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Review of SCOPE In-Kind Rollout

Office of the Inspector General
Internal Audit Report AR/25/26

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I. Executive summary

Background

1. As part of its annual workplan, the Office of Internal Audit conducted a review of SCOPE In-Kind Rollout, focusing on: (i) the development and implementation of an enhanced functionality of the existing SCOPE IT solution (WFP's digital platform to register beneficiaries, manage aid distribution, and track results) to meet operational needs; and (ii) IT application controls related to data integrity, accuracy, and authorization. The audit covered the period from 1 January 2023 to 30 November 2024 and was informed by the results of the internal audit of WFP operations in Ethiopia¹ completed in the third quarter of 2025.
2. In June 2023, WFP Ethiopia suspended its country-wide relief and refugee assistance following allegations of food aid diversion and the identification of systematic control gaps, then implemented assurance actions with the support from Global Headquarters. At the same time, WFP launched the Global Assurance Project to ensure that eligible beneficiaries receive safe, full, and interference-free assistance. The new Global Assurance Framework comprises four standards including tracking of in-kind commodities from origin to recipients.
3. In August 2023, the Technology Division, at the request of the WFP Ethiopia country office (thereafter WFP Ethiopia), initiated the development of SCOPE In-Kind as an enhanced functionality of SCOPE. This functionality is designed to prevent food aid diversion by efficiently tracking food commodities from warehouses to beneficiaries. This marks WFP's first corporate automated solution supporting in-kind assistance. Developing this functionality involves significant challenges, considering the required resources and WFP's complex, interdivisional and decentralized structure for managing and delivering food commodities.
4. At the end of 2024, the functionality was deployed in WFP Ethiopia and was piloted and being rolled out in 10 country offices (Afghanistan, Central African Republic, Mali, Myanmar, Niger, Nigeria, Somalia, South Sudan, Sudan, and Uganda). At the end of June 2025, only the roll-out in Ethiopia was completed; the 2024 roll-out in the 10 country offices was still ongoing, and the functionality was being rolled out in 2025 in seven additional country offices (Burkina Faso, Chad, Colombia, Madagascar, Mozambique, Venezuela and Burundi).

Audit conclusions and key results

5. The internal audit report does not include an engagement level rating as the implementation of SCOPE In-Kind remains in progress and critical components are still undergoing development. The results of the audit highlighted that the governance, risk management, and application controls for the key areas included in the audit scope were generally established but needed improvements. Prompt management action is required to ensure that identified risks are adequately mitigated.
6. At the onset, the definition of business requirements for the SCOPE In-Kind functionality was focused on WFP Ethiopia's operational and assurance needs. The urgency to resume in-kind distributions in Ethiopia following the pause in beneficiary assistance led to a streamlined consultation process that prioritized immediate operational requirements over broader global

¹ Internal Audit of WFP Operations in Ethiopia (AR/25/12), September 2025.

considerations. The lack of standardized workflows and procedures for in-kind assistance delivery across WFP operations was one of the main challenges in defining business requirements and designing a solution that can easily be replicated and adapted to other country operations.

7. WFP has prioritised the implementation of SCOPE In-Kind to support in kind assistance delivery and enhance the modality's assurance. In November 2024, a SCOPE In-Kind rollout working group (consisting of representatives from WFP's Technology and Supply Chain and Delivery divisions) was established to provide strategic direction, refine business requirements, and support the global deployment of the enhanced functionality across WFP country offices.

Actions agreed

8. The audit report contains three observations with high-priority actions that require urgent management attention:

9. **Alignment and evolution of business requirements** ([Observation 1](#)): The absence of a dedicated project steering committee, responsible for making decisions related to business requirements and corporate guidance for in-kind delivery and for overseeing SCOPE In-Kind rollout, increased the risk of misaligned system capabilities and operational requirements as well as project delays. While cross-functional teams were engaged at the country office level, gaps persisted in capturing user needs and operational nuances, leading to additional iterations and delays during development and global rollout. There is a need to clarify roles and responsibilities of various stakeholders, including country offices and headquarters units, in defining and finalizing standard business process and requirements (for in-kind assistance delivery) informing system development.

10. **Architectural adaptation and functional integration** ([Observation 2](#)): The SCOPE In-Kind development process did not adequately consider how individual system components interact within the overall IT operational framework. During the implementation of SCOPE In-Kind, gaps in location master data management emerged due to diverse operational contexts and variations in programme design across country offices. Specifically, the audit noted gaps in data flows and discrepancies in geolocation and master data² mappings between interfacing systems that hindered seamless commodity tracking and reconciliation.

11. **Reconciliation controls and data visibility** ([Observation 5](#)): Minimum reconciliation requirements for in-kind assistance delivery have not yet been defined including what household level reconciliation entails. Guidelines for the reconciliation of in-kind assistance distribution are yet to be developed. These requirements will inform the development of SCOPE In-Kind in providing granular, household-level and commodity quantity data necessary in informing the reconciliation activities at the end of commodity distributions.

12. The audit report also contains two medium-priority observations related to the SCOPE In-Kind functionality's change management, formalized roles and responsibilities of key stakeholders, and application controls. Management has agreed to address the reported observations and to implement the agreed actions by their respective due dates.

13. The Office of Internal Audit would like to thank managers and staff for their assistance and cooperation during the audit.

² Enterprise Master Data ("Master Data") is defined as the core reference data elements used in multiple applications and processes across an organization.

II. Context and audit scope

Background

14. The SCOPE In-Kind enhanced functionality (the functionality) builds on the SCOPE platform's existing features, utilizing components such as the registration application for beneficiary enrollment, the identity management database for biometric verification, and mPOS devices for distribution. The functionality introduced integrations with WFP's master data systems, including LESS for logistics, COMET for programmatic planning, and DOTS for data reconciliation.³

15. In line with the Executive Director Circular on Strengthening and Rationalizing WFP's Information Systems and Communications Technology and Information Management (ED2001/003), the Technology Division (TEC) oversaw the integration of IT solutions and data flows while assessing country offices' IT readiness and supporting the rollout in collaboration with business units, regional bureaus, and country offices.

16. In June 2023, following allegations of food aid diversion and the identification of systematic gaps in controls, WFP Ethiopia paused its country-wide assistance for relief and refugee activities and implemented augmented assurance actions with the support from Global Headquarters.

17. In line with the Global Assurance Project (GAP) – a corporate initiative to ensure that the right people receive the assistance for which they are eligible, safely, in full and without interference – WFP developed a Global Assurance Framework which consists of a set of four standards – (1) WFP consults with and listens to the people it assists and respects their privacy; (2) WFP knows who is being assisted and, at the end of every cycle, who did and did not receive their assistance; (3) WFP knows that its in-kind assistance is safe and where it is – from origin to distribution; and (4) WFP maintains operational independence) – and eight minimum assurance measures. The third standard would entail digital tracking at the level of both food commodities and beneficiary identities, which has not been done before unlike WFP's cash-based transfers.

18. Given the urgency to resume in-kind distributions in WFP Ethiopia, the definition of business requirements for the SCOPE In-Kind functionality was focused on the country office's operational and assurance needs. This approach resulted in a streamlined consultation process that prioritized immediate operational needs over broader global considerations. In addition, the lack of standardized workflows and procedures for in-kind assistance delivery across WFP operations was the main factor challenging the definition of business requirements and designing a solution that can easily be replicated and adapted to other country operations.

19. After the assistance pause, WFP Ethiopia, in collaboration with the Supply Chain and Delivery Division (SCD) and TEC at WFP Global Headquarters, mapped end-to-end process flows to implement the global assurance standards. In July 2023, the country office approved the implementation plan for the new platform, prioritizing the integration of SCOPE, Payment Instrument Tracker (PIT) to managing and tracking payment instruments throughout their lifecycle, from issuance and disbursement to redemption and reconciliation, and the SCD's Delivery

³ mPOS (Mobile Point of Sale), LESS (Logistics Execution Support System), COMET (Country Office Monitoring and Evaluation Tool), DOTS (Digital Operations and Tracking System), and PowerSync are key digital applications used within WFP's SCOPE ecosystem. These systems support various operational and monitoring functions, including beneficiary redemption management, logistics commodity tracking, programme performance evaluation, and data synchronization across field operations data sets. See further description in WFP systems.

Assurance Service (SCDD)⁴ to handle beneficiary identity data processing, anomaly detection, de-duplication, reconciliation, and assistance tracking. At the same time, the first three rounds of in-kind distributions in the Tigray region resumed on the interim DAT/PIT solution, which was selected for its adaptability to manage in-kind distributions at that time.

SCOPE In-Kind development and rollout

20. The line-of-sight concept drove the functionality's design, allowing the development of features that run on the existing platform, can be reused for the long-term strategy, and is essential to guarantee the necessary level of control over the food distribution process in the field. This approach addressed core operational needs such as data ingestion, de-duplication, and reconciliation.

21. In August 2023 and as a use case of the functionality, WFP Ethiopia transitioned to a comprehensive in-kind transfer management system with the aim of: (a) fully integrating SCOPE with LESS and COMET; and (b) ensuring automated reconciliation of commodity dispatches and deliveries. Leveraging the existing SCOPE registration application, the project team developed specifications to address food distribution, data reconciliation, and pre- and post-distribution analytics.⁵ The development process followed an agile methodology, culminating in three iterative releases between October and December 2023: the first release (on 11 October 2023) introduced the core in-kind modality and distribution management features; the second release (on 21 October 2023) enhanced synchronization capabilities with PowerSync and mPOS functionalities; and the third release (on 21 December 2023) incorporated advanced distribution management capabilities, meeting some of the business requirements identified earlier.

22. Each release was supported by rigorous User Acceptance Testing guided by a comprehensive test plan finalized in October 2023. Pilot distributions conducted in November 2023 validated the system's functionalities in managing in-kind distributions in the Ethiopia operational context, setting the stage for broader rollout across WFP operations. In January 2024, WFP Ethiopia decided to use, on a long-term basis, SCOPE In-Kind.

23. In May 2024, WFP established a global task force to review IT solutions related to beneficiary identity management, delivery, and distribution. Its findings culminated in a set of interim endorsed tools, including the scale up of the SCOPE In-Kind beyond WFP Ethiopia. The task force prioritized the needs of 31 high-risk country offices under the GAP, while preparing for broader deployment. By end November 2024, several country offices were at various stages of testing and piloting the functionality,⁶ with lessons learned from the Ethiopia, South Sudan, and Afghanistan country offices informing ongoing refinements.

24. By year-end 2024, the functionality was fully deployed in WFP Ethiopia, and it was piloted and being rolled out in 10 country offices namely, Afghanistan, Central African Republic, Mali, Myanmar, Niger, Nigeria, Somalia, South Sudan, Sudan, and Uganda.⁷ At the end of June 2025, only

⁴ Data Assurance Service (originally "Data Assurance Tools" or DAT) under SCDD was decommissioned at the end of June 2025 and its transition to TEC is ongoing.

⁵ Digitally enabled distributions tested in Ethiopia's Tigray region during August 2023 informed refinements to the system.

⁶ The rollout focused on unconditional resource transfers and general food assistance, with plans to expand to other in-kind programmes such as nutrition, resilience, and school meals, starting from high-risk country offices.

⁷ The initial rollout targeted country offices already using SCOPE, followed by expansion to country offices that would adopt SCOPE and require additional onboarding and support.

the rollout in Ethiopia was completed; the 2024 roll-out in the 10 country offices was still ongoing; and the functionality was being rolled out in an additional seven country offices, namely, Burkina Faso, Chad, Colombia, Madagascar, Mozambique, Venezuela and Burundi.

25. In the second quarter of 2025, SCD started facilitating the SCOPE In-Kind roll-out lessons learned. Four sessions were dedicated to the five regional offices, followed by a headquarters cross-functional operational working session in July 2025 to process the regional findings, identify priorities, define actionable points and map responsibilities. A cross-functional senior-level session then followed at headquarters to review the proposed plan, finalize agreed actions, define ownership, and align on next steps.⁸

26. The comprehensive lessons-learned exercise identified five main challenges that need to be addressed moving forward. The audit findings raised in this report relate to these challenges as well as the cross-cutting gaps mentioned below.

- a. **System fragmentation and integration challenges** ([Observation 1](#) & [Observation 2](#)) – a fragmented systems architecture creating operational silos with non-standardized processes and limiting scalability;
- b. **Reconciliation and dashboard gaps** ([Observation 5](#)) – an absence of corporate guidance, standardized dashboards and a common approach for food and identity management reconciliation for SCOPE In-Kind;
- c. **Location alignment challenges** ([Observation 2](#)) – a lack of agreed definition and granularity of “locations” to be used across various systems;
- d. **Training gaps and fragmented support structures** – no global training strategy, high staff turnover and a lack of centralized knowledge management; and
- e. **Governance, coordination, and gaps in standard operating procedures**, including roles and responsibilities ([Observation 1](#), [Observation 3](#) and [Observation 4](#)) – ambiguous ownership of the end-to-end process for in-kind delivery, as there is no dedicated function similar to cash-based transfers.

27. In June 2025, the SCOPE In-Kind Roll-out Plan established a joint effort across multiple divisions under the coordination of a global SCOPE Roll-out Coordinator. SCDD is leading the initiative, supported by technical experts in regional offices and headquarters, to train country offices, oversee preparation, pilots, and scale-up, and develop key documentation including standards, guidance, standard operating procedures (SOPs), and a RACI matrix. Multifunctional working groups address critical workstreams, such as location alignment, reconciliation, and API integration between SCOPE In-Kind and Cooperating Partner Stock Management systems. The Analysis, Planning and Performance Division and TEC focus on the required technical developments, tool integration, and location resolution, supported by dedicated resources.

⁸ SCOPE In-Kind Rollout Global Lessons Learned, Senior-level Session, 9 July 2025.

28. In September 2025, the Executive Director signed a decision memorandum to roll-out corporate system solutions – including SCOPE In-Kind and Cooperating Partner (CP) Stock Management⁹ – developed to support WFP's upcoming change in its accounting policy on food commodities expense recognition (to be at the point of distribution to beneficiaries) from 1 January 2026 in line with the International Public Sector Accounting Standards (IPSAS) and as recommended by WFP's external auditor. This mandatory roll-out may require a phased approach aligned with available funding and other resources.¹⁰ The estimated cost of rolling out SCOPE In-Kind amounted to USD 7.3 million (USD 2.9 million in 2025 and USD 4.4 million in 2026).

Objective, scope and methodology of the audit

29. The audit's objective is to provide independent and objective assurance on the effectiveness of governance, risk management, and application controls associated with the new functionalities of SCOPE In-Kind.

30. The specific functionalities that were evaluated are outlined in the graph next page.

31. The audit focused on the following key areas:

- a) **System design and implementation** that assessed the development of the solution to address the business requirements, system implementation and user experience.
- b) **IT application controls** that reviewed the integrity, accuracy, and authorization of data and processes within SCOPE In-Kind.

32. The audit covered the period from 1 January 2023 to 30 November 2024. Preliminary audit observations were shared in February 2025 and a preliminary written response from management was received in March 2025. The Office of Internal Audit decided put this report on-hold pending the conclusion of the audit of WFP operations in Ethiopia,¹¹ in particular the testing results on identity management and the SCOPE In-kind deployment and operationalization. These findings informed, in turn, this report. In parallel, the Office of Internal Audit reviewed SCOPE In-Kind roll-out progress between November 2024 and June 2025, as well as the outcome of the Lessons Learned exercise led by management. This report was finalized thereafter.

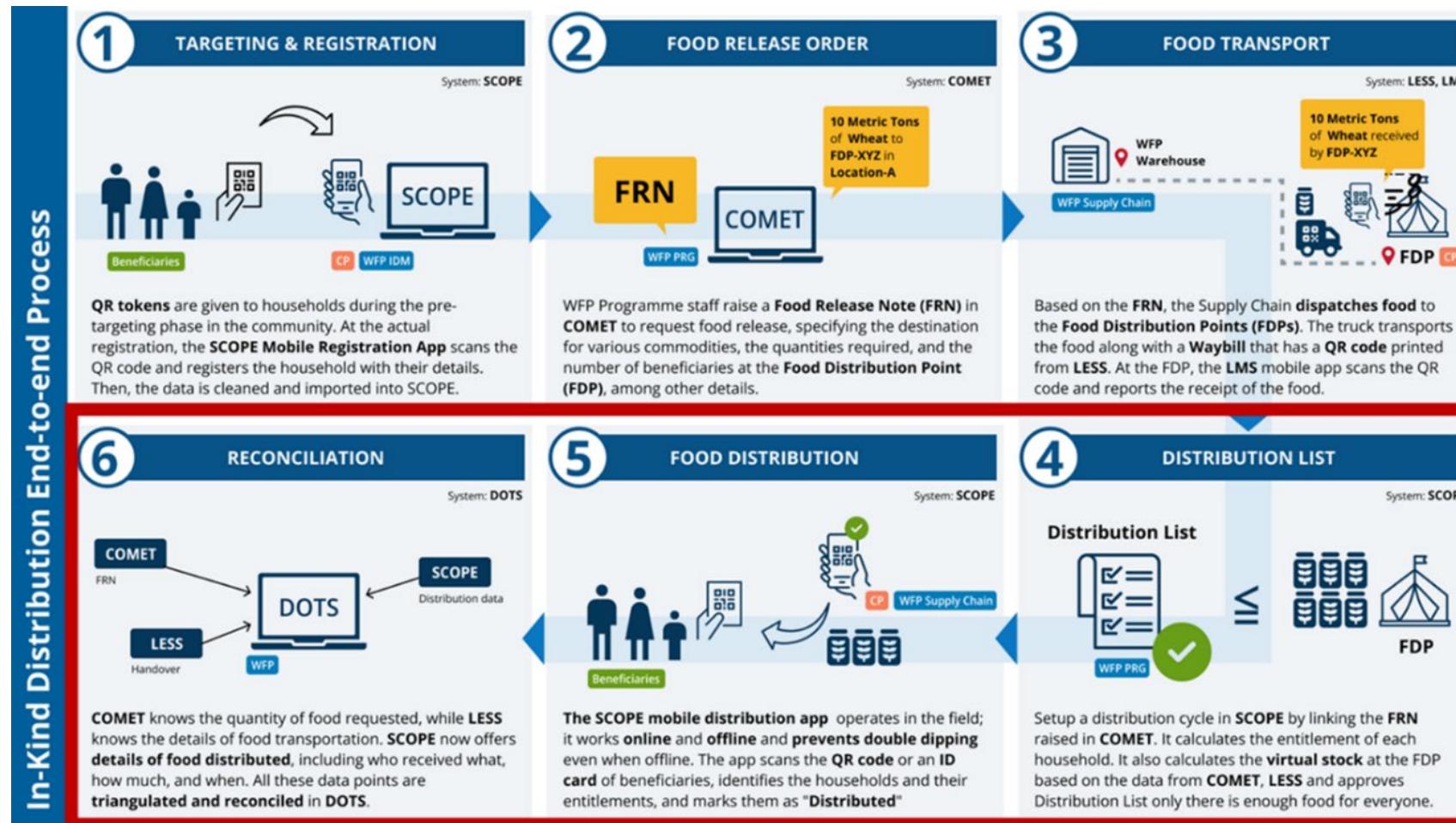
33. The audit used a comprehensive methodology that included: interviews with key WFP personnel, reviewing relevant documentation, requesting walkthroughs, mapping key processes, performing data analysis, field visits, testing transactions, root cause analysis, and verifying compliance with applicable policies and procedures.

34. The audit was conducted in accordance with the *Global Internal Audit Standards* (GIAS) issued by the Institute of Internal Auditors.

⁹ A web application that digitalizes stock tracking at the cooperating partner (CP) level, providing near real-time visibility of stock receipts, balances, and dispatches at CP warehouses and distribution points, closing the gap between WFP's handover to CP and the final distribution by CP.

¹⁰ In line with the decision memo, SCD and TEC are prioritizing four technical enhancements on the following areas for the remainder of 2025: (i) CP Stock Management integration with SCOPE; (ii) aggregate distribution reporting for partners; (iii) Food Release Note functionality; and (iv) commodity leftover recording.

¹¹ Internal Audit of WFP Operations in Ethiopia (AR/25/12), September 2025.



L SCOPE In-Kind new functionalities assessed in the audit

III. Results of the audit

Audit work and conclusions

35. Six observations resulted from the audit, relating to the system design and implementation and IT application controls. Other audit issues assessed as low priority were discussed directly with relevant stakeholders and are not reflected in the report.

Use of SCOPE In-Kind in WFP Ethiopia

36. The SCOPE In-Kind distribution cycle in WFP Ethiopia begins with the setup of distribution plans that are linked to food release notes in COMET. Household entitlements are automatically calculated based on the food basket. Distribution lists are approved only if sufficient food is available at the final distribution point.¹²

37. This aggregate level reconciliation of stock movements against distributions to beneficiaries using data from SCOPE In-Kind was driven by the Ethiopia Assurance Project and supported by digital solutions.

38. As of January 2024, WFP Ethiopia digitized the biographic records of its entire caseload; over the course of 2024, it transitioned progressively its in-kind distribution workflow from PIT into SCOPE In-Kind. The country office adjusted its caseload to available resources and outcomes of its beneficiary lists' reviews. In December 2024, it assisted its entire caseload through SCOPE.

39. In January 2025, WFP Ethiopia began operational adjustments in Northern Ethiopia handing over relief activities to other humanitarian actors. As a result, WFP Ethiopia's managed caseload in the north sharply declined, allowing the country office to concentrate resources and capacity on the registration and assistance processes in the Somali region. By May 2025, the country office processed 70 percent of its in-kind distributions through the SCOPE platform utilising biometric verification, while the remaining 30 percent were managed via the PIT system using biographic data as registrations progressed.

Focus area 1: System design and implementation

40. In July 2023, WFP Ethiopia, in collaboration with selected cross-functional teams from WFP headquarters, defined the business requirements that served as the foundation for developing the initial functionality. As a result, 72 business process needs were identified and prioritized based on urgency and complexity. At this stage, the definition of business requirements for the initial functionality was focused on the country office's immediate operational and assurance needs to resume in-kind distributions, hence, to develop and implement a minimum viable product.

41. The development and deployment of SCOPE In-Kind followed an iterative lifecycle, grounded in IT application control principles and frameworks. Its functionality was developed on the existing SCOPE-for-Cash platform actively used in many operations. The SCOPE In-Kind project governance was centred around a Project Board, chaired by the Assurance Project Manager, charged with overseeing high-level decisions, addressing challenges, and escalating issues during the functionality's development phase.

¹² Internal Audit of WFP Operations in Ethiopia (AR/25/12), September 2025.

42. The audit reviewed the project objectives and tasks, as well as the expected deliverables, to ensure they aligned with WFP Ethiopia business needs and effectively met functional, operational, and service requirements. It also assessed the system's architectural design, including its alignment with the expected solution mapping for distribution, transfer setup, and reconciliation processes.

43. In addition, the audit examined the organizational steps taken to transition the functionality to business and end-users. These assessments focused on the functionality's scalability, release controls, and overall effectiveness in addressing the intended objectives.

Observation 1: Alignment and evolution of business requirements

44. This is the first time that WFP developed a corporate end-to-end automated solution to support in-kind assistance. Developing this functionality to achieve the intended outcomes involves significant challenges, taking into account required resources and WFP's complex, interdivisional and decentralized structure for managing and delivering food commodities. The lack of standardized workflows and procedures for in-kind assistance delivery across WFP operations was one of the main challenges in defining business requirements and designing a solution that can easily be replicated and adapted to other country operations.

45. There were challenges in defining, analysing, prioritising, reviewing and validating business requirements. Given the urgency to resume in-kind distributions in WFP Ethiopia, the definition of business requirements for the SCOPE In-Kind functionality was focused on that country office's operational and assurance needs, with limited input from key stakeholders, particularly business process owners at headquarters.

46. While this approach addressed immediate operational needs for WFP Ethiopia at that time, the process of identifying critical operational nuances and user requirements specific to food commodity management in other country offices continued (and is still ongoing) regarding the complexities and process variability of in-kind delivery operations across country offices, such as the pre-positioning of commodities and alignment of data with actual commodity movements in the supply chain.

47. This variability became evident later in the development cycle, necessitating additional consultations to identify mitigation measures. The re-evaluation process required to address variations in operational processes across different contexts (including differences in programme design, commodity management workflows, and updates to other corporate systems that support SCOPE In-Kind functionalities), which resulted in vulnerabilities and inefficiencies during the initial functionality's transition and global scale-up.

48. In 2024, a SCOPE In-Kind working group (consisting of stakeholders from WFP Technology and Supply Chain and Delivery divisions) was established to provide strategic direction, enhance cross-functional coordination, refine business requirements, improve system design, and support the global deployment of the solution across WFP country offices. There is a need to clarify the roles and responsibilities of various stakeholders, including country offices and other headquarters units. This is consistent with the results of the lessons learned exercise discussed in paragraph 25.

Underlying causes:

<i>Policies and procedures</i>	Absence or inadequate corporate policies/guidelines
<i>Process and planning</i>	Rules and processes, including for decision making, not established or unclear
<i>Tools, systems and digitization</i>	Absence or late adoption of tools and systems

Agreed Actions [High priority]

The Supply Chain and Delivery Division will:

- 1) Establish a Global Headquarters-level Steering Committee responsible for making decisions related to business requirements and corporate guidance for in-kind delivery and for overseeing SCOPE In-Kind rollout.
- 2) Develop, validate, and issue corporate guidance on in-kind delivery and the global business requirements to inform the redesign of SCOPE In-Kind functionality in alignment with WFP's assurance framework.

Timeline for implementation

- 1) 31 March 2026
- 2) 30 June 2026

Observation 2: Architectural adaptation and functional integration

SCOPE In-kind integration with existing systems

49. The initial system functionality was developed to meet immediate operational needs. As a result, the limited definition of comprehensive and forward-looking business requirements hindered scalability, integration, and performance, and led to substantial adjustments during and after development.

50. During the SCOPE In-Kind implementation, gaps in location master data management emerged due to diverse operational contexts and variations in programme design across country offices. These differences led to discrepancies in geolocation data and inconsistent mapping and naming of final distribution points (FDPs), which created inefficiencies. For example, misaligned location data complicated data migration, resulting in rework and delays during rollout. This issue was highlighted in the lessons learned exercise as a major challenge affecting functionality and alignment.

Commodity quantity data

51. The prioritization of functional over technical requirements, including usability and performance, contributed to operationalization issues. For example, the user interface failed to display essential information, such as commodity quantities in distribution lists, because this data was not yet available in the system. Although SCOPE In-Kind currently retrieves primary commodity information (names and codes) from WINGS through an API managed via DOTS, there is no direct or real-time API connection to transfer commodity quantity data from LESS to SCOPE In-Kind. This

gap persisted because of development timing mismatch – the CP Stock Management feature in LESS, which enables tracking of cooperating partners' stock movements, was only developed in December 2024 and piloted in February 2025.

52. As a result, while the CP Stock Management feature in LESS was developed and piloted, SCOPE In-Kind lacked real-time visibility because the integration of the relevant data sets was pending. Until the commodity data flow between LESS and SCOPE In-Kind is fully integrated, the system could not complete, system-based verification of distribution accuracy at FDPs or confirm that redeemed commodities align with actual physical stock movements. This impacted both timeliness and accuracy of reconciliation and distribution planning processes. These integration challenges need to be resolved to ensure system efficiency and reliability. At the time of audit fieldwork, the Track & Trace initiative was in the early stages of development to address discrepancies between COMET and LESS and standardize locations and distribution points; meanwhile, the Logistics Response Team developed systems to align locations; the matter seemed addressed at the time of finalizing this report.

53. mPOS devices synchronize with vouchers from SCOPE In-Kind via PowerSync to access entitlement updates during the beneficiary entitlements assignment process.

Underlying causes:

<i>Process and planning</i>	Insufficient coordination - internal or external
<i>Tools, systems and digitization</i>	Inappropriate implementation or integration of tools and systems Absence or late adoption of tools and systems

Agreed Actions [High priority]

The Technology Division will:

- 1) Replace the SCOPE In-Kind virtual stock feature with the CP Stock Management feature, when available in LESS, to enable seamless and accurate data transfer.
- 2) Finalise and implement technical improvements to the Transfer Adapter Gateway as a replacement to Powersync to enhance the resilience of voucher synchronization with mPOS devices and ensure more reliable data transfer.

The Supply Chain and Delivery Division will:

- 3) Accelerate the rollouts of SCOPE In-Kind and the CP Stock Management module in LESS to enable real-time visibility of actual commodity stocks and movements.

Timeline for implementation

- 1) 30 June 2026
- 2) 30 June 2026
- 3) 30 June 2026

Observation 3: Change management and global roll-out strategy

Organizational change management

54. The SCOPE In-Kind functionality's deployment across WFP continues to highlight non-standardised processes across operations of individual country offices. For example, different operations have inconsistent processes in the use of Food Release Notes per location and per distribution cycle. In addition, the reliance on high-level commodity quantity estimates tied to FDPs during planning further limited flexibility, especially in emergency situations where FDP locations are dynamic.

55. The iterative deployment lacked a unified governance framework to manage the functionality's roll-out, leading to fragmented scaling approaches. Piloting phases in Ethiopia, South Sudan, Afghanistan, and other country offices revealed that lessons learned were not fully leveraged to inform the broader roll-out.

56. Additionally, insufficient coordination between country offices, TEC, and SCD delayed implementation to address operational nuances and varying IT infrastructure capacities, hindering seamless global roll-out.

System change request and scaling resources

57. The functionality's scaling process was further curtailed by ongoing initiatives to address gaps in existing system integration, particularly with LESS, which is essential for the seamless transfer of commodity quantity data at the final distribution point. Technical system change requests were received from regional and global support teams, and from business units. Given the evolving business requirements along with the urgency to rollout SCOPE In-kind, standard procedures are needed to ensure systematic tracking and prevent duplication of efforts.

58. Additionally, the resources required for scaling the functionality and managing its global rollout have not been adequately allocated. For example, no funding was allocated to increase capacity at the global headquarters level teams managing the SCOPE In-Kind global rollout considering staff reduction. As a result, the digitalization of in-kind distribution, including the determination and reconciliation of the people assisted to the last mile, remains insufficient and risks being further delayed.

Underlying causes:

Process and planning	Inadequate process or programme design
Oversight and performance	Performance measures and outcomes inadequately measured /established

Agreed Actions [Medium priority]

The Supply Chain and Delivery Division will:

- 1) Establish a corporate change management strategy and develop guidance to consistently rollout SCOPE In-Kind in country offices.
- 2) Develop standard operating procedures for change request management, including an assessment against standard business requirements and workflows, decision points, and approvals.

Timeline for implementation

- 1) 30 June 2026
- 2) 30 June 2026

Observation 4: Standard operating procedures and segregation of duties

Outdated standard operating procedures and lack of a formalized RACI matrix

59. The SCOPE In-Kind functionality operates under a framework that guides its implementation and operational processes, offering clear instructions to support the Supply Chain Delivery Division in directing country offices. Its current standard operating procedures (SOPs) are outdated and do not reflect the "as-is" state of operations, resulting in a misalignment between documented procedures and actual practices. The lessons learned exercise also highlighted this as a main challenge in the roll-out to be addressed.

60. Further, a well-structured RACI matrix is essential to clearly define the roles and responsibilities of key stakeholders, ensure clear accountability and provide all parties with a clear understanding of their duties and obligations within the governance framework. The SOPs do not currently include such a formalized RACI matrix covering key stakeholders – the Programme Operations Department, the Supply Chain and Delivery Division's Delivery System Services (SCDDS), the Technology Division and country offices. The absence of such a matrix may be problematic in cross-functional processes where effective coordination and collaboration are critical to maintaining smooth operations and robust governance.

Risks related to segregation of duties

61. Although segregation of incompatible duties (SoD) is implemented within SCOPE In-Kind functionality, the SOP does not clearly outline specific incompatible scenarios, such as a single user performing both the roles of Distribution List planner and approver.

62. The absence of formalized SoD documentation accessible to all stakeholders hinders their ability to identify and manage these critical control points effectively and exposes the system to unforeseen vulnerabilities including unauthorized access.

Underlying causes:

<i>Policies and procedures</i>	Absence or inadequate corporate policies/guidelines
<i>Process and planning</i>	Inadequate risk management

Agreed Actions [Medium priority]

The Supply Chain and Delivery Division will:

- 1) Review and update the standard operating procedures to reflect the current state of operations, existing practices for SCOPE In-Kind and facilitate end-user training.

- 2) Develop and formalize a RACI matrix as part of the standard operating procedures, to clearly define the roles and responsibilities of all key stakeholders, including the Supply Chain and Delivery Division and other relevant functions under the Programme Operations Department, Technology Division, and country offices.
- 3) Review and document roles and responsibilities to ensure segregation of duties.

Timeline for implementation

- 1) 30 September 2026
- 2) 30 September 2026
- 3) 30 September 2026

Focus area 2: IT application controls

63. SCOPE In-Kind integrated several corporate platforms through the API gateway, aiming to connect data sets and establish a clear line of sight throughout the identity management, distribution management cycle, and reconciliation processes. While the upstream modules of the native SCOPE registration system remain largely unchanged, there were modifications made specifically for the SCOPE In-Kind functionality, particularly in beneficiary enrollment, transfer management, execution, and reconciliation processes.

64. SCOPE In-Kind currently does not provide embedded, real-time reporting to monitor variances between planned distributions and actual commodity redemption at aggregate and household levels. Reconciliation information, including differences between FRN-planned quantities, distributed commodities, and non-redeemed entitlements for no-show households, is generated post-distribution through SAP4HANA.¹³ Consequently, visibility over household-level variances and stock movements becomes available only after reconciliation, which can delay the timely identification and follow-up of distribution variances.

65. The audit assessed key IT application controls within SCOPE In-Kind, following an established IT application control framework.¹⁴ These included 'Input' controls to ensure the accuracy, completeness, and authorization of data entered into the system; 'Processing' controls to verify that data is processed correctly and consistently according to predefined rules; and 'Output' controls to ensure that data outputs are accurate and reliable.

66. Integrity controls were also reviewed to assess the consistency and validity of data throughout the system. These controls are essential for safeguarding the integrity, security, and reliability of SCOPE In-Kind's data handling and processing operations.

¹³ Leveraging SAP's in-memory database technology to enhance financial, supply chain, and operational data management. It supports real-time processing, integration, and reporting across WFP's global operations.

¹⁴ Control Objectives for Information and Related Technologies (COBIT).

Observation 5: Reconciliation controls and data visibility

Household-level reconciliation

67. SCOPE In-Kind relies on data sets coming from COMET, WINGS/LESS, and DOTS for reconciliation processes. However, minimum reconciliation requirements have not been defined including what household level reconciliation entails. Guidelines for in-kind assistance distribution have not been developed.

68. DOTS is designed to ingest only non-personally identifiable information data and as a result, reconciliations in DOTS can only be performed at an aggregate level. While this approach enhances data privacy, it limits the granularity of analysis and prevents the identification of household-level discrepancies. Reconciliations involving personally identifiable information are instead performed through SAP4HANA, which serves as the platform for detailed data validation and analysis. This functionality in SAP4HANA is not automatically available as it is an additional service that country offices will have to avail at an additional cost.

User Interface data visibility

69. The SCOPE In-Kind user interface displays food release note (FRN) data in an aggregated format at the commodity level but lacks visibility at the detailed household level.¹⁵ While this design simplifies reporting by reducing the number of lines per household, it fails to account for household granularity, given that each food basket may contain several commodities with varying quantities, thus complicating reconciliation efforts and preventing accurate household-level reporting.

Entitlement calculations and capping of assistance

70. The design and implementation of SCOPE In-Kind did not adequately account for capped entitlements for households exceeding predefined-size thresholds for programmatic reasons. This has led to mismatches between the actual number of beneficiaries and allocated entitlements.

71. These discrepancies increase the risk of over- or under-distribution, impacting the accuracy of the food basket computation and entitlement allocation. TEC indicated that a Tiered Distribution functionality has been developed in SCOPE In-Kind to configure household threshold sizes to specific entitlements computations.

72. Additionally, during its development, the system design did not account for complex scenarios, such as variations in household sizes and entitlement criteria. The logic and assumption that entitlement calculations will always be based on registered household size, food basket, and assistance days may not be applicable in all contexts.

73. This lack of flexibility introduces potential inaccuracies in reported entitlements, creating challenges in accounting for in-kind delivery and assistance.

¹⁵ Reports such as the "Distribution List" and the "Transaction List" generated by SCOPE In-Kind do not provide a breakdown of actual quantities distributed to each household, reducing visibility into distribution activities.

Underlying causes:

<i>Tools, systems and digitization</i>	Inappropriate implementation or integration of tools and systems
<i>Organizational direction, structure and authority</i>	Unclear direction for planning, delivery, or reporting Strategic and operational plans not developed, approved, or not SMART
<i>Tools, systems and digitization</i>	Inappropriate implementation or integration of tools and system

Agreed Actions [High priority]

The Supply Chain and Delivery Division will:

- 1) Define minimum commodity reconciliation requirements, identifying key data points (commodity quantities, identities/ household level details, batches, and locations) and develop related guidance. As part of this process, assess the current setup that relies on the Food Release Note to identify the specific data required for reconciliation and reporting purposes.
- 2) Coordinate with the business and process owners to review and redesign entitlement calculation workflows in line with operational needs.

Timeline for implementation

- 1) 31 December 2026
- 2) 31 December 2026

Annex A – Agreed action plan

The following table shows the categorization, ownership, and due date agreed with the auditee for all the audit observations raised during the audit. This data is used for the macro analysis of audit findings and monitoring the implementation of agreed actions.

#	Observation	Process	Owner	Priority	Due date for implementation
1	Alignment and evolution of business requirements	Area 1: System design and implementation	SCD	High	1) 31 March 2026 2) 30 June 2026
2	Architectural adaptation and functional integration	Area 1: System design and implementation	TEC SCD	High	1) 30 June 2026 2) 30 June 2026 3) 30 June 2026
3	Change management and global roll-out strategy	Area 1: System design and implementation	SCD	Medium	1) 30 June 2026 2) 30 June 2026
4	Standard operating procedures and segregation of duties	Area 1: System design and implementation	SCD	Medium	1) 30 September 2026 2) 30 September 2026 3) 30 September 2026
5	Reconciliation controls and data visibility	Area 2: IT Application Controls	SCD	High	1) 31 December 2026 2) 31 December 2026

Annex B – WFP systems

System	Title	Main Purpose
COMET	Country Office Monitoring and Evaluation Tool	WFP's comprehensive online platform for designing, implementing, monitoring, and reporting on programme operations.
CP Stock Management	Cooperating Partner Stock Management Solution	A web application digitalizing stock tracking at the CP level, providing near real-time visibility of stock receipts, balances, and dispatches at CP warehouses and distribution points.
DAT	Data Assurance Services	Customizable data assurance services e.g. handle beneficiary identity data processing, anomaly detection, de-duplication, reconciliation, and assistance tracking, and secure storage (decommissioned since June 2025, and replaced by a TEC tool)
DOTS	Digital Operations and Tracking System	WFP's central data engine, designed to pull information from multiple, siloed systems across the organization into one unified platform.
LESS	Logistics Execution Support System	Real-time management of commodities in the supply chain, from the point of receipt to the point of dispatch, either to CPs or final distribution points managed by WFP.
mPOS	Mobile Point of Sale	A mobile-based solution developed under the SCOPE platform to support real-time beneficiary verification and entitlement redemption at distribution sites.
PIT	Payment Instrument Tracker	Managing and tracking payment instruments throughout their lifecycle, from issuance and disbursement to redemption and reconciliation.
PowerSync	Field Operations Data Synchronization Platform	Data synchronization across field operations data sets.
SAP4HANA	SAP Business Suite 4 for High-performance Analytic Appliance	WFP's enterprise resource planning system.
SCOPE	SCOPE	WFP's beneficiary information and transfer management platform.
SCOPE In-Kind	SCOPE In-Kind Solution	A functionality within SCOPE designed for managing in-kind assistance.
WINGS	WFP Information Network and Global Systems	WFP's enterprise resource planning platform integrating key business functions such as project planning, procurement, supply chain, finance, travel, and human resources.

Annex C – Acronyms used in the report

API	Application Programming Interface
CO	Country Office
COBIT	Control Objectives for Information and Related Technologies
COMET	Country Office Monitoring and Evaluation Tool (Part of Scope ecosystem)
CP	Cooperating Partner
DAT	Data Assurance Service (originally “Data Assurance Tools” or DAT)
DL	Distribution List
DOTS	Digital Operations and Tracking System (Part of Scope ecosystem)
FDP	Food Distribution Point
FRN	Food Release Note
GAP	Global Assurance Project
HH	Household
IT	Information Technology
LESS	Logistics Execution Support System) (Part of Scope ecosystem)
mPOS	Mobile Point of Sale (Part of Scope ecosystem)
PIT	Payment Instrument Tracker (Part of Scope ecosystem)
PowerSync	(Part of Scope ecosystem), data synchronization across field operations data sets)
RACI	Responsible, Accountable, Consulted, Informed
SCD	Supply Chain and Delivery Division
SCDD	Supply Chain and Delivery Division/ Delivery Assurance Service
SCDDS	Supply Chain and Delivery Division/ Delivery Assurance Services / Delivery System Services
SoD	Segregation of Duties
SOP	Standard Operating Procedure
TEC	Technology Division
WFP	World Food Programme

Annex D – Agreed actions terminology

List of root causes

Category	Root cause
Organizational direction, structure and authority	Unclear direction for planning, delivery, or reporting
	Insufficient authority and/or accountability
	Strategic and operational plans not developed, approved, or not SMART
Policies and procedures	Absence or inadequate corporate policies/guidelines
	Absence or inadequacy of local policies/guidelines
Process and planning	Inadequate process or programme design
	Rules and processes, including for decision making, not established or unclear
	Unclear roles and responsibilities
	Insufficient planning
	Inadequate risk management
	Insufficient coordination - internal or external
Oversight and performance	Insufficient oversight from global headquarters / local management
	Insufficient oversight over third parties
	Oversight plans not risk-informed
	Performance measures and outcomes inadequately measured/established
Resources – People	Insufficient staffing levels
	Insufficient skills and/or competencies
	Absence of/insufficient staff training
	Inadequate succession and workforce planning
	Inadequate hiring, retention, and/or compensation practices
	Inadequate supervision and/or performance appraisal processes
Resources – Funds	Inadequate funds mobilization
	Insufficient financial / cost management
Resources – Third parties	Insufficient third-party capacity (NGO, government, financial service providers, vendor, etc.)
	Insufficient due diligence of third parties
	Insufficient training/capacity building of cooperating partners' staff
Tools, systems and digitization	Absence or late adoption of tools and systems
	Inappropriate implementation or integration of tools and systems
Culture, conduct and ethics	Deficient workplace environment
	Insufficient enforcement of leadership and/or ethical behaviours
External factors - beyond the control of WFP	Conflict, security & access
	Political – governmental situation
	Funding context and shortfalls
	Donor requirements
	UN or sector-wide reform
Unintentional human error	
Management override of controls	

Priority of agreed actions

Audit observations are categorized according to the priority of agreed actions, which serve as a guide to management in addressing the issues in a timely manner. The following categories of priorities are used:

Priority	Definition
High	Prompt action is required to ensure that WFP is not exposed to high/pervasive risks; failure to take action could result in critical or major consequences for the organization or for the audited entity.
Medium	Action is required to ensure that WFP is not exposed to significant risks; failure to take action could result in adverse consequences for the audited entity.
Low	Action is recommended and should result in more effective governance arrangements, risk management, or controls, including better value for money.

Low-priority recommendations, if any, are dealt with by the audit team directly with management. Therefore, low-priority actions are not included in this report.

Typically, audit observations can be viewed on two levels: (1) observations that are specific to an office, unit, or division; and (2) observations that may relate to a broader policy, process, or corporate decision and may have a broad impact.¹⁶

The Office of Internal Audit tracks all medium and high-risk observations. Implementation of agreed actions is verified through the corporate system for the monitoring of the implementation of oversight recommendations. The purpose of this monitoring system is to ensure management actions are effectively implemented within the agreed timeframe to manage and mitigate the associated risks identified, thereby contributing to the improvement of WFP's operations.

The Office of Internal Audit monitors agreed actions from the date of the issuance of the report with regular reporting to senior management, the Independent Oversight Advisory Committee, and the Executive Board. Should action not be initiated within a reasonable timeframe, and in line with the due date as indicated by Management, the Office of Internal Audit will issue a memorandum to management informing them of the unmitigated risk due to the absence of management action after review. The overdue management action will then be closed in the audit database, and such closure confirmed to the entity in charge of the oversight.

When using this option, the Office of Internal Audit continues to ensure that the office in charge of the supervision of the unit that owns the actions is informed. Transparency on accepting the risk is essential, and the Risk Management Division is copied on such communication, with the right to comment and escalate should they consider the risk accepted is outside acceptable corporate levels. The Office of Internal Audit informs senior management, the Independent Oversight Advisory Committee, and the Executive Board of actions closed without mitigating the risk on a regular basis.

¹⁶ An audit observation of high risk to the audited entity may be of low risk to WFP as a whole; conversely, an observation of critical importance to WFP may have a low impact on a specific entity, but have a high impact globally.