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PARTNERSHIP WITH NGOs

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for information to the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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INTRODUCTION

1. WFP, like most United Nations agencies, has a primary mandate to work with governments. However, since its inception, provision for working with non-governmental organizations (NGOs) has been included in the “Basic Documents of the Programme.”¹ There has been a major increase in partnerships with NGOs in recent years—in part as a consequence of the rise in emergency situations—necessitating that WFP find flexible partners with logistics and funding capacity. WFP has also adopted a policy of enhancing partnership, based on the recognition that the involvement of NGOs in WFP’s operations contributes to increasing the quality of the design and implementation of activities, strengthens WFP’s people-centred approach and helps the organization to reach the poorest people in the neediest countries.
2. In fulfilling its mandate to target the poorest, WFP is often confronted with a problem of national capacity, as described in the policy paper presented to the Executive Board in October 1997 on “Measures to enhance WFP’s programming in the poorest countries” (WFP/EB.3/97/3-A). In paragraph 3 of that document, it is stated that: “Many priority countries still have small programmes, often because of a constrained national capacity to provide the matching resources and skills required to absorb external assistance and make effective use of food aid”. The Board recommended that WFP invest in the capacity of least developed countries (LDCs), particularly NGOs and community groups, and work closely with NGOs to strengthen programming in development. This paper examines how WFP can do this. The analysis is therefore focused on development situations.
3. In the first part, the paper analyses the main trends in WFP/NGO relationships and the reasons for their recent increase. The second part discusses ways to maximize the benefits of working with NGOs in development situations and establishing advocacy opportunities. It proposes that WFP should try to build up a partnership between recipient governments and international and national NGOs; endeavour to involve NGOs in the whole programme cycle; contribute to the organizational capacity of national institutions to strengthen national capacity; and ensure that collaboration improves in a transparent and accountable manner the quality and effectiveness of WFP’s operations.

PART I. PLACE AND ROLE OF NGOS IN WFP OPERATIONS: A PARTNERSHIP WHICH HELPS WFP TO FULFIL ITS MANDATE

Diversity of the NGO community

4. The concept of NGOs is so broad that there is no worldwide, commonly agreed definition. When using the term “NGO”, this paper refers to a very general definition: “Non-profit, citizen’s voluntary entity, organized locally, nationally or internationally”. This covers voluntary organizations which have a role in development and humanitarian

¹ Extract from WFP General Regulations, dated 1961 (article 19 (c)): Non-governmental organizations shall be encouraged, where and as appropriate, to cooperate with the Programme and to support its activities”. Revised in 1997, the General Regulations continue to reflect the primary role of recipient governments, for example in Article XI (Assistance Agreements) and Article XII (Implementation), but also refer to the role of NGOs, especially in emergency situations.



aid, but does not embrace informal groupings, such as, *inter alia*, village or farmer communities, nor does it cover private sector organizations. This paper does, however, recognize the critical role of these other components in a civil society.

5. The NGO community is a world of complexity and nuance, ranging from worldwide organizations to small community organizations working at the village level. The traditional distinctions between northern and southern, international and national NGOs are becoming more complex: most international NGOs are increasingly linked with local partners and have recently experienced a decentralization process which has brought them closer to the field. Large faith-based networks have developed extended parochial or community structures and have both northern and southern members.
6. A recent impressive phenomenon is the increase in NGOs from developing countries. The Organisation for Economic Cooperation and Development (OECD) estimated the number of local NGOs in the south to be 12,000 in 1988 and 50,000 in 1994, in comparison to 5,000 NGOs in the north. Besides the thousands of small grass-roots organizations, there are also large southern NGOs such as Bangladesh Rural Advancement Committee (BRAC), the Grameen Bank, Enda Tiers Monde (ENDA), and Fundación Natura in Ecuador, which have highly developed expertise and capacity.
7. In the last 30 years, NGOs have acquired a critical role within the international community. They have become a major channel for development and humanitarian aid and manage about 14 percent of total development assistance. The increasing role of NGOs in food aid is also impressive: NGOs were responsible for 29 percent of all food aid delivered in 1997, in comparison to 13 percent in 1993 and 20 percent in 1996.¹ This trend includes a rise in their influence on policy: NGOs have been very active in advocating new approaches which have subsequently been integrated into common development policies, such as capacity-building, sustainable development, gender issues and poverty eradication. The United Nations has recognized as an explicit objective support to NGOs and civil society.²
8. This increased recognition of the role of NGOs is also related to the renewed importance given to civil society, which is linked to factors such as:
 - a) greater attention to governance as a condition for democracy and access to development opportunities; and recognition that democracy cannot exist without the emergence and structuring of a civil society;
 - b) recognition that involving populations improves the chances of the development process responding to real needs and having longer-term benefits;
 - c) an increased role of the private sector and NGOs as a consequence of the reduction of the public sector and privatization, in both developing and developed countries;
 - d) rapid globalization of the world economy and the need for safety nets; and
 - e) recognition of the critical role of NGOs in peacekeeping.

¹ Source: WFP (INTERFAIS), March 1998.

² Paragraph 24 of United Nations General Assembly Resolution 50/120 states "...where Governments so desire, the United Nations system should be ready to engage in providing an enabling environment to strengthen the capacity of civil societies and national non-governmental organizations that are involved in development activities in accordance with national priorities;"



9. The diversity of the NGO community also reflects the existence of organizations which do not all share the same objectives and level of professionalism. An important element in this regard is the effort of the NGO community to improve its performance, increase its coordination mechanisms and adopt high-level standards, as demonstrated by the recent exercise carried out by the Sphere Project to adopt a Humanitarian Charter and Minimum Standards for Relief Assistance.

An increased operational collaboration and policy dialogue

10. The results of a survey undertaken in 1998 show that WFP works with an estimated 1,120 NGOs worldwide—250 international and 870 national and local NGOs. In 1989, the number was only 300. Approximately 90 percent of the WFP country offices collaborate to some extent with NGOs. Seventy-five percent of the development projects approved included a partnership dimension with NGOs in 1997, against 47 percent in 1992. A study made in 1996 showed that 80 percent of WFP's ongoing relief projects involved NGOs as implementing partners (16 percent of operations were implemented by NGOs only, 36 percent by NGOs and government authorities, 28 percent by UNHCR and NGOs).
11. This trend was encouraged in 1989 by the delegation of authority to WFP Country Directors to initiate small-scale development activities and emergency responses through NGOs. An important tool to strengthen relationships has been the establishment, since 1995, of a general framework for collaboration with some major NGO partners, through the negotiation of Memoranda of Understanding (MOUs) on collaborative working arrangements between WFP and NGOs.¹ These agreements establish a division of tasks and responsibilities between WFP and its partners, and build on the comparative advantages of both organizations. The stipulation of MOUs focusing on stand-by arrangements with NGOs has also increased WFP's emergency preparedness capacity.
12. In joint operations between WFP and the Office of the United Nations High Commissioner for Refugees (UNHCR), the MOU between WFP and UNHCR provides the framework for the participation of the NGO partners. An MOU signed in 1997 involves WFP in the selection of the implementing partner in a food aid operation. At the beginning of 1998, a standard tripartite agreement was finalized between UNHCR, WFP and the implementing partner, on the distribution of food commodities supplied by WFP and UNHCR.
13. WFP has also taken steps to establish a policy dialogue. In 1995, WFP created a regular operational and policy consultative process with 20 of its major operational partners. This annual WFP-NGO consultation is managed and organized jointly by the NGOs and WFP. WFP is also increasingly involving NGOs in its regional workshops and training sessions, for example on gender and emergency preparedness.
14. The type of partner chosen by WFP depends on the timing and nature of the food aid operation. Projects requiring a rapid and logistically heavy emergency intervention or a significant technical capacity are often managed by international NGOs, while national

¹ MOUs have been signed with Catholic Relief Services, CARE US, CARE Canada, CARE Australia, Save the Children US, World Vision International, Deutsche Welthungerhilfe, Food for the Hungry International, Adventist Development and Relief Agency (ADRA), Action contre la faim, Movimondo-Molisv and the Lutheran World Federation; and an exchange of letters took place with Caritas Internationalis. These MOUs should be distinguished from local Memoranda of Understanding, which specify the arrangements and the division of responsibility with regard to the implementation of a specific operation at the country level, and normally include details concerning quantities, food rations, distribution mechanisms and reporting requirements.



NGOs are well prepared to implement activities which require contact with communities, such as income-generating activities and rural development.

The choice of partnership

15. Building a partnership is a process that needs mutual trust. It also requires that people involved in the relationship are convinced of the benefits which can be obtained. WFP has endeavoured to create a relationship of partnership, which means that the NGO is considered as a partner with its own identity, capacity and expertise.
16. Partnership can take several forms. The most frequent relates to situations where the NGO is the implementing partner of WFP and carries out a specific activity on behalf of the Programme (e.g., transport, storage and distribution); this often implies large resource transfers. Although WFP reimburses the costs incurred by NGOs, as described in Part II, it expects, in the spirit of the “partnership principle”, that its partner also provides some inputs or resources to the operation.
17. Other types of partnership relate to situations where there is no large transfer of resources but where both organizations bring complementary inputs, equipment or non-food items which complement the food aid intervention. NGOs also use their specific expertise to provide a technical contribution to enhance the effectiveness of the food aid intervention, for example for needs assessment/micro-planning; evaluation and impact assessment; development of monitoring and evaluation (M&E) systems; community organization and development; and training (including training of trainers). The funding situation will depend greatly on the type of organization involved. In some cases the cost of the service will be fully covered by WFP, but in other cases, costs will be shared.

As for many other areas, information sharing is an example where partnership brings mutual benefits. At the headquarters level, WFP receives from NGOs data on allocation and shipment programmes, and in return, provides them with global information on food aid flows and specific data on food allocation by country. In the field, information is shared on project areas and types of intervention. WFP’s Vulnerability Analysis and Mapping (VAM) Unit receives data provided by organizations working at the field level, and produces maps and information on the vulnerability of target populations which is shared with other relief organizations for better targeting.

Another area where partnership proves to be significant relates to security management, as all humanitarian agencies are currently striving to upgrade the security environment of their personnel operating in difficult duty stations. In extreme situations, the evacuation capacity provided by WFP has been extended to NGO representatives.

18. Finally, there are examples of collaboration which is not directly operational but which relates to information sharing and advocacy. There have been very successful examples of collaboration with Oxfam (Great Lakes region in the winter of 1995), and with the United States-based Private Voluntary Organizations and with German AgroAction (Democratic People’s Republic of Korea in 1997). Joint awareness campaigns in schools have also been organized with Italian NGOs. The creation of an NGO “Friends of WFP” in the United States of America has also been a useful tool for targeted fund-raising and advocacy activities.

Benefits and constraints of collaborating with NGOs

19. In relief situations where there may be no government, as in Somalia, or where the government is unable to cope, NGOs have become natural partners for WFP. In



development situations, however, the choice is not so straightforward. The following analysis illustrates the main benefits for WFP of working with NGOs, as well as some of the constraints.

Benefits of working with NGOs

20. **Responding to the capacity challenge.** The Executive Board's discussion of the policy paper "Measures to enhance WFP's programming in the poorest countries", and the appraisal undertaken in preparing evaluation reports, Country Strategy Outlines and Country Programmes, highlight a number of concerns about the capacity of many countries, particularly LDCs, to make food assistance fully effective, and the role of NGOs in responding to this challenge.

Country Strategy Outline for Honduras (WFP/EB.2R/97/3/Add.4, paragraph 52): "The participation of experienced NGOs often compensated for weak implementation by the public sector, and increased the coverage and efficiency of activities, and care for infant populations".

Country Programme for Bangladesh (WFP/EB.3/96/7/Add.3, paragraph 29): "Given the current weakness of local government institutions, WFP, in collaboration with the Government, has modified its methods to give a significant role to proven, large-scale national NGOs. These have demonstrated their professional capabilities as implementing agencies in reaching the rural poor."

Country Strategy Outline for Kenya (CFA 40/SCP 15/8/OME/Add.1, paragraph 75): "The implementation of all WFP-assisted development activities has been hindered by the Government's ability to meet only part of recurrent costs for project supervision, monitoring and reporting, and to meet its share of the food logistics costs."

21. **Enabling participatory approaches.** Experience has shown¹ that the inclusion of civil society through participatory approaches has wide-ranging effects: greater self-reliance, especially of the poorest; increased benefits directed to the poorest; reduced costs to governments of providing development assistance; more sustainable management of natural resources; and greater sustainability in other sectors, specifically health and nutrition.
22. WFP has committed itself to ensuring that its programmes are designed and implemented on the basis of broad-based participation. Through their grass-roots contacts, NGOs are able to involve communities and generate a sense of ownership. Working with NGOs has helped WFP to design projects which respond to the needs of the people. Participation is essential, for example, in implementing rural development projects, and activities with an environmental component, where a long-standing residence is essential.²

¹ "Participation: an approach to reach the poor". Time for Change: Food Aid and Development. WFP (1998).

² From "Review of WFP evaluations related to Natural Resource Projects" (1996).



In India, WFP promotes food security and development support to tribal and scheduled caste people in forest areas. NGOs carry out participatory planning, awareness-building and rural development activities. They assist village-level organizations directly in planning and implementation. WFP has had particular success in working with NGOs in community communications programmes and local training.

In Bangladesh, through the Rural Development project, a large number of NGOs use participatory planning for employment-generating food security safety nets, creating development-relevant assets, which benefit the beneficiaries.

NGOs, working at the grass-roots level, are often able to successfully implement community training. In Mauritania, World Vision arranges regular courses and seminars on how to carry out rapid rural appraisal enquiries and beneficiary contact monitoring. In Benin, Africare and Oxfam, in charge of the implementation of the WFP multi-purpose project, have succeeded in providing the necessary training to the communities.

- 23. Enhancing the quality of projects by providing expertise and technical knowledge.** Some NGOs have provided WFP with critical support in terms of technical capacity, for methodological or for sectoral issues, as for example in health and medicine, water and sanitation, environment, agriculture, and seeds and tools programmes. WFP nutritional guidelines were prepared in consultation with four NGOs—Action contre la faim, Concern, Médecins sans Frontières, and Save the Children (UK). In Ethiopia and in the Great Lakes region, WFP and UNHCR have been working closely with Save the Children Fund (UK) to develop a Household Food Economy Analysis.
- 24.** By involving women in food aid operations, in line with WFP's policies on gender, NGOs have helped WFP to pursue its Commitments to Women for the period 1996-2000 adopted after the Beijing Conference. MOUs with WFP's major partners include specific clauses related to the involvement of women in the planning and management of food aid operations, and the disaggregation of data by gender. Joint training sessions on gender have been designed and implemented with NGOs, in particular CARE.
- 25. Providing complementary inputs.** NGOs often bring complementary inputs to WFP and governments; this helps to promote an integrated approach. In many mother and child health (MCH) centres, for example, WFP provides food to a hospital which is maintained and managed by an NGO. A successful example is the MCH centre in Sudan, managed by Médecins sans Frontières, with the support of WFP food. Other examples can be found in Senegal, with a local NGO, in collaboration with the World Bank and German Technical Cooperation (GTZ), and in Mali and Niger with Action contre la faim.
- 26. Adopting innovative approaches.** NGOs are normally not subject to the same regulations as major organizations such as the United Nations organizations. Their flexibility enables them to adapt to specific local situations, to reach geographically remote areas, and to promote small-scale innovative approaches.

Country Strategy Outlines Bangladesh (CFA 40/SCP 15/8/OMA/Add.1, paragraph 31): "NGOs are relatively flexible and able to create and test new ideas. (...) Women's group formation, income-generating programmes and non-formal education are all initiatives in which NGOs have been successful."

Constraints in working with the non-governmental sector

- 27.** WFP has to be very discerning in the choice of its partners; this is why the WFP "Emergency Handbook", has set criteria for guiding the selection of collaborating NGOs,



to ensure that they share the same humanitarian objectives and have the means to discharge their responsibilities. The following illustrates some constraints which may have hindered or limited the scope and benefits of the collaboration.

- Not all governments accept the involvement of NGOs in food aid programmes.
 - Certain NGOs prefer not to work with a United Nations agency, ignore the government structures, and choose exclusively non-governmental partners. Some of them advocate against food aid.
 - There is not necessarily a development NGO operating in the same area as WFP, as food aid is often most needed in remote poor areas where development opportunities may be few.
 - Some NGOs, mainly local ones, have weak reporting and accountability capacity, and technical expertise.
 - Some organizations have a charity approach and experience difficulty in adopting a strategic vision of development.
 - The strong links of certain NGOs with local communities may constitute a constraint for individual targeting.
28. It is also clear that, for NGOs, collaborating with WFP also entails benefits and constraints. WFP brings large amounts of food aid, possesses extended programming and implementation capacities and has acquired a technical know-how about food aid. It also has its own procedures, rules and regulations, related to its belonging to the United Nations family, that NGOs have to take into account and which may, in certain cases, constitute a constraint.

PART II . FRAMEWORK FOR AN INCREASED COLLABORATION WITH NGOs IN DEVELOPMENT SITUATIONS

29. Partnership with NGOs has strengthened WFP's people-centred approach and helped the Programme to target the neediest people and promote the self-reliance of poor people and communities. However, there is scope for increasing this collaboration and maximizing the benefits of this partnership further. The following section discusses ways of responding to this challenge.

Working towards balanced relationships based on complementarity

30. The recipient government has the primary role in defining national development priorities and strategies, as was reaffirmed by United Nations General Assembly resolutions 47/199 and 50/120. WFP food aid is integrated into the development plans and priorities of recipient countries and coordinated with other forms of assistance. United Nations agencies and governments, now recognize that in general, the best approach—rather than of choosing between one or another channel of assistance—is to establish a balance between governmental and non-governmental aid, and to work towards creating a clear division of labour, responsibilities and roles.
31. WFP country offices can play a facilitating role by informing governments about the potential benefits of working with NGOs. One successful approach, used in Bolivia, has been to work with the Government to design arrangements for NGOs. In India, WFP



publications clearly acknowledge the role of NGOs and describe success stories; this has encouraged the Government to involve NGOs more in food aid activities.

Selecting partners to build up long-term development opportunities

32. The identification of partners needs to be selective. There are criteria relating to efficiency, capacity and cost-effectiveness but the selection should also take into account long-term perspectives and capacity-building. Working with a national NGO often has a higher impact on the national capacity than working with an international NGO. Where possible, WFP should endeavour to give priority to southern partners, even if this, in some cases, entails WFP having to contribute to their capacity.
33. Some WFP country offices work with a very large number of organizations.¹ This can increase their workload, particularly when working with small, grass-roots organizations. In such cases, the formation of a network of NGOs is a mechanism which can greatly help, not only to reduce the administrative burden for WFP, but also to provide guidance and administrative support to the members of the network. The India country office has appointed “nodal” NGOs which are responsible for appraising the capacity of smaller local NGO partners, and providing them with technical and managerial support.
34. Most international NGOs have increased their role of training and strengthening the capacity of their local counterparts, and as a result, national capacity. The fact that many NGO federations have both northern and southern members can be very helpful in this respect. Therefore, there are opportunities for creating a positive triangular relationship. In Tanzania, for example, the WFP country office has requested that local NGOs responsible for implementing a project be supervised by international NGOs for targeting, registration of beneficiaries and distribution. In Gaza, several NGOs, including Catholic Relief Services, Care International and Cooperazione Italiana Sud-Sud, support local NGOs involved in education and health programmes.

Partnership along the whole programme cycle

35. Establishing a genuine partnership is a challenge, because it creates an interdependence with another entity, and there is less possibility for checks and control than with direct implementation or with a sub-contractor. Any consultative process also involves time, resources and an element of risk, which are part of the venture, but also a condition of success. The United Nations Development Assistance Framework (UNDAF) process will be a useful instrument for allowing the non-governmental sector to be involved in the planning and programming phase of United Nations activities in a country. WFP could also use this occasion to encourage other agencies, such as UNDP and the World Bank, as well as bilateral donors, to finance capacity-building activities to complement WFP's own intervention.
36. It is critical that NGOs be associated at an early stage in the drawing up of the WFP Country Strategy Outline and Country Programme. Involvement of NGOs in programme identification and design is essential for defining the technical and financial components of the partnership. Collaboration in the appraisal and assessment of needs facilitates harmonization and coordination, particularly in the development of commonly agreed methodologies and indicators for the assessment process. NGOs should also participate

¹ For example, the Bangladesh country office works with 413 local organizations, Angola with 120, and Cambodia with 134.



actively—as they already frequently do—in the assessment exercise at the field level. During the implementation of programme activities, WFP will also involve NGOs in establishing M&E and evaluation systems to measure the effectiveness of interventions, including output and outcome indicators, to facilitate evaluation of the impact of WFP's intervention on the targeted beneficiaries.

37. WFP is developing a whole series of policies and technical guidelines, relating, *inter alia*, to gender, assessment, nutrition, MCH centres, recovery from crisis, and environment. The technical input of NGOs greatly benefits the design of these guidelines. It is also essential that WFP's partners are fully aware of its policies and standards, and strive to implement them to the extent possible. Agreements between WFP and its NGO partners, at both the headquarters and local level, should request conformity with WFP standards. The environment policy adopted by the Board at its Third Regular Session of 1998, for example, foresees that WFP will actively seek out partners, including NGOs, for financing and implementing identified prevention measures. NGOs should assist in screening activities involving environmental medium-to-high risks, collaborate in identifying areas prone to environmental degradation, and more generally, be able to apply the same standards of environmental care as required of WFP and its donors.

Strengthening NGOs to build national capacity

38. The strengthening of national capacity is an essential component of any development programme. The WFP Strategic and Financial Plan 1998–2001 has as priority 4 to “promote national institution-building, and local capacity-building through broad-based participation”. Providing resources and training to NGOs not only strengthens the organization, but more generally increases the capacity of the recipient country to implement programmes and promote developmental activities.
39. WFP has done much to strengthen the logistical capacity of NGOs, particularly in relief situations. However, contributing to the capacity-building of an organization goes beyond reimbursing costs and providing the means; it also relates to improving the processes and performance, enhancing the level of human resources, and, generally improving the quality of the organization's work.



Capacity-building on the ground

A WFP country office summarizes the situation as follows “Another contradiction that we face when working towards “community-based” programming is that the communities with whom we would like to work do not necessarily have the capacity that we require of our partners. Similarly, we have not focused sufficient attention on the training that these groups need in order to fulfil our requirements. In order to work with communities and national NGOs, we will have to provide training in the area of project management. This may include areas where we have provided training, like food and disaster management, but must also focus on aspects such as finance, administration, personnel, monitoring and reporting.”

40. Mechanisms for contributing to capacity-building include measures related to training, such as:
- increasing the involvement of national NGOs in counterpart training;
 - diversifying types of training to include: specific activities related to food aid management; specific training to strengthen the accountability of the NGO in areas such as finance, administration, personnel, monitoring and reporting; and specific activities such as training of trainers, M&E, reporting, rapid rural appraisal, beneficiary contact monitoring and other technical aspects; and
 - developing joint training with NGOs, and facilitating the participation of WFP staff in NGO training as resource persons.
41. WFP’s policy for capacity-building is limited by the amount of its cash resources; however, there is scope to extend its activities in this area. In some instances, there will also be a need to raise the awareness of WFP staff on how to best use partnerships and cooperate with national and local NGOs. This could involve training in participatory methods and stakeholder analysis.

Adopting flexible financial and management tools to increase the capacity and accountability of NGO partners

42. WFP’s relationships with NGOs need to be carefully funded, followed up and monitored. This requires adopting flexible funding instruments, adequately covering NGOs’ costs and increasing accountability requirements.

Adopting flexible funding instruments

43. Collaboration with NGOs in development situations may require more flexible funding mechanisms than in relief situations, because collaboration covers a very broad scope of activities, often on a very small scale. Funding tools include:
- **A facility for small-scale projects (also called food fund).** Such a food aid facility could be established within the Country Programme, as in Mozambique. It could consist of resources, allocated under the authority of the Country Director, to local organizations implementing activities such as the development of social or economic infrastructure, training or support for a social programme. Another example of a facility for small-scale projects implemented by NGOs is in Gaza, where approximately 10 percent of WFP project resources will be allocated to local NGOs active in the social and health sectors, to help them improve their community outreach, increase their services and expand beneficiary coverage.
 - **Donor Quality Improvement Grant.** This trust fund is specifically earmarked to support a wide range of *experimental*, *innovative* and *non-routine* WFP activities associated with ongoing projects. In Peru and in Nepal, for example, local NGOs are



implementing complementary gender/community training packages funded from this Grant.

Adequately covering NGOs' costs

44. WFP traditionally does not cover all costs incurred by its NGO partners. The adoption of the full-cost recovery system has enabled WFP to take more into account its partners' needs and constraints. Until 1996, WFP only covered NGO costs up to the extended delivery point (EDP) and did not reimburse distribution costs incurred by NGOs. Beginning in 1996, WFP adopted a new policy for reimbursing NGO costs for the delivery, distribution and monitoring of food distribution including the direct costs for performing the service and a share of indirect costs in the country of operation. The landside transport, storage and handling (LTSH) model circulated to WFP country offices in mid-1997, provided for LTSH funds to be used to cover NGO costs according to the agreement between WFP and the NGO in question. Further clarification was given in 1998 with the preparation of "Guidance Notes for Preparation of NGO budgets for Distribution", which also contain a pro-forma budget for use by WFP and the NGO in formulating their agreement.
45. Reimbursement of NGO headquarters costs was never contemplated in the above documents. At the request of its NGO partners, however, WFP is considering how reimbursement of NGO offshore headquarters costs may be effected under certain conditions. This is a policy applied by the European Commission and UNHCR, amongst others.

Increasing accountability requirements

46. WFP needs to ensure that NGOs respond to WFP's performance standards and reporting requirements. The more funding allocated to NGOs, the more WFP needs to be clear and precise with regard to its expectations. In this way, WFP will also contribute to enhancing NGOs' implementation capacity and accountability. The adoption of a standard reporting format in 1997 was an important step in this direction. However, more tools are needed, such as a standard formats for project requests, invoices and operational and financial reports, to facilitate NGOs' relationships with WFP and increase the possibility of complying with WFP's requirements. A model of a local technical agreement or MOU, defining arrangements, is under preparation and should prove useful to country offices.
47. More generally, the increase of funding to NGOs by WFP will be accompanied by an increase in auditing NGOs as part of WFP's regular audit procedures. This will include inspection through regular monitoring and spot checks. It should be recognized, however, that national and local NGOs often have less capacity than the international ones, and that more flexibility should therefore be applied, together with increased training to help them meet WFP's standards.



Several WFP internal audit reports contain recommendations regarding NGO accountability.

Such recommendations include:

- All local MOUs should spell out requirements for reporting and financial management.
- WFP should assess the NGO's capacity before the start of the operation. Among the elements which could be included in an NGO's assessment are: commodity tracking systems, distribution systems and methods for beneficiary participation during the operation.
- Country offices should monitor the performance of the NGO during the operation in order to take corrective measures if problems occur, or provide training if necessary.

Policy and advocacy

48. Advocacy is a key part of the mandate of most NGOs. Their ultimate goals are similar to those of WFP in particular and of the United Nations in general: eradicating hunger and poverty, defending human rights, raising awareness on the condition of the poorest people and promoting activities to improve this situation. NGOs are therefore important potential partners for WFP in its efforts to raise awareness of acute emergency situations and also the “silent emergency” of 828 million malnourished people in the world.
49. WFP can bring an international dimension to the national NGOs' outreach and by joining forces, WFP and NGOs can increase their individual impact. In the past, joint advocacy campaigns with NGOs have proved very useful. These successful initiatives have shown that joining forces can increase the final impact for the benefit of those in need. The most recent WFP/NGO consultation highlighted some areas of possible joint advocacy action such as country-specific operations, broad policy issues such as early malnutrition and the use of micronutrients, and the Food Aid Convention.

CONCLUSION

50. WFP has already taken many steps to involve NGOs in its activities. While NGOs have been closely associated in most relief operations, in development situations collaboration has been increased more on a case-by-case basis. There are many opportunities to strengthen the national capacity of recipient countries and to enhance the effectiveness of WFP's activities by increasing the participation of NGOs along the whole programme cycle, from the planning and programming phase to monitoring and evaluation. Some indication of current relationships with NGOs as well as of actions to be taken to enhance the capacities of NGOs has been provided. WFP will strive to strengthen even further its partnership with NGOs, both national and international.



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ANNEX I

WFP COLLABORATION WITH NGOs (PER COUNTRY AND TYPE OF NGOs)

COUNTRIES	International NGOs	National NGOs	Local NGOs	Total
Afghanistan	21	N/A	N/A	21
Albania	3	0	0	3
Angola	49	66	1	116
Azerbaijan	6	1	0	7
Bangladesh	5	68	319	392
Benin	3	0	0	3
Bolivia	6	10	0	16
Bosnia and Herzegovina	37	9	0	46
Burkina Faso	1	0	0	1
Burundi	25	10	13	48
Buthan		No collaboration with NGOs		
Cambodia	51	40	0	91
Cameroon	1	0	0	1
Cape Verde Islands	1	2	0	3
Central African Republic	4	1	7	12
China	1	1	0	2
Colombia	1	3	0	4
Côte d'Ivoire	2	0	0	2
Croatia		No collaboration with NGOs		
Cuba	0	2	0	2
Djibouti	1	3	1	5
Dominican Republic	1	0	14	15
Democratic People's Republic of Korea	15	0	0	15
Ecuador	0	2	0	2
Egypt	1	0	1	2
El Salvador	6	13	0	19
Ethiopia	3	9	1	13
Gambia	5	0	0	5
Gaza	2	2	6	10
Georgia	1	2	0	3
Ghana	1	0	0	1
Guatemala	3	0	0	3
Guinea	9	3	1	13
Guinea-Bissau	3	2	0	5
Haiti	1	5	4	10
India	4	10	40	54
Iran		No collaboration with NGOs		
Iraq	1	1	0	2
Jordan		No collaboration with NGOs		
Kenya	16	1	2	19
Lesotho	1	1	3	5
Liberia	3	1	0	4
Madagascar	10	0	1	11
Malawi	6	7	0	13



WFP COLLABORATION WITH NGOs (PER COUNTRY AND TYPE OF NGOs)

COUNTRIES	International NGOs	National NGOs	Local NGOs	Total
Mauritania	3	3	2	8
Morocco		No collaboration with NGOs		
Mozambique	17	73	44	134
Nepal	2	2	0	4
Niger	3	0	0	3
Pakistan	4	4	1	9
Peru	2	13	5	20
Sao Tome and Principe	1	0	0	1
Senegal	2	1	0	3
Sierra Leone	16	6	9	31
Sri Lanka		No collaboration with NGOs		
Sudan	15	15	0	30
Tajikistan	15	0	3	18
Tanzania	9	0	0	9
Uganda	7	0	0	7
Viet Nam	1	0	0	1
Yemen		No collaboration with NGOs		
Yugoslav. Fed. Rep.		No collaboration with NGOs		
Zambia	1	0	2	3
Total		392	480	

Source: Survey on WFP/NGO collaboration at the country level (June–September 1998).



COLLABORATION WITH NGOs IN WFP DEVELOPMENT PROJECTS

(ANNEX II)

Country	Total number of WFP projects	Number of dev. projects with NGO collab.	Project Number	Project Title (Abridged)	Total commitment (US\$)	Type of NGO ¹	Collaboration with NGOs ²													
							1	2	3	4	5			6	7	8	9	10	11	
							Identification	Formulation	Community org.	Needs assess.	Purchase	Transport	Storage	Distribution	Monitoring	Data collection	Complem. activity	Evaluation	Training	Others
Bangladesh	2	2	219710	Rural	110 464 267	2	x	x	x			x	x	x	x		x			
			222607	Vulnerable groups	76 140 697	2			x			x	x	x	x	x		x	x	
Bolivia	5	4	257801	Dairy	4 639 744	3		x					x	x	x	x	x			
			273502	Pre-school children	9 486 720	2		x				x	x	x	x	x		x		
			280101	Primary health care	14 578 184	2		x		x							x		x	
			386601	Rural	17 781 451	3		x					x	x	x	x				
Cape Verde	2	1	239405	School canteens	12 457 897	2		x						x		x		x		
Cen. Afr. Rep.	1	1	265201	Multipurpose project	14 053 089	2							x		x	x				
China	12	1	389300	Agric.dev.Yunnan province	15 584 875	2														
Colombia	2	2	274001	Dev.rural indigen.commun.	8 224 019	2			x	x	x	x				x				
			423700	Rural	4 731 525	1			x	x	x	x					x			
Congo, DR	1	1	573200	Food security in Kinshasa	2 517 443	2														
Cuba	2	2	439100	Dairy dev.	24 720 845	1	x	x						x			x	x		
			568600	Food security Granma prov.	17 679 896	1	x	x							x			x	x	
Djibouti	1	1	587500	Vulnerable groups	686 191	2	x	x	x	x		x	x	x	x	x	x			
Dominican Rep.	4	2	279801	Dev. of highlands	2 107 019	2	x	x	x		x	x	x			x		x		
			454900	Rehabilitation	6 877 978	2			x		x	x	x						x	

COLLABORATION WITH NGOs IN WFP DEVELOPMENT PROJECTS

(ANNEX II)

Country	Total number of WFP projects	Number of dev. projects with NGO collab.	Project Number	Project Title (Abridged)	Total commitment (US\$)	Type of NGO ¹	Collaboration with NGOs ²														
							1	2	3	4	5			6	7	8	9	10	11		
							Identification	Formulation	Community org.	Needs assess.	Purchase	Transport	Storage	Distribution	Monitoring	Data collection	Complem. activity	Evaluation	Training	Others	
			270503	Nutrition education	23 773 392																
			527900	Constr. of infrastr. In depressed areas	10 111 280	3	x	x	x				x	x	x	x	x		x		x
Guinea	3	2	566400	Rural development	3 571 660	2			x	x			x	x		x			x		
			599400	Public works/sanitation	1 125 387	2	x	x	x	x			x	x	x	x			x		
Guyana	1	1	488901	Agric .& community dev.	1 999 418	1	x		x												
Haiti	2	2	411101	School canteens	12 241 813	1					x	x	x								
			558300	Multipurpose rural dev.	4 071 109	1					x	x	x	x	x						
Honduras	2	2	560900	Forest management	7 131 657	1	x		x												
			569100	Health and community dev.	8 890 434	2	x		x	x			x								
India	6	6	220606	Integrated child dev.	60 093 716	1	x		x	x				x	x	x	x		x		
			230302	Irrigation Karnataka	21 124 047	1			x					x					x		x
			260000	Settlers in Rajasthan area	14 531 860	1			x												
			277301	Afforestation Rajasthan	15 254 791	1			x	x											
			278301	Forestry tribal districts	9 676 744	1			x	x				x					x		

COLLABORATION WITH NGOs IN WFP DEVELOPMENT PROJECTS

Country	Total number of WFP dev. projects	Number of dev. projects with NGO collab.	Project Number	Project Title (Abridged)	Total commitment (US\$)	Type of NGO ¹	Collaboration with NGOs ²														
							1	2	3	4	5 A	5 B	5 C	5 D	6	7	8	9	10	11	
							Identification	Formulation	Community org.	Needs assess.	Purchase	Transport	Storage	Distribution	Monitoring	Data collection	Complem. activity	Evaluation	Training	Others	
Viet Nam	5	1	532200	Social forestry	16 094 693	3															
Zambia	1	1	475600	Safety net for vulnerable groups	23 541 889	2	x	x	x	x			x	x	x	x	x	x		x	

1/ Type of NGO:

1 = only national NGOs

2 = national and international NGOs

3 = only international NGOs

2/ Type of collaboration: principal functions performed by the NGO collaborating with WFP

1= definition of priority areas and identification of new projects. 2= preparation/formulation of projects; participation in appraisal missions

3= community organization/mobilization/animation. 4= needs assessment/micro planning.

5= implementation of WFP projects: A=purchase, B=transport, C=storage, D=distribution,

6= monitoring. 7= data collection and sharing. 8= provision of complementary service/co-funding/cost sharing.

9= evaluation and impact assessment, development of M&E systems. 10= training/training of trainers. 11. Others

NB: this table only includes the countries and active projects with NGOs collaboration, as at mid 1998.

Source: ODP and result of the survey on WFP/NGO collaboration with NGOs at country level (July–September 1998).