**Executive Board
First Regular Session**

Rome, 13–15 February 2012

EVALUATION REPORTS

Agenda item 6

For consideration

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SUMMARY REPORT OF THE STRATEGIC EVALUATION ON HOW WFP'S COUNTRY OFFICES ADAPT TO CHANGE

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 is one of four strategic evaluations concerning the shift from food aid to food assistance called for in WFP's Strategic Plan (2008–2013). The evaluation assesses country offices' ability and capacity to adapt to change, as the Strategic Plan envisages considerable change to enhance the relevance and effectiveness of WFP's contribution to meeting hunger needs. The evaluation also explores the factors that facilitate or limit this ability and capacity, using a recognized conceptual framework of "change space".

The principal data collection methods were document review and semi-structured interviews with 156 stakeholders, including WFP staff, government partners, donor agencies, other United Nations agencies, non-governmental organizations and other partners in five countries and at WFP regional bureaux and Headquarters. The primary criterion for selecting countries was the reported extent of programme adaptation since the approval of WFP's Strategic Plan 2008–2013. The countries were at various stages in the transition from post-emergency to development contexts. Country offices engaged in major emergency operations were excluded, so the evaluation does not cover the transition from food aid to food assistance in emergency operations.

The evaluation found that all the country offices reviewed were making significant changes to their programme approaches. These changes reflect a strategic change for WFP, and are more than merely the adoption of new tools or incremental programme adjustments. Although the country contexts varied considerably, the organizational issues that arose were common. The changes in programme approach were driven mainly by multi-dimensional changes in the country context, with WFP's Strategic Plan 2008–2013 playing an authorizing and contributing role. Key drivers from within WFP were country office leadership, funding shortfalls – which were often severe – and staff commitment to relevance and effectiveness. The delinking of programme activities from food aid has expanded and widened programme choices in ways that are consistent with the broad principles in the Strategic Plan, but clear focus and boundaries are lacking. While this broader spectrum enhances the opportunities for WFP to increase its relevance and effectiveness, it also carries the risk of programmes becoming scattered and difficult to support.

Overall, country offices' adaptation to change demonstrates a tendency to resist adaptation beyond transactional improvements, unless forced to change; changes have generally been more reactive than proactive; and the decision to change has tended to be practical and opportunistic. Without diminishing the many achievements to date, the evaluation found that the success of country offices' efforts is uncertain because of weak support from the larger organization, notably regional bureaux and Headquarters.

In institutionalizing and operationalizing the new programme approach, the change process is still at an early, formative stage. Full transition will require considerably more concerted action, more stable programme funding, and a dedicated organizational strategy with a long-term perspective.

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The evaluation makes five recommendations, which address the need for WFP to adopt a more dynamic problem-solving culture for organizational change, to facilitate resolution of the challenges faced.

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DRAFT DECISION*
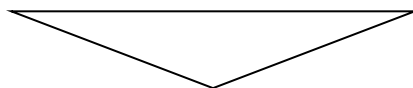
The Board takes note of "Summary Report of the Strategic Evaluation on How WFP's Country Offices Adapt to Change" (WFP/EB.1/2012/6-B) and the management response in WFP/EB.1/2012/6-B/Add.1 and encourages further action on the recommendations, taking into account considerations raised by the Board during its discussion.

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* 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.

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INTRODUCTION

1. This is one of four strategic evaluations that WFP's Office of Evaluation (OE) is conducting in the current biennium and that are related to WFP's strategic shift from food aid to food assistance. This evaluation focuses on assessing country offices' ability and capacity to change, based on how they have responded to changes in the external and internal environments over the past five years. Country offices' adoption of the right changes, at the right time, is expected to enhance the relevance of WFP's contribution and lead to more effective efforts to meet hunger needs. The objectives of this evaluation are threefold:

  ➢ determine how country offices have adapted to changing needs in the external and internal environments over the past five years;

  ➢ assess the processes that country offices have employed to achieve desired changes, identifying factors that seem to facilitate or impede implementation; and

  ➢ determine the wider factors – both internal and external – that have facilitated or hindered country offices' ability to change, including elements of the organizational change process related to the introduction of new organizational priorities and tools.

2. Three premises underpin this work: i) adaptation to shifting realities is a necessary and healthy function for organizations. ii) no matter how legitimate, change poses organizational challenges when objectives, strategies or methods of work are altered; iii) management of the change process is a determinant of WFP's ability to achieve desired changes, maintain/improve performance and remain relevant to stakeholders. Recognizing that change is an ongoing process, the evaluation aims primarily to support organizational learning and adaptation.

3. *Methodology*. Initial steps in the evaluation involved developing the evaluation methodology and drafting an inception report, participating in consultations and interviews with WFP staff in Rome, adjusting the Terms of Reference in consideration of these consultations, and undertaking an extensive literature review of internal and external documentation.

4. The principal data collection method was semi-structured interviews. In total, 156 stakeholders were interviewed in Rome, at two regional bureaux – in Kampala and Bangkok – and in the five countries visited – Burundi, Cambodia, Indonesia, Uganda and the United Republic of Tanzania. A staff member from the Kyrgyzstan office was also interviewed. Interviewees included representatives of WFP staff, government partners, donor missions and agencies, other United Nations agencies, non-governmental organizations (NGOs) and other partners. Country visits took place between 2 May and 3 June 2011.

5. The primary criterion for selecting country offices was the reported extent of programme adaptation since the approval of WFP's Strategic Plan 2008–2013; offices embarking on extensive changes and those undertaking fewer changes were both included in the evaluation. Diversity in programme size and regional representation were considered, along with the country office's availability to participate in the evaluation.

6. WFP's mandate and commitment to addressing hunger cover both emergency and non-emergency situations. Over past decades, WFP country programmes, while typically based on food aid, have been adjusted to local circumstances in emergency, transition, recovery and post-emergency circumstances. For this evaluation, only country offices not

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engaged in major emergency operations were selected, so the findings do not cover the transition from food aid to food assistance in emergency operations.

7.   The topical focus of the evaluation was determined by inviting interviewees in case-study countries to identify what they considered the most important change faced over the past five years. A strategic shift in programme approach and operations proved to be the dominant response and therefore became the focus of the evaluation.

8.   Information was gathered on the context, nature and extent of change, and on the internal and external influencing factors, so that these could be understood and learned from, regardless of the success or failure of change efforts. How WFP responded to change was analysed in relation to three core factors – acceptance, ability and authority – in line with the conceptual model of the evaluation.

9.   *Organizational change concepts*. In this evaluation, organizational change is understood as the processes by which individuals and structures adapt knowledge and behaviours in response to shifts in the internal and external environments.

10.   Growing consensus in the organizational change literature suggests that successful change depends on three sets of factors:[1] *acceptance* – acceptance of the need to change, belief in the specific type of change being proposed and commitment to changing; *authorizing* frameworks – both formal and informal – that allow agents to identify the need for change, experiment with change ideas, and adopt and implement necessary measures; and *abilities*, including ideas and information, money and the presence of people dedicated to operating beyond their day-to-day mandate, and time. Change is understood as a dynamic that involves all three sets of factors, played out in the "*change space*" they create, with *leadership* – by groups of people, rather than individuals – playing an important role. The evaluation findings also reaffirmed the importance of clarity of purpose, as it relates to relevance.

CONTEXT

11.   To gain a perspective on the dynamics that may influence change at the country level, two background reviews were undertaken concerning: i) global trends with potential impacts on WFP's country offices; and ii) internal literature on past change management efforts in WFP.

12.   *Global trends.* Six broad global trends were identified as having the potential to influence change in country offices:

i)   Widespread hunger and malnutrition exist and may increase.

ii)   Shifting patterns of hunger and malnutrition may necessitate change, particularly in light of demographic changes, climate change and crises, including economic distress.

iii)   Changes in funding and resource patterns include a continuing decline in global food aid levels, diminishing support for the use of food aid in development activities, decreasing development funding, and an outdated architecture for global food aid.

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[1] Andrews, M. 2004. Authority, acceptance, ability and performance-based budgeting reforms. *Intl. Jour. Of Pub. Sector Man., 17(4): 332–344;* Andrews, M. 2008. The Good Governance Agenda: Beyond Indicators without Theory. *Oxford Dev. Studies*, 36(4): 379–407; Andrews, M., McConnell, J. and Wescott, A. 2010. Development as Leadership-Led Change: Harvard Kennedy School Working paper 10-009. *Boston, Harvard University Kennedy School of Government.*

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iv)   Higher priority is given to improving agricultural production, and in nutrition the attention is shifting from acute to chronic malnutrition.

v)   In many countries, the financial crisis has stimulated changes, including the development of national safety net systems, the use of cash as an alternative to food aid and greater attention to hunger in urban environments.

vi)   In many countries, national capacities are increasing, as is national ownership of the management of humanitarian and development assistance, encouraged and legitimized by the Paris Declaration.

13.   *Major change initiatives in WFP since 1992.* Staff perceive change and adaptation in WFP as being continual. Three major change initiatives in WFP were reviewed: the change process that occurred in 1992–2002; the change management initiative in 2005–2007; and the current Strategic Plan 2008–2013. In general, the first was essentially a structural change related to decentralization, the second focused on refining systems and the last reflects a shift in programme strategies and tools. Each was managed differently.

EVALUATION FINDINGS

Change at the Country Office Level

14.   The evaluation confirmed that all the country offices reviewed were making significant changes to their programme approaches. Although the country contexts varied considerably – for example, the contexts of Indonesia and Burundi or of the United Republic of Tanzania and Cambodia were quite different from each other – all countries faced similar programme change issues and organizational implications. The changes being undertaken in all the country offices reviewed were driven principally by multi-dimensional change in the country context. Although the evaluation found that the changes in programme approach were not driven by WFP's Strategic Plan and shift from food aid to food assistance, these had an authorizing and contributing role.

15.   The evaluation found that change at the country office level often occurred under crisis-like conditions, driven by funding reductions or forced in some other way. Typically, change was initiated with limited time for transition and little planning of or support for the process.

16.   Staff perceptions that shape the direction of change include an understanding that: i) activities should address hunger issues in some way; ii) the approach should enhance national capacities; iii) government ownership is central; iv) the approach should be truly participatory; and v) activities should be aligned with government priorities, United Nations prioritization and harmonization efforts, and WFP's Strategic Plan. These broad principles have long been articulated by WFP, but staff indicate that they are being operationalized in new ways.

17.   The typical process for change in country offices includes reviewing activities considered unsustainable, concentrating programme efforts, building on specific components of existing programmes for which strong support exists, and identifying new gaps and opportunities; there is little restriction of topic or field as long as hunger is addressed. The main criteria reportedly used for adopting new programme activities are articulated need or gap filling, and potential donor support. Basing staffing and programmes on these criteria alone poses challenges for WFP.

18. *Changes in sectors of engagement.* In response to the change in context, the delinking of programme activities from food aid, and the availability of new tools and processes, programming choices are expanding into a wide range of fields and sectors, but strategic focus and clear boundaries are lacking. While this enhances WFP's opportunities for contributing to national efforts to meet hunger and food security needs, it also carries the risk of WFP programmes becoming scattered and difficult to support.

19. *Agriculture.* Country offices are moving far beyond traditional food aid-related projects to engage in a wider array of food-related concerns, such as access to markets, livelihoods, a wider involvement in agricultural production and marketing – including through the Purchase for Progress programme – and national policy development.

20. *Nutrition.* In every country visited, chronic malnutrition was a principal justification for WFP's engagement. WFP programme approaches for nutrition are shifting to include, for example, development of new and improved food products, prevention of malnutrition and new channels for nutrition programmes.

21. *Health.* Country offices are adapting the food inputs related to health programmes, including by adopting more nutrition-focused activities and linking, for example, household food support components with home care and social welfare mechanisms.

22. *Safety nets.* Increasing engagement in national safety net programmes is affecting WFP programmes and strategies in at least two ways: i) safety net programmes constitute a national mechanism through which WFP can provide assistance such as food or cash/vouchers; and ii) WFP initiatives are increasingly expected to be through or coherent with national safety net systems.

23. *Cash and vouchers.* Country offices are increasingly exploring or using cash/vouchers as alternatives or complements to food transfers. By late 2010, 39 country offices were using these instruments; the 2010 management plan estimated that about 7 percent of all programming would be cash-based.

24. *Capacity development.* For WFP, capacity development means strengthening governments' capacity to improve food security and enabling them to deliver on national food assistance strategies. The Strategic Plan 2008–2013 also links capacity development to an explicit strategy for WFP.

25. *Others.* Country offices are developing tools and supporting programme efforts in a range of other fields, including protection, gender-based violence, transition activities, climate change adaptation, monitoring and emergency preparedness.

26. *Changes in programme planning processes.* Depending on how it is implemented, the new country-based approach to programme planning represents a notable shift, with considerable potential for greater linkage of WFP-supported activities to national needs and opportunities, thus increasing WFP's relevance and effectiveness. Situating WFP strategy and efforts within the framework of country needs and national strategies is increasingly recognized as the necessary starting point for programme planning. By June 2011, planning documents from 21 country offices had been approved internally, and three were pending.

27. *Changes in partnerships and positioning.* The move from food aid to food assistance is leading to substantive shifts in partnerships and organizational positioning. WFP has fewer operational partners – NGOs – for emergency-related services, and more partnership arrangements with national authorities. New partnerships are also being formed to support new programmes.

28. WFP country offices work with a growing number and wider array of government counterparts, such as ministries of education, health, agriculture and social affairs. The nature of national partnerships with WFP is changing as governments assume greater responsibility for programme implementation and costs.

29. Country office staff are repositioning WFP in the development architecture at the national and – to some extent – the regional levels, including by assuming new supportive roles at senior policy levels in national systems in a variety of fields. WFP staff are more active in United Nations inter-agency planning and harmonization processes, and increasingly taking leadership roles in inter-agency efforts.

30. *Changes in funding.* As programming based on non-food aid increases, country offices have moved from a comparatively predictable funding environment to a more competitive and less secure situation. The precipitous elimination of the option of extending protracted relief and recovery operations contributed to the change in programming, but also accentuated country offices' financial difficulties. All country offices have taken assertive steps to raise funds locally. Some have secured bridge funding to support a strong transition programme, but this is not the norm. Some country offices have faced such severe financial constraints that commitments to government, NGO partners and communities have had to be broken suddenly and country offices down-sized, with the loss of valuable staff. Few country offices reported a reassuring view of future funding support, unless there are adjustments to funding arrangements.

31. *Changes in staffing: "right-sizing" and re-profiling of offices.* All the offices visited have undergone recent right-sizing and re-profiling exercises, several with considerable reductions in staff. Rather than being part of an orderly change process, re-profiling has generally been driven by acute funding shortfalls. For example, donor support had enabled the Uganda country office to embark on a significant programme shift without undue loss of staff initially, but a lack of sustained funding then forced the office to down-scale. For all offices, building a new staff profile and capacities has proved more challenging than reducing staff numbers.

Drivers of Change

32. A review of the external and internal factors driving changes in WFP country offices suggests that change has been imposed, with country offices having little or no choice. Local external drivers were found to be stronger motivations for change than internal WFP drivers. In large part, these external factors mirrored global trends:

➢ *Changes in context.* The resolution of large-scale emergencies has substantially reduced beneficiary levels and made programme change unavoidable.

➢ *National governments being increasingly directive ("ownership")* is increasingly shaping programmes and implementation modalities.

➢ *Growing national financial resources and support* for development concerns are changing the type of assistance needed from WFP.

➢ *Stronger national policy frameworks* define systems and programme directions. For example, WFP is expected to work within national poverty reduction frameworks, agriculture policies, nutrition frameworks and safety net systems.

➢ A*pproaches to addressing food and hunger concerns* have shifted, with projects that support sustainability – for example, by increasing agricultural production rather than relief – and nutrition gradually becoming higher national priorities. There is weak support for the use of food aid in development activities; there was particular criticism

for the use of imported grains when local foods are available and/or national authorities are exporting grains.

➢ *A funding shift in support of national implementation.* Major donors recognize that international actors have a role, but are emphasizing nationally implemented programmes. Governments are seeking – and donors are supporting – larger programme grants, rather than project funding.

➢ *Inter-agency coordination.* Inter-agency coordination approaches enhance adaptation and responsiveness in some ways, but limit them in others.

33. Major internal drivers of change include office leadership, fund reductions and the threat of programme down-sizing or closure, and staff's commitment to relevancy and effective action. The Strategic Plan (2008–2013) was not found to be a driver of change, but it constructively supports the changes being made by country offices, primarily by providing institutional endorsement.

Factors Facilitating or Limiting Change

34. The evaluation analysed three sets of factors – acceptance, authority and abilities – to assess which factors facilitated or limited the changes being implemented by country offices. It found numerous limitations to the change process.

⇒ *Acceptance*

35. Stakeholders acknowledged the need for, and unavoidability of, change at WFP country offices, but feedback suggests that acceptance of WFP's shift is weak overall, both internally and externally. Levels of belief in and commitment to the changes were decidedly varied, with some people expressing adamant agreement, while many conveyed uncertainty or strong reservations regarding elements of the change.

36. Internally, staff expressed differing opinions concerning new programme approaches, uncertainty about sustainability and concern about longer-term organizational implications. Headquarters is perceived as advocating for the change but not demonstrating the follow-through that would reflect real commitment to supporting it.

37. Externally, WFP's changes in programme and strategy were applauded, but partners reflected weak acceptance in their questions about role and mandate, uncertainties about capacity gaps and lack of clarity regarding what the changes were about. Acceptance was stronger where results were demonstrated with practical achievements.

⇒ *Authority*

38. Country offices' actions to enhance the authority for change included bringing WFP programme agendas into harmony with government strategies, integrating proposed changes into government sectorial reform strategies, establishing Memoranda of Understanding to clarify WFP's new ways of engaging, creating strategic partnerships with other development agencies, and establishing inter-agency agreements to clarify WFP's roles and responsibilities.

39. Factors that limit authority frameworks relate to ambiguous goals and the need to address potential role conflicts:

➢ The conceptual framework of how the new approaches and strategies address longer-term trends and underlying causes of hunger and food insecurity appears weaker and less developed than is the understanding of short-term needs.

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> ➢ Some stakeholders do not perceive a demarcated role for WFP in the non-emergency context; many are uncertain of WFP's mandate and are concerned about potential overlap with other organizations.

> ➢ Lack of clarity about what WFP is committed to leads stakeholders to question whether WFP's programme focus relates to food security, household food security, hunger, poverty reduction, nutrition, safety nets or filling whatever gap exists.

> ➢ The absence of core organizational objectives to guide programme choice is perceived as potentially leading to a very diverse and weakly-focused programme, creating complications for the development of specialized organizational competencies.

> ➢ Tensions in WFP's inter-agency role and coordination, particularly where functions may overlap, potentially threaten performance and the achievement of objectives.

⇒ *Abilities*

40.   Overall, country offices' current abilities to achieve the new programme changes are widely regarded as weak. The need to address weaknesses is recognized, but systems development has not kept pace with the rapid changes in programming. Many of the limiting factors arise from systemic issues.

41.   The need to re-profile and enhance skills in all sectors of the new work is widely recognized; in large part, resolution depends on strategic decisions by WFP and developments in the human resource system. For example, the technical fields in which WFP and country offices will maintain dedicated staff are not yet clear, nor are their numbers and level of expertise.

42.   The organizational, technical and political support of change efforts provided to country offices by Headquarters and regional bureaux was consistently reported as weak and uneven, and the change management approach was described as largely undirected and organic. At the country office level, change management is observed to be predominantly opportunistic, with short-term goals and limited support.

43.   It is widely recognized that financial constraints remain one of the most dominant limitations to change efforts; a funding mechanism to ensure stable support of non-food programming does not yet exist. The need to adapt financial reporting systems, particularly those based on tonnage, is widely recognized but has not yet been institutionalized.

CONCLUSIONS AND OVERALL ASSESSMENT

Conclusions

44.   The programme changes being made by the country offices reviewed in this evaluation reflect a strategic change for WFP, and are more than merely the adoption of new tools or incremental programme adjustments. The changes have impacts on – and may require adaptation of – all aspects of WFP's operations: focus, services, basis of engagement with governments, partnerships with United Nations agencies and others, staffing, working modalities, and funding. The new programme approach, falling under the rubric of the shift from food aid to food assistance, constitutes one of the most significant internal changes since WFP was founded. This significance is related to the changing environment in which hunger occurs, the changing context in which WFP must work, and the adaptations WFP is required to make.

45.   Although many new tools and approaches are being applied in emergency contexts, this evaluation focused on programme adaptations in post-emergency or development contexts.

46.   In every country office included in the evaluation, experienced and dedicated staff were actively working to make the changes succeed. In spite of the current circumstances in which change is understood to be necessary rather than optional, change efforts were not observed to be limited by staff recalcitrance, although many staff expressed uncertainties and doubts.

47.   However, review of the change experience raises questions about how country offices and WFP as a whole respond to change. In WFP, change is determined by how each unit adapts and how the overall system works together. Country offices' adaptation to change is closely linked to the synergies within the larger system. Without diminishing the many achievements to date, the evaluation found the foundational elements of this change to be weak – weak "change space", meaning weak agreement, authority and abilities.

48.   Questions that might be asked include: Why are strategic adaptations at the country level occurring now, when many of the realities have existed for a long time? Why has this shift been initiated only in crisis-like circumstances, under the threat of radical down-scaling or office closure? Why has change been driven by external rather than internal forces? Why do many perceive the support for this fundamental change as weak? The issues behind these questions are linked to how WFP manages change.

49.   In the evaluation, the importance of clarifying and agreeing on the basis for and aims of change emerged as a critical organizational issue. Clarification of the primary hunger/food security-related concerns to which WFP is committed, particularly in non-emergency contexts, and of the related organizational goals, objectives and programme priorities is key to enhancing the legitimacy of the change.

50.   Change requires a common vision of WFP's mission in the non-emergency context. Establishing such a vision includes considering options, issues and needs, and understanding what is expected and allowable; and identifying evidence that supports the need for change. This shared process must involve country offices, regional bureaux and Headquarters.

51.   WFP's processes and practices for supporting development of a common vision are weak. The Strategic Plan (2008–2013) endorses the use of new operational tools but offers little additional guidance; offices are weak in analysing the causes of hunger and potential remedial efforts, beyond the information generated by vulnerability analysis and mapping; and weak practices were found in the new programme planning approach with governments.

52.   Management of change processes at the country and systems levels emerged as an important factor in the success of change efforts. Feedback from stakeholders reflected the perception that such management at Headquarters and in regional bureaux was weak.

53.   Leadership also emerged as a major facilitator of change. The evaluation findings support the emerging concept that leadership is best understood as a team rather than an individual effort, and this warrants thorough consideration for strengthening WFP's change dynamics.

54.   The weak and reactive planning of change efforts suggests the need for a dedicated organizational strategy to support current changes. Between unplanned change and an over-rigid process of change there is a middle ground where change processes are structured to empower, monitor, guide, solve problems and support.

55.   The importance of addressing authority issues is illustrated by role conflicts resulting from inadequate collaboration agreements with the United Nations Children's Fund (UNICEF) and the Food and Agriculture Organization of the United Nations (FAO) in the present change effort. UNICEF acknowledged the need to avoid role conflict, while WFP's changes to support agriculture and food security activities are perceived hostilely by FAO staff, as widely noted by stakeholders. Failure to resolve this authority issue will weaken the change effort.

56.   The absence of a stable funding basis for WFP's efforts to address hunger and food security issues in non-emergency situations is a very significant gap for change efforts. Extraordinary endeavours to put new funding arrangements in place are clearly required.

57.   In institutionalizing and operationalizing the new programme approach, the change process is at a very early and formative stage. Full transition will require considerably more effort, further development, and concerted action with a long-term perspective. Many current efforts appear to be based on short-term planning horizons.

58.   With nearly 1 billion people recognized as hungry, exploration of how WFP can improve its contribution to this problem seems fully justified. Enhancing country offices' ability to make the right changes at the right time, with the full support and engagement of the larger organization, will enhance the relevance of WFP's contribution and lead to more effective efforts to meet hunger needs.

Overall Assessment

59.   On the basis of this review, country offices' adaptation to change may be characterized as demonstrating an overall tendency to resist adaptation beyond transactional improvements, unless forced to change; changes have generally been more reactive than proactive; and the decision to adapt has usually been practical and opportunistic.

60.   The shift from a food aid to a food assistance approach has opened a wide range of possibilities for change. The weakness of WFP's change management culture and systems limits a dynamic change process, but this is correctable.

61.   The changes in programme approach that WFP offices are striving to undertake constitute a fundamental change for the organization. However, the success of this initiative is uncertain because of weak support and insufficient efforts to address the "change space" related to agreement, authority and abilities. Adopting a more dynamic problem-solving culture for organizational change will facilitate resolution of challenges.

RECOMMENDATIONS

62.   **Recommendation 1: Clarify the basis on which WFP change efforts are considered and implemented, including clarification of core commitments, programme priorities and authority frameworks, and interpretation of how activities in the new environment are linked to WFP's mandate.** A clear basis for change is critical to ensuring that adaptations support organizational objectives and enhance legitimacy and agreement, authority and abilities. Clarify the fundamental needs and issues to which WFP is committed, and the compelling goals to which its efforts are dedicated. Clarify the core programme activities that WFP will commit to and develop competencies for. Address the ambiguities that stakeholders may have in the interpretation of WFP's mandate in the new environment; the mandate may be clear at the central level but is not clear for partners in the field.

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63.   **Recommendation 2: Strengthen internal change management processes.** Clarify a corporate approach to managing change. This should include actions to improve visioning capabilities; clarify organizational aims and commitments; continue developing the dynamic analysis of hunger issues as evidence for the need to change; strengthen assertive problem-solving mechanisms; and improve the synergies among country offices, regional bureaux and Headquarters in support of change management. Specific attention should be given to strengthening leadership approaches and structural changes that will enhance the achievement of results-based goals.

64.   **Recommendation 3: Enhance efforts to mobilize support and build consensus for change.** Review ways of strengthening structures and functions for overall organizational efforts to support change. These efforts should aim to enhance agreement with all stakeholders, ensure that sufficient authority frameworks are in place, and give concerted attention to addressing the need for new abilities. Agreement for change is more likely to be effective if there is strong organizational support.

65.   **Recommendation 4: Address the gap in the financial base for non-emergency activities.** Mobilize an exceptional effort with the Board, donors and other governments, to establish mechanisms for more stable funding for enhancing WFP's capacities to address, particularly, hunger-related concerns in non-emergency and transition periods.

66.   **Recommendation 5: Mount a special initiative to address critical challenges and limitations affecting the current change initiative:**

   i)   Enhance current efforts to address the limitations in staff capacity.

   ii)   Review and enhance the structure and systems for guiding and supporting country offices' change efforts; this applies to Headquarters functions and under-resourced regional bureaux.

   iii) Mount a time-limited process for forging new partnership arrangements with major partners that are relevant to the non-emergency context. In particular, this effort should seek to establish positive partnership arrangements with UNICEF and FAO, the two United Nations partners with which collaboration is most likely to enhance effectiveness and avoid conflicts over roles.

ACRONYMS USED IN THE DOCUMENT

FAO	Food and Agriculture Organization of the United Nations
NGO	non-governmental organization
OE	Office of Evaluation
UNICEF	United Nations Children's Fund

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