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CONSOLIDATED FRAMEWORK OF WFP POLICIES

An Updated Version (November 2006)

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for information to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact Ms. C. Panlilio, Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).



INTRODUCTION

1. At its Annual Session in 2002, the Board welcomed the Consolidated Framework of WFP Policies and asked the Secretariat to submit the latest version of the policy framework as a paper for information each year at the Board's autumn Session.
2. This updated version of the policy framework includes four policies endorsed by the Board in 2006: (i) targeting in emergencies, (ii) food procurement in developing countries, (iii) engagement in poverty-reduction strategies and (iv) the role and application of economic analysis in WFP.
3. At the request of the Board, the Secretariat is maintaining an updated electronic version of the policy framework on both the Executive Board and Policy sections of the WFP website, incorporating new policy decisions after each Executive Board session. The web-based version includes links to all documents referenced in the policy framework.

DEVELOPMENT

The policies governing the use of WFP food aid must be oriented towards the objective of eradicating hunger and poverty. WFP will use food aid to support economic and social development and promote world food security.

(Mission Statement)

Resource Allocations and Criteria for Development

During its thirty-eighth session (December 1994), the Committee on Food Aid Policies and Programmes (CFA) established guidelines for country programme (CP) resource levels, building on decisions taken during its thirty-third and thirty-fourth sessions in 1992.

4. WFP will allocate at least 50 percent of its development resources to least-developed countries (LDCs) and at least 90 percent to low-income, food-deficit countries (LIFDCs), including LDCs. Up to 10 percent of resources will remain available to meet either additional needs of these countries or the special needs of non-LIFDCs. No country will receive more than 10 percent of available development resources. By 2007, at least 90 percent of undirected multilateral resources from traditional donors used for development should go to countries that are least developed or low-income¹ and that face chronic malnutrition measured as a 25 percent or greater rate of stunting among children under 5.² Country levels will only be established for those countries qualifying for an annual minimum resource level of US\$1 million.³

¹ Gross national income (GNI) per capita three-year average under US\$900.

² WFP/EB.3/2003/4-A/1.

³ [CFA/38/P/7](#) (December 1994).



5. Assistance will only be provided to non-LIFDCs for projects that are focused on poor people and poverty reduction and matched by substantial inputs from the recipient country, and where WFP assistance can be phased out within a reasonable time.⁴
6. Changes in the level of WFP development assistance to a country will be introduced progressively. An allocation plan will be established and adjusted annually to steer WFP resource allocations towards countries' potential levels. Annual country allocations will be determined on the basis of availability of resources.⁵

Enhancing Programming in the Poorest Countries

Steps that WFP should take to enhance programming in the poorest countries were determined by the Board during its Third Regular Session of 1997.

7. WFP will increase the level of development activities in LDCs by investing in LDCs' capacity to implement food aid programmes such as training or support for non-food inputs and essential services, providing up to 20 percent of CP resources for food-fund facilities and experimental projects and supporting maintenance of infrastructure and basic public services.⁶ Support for maintenance of projects will be provided on a trial basis, provided that phase-out plans are specified and results closely monitored.⁷

Country Programme Approach

WFP's commitment to the CP approach was established by the CFA during its thirty-eighth session (December 1994) with subsequent agreement on CP format at the fortieth session (November 1995).⁸ In October 2002, the Board approved the harmonized procedure for CP approval (WFP/EB.3/2002/4-B) whereby draft CPs will be presented to only one Board session per year and later approved on a "no-objection" basis; they will be discussed prior to approval only if five Board members request it in writing.⁹

8. CPs are developed on the basis of the Common Country Assessment (CCA)/United Nations Development Assistance Framework (UNDAF) for the country. WFP country offices are required to participate in the development of the CCA/UNDAF. Country offices are no longer required to prepare and submit country strategy outlines (CSOs) to the Board.

⁴ [CFA/34/13](#) (November 1992).

⁵ [CFA/38/P/7](#) (December 1994).

⁶ [WFP/EB.3/97/3-A](#) (October 1997).

⁷ Summary of EB discussion, [WFP/EB.3/97/11](#) (October 1997).

⁸ Major Sources: Principles and Guidelines for Country Programming: The World Food Programme and the Programme Approach: [CFA/38/P/6](#) (December 1994); Format for the Country Programme Approach: [CFA40/8](#) (November 1995).

⁹ [WFP/EB.3/2002/4-B](#) and [WFP/EB.2/2003/INF/6](#).



9. WFP adopted a common programming process similar to that of the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF) as follows:
- a) The Board would change its current schedule for the Second Regular Session and the Annual Session consistent with the UNDP, UNFPA and UNICEF schedules.
 - b) Where the CCA/UNDAF are ongoing or completed, WFP would decide to have either a CP or a development project (DEV), based on existing criteria such as the volume of food resources and number of thematic areas.
 - c) WFP-specific country information would be added to the common CP format that is being prepared by a joint UNDP/UNFPA/UNICEF/WFP working group. That specific information would include contextual references to the relief development linkages. The length of the document would be approximately 15 pages, inclusive of the results matrix and budget plan. To ensure maximum consistency in presentation of information, the development project format will be aligned with the CP format.
 - d) WFP's emergency and protracted relief and recovery operation (PRRO) portfolio would continue to be discussed in all the regular sessions of the Board.¹⁰
10. The following procedure for approval of CP documents on a no-objection basis was endorsed by the Board at its Second Regular Session of 2003:
- i) Draft CP documents for consideration by the Board will be presented every year at the Annual Session in the light of "Reducing the Number of Board Sessions" (WFP/EB.A/2004/5-E).
 - ii) By mid-July, country offices will finalize the CP documents for approval. The Secretariat will post them on WFP's website by early August.
 - iii) CP budgets will be registered in the WFP Information Network and Global System (WINGS) immediately after the Second Regular Session so that the Programming Service (ODMP) can programme resources and prepare to call commodities forward.
 - iv) The finalized CP documents will be taken up for discussion at the Second Regular Session only if five Board members request it in writing by 20 September. Requests must be addressed to the Secretary of the Executive Board, with a copy to the Board President.
 - v) A draft decision listing the CPs to be approved on a no-objection basis will be prepared for adoption by the Board at its Second Regular Session.¹¹

Programming Principles

The overall framework for WFP's policies in development is captured in the Enabling Development policy, which was endorsed by the Board at its Annual Session in 1999. This section incorporates policy decisions relating to the review of Disaster Mitigation (First Regular Session of 2000), Reaching mothers and children at critical times of their lives (Third

¹⁰ [WFP/EB.3/2002/4-B](#).

¹¹ [WFP/EB.2/2002/INF/6](#).



*Regular Session of 1997), and two CFA papers—Review of policies, objectives and strategies (CFA 37, 5/1994) and Disaster Mitigation and Rehabilitation in Africa (CFA 34, 11/1992).*¹²

11. WFP's development assistance will concentrate on the poorest, most food-insecure people bypassed by conventional development efforts, enabling them to meet their short-term food needs in ways that build longer-term human and physical assets. Food aid will be provided only when food consumption is inadequate for good health and productivity, where lasting physical assets or human capital will be created and where these assets and food consumption effects will benefit poor, food-insecure households and communities. Food will be targeted at the right time to the neediest countries, to the neediest populations in food-insecure areas (geographic targeting) and to intended beneficiaries, for example by using household food surveys or self-selection. Indicators will be developed to signal when food aid is needed, and when it is no longer needed. Emphasis will be placed on participatory approaches: development of proactive partnerships, especially with national governments, cost-effectiveness in terms of achieving development results, results-oriented monitoring and reporting, introduction of new approaches, and improved quality through rigorous activity design.¹³
12. Activities will be limited to five priority areas, which will be selected and combined in CP according to strategies and circumstances of the recipient country.¹⁴

- a) **Enable young children and pregnant and lactating women to meet their special nutritional and nutrition-related health needs.** WFP will increase the resources devoted to reducing early malnutrition, particularly among mothers and children at critical times in their lives. Priority will be given to early malnutrition in assessments of country food needs and donor discussions. Activities will be targeted to women and children who are nutritionally vulnerable.¹⁵

WFP will continue to support local capacity for production of blended foods where appropriate. Food will routinely be provided in association with health care and nutrition and health education measures, funded by national or international partners or possibly by a modest amount of WFP direct support costs (DSC). WFP will seek to integrate deworming treatments in activities targeted at young children.¹⁶

Further steps will be taken to integrate WFP's work with that of other United Nations agencies, bilateral donors and non-governmental organizations (NGOs) that support health, nutrition education and related services. The duration of activities will be carefully assessed and exit strategies prepared based on indicators such as mortality rates and national capacity to assume a greater share of support to feeding programmes.¹⁷

¹² Major sources: Enabling Development: [WFP/EB.A/99/4-A](#) (May 1999); Disaster Mitigation: [WFP/EB.1/2000/4-A](#) (February 2000); Disaster Mitigation and Rehabilitation in Africa: [CFA: 34/P/7-B](#) (November 1992); Reaching mothers and children at critical times of their lives: [WFP/EB.3/97/3-B](#) (October 1997); and Review of WFP policies, objectives and strategies: [CFA/37/P/7](#) (May 1994).

¹³ [WFP/EB.A/99/4-A](#) (May 1999).

¹⁴ [WFP/EB.A/99/4-A](#) (May 1999).

¹⁵ [WFP/EB.3/97/3-B](#) (October 1997).

¹⁶ [WFP/EB.A/99/4-A](#) (May 1999).

¹⁷ [WFP/EB.3/97/3-B](#) (October 1997).



- b) **Enable poor households to invest in human capital through education and training.** WFP will use food aid to enable poor families to send their children to school and to help them learn once there. Areas with food insecurity and low rates of elementary school attendance or girls' attendance will be targeted. Factors affecting girls' access to schooling will be assessed. Take-home rations may be used to target girls directly or in other situations where appropriate. WFP will seek to increase opportunities for women to attend training sessions on income generation and non-formal education.¹⁸
- c) **Make it possible for poor families to gain and preserve assets.** All WFP asset creation interventions should result in a lasting asset for the poor family or community. If targeted beneficiaries do not benefit from these assets, the project should not be supported. Issues of sustainability, maintenance and environmental implications will need to be addressed.¹⁹
- d) **Mitigate the effects of recurring natural disasters in vulnerable areas.** As part of country programming in areas subject to recurring natural disasters, WFP will assess measures to prevent and mitigate disasters that pose threats to food production or livelihoods.²⁰ On a pilot basis, WFP will work with local, national and international partners to incorporate disaster prevention and mitigation activities in CSOs, CPs and PRROs. These activities will be targeted to populations in disaster-prone areas whose coping strategies are insufficient to meet food needs when a natural disaster occurs,²¹ with a particular focus on addressing such needs in Africa.²² Contingency planning exercises will be introduced gradually, beginning with the most disaster-prone countries. Where possible, they will be undertaken as part of the process of programme development.²³
- WFP will develop standard procedures jointly with government counterparts for borrowing from and replenishing national food stocks and seek donor flexibility to use donations, especially directed contributions, for disaster mitigation.²⁴
- e) **Helping households that depend on degraded natural resources to shift to more sustainable livelihoods.** WFP will seek to assist people who depend on degraded natural resources for their livelihoods when there is still potential to improve productivity and prevent further degradation of the resource base. This includes measures to support shifts from unsustainable to sustainable natural resource management practices and to stabilize areas subject to slow resource degradation.²⁵

¹⁸ [WFP/EB.A/99/4-A](#) (May 1999).

¹⁹ [WFP/EB.A/99/4-A](#) (May 1999).

²⁰ [WFP/EB.A/99/4-A](#) (May 1999).

²¹ [WFP/EB.1/2000/4-A](#) (February 2000).

²² [CFA 34/P/7-B](#) (November 1992).

²³ Pilot testing of this approach was requested prior to integration into a future policy approach. See [WFP/EB.1/2000/10](#) (February 2000).

²⁴ [WFP/EB.1/2000/4-A](#) (February 2000).

²⁵ [WFP/EB.A/99/4-A](#) (May 1999).



Food Procurement in Developing Countries

In considering the paper “Food Procurement in Developing Countries”,²⁶ the Board noted the issues involved in local, sub-regional and regional purchases of food, especially where markets were not well developed, and recognized the positive and possible negative impacts WFP’s procurement might have on these markets. The Board therefore requested WFP to continue its study of the developmental impact of food procurement on markets and on the food security of vulnerable groups. The Board also requested WFP to encourage local, sub-regional and regional purchases.

13. In addition, the Board:

- subject to considerations of cost-efficiency, timeliness and appropriateness to beneficiary needs, *re-affirmed* that WFP should continue to undertake food procurement in a manner that accentuated positive impacts and mitigated against negative consequences;
- *urged* donors to provide more unrestricted, timely and predictable funding so that WFP could more effectively plan and undertake local, sub-regional and regional food procurement; and
- *requested* WFP to give due consideration to optimizing the potential developmental benefits of procurement by:
 - working closely with national governments, FAO, International Fund for Agricultural Development (IFAD) and others to assess the capacity of local, sub-regional and regional markets to participate in WFP procurement and to support partner efforts to develop this capacity further;
 - ensuring that WFP country offices and/or regional bureaux, where appropriate to the overall needs of WFP, have the necessary staff to enable them to procure food based on an adequate knowledge and analysis of local, sub-regional and regional markets; and
 - providing the Board, in the framework of its discussions of WFP’s operations and country situations, with a detailed breakdown of the origin of commodities purchased or received in local, sub-regional and regional markets and assessments of the capacity of local, sub-regional and regional suppliers to meet procurement needs.

The Board requested that the Secretariat provide a report on the implementation of its requests at the Annual Session in 2006, and regularly thereafter.

²⁶ WFP/EB.1/2006/5-C.



EMERGENCIES

WFP will use food aid to save lives in refugee and other emergency situations.

(Mission Statement)

Definition of Emergencies

At its First Regular Session of 2005, the Board amended WFP's definition of emergencies and requested the Secretariat to add the following updated definition of emergencies to the current Consolidated Framework.²⁷

14. For purposes of WFP emergency operations (EMOPs), emergencies are defined 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.
15. The event or series of events may comprise one or a combination of the following:
 - a) sudden calamities such as earthquakes, floods, locust infestations and similar unforeseen disasters;
 - b) human-made emergencies resulting in an influx of refugees, or the internal displacement of populations, or in the suffering of otherwise affected populations;
 - c) food scarcity conditions owing to slow-onset events such as drought, crop failures, pests and diseases that result in an erosion of the capacity of communities and vulnerable populations to meet their food needs;
 - d) severe food access or availability conditions resulting from sudden economic shocks, market failure or economic collapse that result in an erosion of the capacity of communities and vulnerable populations to meet their food needs; and
 - e) a complex emergency for which the government of the affected country or the Secretary-General of the United Nations has requested the support of WFP.
16. WFP's EMOPs will continue to be based on assessed needs, taking into account any other considerations that may be decided upon by the Board consistent with WFP's rules, regulations and mandate.²⁸

Emergency Response Criteria

At its twenty-first session in May–June 1986, the CFA affirmed that the provision of emergency assistance is a matter of judgement based on the available information and broad criteria applied with common sense and flexibility, and approved the following broad criteria

²⁷ [WFP/EB.3/2004/4-F](#).

²⁸ [WFP/EB.1/2005/13](#).



to guide the Executive Director when deciding if and when to intervene. The General Regulations provide further clarity regarding which entities are eligible for emergency assistance.

17. WFP may respond to emergencies when there has been human suffering resulting from food scarcity caused by a demonstrably abnormal event, dislocation of community economic activities, social life or both on an exceptional scale, an urgent need to provide a remedy, evidence that food is an appropriate remedy and recognition that the government concerned has insufficient resources to provide the remedy.
18. Even when no single antecedent event can be demonstrated, WFP may consider releasing emergency resources when there is an unusual large-scale movement of people away from their homes fleeing conflict or in search of food, or following the appearance of unusually large numbers of malnourished children resulting from a decline in food availability at the household level.
19. WFP may release emergency resources in response to early signs of impending food crises when such resources can improve the long-term food security of families whose food supply is in jeopardy and to address development problems underlying the long-term vulnerability of families to emergencies, either directly or in a manner which complements other donor inputs.²⁹
20. Member States of the United Nations or Members or Associate Members of any specialized agency or of the International Atomic Energy Agency (IAEA) shall be eligible to submit requests for consideration by WFP. WFP may in addition provide emergency food aid and associated non-food items and logistics support at the request of the Secretary-General. WFP assistance in such exceptional cases shall be fully coordinated with the United Nations system and the efforts of governments, inter-governmental and non-governmental organizations in the areas concerned.³⁰
21. WFP will not judge a country's capacity to respond to an emergency solely on the basis of its gross national product (GNP) per capita.³¹
22. In addition to meeting food needs in emergency situations, WFP will assist in the coordination of aid from all sources in order to achieve the best possible results.³²

Exiting Emergencies

At its First Regular Session of 2005, the Board endorsed "Exiting Emergencies".³³ The Board requested that the statement below be added to the policy compendium.

23. WFP recognizes that a realistic and deliberate exit strategy, planned with government and other partners and clearly stated at the beginning of an EMOP, can help to facilitate more effective country responses after the initial stage of an emergency. "Exiting" for WFP means either (i) the withdrawal of WFP assistance from an EMOP or from a country, or (ii) a shift to a longer-term programme to protect and improve livelihoods and resilience.

²⁹ As recommended in [CFA 21/10 add.1](#), May/June 1986 and approved in [CFA 21/24](#) (May/June 1986).

³⁰ [General Regulations](#), art. IX.

³¹ [CFA 21/24](#) (May/June 1986).

³² [IGC 5/17](#) (July 1964).

³³ [WFP/EB.1/2005/4-B](#).



WFP will endeavour to ensure that exit strategies become part of its emergency responses, and that principles of good exiting guide future practice.

24. The overall objective for most emergency interventions is to restore to pre-emergency levels the capacity of communities and vulnerable populations to access food. WFP emergency aid should be part of broader national and international efforts to achieve this outcome, and should be joined with other forms of assistance, including appropriate non-food assistance. Exit strategies from emergencies should aim to withdraw WFP support without compromising communities' regained ability to meet their own food needs. Emergency response, particularly in relation to recurrent shocks, is more effective when it is carried out in the context of a longer-term strategy for capacity-building and resilience.³⁴

Programming Principles

Building on the United Nations Charter and United Nations General Assembly Resolution 46/182, which states that humanitarian assistance must be provided to all in need, based upon principles of humanity, neutrality and impartiality, further clarity on emergency programming principles is contained in the Mission Statement and the reports of the CFA at its twenty-first session in May–June 1986 and its thirty-seventh session in May 1994.

25. WFP will exploit its capability to operate virtually everywhere in the developing world, without regard to the political orientations of governments, providing a neutral conduit for assistance in situations where many donor countries could not assist directly.³⁵
26. WFP will ensure prompt delivery and distribution of humanitarian relief where necessary to save lives. WFP will respond flexibly and rapidly and will seek to ensure that its aid reaches and benefits the most needy by giving priority to the most severely affected people.³⁶
27. WFP will conduct as soon as possible a detailed assessment to collect information in greater depth and on a greater scale, focusing in particular on opportunities to support local initiatives and to capitalize on the capacity of communities to propose and organize activities.³⁷ Assessments should seek to distinguish clearly between structural and exceptional deficits at the national and local levels; WFP's emergency food aid should not normally be applied to structural food shortages.³⁸
28. Whenever possible and consistent with saving lives, WFP will provide emergency food aid in ways that serve both relief and development purposes, attacking the root causes of emergencies, supporting national food security and reinforcing longer-term development efforts.³⁹ WFP must meet the immediate food needs of the hungry poor, and will work with them in ways that respect human dignity and promote people's self-reliance.⁴⁰

³⁴ [WFP/EB.1/2005/13](#).

³⁵ [Mission Statement](#).

³⁶ [Mission Statement](#).

³⁷ [WFP/EB.A/98/4-A](#) (May 1998).

³⁸ [CFA 21/24](#) (May/June 1986).

³⁹ [CFA 21/24](#) (May/June 1986).

⁴⁰ [CFA/37/P/7](#) (May 1994).



29. WFP should provide emergency food aid for as short a time as possible, and should seek to bring about as far as possible a shift in assistance from relief operations to more development-oriented projects.⁴¹

Food Aid and Livelihoods in Emergencies

The Board approved the following policy after reviewing a paper entitled Food Aid and Livelihoods in Emergencies: Strategies for WFP⁴² at its Annual Session in 2003.

30. WFP will systematically assess and analyse livelihood-related issues in emergencies and determine where food aid can play a role in supporting livelihoods. WFP will strengthen staff capacity to design, implement and monitor programmes that save lives and protect livelihoods. WFP will also promote greater coherence between its emergency and longer-term interventions and will strengthen partnerships with national governments, local authorities, donors, United Nations agencies, international financial institutions, NGOs and community-based organizations, in particular for common analysis and design of appropriate livelihood interventions

Targeting in Emergencies

At its First Regular Session of 2006, the Board endorsed “Targeting in Emergencies”.⁴³ The Board requested that policy compendium be updated in line with the following recommendations.

31. It is WFP policy that targeting is a central element of an integrated and comprehensive emergency needs assessment and response strategy. WFP should continue to respond immediately and in a cost-effective manner to emergencies and, in so doing, aim to meet conditions for effective targeting such as:
- i) food assistance is required to save or protect lives and livelihoods;
 - ii) the most vulnerable target groups are identified;
 - iii) type and form of food assistance best suited to the needs of the target groups are identified; and
 - iv) ongoing adjustments are made to the above on the basis of appropriate assessments and modification of activities according to changing needs.
32. Targeting should be a conscious and integral management activity at all stages of the programme cycle. As an emergency develops and population needs change, target groups, targeting methods and WFP practices must also evolve. Successful targeting requires regular, systematic analysis of a multiplicity of factors, including the gender dimensions of an emergency. Setting clear project objectives from the start that take these factors into account will later allow for targeting flexibility without compromising the goals of a project. The selection of programme and delivery mechanisms that ensure that food reaches those who need it is an equally important aspect of targeting.
33. The main targeting objective of WFP in emergencies is to achieve a balance between targeting exclusion errors, which can be life-threatening, and potentially disruptive or wasteful inclusion errors. In acute emergencies, due to the urgency of the situation, it may well be necessary to accept inclusion errors in order to save lives or protect livelihoods.

⁴¹ CFA 12/22 and CFA 13/20 (October 1981).

⁴² WFP/EB.A/2003/5-A (May 2003).

⁴³ WFP/EB.1/2006/5-A.



Other targeting objectives include providing a safe environment for food deliveries and maintaining flexibility to adapt to rapidly changing situations.

34. Targeting costs increase in proportion to the level and detail of targeting. 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.

LINKING RELIEF AND DEVELOPMENT

WFP is well placed to play a major role in the continuum from emergency relief to development.

(Mission Statement)

Programming Principles

The role of food aid in helping countries to recover from crisis and the importance of moving from general to targeted distributions as early as possible were addressed by the Board at its Annual Session in 1998,⁴⁴ building on elements articulated previously, for example in WFP's Mission Statement and Board and CFA discussions that stress the importance of linking relief and development. Programming principles relevant to emergencies and, where possible, development apply to WFP's work in recovery, and vice versa.

35. WFP will promote early rehabilitation and long-term development, thus minimizing possible negative effects of extended relief distributions on local food production and consumption patterns. WFP will put in place targeting and distribution mechanisms that support the victims' coping mechanisms and prevent dependency or disruption of normal migratory patterns. WFP will build foundations for and restore self-reliance in food as quickly as possible, focusing on the re-establishment of reliable food production, transport and marketing systems.⁴⁵
36. WFP will ensure that food aid is an appropriate resource to facilitate recovery. Types of recovery activities meriting food aid support may include targeted or supplemental feeding, maximizing the use of mother-and-child health (MCH) structures as a safety net,⁴⁶ agriculture and livestock interventions, including livestock feeding when animal production constitutes the main source of income for an affected population,⁴⁷ school feeding or skills training, community-level asset creation, risk reduction and disaster prevention and market support, for example through local purchase or food aid.⁴⁸
37. WFP will prepare a recovery strategy no later than the 18th month of its emergency operation. This will provide the rationale for operating in the protracted relief and recovery

⁴⁴ [WFP/EB.A/98/4-A](#) (May 1998).

⁴⁵ [CFA/37/P/7](#) (May 1994).

⁴⁶ [WFP/EB.3/97/3-B](#) (October 1997).

⁴⁷ [CFA 17/21](#) (May/June 1984).

⁴⁸ [WFP/EB.A/98/4-A](#) (May 1998).



situation, identify the role and justification for food aid, define target groups and areas and outline assistance modalities. The recovery strategy should include situation analysis, risk assessment, programme response and success indicators, and link to a development programme or exit strategy. It may include a provision for non-food items. WFP will review its recovery strategy periodically to assure its effectiveness. When possible, WFP will begin introducing recovery approaches and activities, even prior to the formulation of a recovery strategy.⁴⁹

38. At the country level WFP will combine its activities in an integrated programme that can respond to urgent needs as they occur while retaining core development objectives. In special cases, WFP will adopt a multi-country or regional approach.⁵⁰
39. WFP will seek coordination and partnerships with other United Nations bodies and NGOs, with clear definitions of roles in facilitating the transition from crisis to recovery, and will participate in the Common Strategic Framework (CSF) and UNDAF processes, seizing appropriate opportunities to strengthen local capacities.⁵¹

Special Needs

WFP's work in protracted crises and recovery situations often involves working with refugees, displaced people and surrounding communities, and at times with demobilized soldiers and their families, and helping these groups to build food security during displacement, encampment, resettlement or return. Efforts to deliver food or restore food security during or after conflict may be hindered by landmines. These issues were addressed by the Board at the 1998 Annual Session review of From Crisis to Recovery.⁵² The Board considered policies related to displaced people most recently in 2001⁵³ but reached no decisions pending resolution of outstanding issues in the Economic and Social Council (ECOSOC) and the United Nations General Assembly.

40. WFP will periodically review the effectiveness of the food assistance in each country where there is a refugee situation, in collaboration with governments, donors, NGOs and the Office of the United Nations High Commissioner for Refugees (UNHCR).⁵⁴
41. In providing assistance to refugees and displaced persons, WFP will take into consideration the needs of the populations of host areas in the vicinity of concentrations of refugees, returnees or other displaced people.⁵⁵
42. When mine clearing is needed to facilitate humanitarian food responses, WFP may provide food aid to support demining only in such situations where food aid complements and strengthens the work of other agencies.⁵⁶

⁴⁹ [WFP/EB.A/98/4-A](#) (May 1998).

⁵⁰ [CFA 37/P/7](#) (May 1994).

⁵¹ [WFP/EB.A/98/10](#) (May 1998).

⁵² [WFP/EB.A/98/4-A](#) (May 1998).

⁵³ [WFP/EB.A/2001/4-C](#) (May 2001).

⁵⁴ [CFA 21/11](#) (April 1986).

⁵⁵ [CFA 21/24](#) (May/June 1986).

⁵⁶ [WFP/EB.A/98/11](#) (May 1998).



43. WFP may support demobilization processes in countries emerging from conflict when food aid support is implemented as part of a United Nations strategy and when it is provided after armed personnel are demobilized. This could include weapons-exchange programmes in selected cases where food is a suitable element within the context of an integrated demobilization programme.⁵⁷

CROSS CUTTING

Nutrition

WFP's experience with nutrition, and its views on the role of food aid in supporting the achievement of positive nutritional outcomes through a variety of programmatic approaches, are outlined in three papers presented at the Board's Annual Session in 2004. The three papers – "Food for Nutrition: Mainstreaming Nutrition in WFP" (WFP/EB.A/2004/5-A/1); "Micronutrient Fortification: WFP Experiences and Ways Forward" (WFP/EB.A/2004/5-A/2); and "Nutrition in Emergencies: WFP Experiences and Challenges" (WFP/EB.A/2004/5-A/3) – complement each other. The Board approved the following additions to the policy compendium.

44. **Food For Nutrition – Mainstreaming Nutrition in WFP.** WFP will mainstream nutrition in its programmes, advocacy and partnerships in order to: (i) tackle malnutrition directly, responding to and/or preventing malnutrition when food can make a difference, and (ii) enhance national and household capacities to recognize and respond to nutritional challenges. WFP will expand its efforts to achieve and document positive nutritional outcomes. This will include putting in place appropriate staff capacity at country, regional and Headquarters levels in nutritional assessment, programme design, project implementation and data collection and management. WFP will engage more fully in global and national policy dialogues on malnutrition problems and solutions in collaboration with appropriate partners.⁵⁸
45. **Micronutrient Fortification: WFP Experience and Ways Forward.** WFP will increase its efforts to meet micronutrient deficiencies among beneficiaries through the distribution of appropriately fortified foods and support for national and international fortification initiatives and policies, as well as food-based approaches, paying particular attention to micronutrient needs in emergencies and meeting the special needs of people living with HIV/AIDS. Central to these efforts are: ensuring adherence to WFP's procurement specifications and quality control procedures, and documenting effectiveness and the impact of fortification activities. WFP will expand its local initiatives in the production of fortified blended foods and biscuits, and in the milling and fortification of cereals. Institutional and staff capacity to implement these activities will be enhanced as necessary.⁵⁹
46. **Nutrition and Emergencies: WFP Experiences and Challenges.** WFP will systematically analyse nutrition problems in emergencies and define the most appropriate responses based on up-to-date knowledge and best practice. Greater efforts will be made to ensure that nutritionally adequate foods are provided in a timely manner in support of nutrition objectives. WFP will enable staff to design and implement effective nutrition-related interventions and report on results, and will increase its collaboration with

⁵⁷ WFP/EB.A/98/11 (May 1998).

⁵⁸ WFP/EB.A/2004/5-A/1 (May, 2004).

⁵⁹ WFP/EB.A/2004/5-A/2 (May, 2004).



partners that offer complementary nutrition skills. WFP will enhance its collaboration with specialized institutions of the United Nations system and its other partners, and will ensure a proper division of tasks in designing and implementing integrated responses to malnutrition, particularly in the framework of needs identification. Funding modalities will be explored to enhance WFP's cash resources to support nutrition objectives. Nutrition programming in emergencies will also pay more attention to underlying causes of malnutrition, not just acute outcomes during crises, and seek to build links with longer-term development activities.⁶⁰

Humanitarian Principles

Ten humanitarian principles of WFP were approved by the Board at the First Regular Session of 2004; the statement of these principles was revised on the basis of comments made at that session. At the Annual Session of 2004, the Board requested WFP to add this statement to the Consolidated Framework.

47. WFP is driven by the need to respond to human suffering and assist fellow human beings when they have nowhere else to turn. WFP will use food and related assistance to meet immediate needs and improve food security. It is committed to the purposes and principles of the United Nations Charter and to the values and principles expressed in the Millennium Declaration. WFP will not use food, at any time or under any circumstances, as a means of applying political or economic pressure. WFP will adhere to the principles set out below when providing food aid, non-food assistance and technical support in response to humanitarian needs.

⇒ Core Humanitarian Principles

- a) **Humanity.** WFP will seek to prevent and alleviate human suffering wherever it is found and respond with food aid when appropriate. It will provide assistance in ways that respect life, health and dignity.
- b) **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. In a country, assistance will be targeted to those most at risk from the consequences of food shortages, following a sound assessment that considers the different needs and vulnerabilities of women, men and children.
- c) **Neutrality.** WFP will not take sides in a conflict and will not engage in controversies of a political, racial, religious or ideological nature. Aid will not be provided to active combatants.

⇒ Foundations of Effective Humanitarian Action

- d) **Respect.** WFP will respect the sovereignty, territorial integrity and unity of the State in which it is working. WFP will respect local customs and traditions, upholding internationally recognized human rights. WFP will act in accordance with the United Nations Charter and consistent with international humanitarian law and refugee law. WFP will also take into account the Guiding Principles on Internal Displacement, when applicable.
- e) **Self-reliance.** WFP will provide humanitarian assistance with the primary objective of saving lives, in ways that support livelihoods, reduce vulnerability to future food

⁶⁰ WFP/EB.A/2004/5-A/3 (May, 2004).



scarcities and support durable solutions. WFP will work to ensure that food aid does not undermine local agricultural production, marketing or coping strategies, or disturb normal migratory patterns or foster dependency. WFP's programmes will be planned and implemented in ways that facilitate the link from relief to development.

- f) **Participation.** WFP will involve women and men beneficiaries wherever possible in all activities and will work closely with governments at the national and local levels to plan and implement assistance.
- g) **Capacity-building.** Within its own capacity and resources, WFP will strengthen the capacity of affected countries and local communities to prevent, prepare for and respond to humanitarian crises. WFP will ensure participation by women's organizations and will integrate a gender perspective in capacity-building activities.
- h) **Coordination.** WFP will provide assistance with the consent of the affected country and, in principle, on the basis of an appeal by the affected country. All States Members of the United Nations or Members or Associate Members of any specialized agency or of the IAEA are eligible to submit requests for consideration by WFP. WFP may also provide emergency food aid and associated non-food items and logistics support at the request of the Secretary-General of the United Nations. WFP will work within established United Nations coordination structures at the global and field levels. This will include working with other humanitarian actors such as NGOs and the International Red Cross and Red Crescent Movement.

⇒ *Standards of Accountability and Professionalism*

- i) **Accountability.** WFP will keep donors, host country governments, beneficiaries and other relevant stakeholders informed of its activities and their impact through regular reporting.
- j) **Professionalism.** WFP will maintain the highest standards of professionalism and integrity among its international and national staff to ensure that its programmes are carried out efficiently, effectively, ethically and safely. All staff will adhere to the Standard Code of Conduct for the International Civil Service and the Secretary-General's Bulletin on Sexual Abuse and Exploitation in Humanitarian Crises and Other Operations.⁶¹

Evaluation

WFP regards evaluation as a corporate responsibility resting on the twin pillars of accountability and learning in the context of decentralization and independence. At its Third Regular Session in 2003, the Board approved the WFP Evaluation Policy set out in Section I of the document WFP/EB.3/2003/4-C,⁶² which builds on the foundations laid down in the previous evaluation policy documents presented to the Board in 2000⁶³ and 2002.⁶⁴

⁶¹ WFP/EB.A/2004/5-C (May, 2004).

⁶² WFP Evaluation Policy (WFP/EB.3/2003/4-C). The Board approved the Evaluation Policy in Section I of the document, but requested that the following three issues be re-examined: the location of the Office of Evaluation, the merits and practicability of establishing a sub-committee of the Board on evaluation and the staffing arrangements for the Office of Evaluation. The Secretariat presented a report on these issues to the Board at its First Regular Session in 2004.

⁶³ WFP Principles and Methods of Monitoring and Evaluation (WFP/EB.A/2000/4-C).



48. WFP's evaluation policy recognizes that in a learning organization evaluation is not restricted to the Office of Evaluation (OEDE), but is part of the corporate culture at *all* levels. Headquarters, regional bureaux and country offices all have their roles in carrying out evaluations based on the same guiding principles.
49. The evaluation policy is articulated around four tenets: (i) any operation longer than 12 months should be evaluated; (ii) OEDE should provide an independent evaluation service to the Executive Board, focusing on evaluating corporate programme and policy issues as well as large field operations, in particular relief operations; (iii) OEDE should identify and disseminate lessons and knowledge gained through evaluations to support improved programming and organizational learning; and (iv) OEDE should guide and support regional bureaux and country offices to enable them to implement the policy effectively.

Donations of Foods Derived from Biotechnology

During its Annual Session in 2003, the Board, taking note that the Directors-General of the World Trade Organization (WTO), the Food and Agriculture Organization of the United Nations (FAO) and the World Health Organization (WHO) had been consulted, approved the policy on donations of foods derived from biotechnology,⁶⁵ stressing WFP's compliance with international trade standards and, where these are absent, with national import policies.

50. WFP food donations must meet internationally agreed standards that apply to trade in food products. Where such standards do not exist, as is currently the case with trade in genetically modified (GM)/biotech foods, WFP will respond instead to applicable national regulations, if such exist, and will neither impose standards on commercial food transactions involving Member States without those States' express consent nor offer technical advice on the desirability or formulation of food-import regulations.
51. WFP country offices will keep abreast of, and fully comply with, all national regulations on the importation of food, including any regulations that relate to GM/biotech foods, and will follow those regulations in ration formulation, in procurement and in seeking the agreement of beneficiary governments on importing food aid donations, whether in-kind or purchased.
52. WFP will use as food aid only food that is approved as safe for human consumption in both the donor and recipient countries. WFP will continue to accept donations of GM/biotech foods and will comply with any donor request not to use that donor's cash donation to purchase GM/biotech foods.

HIV/AIDS

A policy on Programming in the Era of AIDS: WFP's Response to HIV/AIDS⁶⁶ was approved by the Board at its First Regular Session in 2003.

53. The Board agreed that WFP's response to HIV/AIDS would consist of the following:

⁶⁴ A Policy for Results-Oriented Monitoring and Evaluation in the World Food Programme (WFP/EB.A/2002/5-C).

⁶⁵ WFP/EB.A/2003/5-B/Rev.1 (May 2003), taking into account the previous EB discussion of WFP/EB.3/2002/4-C (October 2002).

⁶⁶ WFP/EB.1/2003/4-B (February 2003).



- i) WFP will incorporate HIV/AIDS concerns in all of its programming categories — country programmes, PRROs and EMOPs. Food insecurity driven by HIV/AIDS can be addressed directly through WFP programmes, and WFP activities can be used as platforms for other types of HIV/AIDS programmes, such as prevention education. All WFP activities and partnerships concerning HIV/AIDS will be part of a broader multi-sectoral approach and will be aligned with national government strategies on HIV/AIDS.
- ii) WFP will work with local and international partners, NGOs, governments and United Nations agencies to ensure that food is incorporated into HIV activities when and where appropriate. WFP will work particularly closely with the Joint United Nations Programme on HIV/AIDS (UNAIDS) co-sponsors and the UNAIDS Secretariat in this regard.
- iii) WFP will adjust programming tools such as needs assessments, vulnerability analysis, the design of rations and other nutrition-related activities as information and research results become available to reflect the new reality presented by HIV/AIDS.
- iv) When HIV/AIDS threatens food security and influences mortality, WFP will consider HIV/AIDS as a basic component of a PRRO, consistent with current WFP policy on PRROs.

Gender

*At its Third Regular Session in 2002, the Board endorsed the WFP Gender Policy put forward in the document Gender Policy (2003–2007): Enhanced Commitments to Women to Ensure Food Security.*⁶⁷ *On many previous occasions, the Board had recognized the importance of channelling food through women as the best mechanism to address hunger at the household level, including in its consideration of gender at its Second Regular Session in 1998*⁶⁸ *and in its review of the implementation of WFP's Commitments to Women at the Annual Session in 1999.*⁶⁹

54. WFP remains committed to working towards the United Nations goal of gender equality as spelled out in the Beijing Declaration and Platform for Action (1995) and the outcome documentation of the twenty-third special session of the General Assembly (2000). In its efforts to provide access to food to hungry men, women and children in situations of acute and chronic food insecurity, and to contribute to household food security, WFP regards its niche as working with and for women.
55. For the period 2003–2007, WFP will continue to strive for gender mainstreaming in accordance with the 1997 ECOSOC resolution and will build on its experiences with the previous Commitments to Women, 1996–2001, which emphasize positive measures for women. The eight Enhanced Commitments to Women, 2003–2007, are:
 - i) Meet the specific nutritional requirements of adolescent girls and pregnant and lactating women and raise their health and nutrition awareness.
 - ii) Expand activities that enable girls to attend school.

⁶⁷ [WFP/EB.3/2002/4-A](#) (October 2002).

⁶⁸ [WFP/EB.2/98/9](#) (May 1998).

⁶⁹ [WFP/EB.A/99/4-B](#) (May 1999).



- iii) Ensure that women benefit at least equally from the assets created through food for training and food for work.
- iv) Contribute to women's control of food in relief food distributions of household rations.
- v) Ensure that women are equally involved in food distribution committees and other programme-related local bodies.
- vi) Ensure that gender is mainstreamed in programming activities.
- vii) Contribute to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to participate in closing the gender gap.
- viii) Make progress towards gender equality in staffing, opportunities and duties, and ensure that human resources policies are gender-sensitive and provide possibilities for staff members to combine their personal and professional priorities.

The Role and Application of Economic Analysis in WFP

In considering the paper "The Role and Application of Economic Analysis in WFP",⁷⁰ the Board noted the importance for WFP of integrating economic analysis in relation to its programmes and operations.

56. The Board recommended that:

- i) WFP take the necessary steps to ensure that the role and application of economic analysis be mainstreamed within the organization in relation to its programmes and operations, and report on progress and associated costs in future Annual Performance Reports;
- ii) WFP continue to invest in its in-house economic analysis capability, in close cooperation with National Governments, as another tool for designing its programmes and operations and drawing to the maximum extent possible on the existing capacities of all partners concerned; and
- iii) WFP intensify its strategic partnership with FAO, IFAD and other organizations to exploit synergies and avoid duplication of analytical efforts. To this end, the Board requested a written report on the details of the strategic partnership, including the division of labour among the participating organizations and taking into account the observations made by Board members on the document to be submitted at the November 2006 Board Session.

Urban Food Insecurity

The Board approved the following policy after reviewing a paper entitled "Urban Food Insecurity: Strategies for WFP" (WFP/EB.A/2002/5-B) at its Annual Session in 2002.

57. WFP food assistance in emergency and development settings should address urban food insecurity when appropriate. WFP will expand its analysis of food needs in urban settings and its efforts in urban programming, as the number of people experiencing poverty, food insecurity and malnutrition in urban areas is increasing. Urban programming will be consistent with existing WFP policies. WFP will develop a set of guidelines to assist country offices in programming more effectively in urban settings, drawing on its own

⁷⁰ WFP/EB.A/2006/5-C.



experiences and those of others.⁷¹ While urban food insecurity is a growing problem requiring greater attention, the majority of WFP's interventions will continue to be in rural areas.⁷²

Exploitation of Beneficiaries

The Board expressed support for WFP's zero-tolerance policy for sexual exploitation and other abuses of power against beneficiaries, following oral briefings by the Executive Director and other senior staff at the Board's Annual Session in 2002. The briefings focused on WFP's response to abuses in Western Africa and its participation in inter-agency processes seeking to address the problem in a coordinated manner and prevent further abuses.

58. WFP will adopt a zero-tolerance policy for sexual exploitation and other forms of abuse of power perpetrated by staff and partners against beneficiaries.⁷³ WFP will participate in inter-agency efforts to address the abuses in Western Africa and to put in place policies and mechanisms to ensure that such abuses do not occur elsewhere, keeping the Board informed of its efforts.

New Partnerships to Meet Rising Needs – Expanding the WFP Donor Base

In October 2004, the Secretariat expressed a wish to expand and diversify WFP's donor base to ensure that resources would be available from public and private donors to meet beneficiary needs or to assist WFP in helping to meet their needs. At its Third Regular Session in 2004, the Board endorsed the strategy for proposals to broaden the donor base contained in the document "New Partnerships to Meet Rising Needs – Expanding the WFP Donor Base".⁷⁴ In that document⁷⁵, the definition of "donor" was changed to the following:

- **Public Donor:** A contributor to WFP that is a member of the United Nations, FAO, an inter-governmental or other public organization.⁷⁶
- **Private Donor:** A contributor to WFP that is either a for-profit corporation or business association, a foundation, a social, educational or service organization, an NGO or an individual.⁷⁷

Partnership with NGOs

An NGO partnership framework was reviewed and approved by the Board during its Annual Session in 2001.

59. In consultation and agreement with recipient governments, WFP will enter into partnerships with NGOs when appropriate and within the scope of its mandate and without

⁷¹ [WFP/EB.A/2002/10](#) (May 2002).

⁷² [WFP/EB.A/2002/5-B](#) (May 2002).

⁷³ [WFP/EB.A/2002/10](#) (May 2002).

⁷⁴ [WFP/EB.3/2004/4-C](#).

⁷⁵ [WFP/EB.3/2004/4-C](#).

⁷⁶ [WFP/EB.3/2004/15](#).

⁷⁷ [WFP/EB.3/2004/15](#).



incurring additional costs. WFP will adopt an NGO partnership framework that defines the elements for strengthening partnerships with international and local NGOs, seizing opportunities to partner with local NGOs when appropriate. Based on this framework, and when conditions permit (primarily in longer-term programmes), country offices will develop country-specific partnerships which will be kept flexible so as to reflect the situation in each case. They will support capacity building when partners' activities are directly related to existing WFP programmes, promote joint advocacy initiatives on behalf of the hungry poor and facilitate better working relationships among NGOs and governments, including formal tripartite arrangements where possible. WFP will in addition promote effective donor and NGO relations, seeking to help NGOs resource non-food items that complement and support WFP programmes.⁷⁸

Participatory Approaches

WFP's commitment to the participation of stakeholders at all stages of its programmes is captured in its Mission Statement and Commitments to Women and elaborated in subsequent policy documents, including From Crisis to Recovery, Enabling Development and an information paper on participatory approaches.⁷⁹

60. WFP will ensure that its assistance programmes are designed and implemented on the basis of broad-based participation in order to ensure that programme participants (including beneficiaries, national and local governments, civil society organizations and other partners) contribute their knowledge, skills and resources to processes that influence their lives.⁸⁰ WFP will use participatory approaches to bring the poorest and marginalized people into its assistance programmes, strengthen their representation in community structures and overcome gender inequalities by creating opportunities for both women's and men's voices to be heard. It will do all this while maintaining sufficient flexibility to ensure its programmes' suitability to local situations and capacities. WFP will strengthen participatory approaches in a systematic manner in the planning, design, implementation, monitoring and evaluation of all its activities, refine the participatory tools at its disposal and enhance capacities of its own and partner staff.⁸¹ Recognizing the challenges of fully applying participatory approaches in emergencies, WFP will strive, as each situation permits, increasingly to involve participants in decisions that affect them.⁸²

Environmental Impact

The Board established policies addressing the importance of incorporating environmental concerns in the design and implementation of WFP programmes during its Third Regular Session in 1998.

61. In collaboration with other agencies, WFP will integrate environmentally sound practices in its operations by considering and addressing environmental issues in the food basket design, including reducing the need for cooking fuel, phasing out as rapidly as

⁷⁸ [WFP/EB.A/2001/4-B](#), [WFP/EB.A/2001/10](#).

⁷⁹ [WFP/EB.A/98/4-A](#), [WFP/EB.A/99/4-A](#) and [WFP/EB.3/2000/3-D](#).

⁸⁰ [Mission Statement](#), [WFP/EB.3/2000/3-D](#) (October 2000).

⁸¹ [WFP/EB.3/2000/3-D](#) (October 2000).

⁸² [WFP/EB.3/2000/14](#) (October 2000).



possible the purchase, use and application of potentially hazardous substances and reviewing the potential environmental impact of high-risk activities such as infrastructure development and soil conservation. Environmental concerns shall not be an obstacle to the effectiveness and efficiency of food aid programmes, particularly in emergency operations, and the needs of beneficiaries shall remain the primary concern.⁸³

WFP and Food-Based Safety Nets: Concepts, Experiences and Future Programming Opportunities

*In the effort to provide food aid more effectively for hungry people worldwide, the Board reviewed the potential role of food aid in the context of social protection and safety nets, including the possible policy and programming implications for WFP. At its Third Regular Session in 2004, the Board reviewed and approved a policy concerning WFP's use of food-based safety nets.*⁸⁴

62. In order to participate with governments and other partners at each of the stages of implementation of national safety-net programmes:

- WFP will enhance its capacity to advise and advocate for food-based safety nets, where appropriate, during the formulation of national poverty reduction strategies. Measures relating to training and staffing should ensure that country offices, with the support of regional bureaux and Headquarters, have sufficient in-house expertise.
- WFP will develop guidelines on the design and implementation of safety nets. Particular attention should be paid to: (i) the most effective safety-net modalities for local circumstances, (ii) the optimal combination of food and cash transfers, (iii) the potential for safety nets to act as a bridge between emergencies, recovery and development and (iv) the design of safety-net activities.
- WFP will strengthen its ability to improve existing national safety-net programmes. Best practices in WFP's experiences with safety nets should be shared across regional bureaux and country offices as part of a larger system for knowledge and information sharing within the organization. WFP should also collaborate with partners including national governments, the World Bank, NGOs and other United Nations organizations to identify cross-agency best practices for safety nets.
- WFP will explore appropriate funding mechanisms for its involvement in safety nets. These efforts may include expanding its donor base and addressing issues specific to safety nets, such as multi-year funding.⁸⁵

Monetization

Policies governing the monetization of food commodities were considered most recently by the Board at its Annual Session in 1997.

63. WFP will take a restricted approach to monetization,⁸⁶ resorting to open-market monetization only in exceptional situations where the Board has agreed that it is the best course. Possible exceptions include:

⁸³ [WFP/EB.3/1998/3](#), [WFP/EB.3/98/14](#).

⁸⁴ [WFP/EB.3/2004/15](#).

⁸⁵ [WFP/EB.3/2004/15](#).



- when a strong case for monetization has been made in the CSO and the Board has agreed to it;
 - occasionally in emergency situations where it has clearly demonstrable benefits over and above the transfer of income to beneficiaries and where the generation of funds is not the primary objective of commodity sales; and
 - when a non-traditional donor making a commodity contribution may not otherwise be able to provide sufficient or timely cash in accordance with the new resource and long-term financing (R<F) policies.⁸⁷
64. WFP may continue to use closed-circuit monetization⁸⁸ where it is considered the most appropriate modality, in line with past practice. In such circumstances, and in exceptional cases involving open-market monetization, WFP will ensure that the monetization programme is cost-effective and that the sale of commodities does not disrupt markets and local production, or run the risk of creating lasting dependency among beneficiaries in the recipient country.⁸⁹
65. Sales of food on the open market to generate funds for the purchase of locally produced commodities for direct distribution constitute commodity exchange, not monetization, and are allowable when managed in the same way as open-market sales for other purposes and when they are cost-effective and not disruptive to normal recipient country markets.⁹⁰
66. As a bilateral service, WFP may monetize on behalf of donors as long as the intervention is consistent with WFP's mandate and does not distort local markets, displace food imports, or infringe on the Principles on Surplus Disposal of FAO.⁹¹

Coordination

WFP can make progress towards eradicating hunger only through collaboration and coordination with other actors, as articulated in the Mission Statement. The importance of coordination is reiterated in virtually all policy and programming documents, and by Board members during board meetings.

67. WFP attaches great importance to collaboration with other United Nations agencies, Bretton Woods institutions, NGOs, bilateral donors, host governments and recipient countries. WFP will work closely with partners, and within established coordination mechanisms, in responding to emergencies and humanitarian crises. WFP will seek to forge partnerships of action with United Nations agencies, the World Bank and the International Monetary Fund (IMF), regional bodies and institutions, bilateral donors and NGOs in support of economic and social development. Taking into account its mandate, location and parentage, WFP will collaborate particularly closely with FAO and IFAD, especially in using food aid to build household food security.⁹²

⁸⁶ Monetization refers to the sale of food commodities.

⁸⁷ [WFP/EB.A/97/5-A](#) and [WFP/EB.3/98/4-D](#).

⁸⁸ Closed market monetization refers to the sale of WFP commodities, usually at subsidized prices, to closed groups of designated beneficiaries outside normal commercial markets.

⁸⁹ [WFP/EB.A/97/5-A](#) and [WFP/EB.A/97/10](#).

⁹⁰ [WFP/EB.A/97/5-A](#) and [WFP/EB.A/97/10](#).

⁹¹ [WFP/EB.A/97/5-A](#) and [WFP/EB.A/97/10](#).

⁹² [Mission Statement](#).



Building Country and Regional Capacities

The Board has sought to find ways of helping to ensure that national and regional capacities are established, strengthened and/or supported in the aftermath of a WFP intervention. At its Third Regular Session in 2004⁹³ the Board approved a policy on WFP's approach to building country and regional capacities.

68. WFP, in partnership with other agencies, will take a systematic approach to building country and regional capacities to reduce hunger. WFP's capacity-building activities will work to build, develop and/or strengthen country and regional capacities related to issues of hunger and malnutrition, especially as they affect the poorest and most vulnerable individuals and communities. WFP's comparative advantage in undertaking any of these activities must be assessed at the country or regional level, given its own abilities to contribute to capacity development. WFP should maintain an appropriate overall balance between the financial and human resources devoted to Strategic Priority 5 activities and those devoted to WFP's other strategic priorities, taking into account the core mission and mandate of WFP.⁹⁴

Engagement in Policy Reduction Strategies

The Board approved the following policy after reviewing a paper entitled "Engagement in Policy Reduction Strategies"⁹⁵ at its Annual Session in 2006.

69. The Board recommended that WFP:
- i) engage with national authorities in the Poverty-Reduction Strategy process in partnership with FAO, IFAD, the United Nations country teams and other development partners to ensure due attention to food insecurity and hunger in the short, medium and long term;
 - ii) integrate into PRRO and development project reports information on how they contribute to national poverty-reduction strategies;
 - iii) prepare detailed guidance on WFP's engagement in national poverty-reduction strategy processes; and
 - iv) consider how best to build national governments and WFP staff capacity, in line with WFP's mandate and Strategic Objectives, and taking account of competing resource needs and operational priorities.

RESOURCING

Financial Policy Framework

The Financial Policy Framework is based on the principle of full-cost recovery and incorporates three dimensions: funding windows, programme categories and cost categories. The summary of these elements, set out below, draws on the decisions taken by the

⁹³ [WFP/EB.3/2004/15](#). The document WFP/EB.3/2004/15 replaces the policy documents "WFP Support to Countries in Establishing and Managing National Food Assistance Programmes" [WFP/EB.2/97/3-A](#) and "Measures to Enhance WFP's Programming in the Poorest Countries" [WFP/EB.3/97/3-A](#).

⁹⁴ [WFP/EB.3/2004/15](#).

⁹⁵ [WFP/EB.A/2006/5-B](#) and Corr.1.



fortieth session of the CFA in November 1995, following discussion of a report of the Formal Working Group on Options for WFP's R<F policies, a subsequent review and revision of R<F policies accepted by the Board at its First Regular Session in 1999, and a further review of these policies entitled "Issues on Financial Policies", endorsed by the Board at its Annual Session of 2003.⁹⁶ The following sections contain references to the General Regulations, which along with the other basic documents, remains the definitive source on resource and financing rules and regulations. The Board also approved a change to the definition of the special operations category in General Rule II.2 (d).

Full-Cost Recovery

70. WFP will accept contributions from traditional donors⁹⁷ on the basis of full-cost recovery, which requires such donors to cover the cost of moving, managing and monitoring contributions. Specifically, traditional donors must pay all direct operational costs (DOC), DSC and the established indirect support cost (ISC) rate associated with their contribution.⁹⁸
71. WFP may accept contributions of commodities or services from non-traditional donors⁹⁹ that are unable to provide cash to cover the associated costs. It will do so when such action is deemed in its interests and those of the beneficiary group(s) and does not involve a disproportionate or administrative burden on WFP. In such cases, WFP will seek to cover associated costs by inviting contributions from traditional donors or, for commodity contributions, monetizing part of the contribution where appropriate and cost-effective. In exceptional cases, the Executive Director may resort to the General Fund to cover associated costs.¹⁰⁰

Funding Windows

72. WFP will characterize contributions to its programmes as multilateral, directed multilateral or bilateral.¹⁰¹
- a) **Multilateral.** A contribution will be considered multilateral if WFP determines which WFP project or operation the contribution will be used for and how it will be used. Normally, reports submitted to the Board should be sufficient to meet donor-reporting requirements under a multilateral contribution, but WFP can provide standardized project reports for truly multilateral donors at their request, without compromising the truly multilateral categorization of their support.¹⁰² Multilateral contributions can be made as general contributions to WFP, as contributions to the Immediate Response

⁹⁶ [WFP/EB.A/2003/6-A/1](#).

⁹⁷ Traditional donors are contributors to WFP included in lists D or E of the United Nations/FAO Member States Listings for Elections for the WFP Executive Board (unless also recognized as a country in transition), the European Community and Saudi Arabia.

⁹⁸ [WFP/EB.1/99/4-A](#) (1999).

⁹⁹ Non-traditional donors are those not defined by the Board as traditional donors; thus include countries in transition, developing countries eligible for the International Development Association (IDA), private corporations, public or private foundations, NGOs and individuals.

¹⁰⁰ [WFP/EB.1/99/4-A](#) (1999).

¹⁰¹ Contribution shall mean a donation of appropriate commodities, non-food items, acceptable services or cash made in accordance with procedures set out in [General Rule XIII.1](#) on contributions.

¹⁰² [WFP/EB.3/2000/13](#).



Account (IRA), as contributions to specific programme categories and as contributions towards regional or multi-country appeals.¹⁰³ Where donor regulations or legislation preclude the use of donor funds in a country, WFP will enable donors to stipulate countries where their contribution may not be used, without jeopardizing the multilateral nature of the contribution.¹⁰⁴

- b) **Directed multilateral.** A contribution will be considered directed multilateral if the donor directs the contribution to a specific WFP activity, the donor accepts WFP standard narrative and financial reports and the donor provides for full-cost recovery.¹⁰⁵
- c) **Bilateral.** A contribution will be considered bilateral if the donor directs it to a project or operation that is not initiated by WFP. Bilateral operations must be consistent with WFP's Mission Statement and funded on the basis of full recovery of operational and support costs. Normally, only partial bilateral services — procurement, transport and monitoring services — are provided to donors. WFP will undertake full bilateral services only in exceptional circumstances.¹⁰⁶

Programme Categories

73. The Board has established the following programme categories to carry out the purposes of WFP:

- a) Development programme category. This includes food aid programmes and projects to support economic and social development, consistent with existing development policies.
- b) EMOP programme category. This includes food assistance programmes to meet emergency needs and incorporates the International Emergency Food Reserve (IEFR).
- c) PRRO programme category. This includes food assistance programmes to meet protracted relief and recovery needs.
- d) Special operations (SOs) programme category for interventions undertaken to:
 - i) rehabilitate and enhance transport and logistics infrastructure* to permit timely and efficient delivery of food assistance, especially to meet emergency and protracted relief needs;
 - ii) enhance coordination within the United Nations system and with other partners through the provision of designated common services.¹⁰⁷

* The issue relating to technical assistance was discussed again at the Third Regular Session in 2004.

Cost Categories

74. WFP will categorize costs as DOC, DSC and ISC.

¹⁰³ [General Regulations](#).

¹⁰⁴ [WFP/EB.3/2000/3-B](#), *A resource mobilization strategy for the World Food Programme*, (September 2000).

¹⁰⁵ [CFA 40/5](#) (October 1995).

¹⁰⁶ [CFA 40/5](#) (October 1995) and [WFP/EB.1/99/4-A](#) (1999).

¹⁰⁷ [WFP/EB.A/2004/5-D](#) (May 2004).



- a) **DOC.** The costs of commodities, ocean transportation and related costs, landside transport, storage and handling (LTSH) and any other activity inputs provided by WFP and utilized directly in activities by beneficiaries, the government of the recipient country or other implementing partners.¹⁰⁸
- b) **DSC.** The costs incurred by WFP that can be directly linked with the provision of support to an activity. Provisions to advance DSC costs from the General Fund pending the confirmation of contributions, are set during the biennial budgetary process as outlined in the General Regulations.¹⁰⁹
- c) **ISC.** The costs incurred in staffing and operating WFP Headquarters and regional offices and a standard minimum structure at country offices, typically comprising the country director, up to two national officers and three national support staff, that cannot be attributed easily to any programme category or activity. WFP will establish the ISC rates by applying the approved Programme Support and Administrative (PSA) budget to the projected DOC and DSC of the activities for the biennium. The single rate principle will be subject to review through the normal budget setting process and could be discontinued by decision of the Board. The single ISC rate is fixed for a biennium, but may be revised on an annual basis if necessary.¹¹⁰ Exceptional conditions involving in-kind contributions to DSC or ISC are outlined in the General Regulations.

Immediate Response Account

The IRA is described in the report of the formal working group to the fortieth session of the CFA in November 1995 and consequent decisions, at which point it was increased to its current funding level and subsumed the Emergency Logistics Authorization.

75. The IRA will provide a quick-funding mechanism for emergency response by serving as a revolving and replenishable fund, with a target level of US\$70 million.¹¹¹ As a revolving fund, the IRA will provide the funds to meet the initial needs of an EMOP and will be reimbursed from donor contributions for that EMOP. As a replenishable fund, where expenditures for an EMOP are not reimbursed through donor contributions, WFP will seek replenishment from donors on an annual basis to restore the level to its target.
76. In exceptional cases when ongoing EMOPs or PRROs become like new EMOPs, WFP may use the IRA to meet immediate increased food requirements, logistics and other non-food costs, reporting such uses of the IRA to the Board annually.¹¹²
77. WFP will distinguish contributions for food and food-related costs from contributions for non-food-related costs to facilitate reporting on the use of the IRA to the Food Aid Committee of the International Grains Council.¹¹³

¹⁰⁸ [WFP/EB.1/99/4-A](#) (1999).

¹⁰⁹ [WFP/EB.1/99/4-A](#) (1999).

¹¹⁰ [WFP/EB.1/99/4-A](#) (1999).

¹¹¹ [WFP/EB.3/2004/12-A](#).

¹¹² [WFP/EB.1/99/4-A](#) (1999).

¹¹³ [CFA 40/5](#) (October 1995).



78. With donor agreement, WFP may replenish the IRA with unspent balances of contributions to EMOPs and PRROs,¹¹⁴ insurance recoveries from the WFP insurance fund and insurers and the interest earned on contributions through the bilateral window.¹¹⁵

Resource Mobilization Strategy

This strategy is set out in a document presented to the Board at its Third Regular Session in 2000.

79. WFP will implement a resource mobilization strategy that seeks to enhance the predictability, flexibility and security of its funding. The strategy encourages donors to improve predictability by making multi-year indicative pledges based on their Food Aid Convention commitments. It seeks to build flexibility of resources by promoting multilateral contributions and reducing conditions placed on contributions. The strategy aims to improve the security of WFP's resources by broadening its donor base with new and existing donor governments and increasing engagement with the private sector for advocacy and fund-raising.¹¹⁶

¹¹⁴ [WFP/EB.1/99/4-A](#) (1999).

¹¹⁵ [CFA 40/5](#) (October 1995).

¹¹⁶ [WFP/EB.3/2000/3-B](#) (September 2000) and [WFP/EB.3/2000/14](#) (February 2001).



ACRONYMS USED IN THE DOCUMENT

AHFSI	aggregate household food security index
CCA	Common Country Assessment
CFA	Committee on Food Aid Policies and Programmes
CP	country programme
CSF	Common Strategic Framework
CSO	country strategy outline
DEV	development project
DOC	direct operational costs
DSC	direct support costs
ECOSOC	Economic and Social Council of the United Nations
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
GM	genetically modified
GNI	gross national income
GNP	gross national product
HIV/AIDS	human immunodeficiency virus/acquired immune deficiency syndrome
IAEA	International Atomic Energy Agency
IDA	International Development Association
IEFR	International Emergency Food Reserve
IFAD	International Fund for Agricultural Development
IMF	International Monetary Fund
IRA	Immediate Response Account
ISC	indirect support costs
LDC	least-developed country
LIFDC	low-income, food-deficit country
LTSH	landside transport, storage and handling
MCH	mother-and-child health
NGO	non-governmental organization
ODMP	Programming Service
OEDE	Office of Evaluation
PDP	Strategy, Policy and Programme Support Division
PDPT	Emergencies and Transition Unit
PRRO	protracted relief and recovery operation



PSA	Programme Support and Administrative (budget)
R<F	resource and long-term financing
SO	special operation
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization
WINGS	WFP Information Network and Global System
WTO	World Trade Organization

