

**CLIMATE CHANGE POLICY**  
**Responding to the Food Security and Nutrition Impacts**  
**of Climate Change**



**SECOND DRAFT**

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## Overview

1. In the context of the WFP Strategic Plan (2017–2021), this policy outlines WFP’s support to countries in addressing the impacts of climate change on the most food-insecure people, working with communities, civil society, governments, the private sector and United Nations partners.
2. In line with its mandate, WFP is already addressing the impacts of climate change and related natural disasters on the people it serves and has integrated support to disaster risk reduction and climate change adaptation into its programme of work. In the last five years, 40 percent of WFP’s operations have included activities to reduce disaster risk, build resilience or help people adapt to climate change, particularly in emergency operations and protracted relief and recovery operations.<sup>1</sup>
3. Between 2003 and 2012, according to WFP Standard Project Reports almost half of WFP emergency and recovery operations responded to and helped people recover from climate-related disasters. These operations had a combined budget of USD 23 billion.<sup>2</sup> During this period, many countries repeatedly called on WFP to respond to climate disasters; these countries have some of the most persistently high levels of hunger in the world, with climate change compounding existing vulnerabilities and representing a serious threat to future food security.<sup>3</sup>
4. This policy defines how WFP will contribute to national and global efforts to prevent climate change from undermining work to end hunger. The policy provides WFP staff with guiding principles on how to integrate action to address climate change into their work. It also promotes efforts to strengthen the understanding of the impacts of climate change on hunger and innovation to address this challenge.

## The Global Context

5. Over the last decade, natural disasters have affected 1.7 billion people and killed 700,000 people.<sup>4</sup> Since 2008, an average of 26.4 million people a year have been displaced by natural disasters. Approximately 80 percent of these disasters were climate-related.<sup>5</sup> Climate disasters regularly cause more than USD 100 billion of economic losses a year, a figure that is projected to double by 2030.<sup>6</sup>
6. Food-insecure people around the world already struggle to feed themselves and their families in today’s climate. Four out of five of them live in countries that are prone to natural disasters and have high levels of environmental degradation.<sup>7</sup> Their lives are made harder by the floods, drought and storms that destroy assets, land, livestock, crops and food supplies, making it more difficult for people to reach markets, aggravating caring responsibilities and damaging supportive social networks. Climate risks combine with conflict, gender inequalities, environmental degradation, poor access to health services, sanitation and education, population growth and weak markets, all of which drive hunger. The poorest people are more exposed to climate risks than

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<sup>1</sup> Standard Project Reports.

<sup>2</sup> WFP. 2014. *Responding in a risk-prone environment: the changing hazard landscape of WFP emergency and recovery operations, 2003–2012*. WFP internal document.

<sup>3</sup> During this period, WFP implemented more than 5 emergency operations and protracted relief and recovery operations in each of 20 countries.

<sup>4</sup> Centre for Research on the Epidemiology of Disasters (CRED), Emergency Events Database (EM-DAT).

<sup>5</sup> Internal Displacement Monitoring Centre and Norwegian Refugee Council. 2015: *Global Estimates 2015: People displaced by disasters*. <http://www.internal-displacement.org/assets/library/Media/201507-globalEstimates-2015/20150713-global-estimates-2015-en-v1.pdf>.

<sup>6</sup> United Nations Office for Disaster Risk Reduction. 2011. *Global Assessment Report on Disaster Risk Reduction*. URL:<https://www.unisdr.org/we/inform/publications/19846>.

<sup>7</sup> FAO. 2015. *The State of Food Insecurity in the World. Meeting the 2015 international hunger targets: taking stock of uneven progress*. <http://www.fao.org/3/a4ef2d16-70a7-460a-a9ac-2a65a533269a/i4646e.pdf>.

the average population and lose much more of their wealth when hit by climate-related shocks.<sup>8</sup> Climate change is driving long-term changes in agricultural productivity. According to the Food and Agriculture Organization of the United Nations (FAO), climate change could reduce potential agricultural output by up to 30 percent in Africa and 21 percent in Asia.<sup>9</sup> Impacts on agricultural livelihoods will represent the main increase in poverty due to climate change.<sup>8</sup>

7. Food consumption already accounts for more than 60 percent of total spending by poor households. In Africa, the impact of climate change could increase food prices by as much as 12 percent by 2030 and 70 percent by 2080.<sup>8</sup> In the Middle East and North Africa, income insecurity and limited access to safety nets and basic services make poor consumers in rapidly growing urban areas particularly vulnerable. The impacts of climate shocks on national and regional food markets may also have effects on humanitarian food procurement, government food reserves and safety net programmes.
8. Numerous studies show the severe impacts of climate disasters on health and nutrition. In Bangladesh, wasting rates among children are high in cyclone- and flood-affected areas and strong statistical evidence shows that stunting rates are higher after drought events.<sup>10</sup> In the Philippines, over the last two decades, 15 times as many infants have died in the 24 months after a typhoon as during the typhoons themselves; 80 percent of these deaths have been of infant girls.<sup>11</sup>
9. Decreased water availability and quality will increase health and sanitation problems such as diarrhoeal disease, which – together with changes in vector-borne disease patterns – has the potential to increase malnutrition and have negative effects on food utilization.
10. Slow-onset changes in the climate and environment are significant long-term challenges. Agricultural seasons are shifting, with patterns of precipitation and temperature changing in ways that have significant impacts on crops and livestock. Sea-level rise, desertification, salinization and glacial melt all have slow but significant impacts on livelihoods. Slow-onset climate changes affect the kinds and nutritional content of the crops that can be grown and the animals that can be raised, with direct impacts on diets, nutrition and disease patterns. Resulting long-term – possibly transformational – changes will contribute to protracted food crises around the world, exacerbating the risks of instability and conflict. These changes will most likely become visible when extreme weather events result in major crises, amplified by the progressive stress that slow-onset changes put on the most vulnerable people and their livelihoods.
11. The impacts of climate change affect women and men, boys and girls differently, often exacerbating gender inequalities. While ensuring food security is a shared responsibility, men and women often have different roles in households and communities, with men preparing the fields and women growing and preparing most of the food consumed, such as vegetables and small livestock. Women and girls are essential agents in ensuring household food security and nutrition, but they face discrimination in access to, control over and consumption of food. Discriminatory gender roles, unequal distribution of power, and challenges in access to education, land and finance also mean that women and girls are often excluded from decision-making related to disaster preparedness and have less access to information on natural hazards and climate risks, with impacts on their capacities to act on early warnings.<sup>12</sup> At the same

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<sup>8</sup> World Bank. 2015. *Shock Waves: Managing the Impacts of Climate Change on Poverty*. <https://openknowledge.worldbank.org/handle/10986/22787>.

<sup>9</sup> FAO. 2009. *Agriculture to 2015 – the challenges ahead*. <http://www.fao.org/news/story/en/item/36193/icode/>

<sup>10</sup> WFP. 2015. *Impact of Climate Related Shocks and Stresses on Nutrition and Food Security in Selected Areas of Rural Bangladesh*. <https://www.wfp.org/content/bangladesh-impact-climate-shocks-nutrition-food-security-rural-bangladesh-july-2015>; and Del Ninno, C., Dorosh, P.A. and Smith, L.C. 2003. Public policy, markets and household coping strategies in Bangladesh: Avoiding a food security crisis following the 1998 floods. *World Development*, 31(7): 1221–1238.

<sup>11</sup> Anttila-Hughes, Jesse Keith and Hsiang, Solomon M. 2013. *Destruction, Disinvestment, and Death: Economic and Human Losses Following Environmental Disaster*. <http://ssrn.com/abstract=2220501>.

<sup>12</sup> Climate and disaster resilience in the Pacific (2016) World Bank <http://pubdocs.worldbank.org/en/720371469614841726/PACIFIC-POSSIBLE-Climate.pdf>

time, women and girls already contribute to building climate resilience within their families and communities, and they can be further empowered as major actors through gender-transformative approaches.

12. More than half of the world's population now lives in urban areas where the majority of population growth is occurring. Climate change will have impacts on urban food security, livelihoods and nutrition. More frequent and intense heat waves affect health, labour productivity and incomes, reducing households' access to food and nutrition. Rapidly growing unplanned informal settlements are often in the most hazard-prone urban areas, increasing the risks from flooding and other climate hazards for poor urban populations.
13. While specific climate disasters may lead to migration and displacement, climate change is a long-term driver of economic migration, within countries and across borders. Without large-scale efforts to build resilience and support adaptation to climate change, greater levels of food insecurity and reduced viability of livelihoods in the areas most affected by climate change are expected to increase migration.

### **WFP Support to Implementation of the 2030 Agenda**

14. In the face of climate change, WFP's mandate and services have never been more relevant. WFP recognizes that it is being asked to respond to a growing number of climate disasters while addressing a significant number of other complex disasters around the world. By scaling up its support to improving the capacities of the most vulnerable and food-insecure countries and communities, WFP aims to build climate resilience in a way that enables governments to address the impacts of climate change in the long term. Through this work, WFP can play a critical role in supporting implementation of the Paris Agreement of the United Nations Framework Convention on Climate Change (UNFCCC) as part of its overall support to the 2030 Agenda and its Sustainable Development Goals (SDGs).
15. The WFP Strategic Plan (2017–2021) aligns WFP's activities with the 2030 Agenda, focusing on support to achievement of SDGs 2 and 17 and acknowledging that the goals are intrinsically linked and cannot be achieved in isolation. SDG 13 reflects the need for urgent action to combat climate change and its impacts.
16. The Strategic Plan also guides WFP in supporting countries' implementation of the Paris Agreement, which aims to strengthen the global response to the threat that climate change poses to sustainable development and the eradication of poverty.
17. The Paris Agreement calls on all countries to develop National Adaptation Plans (NAPs)<sup>13</sup> and Nationally Determined Contributions (NDCs),<sup>14</sup> and for United Nations agencies to support the development and implementation of country actions, including these and other plans, policies, programmes and tools as appropriate.
18. The agreement also recognizes the importance of averting, minimizing and addressing the losses and damage caused by the adverse effects of climate change, including extreme weather events and slow-onset events – an area where WFP has a specific mandate, capacity and strengths, which are reinforced by its recognized experience and tools for addressing climate risks. Specifically, the agreement highlights the need to enhance early warning systems, emergency preparedness, measures to address slow-onset events, comprehensive risk assessment and management, climate-risk insurance, and the resilience of communities, livelihoods and ecosystems. It also outlines the role that the Warsaw International Mechanism for Loss and Damage (WIM) should

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<sup>13</sup> Established through the Cancun Adaptation Framework, the NAP process enables Parties to the UNFCCC to formulate and implement NAPs as a means of identifying medium- and long-term adaptation needs and developing and implementing strategies and programmes to address these needs. It is a continuous, progressive and iterative process that applies a country-driven, gender-sensitive, participatory and fully transparent approach.

<sup>14</sup> Intended NDCs were established under the UNFCCC in the lead up to negotiation of the 2015 Paris Agreement; they set country-level mitigation and adaptation targets.

play in promoting understanding, action and support, to which WFP contributes through its involvement in the current and upcoming work plans of WIM's Executive Committee.

19. The Paris Agreement recognizes the fundamental priority of safeguarding food security and ending hunger. This is consistent with WFP's mandate, which includes humanitarian and development dimensions to be pursued with the overall goal of supporting social and economic development, providing emergency and protracted relief to meet the food needs of refugees and other vulnerable groups, and more generally promoting world food security.<sup>15</sup> This dual mandate cannot be achieved without supporting countries and communities in addressing the implications of climate change on food security and nutrition.
20. Achievement of the SDGs and implementation of the Paris Agreement are linked to the Sendai Framework for Disaster Risk Reduction 2015–2030, which recognizes the importance of addressing food insecurity and undernutrition to reduce vulnerability and build resilience. The Sendai Framework emphasizes the need to anticipate long-term risks, avoid exposure to and creation of new risks, and reduce existing risk levels. It highlights how climate change increases risks to food systems through higher temperatures, drought, flooding and irregular rainfall. WFP's Strategic Plan, its Policy on Building Resilience for Food Security and Nutrition<sup>16</sup> and this Climate Change Policy align WFP's activities with the Sendai Framework, building on WFP's Policy on Disaster Risk Reduction and Management<sup>17</sup> as part of an integrated approach to ending hunger.<sup>18</sup>
21. Women have a critical role to play in all of the SDGs, with many targets specifically recognizing women's equality and empowerment as both the objective and part of the solution. WFP's comprehensive Gender Policy<sup>19</sup> also recognizes these dual benefits of women's equality and empowerment and implementation of the Gender Policy will strengthen the impact of WFP's work to address the food security and nutrition impacts of climate change. Efforts to combat climate change and end hunger are undermined and diminished if benefits are not equitably realized between and among men and women.

### **WFP's Goal and Objectives**

22. The Strategic Plan (2017–2021) directs WFP's contribution to the 2030 Agenda through support to countries' efforts to end hunger among the poorest and most food-insecure people, and participation in a revitalized global partnership for sustainable development. WFP is committed to reaching the people in greatest need first and ensuring that no one is left behind.
23. WFP's goal under this policy is to support governments and communities in building their resilience and capacities to address the impacts of climate change on hunger. To achieve this goal, WFP will focus on the following three main objectives to be incorporated into its Country Strategic Plans (CSPs) and other programmes, working with partners to maximize complementary capacities and strengths in each country:
  - I. Support the efforts of food-insecure people, communities and governments to increase their capacity to manage and reduce climate-related risks to food security.
  - II. Continuously improve the capacity, effectiveness and performance of global, national and local institutions and systems for anticipating, preparing for, responding to and supporting resilient recovery from climate disasters.

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<sup>15</sup> WFP General Regulations and General Rules.

[http://documents.wfp.org/stellent/groups/public/documents/newsroom/wfp261672.pdf?\\_ga=1.107078208.390903889.1456863227](http://documents.wfp.org/stellent/groups/public/documents/newsroom/wfp261672.pdf?_ga=1.107078208.390903889.1456863227)

<sup>16</sup> WFP/EB.A/2015/5-C

<sup>17</sup> WFP/EB.2/2011/4-A

<sup>18</sup> While the disaster risk reduction policy is grounded in the Sendai Framework, this climate change policy is grounded in the Paris Agreement. Both policies support implementation of the 2030 Agenda but have different audiences.

<sup>19</sup> WFP/EB.A/2015/5-A

- III. Support national, regional and global policy, advocacy, analysis and learning on addressing the impacts of climate change on food security and humanitarian disasters, and foster South–South cooperation towards this end.
24. As these three objectives are rooted in disaster risk reduction, the policy aims to augment the related approaches through the integration of climate change considerations where appropriate. At the same time, while focusing on climate change adaptation and addressing loss and damage from climate extremes, WFP recognizes the potential co-benefits of programmes that have impacts on greenhouse gas emissions and carbon sequestration, such as restored natural resources through asset creation activities, and cleaner, safer energy sources through the use of fuel-efficient stoves.<sup>20</sup> WFP also recognizes the importance of minimizing its own contributions to climate change by reducing and offsetting the greenhouse gas emissions from its operations, to attain climate neutrality. WFP’s commitments to climate neutrality and environmental protection are reflected in the WFP Environmental Policy presented to the Executive Board in November 2016.
25. WFP’s actions to address the impacts of climate change on food security will contribute to achieving the SDGs. WFP will prioritize SDG 2 on achieving zero hunger, and SDG 17 on partnering to support implementation of the other SDGs. WFP’s work on climate change will also contribute to SDG 13: Action to combat climate change and its impacts (Box 1).

## Partnerships

26. WFP’s work on climate change will continue to be embedded in strong partnerships with governments, United Nations agencies, non-governmental organizations, the private sector and communities, recognizing that SDG 17 is essential to achieving all the other SDGs. Such collaboration among actors in both the public and private sectors can generate the context-specific innovations needed to build climate resilience at both the national and community levels. South–South partnerships that mobilize additional capacities, expertise, technologies and resources can also complement efforts to build climate resilience.
27. In particular, WFP will build on collaboration with the other Rome-based United Nations agencies (RBAs) – FAO and the International Fund for Agricultural Development (IFAD) – following a joint approach to achieving food security under a changing climate. Enhancing the resilience of food production must be coupled with protecting lives and livelihoods and ensuring that the poorest and most vulnerable people and communities have adequate access to appropriate food and nutrition. This approach is rooted in the RBAs’ joint support to the development of climate-smart agriculture. The agencies have also established a joint conceptual framework for strengthening resilience for food security and nutrition, which lays the groundwork for greater collaboration and provides a way for the RBAs and WFP’s partners to achieve better complementarity, alignment and results. The RBAs will continue to translate these synergies into collaborative climate action in countries and communities, capitalizing on each agency’s complementary capacities and strengths in each country context. This collaboration includes ensuring that through synergies, the RBAs can avoid conflict and overlaps to contribute to collective results across humanitarian and development contexts and to enhance their advocacy on food security and nutrition at the global level and within the United Nations system.
28. WFP will continue to contribute as a partner to wider United Nations efforts in the spirit and actions required for the 2030 Sustainable Development Agenda, guided by the common core principles for a United Nations system-wide approach to climate change action; the principles of the UNFCCC and activities of related bodies such as the WIM; priorities established through the High-Level Committee on Programmes of the United Nations System Chief Executives Board for Coordination; the United Nations climate resilience initiative: Anticipate, Absorb, Reshape (A2R); and the United Nations Plan of Action on Disaster Risk Reduction for Resilience, which

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<sup>20</sup> The term “mitigation” has different meanings depending on the context: climate change mitigation refers to measures for reducing the sources or enhancing the sinks of greenhouse gases; in disaster risk reduction, mitigation refers to eliminating or reducing the impacts and risks of hazards before an emergency or disaster occurs.

articulates joint United Nations support to implementation of the Sendai Framework and commitments to supporting coherence with the Paris Agreement and the SDGs. These frameworks also facilitate the development of coordinated action through countries' United Nations Development Assistance Frameworks. WFP's Strategic Plan (2017–2021) allows WFP to evolve alongside other entities of the United Nations Development System (UNDS), as requested by the Secretary-General, where the 2030 Agenda requires the UNDS to pursue more integrated approaches and create cross-sectoral synergies to deliver interlinked results at all levels, with particular focus on facilitating interlinked and transformative results at the country level and promoting national ownership.

## Country-Level Action

29. WFP is adopting a country strategic planning approach to operationalize its Strategic Plan. Through this approach, WFP will support countries in making progress towards zero hunger, while improving the strategic coherence, focus and operational effectiveness of WFP's assistance and partnerships to support country and regional work to address food insecurity and malnutrition.
30. Where climate risks are a major driver of hunger, and in consultation with national partners, WFP will align its country strategic planning process with NAPs, NDCs and other government plans including national disaster risk management strategies and contingency plans, and national disaster risk reduction platforms.<sup>21</sup> WFP will support governments and work with scientific and food policy research partners to analyse the impacts of climate risks and the potential impacts of climate change on food security, examining both sudden-onset climate extremes and slow-onset impacts. WFP will also contribute to analysing national and local capacities and gaps in addressing these risks.
31. Based on countries' zero hunger strategic reviews, and in line with the planning processes of governments and United Nations country teams, WFP will identify national SDG targets and results that it is well placed to support, including those linked to SDGs 2, 13 and 17.
32. Based on these national SDG targets, WFP will define national-level Strategic Outcomes, which will address the impacts of climate risks and climate change on food security and nutrition where appropriate. Operational outcomes will be defined as the direct results of WFP outputs that support SDG 2 and contribute to other SDGs, including SDG 13.
33. To guide the development of Strategic Outcomes and activities, this policy establishes principles and focus areas that are consistent with WFP's mandate and strengths and that define the entry points, activities and tools that are available to country offices.

## Policy and Programme Principles for WFP's Climate Action

34. Country offices should consider the following principles when building climate action into their programmes:
  - i) *Focus on the most food-insecure and vulnerable people.* In addressing the impacts of climate change, WFP will target the most food-insecure and vulnerable people and communities, who are often unable to manage the climate risks they already face. These people also often depend on very climate-sensitive livelihoods and ecosystems and have the most urgent need of assistance to develop resilient livelihoods that can thrive under a changing climate.
  - ii) *Define the role and benefits of food assistance.* WFP will take into account the extent to which current household food deficits are related to climate risks and the role that food assistance can play in meeting urgent food needs cost-effectively while providing vulnerable people with opportunities to build resilience and adapt to climate change. The

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<sup>21</sup> These are supported by the 2015 Sendai Framework for Disaster Risk Reduction.

selection of transfer types – food, cash, vouchers, insurance or other – should be based on the context, as outlined in WFP’s guidance and policy on cash-based transfers.

- iii) *Build effective partnerships.* Given the scope of the challenge and the need for specialized technical expertise in developing and applying policies, programmes, analyses and tools for climate adaptation and resilience-building, WFP will work with governments and other partners to facilitate, catalyse and deliver joint support, developing capacities where needed. This work will require partners in each country context to capitalize on each other’s complementary capacities and strengths and to define the role of WFP food assistance in national efforts to address climate risks, build resilience and support adaptation.
- iv) *Understand, define and address the links among climate risks, non-climate risks, nutrition and food security.* WFP will systematically include analysis of climate risks and climate change in its baseline food security analysis. Climate analyses will take into account all the dimensions of food security and the full range of both climate and non-climate risks that affect food security and nutrition. Where possible, climate risk assessments will include analysis of current and potential losses and damage. This approach will enable WFP and partners to identify where climate-related programming will be most effective and to ensure that a balanced and robust programming approach is pursued. WFP climate change adaptation activities and programmes will directly address the links among food security, current climate risks and climate change. These links will be articulated in CSPs and programme documents. WFP programmes will address climate and non-climate risks using a balanced approach in line with the SDGs and national objectives related to food security, development and climate change.
- v) *Make current climate risks a starting point, focusing on the major drivers of food insecurity and malnutrition.* WFP will start by addressing the risks to food security associated with today’s climate variability and extremes before taking action to address risks and opportunities associated with longer-term climate change. WFP programmes will focus on actions to manage priority climate risks that have the greatest impact on food security and nutrition. When considering these priority climate risks, WFP will take into account slow-onset climate changes to facilitate longer-term sustainability.
- vi) *Promote action that improves livelihoods while reducing existing and future climate risks.* WFP activities will be guided by analysis of how adaptation options increase the resilience of livelihoods to growing climate risks or help people diversify from climate-sensitive livelihoods and ecosystems. WFP will work with partners to identify adaptation activities that both reduce current and future risks and improve short-term livelihoods, incomes and access to food. This approach will help ensure effective use of resources despite the uncertainties associated with climate change.
- vii) *Systematically consider the implications of climate change for the technical standards of WFP and partners.* WFP programmes will aim to ensure that community assets, emergency preparedness and other relevant activities are climate-proofed and constructed to withstand future extreme climate events. WFP will also consider the impacts of changes in climate patterns on other technical standards used by partners. Capacity–development will address the gaps identified.
- viii) *Focus on quality programmes that build lasting resilience.* WFP will continue to enhance the quality and impact of all resilience programmes, including those with climate change-related objectives, through the systematic application of its Policy on Building Resilience for Food Security and Nutrition.<sup>22</sup> Use of the three-pronged approach to resilience programming and the standards in upgraded corporate guidelines on asset creation will be critical to the success of this policy, as will striving to reach the scale of action required to achieve meaningful results. Monitoring and evaluation of programmes will also be essential, and will be facilitated by the integration of climate change indicators into WFP’s Corporate Results Framework.

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<sup>22</sup> WFP/EB.A/2015/5-C.



- ix) *Design participatory, gender-transformative and location-specific adaptation activities.* WFP recognizes that adaptation calls for demand-driven, context-specific approaches and requires strong, inclusive leadership at the local and community levels. Programmes must address the specific vulnerabilities, needs, capabilities and priorities of the women, men, girls and boys in each community, and be sensitive to the needs of groups such as people with disabilities, youth and indigenous people. They should empower women and girls in achieving food security, climate adaptation and management of disaster risks.
- x) *Take a long-term iterative approach that includes preparedness, response, recovery and development.* Using the SDGs to guide long-term action, WFP will take an iterative, phased approach to managing uncertainty related to climate change, using its experience throughout the humanitarian–development continuum to apply integrated risk management approaches that build national and community-level resilience. This work includes developing tools such as analyses and early warning systems; programmes such as social safety nets; community activities such as resilience and disaster risk reduction projects; institutional mechanisms such as the Food Security Climate Resilience facility (FoodSECuRE); and policies such as NAPs and social protection. WFP will measure the effectiveness of adaptation and other climate-related activities to review decisions in the context of evolving climate change science and uncertainties. WFP activities will take into account the effects of repeated climate and other shocks on long-term progress in its strategies and programmes. It will continue to invest in tools and institutional mechanisms such as the R4 Rural Resilience Initiative and FoodSECuRE that enable it to provide countries with better approaches to climate resilience through early action, response and recovery.
- xi) *Embed environmental restoration and natural resource management in climate change adaptation strategies and efforts.* A large proportion of the world’s food-insecure households are dependent on already-degraded natural resources for their livelihoods and food production. Climate change will strain these environments further, affecting food security. Where appropriate, WFP will deploy food assistance to support partnerships to improve and rehabilitate natural resources at the community and landscape levels.

## **Programme Activities**

- 35. In addition to the principles in the previous section, this policy identifies entry points to guide country offices in developing CSPs and the tools and activities that WFP will use to support implementation of national government priorities and plans. These entry points are relevant to WFP’s mandate and the strengths that it has demonstrated by working with local communities, governments, regional institutions and other partners.

### **A. Emergency Preparedness and Response**

- 36. Given the increased frequency and intensity of climate extremes, large-scale global investments in improving the effectiveness and efficiency of emergency preparedness and response systems will be needed in the coming decades. WFP will continue to serve as a global leader in addressing the food security and nutrition needs of populations affected by climate disasters, working with regional, national and local governments, civil society partners, communities and humanitarian partners to understand how climate change might alter the needs of local communities and to apply this understanding to enhancing emergency preparedness and response capacities. WFP will also continue to focus on building national capacities to prepare for and respond to climate and other disasters, including through enhanced climate risk assessments for emergency systems that can respond in ways that can reduce vulnerability in food procurement, transport, storage and distribution.

### **B. Food Security Analysis, Early Warning and Climate Services**

- 37. *Food security analysis.* While understanding of the impacts of climate change and climate risk on food security and nutrition is increasing, it remains limited, with impacts on the support available to governments and communities in developing evidence-based national policies and plans such as NAPs, NDCs and CSPs. Building on its experience of food security analysis, WFP

is developing climate analysis tools that address these gaps, and views this work as an essential investment for improved policy and programme design and monitoring and evaluation of progress in climate change adaptation programmes. WFP will continue to make significant contributions through partnerships with organizations including FAO, IFAD, the Consultative Group on International Agricultural Research, the United Kingdom Met Office, the Red Cross Climate Centre, the European Commission Directorate-General for Research and Innovation, the International Research Institute for Climate and Society and the European Centre for Medium-Range Weather Forecasts, and initiatives such as the Climate Adaptation Management and Innovation Initiative (C-ADAPT) (Box 2). Such analytical tools will facilitate a cross-sectoral understanding of disaster risks and of opportunities for enhancing livelihoods, climate resilience and nutrition, in line with government provisions, and help engage partners and communities in sustained efforts to build resilience for food security and nutrition.

38. *Early warning and early action.* A core strength of WFP's emergency preparedness and food security analysis is its capacity to analyse, translate and use climate information to support early warning and early action in food crises. WFP will continue to work with communities, national and sub-national government institutions and other partners to develop and operate food security early warning and monitoring systems that integrate better short- and long-term climate information, allowing partners to build greater climate resilience through early action to reduce risks and respond to emerging shocks.
39. *Climate services.* Climate services provide climate information to support decision-making by the people who manage the impacts of climate and climate change, enabling them to make better-informed decisions and improve their risk management capacities. WFP has been a leading innovator in this area – including in work with the Livelihoods, Early Warning and Protection project in Ethiopia – and an active member of the Global Framework for Climate Services, in which it collaborates with the World Meteorological Organization and other partners on providing innovative climate services to its beneficiaries and partners. It will also continue to develop and use climate services to improve internal management and effectiveness, for example by linking El Niño forecasts to advanced preparedness, programming and procurement actions and developing forecast-based financing tools.

### **C. Community Resilience, Risk Reduction, Social Protection and Adaptation**

40. *Community resilience-building, livelihoods and disaster risk reduction programmes.* Many WFP programmes, in collaboration with other partners, contribute to resilience-building and climate change adaptation, such as WFP's well-established food assistance-for-assets programmes, which help food-insecure households to meet their basic food needs while supporting their efforts to build resilience, improve livelihoods and reduce current and future disaster risks. This food assistance gives vulnerable people the opportunity to invest in their own food security and adaptation, which they would otherwise be unable to do given their daily struggle to meet food needs. Working with partners, including the RBAs, WFP reaches 10–20 million people a year through these programmes, providing food assistance to support activities such as irrigation, soil and water conservation, reforestation, environmental restoration, watershed conservation, climate resilience, rural infrastructure and climate-smart agricultural practices. Encouraging WFP programmes and partners to work on joint strategies, implementation and advocacy, and to expand these tools and services to smallholder farmers in the wider food system, including through the Purchase for Progress initiative, could also offer opportunities for combating climate-related food supply gaps while building people's climate resilience, such as through climate-smart agriculture, climate services and microinsurance.
41. *Social protection and safety nets.* WFP is recognized for its support to national governments in designing, implementing and evaluating cost-effective food security and nutrition-sensitive safety net and social protection mechanisms for the most vulnerable populations in fragile and challenging contexts. Mechanisms such as asset creation, public works, employment guarantees and nutrition programmes are essential elements in protecting the most vulnerable people from increasing climate extremes, and providing platforms for support to large-scale adaptation. WFP will continue to work with national governments and other partners to support the

establishment of national programmes and services, including adaptive and shock-responsive safety nets through the development and scaling up of approaches such as the R4 Rural Resilience Initiative (Box 3). In these programmes, WFP will focus on achieving programme quality and impact. In asset creation activities, this will mean ensuring that assets are directly linked to both food security and adaptation objectives that reduce climate risks and increase adaptive capacity.

42. *Risk management, finance and insurance.* WFP will continue to play a leading role in introducing and scaling up innovative risk financing tools that help food-insecure countries and communities manage increasing climate risk. Tools such as weather index insurance, forecast-based finance and contingency financing can reduce uncertainty and improve livelihoods. When deployed as part of an overall risk management strategy, these instruments allow the poorest and most vulnerable farmers to make and protect investments that increase, improve and diversify their productivity, livelihoods and well-being. Integrating these risk transfer approaches into national plans, programmes and tools, in collaboration with a wide range of partners – including United Nations agencies, non-governmental organizations, national institutions and the private sector – helps governments to expand financial inclusion and promote food security and nutrition through building stronger, innovative and more cost-effective, predictable and sustainable response systems and safety nets. WFP will continue to share its experience in risk transfer mechanisms and support governments with risk financing initiatives aimed at reducing hunger, such as the R4 Initiative of WFP and Oxfam (Box 3), FoodSECuRE and the African Union’s African Risk Capacity (ARC). This support will include implementing ARC’s Replica Coverage facility by working with ARC member states and donors to mobilize resources for WFP to pay matching premiums for climate-risk insurance and for building national capacity to improve planning, operational capacity and targeting of national emergency food assistance programmes.
43. *Stoves and safe energy for cooking.* When people lack access to fuel, they resort to undercooking and skipping meals or selling food rations to buy cooking fuel, leading to negative impacts on the nutrition of their families. Cooking on open fires and traditional stoves is a major health and climate risk, affecting almost half the world’s population and resulting in 4 million premature deaths a year. Women and children bear the brunt of the direct health impacts and the increased risks of gender-based violence associated with collecting fuelwood. Up to 25 percent of black carbon emissions globally come from burning solid fuels for household energy needs.<sup>23</sup> WFP is a lead actor in the Safe Access to Fuel and Energy (SAFE) initiative, working with beneficiaries and partners to improve access to safe and clean energy for cooking, reducing protection and environmental risks while increasing livelihood opportunities and reducing greenhouse gas emissions.

#### **D. Policy Support**

44. *Policy support to governments.* WFP recognizes the mandates and roles of other United Nations agencies in providing policy support, especially FAO in areas related to agriculture. In this context, and in close collaboration with United Nations agencies and other partners, WFP will continue to support national and local governments in raising awareness and catalysing policy reform, institutional innovation and capacity development through support to policies and plans that support national ownership of ending hunger and malnutrition, including climate change plans such as NAPs and NDCs. This support will focus on areas consistent with WFP’s mandate, experience and capacities, guided by the programme activities and principles laid out in this policy. It will build on WFP’s capacity and tools for analysis, leveraging its global experience and innovation in climate resilience to document and provide an evidence base for supporting decision-making, learning, climate change adaptation programming, and monitoring and evaluation. WFP will enhance its support to government partners in obtaining access to climate finance programmes through its activities as an implementing entity of the UNFCCC’s Green Climate Fund and Adaptation Fund. WFP also works as a partner in climate finance

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<sup>23</sup> United States Environmental Protection Agency. 2012. *Report to Congress on Black Carbon*. <https://www3.epa.gov/airquality/blackcarbon/2012report/fullreport.pdf>

projects led by other accredited entities supporting relevant food security and nutrition-specific activities, consistent with this policy.

45. *Policy support to the UNFCCC and other regional and international processes.* WFP will continue to provide UNFCCC parties with technical support in addressing the impacts of climate change on food security and nutrition, focusing on resilience, adaptation and risk reduction in developing countries with high levels of food insecurity. At the global level, WFP will focus on selected UNFCCC issues including loss and damage, agriculture, food security, and climate finance, continuing to work with the RBAs and other United Nations agencies as part of a comprehensive United Nations system-wide approach. It will also continue to support the Intergovernmental Panel on Climate Change with technical inputs related to food security, nutrition and hunger.

## **Financial and Resource Considerations**

46. Climate change has financial and resource implications for WFP. In the coming decades, humanitarian needs are likely to escalate as a result of the increasing frequency and intensity of climate disasters. Through the UNFCCC, nations have committed to mobilizing USD 100 billion of climate finance per year to help countries transition to low-carbon economies and adapt to climate change.<sup>24</sup>
47. Climate finance is a growing source of funding for WFP activities through both bilateral donor support and implementation of specialized climate finance projects. Between 2010 and 2014, reports from donors to the UNFCCC, and WFP's own records, indicate that WFP received more than USD 287 million in fast-track climate finance. WFP is now the second largest multilateral implementer of projects funded by the UNFCCC Adaptation Fund. In March 2016, WFP was among the earliest entities accredited to the UNFCCC Green Climate Fund.
48. WFP will continue to work with governments to develop climate change adaptation and climate resilience projects and programmes in line with its mandate and this policy. These activities will be aligned with national plans and priorities under the UNFCCC, as defined in countries' NDCs and NAPs, and will aim to attract climate financing to support their implementation. WFP will continue to mobilize resources through specialized climate finance funds and bilateral and multilateral funding to implement these programmes and projects, collaborating with governments and international finance institutions such as the World Bank and IFAD to identify other sources of financing for the long-term investments needed to build adaptive capacity at the country and community levels. These resourcing opportunities will be integrated into CSPs and WFP's new financial framework. Given the recurrent nature of climate disasters, the long-term risks posed by climate change and the need for multi-year programming to address these challenges, the availability of predictable, multi-year funding from all these sources will be key to the success of this policy.
49. Over the last five years, climate change, resilience and disaster risk reduction have been priority areas for innovation and extra-budgetary investment for WFP. These investments have helped WFP clarify its role, develop new tools, support development of the Paris Agreement, and – most important – begin helping vulnerable countries to address the impacts of increasing climate extremes and climate change. Given the impact of climate change and disasters on food security and food crises, this area is expected to remain a priority for extra-budgetary investment.
50. To implement this policy, WFP will need to build staff capacities, integrate specialized climate change funding into its financial framework, and develop more specific guidance for staff and partners. It will continue its leadership in scaling up innovative new tools and approaches to equip the most vulnerable people and communities with the most effective means of enhancing climate resilience. WFP's Policy on South–South and Triangular Cooperation will provide further

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<sup>24</sup> UNFCCC Conference of the Parties (COP) 15 Copenhagen Accord, decision 2/CP.15: <http://unfccc.int/resource/docs/2009/cop15/eng/11a01.pdf>; COP 16 Cancun Agreements: <http://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf>; and COP 19 Report Decision 3/CP.19: <http://unfccc.int/resource/docs/2013/cop19/eng/10a01.pdf>

guidance on identifying and acquiring additional resourcing, expertise, knowledge and networking opportunities. WFP will develop an action plan defining the short-term extra-budgetary resource requirements to equip it to implement this policy, and its longer-term standing resource requirements. WFP plans to review implementation of the policy after five years.

51. Responding to calls for institutional mechanisms that provide more stable, long-term resources along the humanitarian–development continuum and are better able to address the increasing losses and damage from climate change, WFP will develop, and evaluate the effectiveness of, FoodSECuRE – a multilateral, multi-year, replenishable fund to support community-centred action to enhance climate resilience, which has a target capitalization level of USD 400 million by 2020. This instrument links climate and hazard forecasting to flexible multi-year financing, providing the means to unlock funding rapidly to scale up food and nutrition responses and disaster risk reduction activities before climate disasters occur and to support multi-year resilience-building for recovery.
52. WFP will also continue to work with donor agencies, IFAD and other partners to develop more predictable immediate-response financing for climate disasters, including through the ARC Replica Coverage facility and similar initiatives.
53. Resourcing of WFP’s management of greenhouse gas emissions and other environmental impacts of its programmes and operations, such as quantifying net greenhouse sinks and reducing emission sources, is addressed in the Environmental Policy. WFP is committed to ensuring that these separate but related work streams complement each other, not least because both involve building the capacity of WFP staff and the communities it serves and may draw on similar funding sources.

## BOXES

### **Box 1: SDG 13 targets that are relevant to WFP**

WFP's objectives are closely aligned with SDG 13: Action to combat climate change and its impacts. Specific targets relevant to WFP include:

- Target 13.1: Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries;
- Target 13.2: Integrate climate change measures into national policies, strategies and planning;
- Target 13.3: Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning; and
- Target 13.3b: Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities.

### **Box 2: Climate Adaptation Management and Innovation Initiative (C-ADAPT)**

C-ADAPT is a global initiative that integrates climate and food security analysis into programme and policy design. C-ADAPT emerged in response to gaps in research on the impacts of climate change on food security, and the lack of examples of relevant climate change adaptation programming available to governments, communities and international organizations. Funded by the Swedish Government between 2013 and 2016, C-ADAPT has made WFP a leading innovator in climate analyses that identify food security in different contexts for use by governments in their NAPs and other planning processes. It has also allowed WFP and partners to document case studies and best practices in climate adaptation.

### **Box 3: The R4 Rural Resilience Initiative**

R4 was created by WFP and Oxfam America in partnership with Swiss Re to develop, test and scale up a comprehensive approach to risk management and climate change adaptation to help communities become more resilient. R4 has been scaled up to Ethiopia, Malawi, Senegal and Zambia. It now reaches more than 200,000 people and is recognized as a leading example of the integration of safety nets, climate-risk insurance and resilience-building.

R4 has broken new ground by enabling the poorest farmers to obtain access to crop insurance by paying with their labour through insurance-for-assets schemes that are integrated into safety net programmes.

Impact evaluations in Ethiopia show that insured farmers save more than twice as much as those without insurance and invest more in seeds, fertilizer and productive assets such as draught animals. Women, who often head the poorest households, achieved the largest gains in productivity by investing in labour and improved tools for planting. In Senegal, R4 participants were better equipped to face the effects of a recent drought and saw their food consumption drop by just 8 percent compared with 43 percent in the control group.

## **Acronyms Used in the Document**

|            |  |
|------------|--|
| ARC        | African Risk Capacity                                    |
| C-ADAPT    | Climate Adaptation, Management and Innovation Initiative |
| CSP        | Country Strategic Plan                                   |
| FAO        | Food and Agriculture Organization of the United Nations  |
| FoodSECuRE | Food Security Climate Resilience facility                |
| IFAD       | International Fund for Agricultural Development          |
| NAP        | National Adaptation Plan                                 |
| NDC        | Nationally Determined Contribution                       |
| RBA        | Rome-based agency  |
| SDG        | Sustainable Development Goal                             |
| UNDS       | United Nations Development System                        |
| UNFCCC     | United Nations Framework Convention on Climate Change    |
| WIM        | Warsaw International Mechanism for Loss and Damage       |