

DRAFT POLICY ON BUILDING RESILIENCE FOR FOOD SECURITY AND NUTRITION



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EXECUTIVE SUMMARY

Development gains can be quickly wiped out by a natural disaster, a surge in food prices or conflict. Gains can also be undermined over time by the cumulative effects of stressors such as climate change, environmental degradation, water scarcity and economic uncertainty. Humanitarian responses to crises have saved lives and helped to restore livelihoods, but have not always addressed underlying vulnerabilities. A resilience-building approach to programming helps to mitigate the damaging effects of shocks and stressors before, during and after crises, thereby minimizing human suffering and economic loss.

International humanitarian and development organizations have embraced resilience as an overarching theme. Ending hunger is central to this because food insecurity and malnutrition are main drivers of risk that prevent sustainable development. This policy will guide WFP in enhancing the ability of vulnerable people to absorb and adapt to the effects of shocks and stressors in a manner that supports sustainable transformation to achieve zero hunger and in line with the common approach adopted by the Rome-based United Nations agencies.

WFP's practical experience across its humanitarian and development mandate offers some comparative advantages in enhancing resilience through food security and nutrition. Many of WFP's operations already include elements of resilience-building: the fundamental shift that is being made is in *how* programming is designed, implemented and managed.

A resilience-building approach starts with the way programmes are conceived, with resilience at the centre of the programme cycle. Enhancing capacities to absorb, adapt and transform in the face of shocks and stressors requires a significant level of collaboration over a prolonged period. WFP will support resilience-building by aligning its activities with the plans and actions of governments and partners.

The implications for future WFP engagement are described here in the areas of: i) strategy and programme planning; ii) programme design and implementation; iii) programme support; and iv) strategic partnerships.

This policy reflects WFP's strengths in resilience-building and identifies areas that require increased attention and investment. If these factors are addressed, WFP will be positioned to contribute to building resilience to shocks and stressors and to achieving zero hunger.

CONTEXT

1. Today's world is characterized by unprecedented development, but also by increasing risk and fragility. The risks include political instability, conflict, natural hazards, disease and volatile prices. Stressors like unplanned urbanization environmental degradation, water scarcity and economic uncertainty exacerbate – and are exacerbated by – these risks. Long-term stressors such as climate change and rapid population growth further exacerbate these risks and stressors.¹
2. Short-term shocks, even in the absence of a disaster, can have long-term consequences that reverse development gains. Children who are malnourished in the first 1,000 days of life may suffer delays in cognitive and physical development. An upsurge in conflict may close schools and disrupt livelihood activities.
3. People dealing with the effects of hunger, poverty and displacement are often consumed with responding to daily adversities. Underdeveloped institutions can be overwhelmed by shocks and unable to provide adequate services and disaster response. Even in high-income countries shocks can overwhelm systems, which then require external support to reach those in need. The poorest and most food-insecure people are the most at risk.
4. Humanitarian responses to crises have saved lives and restored livelihoods, but have not always addressed underlying vulnerabilities. Development activities are difficult to implement in fragile contexts or those of extreme poverty where deep-rooted vulnerabilities result in recurrent crises. More must be done to support food-insecure people, communities and governments in managing and reducing risk, while promoting systems that enhance resilience and foster inclusive development.
5. Evidence shows that adopting a resilience-building approach to programming mitigates the damaging effects of shocks and stressors, thereby minimizing human suffering.² A long-term commitment to investing in resilience-building increases cost-effectiveness by reducing the financial, administrative and resource burdens of responding to recurrent crises and of missed opportunities in development.³
6. Programming that helps food-insecure people to become more resilient is not new to WFP – many of its operations already include elements of resilience-building. This policy draws on WFP's experience and new thinking about resilience with a view to providing a framework for designing resilience-building programmes in a coherent, strategic and systematic manner.

¹ The Fifth Assessment Report of the Inter-Governmental Panel on Climate Change estimates that the risk of hunger and child malnutrition could increase by 20 percent by 2050 as a result of climate change.

² Venton, C. & Majumder, S. 2013. *The Economics of Early Response and Resilience: Lessons from Bangladesh*. Department for International Development, London. Available at http://r4d.dfid.gov.uk/pdf/outputs/Hum_Response/61114_Bangladesh_Report.pdf .

³ Food and nutrition insecurity are significant constraints on economic growth, which is critical for sustaining development gains and lifting people out of poverty. A recent study indicates that the cost of hunger amounts to 11 percent of gross domestic product. Martínez, R. and Fernández, A. 2008. *The Cost of Hunger: Social and Economic Impact of Child Undernutrition in Central America and the Dominican Republic*. Economic Commission for Latin America and the Caribbean & WFP. 2014. *The Cost of Hunger in Africa: Social and Economic Impact of Child Undernutrition in Egypt, Ethiopia, Swaziland and Uganda*. Abridged report.

DEFINITIONS AND CONCEPTS

7. WFP has played a leading role in the multi-agency Resilience Measurement Technical Working Group of the Food Security Information Network. The working group defines⁴ resilience as: “the capacity to ensure that shocks and stressors do not have long-lasting adverse development consequences”.
8. This definition was formulated to be concise and to facilitate measurement of resilience. It encompasses elements found in other definitions, such as:
 - the set of capacities required before, during, and after the onset of shocks and stressors; the ability to:
 - i) *absorb*: resist a shock or the eroding effects of a stressor by reducing risk and buffering its impact, which leads to endurance and continuity of livelihoods and systems;
 - ii) *adapt*: respond to change by making proactive and informed choices, leading to incremental improvements in managing risks; and
 - iii) *transform*: change the set of available choices through empowerment, improved governance and an enabling environment, leading to positive changes in systems, structures and livelihoods.
9. There is growing consensus that resilience interventions should be:
 - *Multi-level and systems-based*: Interventions aimed at building resilience will need to operate at different levels and recognize their inter-dependence: individual, household, community, government and other regional and global institutions. Reliable basic services and relief response are paramount.
 - *Multi-sector*: Multi-sector, holistic approaches that address the root causes of vulnerability are needed because of the range of shocks and stressors and their effects. Enhancing resilience requires cross-sectoral partnerships that integrate, layer and sequence interventions.
 - *Multi-stakeholder*: The complexity of risks, the need to enhance resilience capacities concurrently, and the different levels and scales at which resilience must be built require strong partnerships among stakeholders – communities, government, external agencies, research institutions, civil society and the private sector.
 - *Context-specific*: Interventions should be adapted to each context on the basis of analysis of risks, vulnerabilities and resilience capacities, and designed with stakeholder involvement. Implementation should respond to changes in context and lead to sustainable improvements.
 - *Lead to a sustainable improvement in well-being*: Food security and good nutrition are necessary foundations for resilience.

⁴ Food Security Information Network. 2013. *Resilience Measurement Principles: Toward an Agenda for Measurement Design*. Rome.

RESILIENCE, GLOBAL POLICY AND ENDING HUNGER

10. Initially a part of climate change and disaster risk reduction agendas, resilience-building is now a concept that extends across contexts and sectors to address increasingly complex risks and their impacts on vulnerable people. The concept has had a significant impact on global policy by helping bridge the gap between humanitarian and development action.
11. The Post-2015 Development Agenda is expected to include recognition of the importance of building resilience and reducing risk by addressing the root causes of vulnerability. Within the broader agenda, ending hunger is central because food insecurity and malnutrition are recognized as drivers of risk that prevent the achievement of sustainable development. One proposed sustainable development goal is to achieve zero hunger; it recognizes the need to build food systems that are resilient, especially to environmental degradation, climate change and economic volatility. Targets related to the proposed sustainable development goals relevant for WFP include: i) ensuring universal access to adequate and nutritious food all year; ii) eliminating all forms of malnutrition; iii) increasing smallholder productivity and income; iv) ensuring that food systems and agriculture are sustainable and resilient, especially to climate change and natural disasters.⁵
12. The proposed sustainable development goal and its targets reflect an increased political commitment to ending hunger, in part a response to the Secretary-General's Zero Hunger Challenge. The Challenge recognizes that food security and nutrition programmes are among the most cost-effective ways to reduce vulnerability, support economic growth and reduce poverty over the long term.⁶ The Secretary-General has called on stakeholders worldwide to provide support in the areas of social protection, women's empowerment, disaster risk reduction and climate change adaptation, agricultural investment and food market strengthening.
13. The Scaling Up Nutrition (SUN) movement supports zero hunger by uniting governments, civil society, United Nations agencies, development partners, the private sector and research institutions in a collective effort to improve nutrition. The SUN movement advocates for specific nutrition interventions and nutrition-sensitive approaches to development. Adequate nutrition reduces vulnerability because a stronger, healthier population is better able to resist shocks and stressors.⁷

⁵ See <http://undocs.org/A/68/970>

⁶ The 2012 Copenhagen Consensus ranked food and nutrition interventions as the most cost-effective investments for advancing global welfare. On the basis of evidence from several low-income countries, the return on investment in the prevention of chronic undernutrition is between £1:15 and £1:139 (Hoddinott *et al.* 2012. Hunger and Malnutrition, Copenhagen Consensus. Available at: <http://www.copenhagenconsensus.com/sites/default/files/hungerandmalnutrition.pdf>

⁷ See: <http://scalingupnutrition.org/about>

Post-2015 disaster risk reduction framework

In March 2015, the Third World Conference on Disaster Risk Reduction in Sendai, Japan, adopted the Sendai Framework for Disaster Risk Reduction 2015–2030. The framework recognizes the importance of addressing food insecurity and undernutrition to reduce vulnerability and build resilience. It emphasizes the importance of anticipating long-term risks, taking action to avoid exposure to new risks and reducing existing risk levels. It highlights the contribution of climate change to increasing the risks to food systems posed by higher temperatures, drought, flooding and irregular rainfall.

WFP incorporates disaster risk reduction and management into its broader resilience-building efforts and supports all four of the priorities agreed upon at Sendai:

1. understanding, communicating and using disaster risk information;
2. strengthening governance and institutions to manage disaster risk;
3. investing in disaster risk reduction for resilience and sustainable development; and
4. enhancing disaster preparedness for effective response and to “build back better” in recovery, rehabilitation and reconstruction.

14. The Sendai Framework on Disaster Risk Reduction highlights the role of climate change as a major risk driver and amplifier. Preparatory documents for the 2015 Climate Change Conference in Paris recognize the importance of collective actions for building resilience to climate change, and emphasize that food-insecure communities are best able to adapt to and mitigate climate change if they are supported with investments in disaster risk management, social protection and insurance.⁸ Similarly, the Social Protection Floor Initiative recognizes that managing risks in an integrated way is critical to building resilience: providing social protection through safety nets, social security and basic services in a predictable manner enhances resilience and reduces vulnerabilities.
15. Humanitarian policy dialogue also recognizes that countries and communities need to build resilience. One theme to be addressed at the World Humanitarian Summit in 2016 will be on reducing vulnerability and managing risk and will link these discussions to policy agendas on sustainable development, disaster risk reduction, climate change and human settlement. The summit will also focus on how to reduce vulnerability and manage risk in fragile and conflict-affected areas.
16. The Committee on World Food Security is developing a plan of action for addressing food insecurity and malnutrition in protracted crises; it underlines the importance of enhancing resilience by addressing the underlying causes, strengthening capacities and integrating humanitarian and development action.

⁸ Inter-Governmental Panel on Climate Change. 2014. *Fifth Assessment Report, Working Group II Report: Impacts, Adaptation, and Vulnerability*. Available at <http://www.ipcc.ch/report/ar5/>

ROME-BASED AGENCY COLLABORATION AND COMMON APPROACH

17. Recognizing the importance of reducing risk and strengthening resilience WFP, the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development (IFAD) have developed a common approach to building resilience to improve food security and nutrition. The approach acknowledges that each agency has its own mandate, strategic framework, policies and geographical presence.⁹ The common approach facilitates Rome-based agency collaboration to create a force for change. It has the following six principles:

- ***People, communities and governments must lead resilience-building for improved food security and nutrition.*** Efforts to assist vulnerable groups in managing risks and building resilience must be developed through country- and community-led efforts. Government leadership brings a more holistic approach that transcends institutional barriers to partners' collaboration. Capacity-building of local authorities and engagement of community leaders increases the likelihood that activities will meet local needs and deliver sustainable gains. All efforts must focus on people and their organizations, and build on their risk management and coping strategies.
- ***Assisting vulnerable people to build resilience is beyond the capacity of any single institution.*** No single activity on its own will effectively build resilience, yet if taken to scale in a cohesive manner can contribute to strengthened resilience. To reach scale, multi-sector and multi-stakeholder partnerships must be integrated and must utilize the comparative advantages of each stakeholder.
- ***Planning frameworks should combine immediate relief requirements with long-term development objectives.*** Building resilience means addressing the immediate causes of vulnerability, food insecurity and malnutrition while building the capacity of people and their governments to manage risks to lives and livelihoods. Development can no longer be divided from humanitarian action. Better risk management and strengthened resilience are as central to development as they are to humanitarian response.
- ***Ensuring protection of the most vulnerable is crucial for sustaining development efforts.*** The poorest, most vulnerable and food-insecure people in the world typically have no access to social protection or safety nets. By providing a safeguard in the event of shocks, safety nets are a vital tool that can sustain livelihoods while assisting those most in need.
- ***Effective risk management requires an explicit focus on the decision-making of national governments, as well as integration of enhanced monitoring and analysis.*** Improved monitoring and early warning provide decision-makers with the information they need to manage risks, adjust plans and seize opportunities. Actions to manage risk should begin with vulnerable communities and extend to local, national and regional levels and be mutually reinforcing. This requires full coordination among the institutions involved in food security and nutrition analysis, and early warning to ensure timely and flexible response to shocks.

⁹ FAO, IFAD & WFP. 2015. *Strengthening Resilience for Food Security and Nutrition: A Rome-based Agencies' Conceptual Framework for Collaboration and Partnership*. Rome.

- ***Interventions must be evidence-based and focused on long-term results.*** Resilience-building initiatives must be evaluated to determine their medium- and long-term impacts on food security and nutrition in the face of recurrent shocks and stressors. Investments in evaluation are required to generate rigorous evidence of effectiveness and value for money over time.

POLICY BASIS AND OBJECTIVE

18. The WFP Strategic Plan (2014–2017) provides the framework for WFP’s role in achieving zero hunger. It emphasizes WFP’s focus on the poorest and most vulnerable people, and the importance of reducing vulnerability to build lasting resilience for food security and nutrition.
19. In line with the goal of zero hunger, and within the scope of the WFP Strategic Plan, the objective of this policy is to guide WFP’s efforts in enabling the most vulnerable people to absorb, adapt, and transform in the face of shocks and stressors in order to achieve sustainable food security and nutrition.
20. By guiding WFP’s adoption of a resilience-building approach to programming, this policy: i) provides coherence for WFP’s actions to reduce vulnerability; ii) aligns WFP with global policy on resilience; and iii) ensures that WFP’s activities complement the resilience-building programmes of other actors. This policy builds on WFP’s existing policy framework and refines its approach to programming and partnerships.
21. The 2011 disaster risk reduction and management policy¹⁰ laid the foundation for present efforts aimed at building resilience and capacity through managing and reducing disaster risk, including risks connected with climate change. The 2012 safety net policy update¹¹ broadened WFP’s understanding of risk and underlined WFP’s role in contributing to social protection. The 2009 policy on capacity development¹² acknowledged WFP’s valued contributions to local and national capacities, especially related to disaster risk management and safety nets.
22. Cross-cutting policies that contributed to WFP’s resilience-building approach include the gender, nutrition and school feeding policies.¹³ The gender policy stresses that risks and crises have different impacts on the food security and nutrition of women, men, girls and boys. Programme design and implementation should include considerations of: gender equality, women’s empowerment, how risks affect women, and what opportunities exist for enhancing their resilience. The nutrition policy highlights the importance of addressing undernutrition – a risk magnifier – by supporting nutrition-specific and nutrition-sensitive programming and developing the capacities of national institutions delivering nutrition services. The school feeding policy emphasizes the importance of access to education, nutrition-sensitive programming and building capacities to run national school feeding programmes.

¹⁰ WFP/EB.2/2011/4-A

¹¹ WFP/EB.A/2012/5-A

¹² WFP/EB.2/2009/4-B

¹³ WFP/EB.1/2009/5-A/Rev.1; WFP/EB.1/2012/5-A; WFP/EB.2/2009/4-A

23. Enhancing resilience is particularly challenging in fragile states and conflict situations. Guided by its policies on humanitarian principles (2004), humanitarian protection (2012) and peacebuilding in transition settings (2013),¹⁴ WFP will work with local partners to build resilience while remaining conflict-sensitive and realistic about what can be achieved through humanitarian assistance in these settings.

PROGRAMME IMPLICATIONS

24. At the country level, it is important for WFP to enhance capacities of countries and communities to prepare for, withstand, respond to and recover from shocks and stressors. A resilience-building approach is based on a collective understanding of risk and its evolving nature, the collective action needed to reduce it, and the opportunities to become more resilient to shocks and stressors. WFP country portfolios are context-specific and evolve over time; country offices must ensure that their crisis responses provide for recovery and investments in long-term development. Development activities should be based on an understanding of risk and vulnerability and ways of protecting vulnerable people from crisis.
25. Resilience capacities are inter-related, and WFP's assistance may enhance several capacities simultaneously. For example, supplementary feeding with locally produced SuperCereal delivers: i) the short-term benefits of nutritious food, thereby enhancing the capacity to absorb shocks; and ii) the long-term benefits of improved nutrition, greater health awareness and increased local food processing, thereby enhancing the capacity to adapt. To build resilience, support provided to strengthen capacities to absorb, adapt, and transform must be appropriately integrated and layered into other activities and should respond to the evolving requirements of each context.

Timely humanitarian response: one of WFP's contributions to global resilience

With five Level 3 emergencies underway, WFP has significantly improved its response capacity, efficiency and effectiveness. Its emergency preparedness and response system ensures that all country offices undertake scenario planning and ensure their preparedness to respond to emergencies. The financial framework now includes advance financing mechanisms to ensure timely and adequate response.

WFP's expertise and its ability to innovate and focus on early action make it an important resource in the global disaster-response system, which builds national and regional capacities for humanitarian response.

26. WFP's long experience in humanitarian and development contexts has established areas of comparative advantage in building resilience for food security and nutrition. WFP has invested in early-warning and preparedness systems that enable it and supported governments to respond to crises quickly and effectively. WFP's expertise in disaster risk reduction extends to early warning systems, vulnerability analysis and mapping, supply chain management, logistics and emergency communications. WFP also supports governments in developing capacity to manage disaster risk and to improve food security using innovative tools such as weather risk insurance. WFP promotes national disaster preparedness through an integrated system of early-warning, emergency-preparedness, finance and risk-transfer tools.

¹⁴ WFP/EB.1/2004/4-C; WFP/EB.1/2012/5-B/Rev.1; WFP/EB.2/2013/4-A/Rev.1

27. The fundamental shift that is being made by adopting a resilience approach is in *how* programming is designed, implemented and managed. The multi-sector approach to addressing risk and building resilience for food security and nutrition requires wide consultation and long-term collaboration. For each context, applying a resilience lens relates to all aspects of the programme cycle and will determine how actions can be best layered, integrated, and sequenced with national government strategies and partner-supported programmes.

Strategy and Programme Formulation

28. ***Systematically apply a resilience approach to strategy and programme formulation.*** The new WFP Country Strategic Plans are being rolled out in order to more directly align country-level strategic and programme planning to national and global zero hunger priorities. Country-level strategic plans promote greater coherence among WFP's Strategic Plan, a country office's strategic orientation and country operations. Importantly, the plans provide a long-term planning framework for programmes, an essential requirement of a resilience approach.

29. ***Continue to develop analysis and planning tools that incorporate a resilience-building approach.*** WFP's country-level planning and programme development must be based on sound situation, risk and gender analysis. In addition, WFP will continue to step up its country-level engagement through a variety of processes and tools that use consultative, multi-stakeholder approaches to analysis and planning. There is particular need to enhance the capacity of WFP and its partners to build resilience for food security and nutrition amid conflict and displacement and less familiar contexts such as urban environments.

Multi-dimensional analysis and planning: the three-pronged approach

A practical example of the application of a resilience lens to programme design is the three-pronged approach. The approach has been applied where the context allows, together with other tools. It is made up of three distinct but interrelated processes that take place at three different levels:

- ***Integrated context analysis:*** National-level analyses combining historical trends in food security and nutrition, shocks and stressors with assessment of exposure to risks.
- ***Seasonal livelihood programming:*** Subnational-level participatory tool that fosters coordination and partnership under the leadership of local government.
- ***Community-based participatory planning:*** Community-level participatory exercise that identifies needs and adapts responses to local contexts through prioritization and community ownership of programmes.

The approach has guided a joint initiative by WFP, FAO and the United Nations Children's Fund in Somalia. With information from the integrated context analysis and seasonal livelihood programming, programme managers were able to better understand trends in shocks and their impacts on the food security and nutrition of livelihood groups in specific geographical areas. The community-based participatory planning process that followed ensured that communities' specific needs were addressed during both disaster years and typical years.

30. ***Link early warning with early action.*** Strategic planning must reflect the dynamic nature of programming for enhanced resilience, and must allow for flexible responses to shocks based on robust evidence. WFP will continue to support countries in developing monitoring systems that trigger funding when thresholds have been reached to facilitate early action.

Design and Implementation

31. ***Prioritize gender equality and women's empowerment.*** Conflicts, natural hazards and protracted crises often aggravate gender inequalities, and they affect the food security and nutrition of women, men, girls and boys differently. WFP programmes to enhance resilience also affect women, men, girls and boys differently. Resilience-building approaches must therefore disaggregate beneficiaries by gender and age, and should ensure that women, men, girls and boys benefit from WFP's assistance according to their needs, and that their safety, dignity and rights are respected. This often requires a focus on the protection of women and girls, and on minimizing the risk of gender-based violence in WFP interventions.
32. ***Prioritize disaster risk reduction as a pre-requisite for sustainable development.*** Natural disasters are a leading cause of hunger. Their effects are accentuated in poor households and can have long-term impacts on food security, health and education. WFP's disaster risk reduction activities in 50 countries directly benefit up to 30 million people each year. WFP has pioneered systems for emergency preparedness, early warning and rapid response that have been adopted worldwide.
33. ***Prioritize the prevention of undernutrition to promote resilience.*** Good nutrition is a component of the resilience-building process rather than an outcome: good nutrition makes people, communities and nations resilient, and resilient people, communities and systems are able to protect the nutrition of vulnerable groups when shocks occur. Ensuring good nutrition among vulnerable groups during an emergency has benefits that extend beyond the immediate shock: adequate nutrition during the first 1,000 days of life promotes lifetime health and productivity. A preventative approach to nutrition is preferable to treating acute malnutrition: it is more cost-effective and contributes to resilience.
34. ***Increase support for safety nets.*** WFP's support for safety nets involves: i) helping to implement safety-net programmes; and ii) providing technical assistance and building capacities for establishing national safety net programmes. WFP-supported safety nets such as school feeding can be scaled up rapidly and their socio-economic effects increase people's capacity to adapt. The transition to national ownership of safety nets requires capacity development and government-driven solutions.

R4 Rural Resilience Initiative

R4 is a strategic partnership between WFP and Oxfam America that helps vulnerable rural households to increase their food security through community risk reduction, microinsurance, livelihoods diversification, credit and savings. The most innovative aspect of R4 is the ability of poor farmers to pay for their insurance with their labour on activities that reduce the impact of drought and floods, and increase their productivity. With the protection of insurance, when a drought hits, farmers receive automatic insurance pay-outs. This prevents them from selling off productive assets like livestock to survive or taking their children out of school.

In Ethiopia R4 expanded from 200 farmers in one pilot village in 2009 to more than 25,000 across 89 villages in 2014. In 2012 alone, more than 12,000 drought-affected households received an insurance pay-out of over USD 320,000. This is the first time that a weather index insurance programme in Ethiopia has directly delivered pay-outs at such a large scale to small farmers. Beginning in 2012, R4 expanded to Senegal and then to Malawi and Zambia.

The first impact evaluation in Ethiopia shows insured farmers save 123 percent more than the uninsured, buy 25 percent more oxen and invest in seeds, fertilizer and productive assets. In one cluster, farmers increased their reserves of grain over 250 percent more than uninsured farmers. Women, often heading the poorest households, are the ones achieving the largest gains in productivity, through investments in labour and improved planting materials.

35. ***Prioritize climate resilience.*** Through WFP’s innovative work on climate resilience, cutting edge tools from climate science and finance are incorporated in national safety net programmes and WFP food assistance programmes. WFP also supports a number of country-specific climate risk analyses in order to assist governments in developing realistic planning scenarios and formulate risk mitigation programmes focused upon food-insecure and vulnerable populations. This work, alongside expertise in disaster risk reduction, enables WFP to significantly support climate policy dialogue.
36. ***Create productive assets and strengthen livelihoods, especially those related to productive safety nets.*** In the light of increasing recognition of the connections between the degradation of ecosystems, climate change, food insecurity and undernutrition, WFP will continue to implement programmes that create productive assets, diversify livelihood strategies and rehabilitate natural resources, where possible as part of productive safety net programmes, thereby contributing to government initiatives.
37. ***Mainstream innovative practices into WFP’s portfolio.*** The resilience-building approach has led to a culture of innovation in WFP: it has, for example, promoted “inclusive finance” to benefit the poorest people and small enterprises, especially cooperatives of women farmers and young people, through its weather risk insurance project. Through Purchase for Progress and other smallholder-friendly procurement initiatives, WFP is improving farmers’ marketing skills and food quality. Together, WFP, FAO and IFAD will improve their collaboration on innovative practices and solutions for enhancing market access and making financial services accessible to all.
38. ***Be realistic, responsive and flexible in intervention.*** WFP’s emergency response focuses on meeting urgent humanitarian needs. To maximize the value of its assistance, WFP should be guided by a resilience-building approach. Flexibility should be built into the portfolio of assistance to allow for adjustments as situations evolve.

Enabling Actions to Support Programming

39. ***Increase WFP's capacity to assess and monitor resilience.*** WFP will continue to work with its Food Security Information Network partners to establish resilience-measurement systems with links to country-level objectives. Resilience-building is a dynamic process whose complexity makes it difficult to assess because it encompasses many sectors. At the country level, WFP will foster collaboration with governments, research institutions and partners for measuring resilience and disseminating results. The development of robust methods for measuring the effects of food security and nutrition programming on resilience will continue, and WFP will update its programme guidance in the light of experience.
40. ***Invest in staff capacity to deliver resilience-building strategies and programmes.*** Investments are required to support the design and implementation of food security and nutrition programmes that promote resilience-building. This investment must target Country Directors, programme leaders and other programme staff. Because resilience-building is context-specific, it will be crucial to recruit and retain staff with experience in a specific country. In line with WFP's People Strategy,¹⁵ training will therefore focus on building the skills of national programme officers. Investment in staff capacities leads to effective programmes, an engaged workforce, efficient use of resources and effective positioning of WFP with governments, donors and partners.
41. ***Promote knowledge-sharing and learning.*** WFP will establish systems to document lessons learned in different contexts, especially through South–South cooperation. Knowledge-sharing should involve data related to building resilience; guidance will be developed to raise awareness of terminology, programming choices and types of evidence related to resilience-building. WFP will make its data, lessons learned and best practices available to stakeholders and partners.

PARTNERSHIPS

42. Resilience cannot be achieved by a single actor. Programming for enhanced resilience requires taking a strategic view on partnerships to achieve multi-stakeholder impacts across sectors and to ensure that WFP's approach evolves in the light of experience.
43. WFP's Corporate Partnership Strategy (2014–2017)¹⁶ identifies WFP partnerships as either bilateral, multi-stakeholder or open. At the country level, WFP's selection of partners and partnership type depend on context, WFP's comparative advantage and opportunities for reinforcing existing resilience-building. A resilience-building approach to programming requires bilateral partnerships at the country level and multi-stakeholder partnerships at the country, regional and global levels. WFP participates in and coordinates open partnerships as necessary.
44. A resilience-building approach requires long-term relationships with communities to enhance their awareness and ownership of assistance. WFP will improve its relationship with the women, men, girls and boys it serves. It is crucial to listen to vulnerable and food-insecure people and bring their ideas and concerns to the attention of decision-makers as a means of fostering resilience to shocks and stressors.

¹⁵ WFP/EB.2/2014/4-B

¹⁶ WFP/EB.A/2014/5-B

45. Governments have the primary responsibility for food security and resilience-building. Government leadership fosters a holistic approach to programming that supports national goals. As the providers of safety nets that support resilience, governments create an enabling environment for change. WFP will support government strategies and programmes in line with humanitarian principles such as “do no harm”, but it recognizes that engagement with governments can be difficult in protracted crises. In these unpredictable and politically charged environments flexibility is essential, and relationships should be sought with central and local governments as circumstances dictate.
46. Regional and sub-regional partnerships are also essential in facilitating capacity development through South–South and triangular cooperation, analysing data from different countries and developing national policies that support resilience. Regional institutions for early warning, preparedness and disaster response can enhance national capacities to absorb shocks.

Working with regional partners in Africa

WFP has engaged with the New Partnership for Africa’s Development in defining the support African governments need to build resilience. In East Africa WFP, FAO, the United Nations Development Programme and the United Nations Children’s Fund are partners the Resilience Analysis Unit, which works with the Intergovernmental Authority on Development on approaches to measuring resilience. WFP is a member of the Regional Inter-Agency Standing Committee for Southern Africa, which is developing a framework for resilience-building, and supports the Global Alliance for Resilience in the Sahel and West Africa.

WFP has supported the African Union in developing the African Risk Capacity, which provides cost-effective contingency funding for governments carrying out contingency plans in response to natural disasters and climate change. The initiative takes on the burden of climate risk to reduce its toll on governments – and the farmers and pastoralists they protect.

47. Civil-society partners will continue to be important partners that contribute to resilience-building and reducing vulnerability, particularly in view of the importance of locally driven solutions, participatory planning and community ownership. They also play important policy and advocacy roles, contributing to platforms at the national and regional levels in support of vulnerability-reduction policies and programmes, and strategic thinking on resilience. Non-governmental organizations are essential partners for enabling WFP to address the root causes of risk and build resilience.

**The Scaling Up Nutrition movement:
A partnership that emphasizes nutrition's role in resilience**

Recognizing that partnerships are essential to reach the goal of zero stunting (low height for age) among children, WFP supports SUN, a global call to collective action for addressing malnutrition.

In Guatemala – one of the first countries to join the SUN movement – WFP supports government efforts to implement the National Zero Hunger Plan, based on the SUN Framework for Action. WFP's technical assistance is enhancing the complementary feeding component of the plan, which is implemented through Guatemala's existing social protection system. WFP also helped to: introduce SuperCereal Plus, an improved complementary food, by engaging the local private sector; refined the targeting criteria; and revised the distribution modalities. To ensure sustainability, WFP is training Ministry of Health staff on programme implementation, utilizing peer counselling for nutrition education and studying the feasibility of using vouchers to provide access to nutritious complementary foods.

48. WFP will continue to support United Nations system-wide coherence and contribute to multi-stakeholder dialogue on risk, vulnerability and hunger. The Rome-based agencies support partnerships that enhance resilience for food security and nutrition. WFP is a member of the Inter-Agency Standing Committee and co-chairs the Preparedness and Resilience Task Force and the Gender Reference Group; it is a member of the United Nations Office for Disaster Risk Reduction, the SUN movement and the Social Protection Floor Initiative.
49. Building resilience for food security and nutrition requires new approaches to coping with shocks, managing risk and achieving zero hunger. WFP aims to increase private-sector partnerships and incorporate innovative technologies generated by the private sector such as inclusive financial products in the development of programmes to build resilience for food security and nutrition.
50. WFP is developing partnerships to support learning and the sharing of best practices through collaboration with the International Food Policy Research Institute, the Overseas Development Institute and the International Development Research Centre. Research institutions in developing countries are increasingly generating knowledge about resilience, and WFP is engaging with them to promote South–South learning. WFP is, for example, partnering the African Economic Research Consortium to provide data analysis, technical support and advice on best practices and lessons learned for 20 countries implementing Purchase for Progress in Africa, Central America and Asia.

FINANCIAL AND RESOURCE CONSIDERATIONS

51. To enhance resilience, humanitarian responses and long-term development must be multi-dimensional, long-term, and responsive to evolving needs. The use of short-term, emergency funding for chronic needs will lead to chronic problems being diagnosed in emergency terms. This will create programmes that do not build resilience, instead it will result into interventions that address symptoms as opposed to underlying risks. To maximize coherence in the United Nations development system, Member States must support the integration of development and humanitarian financing mechanisms to secure flexible multi-year commitments to support resilience-building.

52. Coherence between development and humanitarian financing can be improved by building on the potential of important global initiatives such as the post-2015 sustainable development agenda, the International Conference on Financing for Development, the World Conference on Disaster Risk Reduction and the World Humanitarian Summit, and the World Climate Conference all of which can maximize the impacts of investments by providing implementation frameworks that meet the immediate and long-term needs of vulnerable people.

The Food Security Climate Resilience Facility: FoodSECuRE

Because there is currently no predictable, systematic financing available at scale to support action in response to climate shocks, WFP is developing the Food Security Climate Resilience Facility (FoodSECuRE) – a replenishable multilateral, multi-year fund to support community-centred action and build climate resilience. FoodSECuRE will use seasonal climate forecasts to trigger funding and promote actions at the community level that build resilience before shocks occur.

53. Evidence shows that a resilience-building approach to programming can mitigate the damaging effects of crises and stressors while minimizing financial, administrative and resource burdens. Investing in resilience brings substantial returns in terms of averted need and developmental outcomes.

CONCLUSIONS

54. This policy outlines the importance of a resilience-building approach to programming in order to make zero hunger a reality, and the contributions that WFP can make.
55. The policy recognizes that food insecurity and undernutrition cannot be adequately addressed in the short term. WFP needs to develop long-term country-level strategic and operational plans that also address short-term challenges. In this regard, applying a resilience-building approach to programming requires multi-year commitments from donors.
56. In applying a resilience-building approach to programming, WFP needs to act as a system player that is actively helping to shape the way in which partners interact and relate to each other. This will require long-term engagement with key partners to develop strong partnerships and concrete ways forward based on context specific demands and WFP's comparative advantage.
57. At the country level, WFP must increase and strengthen participatory analysis and planning to ensure ownership and sustainability. This should involve the empowerment of women and vulnerable groups such as marginalized populations. Planning tools such as the "three-pronged approach" will be used whenever possible; in other contexts WFP needs to develop project analysis and design tools that incorporate risk-reduction and multi-sector perspectives.
58. WFP should deploy learning tools such as post-implementation reviews, results analyses and evaluations to identify actions that enhance resilience for food security and nutrition, and identify areas for improvement. Institutional knowledge and best practices must be shared with partners, with a focus on South-South and triangular cooperation in learning.