cost efficiencies in 2024.[260]

197. **Digitalization and Innovation have supported improvements in efficiency and effectiveness**. WFP has made significant strides in digital transformation leading to improvements in efficiency and effectiveness (EQ2.2). This is triangulated from the evaluative evidence. For example, the 2024 Synthesis of Evidence on WFP's Cooperating Partners notes that technology has supported more timely delivery of aid by CPs, highlighting the use of biometric registration systems and digitalized systems for beneficiary feedback and online reporting to WFP. In 2022 the Sudan CSPE reported that delays in invoicing payments had been reduced and the 2024 Audit on consolidated insights for the supply chain noted that corporate

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[259] Source: 2024 Efficiency Gains Report, Supply Chain Planning and Optimization.
[260] Evidence of efficiencies created through each of these platforms is provided in

Table 6 in EQ2.1.

efforts to digitize performance management through DOTS and to develop a retailer contracting system are expected to further reduce staff workload.

198. **The proliferation of purpose-specific systems without overarching harmonization has led to persistent challenges in system integration**. However, significant challenges to digitalization remain, including interoperability and backlog bottlenecks. While Prisma automatically reconciles most of the inconsistencies across different systems, including COMET and LESS, interoperability challenges remain. Both COMET and LESS track distributions of food and cash to beneficiaries. COMET is managed by programmes and LESS by supply chain and they use different reporting mechanisms to collect their information from transporters, suppliers and cooperating partners. The evaluation found during data collection that up to 25 percent of the entries between COMET and LESS might show discrepancies,[261] requiring significant hours of investment doing manual reconciliations between the two systems. An internal audit noted that the backlog of documents to be processed within LESS limits the reliance management can place on the commodity figures reported.[262]

199. The Strategic Evaluation on WFP's Use of Technology in Constrained Environments (2022) found that beneficiary data integration efforts have made progress, but the data remains fragmented and inconsistent, with non-integrated formats held by different cooperating partners, making it challenging to access accurate and coordinated data about assistance. Furthermore, the 2024 Evaluation of WFP's Emergency Preparedness noted that the full benefits of digital tools (such as COMET, LESS, SCOPE and DOTS) have been slow to materialize for country offices. Corporate platforms, such as DOTS, are intended to provide linkages among separate datasets to manage performance metrics and visualizations while LESS is intended to increase data quality and visibility. However, these are not yet consistently optimized to bring interoperability benefits.

200. As a consequence, the backlog has become a persistent challenge. The evaluation found in the country office visits that corporate systems are not always seen as fit-for-purpose for operational management because of the aggregation of information, the associated approval processes, time delays and risk-mitigation measures. This has resulted in the proliferation of CO-specific operational excel sheets which do not follow corporate guidelines, leading to subsequent challenges in manual reconciliations after a response.

201. Prior to the 2025 organizational realignment, the regional bureaux tracked a KPI (LESS backlog) as a measure to determine the degree of real time data capture with 80 percent the target. This KPI is also one of the strategic KPIs in the Supply Chain KPI register, but it is not yet tracked at the corporate level. From the two regional bureaux[263] which shared data with the evaluation team, there is annual variation in LESS backlog, with the best performance recorded in 2024 (at 82 percent).

Aligned with the Corporate Strategic Plan, the Roadmap promoted sustainable resourcing through the growth of on-demand services, increased use of advance financing, and stronger engagement with IFIs and private sector partners. These efforts have yielded measurable progress. However, internal and flexible funding, critical for sustaining long-term systems improvements has not kept pace resulting in fragmented implementation, reliance on ad hoc seed funding, and delays in executing key Roadmap initiatives.

[261] Regional Office Cairo, Monitoring and Evaluation Unit Presentation. May 2025.
[262] Internal Audit of LESS functionalities. 2021.
[263] Prior to the realignment.

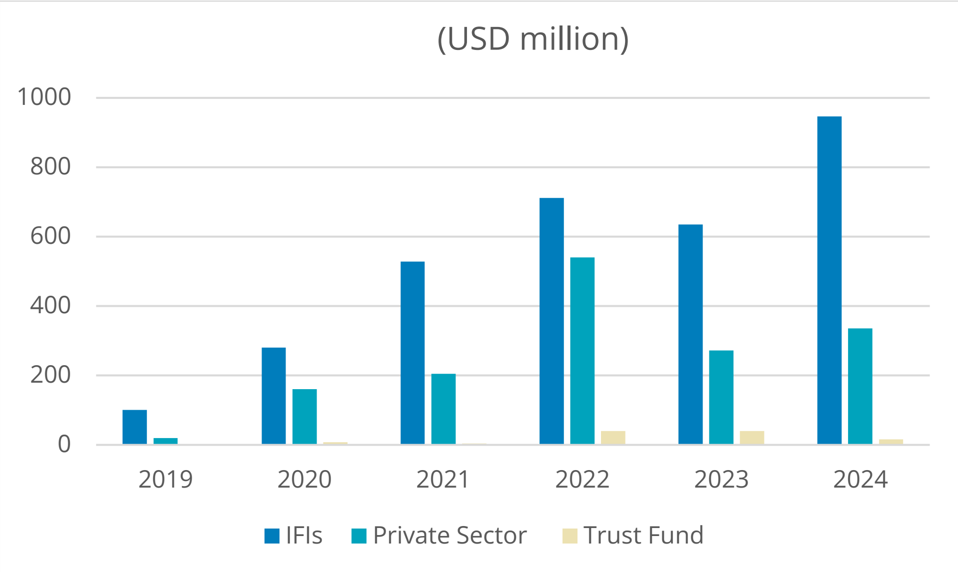
EQ4.3: Sustainable Funding Solutions

202. **Resourcing availability and funding sustainability are key enablers in the Roadmap, in alignment with the WFP Corporate Strategic Plan**. The Corporate Strategic Plan (2022–2025) emphasizes the importance of demonstrating its comparative advantage for securing funding from public, private and individual sources. Flexibility and predictability were seen as key features of resourcing, and the Strategic Plan emphasized seeking and securing innovative financing solutions. The Roadmap is aligned with the corporate strategic plan by focusing on expanded internal financing and increasing both the amount and flexibility of external resourcing through increased partnerships and reduced earmarking.

203. **WFP has invested in infrastructure and mechanisms for expanded on-demand and augmented services and advanced financing mechanisms.** As discussed in EQ3.3, there is evidence of expanded mechanisms for the provision of on-demand and augmented services. This has led to increases in ODS service value and to the potential for increased joint service provision through positioning WFP as the partner of choice within the supply chain function. Furthermore, although the two primary mechanisms for providing advance spending authority (the IPL and the IRA) have pre-dated the establishment of the Roadmap, the resourcing to these mechanisms has increased overall from 2018 to 2024, albeit with annual volatility.

204. **There has been an increase in IFI and private sector resourcing in support of service provisions.** In alignment with Roadmap's aspirations, WFP has reported increases in the resourcing from IFIs, the private sector and Trust Funds in support of service provisions (Figure 42). Trust Fund resourcing is relatively small compared to the other sources, but has also doubled from 2020 to 2024.[264] This reflects the maturing and diversification of relationships between the supply chain and delivery assurance function with private sector and non-traditional partners (discussed in EQ4.1).

Figure 42: IFI, Private Sector and Trust Fund Resourcing in Support of Service Provision



Source: Annual Performance Reports (2019–2025) and Annual Management Reports (2019–2025).

205. **The amount and flexibility of financial resources for the supply chain function have declined since 2022, leading to a lack of funding for specific initiatives, overall funding gaps and delays in rolling out initiatives.** The internal funding aims for the supply chain function, as envisioned within the Roadmap, include increased Programmatic Support and Administrative (PSA) budget and enhanced flexible (non-earmarked) funding through longer-term, multi-year grants. These were intended to catalyse the

[264] Trust fund resourcing generally comes from national governments dedicated to a specific service provision opportunity – such as the delivery of vaccines or health supplies in targeted countries.

systematic optimization of supply chain and delivery assurance function platforms and processes to meet Roadmap objectives.

206. The PSA allocation to the Supply Chain Division has tended to fluctuate annually but has increased slightly from 2019 levels, albeit not at the levels envisioned in the Roadmap (Table 17). Additionally, WFP funding continues to be heavily earmarked at the activity level which limits the degree to which resources can be allocated in a dedicated way to the supply chain function. Flexible funding did increase as a percentage of total funding until 2023, but then decreased in absolute value for 2024 (Table 17). Finally, the bulk of WFP's funding is predominately short term, with 71 percent of grants to WFP being for less than two years.[265] This limits the capacity of country offices to develop strategic stocks and to make advanced purchases or establish long-term agreements with contractors.[266]

Table 17: Annual Flexible Funding (2022–2025)[267]

	2019	2020	2021	2022	2023	2024
Total Funding (USD Billions)	8.0	8.6	9.6	14.1	8.3	9.8
PSA Allocation to the Supply Chain Division (USD Millions)	18.3	17.4	19.8	23.9	30.2	26.0
PSA Allocation to the Supply Chain Division as percentage of total funding	0.23%	0.20%	0.21%	0.17%	0.36%	0.27%
Flexible Funding (USD Billions)	0.400	0.482	0.563	1.31	1.18	1.09
Flexible Funding as Percentage of Total Funding	5.0%	5.7%	5.9%	9%	14%	11%

Source: Annual Performance Reports (2019–2025) and Annual Management Reports (2019–2025).

207. Limited funding[268] amounts and flexibility led to the supply chain and delivery assurance function to rely on seed funding to support internal initiatives. The 2024 APR noted that this jeopardized the longevity of critical initiatives and created disjointed efforts depending on which units or initiatives received seed funding.[269] APR findings are consistent with evaluation data collection that observed delays in platform roll-outs[270], limited dissemination of the Roadmap's initiatives (EQ1.1), fragmented systems (EQ3.1) and limited aggregation of strategic SP KPIs (EQ2.2).

[265] Evaluation of WFP's Preparedness Policy, 2024.
[266] For example, Chad, Djibouti, Palestine.
[267] Flexible funding data for 2019–2022 for supply chain division not available.
[268] The ET did not have access to the amount of internal funding received for implementing initiatives.
[269] WFP Annual Performance Report, Annex IV-B, 2024.
[270] In 2024 a surge of new platforms was rolled out, although this had been cited as an aspiration from 2021.

Aligned with the Corporate Strategic Plan, the Roadmap prioritized evidence generation, leading to investments in tools like DOTS, LESS and retail market analyses that enhanced data availability and informed tactical choices. While localized successes, such as market intelligence informing operational design, are evident, broader adoption of evidence-based decision making remains uneven. Persistent challenges include fragmented systems, limited interoperability, reliance on manual spreadsheets and a lack of strategic KPIs. As a result, performance tracking and evidence use remain resource-intensive and inconsistently applied across the supply chain function thereby limiting the consistent integration of evidence into strategic decision-making.

EQ4.4: Evidence and Data

208. **Evidence generation is a key enabler in the Roadmap, in alignment with the WFP Corporate Strategic Plan.** The Corporate Strategic Plan (2022–2025) emphasized a commitment to the use of more robust, timely and relevant evidence throughout the programme cycle and its utilization for decision making.[271] Within the Roadmap, these objectives were oriented towards the promotion of an increasingly diagnostic approach to operations and the establishment of a data-centric culture.

209. **There is evidence of investments to establish an increasingly data-centric culture within the Supply Chain function, although more remains to be done on integrated data packages.** WFP has made a series of investments in systems, tools and processes to improve the availability of data, specifically related to cost-efficiency (see EQ2.1, Table 6) and the environmental footprint of supply chain activities (see EQ3.4), as well as broader efforts to links datasets to manage performance metrics and visualize evidence (such as DOTS) and increase data quality and visibility (such as LESS, see EQ4.2). Interoperability issues and the proliferation of country-specific tools limit the potential of integrated data packages (see EQ3.1 and 4.2).

210. **Evidence-based decision making is present but impeded by systemic factors.** The evaluation found evidence of the supply chain and delivery assurance function using data from digital platforms and tools and country-specific initiatives to inform decision-making (EQ2.1). The evaluation team found evidence of local market intelligence supporting operational designs of supply chain implementation. This included identifying potential market contributions from local purchase (e.g. Tanzania), assessments on modality usage based on local markets (e.g. Chad, Nepal), and preferred sourcing options for school meals (e.g. Honduras). The internal audit on WFP's Supply Chain, CBT, Retail and Markets unit also noted similar findings in terms of market intelligence and supply chain operations.[272]

211. **Systemic challenges persist in consistently using evidence and data for strategic decision making.** Three systemic challenges identified by the ET included the following ones: i) different information needs between HQ and COs; ii) fragmented systems; and iii) inadequate corporate indicators (and their measurement) to use for strategic decision making. These elements are discussed in detail under other EQs with findings aggregated below (Table 18).

[271] WFP Strategic Plan, 2022–2025.
[272] Internal Audit of WFP's Supply Chain CBT, Retail and Markets Unit. 2023.

Table 18: Systemic Challenges for Data and Evidence

Challenge	Result
Different information needs between HQ and COs	HQ has rolled out new tools, platforms and processes to meet the aspirations articulated in the Roadmap. However, the continuation of country-level spreadsheets and other tools indicates a mismatch between centrally developed tools, geared for compliance and accountability, compared to CO needs, related to responsiveness and delivery.
Fragmentation of HQ systems	There is limited interoperability of centrally developed systems. This reduces the quality of data because cross-metrics cannot be easily extracted or multiple datasets compared, although the DOTS system is making progress.
Inadequate corporate indicators	Some corporate indicators, such as the CRF indicator for policy monitoring, have limited value for generating the depth of evidence needed for decision making. Supply chain KPIs are not yet being tracked.

Source: Elaborated by ET.

212. As a result of these challenges, locating and generating the necessary data for assessing the effectiveness and efficiency of WFP's operations remains time consuming and challenging.[273] For example, information compiled in the Annual Performance Reports still requires teams of data scientists and supply chain experts to refine the raw data coming out of the systems and to turn them into valid indicators for strategic tracking. These challenges are also evidenced by the fact that debates over a standardized methodology applicable to all types of country operations have delayed the utilization of strategic KPIs developed by the supply chain function.[274] Notably, the evaluation did identify initiatives to improve these issues, such as efforts to improve data quality of LESS through monitoring dashboards.[275]

The "People" enabler in the Roadmap highlights the need for appropriate skills, capacity and culture to deliver on its objectives. Staff commitment and technical expertise are recognized strengths. However evolving expectations have expanded to include programmatic engagement, government coordination and entrepreneurial functions, such as marketing on-demand services. These expectations have outpaced staffing levels, which have remained unchanged, leading to increased workloads and unmet needs to address WFP's evolving role in emergency response, logistics and joint service provision.

EQ4.5: People

213. **In alignment with the WFP Strategic Plan and the Supply Chain Strategy, the supply chain staff are a key enabler in the Roadmap.** The Corporate Strategic Plan (2022–2025) emphasizes that WFP's staff play a central role in the achievement of its strategic and operational objectives and highlights the importance of investing in workforce capacities to ensure that staff are equipped to perform, in alignment with the organization's values and mandate.[276] The Supply Chain Strategy (2017–2021) reaffirmed the importance of the supply chain staff in ensuring quality operations. Within the Roadmap, these objectives were oriented towards ensuring that the supply chain staff are adequately sized, diverse and skilled to meet emerging supply chain requirements.

214. **Supply chain staff play a critical role in ensuring the supply chain functions within operations.** The importance of the supply chain staff for ensuring smooth operations is reflected in many WFP and wider evaluations. The Evaluation of the COVID-19 response (2022) highlighted that WFP's people are its heart and their experience and contribution to humanitarian responses should be maximized at all levels, including within the supply chain and delivery assurance function responsible for distributions and common service provision. A German Federal Foreign Office (GFFO) Review (2022-2024)[277] highlighted the strength of WFP's highly experienced logistics staff as providing a foundation for the Logistics Cluster's work, noting that its practical, results-oriented culture enabled cluster results.

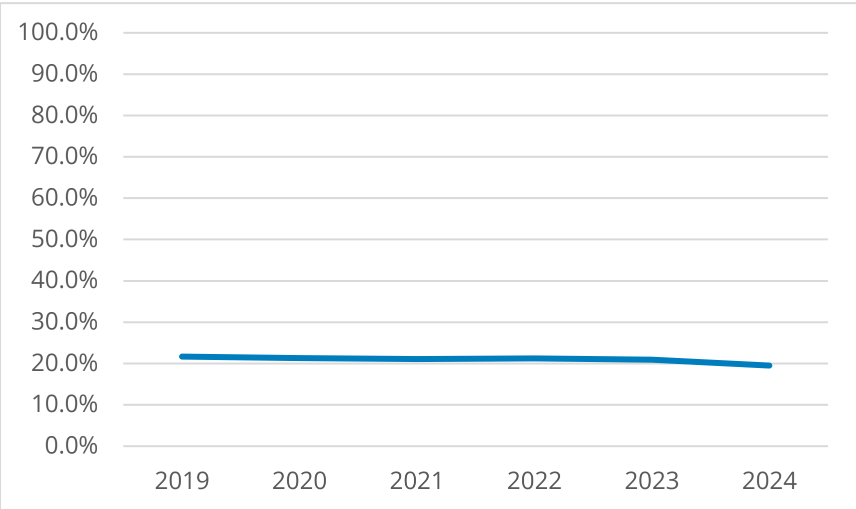
[273] Evaluation of WFP's Preparedness Policy, 2024.
[274] Strategic Register for Supply Chain Performance, 2020. The KPIs are designed to measure overall performance across key dimensions, including speed and cost.
[275] Internal Audit of LESS functionalities, 2021.
[276] WFP Strategic Plan, 2022–2025.
[277] Logistics Cluster: Training Programme End Term Review. 2024

215. Among the countries visited, the evaluation identified examples of the role supply chain staff play in overcoming fragmented systems through constant communication and coordination;[278] maintaining institutional memory to compensate for weak knowledge management systems;[279] operationalizing supply chain systems to specific contexts;[280] enhancing operational performance through partnership development combining specific technical expertise with long-term relationships.[281]

216. **There has been an evolution in the way training is delivered to Supply Chain staff.** Based on the country visits, the evaluation found that training modalities have shifted over the past decade toward expanded remote and digitalized training options. Staff have access to over 150 online training courses covering a wide range of topics and are encouraged to complete these trainings individually during periods of lower operational workload. This digitalization has allowed for increased accessibility and flexibility of tailored learning. However, there are potential quality trade-offs in these virtual options. In-person and longer, focused trainings provided value by allowing for more "hands on" activities and by fostering synergies across country offices, creating a stronger sense of community among participants. These face-to-face sessions were perceived as spaces for informal exchanges and cross-country learning beyond the training content itself. In contrast, online training formats were seen by staff as less conducive to team building and peer exchange.

217. **Despite the evolution of expected skillsets for Supply Chain Staff, there has been no increase in supply chain staff as a relative share of the total workforce.** The Roadmap articulates the need for increased skillsets among the supply chain staff across three dimensions. First, it emphasizes on enhanced familiarity and competency with new digital platforms, tools and processes intended to improve cost efficiency, effectiveness and sustainability (EQ3.1). Second, it calls for strengthened capacities to support national systems through improved programmatic integration (EQ3.2). The third is the development of marketing skills to support the delivery of joint and on-demand services in Pillar 3 (EQ3.3). In spite of these increased roles and expectations, supply chain staffing levels have not changed as a share of WFP's overall workforce (Figure 43). While the absolute number of supply chain staff increased between 2019 and 2024 (Table 19), this growth is proportionate to overall organizational expansion, and the share of supply chain staff has not increased – and even slightly declined – over the same period (see Figure 43).

Figure 43: Percentage of Supply Chain Staff as Relative Share of WFP Workforce



Source: WFP Annual Performance Reports and WFP Supply Chain Workforce Statistics 2019–2024, elaborated by ET.

[278] For example, Cairo, Chad, Honduras, Nepal.
[279] For example, Honduras, Tanzania.
[280] For example, Cairo, Chad, Honduras, Nepal, Palestine, Tanzania
[281] For example, Djibouti, Honduras, Nepal, Tanzania.

218. There is evidence that these changes in expectations have led to changes in the types of staffing roles within the supply chain function. There has been an increase in holistic roles with programmatic components – such as "supply chain" (167 percent increase since 2019) and "programme and policy" (550 percent increase since 2019 – while logistics positions have remained relatively stable over the same period (Table 19).

Table 19: Number of Supply Chain Staff by Positions (2019–2024)

Role	2019	2020	2021	2022	2023	2024
Logistics	2,972	3,112	3,201	3,517	3,596	3,100
Procurement	377	397	427	483	507	493
Programme and Policy[282]	2	3	4	4	2	11
Supply Chain	265	276	313	364	415	443
Grand Total	**3,976**	**4,238**	**4,419**	**4,864**	**5,013**	**4,583**

Source: WFP Supply Chain Workforce Statistics 2019–2024, elaborated by ET.

219. **While the shifting roles of supply chain staff appropriately reflected the increasingly complex expectations placed on them, the stable share of staffing put pressure on their ability to meet the Roadmap's expectations.** Even as the total workforce has grown, supply chain staff have consistently represented approximately 20 percent of the WFP total workforce, despite managing 73 percent of all humanitarian resourcing and facing higher expectations associated with increasingly complex, programmatic roles envisioned in the Roadmap. National staff comprise a stable 80 percent of all supply chain staff in WFP which raises considerations regarding training and capacity development measures for these new skill sets. As a result, while staffing roles are evolving to meet the programmatic aspirations outlined in the Roadmap, since the share of supply chain staff has not changed, this has placed increasing expectations on the same proportion of staff.

220. **Recent changes in context have re-emphasized the specific technical expertise of supply chain staff in implementing logistics, procurement and other supply chain functions**. The shifts in the supply chain staffing function are in alignment with the Roadmap's aspirations and the 2022_2025 Strategic Plan. However, the increasing frequencies of humanitarian responses (EQ1.1) and the subsequent shifts in WFP's strategic positioning towards a re-appreciation of WFP's capacities for direct humanitarian response (EQ3.3) have implications for the type of staffing in the supply chain function. Logistics and procurement expertise is becoming more prominent as WFP engages directly in humanitarian response, rather than solely in national systems strengthening. The trend is also evident in joint service provision and on-demand services. However, these more technical roles have remained stable as a percentage of the overall supply chain workforce.

[282] Programme and Policy is a general description typically used across programmes and is rare within supply chain staffing. The observed increase in this category is associated with staff being designated as Activity or Strategic Objective Managers in CSPEs, **rather than representing an expansion in traditional supply chain technical roles.**

3. Conclusions and recommendations

3.1. Conclusions

221. **Overall Conclusion: The Supply Chain Strategic Roadmap's main added value was to articulate overarching ambitions and aspirations for WFP's supply chain moving forward, The aims articulated in the Roadmap encouraged institutional investments and organizational changes to enhance the role of the supply chain function in support of national systems strengthening and expanding service provision to the international humanitarian community, while continuing its traditional service delivery role. However, the limited visibility of SC contributions to programmatic results, combined with contextual shifts, such as the increasing frequency and complexity of humanitarian crises and drastic cuts to the funding landscape, mean that the strategic ambition of WFP's supply chain requires updating.**

222. The supply chain's contributions to WFP's operations are notable, spanning emergency and development contexts. However, the visibility of these efforts in corporate reporting is limited, reducing WFP's ability to demonstrate its added value. WFP is perceived as the clear partner of choice for humanitarian supply chain services and there are ongoing initiatives to further expand this role within the international humanitarian sector. The Roadmap was initially designed during a period of heightened programmatic, resources and geographic expansion. The assumptions embedded in the Roadmap articulating strategic ambitions for the supply chain and delivery assurance function across WFP's dual mandate are no longer fully aligned with the current reality of funding contraction and an expanding need to support an increasing volume of emergency operations. As the organization responds to the dramatic shifts in the global context today, compared to when the Roadmap was developed, the strategic vision for WFP's supply chain needs to be updated.

223. **Conclusion 1: The Roadmap's key added value was to expand the strategic ambitions of WFP's supply chain, elevate the supply chain's strategic profile and guide the evolution of institutional arrangements and organizational investments. However, limited operational guidance constrained consistent uptake at the field level.**

224. The Roadmap articulated a vision positioning the supply chain function as central to achieving WFP's mandate, broadening the scope of supply chain responsibility beyond delivery in emergency to also articulate its role for national systems strengthening and an expanded role in the provision of services to the humanitarian community. In support of these ambitions, WFP continued and expanded centrally-led investments in systems, digital tools and cross-unit integration. However, there was variable field level awareness and uptake of these efforts in the absence of a unified conceptual framework and sufficient resources to operationalize ambitions at country level. The fragmentation of guidance across the multiple tools, platforms and processes developed to operationalize Roadmap initiatives also contributed to variation.

225. **Conclusion 2: There is evidence of improved efficiency during the period of the Roadmap and previous Supply Chain Strategy, including reductions in transfer costs and lead times. Changes in time and cost efficiency varied depending on the types of operations and national contexts.**

226. WFP's supply chain function delivered measurable cost-efficiency improvements between 2019–2024, including reductions in transfer costs and lead times. These were driven by digital tools (e.g. SCOUT, OPTIMUS, PRISMA), centralized and inter-country procurement models (such as the GCMF), advanced financing mechanisms and changes in supply chain planning processes. The strength of national systems is

the single most influential factor influencing efficiency and timeliness gains. This has important implications in that WFP investments in national systems strengthening (Pillar 2) can actually contribute to internal WFP improvements in efficiency (Pillar 1). Fragmented tool integration and insufficient inter-metric decision guidance limited the optimization potential for both cost-efficiency and timeliness.

227. **Conclusion 3: Supported by the ambitions articulated in the Roadmap, the supply chain function has contributed to WFP maintaining its leadership role in rapid emergency responses, providing evidence of rapid mobilization, scalable infrastructure and increasing programmatic integration.**

228. The supply chain and delivery assurance function navigates between shifting roles based on the type of response and national context—repositioning between leading emergency operations, supporting WFP programmes internally and providing technical assistance as responses evolve. The Roadmap appropriately identified people as a critical enabler of WFP's success in responding to sudden-onset and protracted emergencies, reinforcing WFP's position as a partner of choice in humanitarian settings. Global platforms, corridor mechanisms and prepositioned stocks enabled faster delivery and greater agility. The scaling up of responses is hindered by short term and earmarked funding, and coordination bottlenecks. The specific role of the supply chain function and its staff evolve as responses move between development, protracted and sudden-onset situations. This places strain on maintaining the appropriate staff capacity to provide leadership in emergencies.

229. **Conclusion 4: WFP's Local and Regional Food Procurement Policy (2019) strengthened the rationale for integrating programmatic objectives (e.g. to support smallholder farmers and to strengthen food value chains) with WFP's procurement needs. It guided the supply chain function in contributing to strengthening national systems both in contributing to local supply chains and in building technical supply chain expertise. Approaches vary significantly due to the particularities of individual contexts which leads to gaps in measuring impact globally when combined with limited conceptual guidance, constrained resourcing and shifting expectations.**

230. The Roadmap's emphasis on supporting the implementation of the Local and Regional Food Procurement Policy contributed to the Pillar 2 objectives on national systems strengthening by articulating the value proposition for local sourcing, supporting smallholder farmers and developing mechanisms, including waivers, for integrating local procurement options into supply chain systems. In this regard, the LRPFP has proven its value. Local procurement percentages have remained stable throughout the period under review, and there has been a small increase in smallholder farmer inclusion, suggesting that further gains would require significantly more investment from supply chain staff. Moreover, smallholder inclusion may be more useful to consider as a targeted programme tool rather than a general approach. Technical assistance to governments expanded in selected countries, contributing to capacity development in food quality, logistics and planning. However, inconsistent funding, lack of formalized metrics and variable integration within CSPs limited scale and sustainability. Despite progress in institutional arrangements linking programmes and supply chain function, more integration is needed, as evidenced by persistent coordination gaps identified in country visits.

231. **Conclusion 5: WFP's mandated common and on-demand services demonstrated consistent growth and strong partner satisfaction, reinforcing the supply chain function's role in supporting the international humanitarian community. Current and future UN reforms have the potential to further expand the supply chain function's joint service provision opportunities.**

232. Mandated services, such as UNHAS and the Logistics Cluster, continued to provide critical support for the humanitarian system, particularly during complex crises. On-demand services have expanded, particularly related to food, cash and logistics services and within the context of sudden-onset and protracted crises. These services have enhanced WFP's visibility and the responsiveness of the sector more broadly. Reporting structures have underrepresented these contributions in corporate performance frameworks, diminishing their strategic visibility and potential for resource mobilization. The recent reduction in funding and current and future UN reforms have implications for the further expansion of the supply chain and delivery assurance function as a provider of joint services to the international humanitarian community. There are nascent efforts underway to develop suitable platforms to support this joint service function. However, marketing of ODS services, which is managed by the supply chain function,

requires an additional layer of skills in entrepreneurial service marketing, with implications for staffing profiles.

233. **Conclusion 6: Although recently piloted, the integration of environmental sustainability considerations into the supply chain function is improving environmental outcomes. The specific uptake of these tools by country offices varies.**

234. The 2022–2025 Roadmap elevated environmental sustainability as a strategic aspiration, supported by the roll-out of new strategies (e.g. the 2024 Supply Chain Environmental Strategy and regional strategies) and tools (e.g. ECODASH) designed to track emissions and waste, and to optimize low-impact sourcing and transport. Initiatives, such as packaging redesign and the use of carbon tracking in procurement decisions, reflect positive movement. The available data on country emissions suggests improvements in WFP's supply chain function's carbon footprint, with the greatest potential reductions occurring from improved sourcing options to reduce the carbon emissions from food production. The complete integration of environmental metrics into operational planning remains a work in progress, with the ECODASH platform only recently being piloted. Individual country offices have considerable latitude in how they prioritize sustainability, often dependent on resourcing or specific donor incentives. Sustainability trade-offs are not yet systematically assessed against potential changes in cost or speed in decision-making. Further institutional commitment and alignment of incentives will be needed to mainstream environmental sustainability across the supply chain.

235. **Conclusion 7: WFP's supply chain function has incorporated gender, equity, and protection considerations, in alignment with broader corporate strategies and policies. Gaps remain in ensuring consistent application.**

236. The evaluation found emerging integration of gender and protection within WFP's supply chain operations. Initiatives such as contracting women suppliers, incorporating gender clauses in contracts, and adapting rations for women demonstrate alignment with the corporate Gender Policy. Country-level efforts often depend on individual initiative and the capacity of cooperating partners, which are now under supply chain management, and which varies widely. Protection measures in the distribution of rations and cash, though not guided by the Roadmap, are increasingly embedded through contractual clauses, partner training and market engagement to reduce risks.

237. **Conclusion 8: The Roadmap's broad scope and the increasing complexity of expected skills for supply chain staff demands a diversified and expanded supply chain workforce. Current staffing levels have not evolved commensurately.**

238. Even with emerging sophisticated systems, people remain at the heart of WFP supply chain performance. The programmatic aspirations built into the supply chain and delivery assurance function have required staff to develop new capabilities beyond basic technical expertise in procurement or logistics. There have been shifts in the types of supply chain roles, with an increase in holistic roles. However, the relative share of supply chain staff within the total WFP workforce has remained constant (at 20 percent, of which 80 percent are national staff). This has led to pressures to do more, but with the same levels of staffing. Given the prominence of national staff in the supply chain function, efforts to develop enhanced skill sets will need to consider methods that are most relevant and accessible to national staff.

239. **Conclusion 9: Digital innovation, partnerships and an increasing emphasis on data and evidence have supported decision making for responding to emergencies, provided augmented and on-demand services and supported national system strengthening. Sustainable funding solutions has had a more limited role in enabling achievements. While affected most recently by funding cuts, the limited visibility of supply chain operations may have also reduced WFP's ability to attract funding.**

240. The supply chain and delivery assurance function has established a diversity of partnerships, including extensive relationships with the private sector and national governments. There is a constant tension balancing the transactional relationships for accountability and the collaborative relationships required to enhance long-term effectiveness and problem solving. There is evidence of a surge in digital platforms and tools envisioned by the Roadmap, with increased interest in ensuring interoperability and interconnectedness, as well as further tailoring systems to be fit-for-purpose for operational management

as well as compliance and accountability. Resourcing constraints have impacted the potential for an overarching strategic approach to advancing the Roadmap's aspirations and have led to an overreliance on seed funding for specific initiatives, resulting in more fragmented achievements. There is increased development of data, albeit primarily for tracking operational management processes, with recent initiatives focused on increasing the accessibility of currently available data and on further developing the performance-oriented KPIs already included in the (not yet rolled out) Supply Chain KPI register.

3.2. Recommendations

241. Based on the findings from the evaluation including these emergent themes from the analysis of evaluative evidence, the evaluation team has presented the following recommendations for consideration (Table 20).

Table 20: Recommendations

No.	Recommendations and sub recommendations	Rationale	Type	Responsibility – lead office	Other contributing entities	Priority	Deadline for completion
1	**Update the supply chain road map and convert it into a supply chain and delivery strategy**						
	Develop a supply chain strategy to articulate the vision for the supply chain and delivery function, aligns with the corporate strategic plan, and considers WFP's evolving commitments' to UN80. The strategy should articulate the following components: • WFP's comparative advantages and priorities for the supply chain and delivery function; • integration of cross-cutting priorities in line with WFP's new strategic plan and corporate policies; • elevation of environmental sustainability, showcasing leadership and operational synergies in that sector; • articulation of the pathways for coordination between WFP's programmes and the supply chain and delivery function at the global, national and local levels; and • clarification of appropriate governance mechanisms and risk appetites.	The changing operational, institutional and financial context requires an update to the strategic vision for WFP's supply chain. An updated strategy should articulate how the supply chain will prioritize its efforts, considering WFP's comparative advantages and its work with partners. The *Supply Chain Strategic Roadmap 2022–2025* lacked a communication and dissemination plan and the associated KPIs against which to report, which should be part of an updated strategy.	Strategic	Supply Chain and Delivery Division (SCD)	Programme, Policy and Guidance Division (PPG), Deputy Executive Director and Chief Operating Officer Department (DED-COO), Analysis, Planning and Performance Division (APP), Chief Financial Officer Division (CFO), Management Services Division (MSD)	High	February 2027

No.	Recommendations and sub recommendations	Rationale	Type	Responsibility – lead office	Other contributing entities	Priority	Deadline for completion
2	**Enhance the coherence and interoperability of planning platforms and processes across WFP within the supply chain and delivery function and with relevant areas of the Programme Division**						
2.1	Establish joint planning and coordination mechanisms for SCD and the Programme Division to identify and explore opportunities for enhanced coordination and linkages, including with a focus on local and regional procurement as per the local and regional food procurement policy.	WFP's supply chain has been positioned within the organization's institutional structure for greater programmatic contributions, and it has benefited from the establishment of "one supply chain" and the development of a wide array of digital tools and platforms to enhance cost-efficiency and decision-making. However, the institutional arrangements have not yet been fully integrated into programmes, and the array of business processes within the one supply chain and accompanying tools is fragmented.	Operational	SCD	Programme Operations Department, Technology Division (TEC), MSD	Medium	December 2026
2.2	Develop and implement a road map for ensuring the interoperability of key SCD and Programme Division platforms, such as LESS and COMET, to harmonize data flows, reduce reconciliation burdens, and strengthen end-to-end visibility.			TEC	SCD, CFO	Medium	December 2026
3	**Enhance external coherence for the operationalization of a United Nations-wide integrated supply chain vision**						
3.1	Explore and clarify the organizational implications for WFP of a United Nations-wide integrated supply chain and delivery platform, as a key component of the new supply chain strategy.	In the context of the UN80 reform initiatives, WFP's leadership in emergencies and expanded joint service provision in logistics for the international humanitarian community will become an increasing priority for the organization and the United Nations system. To be able to maintain and strengthen its leadership role in humanitarian	Strategic	DED-COO	SCD, Legal Office, CFO, TEC, DED-COO, Partnerships and Innovation Department	High	February 2027

No.	Recommendations and sub recommendations	Rationale	Type	Responsibility – lead office	Other contributing entities	Priority	Deadline for completion
		logistics and joint service provision, WFP will need to ensure that its legal, governance and other systems are set up to allow the organization to take on a role in the provision of joint services within the broader United Nations system. This will require WFP to ensure that its supply chain capacity is not only a comparative advantage internally, but also an integrated enabler of collective outcomes throughout the United Nations system and the international humanitarian community.					
4	**Strengthen the operationalization of implementation mechanisms in alignment with the revised supply chain and delivery strategy, the WFP strategic plan and UN80**						
4.1	Conduct a comprehensive assessment of staffing levels across the supply chain to identify adjustments in the relative share of supply chain staff as a percentage of WFP's total workforce, commensurate with the expected skillsets needed, and in light of budget reductions and WFP's organizational realignment.	In addition to external coherence, in the context of the UN80 reform initiative, WFP's leadership in emergencies and expanded joint provision of logistics services for the international humanitarian community will become growing priorities. WFP and its supply chain and delivery function should review the implementation mechanisms that support supply chains and corporate strategies, including the infrastructure, staffing capacity and reporting		POC	SCD, Human Resources Division	High	February 2027

No.	Recommendations and sub recommendations	Rationale	Type	Responsibility – lead office	Other contributing entities	Priority	Deadline for completion
		mechanisms of SCD, within the context and given the shifting priorities of WFP and the United Nations system.					
4.2	Develop a standardized performance monitoring framework, building on the available strategic KPI register and corporate results framework indicators, to help increase the visibility of WFP's achievements in the supply chain and delivery function.	Current KPIs and reporting mechanisms do not capture the contribution or impact of WFP's supply chain and delivery function at the country level, or in terms of corporate performance, which limits the visibility of the supply chain in terms of its strategic positioning within the broader international humanitarian community.		SCD	APP	Medium	February 2027

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