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CONSOLIDATED FRAMEWORK OF WFP POLICIES

An Updated Version

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

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Note to the Executive Board

This document is submitted 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 the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



INTRODUCTION

1. At its Annual Session in 2002, the Executive 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 Third Regular Session.
2. The updated version of the policy framework provides four additional policies endorsed by the Board since its Annual Session in May 2002. These are the Gender and HIV/AIDS policies approved in October 2002 and February 2003 respectively, as well as a policy on supporting livelihoods in emergencies and one on donations of foods derived from biotechnology, both of which the Board approved at its Annual Session in May 2003. The updated version also includes amendments to the resourcing section to reflect the changes proposed in the document Issues on Financial Policies, endorsed by the Board at its Annual Session in 2003.
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. Allocation of development resources will be guided by establishing potential country levels as a percentage of resources based on indicators of relative need. The indicators of relative need are the extended aggregate household food security index (AHFSI), the under-5 mortality rate, per capita gross national product (GNP) and population size. Country levels will only



be established for those countries qualifying for an annual minimum resource level of US\$1 million.¹

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.²
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.³

Enhancing Programming in the Poorest Countries

Steps that WFP should take to enhance programming in the poorest countries were determined by the Executive 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.⁴ Support for maintenance of projects will be provided on a trial basis, provided that phase-out plans are specified and results closely monitored.⁵

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).⁶

8. WFP will develop CPs of food-assisted activities that integrate food assistance with the priorities and activities of individual countries, other United Nations agencies and donors. CPs will be based on Country Strategy Outlines (CSOs), which analyse food insecurity and identify the types of activities most appropriate for WFP support taking into account government priorities, policies and capacities.⁷
9. The CP will cover periods of not more than five years and include a programme of basic activities and supplementary activities if additional funds become available for the entire development-emergency continuum. It will propose a level of resources to be disbursed over the programme period for both kinds of activity. Approval of the CP does not constitute a binding commitment of resources for the entire programme period, however

¹ [CFA/38/P/7](#) (December 1994).

² [CFA/34/13](#) (November 1992).

³ [CFA/38/P/7](#) (December 1994).

⁴ [WFP/EB.3/97/3-A](#) (October 1997).

⁵ Summary of EB discussion, [WFP/EB.3/97/11](#) (October 1997).

⁶ 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).

⁷ [CFA/38/P/6](#) (December 1994).



actual allocations will be made on an annual basis. Proposed development activities will meet the criteria for project approval set forth in [CFA38/P/10](#),⁸ including government capacity to meet commitments.⁹

10. The Executive Director will seek the advice of the Board on CSOs and its approval for CPs. Board approval of the CP constitutes a delegation to the Executive Director to approve projects and activities within that CP and to reallocate resources among CP activities up to 10 percent of their cost estimates and subject to available resources.¹⁰ The Board will continue to review and approve individual projects in cases where there is no approved CP.¹¹

Programming Principles

The overall framework for WFP's policies in development is captured in the Enabling Development policy, which was endorsed by the Executive 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 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

⁸ The list, approved in December 1994, is consistent with the subsequent Enabling Development policy laid out in [WFP/EB.A/99/4-A](#) (May 1999).

⁹ [CFA/38/P/6](#) (December 1994).

¹⁰ [General Regulations](#).

¹¹ [CFA 40/8](#), (November 1995).

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).



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 expectant and nursing mothers 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

- 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 Protracted Relief and Recovery Operations (PRROs). These activities will be targeted to populations in disaster-prone areas whose coping strategies are insufficient to meet

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).

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).



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

EMERGENCIES

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

(Mission Statement)

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 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.

13. 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.
14. 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

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).



unusually large numbers of malnourished children resulting from a decline in food availability at household level.

15. 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.²⁶
16. 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.²⁷
17. WFP will not judge a country's capacity to respond to an emergency solely on the basis of its GNP.²⁸
18. 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.²⁹

Programming Principles

Building on the United Nations Charter and United Nations General Assembly (UNGA) 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, the report of the CFA at its twenty-first session in May–June 1986 and its thirty-seventh session in May 1994.

19. 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.³⁰
20. 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.³¹
21. 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.³² Assessments should seek to distinguish clearly between structural and

²⁶ As recommended in [CFA 21/10 add.1](#), May/June 1986 and approved in [CFA 21/24](#) (May/June 1986).

²⁷ [General Regulations, art. IX](#).

²⁸ [CFA 21/24](#) (May/June 1986).

²⁹ [IGC 5/17](#) (July 1964).

³⁰ [Mission Statement](#).

³¹ [Mission Statement](#).

³² [EB.A/98/4-A](#) (May 1998).



exceptional deficits at national and local level; WFP's emergency food aid should not normally be applied to structural food shortages.³³

22. 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.³⁴ WFP must meet the immediate food needs of the hungry poor, but will work with them in ways that respect human dignity and promote people's self-reliance.³⁵
23. 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.³⁶

Food Aid and Livelihoods in Emergencies

The Executive Board approved the following policy after reviewing a paper entitled Food Aid and Livelihoods in Emergencies: Strategies for WFP³⁷ at its Annual Session in 2003.

24. 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

³³ [CFA 21/24](#) (May/June 1986).

³⁴ [CFA 21/24](#) (May/June 1986).

³⁵ [CFA/37/P/7](#) (May 1994).

³⁶ [CFA 12/22](#) and [CFA 13/20](#) (October 1981).

³⁷ [WFP/EB.A/2003/5-A](#) (May 2003).



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 Executive Board at its Annual Session in 1998,³⁸ building on elements articulated previously, for example in WFP's Mission Statement and Executive 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.

25. 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.³⁹
26. 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-child health (MCH) structures as a safety net,⁴⁰ agriculture and livestock interventions, including livestock feeding when animal production constitutes the main source of income for an affected population,⁴¹ 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.⁴²
27. 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 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

³⁸ [WFP/EB.A/98/4-A](#) (May 1998).

³⁹ [CFA/37/P/7](#) (May 1994).

⁴⁰ [WFP/EB.3/97/3-B](#) (October 1997).

⁴¹ [CFA 17/21](#) (May/June 1984).

⁴² [WFP/EB.A/98/4-A](#) (May 1998).



will begin introducing recovery approaches and activities, even prior to the formulation of a recovery strategy.⁴³

28. At 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.⁴⁴
29. 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 United Nations Development Assistance Framework (UNDAF) processes, seizing appropriate opportunities to strengthen local capacities.⁴⁵

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 land mines. These issues were addressed by the Executive Board at the 1998 annual session review of From Crisis to Recovery.⁴⁶ The Executive Board considered policies related to displaced people most recently in 2001⁴⁷ but reached no decisions pending resolution of outstanding issues in the Economic and Social Council (ECOSOC) and UNGA.

30. 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).⁴⁸
31. 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.⁴⁹
32. 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.⁵⁰
33. 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

⁴³ [WFP/EB.A/98/4-A](#) (May 1998).

⁴⁴ [CFA 37/P/7](#) (May 1994).

⁴⁵ [WFP/EB.A/98/10](#) (May 1998).

⁴⁶ [WFP/EB.A/98/4-A](#) (May 1998).

⁴⁷ [WFP/EB.A/2001/4-C](#) (May 2001).

⁴⁸ [CFA 21/11](#) (April 1986).

⁴⁹ [CFA 21/24](#) (May/June 1986).

⁵⁰ [WFP/EB.A/98/11](#) (May 1998).



programmes in selected cases where food is a suitable element within the context of an integrated demobilization programme.⁵¹

CROSS CUTTING

Donations of Foods Derived from Biotechnology

During its Annual Session in 2003, the Executive Board, taking note that the Directors-General of the World Trade Organization, the Food and Agriculture Organization and the World Health Organization had been consulted, approved the policy on donations of foods derived from biotechnology,⁵² stressing WFP's compliance with international trade standards and, where these are absent, with national import policies.

34. 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 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.
35. 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.
36. 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/AIDS⁵³ was approved by the Executive Board at its First Regular Session in 2003.

37. The Executive Board agreed that WFP's response to HIV/AIDS would consist of the following:
 - a) WFP will incorporate HIV/AIDS concerns in all of its programming categories — country programmes, protracted relief and recovery operations (PRROs) and emergency operations (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

⁵¹ [WFP/EB.A/98/11](#) (May 1998).

⁵² [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).

⁵³ [WFP/EB.1/2003/4-B](#) (February 2003).



multi-sectoral approach and will be aligned with national government strategies on HIV/AIDS.

- b) WFP will work with local and international partners, non-governmental organizations (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 UNAIDS co-sponsors and the UNAIDS Secretariat in this regard.
- c) 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.
- d) 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 Executive Board endorsed the WFP Gender Policy put forward in the document Gender Policy (2003–2007): Enhanced Commitments to Women to Ensure Food Security.⁵⁴ On many previous occasions, the Executive 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 1998⁵⁵ and in its review of the implementation of WFP's Commitments to Women at the Annual Session in 1999.⁵⁶

- 38. 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.
- 39. For the period 2003–2007, WFP will continue to strive for gender mainstreaming in accordance with the 1997 Economic and Social Council of the United Nations (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 expectant and nursing mothers and raise their health and nutrition awareness.
 - ii) Expand activities that enable girls to attend school.
 - 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.

⁵⁴ [WFP/EB.3/2002/4-A](#) (October 2002).

⁵⁵ [WFP/EB.2/98/9](#) (May 1998).

⁵⁶ [WFP/EB.A/99/4-B](#) (May 1999).



- 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.

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.

40. 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 experiences and those of others.⁵⁷ While urban food insecurity is a growing problem requiring greater attention, the majority of WFP's interventions will continue to be in rural areas.⁵⁸

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.

41. WFP will adopt a zero-tolerance policy for sexual exploitation and other forms of abuse of power perpetrated by staff and partners against beneficiaries.⁵⁹ 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.

Partnership with NGOs

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

42. 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 incurring additional costs. WFP will adopt an NGO partnership framework that defines the

⁵⁷ [WFP/EB.A/2002/10](#) (May 2002).

⁵⁸ [WFP/EB.A/2002/5-B](#) (May 2002).

⁵⁹ [WFP/EB.A/2002/10](#) (May 2002).



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.⁶⁰

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.⁶¹

43. 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.⁶² 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.⁶³ 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.⁶⁴

Environmental Impact

The Executive Board established policies addressing the importance of incorporating environmental concerns in the design and implementation of WFP programmes during its third regular session of 1998.

44. WFP, in collaboration with other agencies, 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 possible the purchase, use and application of potentially hazardous substances and reviewing the potential environmental impact of high-risk activities such as infrastructure

⁶⁰ [WFP/EB.A/2001/4-B](#), [WFP/EB.A/2001/10](#).

⁶¹ [WFP/EB.A/98/4-A](#), [WFP/EB.A/99/4-A](#) and [WFP/EB.3/2000/3-D](#).

⁶² [Mission Statement](#), [WFP/EB.3/2000/3-D](#) (October 2000).

⁶³ [WFP/EB.3/2000/3-D](#) (October 2000).

⁶⁴ [WFP/EB.3/2000/14](#) (October 2000).



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.⁶⁵

Supporting National Food Assistance Programmes

The role that WFP will play in helping nations to establish and manage their own food assistance programmes is included in the Mission Statement and addressed more specifically in Executive Board discussions during the second regular session in 1997.

45. WFP, in partnership with other agencies, will provide support to countries in establishing and managing their own food assistance programmes by promoting sharing of experience and expertise, for example through training workshops and development of a catalogue of institutions with relevant expertise, and on request, providing or arranging for advisory services on all aspects of national food assistance programmes.⁶⁶ WFP will propose budget allocations to support this work, which should be demand-driven and within the limits of WFP's financial capacities.⁶⁷ Supporting national food assistance as part of plans to phase out country activities may include advisory support for a transition period through small offices staffed with national officers.⁶⁸

Monetization

Policies governing the monetization of food commodities were considered most recently by the Executive Board at its annual session in 1997.

46. WFP will take a restricted approach to monetization,⁶⁹ resorting to open-market monetization only in exceptional situations where the Board has agreed that it is the best course. Possible exceptions include:
- 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 policies (R<F).⁷⁰

⁶⁵ [WFP/EB.3/1998/3](#), [WFP/EB.3/98/14](#).

⁶⁶ [Mission Statement](#) and [WFP/EB.2/97/3-A](#) (March 1997).

⁶⁷ [WFP/EB.2/97/13](#) (March 1997).

⁶⁸ [WFP/EB.2/97/3-A](#) (March 1997).

⁶⁹ Monetization refers to the sale of food commodities.

⁷⁰ [WFP/EB.A/97/5-A](#) and [WFP/EB.3/98/4-D](#).



47. WFP may continue to use closed-circuit monetization⁷¹ 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.⁷²
48. 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.⁷³
49. 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 the Food and Agriculture Organization of the United Nations (FAO).⁷⁴

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 Executive Board members during board meetings.

50. 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 the International Fund for Agricultural Development (IFAD), especially in using food aid to build household food security.⁷⁵

⁷¹ Closed market monetization refers to the sale of WFP commodities, usually at subsidized prices, to closed groups of designated beneficiaries outside normal commercial markets.

⁷² [WFP/EB.A/97/5-A](#) and [WFP/EB.A/97/10](#).

⁷³ [WFP/EB.A/97/5-A](#) and [WFP/EB.A/97/10](#).

⁷⁴ [WFP/EB.A/97/5-A](#) and [WFP/EB.A/97/10](#).

⁷⁵ [Mission Statement](#).



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 fortieth session of the CFA in November 1995, following discussion of a report of the Formal Working Group on Options for WFP's Resource and Long-term Financing (R<F) policies, a subsequent review and revision of R<F policies accepted by the Executive Board at its First Regular Session in 1999, and a further review of these policies entitled "Issues on Financial Policies", endorsed by the Board in its Annual Session of 2003.⁷⁶ 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.

Full Cost Recovery

51. WFP will accept contributions from traditional donors⁷⁷ 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, direct support costs and the established indirect support cost rate associated with their contribution.⁷⁸
52. WFP may accept contributions of commodities or services from non-traditional donors⁷⁹ 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 the Programme. 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.⁸⁰

Funding Windows

53. WFP will characterize contributions to its programmes as multilateral, directed multilateral or bilateral.⁸¹

⁷⁶ [WFP/EB.A/2003/6-A/1](#).

⁷⁷ 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.

⁷⁸ [WFP/EB.1/99/4-A](#) (1999).

⁷⁹ Non-traditional donors are those not defined by the Executive Board as traditional donors; thus include countries in transition, IDA-eligible developing countries, private corporations, public or private foundations, NGOs and individuals.

⁸⁰ [WFP/EB.1/99/4-A](#) (1999).

⁸¹ 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.



- 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 Executive 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.⁸² Multilateral contributions can be made as general contributions to the Programme, as contributions to the Immediate Response Account (IRA), as contributions to specific programme categories and as contributions towards regional or multi-country appeals.⁸³ 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.⁸⁴
- 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 reports (narrative and financial) and the donor provides for full-cost recovery.⁸⁵
- 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.⁸⁶

Programme Categories

54. 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) Emergency operation (EMOP) programme category. This includes food assistance programmes to meet emergency needs and incorporates the International Emergency Food Reserve (IEFR).
- c) Protracted relief and recovery operation (PRRO) programme category. This includes food assistance programmes to meet protracted relief and recovery needs.
- d) Special operation (SO) programme category. This includes activities to rehabilitate and enhance transport infrastructure, in extraordinary circumstances, to permit rapid and efficient delivery of food assistance to meet emergency and protracted relief needs.⁸⁷

⁸² [WFP/EB.3/2000/13](#).

⁸³ [General Regulations](#).

⁸⁴ [WFP/EB.3/2000/3-B](#), *A resource mobilization strategy for the World Food Programme*, (September 2000).

⁸⁵ [CFA 40/5](#) (October 1995).

⁸⁶ [CFA 40/5](#) (October 1995) and [WFP/EB.1/99/4-A](#) (1999).

⁸⁷ [General Regulations](#), [General Rule II.2](#).



Cost Categories

55. WFP will categorize costs as direct operational costs (DOC), direct support costs (DSC) and indirect support costs (ISC).
- a) **DOC.** The costs of commodities, ocean transportation and related costs, landside transportation, 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.⁸⁸
 - 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 and as outlined in the General Regulations.⁸⁹
 - c) **ISC.** The costs incurred in staffing and operating the 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 administration (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 Executive Board. The single ISC rate is fixed for a biennium, but may be revised on an annual basis if necessary.⁹⁰ 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.

56. 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\$35 million.⁹¹ As a revolving fund, IRA will provide the funds to meet the initial needs of an emergency operation and will be reimbursed from donor contributions for that emergency operation. As a replenishable fund, where expenditures for an emergency operation are not reimbursed through donor contributions, WFP will seek replenishment from donors on an annual basis to restore the level to its target.
57. In exceptional cases when ongoing EMOPs or PRROs become like new emergency operations, WFP may use IRA to meet immediate increased food requirements, logistics and other non-food costs, reporting such uses of the IRA to the Board annually.⁹²

⁸⁸ [WFP/EB.1/99/4-A](#) (1999).

⁸⁹ [WFP/EB.1/99/4-A](#) (1999).

⁹⁰ [WFP/EB.1/99/4-A](#) (1999).

⁹¹ [CFA 40/5](#) (October 1995).

⁹² [WFP/EB.1/99/4-A](#) (1999).



58. WFP will distinguish contributions for food and food-related costs from contributions for non-food related costs to facilitate reporting on the use of IRA to the Food Aid Committee of the International Grains Council.⁹³
59. With donor agreement, WFP may replenish IRA with unspent balances of contributions to EMOPs and PRROs,⁹⁴ insurance recoveries from the WFP insurance fund and insurers and the interest earned on contributions through the bilateral window.⁹⁵

Resource Mobilization Strategy

This strategy is elaborated in a document presented to the Executive Board at its third session in 2000.

60. 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.⁹⁶

⁹³ [CFA 40/5](#) (October 1995).

⁹⁴ [WFP/EB.1/99/4-A](#) (1999).

⁹⁵ [CFA 40/5](#) (October 1995).

⁹⁶ [WFP/EB.3/2000/3-B](#) (September 2000) and [WFP/EB.3/2000/14](#) (February 2001).



ACRONYMS USED IN THE DOCUMENT

CFA	Committee on Food Aid Policies and Programmes
CP	Country Programme
CSO	Country Strategy Outline
DOC	Direct operational costs
DSC	Direct support costs
EMOP	Emergency relief programme category
FAO	Food and Agriculture Organization of the United Nations
GNP	Gross national product
IRA	Immediate response account
ISC	Indirect support costs
LDC	Least developed country
LIFDC	Low-income, food-deficit country
NGO	Non-governmental organization
PRRO	Protracted relief and recovery operations
R<F	Resource and long-term financing policy
UNGA	United Nations General Assembly

