

**WFP POLICY ON DISASTER RISK REDUCTION AND
MANAGEMENT: BUILDING FOOD SECURITY AND
RESILIENCE**



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“By our actions, we can either compound disasters or diminish them.”
Ban Ki-moon, Secretary-General of the United Nations

INTRODUCTION

1. Disaster risk reduction is a central priority for WFP because of the profound impacts that disasters have on food-insecure and vulnerable populations worldwide. In 2010, more than 50 percent of WFP’s programmes addressed the risks of natural disasters and their impacts on food security, reaching approximately 80 million people.
2. This policy orients WFP staff in their activities to reduce disaster risk and build resilience through an approach that is consistent with WFP’s mandate, mission and comparative advantages and with the Hyogo Framework for Action (HFA). Although the primary focus of the policy is on reducing natural disaster risk, many of the principles also apply to man-made disasters and complex emergencies.
3. This paper updates the WFP Policy for Disaster Risk Reduction submitted to the Board for consideration in 2009. It takes into account the Board’s guidance, WFP’s latest experience and a series of regional consultations requested by the Board, from which inputs from more than 190 organizations were collected during 2009.
4. This policy builds on the WFP Strategic Plan (2008–2013), the WFP emergency preparedness and response framework (2011)¹, the WFP gender policy (WFP/EB.A/2009/5-A/Rev.1), WFP’s disaster risk reduction policy guidance framework² (2008), the WFP enterprise risk management policy (WFP/EB.2/2005/5-E/1), “Disaster Mitigation: A Strategic Approach” (WFP/EB.1/2000/4-A), and Disaster Mitigation Guidelines for WFP Assistance (2002). It also builds on “Climate Change and Hunger: Towards a WFP Policy on Climate Change” (WFP/EB.A/2001/5-F), which outlines WFP’s emerging approach to the impact of climate change on hunger. Finally, the policy takes into account the policies of WFP’s principal partners, including donors, non-governmental organizations (NGOs) and United Nations agencies.
5. WFP’s disaster risk reduction policy focuses on building resilience by ensuring food security for the most vulnerable people while reducing their disaster risk and protecting and enhancing lives and livelihoods.

THE HYOGO FRAMEWORK FOR ACTION

6. In 2005, through the HFA, the international community made disaster risk reduction a priority. In 2008, WFP aligned its activities within this framework through its Strategic Plan (2008–2013). The HFA identifies five priorities for action:
 1. making disaster risk reduction a priority;
 2. improving risk information and early warning;
 3. building a culture of safety and resilience;
 4. reducing the risks in key sectors; and
 5. strengthening preparedness for response.³

¹ Under Preparation for EB.2/2011.

² This was developed through the Sweden-funded project Strengthening WFP’s Disaster Risk Reduction Capacity in Compliance with the Hyogo Framework for Action 2005–2015.

³ This commitment has been reinforced by the Bali Action Plan (2007), the Cancun Adaptation Framework (2010) and regional plans of action such as the African Union Disaster Risk Reduction Programme of Action (2010).

7. The HFA specifically recognizes the need to “promote food security as an important factor in ensuring the resilience of communities to hazards, particularly in areas prone to drought, floods, cyclones and other hazards that can weaken agriculture-based livelihoods”.⁴
8. The HFA also calls for better integration of disaster risk reduction into:
 - (i) development and humanitarian policies and planning;
 - (ii) crisis response where disaster response and recovery are concerned; and
 - (iii) climate change adaptation strategies.⁵

RATIONALE

9. Natural disasters are a leading cause of hunger and affect all dimensions of food security, including economic and physical access to food, the availability and stability of supplies, and nutrition.⁶ Without serious efforts to address them, the risks of disasters will become an increasingly serious obstacle to achievement of the Millennium Development Goals.⁷
10. Growing evidence, including the United Nations Global Assessment Report on Disaster Risk Reduction (2011), demonstrates empirically that there is a direct correlation between disaster risk and poverty and food insecurity, at the global and local levels. Disaster losses are accentuated in poor households and communities and result in long-term consequences for food security, health, education and other critical sectors.⁸
11. Food-insecure people, the majority of whom live in fragile areas that are prone to natural hazards, are the least able to respond to or cope with shocks.⁹ Exposure to high levels of disaster risk and lack of capacity to manage these risks, compounded by other factors such as poor access to markets and income-generation opportunities, mean that poor households are often trapped in a cycle of food insecurity and poverty that quickly deteriorates into a food crisis when a disaster occurs. In fragile states, conflict, political instability and weak institutions amplify the impact of disasters on food security.
12. When affected by disasters, many food-insecure households resort to harmful coping strategies such as reducing food quality and consumption, withdrawing children from school, selling productive assets, reducing expenditures on health care and education, and distress migration. These households also adopt conservative risk-taking stances, which limit their ability to build and diversify their livelihoods, resulting in lower future income streams, longer recovery after disasters and poverty traps.¹⁰

⁴ HFA 2005–2015.

⁵ European Commission. 2009. EU Strategy for Supporting Disaster Risk Reduction in Developing Countries. Brussels.

⁶ De Haen, H. and Hemrich, G. 2007. The Economics of Natural Disasters: Implications and Challenges for Food Security. *Agric. Econ.*, 37(s1): 31–45.

⁷ DFID. 2006. *Reducing the Risk of Disasters – Helping to Achieve Sustainable Poverty Reduction in a Vulnerable World: A DFID Policy Paper*. London.

⁸ United Nations. 2011. *2011 Global Assessment Report on Disaster Risk Reduction*. New York.

⁹ De Haen, H. and Hemrich, G. 2007. The Economics of Natural Disasters: Implications and Challenges for Food Security. *Agric. Econ.*, 37(s1): 31–45; Pelham, L., Clay, E. and Braunholz, T. 2011. *Natural Disasters: What is the Role of Social Safety Nets?* SP Discussion Paper No. 1102, Washington DC, World Bank; and Vakis, R., Kruger, D. and Mason, A. 2004. *Shocks and Coffee: Lessons from Nicaragua*. SP Discussion Series, Washington DC World Bank.

¹⁰ Vakis, R. 2006. *Complementing Natural Disaster Management: The Role of Social Protection*. SP Discussion Paper No. 0543, Washington DC, World Bank.

13. Research shows that disasters have a significant impact on nutrition, both in the immediate aftermath of a disaster and over the long term. For example, a study of the determinants of variation in adult height found that more than 20 percent of variation in height in developing countries is determined by environmental factors, particularly drought.¹¹
14. In Africa alone, 650 million people are dependent on rainfed agriculture in environments that are affected by water scarcity, land degradation, recurrent droughts and floods, erratic weather patterns and food insecurity.¹² The impact of a drought or flood can be multiplied several times over by degraded ecosystems, resulting in significant livelihood impacts from even low-intensity shocks, especially for the poorest and most food-insecure households.
15. There are also compelling economic arguments for investing in disaster risk reduction. Addressing disaster risks offers an opportunity to protect the gains of development, prevent humanitarian emergencies, and build resilience in the face of increasing disaster risk and climate change. Building resilience is cost-effective and often the best means of providing value for money. The Department for International Development (DFID) estimates that UK£1 spent in prevention saves £4 in response, and warns that years of investment can disappear if risk reduction is ignored.¹³

POLICY FOUNDATION

16. The link between food insecurity and natural disasters, and the importance of preparing for, preventing and mitigating the impact of disasters are central to WFP’s mission. In both emergency and development contexts, the overall aim of WFP assistance is to build the resilience and self-reliance of the most food-insecure populations.¹⁴
17. WFP’s Mission Statement and General Regulations stipulate that WFP will “assist in the continuum from emergency relief to development by giving priority to supporting disaster prevention, preparedness and mitigation” – three of the central elements of disaster risk reduction as defined by the Inter-Agency Secretariat of the International Strategy for Disaster Reduction (UNISDR).¹⁵
18. The WFP Strategic Plan (2008–2013) re-emphasizes WFP’s mission in preventing hunger. Strategic Objective 2, “Prevent acute hunger and invest in disaster preparedness and mitigation measures”, includes two goals:
 - Goal 1: To support and strengthen capacities of governments to prepare for, assess and respond to acute hunger arising from disasters.
 - Goal 2: To support and strengthen resiliency of communities to shocks, through safety nets or asset creation, including adaptation to climate change.

¹¹ Silventoinen, K. 2003. Determinants of variation in adult body height. *Journal of Biosocial Sciences*, 35: 263–285. A selection of other relevant studies includes Gitau, R., Makasa, M., Kasonka, L., Sinkala, M., Chintu, C., Tomkins, A. and Fileau, S. 2005. Maternal Micronutrient Status and Decreased Growth of Zambian Infants Born During and After the Maize Price Increases Resulting from the Southern African Drought of 2001–2002. *Public Health Nutrition*, 8(7): 837–843; Silventoinen, K. 2003. Determinants of Variation in Adult Body Height. *Journal of Biosocial Sciences*, 35: 263–285; Fuentes, R. and Seck, P. 2007. *The Short-Term and Long-Term Human Development Effects of Climate-Related Shocks: Some Empirical Evidence*. New York, UNDP; and Del Ninno, C., Dorosh, P.A. and Smith, L.C. 2003. Public Policy, Markets and Household Coping Strategies in Bangladesh: Avoiding a Food Security Crisis Following the 1998 Floods. *World Development*, 31(7): 1221–1238.

¹² FAO. 2008. *Challenges for Sustainable Land Management (SLM) for Food Security in Africa* 25. The Regional Conference for Africa, Information Paper No. 5.

¹³ DFID Humanitarian Emergency Response Review (2011) and IFRC Annual Report (2008).

¹⁴ www.wfp.org/about/mission-statement.

¹⁵ In disaster risk reduction terminology, mitigation refers to “lessening or limitation of the adverse impacts of hazards and related disasters” (UNISDR), while in climate change terms, mitigation refers to efforts to reduce climate change through greenhouse gas emission reductions.

19. WFP’s other Strategic Objectives are also important.
- Strategic Objective 1, “Save lives and protect livelihoods in emergencies” focuses WFP efforts on minimizing the immediate impact of disasters on food-insecure populations, to avert the worst potential consequences of disasters.
 - Strategic Objective 3, “Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations” includes providing support to the rebuilding of critical livelihood assets and infrastructure to improve access to food – often with the purpose of reducing risk and ensuring that these assets withstand the impact of future disasters.
 - Strategic Objective 4, “Reduce chronic hunger and undernutrition” includes efforts to reduce the enduring impact of disasters, especially on children, with a focus on improving the nutrition status of food-insecure people, and therefore their resilience.
 - Strategic Objective 5, “Strengthen the capacities of countries to reduce hunger, including through hand-over and local purchase” includes efforts to improve governments’ capacities in food security analysis, early warning, logistics, disaster risk reduction and management, and preparedness, which can generate lasting gains in terms of reducing the impact of disasters on hunger and nutrition.
20. Although all WFP Strategic Objectives can contribute to reducing disaster risk, WFP focuses its disaster risk reduction and management efforts primarily on supporting three of the HFA priorities:
- **HFA Priority 2, “Identify, assess and monitor disaster risks and enhance early warning”:** WFP supports governments, communities and other partners through its unique competences in food security and vulnerability analysis and monitoring, and early warning systems and services.
 - **HFA Priority 4, “Reduce the underlying risk factors”:** Nearly all WFP food security and food assistance programmes at the community level, particularly asset-creation programmes, have a clear pro-poor dimension and help protect, rebuild and develop critically needed assets and infrastructure, with the objectives of enhancing food security, improving livelihoods and resilience, and reducing disaster risk. Collaboration with technical partners helps to ensure the complementary resources needed and to leverage opportunities for reducing risks.
 - **HFA Priority 5, “Strengthen disaster preparedness for effective response at all levels”:** WFP’s capacities in emergency preparedness and response support partner governments, communities and regional institutions to ensure effective and appropriate response to disasters, reducing their impact on vulnerable food-insecure populations.
21. Disaster risk reduction cuts across programme categories. The WFP programme category review reiterates that disaster risk reduction is a priority for WFP development programmes, highlighting three priorities that directly support disaster risk reduction for food-insecure households: i) mitigating the effects of recurring natural disasters in vulnerable areas; ii) helping poor families to gain and preserve assets; and iii) helping households that depend on degraded natural resources to shift to more sustainable livelihoods, improve productivity and prevent further degradation of the natural resource base.¹⁶ The programme category review also highlights that many relief and recovery

¹⁶ General Rules, Financial Regulations, Rules of the Executive Board, World Food Programme, November 2010 edition.

operations present unique formal and informal opportunities to assist communities and local institutions in building their own resilience and capacities to deal with food security shocks.¹⁷

WFP'S COMPARATIVE ADVANTAGES IN DISASTER RISK REDUCTION

22. WFP's approach to disaster risk reduction builds on a body of experience consolidated over decades of work with governments and the most food-insecure communities to reduce disaster risk, build resilience, and prepare for and respond to disasters. Today, WFP is a leading actor in the delivery of disaster risk reduction services and outcomes in parts of the world where food insecurity, poverty and disaster risk intersect. WFP has specific comparative advantages that enable it to deliver tangible results, including the following.

Operational Capacity and Field Presence:

- a unique operational presence in the areas most vulnerable to disasters, often with ongoing community-based food security programmes that incorporate disaster risk reduction;
- an ability to deploy and scale up efforts rapidly to prepare for, respond to and recover from small- and large-scale humanitarian emergencies;
- an outstanding capacity in logistics, emergency preparedness, contingency planning and early warning, combined with the ability to build government and partner capacities to anticipate, prepare for and respond to disasters;
- through food-for-assets programmes, a capacity to mobilize large-scale community action in resilience-building, natural resource management and other activities; and
- a strong capacity to deploy safety nets in support of national social protection systems and disaster response efforts.

Analytical Capacity:

- a cutting-edge capacity in understanding, assessing and monitoring food insecurity, vulnerability and disaster risks, allowing the effective targeting of risk reduction, emergency response and post-disaster rehabilitation efforts.

Partnerships and Capacity Development:

- an extensive network of partners, including governments, NGOs, specialized institutions, donors, the private sector and communities;
- a prominent role in supporting government-led national capacity development efforts in disaster management related to food and nutrition security; and
- an ability to learn from experience and to innovate, through the development of new early warning, risk management and risk transfer approaches that support the poorest and most food-insecure communities.

Leadership:

- strong leadership at the inter-agency level, through the cluster system in support of Inter-Agency Standing Committee (IASC) humanitarian preparedness and response

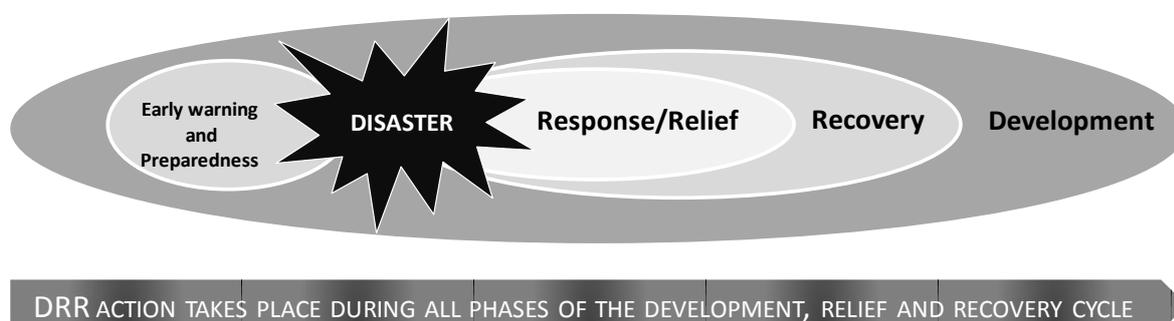
¹⁷ "Programme Category Review" (WFP/EB.A/2010/11/Rev.1).

efforts, and at the local level, within United Nations country teams and other local coordination mechanisms.

WFP'S CONCEPTUAL FRAMEWORK FOR DISASTER RISK REDUCTION AND MANAGEMENT

23. As a concept, reducing disaster risk is not new, but has coalesced in the last decade around the comprehensive notion of disaster risk reduction. Whereas prior efforts focused on disaster preparedness, mitigation, response and recovery as separate elements in a cycle, disaster risk reduction brings together preparedness for, and mitigation and prevention of disasters, in a more integrated framework that bridges emergency response, recovery and development.¹⁸

Figure 1: Disaster Risk Reduction and Management Diagram



Adapted from: World Bank, *Building Resilient Communities*

24. Within this framework disaster risk reduction is defined as “the concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events”.¹⁹
25. Disaster risk management is defined as “the systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster”.²⁰
26. Disaster risk management applies disaster risk reduction in a continuum from response, through recovery, to development (Figure 1):

Disaster response: Effective delivery of humanitarian assistance reduces the impact of a disaster.²¹ For WFP this means the effective and timely provision of food assistance to save lives and livelihoods during and after disasters, and of

¹⁸ Rome Partnership for Disaster Risk Management. *Disaster Risk Management in Food and Agriculture*. In 2009, under the Rome-based Partnership for Disaster Risk Management, WFP, the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development (IFAD) adopted a common conceptual framework for disaster risk reduction and management based on the HFA and UNISDR definitions.

¹⁹ UNISDR Terminology on Disaster Risk Reduction. 2009. www.unisdr.org/eng/terminology/UNISDR-Terminology-English.pdf.

²⁰ *Ibid.*

²¹ DFID. 2006. *Reducing the Risk of Disasters – Helping to Achieve Sustainable Poverty Reduction in a Vulnerable World: A DFID Policy Paper*. London.

support to overall coordination in emergency response, through WFP's cluster responsibilities.

Disaster recovery programmes: afford an opportunity to reduce disaster risk. For WFP, this means supporting activities that help disaster-affected food-insecure populations recover livelihood assets, ensuring that these assets can withstand the impact of future disasters and, where possible, reducing exposure to disaster risk.

Development that does not take into account disaster risk can exacerbate the impacts of disasters. Disaster risk reduction measures therefore need to be mainstreamed throughout development processes.²² For WFP, this means integrating disaster risk reduction principles and activities into development programmes that enable the poorest people to meet their short-term food needs in ways that build longer-term human and physical assets that reduce exposure to hazards, mitigate the impact of disasters and increase preparedness. It also means building government capacities in emergency preparedness, vulnerability analysis, early warning and other areas.

Linking Disaster Risk Reduction and Climate Change Adaptation

27. There is growing evidence that climate change will significantly increase the risk of food insecurity and undernutrition.²³ As many climate change impacts will materialize through shifts in the frequency and intensity of extreme weather events, disaster risk reduction is a key component of adaptation strategies, and the first line of defence against climate change. Supporting food-insecure and vulnerable communities, and governments, in ways that enhance their disaster risk management capacities is therefore an objective of WFP and also supports climate change adaptation efforts.
28. Disaster risk reduction, climate change adaptation and social protection strategies converge around the objective of building resilient communities. Resilience is “the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions”.²⁴ For WFP, building resilience means ensuring the food security of the most vulnerable, while reducing disaster risk and protecting and enhancing livelihoods, whether in a humanitarian or a development setting.
29. WFP's “Climate Change and Hunger: Towards a WFP Policy on Climate Change” (2011) highlights that mainstreaming climate change and disaster risk reduction into WFP's operations will bring important returns on investment in terms of enhanced food security and nutrition, more resilient livelihoods and protected development gains, as well as avoided interventions (Figure 2).²⁵

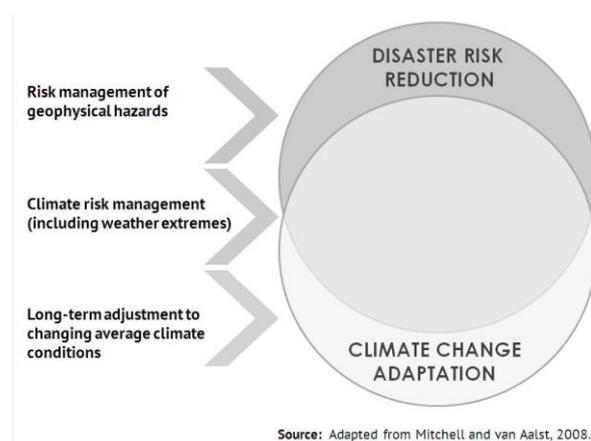
²² UNDP. 2004. *Reducing Disaster Risk: A Challenge for Development*. New York, UNDP, Bureau for Crisis Prevention and Recovery.

²³ Confalonieri, U. & Menne, B. 2007. Human Health. In M.L. Parry, O.F. Canziani, J.P. Palutikof, P.J. van der Linden and C.E.Hanson, eds. *Climate Change 2007: Impacts, Adaptation, and Vulnerability. Contribution of Working Group II to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change*. Cambridge, UK, Cambridge University Press.

²⁴ Terminology on Disaster Risk Reduction. 2009. www.unisdr.org/eng/terminology/UNISDR-Terminology-English.pdf.

²⁵ The overlap between climate change adaptation and disaster risk reduction is commonly referred to as climate risk management it centres on tackling changing disaster risks, enhancing adaptive capacity and addressing the structural causes of poverty and vulnerability. It includes activities such as soil and water conservation, watershed restoration, reforestation, improving vulnerability and risk assessments, capacity development and *ex-ante* financing structures to pool risk, such as index-based weather insurance. Climate risk management activities also include public safety nets for those affected by recurrent disasters, and social protection programmes to address the underlying drivers of vulnerability. References include: Mitchell, T. *et al.* 2010. *Climate Smart Disaster Risk Management, Strengthening Climate Resilience*. Brighton, UK, IDS; UNISDR. 2008. *Climate Change and Disaster Risk Reduction, Briefing Note 1*. New York; USAID. 2009. *USAID/OFDA Programs to Reduce Vulnerabilities to Climate and Weather-Induced Disasters, Fact Sheet No. 1*. Washington, DC; UNDP. 2007. *Human Development Report 2007/2008. Fighting Climate Change: Human Solidarity in a Divided World*. New York.

Figure 2: Overlap Between Climate Change Adaptation and Disaster Risk Reduction



Gender and Disaster Risk Reduction

30. Men and women are affected differently by disasters. In inequitable societies, women are more vulnerable to natural disasters than men because of socially constructed gender roles and behaviours that affect access to resources.²⁶ In post-disaster situations too, women are often more vulnerable than men, as their care-giving roles expand dramatically after a disaster, and experience shows that women’s access to resources for recovery is often constrained.²⁷
31. WFP’s gender policy (2009) aims to create an enabling environment in WFP for promoting gender equality and the empowerment of women, as reflected in policies, programmes and actions that support partner countries in addressing food and nutrition challenges. To achieve this in disaster risk reduction activities, WFP needs to ensure that women and men are equally involved in vulnerability assessments and in the prioritization and design of projects. WFP and its partners also need to take advantage of women’s skills and knowledge in areas such as natural resources management and social networks, to maximize resilience-building efforts. Finally, WFP and its partners have to ensure that the burdens and opportunities created in programmes are equitable and appropriate.

WFP AND DISASTER RISK REDUCTION IN PRACTICE

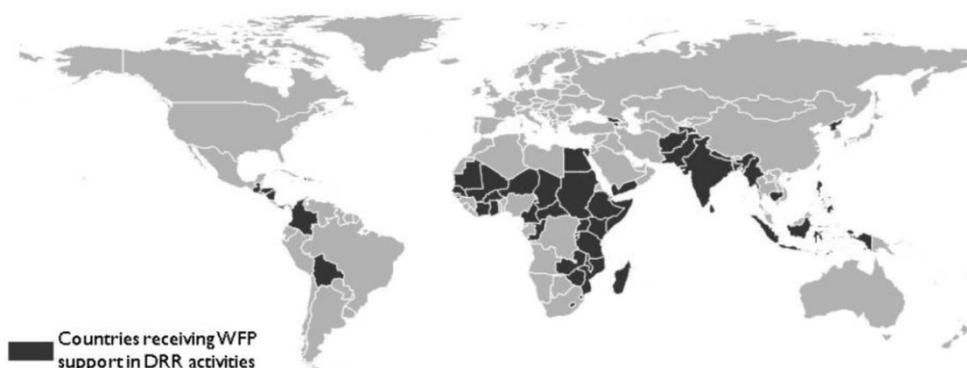
32. WFP’s disaster risk reduction and management activities build on a solid foundation of operational experience with a focused set of food assistance tools ranging from vulnerability analysis to early warning and from emergency response to capacity building. The scale of these activities in the field is impressive. According to WFP’s standard project reports, WFP implemented activities to address disaster risk in 58 of the 75 countries where it operated in 2010 (77 percent), accounting for more than half of the projects it implemented.

²⁶ Neumayer, E. and Pluemper, T. 2007. *The Gendered Nature of Natural Disasters: The Impact of Catastrophic Events on the Gender Gap in Life Expectancy, 1981–2002*. Available at <http://ssrn.com/abstract=874965>.

²⁷ UNISDR, UNDP and IUCN. 2009. *Making Disaster Risk Reduction Gender-Sensitive Policy and Practical Guidelines*. Geneva, UNISDR.

33. These activities include the following.
34. ***Emergency preparedness and contingency planning.*** WFP's emergency preparedness and contingency planning are among its core functions, and facilitate effective responses to disasters that reduce the impact on vulnerable populations. For example, In Haiti, WFP provides assistance to the Government to prepare for disasters through stand-by agreements with partners and the pre-positioning of food, trucks and other life-saving supplies for use in case of disaster. In 2010, these efforts enabled the Government, WFP and its partners to respond quickly to Hurricane Tomas and Haiti's cholera epidemic.

Disaster Risk Reduction in WFP Projects – 2010



Source: Standard Project Reports

DRR = disaster risk reduction.

35. ***Emergency response.*** WFP emergency operations reduce the impact of disasters and help people recover as quickly as possible. Whenever possible, they support activities to reduce the risks of future disasters.
36. ***Food security and vulnerability analysis.*** WFP develops and builds capacity in food security and vulnerability analysis and food security monitoring systems. In more than 25 countries, WFP supports governments in the implementation of food security monitoring systems that track food security, nutrition, market indicators and natural hazards, and provide effective analysis to support disaster preparedness, prevention and response.
37. ***Hazard analysis and early warning.*** WFP supports the development of early warning systems based on its food security and hazard monitoring capacity. WFP has led the development of the IASC humanitarian early warning service (HEWSweb), an inter-agency partnership aimed at establishing a common platform for humanitarian early warning and forecasts of natural hazards. In addition, WFP has launched sub-regional and national early warning systems, including in Central America and Madagascar. WFP's new multi-hazard risk analysis tool combines historical trends of disasters and analyses of environmental degradation to identify the areas that are likely to experience the greatest negative impacts from natural hazards, and overlays this information on to household food security and livelihoods information.
38. ***Building community resilience.*** In 2010, WFP supported more than 22.5 million people in almost 10,000 of the most food-insecure communities in the world, improving access to food and reducing risk through food-for-assets programmes that improve livelihoods by catalysing community-based processes. These programmes included specific efforts to build resilience through activities such as soil and water conservation, the rehabilitation of productive infrastructure, and training in disaster risk management and livelihood

protection for community members. Other programmes, such as Purchase for Progress, also support resilience-building by improving livelihoods. For example In Bangladesh, WFP's Enhancing Resiliency project, implemented with the Government and NGO partners, has assisted 30,000 food-insecure households with raising their homes above flood levels, and has trained 1.3 million women in disaster preparedness since 2001.

39. ***Social protection and productive safety nets.*** Increasingly, safety nets are seen as important tools for managing the risk of natural disasters²⁸ and supporting pro-poor climate change adaptation.²⁹ It is now recognized that safety nets, if correctly implemented, have the potential not only to protect but also significantly to promote the livelihoods of poor people. As food-insecure households are often trapped in low-risk, low-return activities that prevent them from getting out of poverty, providing a predictable safety net can support people as they take risks, seize higher-income livelihood opportunities and enhance resilience to shocks. Safety nets can also help prevent the impact of shocks through efforts to reduce disaster impact or through the provision of insurance.³⁰ For example, in Uganda, in partnership with the Government and FAO, WFP established the Karamoja Productive Assets Programme (KPAP) to provide a productive safety net for food-insecure pastoral and agropastoral households affected by recurrent droughts. KPAP uses food assistance to meet seasonal food needs while building productive assets, such as new rainwater harvesting structures that apply traditional methods to improve water availability for agricultural and livestock production and reduce the impact of drought.
40. ***Innovative risk finance, transfer and insurance for food security.*** WFP supports governments and communities through the development of risk finance, transfer and insurance initiatives directed at reducing the risk of hunger and protecting livelihoods. For example, WFP's Livelihoods Early Assessment and Protection (LEAP) project has helped the Government of Ethiopia to develop an integrated risk management system that supports its food security safety net. The system integrates advanced early warning with contingency planning to trigger a US\$160 million contingent finance pool, provided by the World Bank and other donors for scaling up the Productive Safety Net Programme (PSNP) and protecting livelihoods from drought.
41. ***National capacity development and policy dialogue.*** WFP works with governments to develop capacity in relevant areas of disaster risk reduction and management, including food security vulnerability analysis, emergency preparedness, early warning, contingency planning and emergency logistics, and to support the development of national policies and plans that address the impact of disaster risk on hunger and malnutrition.
42. ***Inter-agency coordination and leadership.*** WFP co-leads the food security cluster with the FAO and leads the logistics cluster and the emergency telecommunications cluster, where it is responsible for providing support to inter-agency contingency planning, preparedness and early warning, and for coordinating emergency response. WFP co-chairs the IASC sub-working group on preparedness, which aims to strengthen and promote inter-agency preparedness, contingency planning and early warning across the humanitarian community. WFP also plays a major role at the country level, providing leadership in disaster risk reduction within United Nations country teams, including in Bangladesh, El Salvador, Ethiopia, Madagascar, Mozambique, the Sudan, Uganda and Zambia.

²⁸ Pelham, L., Clay, E. and Braunholz, T. 2011. *Natural Disasters: What is the Role of Social Safety Nets?* SP Discussion Paper No. 1102. Washington DC World Bank.

²⁹ Newsham, A., Davies, M. and Bene, C. 2011. *Making Social Protection Work for Pro-Poor Disaster Risk Reduction and Climate Change Adaptation. Background paper.* Brighton, UK, Institute of Development Studies.

³⁰ World Bank. 2011. *Building Resilience and Opportunity: The World Bank's Social Protection and Labor Strategy 2012–2022 Concept Note.* Washington DC.

43. *Knowledge leadership on hunger, disaster risk reduction and management, and food assistance.* WFP develops and shares new knowledge on the impact of disasters on hunger and on the effectiveness of different food assistance tools in combating hunger and reducing disaster risk, through evaluations, case studies and the development of guidelines.

PARTNERSHIPS

44. In an increasingly complex and challenging environment, for WFP to contribute to disaster risk reduction efforts cost-efficiently and meaningfully it must ensure effective partnerships with a broad set of actors, including national governments, regional institutions, United Nations agencies, NGOs, other humanitarian and development actors, civil society organizations and the private sector. Recognizing the critical importance of partnerships to the achievement of lasting results that reduce disaster risk and improve food security, WFP has been consistently working to strengthen, expand and develop new partnerships.
45. National governments hold the primary responsibility for disaster risk reduction and are WFP's main partners. WFP works with national governments in every country where it operates to reduce hunger and malnutrition. In nearly all of these countries, this includes efforts to strengthen national government capacity in one or more of the areas where WFP has a comparative advantage in disaster risk reduction, based on local needs and requirements.
46. Throughout the United Nations system, WFP plays an important role in disaster risk reduction, with an emphasis on food assistance, emergency preparedness and vulnerability analysis. In addition to its leading role in the IASC, WFP is an active member of the ISDR system, working closely with the ISDR Secretariat.
47. Working with the other Rome-based United Nations agencies is a priority for WFP. Under the Rome-based partnership on disaster risk management, WFP, FAO and the International Fund for Agricultural Development (IFAD) are exploring ways of jointly promoting better risk assessment and reduction, preparedness and early warning, and response and rehabilitation, focusing on field collaboration in food-insecure countries with high disaster risks. For example, a joint disaster risk management workshop organized by WFP and FAO in late 2010 identified at least nine joint efforts under way across eastern and southern Africa, as well as opportunities for strengthening collaboration in the field. WFP and IFAD's weather risk management facility supports access to innovative risk management mechanisms, such as weather-index insurance, to promote agricultural development, food security and more effective disaster risk management.
48. WFP recently signed Memoranda of Understanding with the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP) and the World Meteorological Organization (WMO). All of these include the objective of enhancing collaboration in relevant areas of disaster risk reduction to address the needs of the most vulnerable and food-insecure populations.
49. Partnerships are also being strengthened at the regional level. In Africa, WFP's regional bureaux are leading efforts to forge collaborative agreements, such as with the Economic Community of West African States and the Intergovernmental Authority on Development, for enhancing food security-related disaster risk reduction and emergency preparedness activities. In the Middle East and North Africa, WFP has been intensifying collaboration with specialized institutions such as the International Centre for Agricultural Research in the Dry Areas. In Latin America, WFP is aligning its disaster risk reduction activities with

the regional programmes implemented by entities such as the Central American Integration System.

50. Strengthening collaboration with NGOs is another priority for WFP. In 2010, WFP collaborated with nearly 2,000 NGOs, almost 90 percent of which were local NGOs or community-based organizations, in 162 projects in 66 countries all around the world. Major NGO partners, such as World Vision International, Save the Children, the Cooperative for Assistance and Relief Everywhere (CARE), provide critical technical capacity and complementary resources to reinforce WFP's efforts.
51. Partner NGOs also contribute innovations in disaster risk reduction. For example, building on a successful model tested in Ethiopia, WFP and Oxfam America have engaged in a joint disaster risk reduction initiative, the R4 Rural Resilience Initiative, which integrates community-based disaster risk reduction, asset-creation programmes, risk transfer – including an innovative insurance-for-work mechanism – and livelihood strengthening, supported by traditional donors and the private sector.
52. At the corporate level, WFP is benefiting from continued dialogue with bilateral partners that provide support to some of WFP's most strategic capacity development and knowledge development initiatives in disaster risk reduction. These initiatives also allow WFP to expand its collaboration through partnerships, such as with the Swiss Agency for Development and Cooperation, PreventionWeb, the Capacity for Disaster Reduction (CADRI), the *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ, German Agency for International Cooperation) the United Kingdom's Met Office, and Columbia University's International Research Institute for Climate and Society in the United States of America.

CONCLUSIONS

53. At the centre of WFP's concern are the poorest, most food- and nutrition-insecure, and most vulnerable people – those normally living in the most marginal and high-risk areas in countries prone to both natural and man-made disasters. Disasters have dramatic impacts on the lives and livelihoods of these vulnerable people, undermining their fragile development gains and condemning them to a continued struggle for subsistence and survival.
54. Reducing the disaster risks faced by these populations is at the heart of WFP's mission and mandate. WFP's disaster risk reduction policy therefore focuses on building resilience by ensuring food security for the most vulnerable people, while reducing their disaster risk and protecting and enhancing their livelihoods.
55. WFP can best achieve its disaster risk reduction objectives by building on its comparative advantages and working closely with governments and partners within the framework of national priorities and plans. Working at the intersection of food insecurity, undernutrition, poverty and disaster risk, WFP can leverage its unique strengths to contribute to meeting the needs of the most vulnerable and food-insecure while supporting efforts to enhance national disaster risk reduction capacities. Initiatives that enable communities to protect livelihoods and help them to build their resilience are central.
56. There are a number of ways in which WFP can seek to maximize the impact and sustainability of its interventions. These includes integrating disaster risk reduction principles at all stages of programme development and implementation, and seizing opportunities for improving food security while reducing disaster risk, protecting livelihoods and building community resilience. When possible, food security objectives should be combined with disaster risk reduction and climate change adaptation objectives,

to maximize opportunities and generate sustainable results. The design of interventions also needs to take into account the scale and time required to achieve impact.

57. WFP must continue to refine its disaster risk reduction toolbox, working to ensure that its programmes are based on the best possible analysis and effectively target the most food-insecure households in ways that reduce exposure to risk and build resilience. Identifying and intensifying activities that deliver multiple benefits is an area of strategic and programming focus that needs to be pursued and consolidated, in close collaboration with WFP's partners.
58. As climate change is altering the patterns of climate hazards, WFP will need to increase its work with partners to reinforce its knowledge base and capacity in the light of "the new normal" in disaster trends.
59. Finally, indicators for measuring the impact and cost-effectiveness of WFP's disaster risk reduction interventions need to be factored into corporate monitoring and evaluation systems. In parallel, collaboration with donors and partners must be intensified, to enhance WFP's ability to attract adequate and timely resources for maximizing the impact of its assistance.

ACRONYMS USED IN THIS DOCUMENT

CADRI	Capacity for Disaster Reduction
CARE	Cooperative for Assistance and Relief Everywhere
DFID	Department for International Development
FAO	Food and Agriculture Organization of the United Nations
GIZ	<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i> (German Agency for International Cooperation)
HEWSweb	Humanitarian Early Warning Service
HFA	Hyogo Framework for Action
IASC	Inter-Agency Standing Committee
IFAD	International Fund for Agricultural Development
ISDR	International Strategy for Disaster Reduction
KPAP	Karamoja Productive Assets Programme
LEAP	Livelihoods Early Assessment and Protection
NGO	non-governmental organization
PSNP	Productive Safety Net Programme
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNISDR	Inter-Agency Secretariat of the International Strategy for Disaster Reduction
WMO	World Meteorological Organization