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WFP POLICY ON CAPACITY DEVELOPMENT

An Update on Implementation

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for consideration.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

This document provides an update on the implementation of the 2004 policy “Building National and Regional Capacities” (WFP/EB.3/2004/4-B), which developed a framework for WFP’s then-Strategic Objective to help countries to establish and manage food assistance programmes. The update does not replace the 2004 policy, which remains in force, but shows how WFP is continuing to respond to the challenge of developing capacity in the countries where it operates, taking into account developments since 2004.

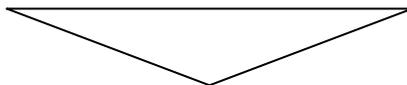
The WFP Strategic Plan (2008–2011) places WFP at an important turning point. This update therefore focuses on WFP’s capacity development policy implementation in a changing strategic and policy context. Recent developments, successes and lessons learned through implementation are reported.

WFP’s country offices and regional bureaux have acquired considerable experience in capacity development since 2004, but significant gaps have emerged related to the definition, scope and implementation of capacity development in different contexts. This paper identifies and responds to these gaps, taking into account the WFP Strategic Plan (2008–2011), which highlights the role of capacity development across WFP’s portfolio.

A policy framework is presented with a view to clarifying the multi-level, multi-year plan whereby WFP seeks to achieve impact in capacity development as part of its unique set of activities.

Continuing enhancement of WFP’s role and impact in capacity development will depend on the extent to which capacity development is prioritized during its transition to a food assistance agency, while also supporting that process of change. This paper emphasizes that implementation is critical and that WFP’s continued focus on capacity development must address implementation gaps. Strategic pressure points requiring attention include national capacity assessments, partnerships, learning, monitoring, evaluation and reporting, awareness-raising and incentives, and funding.

DRAFT DECISION*



The Board takes note of “WFP Policy on Capacity Development” (WFP/EB.2/2009/4-B).

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



INTRODUCTION

1. This document provides an update on the implementation of the 2004 policy “Building National and Regional Capacities” (WFP/EB.3/2004/4-B). It does not replace the 2004 policy, which remains in force, but shows how WFP is implementing the current Strategic Objective 5 to develop capacity in the countries where it operates, taking into account developments since 2004.
2. This is an opportune moment for such an update. The recent upheavals in the global food system have: i) exposed millions more people to hunger; ii) highlighted WFP’s crucial role in analysis, logistics and programming as part of the international food emergency response capacity; and iii) revealed the pressing need for investment in the policy-making, institutional and individual capacities needed to address the causes of hunger and food insecurity and thereby achieve Millennium Development Goal (MDG) 1.
3. Two strategic plans have been adopted since 2004. The Strategic Plan (2006–2009) was the first to include a strategic objective dedicated to capacity development, in response to the 2004 policy. Under the current Strategic Plan (2008–2011) WFP will use its capabilities in the fight against hunger, with capacity development a central determinant of success.
4. On the basis of the Strategic Plan (2004–2007) and national demands for capacity development support, the 2004 policy provided a framework for WFP to help countries to establish and manage food assistance programmes. The principles were: i) achieve sustainability through local ownership; ii) work in partnership; iii) keep a system view; iv) build on existing capacities; v) be accountable; vi) stay engaged in difficult circumstances; and vii) stay relevant. These principles remain in place.
5. The 2004 policy was evaluated in 2008.¹ The 2008 evaluation was designed to assess progress on policy implementation and highlight both strengths and areas requiring improvement. The evaluation highlighted gaps and gave recommendations for WFP’s management that clarified the policy and provided guidance for more effective implementation.
6. The evaluation found that the policy was well grounded in WFP’s mandate and consistent with decisions of the United Nations General Assembly. At the time of its adoption the policy was in line with the latest practices in capacity development, which emphasized principles of local ownership and the need for long-term, flexible endogenous processes to drive capacity development. These principles also remain relevant and are reaffirmed.
7. But the evaluation also identified gaps in the policy related to the definition, scope and implementation of capacity development work in different contexts. The main gaps are detailed below with the steps to be taken to address them.
8. The WFP Strategic Plan (2008–2011) places WFP at an important turning point. This update therefore focuses on WFP’s capacity development policy implementation in a changing strategic and policy context. Recent developments, successes and lessons learned through implementation are reported. A policy framework is presented to fill one of the

¹ Summary Report of the Evaluation of WFP’s Capacity Development Policy and Operations (WFP/EB.A/2008/7).



gaps identified, and priorities for overcoming the many challenges of capacity development are laid out.

THE 2004 CAPACITY DEVELOPMENT POLICY

9. The 2004 policy signalled WFP's move towards a more systematic approach to capacity development. WFP's Strategic Plan (2004–2007) made helping countries establish and manage food assistance programmes a strategic priority. WFP already had considerable experience in building country and regional capacities but needed to make a shift from ad hoc responses to a more coherent and systematic approach to capacity development.
10. The capacities to be enhanced related to hunger and undernutrition, especially as they affected the poorest and most vulnerable people: i) ability to identify and analyse hunger and vulnerability issues; ii) capacity to plan and implement food assistance strategies to eradicate hunger and improve food security; and iii) commitment to ensure adequate knowledge and advocacy on hunger and food-insecurity issues. WFP's capacity-building would support national strategies such as Poverty Reduction Strategies (PRSs), or regional groups such as the New Partnership for Africa's Development (NEPAD) in partnership with United Nations agencies and others. WFP's comparative advantage in these activities would be assessed at the country or regional level in view of its ability to contribute to capacity development. The challenges facing the global food system demonstrate that these priorities remain relevant, and they are hence reaffirmed.

CAPACITY DEVELOPMENT AND THE WFP STRATEGIC PLAN (2008–2011)

11. The WFP Strategic Plan (2008–2011) positions WFP in a rapidly changing global environment and sets out its objectives as the world's leading humanitarian agency with an additional mandate to promote long-term development by addressing the causes of hunger. It seeks to reinforce the coherence of WFP's work in the United Nations reform process, increase support for national development priorities and use WFP's capacities in achieving the MDGs, especially MDG 1. Under the Strategic Plan, WFP's interventions should address hunger needs, enhance local markets, foster the productivity of small farmers and build national capacities. This approach places WFP in the forefront of innovation in the humanitarian domain as an agency that offers an expanded set of food assistance tools to address hunger and thereby promote growth and development.
12. The United Nations Development Group (UNDG) defines *capacity* as: "...the ability of people, organizations and society as a whole to manage their affairs successfully". It defines *capacity development* as: "...the process whereby people, organizations and society as a whole unleash, strengthen, create, adapt and maintain that ability over time."²
13. This view of capacity development is embraced in the Strategic Plan: Strategic Objective 1 includes enhancing self-reliance in emergencies; Strategic Objective 2 includes

² Economic and Social Council of the United Nations (ECOSOC). 2007. *Triennial Comprehensive Policy Review of Operational Activities of the United Nations Development System*. Geneva. See item 3(a) of the provisional agenda: follow-up to policy recommendations of the General Assembly and ECOSOC (A/62/73-E/2007/52). The definitions draw from: Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC). 2006. *The Challenge of Capacity Development: Working Towards Good Practice*. DAC Guidelines and Reference Series. Paris.



supporting and enhancing government capacities to prepare for, assess and respond to acute hunger arising from disasters and supporting and enhancing the resilience of communities to shocks by creating safety nets or assets; Strategic Objective 3 includes helping to establish or rebuild food supply or delivery capacities after shocks and helping to prevent the resumption of conflict; Strategic Objective 4 includes helping countries to bring undernutrition below critical levels and break the inter-generational cycle of chronic hunger.

14. The United Nations perspective on capacity development is explicitly captured in Strategic Objective 5: Strengthen the capacities of countries to reduce hunger through handover strategies and local purchase, whereby WFP seeks to: i) use its purchasing power to support the sustainable development of food and nutrition security systems and to transform food and nutrition assistance into a productive investment in communities; ii) develop hand-over strategies to promote nationally owned hunger solutions; and iii) enhance national capacities to design, manage and implement policies, programmes and tools to predict and reduce hunger.³
15. Strategic Objective 5 is congruent with the latest thinking on capacity development and with the principles in the 2004 policy on building national and regional capacities; it also provides continuity with the relevant objective in the previous Strategic Plan (2006–2009).⁴
16. WFP is committed to the principles governing aid effectiveness set out in the Paris Declaration on Aid Effectiveness and by the Accra High-Level Forum; the commitment to national ownership is particularly relevant.⁵ The aim of handing over food assistance operations to national actors springs from this commitment.
17. WFP has long recognized that sustainable hunger solutions require capacity development at high levels, even though training enables a transfer of knowledge at the individual level. This requires strong partnerships with national governments and sound strategies to overcome obstacles in national policies and organizations. The evaluation of WFP's capacity development and operations noted the importance of advocacy in creating an enabling environment in which the development of organizational and individual capacities would be likely to succeed.⁶ WFP therefore recognizes the importance of working with civil society organizations in host nations because they can facilitate a sustained approach to national capacity development. Partnerships are central to the United Nations approach to capacity development: this was made explicit in the 2004 policy and is captured in the Strategic Plan, especially in Strategic Objective 5.
18. The Strategic Plan opens up new opportunities and challenges for WFP: it highlights the need for capacity development to support the Strategic Objectives, identifies the development potential of local purchases of food and non-food items, and prioritizes hand-overs of food assistance design and implementation work. The opportunities relate to

³ WFP's working definition of capacity development is: "Building on existing skills, knowledge, systems and institutions to enable governments to take responsibility for investing in and managing hunger solutions through WFP advocacy and technical assistance." This definition, which emerged from field-driven consultation, will continue to be refined.

⁴ WFP/EB.A/2005/5-A/Rev.1.

⁵ As noted above, the 2004 policy highlights national ownership as a basic principle in effective capacity development.

⁶ WFP Office of Evaluation. 2008. Evaluation of WFP's Capacity Development Policy and Operations (2008), paragraph 90.



increased scope for contributing to capacity development, as envisioned by the United Nations. The challenges relate to coordination and partnership in the United Nations system, to rigorous monitoring and evaluation of investments, and to constructive engagement at the policy, institutional and individual levels in Member States. WFP is well placed to respond to these opportunities and challenges.

IMPLEMENTATION STRENGTHS AND SUCCESSES

19. As noted in the 2008 evaluation, WFP has acquired considerable experience in capacity development since adopting the 2004 policy. The evaluation confirmed that WFP provides capacity development assistance in a range of areas with two complementary objectives: i) support the implementation of food assistance programmes; and ii) address a clear need for locally owned capacities for responding to acute and chronic hunger and undernutrition.⁷
20. As reported in the 2007 document “Update on Capacity-Building (Strategic Objective 5)” (WFP/EB.A/2007/6-H/1) and confirmed in the 2008 evaluation, WFP’s capacity-development toolbox at the country level includes vulnerability analysis and mapping (VAM), monitoring and evaluation (M&E), nutrition, food management, logistics, emergency needs assessment and school feeding. The main modalities used by country offices to develop local capacities are training, workshops, consultations, studies and technical surveys, and equipment and capital services. The toolbox also includes advocacy and information sharing, and advocacy for increasing commitment and effective use of public resources. The evaluation found that the toolbox enabled WFP to enhance partners’ capacities in many of these areas.
21. Global and regional investments can be crucial to the success of country-level capacity development by promoting information sharing, helping to establish context-relevant best practices and reducing waste and duplication.
22. At the global level, WFP continues to invest to improve decentralized humanitarian preparedness and response capacity. WFP provides leadership through the Inter-Agency Standing Committee (IASC) sub-working group on preparedness and contingency planning; it also contributes to the IASC *Early Warning/Early Action Report*, a quarterly publication developed to foster inter-agency preparedness to meet new crises or changes in existing emergencies. WFP manages the network of United Nations Humanitarian Response Depots, which facilitate rapid and cost-effective deployment of humanitarian supplies to disaster locations. WFP is the lead agency of the United Nations logistics cluster and has established a global cluster support cell to provide support and normative guidance for cluster activities.
23. WFP also helps to develop global policies on food security and hunger reduction. It has, for instance, worked with the United Nations Children’s Fund (UNICEF) and the World Health Organization (WHO) to raise awareness of the relationship between infectious diseases and micronutrient deficiencies, and of the need for foods for the

⁷ A 2009 review of the institutional strategy of the Department for International Development (DFID) with WFP found that it had enhanced WFP’s programming quality, improved its ability to roll out corporate systems from regional bureaux, helped WFP to position itself as a partner with technical capacity for food assistance, improved its response capacity and facilitated the implementation of its Strategic Plan. The review found that the institutional strategy helped WFP country offices to be part of the transition from an agency providing food aid to one providing food assistance. Areas of focus included hand-over strategies, technical support in emergency preparedness and response, vulnerability assessment and monitoring of nutrition.



treatment of moderate undernutrition as a follow-up to the ready-to-use therapeutic foods for treating severe acute undernutrition. WFP is also part of the global campaign to make food and nutritional support part of the essential package of care for people living with HIV (PLHIV), leading to policy changes that have extended access to food and nutritional support for PLHIV. These policies provide guidance for the development of national policies and enhance capacity at a fundamental level.

24. At the regional level, WFP coordinates the Latin America and Caribbean Emergency Response Network of governments, United Nations agencies and NGOs. WFP's regional bureau in Panama City also coordinates the regional initiative "Towards the Eradication of Child Undernutrition", which supports governments in formulating, implementing, monitoring and evaluating hunger and undernutrition policies and strategies. WFP supports the Southern Africa Development Community (SADC) initiative on strengthening vulnerability analysis. Both of these initiatives build on strong country-level investments and are thus fundamentally capacity-enhancing.
25. In 2006, WFP adopted the policy on engagement with PRS,⁸ which sets out the ways in which WFP engages in policy processes to define national strategies to combat poverty and identify development objectives that support hunger reduction. This policy, which addresses issues beyond PRS processes, supports the institutionalization of capacity development at the country level and addresses issues such as engagement in policy dialogues, ways of bringing significant knowledge about hunger reduction into these dialogues, and ways of incorporating hunger reduction strategies into PRS documents. WFP's roles include helping governments to ascertain the extent of hunger and supporting them in formulating and implementing hunger-reduction policies and strategies.
26. Several approved programme and project documents indicate that regional bureaux and country offices have embraced this perspective.⁹ The Latin America and the Caribbean (LAC) regional development project (DEV) 104110 and the Central America regional DEV 104210 utilize existing national commitments to addressing hunger and undernutrition. Together the two projects cover all LAC countries. Bolivia country programme (CP) 105960 was drafted in line with the National Development Plan and focuses on school feeding, nutrition and technical assistance in emergencies. With support from the Government of Brazil, WFP has facilitated the expansion of best practices in school feeding programmes in countries in Africa, Asia and Latin America.
27. In Asia, part of Bangladesh CP 104100 aims to enhance capacity of the Government and partners to manage food-based programmes. Under Pakistan CP 102690, WFP provides technical support to help the Government to achieve its health and education outcomes. The Strategic Objective 5 activities of India CP 105730 will support the main government food assistance programmes by providing technical assistance in nutrition and fortification and supply-chain management support. Bhutan DEV 105790 incorporates school feeding and training for government counterparts in the management of the programme. Cambodia DEV 101702 focuses on nutrition interventions and training programmes in line with the Cambodian National Strategic Development Plan. The Lao People's Democratic Republic DEV 103060 focuses on targeted employment programmes. Nepal CP 100930 focuses on the nutrition and fortification needs of targeted groups and incorporates a school feeding programme, starting this year. Special operation (SO) 107970 in

⁸ "Engagement in Poverty Reduction Strategies" (WFP/EB.A/2006/5-B + Corr.1).

⁹ This does not include all WFP's capacity development work: it gives an instructive overview of some of WFP's activities in the field.



Timor-Leste is establishing a food processing plant and a food security monitoring system and developing the Government's logistics and food assistance capacities.

28. In Africa, Egypt CP 104500 provides technical assistance to enhance institutional capacity in the Government. Senegal CP 104510 focuses on enhancing institutional capacities in nutrition, VAM and the design and management of food security programmes. WFP is supporting the Government of Malawi in the design of a sustainable school meals programme that can be delivered to all 3.3 million pupils in 5,300 schools. As mentioned above, WFP is facilitating SADC protracted relief and recovery operation (PRRO) 103100, an integrated food security information and vulnerability monitoring system for southern Africa. Under Namibia PRRO 105430, WFP is supporting the Government in its comprehensive food distribution scheme. Zambia CP 104470 is developing more efficient delivery mechanisms for food assistance and safety net support for food-insecure populations. Under Lesotho PRRO 105990, WFP is working with the Disaster Management Authority to develop its capacity to conduct independent vulnerability assessments through the National Vulnerability Assessment Committee. In Uganda, WFP is developing capacities for local purchases, disaster preparedness and food management.
29. These projects aim to institutionalize information sharing, build local and regional technical capacities and advocate for investments in hunger and nutrition programmes at the policy level. The evolving approach is based on capacity-enhancing activities such as high-level advocacy, participatory technical studies, information-sharing mechanisms, stakeholder consultations and workshops, joint assessments and inter-agency coordination. Partnerships with national and regional stakeholders help to ensure that ownership of these initiatives is in the hands of institutional partners, especially governments. The advantages for WFP can be seen in enhanced engagement with local and regional partners and increased knowledge among partners of the needs of food-insecure populations, which increase the likelihood that food-assistance interventions will lead to positive development outcomes.

EMERGING GAPS – THE 2008 EVALUATION

30. Despite these achievements, gaps and limitations have emerged in the five years since the adoption of the “Building National and Regional Capacities” policy.
31. The 2008 evaluation found that the policy was consistent with WFP's mandate and other policies and plans, but that the high priority accorded to capacity development as a Strategic Objective was not fully reflected in the policy document.
32. The evaluation highlighted the absence of a results framework with clear objectives, and found that the policy lacked clarity with regard to whether capacity development would focus on supporting WFP food assistance programmes or on developing locally owned capacities to address hunger and acute and chronic undernutrition.
33. The evaluation found that WFP's ability to address the needs of partner countries in dealing with hunger and acute and chronic undernutrition was hampered by cross-cutting constraints such as:
 - the absence of a communications initiative to explain the policy to managers and field staff;
 - the limited helpfulness of guidance material;
 - the limited and unevenly distributed expertise of staff in capacity development; and



- a funding mechanism that was not conducive to a systematic approach to capacity development.
34. The evaluation found that WFP designed its capacity-development assistance on the basis of existing long-term partnerships at the field level, but that there was a need for more systematic analysis of the capacity-development requirements of partner countries.
 35. As noted above, the evaluation also found that most capacity-development approaches involved training only, even though there were sophisticated and promising approaches that combine a number of tools.
 36. The evaluation emphasized that capacity is being developed in a range of areas and in most countries. But uneven reporting means that more work is being done than is reflected in project documents and performance reports. There is a tendency to focus on outputs such as the number of people trained at the expense of outcomes, for example whether knowledge was imparted through training and, if so, how it was used.
 37. The next two sections summarize WFP's plans for filling these gaps.

POLICY FRAMEWORK

38. The following vision, objectives, outcomes, outputs and activities will guide WFP's future capacity-development investments and activities.¹⁰ They build on the foundation of the 2004 "Building National and Regional Capacities" policy, taking into account the United Nations commitment and approach to capacity development and WFP's demonstrated strengths in capacity development. They also recognize the need to fill emerging gaps in the design and implementation of capacity-development initiatives. WFP will continue to select practical and focused capacity development areas that meet immediate needs and are cost-effective.

Vision

39. In keeping with current best practices, WFP's capacity-development vision encompasses steady improvement in the design and implementation of nationally owned sustainable hunger solutions based on conducive food policies and institutions, effective national food assistance organizations and competent individual practitioners.

Objective

40. WFP's capacity-development objective is therefore to achieve nationally owned sustainable hunger solutions based on increased capacity for efficient and effective design, management and implementation of tools, policies and programmes to predict and reduce hunger.¹¹

¹⁰ This framework can be viewed as an elaboration of the capacity development goals, outcomes and outputs under Strategic Objective 5 in the Strategic Results Framework (SRF).

¹¹ The corresponding statement in the SRF is: "To strengthen the capacities of countries to design, manage, and implement tools, policies, and programmes to predict and reduce hunger". The key elaboration is thus the link to "nationally owned sustainable hunger solutions", as outlined in the Strategic Plan (2008–2011).



Outcomes

41. Outcomes to achieve this objective must be generated at the levels of an enabling environment and institutional and individual capacities.¹²

- Outcomes at the enabling environment level include the following:
 - ◇ Laws, policies and strategies that prioritize the reduction of hunger and food insecurity are adopted and implemented.
 - ◇ Laws, policies and strategies to foster the role of civil society in sustainable hunger solutions are developed and implemented.
 - ◇ Ministries and agencies with responsibility for hunger reduction and food security are adequately and sustainably resourced.
- Outcomes at the institutional level include the following:
 - ◇ Financially viable and well-managed national food assistance agencies are operating effectively.
 - ◇ Viable multi-sectoral partnerships to address the causes of hunger and food insecurity are functioning.
- Outcomes at the individual level include the following:
 - ◇ Successive cohorts emerge of empowered individuals and communities capable of designing and implementing efficient and effective food assistance programmes and policies.

42. These outcomes should be generated at distinct scales and over different timeframes: individual level outcomes can be expected in the short term of one to three years; organizational level outcomes can be anticipated in the medium term of three to seven years; policy and institutional outcomes can be projected for the long term of seven years or more.¹³

Outputs

43. The set of outcomes rests on outputs with similarly defined levels and timeframes.¹⁴

- Outputs at the enabling environment level include the following:
 - ◇ United Nations Development Assistance Frameworks, PRS and national plans of action that prioritize the reduction of hunger and food insecurity are developed.¹⁵

¹² The SRF does not distinguish among the three levels. A number of these outcomes and the corresponding outputs are therefore additional.

¹³ It is important to stress that this chronological sequence of outcomes does not imply a similar sequence of actions at each level. Some countries may require support at the policy level from the start; others may need assistance in ways that follow a sequence such as that indicated above. In many cases, the three levels will be interrelated and will require simultaneous action. The main point is that the outcomes at each level are likely to appear over different timescales.

¹⁴ These outputs include all of those identified in the SRF under Output 5.3. The three-level analysis yields additional outputs.

¹⁵ The SRF defines national plans of action as legislation, policy or development planning documents created by governments with specific reference to hunger and/or food and nutrition security.



- ◇ Legislation and policy and strategy documents that prioritize the role of civil society in sustainable hunger solutions are developed.
- ◇ The resource needs of ministries and agencies with responsibility for hunger reduction and food security are prioritized and budgeted in national development plans and PRS.
- Outputs at the institutional level include the following:
 - ◇ Business and operational plans for financially viable and well-managed national food assistance agencies are developed.
 - ◇ Formal and informal networks and platforms for multi-sectoral debate, consensus-building and partnership in food systems are developed and supported.¹⁶
- Outputs at the individual level include the following:
 - ◇ Successive cohorts emerge of individuals and communities trained in the design and implementation of efficient and effective food assistance programmes and policies, including in gender-disaggregated needs assessment, targeting, food quality and quantity management, market analysis, information management and local tendering.

Activities

44. These outcomes and outputs require WFP to act at each of the three levels.
- At the policy and institutional level, WFP's activities include providing technical advice and facilitating high-level consultations and informed advocacy and outreach.
 - At the organizational level, WFP's activities include the development of business plans and guidelines for implementing food assistance, secondment of staff, support for stakeholder organizations and networks, and provision of equipment and capital services.
 - At the individual level, WFP's activities include the design and implementation of training workshops, exchange visits and targeted hosting of partner staff.
45. Given the nature of WFP's presence and activities, most of its capacity development starts with support for food assistance programmes. This is often a pragmatic approach to overcoming impediments to effective implementation. But the policy framework outlined above implies much more than such supporting investments: the aim must be the development of local capacities to address acute and chronic hunger. This process of transition is under way in most regions.

¹⁶ WFP will support the development and operation of these platforms as appropriate and feasible.



STRATEGIC PRIORITIES

46. Continued enhancement of WFP's role and impact in capacity development will depend on the extent to which capacity development is prioritized during the transition to a food assistance agency, while also supporting that process of change.
47. WFP's experience of capacity development and the results of the 2008 evaluation indicate the need to address several strategic pressure points such as national capacity assessments, partnerships, learning, M&E, reporting, awareness and incentives, and funding.

National Capacity Assessments

48. To establish realistic bases upon which to design and implement capacity development initiatives, WFP will collaborate with governments and other partners in systematic assessments of current and foreseeable capacity needs. Such work is already under way in many country offices, including those mentioned above in paragraphs 26–28; this work will be continued with a view to enhancing capacity development.

Partnerships

49. WFP will continue to invest in partnerships at all levels of operation and policy engagement, led by the country offices. Strategic partnerships will be explored with other United Nations agencies and regional and national organizations that have capacity-development mandates. Partnerships with organizations with expertise in newly prioritized areas of work will be particularly important, for example in leveraging local and regional food procurement, cash and voucher programming, climate change adaptation, disaster risk reduction, social protection and policy dialogue. Success in handing over food assistance activities as envisioned under Strategic Objective 5 requires a comprehensive strategy for partnership development. Such a strategy is under development within the Programme Design and Support Division.

Learning

50. In the words of a WFP country director, to become a partner of choice for capacity development at the country level, WFP must continue to develop its own capacity to develop capacity.¹⁷ Targeted training of professionals will remain a central element of WFP's internal and external capacity development. Skills will be enhanced in new areas such as leadership in complex environments, business planning, team-building, management, gender awareness, networking, partnership development and advocacy in addition to the areas in which WFP has traditionally invested. WFP will also develop capacities relevant to Purchase for Progress, climate change adaptation and voucher and cash-based programmes for hunger reduction. Learning opportunities will be based on assessments of needs with a view to promoting the mainstreaming of enhanced skills. Opportunities to facilitate South–South cooperation and sharing of best practices will continue to be prioritized.

¹⁷ This imperative is also noted in the 2004 policy.



Monitoring, Evaluation and Reporting

51. The multi-level, multi-year process to achieve impact raises challenges in terms of WFP's ability to track and report the contributions of its interventions to sustainable hunger solutions. This problem is complex and highly context-specific. WFP will continue to develop rigorous, transparent and flexible indicators for monitoring and evaluating capacity-development interventions that are applicable in the contexts in which the country offices work. This is a major challenge, but it must be addressed: WFP will continue to develop guidance material on monitoring, evaluation and reporting of capacity development, with links to the corporate M&E system. Staff will be trained as appropriate.

Awareness-Raising and Incentives

52. The impact of WFP's capacity-development investments will be largely defined by the degree to which staff perceive the importance of capacity development in their work, and by the degree to which capacity development is mainstreamed and funded in programme activities. Led by the Policy, Planning and Strategy Division, WFP will invest in a process of communication and awareness-raising regarding the capacity development policy, stressing the links with the new strategic direction and the need to focus on facilitating national empowerment.

Funding

53. The 2008 evaluation noted that capacity development requires dependable medium-term funding to ensure that it can be developed systematically. A sustainable funding mechanism for "cash-only" initiatives such as capacity development is under consideration in the context of the review of WFP's financial framework. The Management Plan (2010–2011) addresses WFP's changing operational and strategic context, forecasting an increase in operational requirements for development projects compared with the previous Management Plan. As shown above in paragraphs 26–28, many of these projects have strong capacity development components, which will therefore be accorded corresponding priority during implementation.
54. Field-driven work to develop a practical and comprehensive implementation plan for Strategic Objective 5 is being led jointly by the Performance and Accountability Management Division and the Programme Design and Support Division. When complete, the plan will cover the priority areas identified above, with responsibilities assigned as appropriate.

ACRONYMS USED IN THIS DOCUMENT

CP	country programme
DAC	Development Assistance Committee (OECD)
DEV	development project
DFID	Department for International Development [United Kingdom]
ECOSOC	Economic and Social Council of the United Nations
IASC	Inter-Agency Standing Committee
LAC	Latin America and the Caribbean
M&E	monitoring and evaluation
MDG	Millenium Development Goal
NEPAD	New Partnership for Africa's Development
OECD	Organisation for Economic Co-operation and Development
PLHIV	people living with HIV
PRRO	protracted relief and recovery operation
PRS	Poverty Reduction Strategy
SADC	Southern Africa Development Community
SO	special operation
SRF	Strategic Results Framework
UNDG	United Nations Development Group
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
WHO	World Health Organization