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WFP PARTICIPATION IN THE CONSOLIDATED APPEALS PROCESS

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BACKGROUND

1. At its Third Regular Session in October 2002, the Executive Board took note of the information paper provided on the consolidated appeals process (CAP) (WFP/EB.3/2002/INF/24). This followed an oral presentation on the CAP by Mr Ross Mountain, Assistant Emergency Relief Coordinator and Director of the Office for the Coordination of Humanitarian Affairs (OCHA), Geneva, at the Board's Annual Session in 2002. The information note sought to provide information on WFP's involvement in the CAP and the Programme's efforts to strengthen the process.
2. WFP plays a key role in the consolidated appeals process. For the Programme, the CAP is not just a document but also an important coordination process that incorporates a wide range of actors and activities. The Programme consistently has the highest requirements and donor contributions under the CAP of all United Nations agencies.
3. Proportionately, food is usually funded better than other sectors. For example, in 2002, 88 percent of food requirements were met, as compared with 68 percent of requirements for all activities in the CAP. In addition to the food-aid sector, WFP also participates in the areas of logistics, communications, security and field coordination.
4. WFP has often called attention to the need for increased funding to the non-food sectors. Without complementary programming in areas such as health, education, water, sanitation, and agricultural development, the effectiveness of food aid interventions is reduced. The Executive Director, in his capacity as Special Envoy of the Secretary-General for Humanitarian Needs in Southern Africa, has been a particularly strong advocate for support to the non-food sectors of the CAP.
5. In the field, WFP is actively engaged in discussing and drafting a number of the essential general elements of the CAP, including context analysis, scenario building, contingency planning and recovery strategies. Around these core areas, the Programme has been active in addressing key cross-cutting issues, including HIV/AIDS, gender and internally displaced persons (IDPs).
6. The CAP is a standing item on the agenda of the Inter-Agency Standing Committee (IASC),¹ and WFP is an active participant throughout the year in IASC debates on a number of issues regarding the CAP. Indeed, attaching much importance to the CAP, WFP has supported the continued inclusion of the CAP as a standing item on the IASC Working Group agenda. WFP also participates in the IASC CAP Sub-Working Group that is specifically focused on the CAP; that group generally meets monthly, with a more intense schedule in the fourth quarter of the year, leading up to the CAP launch.

¹ The Inter-Agency Standing Committee comprises members (the Food and Agriculture Organization [FAO], OCHA, the United Nations Development Programme [UNDP], the United Nations Population Fund [UNFPA], the United Nations Children's Fund [UNICEF], the Office of the United Nations High Commissioner for Refugees [UNHCR], WFP, and the World Health Organization [WHO]) and standing invitees (International Committee of the Red Cross, International Council of Voluntary Agencies, International Federation of the Red Cross and Red Crescent Societies, InterAction, International Organization for Migration, Steering Committee for Humanitarian Response, Office of the United Nations High Commissioner for Human Rights and the World Bank).



7. In 2002, WFP developed a corporate approach to the CAP. This places the Programme in a position to engage itself strategically in a way that adds value to its operations, supports coherent humanitarian action, and bolsters donor confidence in United Nations humanitarian interventions.

STRENGTHENING THE PROCESS

8. Since its endorsement by the United Nations General Assembly in 1991, the CAP has been greatly improved as a strategy-setting and coordination tool. WFP has been an important participant in and a strong supporter of the CAP process, and a strong supporter of the IASC-approved plan of action for strengthening the CAP (known as the Bassiouni Report), which focuses on senior-level engagement with the CAP, and the CAP as a strategic planning and coordination tool.
9. The ability to communicate needs, the strategy for the food-security sector, and how that strategy fits into the overall humanitarian context are critical aspects of the credibility of the CAP. As a lead player in the food-aid sector in major complex emergencies, WFP makes every effort to present a clear picture of assessed needs. Assessment is a high priority on both the inter-agency and WFP agendas at this time.
10. The CAP is a flexible tool that should be used for coordination and advocacy in situations in transition, until the government in question has the capacity to coordinate, plan and implement development activities on its own, and until development actors have an established operational capacity. The CAP provides continuity from emergency action through the early phase of reconstruction and rehabilitation. It can facilitate capacity-building in the government and civil society, with support from the inter-agency response mechanisms already in place, without the disruption caused by the changing of key actors. The CAPs for 2004 will include four so-called transitional appeals: Angola, Sierra Leone, Sudan and Tajikistan. For the preparation of such appeals, the UNDG–ECHA (United Nations Development Group–Executive Committee on Humanitarian Affairs) Working Group on Transition (chaired by Carol Bellamy, Executive Director of UNICEF) developed interim transition guidance, which was shared with the field offices in July 2003.
11. WFP continues to support OCHA's efforts to improve CAP training for Humanitarian Coordinators (HCs). Since HCs are responsible for leading the CAP, the level and quality of their involvement has a direct influence on the quality of strategy-setting and coordination throughout the process. As in past years, during the upcoming HC retreat in November, discussions regarding HC leadership of the CAP process will take place. WFP places great importance on HC retreats, attending them at a consistently high level. For the 2003 meeting, the Deputy Executive Director, Operations, will once again be leading the WFP delegation.
12. Upon the urging of WFP, the IASC Working Group requested the IASC CAP Sub-Working Group to clarify nomenclature for humanitarian appeals and strategy documents and to propose criteria for determining the appropriate strategy and appeal tools for a given emergency. The request came about as a result of a proliferation of ad hoc appeal and strategy documents produced for crisis situations. In March, the IASC approved the following definitions, which have been shared as part of the technical guidelines for the preparation of 2004 CAPs:
 - **Common Humanitarian Action Plan (CHAP):** A strategic plan for humanitarian response in a given country or region that is developed at the field level by the IASC Country Team. At the discretion of the United Nations HC and the IASC Country



Team, other non-IASC organizations can be included in the CHAP.² In addition, other key humanitarian stakeholders, such as host governments and donors, may be consulted during the elaboration of the CHAP. The CHAP is the foundation for developing a consolidated appeal or a flash appeal.

- **Situation report:** A tool for quickly disseminating information and funding needs for natural-disaster situations, issued within 48 hours of their onset. Situation reports will now also be used for sudden-onset complex or major emergencies as a means of quickly disseminating information about humanitarian needs and immediate funding requirements.
 - **Flash appeal:** A tool for structuring a coordinated humanitarian response, and coordinating fund-raising among participating IASC organizations for the first three to six months of an emergency. The flash appeal is issued between weeks two and four of an emergency. It provides a concise overview of urgent life-saving needs, and may include early-recovery projects that can be implemented within the timeframe of the appeal.
 - **Consolidated appeal (CA):** If an emergency continues beyond the timeframe of a flash appeal (three to six months), the Emergency Response Coordinator (ERC) and IASC, in consultation with the United Nations HC and the IASC Country Team, may determine that the emergency necessitates a CA. The CA is to be prepared according to existing IASC CAP technical guidelines.
 - **Revision to the flash appeal, consolidated appeal or CHAP:** If there is a need to change the humanitarian strategy or funding requirements in the flash appeal, CA or stand-alone CHAP (e.g., with no appeal), then the document is revised according to existing IASC CAP revision guidelines.
13. On 16–17 June of 2003, Sweden hosted the International Meeting on Good Humanitarian Donorship. It was recognized in Stockholm that a global, systematic tracking of humanitarian aid flows was necessary. WFP fully endorses that initiative, which may also provide useful analytical background for future CAPs. The effectiveness of the CAP would also be enhanced if (i) needs were based on rigorous assessments, (ii) funding priorities were more explicit, and (iii) all humanitarian actors, including NGOs and other bilateral channels, were included in the CAP process.
14. Following the Stockholm meeting, the implementation group selected Burundi and the Democratic Republic of the Congo as pilot CAPs for the implementation of good humanitarian donorship. WFP endorses this approach and will participate fully in the exercise.
15. In 2003, WFP has been increasingly involved in and supportive of advocacy efforts surrounding the CAP. The Programme continues to participate in the advocacy strategy meetings in preparation for the CAP launch in November, as well as providing very well received visual materials, such as videos and photographs. WFP has also been actively helping to generate media coverage on the CAP, especially for donor-country and field-level CAP launches.

² Examples include the United Nations Mine Action Service, the Joint United Nations Programme on HIV/AIDS, the United Nations Educational, Scientific and Cultural Organization, national non-governmental organizations (NGOs), etc.



WFP INTERNAL MANAGEMENT OF THE CAP

16. Over the last few years, WFP has made significant progress in institutionalizing its approach to the CAP. As the CAP touches such areas as strategic planning, needs assessment, resource mobilization, and advocacy, it becomes rather complex to handle institutionally, given that a large number of functions and parts of the organization need to be involved in the development and implementation of consolidated appeals.
17. In response, WFP has developed a CAP focal point network at Headquarters and in its regional bureaux and country offices. This network is the engine room for the Programme's engagement with the CAP, providing great opportunities for the exchange of information and experience. The issues involved in the CAP are complex ones, and therefore investing in people and in the process is critical.
18. To this end, WFP has integrated its CAP training programme for 2003 into that of OCHA. During the summer months, 11 field workshops were held to develop common humanitarian strategies; workshop participants comprised the WFP CAP focal points, Country Directors, other staff, and the rest of the IASC Country Team. In addition, two WFP staff members participated in the CAP training-of-trainers courses in order to facilitate inter-agency CAP training sessions.
19. Also, WFP has ensured additional ad hoc support to country offices preparing their CAP documents, including flash appeals. For example, such support was provided for the Côte d'Ivoire office during its preparation of the CAP for Côte d'Ivoire and of the sub-region document, which was released in April of this year.
20. In addition to the CAP training programme, and to strengthen WFP's participation in the process, an Operations Department directive on the subject (OD2002/006) was circulated throughout the organization. The directive covers the roles and responsibilities and financial reporting as regards the CAP, and offers guidance for WFP projects in the CAP.

CONCLUSION

21. The global launch of the CAP will take place on 18 and 19 November 2003, with WFP's Executive Director participating from Brussels.
22. WFP remains strongly committed to the CAP and continues to strengthen its engagement in the process. Knowledge regarding the value of the CAP, both in terms of strategic focus and coordination, has permeated the organization, and WFP will continue to make every effort to ensure that the CAP process adds value to the effective implementation of overall humanitarian programmes in a way that makes the most practical difference to the beneficiaries of such programming.

