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Second Regular Session**

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## **POLICY ISSUES**

### **Agenda item 4**

*For information\**

**E**

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## **COMPENDIUM OF WFP POLICIES RELATING TO THE STRATEGIC PLAN**

\* In accordance with the Executive Board's decisions on governance, approved at the Annual and Third Regular Sessions, 2000, items for information should not be discussed unless a Board member specifically requests it, well in advance of the meeting, and the Chair accepts the request on the grounds that it is a proper use of the Board's time.

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for information.**

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.

Chief Economist, OSS\*:                      Mr A. Husain                      tel.: 066513-2014

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Should you have any questions regarding availability of documentation for the Executive Board, please contact the Conference Servicing Unit (tel.: 066513-2645).

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## INTRODUCTION

1. At its 2010 Second Regular Session the Board asked the Secretariat to produce a compendium of WFP policies relating to the Strategic Plan highlighting the relevant policies by Strategic Objective. The Board also requested that the compendium be updated annually as an information paper to be presented at the Second Regular Session. This document is a response to those requests.
2. The compendium is intended to guide the work of the Secretariat and the Board. It contains a chart and a summary of current policies supporting each Strategic Objective in the Strategic Plan (2014–2017).<sup>1</sup> The compendium also sets out cross-cutting policies, policies that have been superseded by new ones, those that need updating and potential gaps. Information on evaluations and related studies is provided, in line with WFP’s policy formulation and the evaluation cycle approved by the Board.<sup>2</sup> Administrative, financial and human resource issues are not covered.
3. The following policy documents being developed for upcoming Board sessions are also included:
  - “WFP’s Role in Peacebuilding in Transition Settings”, to be submitted for approval at the 2013 Second Regular Session; and
  - “Revised School Feeding Policy”, to be submitted for approval at the 2013 Second Regular Session.
4. The compendium will be available on the Executive Board and Policy pages of the WFP website as requested at the 2002 Annual Session.

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<sup>1</sup> WFP/EB.A/2013/5-A/1

<sup>2</sup> WFP/EB.A/2011/5-B

## CHART OF POLICIES RELATING TO THE STRATEGIC OBJECTIVES, 2014–2017

5. The chart below shows policies that underpin the Strategic Objectives in the Strategic Plan (2014–2017).

- **Green (G)** with solid background indicates a new policy or a policy that has recently been updated; **green** with diagonal lines indicates that a policy is scheduled to be updated.
- **Yellow (Y)** indicates that the policy is still applicable.
- **Red (R)** indicates that a new policy or an update is required.
- **Blue (B)** indicates a policy gap.

### Policies that Address Multiple Strategic Objectives

1998	WFP and the Environment	Y
2004	Humanitarian Principles	Y
2006	The Role and Application of Economic Analysis in WFP	Y
2006	Food Procurement in Developing Countries	Y
2008	WFP Evaluation Policy <sup>3</sup> <i>A peer review of WFP's evaluation function by the United Nations Evaluation Group and Development Assistance Committee is under way in 2013. The summary report will be submitted to EB.A/2014.</i>	Y
2008	Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges <i>The Board took note of an update on the implementation of WFP's policy on vouchers and cash transfers at EB.A/2011 (WFP/EB.A/2011/5-A/Rev.1). An evaluation of the policy is planned for 2014.</i>	Y
2009	WFP Policy on Capacity Development <sup>4</sup> <i>A meta-evaluation of lessons from existing evaluations is planned for 2015 and a full policy evaluation for 2016.</i>	Y
2009	WFP Gender Policy <sup>5</sup> <i>This policy was complemented by "WFP Gender Policy: Corporate Action Plan (2010–2011)" presented at EB.2/2009 (WFP/EB.2/2009/4-C). An update on the implementation of the Corporate Action Plan was presented at EB.A/2012. An evaluation is being conducted in 2013, with the summary evaluation report to be presented at EB.1/2014.</i>	Y

<sup>3</sup> Supersedes "WFP's Evaluation Policy" (WFP/EB.3/2003/4-C).

<sup>4</sup> This policy represents a significant update to the "Building National and Regional Capacities" policy (EB.3/2004/4-B). The WFP Strategic Plan (2008–2013) represented an important turning point in WFP's strategic direction thus the 2009 update focused on positioning WFP's capacity development work within this change. The update does not replace the 2004 policy but rather takes into account developments since the Strategic Plan (2008–2013) was approved.

<sup>5</sup> Supersedes "Gender Policy (2003–2007)" (WFP/EB.3/2002/4-A).

2009	WFP School Feeding Policy <sup>6</sup> <i>The Board took note of “Update on the Implementation of WFP’s School Feeding Policy” at EB.A/2011 (WFP/EB.A/2011/5-G). The policy was evaluated in 2012 and a revised policy is to be presented at EB.2/2013.</i>	G
2012	WFP Nutrition Policy <sup>7</sup> <i>A follow-up to the policy was presented for information at EB.A/2012 (WFP/EB.A/2012/5-D) and an update was presented for information at EB.A/2013 (WFP/EB.A/2013/5-E). The summary evaluation report of the policy will be presented at EB.2/2015. The next policy update will be presented at EB.1/2016.</i>	G
2012	WFP Humanitarian Protection Policy <i>An update on implementation of the humanitarian protection policy will be presented at EB.A/2014.</i>	G
2013	WFP Strategic Plan (2014–2017) <i>A mid-term review of the Strategic Plan will be submitted to EB.A/2016. In 2014, the Office of Evaluation will identify any conceptual and implementation challenges to be addressed in order to enable robust evaluation at the end of the Strategic Plan period.</i>	G
2014	WFP’s Partnership Strategy <i>WFP’s partnership strategy is scheduled to be presented at EB.A/2014. In 2012, the Office of Evaluation conducted evaluations of WFP partnerships<sup>8</sup> and its private-sector partnership and fundraising strategy.<sup>9</sup></i>	B

### Strategic Objective 1 – Save lives and protect livelihoods in emergencies

2002	Urban Food Insecurity: Strategies for WFP <i>Urban food insecurity policy needs to be developed reflecting the latest research and WFP’s experience in urban disasters. A synthesis report of lessons learned will be presented to EB.A/2015, drawing from a series of strategic evaluations on different dimensions of emergency preparedness and response, along with other evaluations.</i>	R
2003	Food Aid and Livelihoods in Emergencies: Strategies for WFP <i>A synthesis of the joint impact evaluations by WFP and the Office of the United Nations High Commissioner for Refugees (UNHCR) on the contribution of food assistance to durable solutions in protracted refugee situations was presented at EB.1/2013 (WFP/EB.1/2013/6-C).</i>	Y
2004	Emergency Needs Assessments <i>Partially evaluated by the 2008 evaluation of the Strengthening Needs Assessment Project.</i>	Y
2005	Exiting Emergencies	Y
2005	Definition of Emergencies	Y
2006	Targeting in Emergencies <i>The approach was evaluated in 2007.</i>	Y

<sup>6</sup> Supersedes previous WFP school feeding documents, including the “Exit Strategies for School Feeding: WFP’s Experience” (WFP/EB.1/2003/4-C).

<sup>7</sup> Supersedes “Food for Nutrition: Mainstreaming Nutrition in WFP” (WFP/EB.A/2004/5-A/1+Corr.1), “Micronutrient Fortification: WFP Experiences and Ways Forward” (WFP/EB.A/2004/5-A/2) and “Nutrition and Emergencies: WFP Experiences and Challenges” (WFP/EB.A/2004/5-A/3). It also supersedes the 1997 policy “Reaching Mothers and Children at Critical Times of Their Lives” (WFP/EB.3/97/3-B).

<sup>8</sup> WFP/EB.1/2012/6-A

<sup>9</sup> WFP/EB.2/2012/6-A

2006	Humanitarian Access and its Implications for WFP	Y
2010	WFP's Role in the Humanitarian Assistance System <i>WFP provides regular updates on WFP's Role in the Humanitarian Assistance System. An update was presented at EB.A/2013 (WFP/EB.A/2013/5-C).</i>	G
2015	WFP Emergency Preparedness and Response Policy <i>A strategic evaluation of the Preparedness and Response Enhancement Programme (PREP)(see WFP/EB.A/2012/5-H) will be presented at EB.1/2015. The reports on two evaluations in the emergency preparedness and response series will be submitted to EB.2/2014. A synthesis of these evaluations will be submitted to EB.A/2015. WFP expects to complete a new emergency preparedness and response framework in 2013 as the basis for an emergency preparedness and response policy in the fourth quarter of 2015.</i>	B

### Strategic Objective 2 – Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies

1998	From Crisis to Recovery	Y
2004	Transition from Relief to Development	Y
2013	WFP's Role in Peacebuilding in Transition Settings Scheduled to be presented at EB.2/2013. The effectiveness of livelihood recovery interventions was evaluated in 2009. Five evaluations on the impact of food for assets on livelihoods resilience are under way. A synthesis will be presented at EB.A/2014.	G

### Strategic Objective 3 – Reduce risk and enable people, communities and countries to meet their own food and nutrition needs

2011	WFP Policy on Disaster Risk Reduction and Management <sup>10</sup>	Y
2012	Update of WFP's Safety Nets Policy <sup>11</sup>	G

### Strategic Objective 4 – Reduce undernutrition and break the intergenerational cycle of hunger

1999	Enabling Development <i>Updates of the policy were presented to the Board in 2000 and 2001. A major evaluation of the policy was undertaken between 2003 and 2005, and the progress report on the implementation of the management response to the external evaluation of the policy was presented at EB.A/2007.</i>	Y
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<sup>10</sup> Supersedes “WFP Policy on Disaster Risk Reduction” (WFP/EB.1/2009/5-B) and “Disaster Mitigation: A Strategic Approach” (WFP/EB.1/2000/4-A).

<sup>11</sup> The “Update of WFP's Safety Nets Policy” represents a significant update to the “WFP and Food-Based Safety Nets: Concepts, Experiences and Future Programming Opportunities” (WFP/EB.3/2004/4-A). The update recognized that while the range of considerations set out by the 2004 policy “WFP and Food-Based Safety Nets” were still relevant, various global and internal developments generated the need to revisit the existing policy framework and provide an update.

2006	Engagement in Poverty Reduction Strategies <i>At EB.2/2007 the Board took note of "Update on WFP Policy on Engagement in Poverty Reduction Strategies" (WFP/EB.2/2007/4-E),</i>	Y
2010	WFP HIV and AIDS Policy <sup>12</sup> <i>In compliance with the Board's request WFP provides regular updates on the implementation of its HIV and AIDS policy. An update on WFP's response to HIV and AIDS was presented at EB.A/2013 (WFP/EB.A/2013/5-D). An evaluation of the policy is planned for 2015.</i>	Y

## THE STRATEGIC PLAN (2014–2017)

6. WFP's strategic plans constitute the framework for its response to hunger and malnutrition using its various tools and modalities. The WFP Strategic Plan (2014–2017), approved at the Board's 2013 Annual Session, provides the framework for WFP's operations and its role in achieving a world with zero hunger. It continues WFP's focus on food assistance for the poorest and most vulnerable.
7. The plan sets out WFP's contribution to the broader global goals of reducing risk and vulnerability to shocks, breaking the cycle of hunger and achieving sustainable food security and nutrition, in line with the United Nations Secretary-General's Zero Hunger Challenge.
8. WFP has adopted four Strategic Objectives based on the Millennium Development Goals (MDGs), the Quadrennial Comprehensive Policy Review, and WFP's Mission Statement and mandate:
  - Save lives and protect livelihoods in emergencies.
  - Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies.
  - Reduce risk and enable people, communities and countries to meet their own food and nutrition needs.
  - Reduce undernutrition and break the intergenerational cycle of hunger.
9. The Strategic Objectives are in line with international humanitarian law and principles and with WFP's Fit for Purpose initiative. WFP will protect vulnerable people and promote gender equality and women's empowerment; it will deploy the right mix of tools in the right place at the right time to develop capacities and plans for hand-over to national or local ownership.

## SUMMARY OF POLICIES THAT ADDRESS MULTIPLE STRATEGIC OBJECTIVES

### WFP and the Environment<sup>13</sup>

10. Environmental problems harm the health and livelihoods of the world's poorest people. The magnitude of environmental threats and the recognition that it is cheaper to avoid environmental damage today than to solve problems tomorrow have prompted development agencies to develop environmental assessment procedures and to encourage the evolution of

<sup>12</sup> Supersedes the WFP policy "Programming in the Era of AIDS: WFP's Response to HIV/AIDS" (WFP/EB.1/2003/4-B).

<sup>13</sup> WFP/EB.3/98/3

national environmental policies. But many developing countries do not have the capacity to adequately apply environmental assessment procedures or enforce environmental policies. In view of this, reversing destructive environmental practices is an important development goal for the international community. WFP is committed to environmentally sustainable interventions in relief, recovery and development.

11. The policy establishes the following procedures to be followed by WFP:
  - Consider energy issues when determining the composition of the food basket.
  - Apply environmental review procedures.
  - Promote environmentally friendly procurement and recycling in its operations.
  - Strengthen partnerships.
  - Build the capacity of its country offices and, when possible, its beneficiaries on environmentally sustainable interventions.
12. These procedures are based on the premise that it is more effective to build environmental considerations into WFP interventions at the outset with a view to protecting livelihoods – rather than later contributing to rehabilitation.

### **Humanitarian Principles<sup>14</sup> and WFP Humanitarian Protection Policy<sup>15</sup>**

13. At the request of the Board, in 2004 WFP produced a summary of its humanitarian principles. The core humanitarian principles adopted by WFP in the WFP Strategic Plan (2014–2017) are:
  - *Humanity.* WFP will seek to prevent and alleviate human suffering wherever it is found and respond with food assistance when appropriate. It will provide assistance in ways that respect life, health and dignity.
  - *Neutrality.* WFP will not take sides in a conflict and will not engage in controversies of a political, racial, religious or ideological nature. Food assistance will not be provided to active combatants.
  - *Impartiality.* WFP's assistance will be guided solely by need and will not discriminate in terms of ethnic origin, nationality, political opinion, gender, race or religion. Assistance will be targeted to those most at risk, following assessment of the different needs and vulnerabilities of women, men and children.
  - *Respect.* WFP will respect local customs, traditions and the sovereignty of the state in which it is working, upholding internationally recognized human rights.
  - *Operational independence.* WFP will provide assistance in a manner that is operationally independent of the political, economic, military or other objectives that any actor may hold with regard to areas where such assistance is being provided.
14. WFP has a responsibility to protect people in emergencies, particularly women, children and marginalized groups. The humanitarian protection policy makes humanitarian protection an integral element of WFP's work.

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<sup>14</sup> WFP/EB.A/2004/5-C

<sup>15</sup> WFP/EB.1/2012/5-B/Rev.1

15. The humanitarian protection policy is based on the following five principles:
- recognition of a State's responsibility to protect all the people within its jurisdiction – WFP will work with governments to promote safe and dignified food-assistance programming;
  - accountability to crisis-affected food-insecure people, who are the primary actors in their survival and protection – WFP will empower such people and maximize the space for them to ensure their own protection;
  - food assistance activities will be based on context and risk analysis, including an understanding of the ways in which protection gaps contribute to food insecurity and hunger and vice versa, and of the ways in which WFP's interventions can close such gaps;
  - recognition of applicable international law, for example in negotiations for humanitarian access, advocacy, partnerships and delivery mechanisms; and
  - provision of food assistance in ways that protect populations affected by conflict and disaster and that do not expose people to further harm.
16. The policy calls for:
- investing in institutional capacity for context and risk analysis;
  - incorporating protection concerns into programme tools;
  - integrating protection objectives into the design and implementation of food assistance programmes;
  - developing staff's capacity to understand protection concerns and formulate appropriate and principles-based responses;
  - establishing informed and accountable partnerships; and
  - establishing clear guidance and systems for managing protection-related information.

### **The Role and Application of Economic Analysis in WFP**

17. In 2006 the Board considered the document "The Role and Application of Economic Analysis in WFP", which stresses the importance of economic analysis coupled with analysis of nutrition, social, political, gender and environmental issues as essential for full understanding of the causes and effects of hunger. Actions designed to address acute and chronic hunger should therefore include analysis of economic forces affecting prices, production and consumption, which can affect food security and vulnerability.
18. In WFP, economic analysis is integral to the analysis of hunger and the design of strategies to reduce hunger. It also relates to results-based management of operations in that it can inform programme choices, maximize the efficiency and effectiveness of operations, and support local and regional food procurement.
19. Evaluation findings indicate four areas where economic analysis could improve WFP's understanding of food insecurity and promote the effectiveness of its operations: i) analysing the economic factors that contribute to food insecurity; ii) integrating WFP's operations into national development contexts; iii) analysing food markets; and iv) assessing the impact and effectiveness of operations and the choice of approaches.
20. As WFP integrates economic analysis into its work, it will need to enhance the support given to country offices in the assessment, analysis and design of interventions. WFP must define the roles of country offices, regional bureaux and Headquarters and the roles of

partners. It must also intensify its partnerships with other organizations to exploit synergies and avoid duplication of effort.

### **Food Procurement in Developing Countries<sup>16</sup>**

21. WFP's policy is to procure food in a manner that is cost-efficient, timely and appropriate to beneficiary needs, and to encourage procurement from developing countries. Local procurement can help to build local capacities in agriculture and food production, handling and storage. The 2006 policy document "Food Procurement in Developing Countries" recommends that WFP:

- promote market development as an objective;
- call for flexible and timely cash contributions from donors;
- encourage small traders and farmers' groups;
- ensure preferential treatment for farmers and farmers' groups;
- support locally developed food processing capacity; and
- promote Procurement Office capacities at the country and regional levels.

22. A major result is the Purchase for Progress (P4P) initiative, which started in 2008. P4P uses WFP's purchasing power and its expertise in logistics and food quality to give smallholder farmers access to markets so that they can generate income and improve their lives.

23. A mid-term evaluation of the pilot noted many successes, but showed the difficulty of achieving the target of 50 percent women participants and noted that the farmers themselves bear much of the risk when they take out credit. The evaluation recommended that the original learning objective be retained, and that the completed pilot be reviewed before P4P is scaled up. The final evaluation of the pilot phase will be reported in 2014.

### **Cash Transfers and Vouchers<sup>17</sup>**

24. Cash transfers provide beneficiaries with money and vouchers that enable them to access food for a pre-defined value or quantity in identified outlets. Cash transfers and vouchers are market-oriented forms of assistance that are becoming central elements of responses to emergencies, protracted crises and national social protection and safety net systems. WFP's Strategic Plan (2014–2017) enables WFP to scale up and expand cash and voucher programmes, supported by changes in its financial framework that increase transparency, enhance planning and management and clarify links to performance indicators.<sup>18</sup>

25. The update to the voucher and cash transfer policy<sup>17</sup> presented at the 2011 Annual Session stated that such programmes should consider:

- how markets are functioning;
- the availability of financial systems and delivery mechanisms;
- security conditions;
- implementation costs (efficiency);

<sup>16</sup> WFP/EB.1/2006/5-C

<sup>17</sup> WFP/EB.A/2011/5-A/Rev.1

<sup>18</sup> WFP/EB.2/2010/5-A/1

- expected impacts (effectiveness);
  - gender;
  - nutritional impact;
  - beneficiary preferences;
  - costs and impacts relative to other tools and methods; and
  - the role of technology and infrastructure in supporting these programmes.
26. WFP's policy will be operationalized under the Cash for Change initiative, with the following priorities:
- Ensure that programming is based on context-specific evidence from needs assessments and market analyses.
  - Develop protocols and controls for scaling up voucher and cash-transfer programmes, update programme guidance, design and implement a capacity development programme and optimize systems for measuring results and accounting for resources.
  - Optimize the management and monitoring of cash-transfer and voucher projects, control unit costs and manage risks, using appropriate technologies.
  - Enhance management for results so that expansion of the programmes increases their impact.
  - Establish partnerships with non-governmental organizations (NGOs), the World Bank and others with experience in this area.
  - Ensure that cash-transfer and voucher programmes are integrated into national social-protection and safety-net systems.

### **Capacity Development and Hand-Over<sup>19</sup>**

27. The WFP Policy on Capacity Development updates the 2004 policy "Building National and Regional Capacities".<sup>20</sup> The Strategic Plan (2008–2013) was a turning point in WFP's strategic direction, and this update focuses on its capacity development work in relation to shifting to food assistance; this shift is maintained in the Strategic Plan (2014-2017).
28. WFP's 2009 policy on capacity development was supplemented by an action plan<sup>21</sup> that reflects the shift to food assistance in setting out a new vision for WFP. It recognized that WFP must work as a partner with communities and countries to reduce hunger. This requirement is met by: i) providing direct capacity when necessary to respond to hunger; and ii) facilitating the development of national capacities to reduce hunger and improve food security by supporting anti-hunger policies, institutions and programmes. Renewed partnerships can contribute to these priority areas:
- investing to improve disaster risk management, safety nets, recovery and growth opportunities;
  - enhancing anti-hunger institutions to make them effective and accountable;

<sup>19</sup> WFP/EB.2/2009/4-B

<sup>20</sup> WFP/EB.3/2004/4-B

<sup>21</sup> WFP/EB.2/2010/4-D

- supporting policies, laws, strategic plans and joint programmes of action addressing hunger; and
- handing over sustained national capacity to manage anti-hunger strategies.

## Gender<sup>22</sup>

29. Gender inequality is a major cause and effect of hunger and poverty. WFP's gender policy creates an enabling environment in WFP for promoting gender equality and the empowerment of women by mainstreaming gender more fully in WFP's policies. The Strategic Plan (2014–2017) mainstreamed gender in its objectives, and gender is mainstreamed in WFP's programmes and operations. The gender policy is consistent with the main elements of the United Nations system-wide policy on gender equality and the empowerment of women.<sup>23</sup>

30. Priority actions include the following:

- Establish gender-sensitive perspectives, taking into account the different contexts in which WFP operates, which range from complex emergencies to more stable conditions.
- Promote the protection of the target population and staff members.
- Prevent violence against women, girls and children.
- Support capacity development through WFP staff members in United Nations country teams and among governments and partners with a view to incorporating gender perspectives in national food and nutrition policies and programmes.
- Improve accountability systems so that gender perspectives are included in work plans, risk-management profiles, monitoring and evaluation and performance indicators, and with partners.
- Use WFP's extensive field presence and its partners to advocate at different levels to raise awareness.
- Mainstream gender in WFP operations.
- Develop partnerships to address gender issues and knowledge-sharing.

31. The policy was complemented by "WFP's Gender Policy: Corporate Action Plan (2010–2011)",<sup>24</sup> presented at the Board's 2009 Second Regular Session. An update of this action plan was presented at the 2013 Annual Session.<sup>25</sup> The findings included the following:

- WFP is establishing and enhancing partnerships with the Rome-based agencies and academic and other institutions in support of gender mainstreaming.
- WFP has developed an accountability framework that will hold staff and senior management accountable for mainstreaming gender in WFP.
- The establishment of the Gender Innovations Fund provides an incentive to design and implement context-led projects that are based on gender analysis.

<sup>22</sup> WFP/EB.1/2009/5-A/Rev.1

<sup>23</sup> CEB/2006/2

<sup>24</sup> WFP/EB.2/2009/4-C

<sup>25</sup> WFP/EB.A/2012/5-F

- WFP will address the funding gap in the action plan and implement support measures such as gender-related capacity development and roll-out of the Gender Mainstreaming Accountability Framework.
32. The update on the implementation of WFP's gender mainstreaming accountability framework was presented for information at the Board's 2013 Annual Session.<sup>26</sup> The framework is based on the United Nations system-wide action plan on gender equality and the empowerment of women<sup>27</sup> and is aligned with the Strategic Plan (2014–2017) and the Management Plan.

### School Feeding<sup>28</sup>

33. School feeding has two founding documents: the 2009 "WFP School Feeding Policy" and the 2013 "Revised School Feeding Policy".
34. WFP's role in school feeding changed as WFP shifted to food assistance. The 2009 approval of the new policy signalled a new era of engagement with governments and partners in support of school feeding. The policy established WFP as a provider of time-bound support for governments with the long-term objective of phasing out its assistance, leaving sustainable, cost-effective national school feeding programmes. It also focused on local procurement and the link with smallholder farming, and on commitment to more nutritious food baskets.
35. In the 2013 revised school feeding policy, WFP aligned its policy and practice with the internationally recognized assessment framework for school feeding. The eight quality standards in the 2009 policy were reformulated as five policy goals, in response to research and feedback from governments and partners.
36. The five policy goals are to establish:
- a policy framework;
  - financial capacity;
  - institutional capacity and coordination;
  - design and implementation; and
  - community roles – reaching beyond schools.
37. Some of WFP's guidance has already been updated to this effect. For example, the WFP Centre of Excellence in Brazil bases its strategic planning with countries on the five goals. More guidance will be issued on the basis of the new five policy goals.
38. The 2013 revised school feeding policy reaffirms five objectives for WFP operations:
- support food-insecure households by providing a direct or indirect income transfer in the form of snacks, meals, take-home rations or a combination thereof;
  - enhance children's ability to learn and access education;
  - enhance schoolchildren's nutritional status by reducing micronutrient deficiencies;
  - maximize national capacity to manage sustainable and efficient school feeding programmes; and

<sup>26</sup> WFP/EB.A/2013/5-F

<sup>27</sup> CEB/2006/2

<sup>28</sup> WFP/EB.2/2009/4-A

- support governments in linking school feeding to local agricultural production wherever possible.

## Nutrition<sup>29</sup>

39. Following the 2008 study in *The Lancet*,<sup>30</sup> the Strategic Plan (2014–2017) continues to emphasize the promotion of nutrition for WFP’s beneficiaries, particularly during emergencies and particularly for the 1,000 days between conception and 2 years of age. This has become a focus of governments, relief organizations and the United Nations. WFP adopted the nutrition improvement approach<sup>31</sup> in August 2009.
40. At the 2012 Annual Session the Board approved a nutrition policy that defines the role of nutrition in WFP, focusing on its strengths in ensuring “access to the right food, at the right place, at the right time”.<sup>32</sup> At its 2013 Annual Session, the Board took note of the update.<sup>33</sup>
41. On the basis of scientific findings and lessons learned from scaling up nutrition interventions in emergencies, the update of the WFP nutrition policy prioritizes:
- treating moderate acute malnutrition (wasting);
  - preventing acute malnutrition (wasting);
  - preventing chronic malnutrition (stunting and micronutrient deficiencies);
  - addressing micronutrient deficiencies among vulnerable people, particularly to reduce the risk of mortality during emergencies and to improve health; and
  - ensuring that programmes such as general distributions, school feeding and food for assets contribute to improved nutrition outcomes.
42. To implement the policy, WFP will:
- scale up high-quality food assistance and programming to ensure that the nutrition needs of target groups are met and to maximize the impact of WFP’s operations;
  - serve as a resource, advocate and mentor for food-based nutrition interventions;
  - enhance systems, skills and processes with a view to assuming leadership in nutrition programming and enhancing its quality;
  - develop the capacity of governments and partners to implement cost-effective programmes; and
  - contribute to the nutrition evidence base by researching with partners the efficiency and effectiveness of: i) the performance of specialized nutritious foods in various aspects of nutrition programming; ii) influencing households to make better choices to improve their food intake and reduce sharing; and iii) programme changes to maximize the achievement of nutritional objectives.
43. The 2013 update noted that to implement its nutrition policy, WFP will have to make one-off extra-budgetary allocations to: i) enhance partnerships and develop national

<sup>29</sup> WFP/EB.1/2012/5-A

<sup>30</sup> Black, R., Allen, L., Bhutta, Z., Caulfield, L., de Onis, M., Ezzati, M., Mathers, C. and Rivera, J. 2008. Maternal and child undernutrition: global and regional exposures and health consequences. *The Lancet* 371(9608): 243–260.

<sup>31</sup> WFP/EB.A/2004/5-A/1+Corr.1, WFP/EB.A/2004/5-A/2 and WFP/EB.A/2004/5-A/3

<sup>32</sup> WFP/EB.1/2012/5-A and WFP/EB.A/2012/5-D

<sup>33</sup> WFP/EB.A/2013/5-E

capacities in nutrition; ii) increase nutrition-related skills among staff; iii) assess the availability and utilization of nutrient-rich foods for young children and women; iv) accelerate delivery mechanisms and make them more reliable, for example through forward purchasing and local and regional procurement; v) improve monitoring and evaluation capacities; and vi) carry out research and cost-effectiveness studies.

## Partnerships

44. General Rule III-1 states: “WFP shall, whenever possible, associate its assistance with material, financial and technical assistance provided through other multilateral programmes and shall seek similar co-operation with bilateral programmes and non-governmental partners.”<sup>34</sup>
45. The Strategic Plan (2014–2017) states that WFP’s ability to achieve its Strategic Objectives and contribute to global goals depends on sound relationships with governments and partnerships with United Nations agencies, international organizations, NGOs, civil society and the private sector.
46. WFP does not have a partnership policy. Partnerships are addressed in various WFP policies and strategies, for example the NGO Partnership Framework,<sup>35</sup> the Private-Sector Partnerships and Fundraising Strategy (2013–2017),<sup>36</sup> Participatory Approaches,<sup>37</sup> partnership with the African Union<sup>38</sup> and the capacity development policy.<sup>39</sup>
47. A partnership strategy to be presented to the Board at its 2014 Annual Session will facilitate the implementation of a corporate approach to WFP’s wide range of partnerships.
48. In line with Fit for Purpose and the Strategic Plan (2014–2017), the Partnership strategy will guide the identification and development of partnerships to maximize the impact of WFP’s activities for its beneficiaries in a cost-effective manner. It will enable the Partnership and Governance Services Department to contribute to WFP’s goal of “working worldwide to ensure that no child goes to bed hungry and that the poorest and most vulnerable, particularly women and children, can access the nutritious food they need”. It will also be a template for other partnerships supported by WFP.
49. An evaluation<sup>40</sup> on working in partnership in the transition to food assistance was presented at the Board’s 2012 First Regular Session. It set out seven recommendations on making partnerships more effective in terms of developing a WFP partnership strategy, clarifying WFP’s strategic positioning with partners and revising the relevant agreements, and optimizing WFP’s internal systems and capacities.

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<sup>34</sup> “General Regulations, General Rules, Financial Regulations and Rules of procedure of the Executive Board” (2010). Available at: [http://one.wfp.org/aboutwfp/how\\_run/GeneralRegulations\\_E.pdf](http://one.wfp.org/aboutwfp/how_run/GeneralRegulations_E.pdf)

<sup>35</sup> WFP/EB.A/2001/4-B

<sup>36</sup> WFP/EB.A/2013/5-B

<sup>37</sup> WFP/EB.3/2000/3-D

<sup>38</sup> WFP/EB.A/2012/5-G

<sup>39</sup> WFP/EB.2/2009/4-B

<sup>40</sup> WFP/EB.1/2012/6-A

### **Strategic Objective 1: Save lives and protect livelihoods in emergencies**

- Goal 1: Meet urgent food and nutrition needs of vulnerable people and communities and reduce undernutrition to below emergency levels
- Goal 2: Protect lives and livelihoods while enabling safe access to food and nutrition for women and men
- Goal 3: Strengthen the capacity of governments and regional organizations and enable the international community to prepare for, assess and respond to shocks

### **Food Aid and Livelihoods in Emergencies<sup>41</sup>**

50. The premise of WFP's policy on livelihoods is that people will go to great lengths to protect their livelihoods as well as their lives. People affected by a crisis are not merely passive victims and recipients of aid: they rely primarily on their own capabilities, resources and networks to survive and recover. But many of the coping strategies adopted to meet food needs can undermine health and well-being and erode people's ability to meet future food needs.<sup>42</sup>
51. WFP can help to protect livelihoods by: i) providing food for people whose livelihoods are threatened with a view to preventing negative coping strategies; ii) targeting women to enable them to meet their nutritional needs and those of their families; and iii) supporting programmes for improving community infrastructures and providing opportunities for income generation, for example through food-for-assets activities. It is important that women and men participate equally in identifying food-for-work and food-for-training activities in view of their different needs, and that women and men have equal access to the benefits of livelihood programmes.
52. A synthesis report of the joint UNHCR/WFP impact evaluations on the contributions of food assistance to durable solutions in protracted refugee situations was presented to the Board at its First Regular Session in 2013.<sup>43</sup> The evaluations noted that the intended evolution towards self-reliance has not occurred and that concerted action is required among all actors.
53. The synthesis makes five recommendations:
1. WFP and UNHCR should develop a strategy and management mechanisms for the transition to self-reliance.
  2. WFP and UNHCR should use a more holistic approach and establish the partnerships necessary to achieve such an approach at the corporate and country levels.
  3. The Inter-Agency Standing Committee (IASC) should forge an action plan to enhance the architecture for accountability in this shared responsibility.
  4. United Nations country teams should engage livelihoods actors and build political will for a new approach.
  5. Donors should overcome funding barriers.

<sup>41</sup> WFP/EB.A/2003/5-A

<sup>42</sup> WFP/EB.A/2003/5-A and WFP/EB.A/99/4-A

<sup>43</sup> WFP/EB.1/2013/6-C

## Emergency Needs Assessment<sup>44</sup>

54. In emergency situations, WFP determines whether external food assistance is needed to preserve lives and livelihoods. Emergency needs assessments must be accurate to ensure that people are not left at risk and that humanitarian resources are allocated effectively.
55. Needs assessments gather information regarding:
- the number of people affected;
  - the magnitude and location of the crisis;
  - food and nutrition gaps;
  - differences in vulnerability among men, women, children and social groups;
  - local capacities and livelihood systems;
  - household coping capacities in terms of ability to produce or otherwise obtain food;
  - the extent to which food needs can be met through market interventions or existing safety net programmes; and
  - when livelihoods can be expected to return to normal.
56. Rapid assessment missions, crop and food supply assessment missions and joint assessment missions should take the following points into account:
- Pre-crisis information is important: regular assessments of crisis-prone areas improve the quality of emergency assessments.
  - Inadequate knowledge of local and regional markets and economics can be a significant impediment.
  - Assessments must be insulated from political pressures.
  - Particular care is needed in estimating numbers of internally displaced people and pastoralists.
  - Carrying out nutrition and food security assessments separately may impede targeting, programme design and outcome measurements.
  - Assessments should be a regular part of country office duties to ensure that robust information is available before a crisis and for adjusting programmes and targeting during a crisis.

## Exiting Emergencies<sup>45</sup>

57. Decisions as to when and how to exit from an emergency can be as important as the decision to respond. WFP exits from emergencies either by withdrawing resources from an operation or a country or by shifting to longer-term programmes that protect and improve livelihoods and increase resilience. The shift frequently involves moving from an emergency operation to a protracted relief and recovery operation.

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<sup>44</sup> WFP/EB.1/2004/4-A

<sup>45</sup> WFP/EB.1/2005/4-B

58. Exiting presents opportunities for engaging in early-recovery activities, but also introduces challenges for the communities involved. A sound exit strategy requires:

- clear criteria for exit;
- benchmarks for assessing progress in meeting the criteria;
- steps for reaching the benchmarks and identification of the people responsible for implementing them;
- periodic assessment of progress and modifications to minimize risks;
- a flexible timeline for reaching benchmarks and conducting assessments;
- triggers such as progress towards objectives, improvement in the humanitarian situation, increased government capacity to meet needs, declining levels of donor contributions and willingness to allocate funding to a recovery programme; and
- long-term objectives in alignment with government plans or donor priorities.

### **Definition of Emergencies<sup>46</sup>**

59. At its 2005 First Regular Session the Board endorsed the recommendations contained in “Definition of Emergencies”, which defined emergencies as “urgent situations in which there is clear evidence that an event or series of events has occurred which causes human suffering or imminently threatens human lives or livelihoods and which the government concerned has not the means to remedy; and it is a demonstrably abnormal event or series of events which produces dislocation in the life of a community on an exceptional scale”.

60. Emergency situations include:

- earthquakes, floods, locust infestations and similar unforeseen events;
- human-made emergencies that force people to leave their homes as refugees or internally displaced people or that cause other distress;
- food shortages or food insecurity resulting from slow-onset events such as drought, crop failures, pests and diseases affecting people or livestock;
- restricted access to food as a result of economic shocks, market failure or economic collapse; and
- complex situations in which a government or the Secretary-General of the United Nations requests the support of WFP.

### **Responding to Emergencies**

61. WFP’s emergency-response policies, which are based on 50 years of experience, reflect lessons learned in addressing sudden emergencies and long-term issues such as urbanization and HIV and AIDS, scientific findings as to the importance of nutrition for children under 2 years of age, and increased understanding of the need to preserve livelihoods and develop ways to reduce malnutrition and hunger, especially for very young children. WFP is developing an emergency response framework which will be developed into a policy for engagement with national disaster-management entities. The three strategic evaluations on aspects of emergency preparedness and response planned for 2014 will provide additional evidence. The sections below refer to current policies approved by the Board.

<sup>46</sup> WFP/EB.1/2005/4-A/Rev.1

## Targeting in Emergencies<sup>47</sup>

62. Targeting entails finding the right balance between inclusion errors – when people receive food but are not entitled to it – and exclusion errors – when people who need food and are eligible for it do not receive it.
63. Targeting involves: i) identifying communities and people in need of food assistance; and ii) selecting delivery and distribution mechanisms to ensure that targeted women, men and children receive assistance when they need it.
64. The Board’s guidance on targeting during acute emergencies has been inserted into WFP’s policy: “In acute emergencies, inclusion errors are more acceptable than exclusion errors. Other targeting objectives include providing a safe environment for food deliveries and maintaining flexibility to adapt to rapidly changing situations. Targeting costs increase in proportion to the level and detail of targeting approaches. WFP should analyse benefits and budget for costs associated with different targeting approaches, keeping in mind that cost-efficiency for WFP may imply increased transaction or opportunity costs for recipients.”
65. The principles of targeting include the following:
- Targeting is never perfect, so seek a balance between inclusion and exclusion errors.
  - Base targeting decisions on a full resource scenario but prioritize objectives in case resources are reduced or delayed; communicate the priorities to all stakeholders as soon as possible and ensure that they are understood.
  - Be flexible in adjusting targeting according to context and project objectives; as emergencies evolve and population needs change, targeting processes must also evolve.
  - Use assessment and early-warning tools such as vulnerability analysis and mapping to set targeting parameters and monitor changes during a programme cycle.
  - Monitor non-targeted areas to ensure that emerging needs are assessed.
  - Analyse the costs and benefits of different targeting approaches, the potential costs of leakage and the costs borne by beneficiaries.
66. WFP must help prevent violence against women, girls and children, particularly in complex emergencies. It should:
- reduce burdens and maximize the safety of women and girls in camps;
  - use food assistance programmes to support income-generating activities for women and girls;
  - support the creation of safe and private spaces for women and girls; and
  - facilitate the formation of support groups in camps to enable women to make decisions and be heard, particularly on matters concerning food and nutrition security.

<sup>47</sup> WFP/EB.1/2006/5-A

## Humanitarian Access<sup>48</sup>

67. The primary responsibility for providing humanitarian assistance in a crisis lies with the state concerned. If it cannot respond, its government or the United Nations Secretary-General may ask for WFP's assistance in the form of food assistance or logistics support. To assess the situation and transport, deliver and monitor its food assistance, WFP must have safe and unhindered access to those in need. Humanitarian access is a precondition to humanitarian action.
68. There is no standard WFP approach to access: every case is situation-specific and demands flexibility and creativity to balance needs and safety issues. Ensuring safe access requires sound situation analysis and security management, adherence to international law and humanitarian principles, coordination and partnerships among stakeholders, and advocacy at various levels.

## WFP's Role in the Humanitarian Assistance System<sup>49</sup>

69. The Strategic Plan (2014–2017) states that WFP's ability to achieve its Strategic Objectives and contribute to broader global goals depends on sound relationships with governments and partnerships with other actors, including United Nations agencies, international organizations and NGOs.
70. At its 2013 Annual Session, the Board considered an update of the 2010 report on humanitarian assistance.<sup>50</sup> The Secretariat sought the Board's support for WFP's engagement in humanitarian reform, particularly implementation of the IASC Transformative Agenda, which specifies the following actions by Humanitarian Coordinators, humanitarian country teams and clusters:
- convening the IASC Principals within 48 hours of a major humanitarian emergency to determine the level of response, which may be system-wide (level 3), regional (level 2) or augmented country (level 1);
  - deploying a Senior/Emergency Humanitarian Coordinator within 72 hours of a level 3 emergency, who may remain in place for up to three months with powers to determine priorities and make initial decisions;
  - establishing an inter-agency rapid-response mechanism to deploy experienced cluster leaders and staff to support the humanitarian coordinator and country team as necessary; and
  - ensuring that the humanitarian coordinator and country team develop a response plan within seven days of the emergency.
71. The update outlines the Transformative Agenda Protocols endorsed by the IASC Principals. These include:
- a concept paper on empowered leadership;
  - definition and procedures for humanitarian system-wide emergency level 3 response activation;
  - an overview of what empowered leadership looks like in practice;

<sup>48</sup> WFP/EB.1/2006/5-B/Rev.1

<sup>49</sup> WFP/EB.1/2010/5-C

<sup>50</sup> WFP/EB.A/2013/5-C

- the cluster coordination reference module; and
  - the humanitarian programme cycle overview.
72. The Transformative Agenda and its protocols were initially designed to improve humanitarian response in large-scale, sudden-onset emergencies, but there is consensus in the IASC that they should be applied in all humanitarian operations. Improved coordination is relevant to all complex crises and natural disasters, even when they are not level 3.

**Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies**

- Goal 1: Support or restore food security and nutrition of people and communities and contribute to stability, resilience and self-reliance.
- Goal 2: Assist governments and communities to establish or rebuild livelihoods, connect to markets and manage food systems
- Goal 3: Through food and nutrition assistance, support the safe, voluntary return, reintegration or resettlement of refugees and internally displaced persons.
- Goal 4: Ensure equitable access to and control over food and nutrition assistance for women and men

**Recovery<sup>51</sup>**

73. WFP's extensive experience in protracted or complex emergencies indicates that traditional relief responses often fail to address the real needs of people trying to secure their livelihoods. Emergency responses are short-term, whereas development approaches can help to: i) prevent further social or economic deterioration; ii) establish foundations for recovery and reconciliation; and iii) help to avert future conflict-related emergencies. The following principles should be noted:
- A recovery strategy should reflect the country strategy and country programme and give the rationale for operating in a protracted relief and recovery situation; it should determine where food aid is an appropriate and effective response.
  - Analysis of political, economic, social, security and environmental issues should take into consideration gender issues and populations with specific food and nutrition needs.
  - Risk assessments are necessary to ensure that interventions help beneficiaries to recover from losses, overcome tensions and begin recovery and reconciliation.
  - Long-term objectives should be identified so that programmes can be designed to support sustainable recovery.
  - Indicators should be defined to measure results such as the capacities of women and men to meet their own needs over time, WFP's ability to meet recurrent needs and obtain funding and the feasibility of exit strategies.
  - Interventions should build and utilize the capacities of governments, NGOs and beneficiaries, taking into consideration local priorities, objectives and needs.

<sup>51</sup> WFP/EB.A/98/4-A

### **Strategic Objective 3: Reduce Risk and Enable People, Communities and Countries to Meet their own Food and Nutrition Needs**

- Goal 1: Support people, communities and countries to strengthen resilience to shocks, reduce disaster risks and adapt to climate change through food and nutrition assistance.
- Goal 2: Leverage purchasing power to connect smallholder farmers to markets, reduce post-harvest losses, support economic empowerment of women and men and transform food assistance into a productive investment in local communities.
- Goal 3: Strengthen the capacity of governments and communities to establish, manage and scale up sustainable, effective and equitable food and security and nutrition institutions, infrastructure and safety-net systems, including systems linked to local agricultural supply chains.

### **Disaster Risk Reduction and Management<sup>52</sup>**

74. 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".<sup>53</sup>
75. The disaster risk reduction and management policy, approved at the 2011 Second Regular Session, focuses on building resilience and capacity among the most vulnerable people, communities and countries by ensuring food and nutrition security, reducing the risk of disaster and protecting and enhancing lives and livelihoods. The policy is reflected in the Strategic Plan (2014–2017), the climate change concept note and the policies on gender and risk management.<sup>54</sup>
76. The policy emphasizes that disaster risk reduction involves complementing emergency responses with targeted prevention, mitigation and preparedness activities. Gender considerations are crucial in addressing disaster risks because in inequitable societies women are more vulnerable than men when gender stereotyping affects their access to resources.<sup>55</sup>
77. WFP's comparative advantage in disaster risk reduction and management is the result of decades of work with governments and food-insecure communities to prepare for and respond to disasters, reduce disaster risk and build resilience. WFP's internationally recognized expertise in food security-related disaster risk reduction is based on: i) food security analysis and early warning; ii) vulnerability analysis; iii) emergency response and recovery; iv) resilience building and capacity development; and v) inter-agency coordination.
78. The policy identifies the following principles:
- focus on food assistance targeting the most vulnerable households, communities and countries during and after disasters;
  - use food security and vulnerability analyses to determine the most effective ways to address hunger and malnutrition;

<sup>52</sup> WFP/EB.2/2011/4-A

<sup>53</sup> Available at: <http://www.wfp.org/about/mission-statement>

<sup>54</sup> WFP/EB.A/2011/5-F, WFP/EB.1/2009/5-A/Rev.1 and WFP/EB.2/2005/5-E/1.

<sup>55</sup> WFP/EB.1/2009/5-A/Rev.1, citing: Neumayer, E. and Pluemper, T. 2007. The Gendered Nature of Natural Disasters: The Impact of Catastrophic Events on the Gender Gap in Life Expectancy, 1981–2002. *Annals of the Amer. Ass. of Geog.* 97(3): 551–566.

- invest in emergency preparedness to maximize the effectiveness of emergency responses;
  - help governments to develop disaster risk reduction policies, plans and programmes with a food-security dimension;
  - take into account the impacts of climate change, conflict and other drivers of food insecurity, with particular attention to women and children;
  - promote partnerships and emphasize participatory approaches with governments, United Nations agencies, civil society, NGOs, research institutions and private-sector organizations;
  - emphasize participatory approaches with governments, partners and communities and foster links with national and local priorities;
  - generate multiple outcomes to maximize the impact and sustainability of interventions by integrating disaster risk reduction principles at all stages of programming;
  - specify outcomes, scales and timeframes to ensure that programmes are designed to deliver the expected results;
  - consider alternative and complementary approaches with a view to supporting national objectives;
  - provide technical assistance for programme development and implementation, working with national authorities and partners such as the Food and Agriculture Organization of the United Nations (FAO), the United Nations Children’s Fund and the United Nations Development Programme; and
  - ensure that women and men are equally involved in vulnerability assessments and project design and prioritization; work with partners to take advantage of women’s skills and knowledge and ensure that burdens and opportunities are equitable and appropriate.
79. The policy will be supported by an action plan and systems for implementation, monitoring and evaluation, and reporting. An operational framework for WFP’s emergency preparedness and response is being developed to support the policy.

### Safety Nets<sup>56</sup>

80. The Strategic Plan (2014–2017) observes that WFP complements the actions of other actors “to reduce vulnerability and build lasting resilience”. WFP assists in building national and local capacity to establish, manage and scale up effective and equitable safety-net systems.
81. In October 2004, WFP presented its policy on safety nets<sup>57</sup> as a subset of social protection interventions and an update of the policy at the Board’s 2012 Annual Session.<sup>58</sup> An evaluation in 2011 informed the 2012 update of the policy which recommended that WFP:
- focus social protection and safety net interventions on its comparative advantages;
  - develop internal capacities for social protection and safety net interventions;

<sup>56</sup> WFP/EB.A/2012/5-A

<sup>57</sup> WFP/EB.3/2004/4-A

<sup>58</sup> WFP/EB.A/2012/5-A

- take account of local conditions when establishing social protection and safety net projects;
  - contribute to the development of national social protection systems; and
  - improve adherence to appropriate standards in social protection interventions.
82. The policy reflects WFP's significant role in food and nutrition security aspects of social protection and safety net programmes, clarifies the relevant concepts and their importance in WFP's activities, and sets out the opportunities and challenges involved.
83. The update also highlights lessons learned from the policy's implementation, including:
- Understand the context.
  - Assess what is available and build on what works.
  - Ensure coordination and predictability.
  - Focus on the most vulnerable.
  - Be system-oriented.
  - Be accountable and open to learning.
  - Strengthen ownership; and social contracts.
  - Promote inclusive development pathways.
84. The update takes WFP's comparative advantages into account and reiterates its priorities for supporting safety nets:
- providing technical support and practical expertise for safety nets;
  - ensuring that food and nutrition security objectives are embedded in safety nets;
  - supporting governments in building systems of safety nets;
  - helping to strengthen institutional mechanisms;
  - ensuring that safety nets are informed by solid and context-specific evidence;
  - forging strategic partnerships for safety nets;
  - mobilizing resources; and
  - strengthening internal decision-making.
85. To implement the policy, WFP will develop programming guidelines and new tools, promote research, enhance technical skills and foster knowledge management.

### **Strategic Objective 4: Reduce undernutrition and break the intergenerational cycle of hunger**

- Goal 1: Prevent stunting and wasting, treat moderate acute malnutrition and address micronutrient deficiencies, particularly among young children, pregnant and lactating women and people infected with HIV, tuberculosis and malaria by providing access to appropriate food and nutrition assistance.
- Goal 2: Increase access to education and health services, contribute to learning and improve nutrition and health for children, adolescent girls and their families.
- Goal 3: Strengthen the capacity of governments and communities to design, manage and scale up nutrition programmes and create an enabling environment that promotes gender equality.

### **Enabling Development**

86. WFP's Enabling Development Policy (EDP) was approved by the Board in May 1999 to direct WFP's development actions towards halving the number of undernourished people in the world by 2015 – one of the eight MDGs.
87. Between 1999 and 2001, WFP presented two progress reports to the Board on implementation of EDP, and aligned its development portfolio with the policy. Between 2003 and 2005, Canada, Denmark, Finland, France, Germany, Italy and the United States of America undertook an external evaluation of EDP in terms of its relevance, efficiency, effectiveness, impact, sustainability and progress made in implementation.
88. The evaluation concluded that EDP was a sound policy whose principles deserved support from WFP and donors, particularly in the light of their potential to improve the quality and relevance of other WFP operations. The EDP goal of enabling marginalized people to benefit from the development process was being achieved, with some limitations. WFP's development activities were found to be consistent with EDP principles, international priorities, poverty reduction strategies (PRSs) and national poverty-reduction and food-security processes. The evaluation identified EDP-related areas where improvements would enhance the comparative advantage of WFP's development activities and food aid. The evaluation made three recommendations regarding strategy and four regarding implementation, among which:
- improve WFP's partnership strategies;
  - refine the targeting of WFP's interventions; and
  - make consistent progress on nutrition-related issues.
89. In 2007, WFP reported on progress with regard to the recommendations. With respect to recommendation 1, significant progress had been made to integrate WFP interventions more fully into PRSs. With respect to recommendation 2, support for vulnerable groups had been increased through improved needs assessment and targeting. Measures had been taken to improve the coverage of vulnerable groups in existing and new programmes and to initiate pilot projects to improve targeting (see "The Role and Application of Economic Analysis in WFP").<sup>59</sup> With respect to recommendation 3 on mainstreaming nutrition, WFP reiterated that as part of its strategic approach, nutrition issues remained central to the design and

<sup>59</sup> WFP/EB.A/2006/5-C

implementation of development programmes. The Board approved “WFP Nutrition Policy” in 2012.

### Poverty Reduction Strategies<sup>60</sup>

90. Following the 2005 World Summit, the poverty reduction strategy process became the means whereby governments, donors and United Nations agencies ensured coherent, effective and targeted poverty reduction and focused on the MDGs, particularly MDG 1. WFP’s policy was established to ensure that WFP could provide more appropriate support to countries in incorporating food insecurity and nutrition related issues into their PRSs.
91. When engaging in the PRS process, WFP must deploy its comparative advantages in addressing food insecurity and malnutrition and supporting emergency preparedness and assistance, in collaboration with governments, United Nations agencies — particularly FAO, the International Fund for Agricultural Development and the United Nations Children’s Fund, NGOs and other development partners to mobilize knowledge and resources. WFP should also deploy its own knowledge of local circumstances, vulnerabilities and development options and its operational capacities to address emergencies, all in collaboration with United Nations country teams in line with the principles of the United Nations Development Group.
92. Engagement in PRS processes depends largely on context, but it should be underpinned by clear policy guidance and support. A resource mechanism that promotes long-term policy engagement is critical to sustainable hunger reduction in the new development arena.
93. The policy recommended that WFP consider:
  - engaging in the PRS process to ensure due attention to hunger reduction;
  - supporting governments in hunger-reduction programmes through capacity development;
  - supporting harmonization through the PRS process by engaging in joint programming and with United Nations country teams;
  - preparing detailed guidance on engagement in PRS processes; and
  - considering ways of building staff capacities and support for country offices, taking account of competing resource needs and operational priorities.
94. In an update on PRS presented to the Board in 2007, WFP stated that a “Guidance Note on WFP’s Engagement in Poverty Reduction Strategies” had been published. The 2009 policy on capacity development and roll-out of the country strategy process reflect more recent follow-up on this policy.

### HIV, AIDS and Tuberculosis<sup>61</sup>

95. HIV is one of the major challenges of our time. An estimated 34 million people are living with HIV,<sup>62</sup> and of the 2 billion people suffering from micronutrient deficiencies, many are in countries with high HIV and tuberculosis (TB) prevalence and high levels of malnutrition.

<sup>60</sup> WFP/EB.A/2006/5-B + Corr.1

<sup>61</sup> WFP/EB.2/2010/4-A and WFP/EB.A/2013/5-D

<sup>62</sup> UNAIDS. 2012. Report on the Global AIDS Epidemic. Geneva. Available at: [http://www.unaids.org/en/media/unaids/contentassets/documents/epidemiology/2012/gr2012/20121120\\_UNAIDS\\_Global\\_Report\\_2012\\_with\\_annexes\\_en.pdf](http://www.unaids.org/en/media/unaids/contentassets/documents/epidemiology/2012/gr2012/20121120_UNAIDS_Global_Report_2012_with_annexes_en.pdf)

These diseases exacerbate malnutrition and food insecurity and lead to wasting and stunting, particularly among children.

96. In line with its 2010 HIV policy, WFP is shifting the focus of its HIV programmes from mitigation of the consequences of HIV infection to enabling access to treatment and positive treatment outcomes through food and nutrition support. In response to the Joint United Nations Programme on HIV/AIDS (UNAIDS) strategy, WFP is now realigning to focus on: i) collaborating with country stakeholders, coordinating mechanisms and health programmes to ensure that food and nutrition support is included in all HIV and TB programmes; and ii) working with governments to implement food and nutrition assistance programmes for people living with HIV.
97. WFP's HIV and AIDS policy accords with: i) Joint UNAIDS Strategy for 2011–2015 “Getting to Zero”;<sup>63</sup> ii) the UNAIDS Division of Labour; iii) the Strategic Plan (2008–2013) and iv) the Strategic Plan (2014–2017). WFP aims to ensure that food-insecure people receiving anti-retroviral treatment in low-income countries receive nutritional support, and that people affected by HIV or tuberculosis do not resort to negative coping mechanisms to meet household expenses. To meet these obligations, WFP will:
- support nutritional recovery and treatment through nutrition and food support; and
  - mitigate the effects of AIDS on individuals and households by developing or reinforcing sustainable safety nets.
98. At the Board's 2013 Annual Session, WFP submitted an update on its response to HIV and AIDS, which noted that a 2011 gap analysis found that country offices were making progress in implementing the new policy and that WFP's effectiveness in its HIV work was an outcome of its dual role of working with governments to integrate food and nutrition into HIV policies and programmes and assisting in their implementation. The Board was also informed that, in line with global trends in taking HIV out of isolation, WFP's work related to HIV and TB would converge with its nutrition programmes because both are delivered through the health sector with ministries of health as the principal counterpart. WFP therefore expects to focus increasingly on supporting governments in running food and nutrition programmes in the health sector and linking them to community-based initiatives.

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<sup>63</sup> UNAIDS. 2011–2015 Strategy. *Getting to Zero*. Geneva.

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## ACRONYMS USED IN THE DOCUMENT

EDP	Enabling Development Policy
FAO	Food and Agriculture Organization of the United Nations
IASC	Inter-Agency Standing Committee
MDG	Millennium Development Goal
NGO	non-governmental organization
P4P	Purchase for Progress
PRS	poverty reduction strategy
TB	tuberculosis
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNHCR	Office of the United Nations High Commissioner for Refugees