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SUMMARY OF EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE— EMERGENCY OPERATIONS IN EAST TIMOR

This document should be read in conjunction with the document "Summary Report of the Evaluation of Emergency Operations in East Timor" (WFP/EB.3/2001/6/5).

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RECOMMENDATION (MARCH 2001)	ACTION OFFICE/UNIT	MANAGEMENT RESPONSE AND ACTION TAKEN (AUGUST 2001)
1. WFP should strengthen its capacity at the regional level to undertake contingency assessment and planning.	Regional bureau (ODB)	The new decentralized Asia Regional Bureau in Bangkok (ODB) has a full-time staff member focusing on contingency planning and emergency preparedness. This staff member has already visited both East Timor and Indonesia in the first half of 2001.
2. The need for better follow-up of returnees and the possible need for a differential approach based on vulnerability should be taken up with UNHCR urgently.	Country office	Any support provided after resettlement may create tensions between the benefiting returnees and the rest of the community. However, so as to cover the needs of the returnees far beyond the transit period, the decision was made, in April 2001, to increase the returnee ration (5 kg rice) by 5 kg (total 10 kg rice). WFP and UNHCR have recently agreed that a gallon of oil be provided to every returning family as part of the returnee package.
3. WFP should establish a mechanism for rapidly reducing commodity call-forwards and emergency operation (EMOP) allocations in the event of an overestimation of food needs. This requires working with donors to establish procedures for rescheduling or cancelling arrivals and diverting shipments between operations.	ODP in consultation with OHA, REE/REA and OTS	The country office has the primary responsibility for pipeline management and must inform the regional bureau and relevant Headquarters units (particularly ODP and OTS) in time when there is a need to reduce or delay shipments of food. Diversions of shipments on the high seas may sometimes prove difficult, due to contractual arrangements with the charterers, particularly when the charter is not arranged by WFP but by the donor. In other situations, quick responses have been made in cases where overordering or congestion has occurred to divert vessels.
4. Where port facilities (including berthing, storage and transport) are a major constraint, WFP's Transport Division should liaise regularly with the country office and donors to space shipments appropriately and thus avoid bunching.	OTS in consultation with OTL, REA/REE	This recommendation is linked to (3) above. A large maize shipment on a donor-chartered vessel arrived earlier than anticipated and had to be transhipped in smaller lots from a neighbouring port, as Dili port was too small (in draught terms) to handle the larger mother vessel. The recommendation is noted for future operations in countries with limited port facilities.
5. Where the climatic conditions are harsh and there is a lack of fumigation facilities, no more commodities should be called forward than can be used before deterioration becomes a risk.	ODP in consultation with OTS, REA/REE and concerned regional bureaux and country offices	An initial overestimation of food requirements (the reasons for which are explained in the evaluation summary report) led to an over-supply of cereals during the post-crisis phase of the operation, as new shipments began to arrive to supplement the in-country rice stocks that were available at the beginning of the operation. It was only as needs were more realistically reassessed that the cereal supply situation could be better planned and managed. Realistic needs assessment and shipment call-forwards are closely linked.
6. The country office should call in a phyto-sanitary expert to	Country office	There is no phyto-sanitary expert in East Timor who can certify that food is

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inspect, evaluate and report on WFP's food stocks in East Timor, and provide appropriate training if required. The remaining nutritional value of cereals that require further fumigation should be demonstrated before distributions of those cereals proceed.		unfit for human consumption, without extensive laboratory analysis. A thorough visual inspection of all warehouses was conducted in April (see below). Unfit commodities were quantified: 70 mt against 21,000 mt received. Although such losses occurred during the period covered by the evaluation mission (1999–2000), they were not reported in 2000. They will therefore be reflected in the next reporting period's post-cost, insurance, freight (c.i.f.) losses.
7. The country office should establish a clear procedure for examining stocks, responding to reports of infestation, declaring stocks fit or unfit for human consumption and disposing of unfit stocks.	Country office	All commodities identified as post-c.i.f. losses were inspected and qualified as unfit for human consumption by three WFP staff (Senior Emergency Coordinator, Logistics Officer and Warehouse Manager) and a third party from the United Nations Transitional Authority in East Timor (UNTAET) Health Services. These were donated to religious institutions for animal feeding. The recipients signed an unfit commodity disclaimer form. The year 2000 losses were mainly a result of the arrival of commodities at the same time. Thanks to better pipeline and store management, the country office has improved the situation that had led to commodity damage.
8. WFP should consider instituting a two-step process for providing initial estimates of food needs. This could involve specifying the amount that is needed immediately and confirming or revising the overall estimate within, say, one month.	OHA in consultation with regional bureaux and country offices	OHA is reviewing the EMOP preparation and approval process and hopes to help establish a quicker EMOP approval process. This would allow for a speedy initial assessment and EMOP, followed by a revised document after a thorough assessment.
9. Country offices should document their responses to the forecasts, analyses and recommendations of joint FAO/WFP assessments.	OHA in consultation with regional bureaux and country offices	Country office input should be incorporated in the FAO/WFP assessment report. When this is not adequately done, the country offices should record their position.
10. Food security and vulnerability should be reassessed at least biannually in the first year of an EMOP to improve geographic and/or other means of targeting and test the efficacy of programming.	OHA in consultation with regional bureaux and country offices	OHA would encourage assessments as frequently as needed in new EMOPs. It hopes to support the country offices and regional bureaux in developing capacity for this. However, this will depend on funding.
11. WFP should not continue to apply general categories of vulnerability to targeted distributions in an EMOP without testing the underlying assumptions, including a community's presumed inability to assist the groups	OHA in consultation with regional bureaux and country offices	General categories of vulnerability should be specified to the degree possible in individual situations. Improved analytical capacity depends on having experienced staff in place on time, preferably as soon after the start of a new emergency operation as possible.





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concerned itself.		
12. Future programmes should rely on more location- and time- specific assessments of vulnerability to concentrate assistance seasonally and geographically.	OHA in consultation with regional bureaux and country offices	Agreed. The response is linked to the issues mentioned under recommendations 10 and 11.
13. Where food for work (FFW) is used in an EMOP, the activities should be targeted to the most food insecure areas and/or population groups, with clear criteria and implementation mechanisms.	OHA, OD/VAM	The primary role of FFW in EMOPs should be to address needs of food-insecure areas and people. It should have clear criteria and implementation mechanisms, applicable for specific emergency situations.
14. At the outset of an EMOP, WFP should take steps to ensure that the intended beneficiaries are informed of the rationale for the operation and how it will be implemented, including details of eligibility criteria, distribution mechanisms, intended ration sizes, distribution schedules, probable duration of assistance, etc. This will normally require the posting of public notices (incorporating pictograms to convey the message to the illiterate).	OHA in consultation with regional bureaux and country offices	Informing beneficiaries on its programme better should be WFP's objective. This can be achieved with written materials and increased interaction with beneficiary representatives/committees.
15. From the commencement of an EMOP, country offices should have experienced monitoring staff. Ideally they should form an independent monitoring and evaluation unit, in close coordination with a vulnerability analysis and mapping (VAM) unit or focal point.	HRP in consultation with country offices	The recommendation is noted. The profiles of staff sent to new emergency operations will be checked to ensure that some of the staff have sufficient monitoring experience to establish baseline data/indicators and follow up on them.
16. Management should better formulate priority information needs, and the data collected should be systematically aggregated and analysed at the country office level.	OHA in consultation with regional bureaux and country offices	WFP is corporately reviewing its information needs and mechanisms. It is hoped that this will enhance the country office information collection and reporting process. Country office managers will need to ensure that the process is implemented.
17. Implementing partners should be expected to conduct post-distribution checks by randomly selecting a sample of final distribution points (FDPs) each month.	Country office	Following the phase-out of vulnerable group feeding, WFP's largest project in East Timor, in April 2001, the Programme ended its relationship with all implementing partners and is now running the programme by itself. WFP now ensures systematic distribution and post-distribution monitoring for all project activities.
18. As provided for in the guidelines issued by the Director of the Transport Division on 15 December 1999, the current implementing partner landside transport, storage and	Country office	This recommendation may have been relevant in the earlier phase of the East Timor operation. However, as WFP no longer has implementing partners in East Timor, there is no need to revise the LTSH costs. Analysis



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handling (LTSH) costs should be reviewed to: (i) take fully into account the costs of distributions; and (ii) consider the eligibility of implementing partner targeting and monitoring costs under WFP other direct operational costs (ODOC).		of the performance of one of WFP's implementing partners revealed that, in some instances, the partner had not fulfilled its agreed obligations. LTSH payments were revised downwards for this partner.
19. WFP should, as a matter of course, institute complaints procedures for EMOPs.	OHA	Complaints procedures for WFP operations do exist.
20. The country office should apply more rigour to prospective FFW projects, including problem analysis.	Country office	The country office has introduced work norms based on international standards, applies economies of scale and requires a minimum tonnage (3 mt) for project approval. New FFW activities are only implemented in areas identified by the VAM officer as the most vulnerable. Particular attention is given to the medium- and long-term impacts of the project, sustainability, technical expertise provided by third parties and participants' profiles.
21. WFP should be careful in using the term <i>dependency</i> ; a short document should be prepared as guidance, analysing how dependency may or may not arise in food relief operations.	OHA	The term should be used carefully. OHA will look into the possibility of providing guidance on how dependency may arise in relief operations.
22. WFP needs to place greater emphasis on the participation of affected populations and their representatives in decision-making, including women. The Programme should insist on the establishment of local distribution committees, taking into account gender, age, ethnicity and socio-economic status to ensure fair representation. WFP needs to provide practical guidance and training to its staff to ensure their support in implementing its policies concerning participation.	OHA in consultation with HR and regional bureaux	Participation of beneficiaries needs to be improved and local relief committees are one of the best options. However, the committees must be genuine and represent all groups fairly. This is being ensured through the current emergency response roster and needs assessment training.
23. The country office should continue to take steps to ensure that gender-disaggregated data are collected. Once collected, the data should be regularly analysed to assist management in honouring WFP's Commitments to Women.	Country office	The country office continues to record and report gender-disaggregated beneficiary figures for all projects. Since April 2001, several new projects have been aimed specifically at honouring WFP's Commitments to Women. Such projects include (but are not limited to): supplementary feeding for expectant and nursing mothers (commitment I), food-for-training activities, such as literacy and numeracy classes and training in income-generating skills, and assistance to girls' boarding schools and orphanages (commitment III).



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24. WFP should take steps to work much more closely with the nascent Government of East Timor at the national and district levels, in assessment, planning and monitoring.	Country office	<p>The school feeding programme launched in February 2001 was developed in consultation with East Timor Transitional Administration (ETTA). Selection/targeting of schools was carried out by ETТА..</p> <p>The country office's exit strategy was discussed at length and fully endorsed by all concerned, including the transitional administration in East Timor.</p> <p>As part of its exit strategy, and so as to enable the Government to cope with future disasters at the district and national levels, the country office will be building capacity in the National Disaster Management Office (part of ETТА). This capacity-building exercise is based on a Memorandum of Understanding signed by government and WFP representatives.</p>
25. WFP human resources policies need to facilitate the establishment and retention of fully qualified teams for EMOPs.	HRP	Recommendation noted. HR is reviewing its policies with regard to deployment of staff for new emergencies, so as to try to improve retention of fully qualified and balanced teams, with a good skills mix.
26. EMOPs should be formulated more rigorously. They should include a problem analysis, objectives and subordinate outputs, and a statement of key planning assumptions. WFP should develop a means of applying these design disciplines in an emergency setting.	OHA in consultation with regional bureaux	The EMOP format is currently being reviewed, and results-based management principles are being incorporated into the EMOP design and preparation process.
27. Key EMOP documents should be regularly updated to serve as a reference for implementation, monitoring, review and evaluation.	OHA in consultation with regional bureaux and country offices	This issue is being reviewed. An option might be more static EMOP documents (with budget revisions) and more dynamic operational plans, which would be the basis for EMOP changes.
28. Staff should not be assigned to the field without job descriptions and operational manuals. An experienced officer should be assigned at the outset to guide and support staff in the sub-offices.	HRP in consultation with regional bureaux	Operational manuals on a variety of topics are now available electronically, in the form of CD-ROM diskettes. While generic job descriptions may be available for some posts, the country office for any new EMOP will need to develop specific job descriptions, hopefully with the assistance of an experienced in-country Personnel Officer. Such an experienced, long-term Personnel Officer was not available at the start of the East Timor operation (only a short-term Personnel Officer on a one-month travel duty assignment) and this posed problems for the senior manager of the operation.
29. Where WFP operates on both sides of a border, and problems are enmeshed, the regional bureau should oversee the two halves of the operation and consider	Regional Office (ODB)	Coordination between WFP's country offices in Jakarta and Dili is now undertaken by the regional bureau. This coordination is pursued at the level of Regional Director and Deputy Regional Director with the two Country



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appointing a coordinator.		Directors of Indonesia and East Timor.