

Context

1. WFP's Mission Statement and General Regulations stipulate that WFP will assist in the continuum from emergency relief to development by giving priority to supporting disaster prevention, preparedness and mitigation. Rehabilitation, disaster preparedness projects and technical assistance to help developing countries establish or improve their own food assistance programmes are among the WFP programme categories defined by the Executive Board. The importance of such activities is reiterated in WFP's Strategic Plan¹ (2008–2013) and associated management plans, which emphasize the need to strengthen partnerships with governments, and reinforced in its capacity development policy.²

2. WFP's Preparedness and Response Enhancement Programme is the main cross-cutting programming instrument for institutionalizing WFP's Emergency Preparedness and Response Framework,³ which includes a commitment to strengthening national emergency preparedness and response (EPR).

3. Internally, the Capabilities Partnership Programme (CAPRO) provides core principles to guide WFP's engagement with leading national institutions responsible for emergency preparedness and response – primarily national disaster management authorities (NDMAs) – applying a whole-of-society approach⁴ where possible. Under CAPRO, WFP country offices strengthen the capacities of national disaster management actors, in line with WFP's mandate and recognized areas of expertise.

4. Externally, within an inter-agency context, the Common Framework for Preparedness – recently endorsed by the Inter-Agency Standing Committee (IASC) as part of the Transformative Agenda⁵ – guides WFP's efforts under CAPRO to meet the IASC's increasing commitment to developing national capacity for disaster management.⁶ Through CAPRO, WFP meets its responsibilities with regard to its cluster mandates in food security, logistics and emergency telecommunications to support the strengthening of national response capacity.

Objectives

5. CAPRO reflects WFP's recognition that the national response is the cornerstone of all disaster responses. WFP and the international humanitarian community provide support to national response in two ways – firstly through a strengthening of national response capacity based on national demand; and secondly by supporting national capacity to augment response mechanisms where necessary including through better understanding and coordination

¹ "WFP Strategic Plan (2008–2013)" <http://docustore.wfp.org/stellent/groups/public/documents/eb/wfp246545.pdf>

² WFP/EB.3/2004/4-B, WFP/EB.2/2009/4-B

³ The third of this programme's three objectives is to strengthen the emergency preparedness and response capabilities of national disaster management and other humanitarian actors, within the framework of the WFP capacity development policy and in line with the current strategic and management plans.

⁴ The whole-of-society approach advocates collaboration and action across three axes: the public–private, through engagement of civil society, government and the private sector; the multi-sectoral, through engagement of all relevant sectors; and the global-local, through collaboration and engagement at all levels.

⁵ <http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-template-default&bd=87>

⁶ The common framework reiterates the IASC's prioritization of support for national and local government disaster risk management capacity. It emphasizes the importance of bringing together relevant partners under government leadership and assessing gaps in capacity through multi-hazard risk assessments of national and local emergency response capacities, and calls for the empowerment of key national disaster management organizations.

6. WFP's first priority for disaster risk management is strengthening the capacity of communities to manage and mitigate risks.⁷ However, some risks are too complex and severe to be handled at the community level alone, and require attention from national authorities. To strengthen resilience to these risks, the capabilities of national and sub-national disaster management actors need to be enhanced. CAPRO makes an important contribution towards risk mitigation through capacity development.

7. Under the CAPRO strategy, WFP seeks to standardize its practical approach to support governments and national partners in their efforts to strengthen their national EPR capacities in WFP's areas of competence, providing value-added support.

8. CAPRO provides a nimble and effective knowledge-transfer service in emergency preparedness, for developing government capacity through WFP regional bureaux and country offices. CAPRO also acts as a platform for the exchange of best practices, methodologies and tools among regional bureaux, country offices and other stakeholders.

9. CAPRO builds on WFP's extensive experience in emergency preparedness, which includes pandemic preparedness, the framework for WFP's engagement with NDMAs, the WFP policy on disaster risk reduction and management⁷ and WFP's role as co-chair of the IASC Sub-working Group on Preparedness. CAPRO contributes to the Hyogo Framework for Action 2005–2015⁸ priority 5, on disaster preparedness for effective response.

10. Implementation of CAPRO at the national level is expected to provide an enabling environment for harmonizing disaster response mechanisms and processes, expanding dialogue in the humanitarian community and promoting inclusive partnerships, including with the private sector. For example, simulation exercises help to establish and strengthen networks of emergency responders and provide opportunities for working with national and international partners to stress test government procedures for response during an adverse event.

Towards more sustainable approaches to national EPR capacity development

11. CAPRO draws on WFP's preparedness portfolio, including best practices and experiences such as the recent pandemic preparedness regional exercises. WFP country offices have also developed and implemented a wide range of national EPR capacity development activities. Through CAPRO, WFP seeks to capture, learn from, standardize, cross-fertilize and disseminate these best practices.

12. Outcomes and recommendations from preparedness and capacity-development initiatives informed the development of WFP's initial engagement framework with NDMAs in September 2011. The framework outlines six focus areas – in line with WFP's mandate and areas of expertise – for providing practical training and technical assistance packages that support EPR capacity development for national institutions through CAPRO:

- i) food security and vulnerability analysis;
- ii) food assistance planning;
- iii) humanitarian supply chain management;
- iv) emergency telecommunications;
- v) hazard analysis and early warning in support of food security; and
- vi) support to national disaster-response planning.

⁷ “WFP Policy on Disaster Risk Reduction and Management” (WFP/EB.2/2011/4-A)

⁸ <http://www.unisdr.org/2005/wcdr/intergover/official-doc/L-docs/Hyogo-framework-for-action-english.pdf>

13. For each of these areas, WFP has consolidated a *Catalogue of Capacity Development Activities* that includes tools and training available for roll-out by regional bureaux and country offices, in line with and adaptable to government requests, national absorption capacities, synergies with partners and available resources. WFP works with other actors involved in capacity development of NDMAs, and makes training and technical assistance packages that it has developed available as part of wider coordinated efforts. While activities are implemented at the country level with support from the Emergency Preparedness Division, technical ownership remains with the technical division responsible for developing their respective packages.

14. WFP's capacity development initiatives with national institutions through CAPRO rely on analysis of NDMA capacities in WFP's recognized areas of expertise, using standardized assessment methodologies and working in collaboration and partnership with other humanitarian entities. Further, gaps identified and recommendations derived from capability analysis exercises, such as simulations, conducted with countries and/or regions are reflected as appropriate in the initiatives. Dialogue between WFP and NDMAs is emphasized during the entire process.

15. Based on the shared capacity assessment of the government, targeted EPR technical assistance and/or training provide incremental support to enable governments to develop capacities, or establish baseline capacities, in the six focus areas related to WFP's mandate. In the short term, CAPRO helps to intensify country offices' understanding of and relationship with NDMAs, which is valuable in the event of a crisis. Longer-term implementation of CAPRO builds on this increased contextual awareness to deliver longer-term government capacity development objectives, enhancing national preparedness and response.

16. Throughout the planning and implementation of activities, WFP seeks to maximize partnerships with stakeholders, including United Nations agencies, non-governmental organizations, civil society, academic institutions and the private sector, reflecting the whole-of-society approach to EPR. Partnerships and inter-agency dialogue are essential for coordinating stakeholders' support to governments and making best use of limited resources.

17. At the national level, CAPRO activities are coordinated with the in-country work of the World Bank, the United Nations Development Programme, the United Nations Office for the Coordination of Humanitarian Affairs, the International Strategy for Disaster Reduction, United Nations country teams and local partners. CAPRO activities are being consolidated into a package that country offices can implement through emergency operations, protracted relief and recovery operations, country programmes or development projects. Guidance is being prepared on funding for national EPR capacity development beyond the implementation of CAPRO, based on analysis of the pilot phase.

18. Integration of elements of CAPRO into the design of WFP operations will enable WFP to address national EPR capacity gaps more systematically and to understand how it can best augment national response, leading to capacity development initiatives that are nationally owned and supported by the local WFP country office. As CAPRO evolves, building on global analysis efforts, WFP will explore the scope for developing minimum country office requirements for engagement with NDMAs. Where requested, the Emergency Preparedness Division will assist country offices in developing longer-term engagement strategies with NDMA.