POLICY ISSUES

Agenda item 4

For consideration

RESPONSE TO THE EVALUATION OF WFP'S ENABLING DEVELOPMENT POLICY

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to the Executive Board.

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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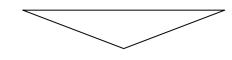
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DRAFT DECISION*

The Board commends WFP on its initiatives to address the recommendations of the external evaluation of the Enabling Development Policy and takes note of the information provided in the management response. Further, the Board notes that WFP will require continued support from donor and national governments to implement the proposed actions set out in "Response to the Evaluation of WFP's Enabling Development Policy" (WFP/EB.2/2005/4-A).

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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.

INTRODUCTION TO THE EVALUATION

1.   WFP's Enabling Development Policy (EDP) was approved by the Board in May 1999 to focus WFP's development actions so that they work towards halving the number of undernourished people in the world by the year 2015 – one of the eight Millennium Development Goals (MDGs). WFP planned to focus on identifying the most food-insecure people and better understanding of the ways in which food insecurity hindered their ability to participate in development. WFP also aimed to demonstrate the unique qualities of food aid compared to other resources, using food aid to feed hungry people while enabling food-insecure households to take advantage of development opportunities in order to achieve food security.

2.   From 1999 to 2001, WFP presented two progress reports to the Board on implementation of EDP and aligned its development portfolio to its principles. In 2003, a group of donor countries including Canada, Denmark, France, Finland, Germany, Italy and the United States undertook an external evaluation of the EDP in order to assess its relevance, efficiency, effectiveness, impact and sustainability, and progress made in its implementation.

3.   The evaluation was conducted between 2003 and 2005 by Development Reseachers' Network, a consortium of five consulting firms serving the development and humanitarian communities. The evaluation covered Bangladesh, Bolivia, Ethiopia, Honduras, Mali, Mozambique and Pakistan; reports were published for each country included. The evaluation team also produced a consolidated synthesis report with strategic and implementation recommendations.

4.   According to the synthesis report, the focus of the evaluation was restricted to:

   ➢ "the policy changes introduced by WFP, and their basis;

   ➢ how far these policy changes have been implemented; and

   ➢ to what extent implementation has achieved the desired output, outcomes and impact."[1]

5.   In addition, the synthesis report states that the evaluation was expected to:

   ➢ "Provide sponsoring donors with valuable insights and issues for consideration in relation to their future support for WFP development activities;

   ➢ Identify mechanisms that could potentially enhance WFP's effectiveness in the implementation of its development portfolio;

   ➢ Contribute through empirical evidence to better understanding of the conditions for success and failure of food aid in development programmes."[2]

6.   This evaluation was also aimed to provide useful information to (i) WFP member states, especially recipient governments, (ii) other United Nations organizations, (iii) international and country-level non-governmental organizations (NGOs) and (iv) organizations and people concerned with food aid, food-security activities and poverty reduction.

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[1] *Synthesis Report, Joint Evaluation of Effectiveness and Impact of the Enabling Development Policy of the World Food Programme*, Vol.1, February 2005.

[2] Ibid.

7. The evaluation was guided by a steering committee consisting of representatives from each sponsoring country and day-to-day management was undertaken by a management group. The steering committee also invited the Director of WFP's Office of Evaluation and Monitoring to participate in the evaluation. The management group was composed of representatives of Canada, Denmark and Germany, and was coordinated by the German representative.

8. Board members were informed periodically of progress made during the evaluation. In February 2005, an informal discussion was organized to share the preliminary findings with Board members.

MAIN CONCLUSIONS OF THE EVALUATION

9. In the Executive Summary of the synthesis report, the main conclusions of the evaluation were summarized:

"Four overall conclusions can be drawn from the evaluation.

➢ The evaluation findings indicate that WFP has put in place, albeit with limitations and delays, the policy directives envisaged by the EDP; these directives were conceived to address a number of perceived shortcomings of WFP work, particularly in the development sphere given that their overarching goal was the enabling of marginalized people to take part in the development process and benefit from it.

➢ The evaluation team considers that the above-mentioned overarching goal has been, or is being, achieved by WFP, albeit with some limitations, and that the EDP was a crucial factor in this success. In fact the implementation of EDP directives has contributed to increased relevance of WFP's interventions overall; to achievement of results consistent with national poverty reduction goals and broadly in line with target groups' priorities and expectations; and to increased sustainability of these results.

➢ It can therefore be concluded that the EDP is a sound policy whose principles are worth further support and implementation by WFP and by donors, particularly in the light of their potential for improving the quality and relevance of other WFP operations.

➢ Implementation of the EDP has also helped shed further light on the actual and potential roles of WFP and food aid in situations not strictly of an emergency or recovery nature. In practice the evaluation has confirmed one of the major EDP assumptions, namely that food alone cannot contribute to development in the same way as other measures, but also that food assistance *can* play a specific role within long-term poverty reduction frameworks.

10. However, the analysis also identified EDP-related areas where improvements are necessary for enhancing the comparative advantage and overall relevance of WFP development activities and food aid. These improvements could provide WFP with a clearer role within wider poverty reduction frameworks as the leading United Nations agency that contributes food assistance and related know-how for the protection and nutrition-related needs of the most vulnerable groups. The required improvements are:

➢ **A need to improve WFP's partnership strategies**. In fact, the evaluation indicates that the level of integration of WFP assistance at country level within wider policy and programmatic frameworks varies considerably and that when integration exists, the benefits of WFP-promoted development activities move beyond localized impact and their chances of sustainability increase. There is therefore a need for WFP to move

further away from a concept of partnership that sees food aid as a resource around which to build interventions, towards a paradigm where food aid complements other resources within national and local poverty reduction and recovery plans;

➢ **The need to further refine the targeting of its interventions**. The evaluation noted that WFP assistance covers areas and vulnerable categories that other stakeholders are unable to reach. This is a crucial comparative advantage that could potentially be further sharpened by addressing those programming and implementation shortcomings that limit WFP's capacity for supporting certain categories of vulnerable group (e.g. labour-poor households, out-of-school children or people living in remote areas);

➢ **The need to make consistent progress on nutrition related issues** which, in the opinion of the evaluation team, have not been addressed according to EDP expectations and which could be seen as an important justification for the systematic use of food-aid-based transfers in non-emergency situations and in the presence of functioning markets."[3]

RECOMMENDATIONS

11. The evaluation team has identified three strategic and four implementation recommendations for follow-up actions from WFP, its donors and the Board.

Strategic Recommendations

➢ "Further integration of WFP assistance within broader poverty reduction frameworks;

➢ Improve the targeting of the most vulnerable and excluded groups;

➢ Mainstreaming of nutrition priorities within WFP development operations.

Implementation Recommendations

➢ Resourcing related issues should be closely considered by WFP management, Executive Board and the Donors;

➢ Demonstration of results and efficiency analysis needs to be strengthened to facilitate 'informed' decisions;

➢ The current level of priority attributed to the five EDP strategic objectives needs to be reconsidered in the light of the current poverty reduction frameworks and of WFP organizational changes;

➢ The sustainability aspects of WFP development activities need to receive more attention."[4]

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[3] Ibid.

[4] Ibid.

WFP ACTIONS – WORK IN PROGRESS AND INVESTMENTS FOR THE FUTURE

12.   The attached management response matrix provides WFP's detailed responses to the evaluation's recommendations. This evaluation should be considered in relation to WFP's ongoing actions to strengthen its programming; its three strategic recommendations were identified in WFP's Strategic Plan (2004–2007) as areas requiring action. The evaluation validates WFP's own analysis and contributes additional lessons learned. A summary follows of WFP's work in relation to the evaluation's three strategic recommendations, the challenges encountered and intended investments.

13.   The EDP was part of an ongoing process of change in WFP that was initiated in the early 1990s as a result of declining development resources and WFP's expanded role as a humanitarian agency. The 1991–1993 Tripartite Evaluation of WFP provided an impetus for revising the Programme's approach in development. The Governance Project helped to create a framework of strategic planning, accountability and managing for results, which has influenced WFP's work.

14.   The first results-based Strategic Plan (2004–2007) aligned WFP's activities with efforts to achieve the MDGs. WFP's experience in implementing the EDP influenced the formulation of this Strategic Plan – particularly the need to work in partnership and to focus efforts on the most vulnerable people. The five Strategic Priorities set out in the Plan were influenced by the five Enabling Development focus areas, which prioritize nutrition and education. Three Enabling Development priorities focusing on gaining assets, mitigating natural disasters and shifting to sustainable livelihoods are captured in Strategic Priority 2: protect livelihoods in crisis situations and enhance resilience to shocks. WFP's strategy also benefited from its experience in transition and recovery situations, where linkages to development were becoming more apparent.

15.   During the two years following approval of the Strategic Plan (2004–2007), WFP implemented several changes in its programmes. The external evaluation took place during this time, and the evaluation team recognized to these changes, encouraging WFP improve its programmes' effectiveness. The findings and recommendations of the evaluation were presented to WFP in late 2004, during the formulation of the Strategic Plan (2006–2009). The evaluation complemented WFP's experience in the three strategic areas of partnership, targeting and nutrition, and contributed to WFP's new strategic framework, which reflects on progress made and aims to strengthen WFP's contribution to the MDGs. WFP's work in these areas, challenges encountered and the intended investments are summarized below.

Work in Progress

16.   **Partnership**: The importance of partnering is well known and explicitly recognized in both Strategic Plans. The Strategic Plan (2006–2009) states that in its development programming: "…WFP's assistance should be led by broader national strategies, and WFP should seek partners with sound programmes where food can complement their efforts."[5] In the past year, WFP has appointed a special adviser for poverty reduction strategy papers (PRSPs) in its Policy, Strategy and Programme Support Division in order to support country offices in these processes. A memorandum of understanding has been signed with the United Nations Children's Fund (UNICEF) to achieve sustainable improvement in child nutrition.

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[5] WFP/EB.A/2005/5-A/Rev.1, para.17.

17. **Targeting**: WFP's ability to identify the most vulnerable people in development initiatives has improved through investments in vulnerability analysis and mapping (VAM). Comprehensive food security and vulnerability analyses are the foundation for WFP programming at the country level; all analyses include information on food security within a particular country, the risks facing particular groups or households, livelihood strategies, the geographic areas where food insecurity is most severe and the role of food assistance.

18. **Nutrition**: In 2003, WFP established a nutrition service in its Policy, Strategy and Programme Support Division to address gaps in its ability to tackle malnutrition. In 2004, the Executive Board approved three policy papers on nutrition: "Food for Nutrition: Mainstreaming Nutrition in WFP" (WFP/EB.A/2004/5-A/1); "Micronutrient Fortification: WFP Experiences and Ways Forward" (WFP/EB.A/2004/5-A/2); and "Nutrition in Emergencies: WFP Experiences and Challenges" (WFP/EB.A/2004/5-A/3). WFP has also recruited nutritionists in regional bureaux and large country offices. In addition, a nutrition-training programme has been implemented for WFP and implementing partner staff.

Challenges Encountered

19. WFP has taken steps to address problems encountered in implementing the EDP, but challenges remain. Although WFP can do more to integrate its assistance into national poverty reduction strategies, it continues to have difficulty achieving effective partnerships in which food contributes to development partners' programmes. WFP works in areas lacking adequate human and financial resources and cannot always find suitable partners willing to work in these areas or scale-up their activities to reach WFP's beneficiaries. WFP and its partners face resource constraints that lead to difficulties in planning and implementing activities.

20. A decline in resources for development programmes has affected WFP's capacity to help to halve the number of hungry poor in the world. WFP is expected to contribute to national development goals along with other United Nations organizations, but resource pledges systematically fall short of its goals. With inadequate resources to meet identified needs, the impact of WFP assistance is reduced. WFP's achievements are dependent upon all partners honouring their commitments in order to achieve the objectives set by national strategies.

Investments for the Future

21. WFP aims to use its limited resources most effectively at the country level through joint programming initiatives with strong development partners and is developing guidance on how to integrate food assistance into sector-wide approaches (SWAPs). WFP is also strengthening its partnerships with NGOs to explore further strategic initiatives and joint approaches to combating hunger.

22. In 2006, WFP will present a policy paper on targeting to the Board that builds on experiences with VAM and the results of a thematic evaluation currently being carried out by the Office of Evaluation. Recognizing the difficulties of assisting people in need, WFP aims to strengthen national safety-net programmes to ensure that the most vulnerable people are reached.

23. While WFP mainstreams nutrition through all its programming, addressing child hunger is a critical development issue. Under-nutrition contributes to 6 million preventable child deaths each year. For those who survive hunger in childhood, the damage can last a

lifetime. Hunger leads to irreversible physical stunting, lowered intelligence and increased susceptibility to diseases. Together these impacts undermine the economic, social and political development of nations. The humanitarian community must work together with a view to the long-term investment needed to eradicate child hunger; WFP is working with its partners to develop a global child-hunger strategy. By supporting early childhood nutrition and education, the Programme can make an important contribution to this strategy.

EXTERNAL EVALUATION OF WFP'S ENABLING DEVELOPMENT POLICY IMPLEMENTATION RECOMMENDATIONS AND MANAGEMENT RESPONSE MATRIX		
Recommendations[6]	**Responsibility for action**	**Management actions proposed or initiated**
STRATEGIC RECOMMENDATIONS		
1. Further integration of WFP assistance with broader poverty reduction strategies.		WFP concurs with recommendations 1.1 to 1.3. Given WFP's reach to the most remote and food-insecure areas – often with only regional or provincial government partnership in programme implementation – WFP often lacks resources. Despite mapping various implications of partnerships, WFP faces budget constraints within the partners' own systems.
1.1 More attention in project design is to be given to the implications of implementation of partnerships, including issues related to partner's resourcing. 1.2 More systematic promotion of activities in which food aid is a complement to other sources rather than the main element of the intervention is required. This should translate into support for existing, already-resourced national strategies and programmes. 1.3 Closer attention, during CP formulation and policy dialogue, is to be given to the integration of WFP food assistance into broader development programming and into SWAPs in particular, to extend the benefits of WFP-supported development activities and EDP-promoted approaches beyond the local and project levels. This will require enhanced policy dialogue and analysis and communication skills on the part of Country offices as well as proper guidance from WFP.	Policy and External Affairs Department (PD) in consultation with the Operations Department (OD) at Headquarters, regional bureaux and country offices	WFP's *Programme Design Manual* provides clear guidance on assessing the capacity of the partners' competence and resource availability, and encourages planning budgets in consultation with partners, taking into account the cost of implementing various activities. WFP's country programmes budget for capacity-building of partners and for non-food support. The special adviser for Poverty Reduction Strategy Papers (PRSPs) in the Policy Department is already engaged in strengthening guidance on country office engagement in PRSPs and national development agendas. WFP will strengthen its VAM capacity in country offices to collect and analyse food security information, and inform national food-security policies. WFP will develop guidance to integrate food assistance in SWAPs and enhance joint programming and complementarities with agencies at the country level. WFP will also work with partners to ensure availability of resources for the successful implementation of country programmes. WFP will seek opportunities to collaborate with other United Nations agencies and national governments to develop regional strategies on food security, education, nutrition and HIV/AIDS. Such initiatives include the Sahel Alliance for Education, Inter-ministerial meetings on nutrition in Asia and a regional knowledge base on food security and nutrition in Latin America.

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[6] *Synthesis Report, Joint Evaluation of Effectiveness and Impact of the Enabling Development Policy of the World Food Programme*, Vol.1, February 2005.

EXTERNAL EVALUATION OF WFP'S ENABLING DEVELOPMENT POLICY IMPLEMENTATION RECOMMENDATIONS AND MANAGEMENT RESPONSE MATRIX		
Recommendations[6]	Responsibility for action	Management actions proposed or initiated
2. Improve he targeting of the most vulnerable and excluded groups		WFP concurs with recommendations 2.1 to 2.4. Given the focus on the Strategic Plan and EDP, WFP needs to concentrate its resources on activities that are in line with national priorities. The Programme cannot be a substitute for national governments in addressing the needs of vulnerable populations. By strengthening national governments' capacities to design and implement food-based safety net programmes, WFP will contribute to improved targeting in order to reach vulnerable groups.
2.1 Further consideration is required by WFP, recipient countries and donors of the resourcing implications of reaching the poorest and most remote communities. These implications will need to be clearly spelt out by WFP in project design.	VAM Unit (ODAV) in consultation with country offices for improving targeting.	In all its country programmes, WFP articulates its rationale for choosing the most vulnerable groups and the cost implications of working in areas where access and food availability are limited. ODAV is assisting country offices to strengthen their capacities to identify the poorest and the most vulnerable groups of schoolchildren, sick and elderly people – including asset- and resource-poor people. Through regular community food security profiling exercises, WFP and its counterparts extend programme outreach.
2.2 Consideration should be given by WFP to the further concentration of resources on a more limited number of resource-poor areas within a country. Such concentration, when relevant, should take place through the existing decentralization framework so as to further contributing to the sustainability of development activities and approaches.	Finance Division (ADF) and Fundraising and Communications Department (FD) (for Resourcing and Long-Term Financing [R&LTF] review)	While WFP maximizes the use of its resources by concentrating in the most remote and most food-insecure areas, the cost of assistance will be higher because of: (i) a lack of complementary partner resources; and (ii) increased transport and distribution costs. WFP will review its direct support cost (DSC) and other direct operating cost (ODOC) mechanisms in the light of the financing policy framework to maintain a balance between effectiveness and efficiency of its operations.

EXTERNAL EVALUATION OF WFP'S ENABLING DEVELOPMENT POLICY IMPLEMENTATION RECOMMENDATIONS AND MANAGEMENT RESPONSE MATRIX		
Recommendations[6]	**Responsibility for action**	**Management actions proposed or initiated**
2.3 Further pro-poor fine tuning by WFP of the activities to be promoted and assets to be created with the support of WFP food is required. For instance: (a) the positive experience to date of the use of take-home rations to encourage girls' attendance at school should be extended to encourage participation in school activities by children from the poorest households; or (b) more emphasis needs to be given to creation of assets or promotion of activities relevant to the most vulnerable groups for example small-scale income-generating activities.	Country offices with support from regional bureaux and the Programme Quality Assurance (PQA) team	Building on the past performance of country programmes and lessons learned from the evaluation, WFP continues to focus on the most vulnerable populations and support them through programmes that strengthen their human and physical asset base. Project formulation and design will continue to concentrate on using food assistance in conjunction with other resources and promoting community participation in all activities. Asset-building activities will focus on building livelihoods of the most vulnerable people. WFP will extend its positive experiences using take-home rations to encourage school enrolment and attendance of girls and boys from the poorest households.
2.4 The strengthening of WFP's commitment, with recipient countries' and donors' support, to national safety net initiatives in line with the recent policy paper 'WFP and Food-Based Safety Nets' needs to be considered so as to provide more structured support to certain categories of vulnerable group that have only been partially covered by the EDP.	PD	WFP country programmes contribute to national food-based safety-net programmes such as the Integrated Child Development Scheme in India and Managing Environmental Resources to Enable Transitions to more Sustainable Livelihoods in Ethiopia. WFP will continue to build its development portfolio in line with national mandates and develop models for food assistance programmes that can be easily scaled-up. WFP will also build the capacity of national governments to implement food-based safety-net programmes. Guidelines on technical assistance and capacity-building in accordance with WFP Strategic Objective 5 will be developed by mid-2006.
2.5 The inclusion of gender analysis in project design and of gender-sensitive indicators in M&E in line with the WFP Enhanced Commitments to Women: "Contributing to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to participate in closing the gender gap" is required.	ODAV Country offices	WFP has advanced VAM capacity in country offices, regional bureaux and at Headquarters. Gender analysis is carried out as part of the situation analysis process. WFP's indicators for outputs and outcomes are disaggregated and the Programme's activities often focus on reducing the gender gap. WFP will review its current set of tools and indicators to enhance its capacity for gender analysis.
2.6 Enhanced policy dialogue and analysis by WFP at country level on gender issues is required.		Capacity-building and training for WFP staff and partners will continue to include gender analysis.

EXTERNAL EVALUATION OF WFP'S ENABLING DEVELOPMENT POLICY IMPLEMENTATION RECOMMENDATIONS AND MANAGEMENT RESPONSE MATRIX		
Recommendations[6]	**Responsibility for action**	**Management actions proposed or initiated**
2.7 WFP development operations should address HIV/AIDS-related problems but this will require context-specific approaches, tools and targeting mechanisms, guidance from HQ, and clearer definition of the links with the EDP areas of focus, taking into account the complexity of the issue.	HIV/AIDS Unit (PDPH) with support from the PQA team	PDPH will develop and disseminate guidelines on HIV/AIDS programming by December 2006. Through the Unified Budget and Work Planning funding, PDPH will also provide staff and funds at the regional level to strengthen HIV/AIDS programming.
3. Mainstreaming of nutrition priorities within WFP development operations		WFP concurs with recommendations 3.1 to 3.3
3.1 WFP needs to strengthen and mainstream the nutrition-related aspects of its interventions, and flexible resources should be provided to this end. The Food for Nutrition Policy paper presented to the EB in May 2004 provides clear strategic indications that need to be transformed by WFP into operational guidelines.	Nutrition Service (PDPN) with support from PQA team	As part of its strategic vision, WFP places great importance on mainstreaming nutrition in all its programmes. Food-basket compositions are appropriate to local contexts and the food commodities provided to WFP's beneficiaries are micronutrient fortified. WFP's nutrition handbook provides appropriate guidance towards designing nutrition interventions. All WFP nutrition programmes have nutrition indicators, conforming to the international standards of measurement. Monitoring and evaluation systems are geared towards demonstrating nutrition impacts of interventions. PDPN provides support to improve nutrition surveillance and outcome monitoring. A manual on measuring and interpreting nutrition and mortality data will be produced at the end of 2005 in collaboration with the United States Center for Disease Control and Prevention (CDC). PDPN is currently engaged in many initiatives related to best practices in nutrition and HIV/AIDS. WFP is also producing guidance documents that draw on best practices with partners, including UNICEF, the World Health Organization (WHO) and the Office of the United Nations High Commissioner for Refugees (UNHCR).
3.2 It is important that WFP and its partners further develop the search for best practices in the use of nutrition programming to mitigate the effects of HIV/AIDS.		
3.3 Nutritional indicators should be included, whenever relevant, in project design and then monitored.		

EXTERNAL EVALUATION OF WFP'S ENABLING DEVELOPMENT POLICY IMPLEMENTATION RECOMMENDATIONS AND MANAGEMENT RESPONSE MATRIX		
Recommendations[6]	**Responsibility for action**	**Management actions proposed or initiated**
IMPLEMENTATION RECOMMENDATIONS		
1. Resourcing-related issues are to be closely reviewed by WFP management, EB and donors		WFP accepts this recommendation and reminds donors and the Board that resourcing-related issues should be discussed in the light of the evaluation findings. The decisions taken should assist WFP in continuing increasing its effectiveness and efficiency.
1.1 Given the fundamental role that ODOC resources play in local partner capacity-building and in achieving EDP objectives, it is important that WFP donors guarantee their resourcing at the levels agreed upon at project approval.	FD in consultation with OD and ADF	WFP will strive to maximize the volume of food for beneficiaries. The Board has approved a strategy to broaden the donor base to include all member states, inter-governmental organizations and the private sector, so that sufficient resources are raised to meet the needs of all approved programmes and operations (WFP/EB.3/2004/4-C). This strategy aims at increasing funding from traditional donors, whether public or private, encouraging occasional donors to become regular contributors and attracting new donors.
1.2 WFP EB should revise upwards DSC allocation mechanisms so as to allow COs (and particularly smaller ones) to operate according to EDP requirements and donors should guarantee their resourcing at the level set by the EB. This will also require an assessment of the viability and appropriateness of maintaining Country Offices which manage very limited development operations.		At EB.2/2005, the Board will consider a strategy for maximizing the efficiency of donations. This strategy will be more multilateral, more flexible (with less restrictions), more predictable (including multi-year funding commitments) and more often in cash. WFP is also seeking to maximize the efficiency of its use of contributions through the Business Process Review (WFP/EB.1/2005/5-C). To this end, the Board has approved the establishment of a working-capital fund in order to ensure continued financing of projects pending confirmation of forecast contributions.
1.3 WFP donors are urged to consider multi-year funding mechanisms and the opportunity of doing away with certain requirements relating to sources of food aid procurements or the earmarking of assistance for specific activities, with a view to promoting higher levels of effectiveness and efficiency in WFP development operations.		Consultations with the member states, planned in the course of 2006, aim to focus on a review of WFP's financial policy framework, which will provide an opportunity to further promote the recommendations of the evaluation.
1.4 In the design of CPs, WFP needs to consider the possibility of increased geographical concentration of development activities within specific regions of a given country or greater delegation of functions to local institutions (when possible) as a way of reducing resourcing problems.	Country offices with assistance from PQA team	WFP concurs with the recommendation of increased geographical concentration to maximize resources.

In most cases, however, where the Programme works with decentralized local institutions, which lack resources and capacity; delegation may not resolve resourcing problems.

Partnership agreements will help to spell out the resourcing |

EXTERNAL EVALUATION OF WFP'S ENABLING DEVELOPMENT POLICY IMPLEMENTATION RECOMMENDATIONS AND MANAGEMENT RESPONSE MATRIX		
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		obligations of WFP and its partners, and WFP will strive to leverage national and local government budgets to complement its activities. It is essential, however, that WFP is provided with resources as approved in order to strengthen the capacity of its partners to implement activities and to have an impact on the lives of its beneficiaries.
2. Demonstration of results and efficiency analysis needs to be strengthened to facilitate 'informed' decisions		WFP concurs with this recommendation and is committed to implement its RBM policy organization-wide.
2.1 It is vital that WFP Management and EB ensure that the ongoing initiatives (considered appropriate by the evaluation team) to promote mainstreaming of RBM by WFP (complemented by cost information on programme activities) are properly implemented and resourced. 2.2 As far as possible WFP-supported M&E activities should be built on existing national systems.	Results-Based Management Division (OEDR) and Office of the Director of Operations (ODO) with support from the common monitoring and evaluation approach (CMEA) team	CMEA initiated in mid-2004, is mainstreaming results-based project design and monitoring through provision of a standard indicator and module menu, training and support for analysis and reporting. In the next two years, CMEA products will be available to the country offices. Country programmes can benefit from the tools and materials for mainstreaming monitoring and evaluation in design and implementation of activities. CMEA will not only assist country offices in translating WFP's strategic vision into practical programmes in line with national priorities, but will also assist partners in improving their monitoring and evaluation processes. Concurrently, the quality of standard project reports has risen through improvements in the annual reporting exercise and CMEA; country offices will benefit from other reports to improve country-level programme management. As a result of institutionalization of work plans, results-based planning and management is now part of every staff member's work. WFP will continue implement RBM at all levels.

EXTERNAL EVALUATION OF WFP'S ENABLING DEVELOPMENT POLICY IMPLEMENTATION RECOMMENDATIONS AND MANAGEMENT RESPONSE MATRIX		
Recommendations[6]	**Responsibility for action**	**Management actions proposed or initiated**
2.3 Calculation of alpha value (value of transfer/WFP costs) at country level - and also in WFP areas of operation - must be more regular and should be used by WFP as an instrument for decision-making on procurement modalities and on opportunities for using food aid as a form of transfer in that specific context. The required level of human and financial resources needs to be properly budgeted for by WFP and then underpinned by a corresponding allocation of DSC/ODOC.	ODO and External Relations Division (PDE)	The *Programme Design Manual* directs WFP staff regarding alpha-value calculations. Country offices are expected analyse the comparative advantage of food aid. WFP concurs that this activity should be routine and should be component of phasing-out strategies. The recent OD directive on commodity exchanges, barters and swaps requires country offices to conduct market studies in order to make appropriate decisions regarding procurement. With assistance from the Food Procurement Service, country offices will carry out appropriate market studies before embarking on procurement activities. WFP will institutionalize analysis of cost efficiency in its operations and provide revised guidelines by the end of 2006.
3. The current level of priority attributed to the five EDP strategic objectives needs to be reconsidered in the light of the current poverty reduction frameworks and of WFP organizational changes		The Enabling Development priorities and the Strategic Plan are the basis for informing WFP on the most appropriate interventions, in line with national development priorities and poverty-reduction frameworks. WFP will continue to implement programmes and projects on the basis of challenges to be addressed.
3.1 Food-for-assets activities should be maintained despite implementation difficulties and possibly integrated into wider initiatives such as national social infrastructure funds, whilst their sub-division into three areas of focus must be reconsidered, as it is cumbersome and of little relevance to the country contexts.	Country offices with assistance from the PQA team	Food-for-assets activities will continue to be designed as part of country programmes in line with WFP's Strategic Objective 2: Protect livelihoods in crisis situations and enhance resilience to shocks. Support for programme design will be provided through the decentralized PQA help desk. WFP will only participate in national social infrastructure funds and projects if they are targeted towards providing livelihood opportunities to the most vulnerable and asset-poor people.
3.2 The 5 EDP areas of focus and priorities need to be considered as having been subsumed in the light of the Strategic Plan 2004-2007 that establishes five overall strategic priorities for WFP corporate work. However, the links between the 5 EDP areas of focus and the strategic priorities defined by the Strategic Plan should be made more explicit.	PQA team	The EDP's current priorities are aligned with the Strategic Objectives and will be addressed in programme formulation. PD, OD and OEDR are engaged in promoting high-quality programming through the PQA Team. This team will provide country programming tools to maintain links between Enabling Development priorities and Strategic Objectives. The Programme Design Manual provides detailed information on programme design and planning for county offices.

EXTERNAL EVALUATION OF WFP'S ENABLING DEVELOPMENT POLICY IMPLEMENTATION RECOMMENDATIONS AND MANAGEMENT RESPONSE MATRIX		
Recommendations[6]	**Responsibility for action**	**Management actions proposed or initiated**
3.3 The need to complement the EDP with a view to tackling gaps related to programming that are not necessarily fully part of the development sphere, such as addressing the long- term protection needs of certain categories of vulnerable group, needs to be addressed by WFP and supported by recipient and donor countries.	PD	WFP assessments consider vulnerability of disabled and elderly people in emergency settings. In the development context, WFP aims to build the capacity of national governments to implement safety-net programmes appropriate to the needs of vulnerable groups.
3.4 In light of the above recommendations, it is important that WFP Management consider an update of the EDP or the preparation of an information note clarifying the links of the EDP with: a) the Strategic Plan priorities; b) the major policy changes that have occurred within WFP; and c) the global policy changes that have occurred (e.g., PRSP and SWAPs).	PD and OD	This management response and the introductory note cover the points raised in this recommendation.
4. The sustainability aspects of WFP development activities need to receive more attention.		WFP accepts this recommendation and will work towards developing appropriate guidance on exit strategies.
4.1 Exit strategies and related milestones must be set out in project and CP design (using also VAM). Exit strategies should be context-specific and not necessarily imply a withdrawal of WFP from certain countries or from a given project.	OD (country offices and regional bureaux)	WFP will ensure that country offices provide analysis on country programmes to: (i) highlight the rationale for food assistance; and (ii) elaborate exit or phasing-out strategies. When appropriate, country offices should justify continuation or expansion of interventions. WFP will strengthen its partnerships with United Nations agencies and civil society, including national and international NGOs, to mobilize resources and to identify sustainable development assistance strategies.
4.2 WFP HQ should undertake the analytical work and guidelines development necessary for the systematic inclusion of exit strategies at CO level.		Regional bureaux and Headquarters will continue to monitor programme formulation and provide support.
4.3 A series of measures for increased integration of WFP development operations into national poverty reduction frameworks, where relevant, must be defined at CP level.	PD and OD	See response to strategic recommendation 1.

ACRONYMS USED IN THE DOCUMENT

ADF	Finance Division
CDC	Center for Disease Control
CMEA	common monitoring and evaluation approach
CP	country programme
DSC	direct support costs
EDP	Enabling Development Policy
FD	Fundraising and Communications Department
M&E	monitoring and evaluation
MDG	Millennium Development Goal
NGO	non-governmental organization
OD	Operations Department
ODAV	Vulnerability Analysis and Mapping Unit
ODO	Director of Operations
ODOC	other direct operational costs
OEDR	Results-Based Management Division
PD	Policy and External Affairs Department
PDE	External Relations Division
PDPH	HIV/AIDS Unit
PDPN	Nutrition Service
PQA	Programme Quality Assurance
PRSP	Poverty Reduction Strategy Paper
R&LTF	Resource and Long-Term Financing
SWAP	sector-wide approach
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
WHO	World Health Organization