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Policy issues

For approval

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Emergency preparedness policy

Strengthening WFP emergency preparedness for effective response

Executive summary

This policy provides the framework for WFP's adjustment to an increasingly complex operational context, which requires an enhanced organizational attention to preparedness. It reinforces WFP's approach to treating each emergency context and response as unique and emphasizes the need for the organization to have an array of tools to ensure a higher level of success at two levels, preparedness and response.

The organizational framework provided through the policy provides the coherence and consistency needed for WFP to make investments in strengthening its human resources, systems and tools and relationships with national governments and partners.

The policy is grounded on core principles, particularly the need to reinforce national ownership and responsibility for preparedness, with support from WFP when requested as well as within the organization. Humanitarian principles will continue to be embedded as a guiding force in all WFP actions.

Internally the policy will be rolled out through implementation of an emergency preparedness and response package that establishes a baseline of preparedness actions. These actions will be facilitated by the preparedness tools currently available in WFP. The country strategic plans provide the strategic tool for linking preparedness actions within WFP to government plans and priorities.

WFP will measure results, focusing on the policy's main objective, to enable WFP to respond to emergencies in an efficient, effective and timely manner.

Draft decision*

The Executive Board approves the "Emergency preparedness policy: Strengthening WFP emergency preparedness for effective response" (WFP/EB.2/2017/4-B/Rev.1).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

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Introduction

**“Preparedness, when properly pursued, is a way of life,
not a sudden, spectacular programme.”¹**

1. Worldwide, the situations necessitating emergency response have become increasingly complex. Emergencies have evolved from short-lived events driven by single factors to situations fuelled by protracted conflict, economic crisis, natural hazards and outbreaks of disease, often occurring simultaneously. WFP must adapt to this shifting global reality and ensure that its human resources, systems and tools are adequately prepared. A consistent and coherent multi-year organizational approach to such a significant degree of complexity is required. The policy is intended to provide the framework across the organization for consistency and coherence.
2. The entry point for promoting preparedness is identifying and managing risk. The human resources, systems and tools of the organization must therefore identify and manage risk in real time while supporting national and local entities in doing the same. Understanding and managing risk are essential to WFP’s success in delivering on its responsibilities, including through investments in preparedness. WFP will continue to pursue a “no regrets”² approach to emergency preparedness, deploying and leveraging its deep field presence, extensive network and global reach to ensure that lives are saved.
3. WFP is committed to supporting collective action and results by meeting needs and managing risks based on its proven strengths. WFP continues to work in collaboration with other actors on improving and contributing to joint needs assessments and a common understanding of data and prioritization. The organization aims to engage further in joint planning and programming, based on jointly defined risk scenarios.
4. As stated in the annual performance report for 2005, “[i]n 2005, WFP determined that it should be able to respond to four major emergencies at one time, and that emergency preparedness [should] be augmented, including arrangements and procedures in anticipation of an emergency to ensure rapid, appropriate and effective response when needed.”³ In 2017, the urgent demands on WFP far surpass these commitments: the organization is currently responding to five Level 3 corporate emergencies and six Level 2 regional emergencies.

¹ Spencer W. Kimball (1895–1985), business leader.

² In a “no regrets” approach, cost-efficient measures are taken to mitigate an expected threat before the threat occurs. The rationale for doing so is that even if the actual threat is less severe than expected, the measures will have yielded other valuable benefits.

³ WFP/EB.A/2006/4.

Policy objectives

5. With the overall objective of enabling WFP to respond to emergencies in an efficient, effective and timely manner,⁴ the emergency preparedness policy has three primary objectives. First, it serves as a framework for emergency preparedness in all of WFP's work and at all levels. Second, it informs WFP's work with national and local governments, regional bodies and local communities, at their request and driven by their priorities. Third, it consolidates and expands mutually beneficial partnerships, including with international and national civil society entities and the private sector, to reduce the need for operational inputs from WFP and other actors. WFP builds on the definition of preparedness endorsed by its Member States (see box)⁵ to include preparedness actions carried out in various contexts, including conflicts, natural hazards, outbreaks and economic crises.

Recommendation of the open-ended intergovernmental expert working group on terminology relating to disaster risk reduction with regard to preparedness (A/71/644, sect V)

“The knowledge and capacities developed by governments, response and recovery organizations, communities and individuals to effectively anticipate, respond to and recover from the impacts of likely, imminent or current disasters.

Annotation: Preparedness action is carried out within the context of disaster risk management and aims to build the capacities needed to efficiently manage all types of emergencies and achieve orderly transitions from response to sustained recovery.

Preparedness is based on a sound analysis of disaster risks and good linkages with early warning systems, and includes such activities as contingency planning, the stockpiling of equipment and supplies, the development of arrangements for coordination, evacuation and public information, and associated training and field exercises. These must be supported by formal institutional, legal and budgetary capacities. The related term “readiness” describes the ability to quickly and appropriately respond when required.

A preparedness plan establishes arrangements in advance to enable timely, effective and appropriate responses to specific potential hazardous events or emerging disaster situations that might threaten society or the environment.”

Principles

6. The WFP emergency preparedness policy is grounded in six overarching principles:
- *National leadership.* “...national and local governments have the primary responsibility for preparedness actions and should be supported by the international community.”⁶
 - *Humanitarian principles.* WFP's preparedness actions must be consistent with the humanitarian principles of humanity, neutrality, impartiality and operational independence.⁷
 - *Accountability to affected populations, including in providing sustainable and gender-transformative food assistance.* In its preparedness actions, WFP must be accountable to the women, men, boys and girls whom it assists and must involve them in the decisions that affect their lives.
 - *Context specificity.* WFP's preparedness is informed by analysis of the specific risks, capacities and requirements of regions and countries, and its preparedness actions should be adapted to a given context.

⁴ This is in line with WFP's concept of value for money.

⁵ Based on the the report of the open-ended intergovernmental expert working group on indicators and terminology (A/71/644), endorsed by by the General Assembly in its resolution 71/276 of 2 February 2017 (A/RES/71/276).

⁶ Inter-Agency Standing Committee. 2013. *Common Framework for Preparedness*. Available at https://interagencystandingcommittee.org/system/files/common_framework_for_preparedness.pdf.

⁷ The titles and reference numbers of the WFP documents mentioned in this policy are listed in Annex I.

- *Partnership.* WFP is committed to working with partners to build on complementary strengths, including but not limited to joint assessments, and create greater value to achieve a common objective.⁸
- *Innovation.* Driven by operational requirements, WFP will continue innovating to enhance its preparedness and the effectiveness of its responses.

Policy rationale

Global architecture

7. Global commitments shape WFP's emergency preparedness contribution to emergencies. These commitments recognize the inherent risk in current operational contexts and the need to shift from reactive crisis management to anticipating, preparing for and responding to emergencies. Key to the commitments is ensuring that no one is left behind. These global commitments contribute to the Sustainable Development Goals⁹ and include:
 - commitments made by global leaders to the 2030 Agenda for Sustainable Development, the Addis Ababa Action Agenda, the Sendai Framework for Disaster Risk Reduction and deliberations at the World Humanitarian Summit, which stress the importance of enhanced roles for governments and other national and local actors in financing development initiatives and humanitarian preparedness, response and recovery and highlight the concept of reinforcing rather than replacing national and local systems;¹⁰ and
 - the 2015 Paris Agreement on climate change,¹¹ which recognizes that climate change increases vulnerability to food insecurity and acknowledges that adaptation actions should follow a country-driven and participatory approach that promotes gender equality and women's empowerment and takes into consideration the needs of vulnerable groups, communities and ecosystems.
8. WFP's policy¹² is part of a broader shift in the United Nations system and the humanitarian community, in accordance with the principles set forth in the General Assembly resolution 46/182 of 19 December 1991 (A/RES/46/182), towards more timely, cost-effective and flexible preparedness activities. For instance, the Transformative Agenda launched by the Inter-Agency Standing Committee (IASC) in December 2011 called for improvements in the timeliness and effectiveness of collective action in humanitarian emergencies and led to a number of reforms, including a renewed commitment to emergency preparedness through the Common Framework for Preparedness.¹³

Organizational architecture

9. The WFP Strategic Plan (2017–2021) emphasizes the importance for WFP of being ready to meet emergency needs in all circumstances where there are negative effects on food security and nutrition. Responding to emergencies and saving lives and livelihoods remains the major component of WFP's operations and is crucial in supporting countries' efforts to achieve the Sustainable Development Goals.

⁸ WFP is committed to working with other United Nations agencies, local non-governmental organizations, civil society, national Red Cross and Red Crescent societies and, when appropriate, the private sector.

⁹ Transforming our world: the 2030 Agenda for Sustainable Development, General Assembly resolution 70/1 of 25 September 2015.

¹⁰ Pacific Humanitarian Partnership meeting, Suva, Fiji, 28 and 29 October 2016.

¹¹ https://treaties.un.org/doc/Treaties/2016/02/20160215%2006-03%20PM/Ch_XXVII-7-d.pdf.

¹² For the purpose of this policy, "preparedness" and "emergency preparedness" are used interchangeably and refer to anticipating, preparing for and taking preemptive action prior to an event and planning early emergency response to an emergency.

¹³ IASC. 2013. *Common Framework for Preparedness*.

https://interagencystandingcommittee.org/system/files/common_framework_for_preparedness.pdf

10. In alignment with the WFP Gender Policy (2015–2020) and the IASC 2008 policy statement *Gender Equality in Humanitarian Action*, WFP's consideration of gender issues in developing and implementing its emergency preparedness and readiness activities enables it to identify the distinct needs, vulnerabilities, capacities and resilience of women, men, girls and boys, including those with disabilities. The policy provides an opportunity to reinforce WFPs commitment to promoting gender equality.
11. The 2015 strategic evaluation of WFP's Preparedness and Response Enhancement Programme (PREP)¹⁴ resulted in recommendations related to strengthening preparedness in all relevant WFP functional areas.¹⁵ The present emergency preparedness policy is informed by the PREP evaluation and its recommendations and aims, in the words of the evaluation, at the adoption of "an integrated agenda for emergency preparedness and response strengthening, giving due consideration to all levels of emergency, including those associated with complex and protracted emergencies".
12. WFP has established a strong foundation for preparedness through corporate programmes such as PREP, which supported the roll-out and development of the Emergency Preparedness and Response Package (EPRP).¹⁶ The EPRP is a critical tool for strengthening the design of WFP's preparedness work. It ensures that actions are taken to establish a standard base level of multi-hazard preparedness, that risks are continuously assessed and monitored and that, when a risk is identified through monitoring, appropriate additional actions are taken to enhance readiness.

Scope of the policy

13. This policy outlines actions related to anticipating, preparing for and taking preemptive action prior to an event and planning early emergency response. While it applies to all types of emergency – including, but not limited to, natural hazards, human-made emergencies, economic crises and outbreaks that have negative effects on food security and nutrition – it does not estimate the number of simultaneous emergencies that WFP may need to respond to or prescribe a response. The aim is to have the procedures and systems and tools that allow the organization to be prepared and agile enough to adapt to an evolving global context.

Way forward

14. The policy is the framework that brings together a common understanding and coherence in respect of WFP's investments in preparedness and highlights the importance of identifying and managing the risks that the organization is challenged with globally. The country strategic plans (CSPs) are the programmatic vehicles for integrating preparedness tools and actions into longer-term planning that embed WFP preparedness activities in a broader strategic context.
15. Funding of preparedness actions is an ongoing challenge for both the organization and governments. Multi-year preparedness planning through the CSPs represents an opportunity for a revised internal funding model, as a shift in preparedness investments will require access to longer-term funding. Short-lived investments, while essential for readying for a response, will not yield the required long-term results either for the organization or national governments.
16. The EPRP serves as the baseline for each country office and regional bureau and determines both the risks and the investments that are necessary to enhance the preparedness of WFP and its partners at the country and regional levels. WFP's tools for emergency preparedness provide options from which each office can select when making investments. Preparedness work with governments depends on the joint development of a baseline using the Emergency Preparedness and Response Capacity Index, following which appropriate capacity strengthening actions may

¹⁴ The PREP was implemented from 2011 to 2014 to improve WFP's capability to respond to large-scale emergencies and was subsequently mainstreamed in WFP's work.

¹⁵ WFP. 2015. *WFPs Preparedness and Response Enhancement Programme: a Strategic Evaluation (2011–2014)* (prepared by the Global Public Policy Institute, Berlin).

¹⁶ "WFP Preparedness and Response Enhancement Programme" (WFP/EB.A/2012/5-H).

be taken, although such action will necessarily be embedded in a longer-term vision that depends on national leadership, ownership and a sustained funding model.

17. This policy is informed by and builds on findings from evaluations and the return-on-investment study (ROI),¹⁷ reinforcing what has worked and introducing improvements for going forward. The ROI study identified the areas with the greatest time and cost savings as a result of specific preparedness interventions in high risk humanitarian contexts, which include investments in staff, government and partner training, pre-positioning of goods, long-term agreements and pre-arrangements with suppliers and service providers to name a few. WFP will continue to

Return-on-investment methodology

The ROI joint methodology is a toolkit for providing evidence of returns on investment in emergency preparedness. It facilitates understanding, in advance, of the impact and value of investment in emergency preparedness.

prioritize preparedness investments based on assessed risks and sound evidence.

a) Build on existing tools for reinforcing emergency preparedness in WFP

WFP has the capability and ability to respond to emergencies. As the number of emergencies increases and the contexts in which they occur appear increasingly complicated, WFP's identification and management of the risks that may influence its ability to respond is essential. The risk analysis then drives the determination of the types of processes, systems and tools the organization needs in order to be prepared and how they may need to be adjusted. The policy also outlines the existing processes, systems and tools and identifies areas for strengthening.

Staff readiness and wellness

18. According to the ROI findings, investments in human capacity, including skills and training, yield very high returns, partly because they are cost-effective and because capacity is a long-term asset that does not require repeated investment. Emergency simulations and training that support government preparedness and test the feasibility and viability of implementing inter-agency and government contingency plans and the readiness of humanitarians and clusters are an example of such investments.
19. In addition, the Functional and Support Training for Emergency Response (FASTER) initiative prepares staff, international and national, who are likely to be deployed as first responders to provide operational support and surge capacity. This mechanism, combined with standby partner agreements managed by WFP's Augmented Logistics Intervention Team for Emergencies, is essential in enabling WFP to deploy the right staff at the right time for the right amount of time. Based on lessons from the ROI and evaluations, WFP will expand FASTER-like trainings to regions and selected countries at high risk of emergencies to ensure that staff already on the ground are equipped to handle food security needs arising from emergencies.
20. To continue responding to an ever-increasing number of emergencies, WFP must continue to have the right people with the right skills available at the right time. This requires a significant change in how WFP manages staff deployments and requires an integrated approach to human resource management. WFP will establish a platform to facilitate the validation and assessment of staff from several functional areas to ensure that qualified staff can be deployed when needed and to continue the development of staff skills. This will enhance WFP's emergency response capability. The actions planned include creating staff positions that are dedicated to providing strategic and operations support in emergencies, increasing emergency training opportunities, strengthening leadership surge capacity and enhancing emergency response and standby partner rosters.
21. The incorporation of gender considerations into FASTER supports the deployment of gender-competent emergency responders, which facilitates WFP's gender-transformative approach to food assistance, security and nutrition. In addition, by adhering to the "do no harm" principle, staff can ensure that programmes and interventions do not create, exacerbate or

¹⁷ The return-on-investment study, published in 2017, was conducted in March 2016 by PricewaterhouseCoopers, sponsored by the United Kingdom Department for International Development and involving WFP, the United Nations Children's Fund, the Office of the United Nations High Commissioner for Refugees and the Office for the Coordination of Humanitarian Affairs.

contribute to gender inequalities or discrimination based on sex, age, gender, sexual orientation, religion or disability or lead to environmental impacts that negatively affect beneficiary communities.

22. Particular attention will be paid to the cash-based transfer (CBT) operational model to help augment and mainstream its use in WFP operations, and CBT preparedness is being reinforced in the updated EPRP and in FASTER.

Investing in staff

The Niger country office has increased its cash-based responses by 43 percent since 2012 by investing in training in readiness to use CBTs for staff, partners and the Government. This has enabled the country office and the Government to utilize the most appropriate and efficient response modality in emergencies.

23. These efforts will be complemented by investments in gender-sensitive staff wellness, safety and security – particularly in insecure and difficult operating environments – to anticipate needs and provide responders with adequate support. For example, WFP’s Staff Wellness Division has established standard operating procedures for emergency deployments to ensure that each staff member

receives a pre- and post-deployment psycho-social briefing with a staff counsellor. Providing staff security and acceptable working and living conditions is also crucial to maximizing WFP’s operational edge by ensuring staff well-being and health in emergencies.

Early warning systems

24. By encouraging greater cross-functional analysis of emerging conflict, natural hazard or economic risks, early warning systems can help to determine whether significant changes in existing operations or new humanitarian operations are required. The development of a common understanding of potential risks that would require consolidated humanitarian assistance will continue to be facilitated through the IASC analyst group on early warning, early action and readiness. Highlighted risks are brought forward to the emergency director’s group for suggestions on respective readiness actions. WFP is also enhancing early warning through a corporate alert system that brings together various functional areas – food security, gender and security – and all levels of the organization to assess evolving contextual risks and that serves as a basis for the organization’s contribution to the IASC report, ensuring that WFP continues to contribute to global systems.
25. For natural hazard risks, innovative methodologies such as forecast-based financing¹⁸ can increase the capabilities of governments and communities to use natural hazard forecasts for scaling up preparedness actions. This is achieved by linking scientific and other national institutes to governments and humanitarian actors to improve climate risk analysis and understand potential impacts; enhancing natural hazard early warning systems and linking them to the activation of specific preparedness actions before shocks occur; and ensuring the prompt financing of these specific preparedness actions through national- and provincial-level funding sources for seasonal preparedness.

Programme design

26. Country offices use improved analysis and operational design to adapt preparedness actions to ongoing programmes through WFP’s three-pronged approach (3PA). The first prong of the approach is an analytical and consultative process that uses integrated context analysis to position preparedness strategies spatially and align them with early warning, safety net and disaster risk reduction strategies at the national level,

The 3PA in Zimbabwe

WFP uses the 3PA with the Government and partners in Zimbabwe to integrate preparedness measures into resilience-building. Partners identify areas where recurring food insecurity and natural shocks converge and work together with communities to identify, align and sequence multi-sector programmes for typical and crisis years, taking into account seasonal livelihood and gender issues. This facilitates preparedness and readiness planning and places affected populations at the centre of their own planning processes.

¹⁸ Forecast-based financing has been jointly piloted with the Federal Foreign Office of Germany and the governments of five high-risk countries – Bangladesh, the Dominican Republic, Haiti, Nepal and the Philippines.

anticipating where risks of natural shocks are heightened. The second prong of the approach is seasonal livelihood programming, whereby consultations are held at the subnational level to determine the relationship between shocks and various categories of livelihoods, essentially identifying vulnerability groups and patterns of vulnerability. The third prong is community-based participatory planning, in which affected populations serve as the primary contributors to developing and implementing their own preparedness, risk reduction and resilience-building plans based on community prioritization. The approach will continue to be used in diverse contexts in consultation with national governments and partners to anticipate and inform preparedness and response actions. In common with all WFP programming, the 3PA is applied taking gender into account, with participants identifying gender issues, such as women's role in the value chain and how it is affected by seasonality, and identifying opportunities for furthering gender equality and women's empowerment.

Internal processes and systems

27. WFP has developed internal processes and systems to enhance the organization's readiness to launch rapid responses. This will be further strengthened and form core components of preparedness actions going forward. Trained information technology (IT) experts are available for deployment within 24 hours through the Fast Information Technology and Telecommunications Emergency Support Team initiative and standby partner agreements. The emergency telecommunications cluster and partners support governments in preparing to safeguard their communications infrastructure, restore services in the event of destruction or damage and launch joint emergency responses.
- The emergency telecommunications cluster (ETC), with the Fiji National Disaster Management Office, assessed the emergency telecommunications facilities on Fiji's main island, Viti Levu. Gaps were addressed by working with local suppliers to restore the high-frequency emergency radio network following cyclone Winston, upgrade the central communications room at the National Disaster Management Office headquarters and conduct technical training courses with practical simulations, in collaboration with Fiji's military forces.**
28. WFP Engineering works to ensure that the necessary facilities for emergency response are in place. According to the ROI findings, while infrastructure investments such as road renovations and repair or construction of air strips generally take longer to pay off because of high upfront costs, they can generate the largest overall savings, including significant carbon savings.
- The Nepal humanitarian staging area demonstrated the effectiveness of infrastructure investment by enabling the Nepal response to the 2015 earthquake to start immediately with the provision of pre-positioned non-food items and trained staff available to support the humanitarian community.**
29. The supply chain strategy for preparedness will be supported by an implementation model that is aligned with developments and changes in WFP's operating environment. Such developments may include operations in more mature markets, increased use of corporate tools and broader advance facilities, increased use of cash-based assistance and working with governments and other partners on preparedness activities. Pre-positioning of nutritious foods, logistics and emergency communications equipment generates consistently strong savings in costs, time and carbon emissions. For example, corporate response stocks at the United Nations Humanitarian Response Depot network hubs in six countries¹⁹ enable rapid deployment of non-food items and services.
30. The Global Commodity Management Facility (GCMF) represents an effective corporate preparedness tool. It combines advance financing mechanisms, procurement and logistics to procure food in advance of confirmed contributions, accelerating food deliveries by reducing supply lead times and facilitating procurement of commodities in the best market conditions. Pre-positioning enhances the effectiveness of the GCMF, allowing WFP and its partners to serve beneficiaries as quickly and cost-effectively as possible. Pre-positioning takes three forms: physical stocks, "virtual stocks" or contracts and cash to be used to buy goods and services.

¹⁹ Ghana, Italy, Malaysia, Panama, Spain and the United Arab Emirates.

31. Advance financing provides WFP with essential tools that can be used to leverage contributions and decrease response time. Use of internal project lending or the Immediate Response Account with the GCMF²⁰ allows WFP to decrease its delivery time by up to 62 percent.²¹ The immediate response accounts for preparedness and emergency provide WFP country offices with rapid access to funds for preparing for and responding to sudden-onset emergencies.
32. WFP's corporate systems such as the Logistics Executive Support System (LESS), the country office tool for managing effectively (COMET) and the System for Cash Operations (SCOPE) are critical in emergency preparedness. These systems are used to support and manage food pipelines and to monitor the impact of WFP assistance. The availability of near-real-time data for decision-making and targeting through LESS and COMET enables WFP to adapt ongoing operations.

In the 2016 Ecuador earthquake, emergency response preparedness measures based on advance agreements with the Government and several supermarket chains enabled WFP to complement the Government's response within the first 24 hours of the crisis by providing affected populations with food assistance through cash-based transfers.

33. Similarly, WFP is establishing a range of long-term agreements with banks, mobile network operators and remittance companies to make beneficiary payment solutions faster and more cost-efficient. This will enable WFP to reduce the processing time required to start up an operation, obtain favourable rates for transferring money and ensure risk mitigation because

solutions will have been vetted and companies found to provide risk assurance.

34. SCOPE informs WFP on who the beneficiaries are and what they are entitled to, issues instructions to banks and service providers and receives feedback about the assistance given to targeted families. All systems can be put in place prior to an emergency to enable a fast response.
35. Consolidated support for common services facilitates the provision and management of assets and equipment in sudden-onset emergencies. By developing "field-friendly" tracking mechanisms such as the new Global Equipment Management System, WFP can respond more efficiently and track and monitor its assets better, even in chaotic environments.

b) Support and enable governments and communities in enhancing their capacities for emergency preparedness

Governments and local institutions

36. Capacity strengthening regarding preparedness for effective emergency response is a long-term effort that requires government ownership, leadership and investment. As part of its emergency readiness strategy, WFP invests in training and simulation exercises to enhance governments' coordination and operational capacities. It ensures equitable participation of women and men, persons with disabilities, organizations representing young people and other groups. Emergency logistics training, simulation exercises and training of trainers enhance the capacities of government counterparts, partners and WFP staff to manage supply chains in emergency operations. Through such investment, WFP aims to evolve from providing emergency response to supporting governments in overcoming supply chain challenges and strengthening local markets, food systems and food assistance programming. A reliable multi-year funding model for national governments is a significant factor in determining success, as are ownership and sustainability.

²⁰ WFP's Forward Purchase Facility was recently strengthened and renamed "Global Commodity Management Facility" (GCMF). The transition to the GCMF involved separation from the Working Capital Financing Facility. Through the GCMF, food is purchased for an entire planning area to allow for better risk mitigation. WFP. 2015. *Key principles of Global Commodity Management Facility*. OED2015/013.

²¹ See "Annual Performance Report for 2016" (WFP/EB.A/2017/4), para. 261.

37. As many countries move from low- to lower- and upper-middle-income status, WFP will shift its support towards strengthening the capacity of national stakeholders and institutions to improve national early warning systems, analysis and data dissemination and use for improved decision-making and early action and to enhance coordination, information management and efficiency in responses to food and nutrition emergencies. Depending on the operating environment, WFP's engagement with national partners ranges from service delivery to capacity augmentation and operational and policy advice.
38. WFP supports the central role of national social protection mechanisms and the integration of gender, age, disability and cultural perspectives in responding to shocks and meeting protracted humanitarian needs. Working with governments and partners to make these systems more responsive to shocks, WFP offers technical assistance and capacity building for the design and delivery of comprehensive, integrated programmes. This includes long-term preparedness actions and the strengthening of systems for early warning, contextual risk analysis, forecast-based financing and programme delivery.

Joint capacity strengthening with IFRC. WFP invests in local crisis responders through joint capacity strengthening with the International Federation of Red Cross and Red Crescent Societies (IFRC) in Burundi, the Dominican Republic, Pakistan and Sudan in 2017. The four pilots will inform how WFP and IFRC can work together to build strong and sustainable Red Cross and Red Crescent national societies.

Communities

39. People are at the centre of preparedness solutions and should take the lead in designing programmes. A more local approach that leverages the responsibilities and capacities of civil society entities and affected communities will be more effective in responding to and mitigating the risks of crises. Those closest to the crisis are able to respond quicker, have better physical access and a greater understanding of the local context and can engage with affected people more effectively to determine needs and appropriate responses. When working with communities, WFP will align its actions with communities' priorities and work with them to strengthen food security responses. The 3PA clearly places communities at the centre of planning.

c) Consolidate and expand partnerships

40. Strong partnerships are fundamental for designing complementary preparedness actions. The CSP process provides opportunities to forge long-term multi-stakeholder partnerships and create mutually beneficial preparedness actions. Early engagement allows the productive exchange of information, insights and views, leading to better understanding of response capabilities and creating opportunities for complementary programming.
41. WFP's roles in the humanitarian cluster system also provide opportunities for advancing preparedness measures, including with external actors. Building on lessons learned from the food security cluster in Bangladesh, which has "...focused almost exclusively on preparedness ... and created a strong sense of ownership and buy-in among cluster members",²² WFP will continue to support and promote contingency planning, joint assessments and joint scale-up. Preparedness is a primary focus of the logistics cluster in its strategy for 2016–2018, which includes training. Engagement in multi-stakeholder partnerships ensures that WFP is able to mobilize and share knowledge, expertise, technologies and financial resources as articulated in Sustainable Development Goal 17.

²² Food and Agriculture Organization of the United Nations and WFP. 2014. *Joint Evaluation of Food Security Cluster Coordination in Humanitarian Action: A Strategic Evaluation*, August 2014, p. vii. Available at http://documents.wfp.org/stellent/groups/public/documents/reports/wfp268621.pdf?_ga=2.202217425.1774817854.1506323582-298904814.1505738065.

42. WFP is expanding its engagement with the private sector through arrangements that range from long-term agreements with transport and commodity suppliers and mobile network operators to agreements with retail food chains and banks to support CBTs. As a member of the Global Alliance for Urban Crises, WFP will continue to be active in preventing, preparing for and effectively responding to humanitarian crises in urban settings. It will continue to engage with innovation centres and regional entities to remain at the forefront of new ideas that facilitate better preparedness and response.

WFP's work with regional centres – the Association of Southeast Asian Nations

WFP engaged with the Association of Southeast Asian Nations (ASEAN) and the Asia Humanitarian Action Centre on enhancing emergency logistics training and certifying emergency logisticians for deployment as part of ASEAN One responses in the region.

Responsibilities

43. Affected people are the first responders in emergencies and must be at the centre of preparedness actions. Countries are ultimately responsible for supporting community preparedness actions, assessing risks and being ready to respond in an emergency. WFP is responsible for supporting countries, at their request, in preparing for emergencies and for contributing to emergency response when food security and nutrition are affected.
44. In line with WFP's corporate risk management policy, all of WFP is responsible for preparedness, with accountabilities at the global, regional and country levels. For WFP preparedness begins at the country level with risk and vulnerability analyses that drive preparedness actions and capacity strengthening, in partnership with national and local governments, civil society, United Nations agencies and non-governmental organizations. Regional bureaux conduct risk and vulnerability analyses with a regional perspective, providing support to country offices in the areas of early warning, preparedness and operations planning. At the global level, headquarters is responsible for WFP's overall organizational preparedness through the development of policies and tools.

Measuring results

45. The monitoring of the implementation of this policy will be undertaken in accordance with WFP's corporate performance management systems, tools and processes, including the CSPs and country reports, the management plan, the annual performance report and other reports. Findings from monitoring will inform decision-making regarding support for country offices, the design of policies and tools and the allocation of resources.
46. As the policy includes a variety of actions undertaken by country offices, regional bureaux and headquarters, a range of methods for measuring results will be required. Based on the risk analysis and subsequent preparedness actions, country offices will establish output and outcome indicators for reporting on programme objectives.
47. The status of EPRP implementation in each country office will be monitored through an online tracking system that ensures transparency among country offices, regional bureaux and headquarters. Data generated from the tracking system²³ will be an indicator of WFP's organizational preparedness; other indicators will be the incorporation of preparedness actions into CSPs and the implementation of actions to improve organizational preparedness.
48. For WFP's work with governments, the Emergency Preparedness and Response Capacity Index can be used to establish a baseline and measure results over time. Country-specific indexes are developed jointly with national governments, setting national standards for preparedness and response in a given country. The capacities included in the index are then assessed at the national and local levels and any necessary improvements are identified and prioritized. The index can be used to provide indicators for the implementation of prioritized actions and to measure year-to-year progress.

²³ The tracking system will be rolled out by January 2018.

49. The return-on-investment methodology can help build an evidence base for identifying the actions that result in the most effective and efficient investments. WFP will use the methodology with partners in selected regions and countries to help identify examples of investment portfolios that result in the efficient use of resources for effective achievement of humanitarian objectives.

Strategies, policies and frameworks that reinforce the preparedness policy

50. WFP's disaster risk reduction policy, climate change policy and resilience policy position emergency preparedness in a broader approach to meeting immediate food security and nutrition needs while strengthening the ability of food-insecure people and countries to manage future risks and build resilience, including in the face of climate change. WFP's safety nets policy highlights the importance of establishing national safety net systems and scaling them up in the event of shocks.
51. WFP's policies on humanitarian principles, humanitarian protection and its role in peacebuilding in transition settings underscore the need for WFP's actions in emergencies to be guided by the humanitarian principles of humanity, impartiality, neutrality and operational independence. WFP depends on its partners and other actors to respect the humanitarian nature of its work.
52. WFP's environmental policy recognizes that healthy natural ecosystems and sustainable resource use are essential prerequisites for ending hunger and seeks to integrate accountability for environmental results into its emergency response activities and longer-term development work.
53. Crisis management, business continuity, security, information technology for disaster recovery and related initiatives are being aligned with United Nations system-wide approaches to crisis management and organizational resilience.
54. Several cross-cutting WFP policies contribute to WFP's emergency preparedness approach. The policy on capacity development acknowledges WFP's contributions to local and national capacities. The nutrition policy emphasizes the importance of meeting nutrient needs before, during and after emergencies and ensuring that nutrition is considered in emergency preparedness actions. The gender policy guides programme design and ensures the integration of gender equality and women's empowerment into all of WFP activities so as to address the diverse food security and nutrition needs of women, men, girls and boys.
55. A preparedness policy is a step forward in ensuring that all in WFP have a common understanding of preparedness and the role it plays in contributing to the ability of the organization to adapt to an increasingly complex global environment. The organization has the systems and tools necessary to allow for investments in preparedness to be increased and a plan for the roll-out of a system-wide approach to preparedness through the EPRP. The current funding model for preparedness is one that will need to adapt and follow the multi-year planning that is being introduced with CSPs. WFP's continued preparedness to respond to a multitude of emergencies will largely depend on the investments that it makes in preparedness.

ANNEX I

WFP policies, circulars, directives and other relevant material related to emergency preparedness

WFP's 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".

Nutrition Policy (WFP/EB.1/2017/4-C)

Environmental Policy (WFP/EB.1/2017/4-B/Rev.1)

Climate Change Policy (WFP/EB.1/2017/4-A/Rev.1)

Financial Framework Review (WFP/EB.2/2016/5-B/1/Rev.1)

Policy on Country Strategic Plans (WFP/EB.2/2016/4-C/1/Rev.1)

Corporate Results Framework (2017–2021) (WFP/EB.2/2016/4-B/1/Rev.1)

WFP Strategic Plan (2017–2021) (WFP/EB.2/2016/4-A/1/Rev.2)

South–South and Triangular Cooperation Policy (WFP/EB.A/2015/5-D)

Policy on Building Resilience for Food Security and Nutrition (WFP/EB.A/2015/5-C)

Enterprise Risk Management Policy (WFP/EB.A/2015/5-B)

Gender Policy (2015–2020) (WFP/EB.A/2015/5-A)

WFP People Strategy: A People Management Framework for Achieving WFP's Strategic Plan (2014–2017) (WFP/EB.2/2014/4-B)

WFP Corporate Partnership Strategy (2014–2017) (WFP/EB.A/2014/5-B)

WFP's Role in Peacebuilding in Transition Settings (WFP/EB.2/2013/4-A/Rev.1)

WFP Humanitarian Protection Policy (WFP/EB.1/2012/5-B/Rev.1)

WFP Policy on Disaster Risk Reduction and Management (WFP/EB.2/2011/4-A)

WFP Policy on Capacity Development (WFP/EB.2/2009/4-B)

WFP Policy on Disaster Risk Reduction (WFP/EB.1/2009/5-B)

Note on Humanitarian Access and its Implications for WFP (WFP/EB.1/2006/5-B/Rev.1)

Definition of Emergencies (WFP/EB.1/2005/4-A/Rev.1)

Humanitarian Principles (WFP/EB.A/2004/5-C)

Update on WFP's role in the Collective Humanitarian Response (WFP/EB.2/2015/4-B)

Summary Evaluation of WFP's Preparedness and Response Enhancement Programme (2011–2014) (WFP/EB.A/2015/7-B)

WFP Preparedness and Response Enhancement Programme (WFP/EB.A/2012/5-H)

WFP Business Continuity Management (OED2016/012)

WFP Crisis Management (OED2016/011)

Organizational Resilience Management (OED2016/010)

WFP Emergency Response Activation Protocol (OED2015/014)

Action-Oriented Preparedness, Readiness and Response – The Emergency Preparedness and Response Package (OM2014/003)

WFP Leadership in IASC Clusters (OED2013/016)

Country Directors' Role in the Humanitarian Country Team (OED2013/015)

Acronyms used in the document

3PA	three-pronged approach
ASEAN	Association of Southeast Asian Nations
CBT	cash-based transfer
COMET	country office tool for managing effectively
CSP	country strategic plan
EPRP	Emergency Preparedness and Response Package
FASTER	Functional and Support Training for Emergency Response
GCMF	Global Commodity Management Facility
IASC	Inter-Agency Standing Committee
IFRC	International Federation of Red Cross and Red Crescent Societies
LESS	Logistic Executive Support System
PREP	Preparedness and Response Enhancement Programme
ROI	return-on-investment
SCOPE	System for Cash Operations