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## **POLICY ISSUES**

*For information\**



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## **COMPENDIUM OF WFP POLICIES RELATING TO THE STRATEGIC PLAN**

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

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for information**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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## INTRODUCTION

1. At its 2010 Second Regular Session the Board asked the Secretariat to produce a compendium of WFP policies relating to the Strategic Plan highlighting the relevant policies by Strategic Objective. The Board also requested that the compendium be updated annually as an information paper to be presented at the Second Regular Session. This document is a response to those requests.
2. The compendium is intended to guide the work of the Secretariat and the Board. It contains a chart and a summary of current policies supporting each Strategic Objective in the Strategic Plan (2008–2013)<sup>1</sup> and cross-cutting policies. It shows which policies have been superseded by new ones, identifies potential policy gaps and policies that need updating, and gives information on evaluations and related studies in line with the evaluation cycle approved by the Board.<sup>2</sup> Administrative, financial and human resource issues are not covered.
3. Policies being developed for Board approval are included. These are:
  - “The Role of Food Assistance in Transition Contexts”, for approval at the Board’s 2013 Annual Session; and
  - “Urban Food Insecurity”, which is being revised in the light of the latest research and WFP’s experience in recent urban disasters.
4. The compendium will be available on the Executive Board and Policy pages of the WFP website as requested at the 2002 Annual Session.

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<sup>1</sup> Available at: <http://documents.wfp.org/stellent/groups/public/documents/eb/wfp176663.pdf>

<sup>2</sup> WFP/EB.A/2011/5-B.

## CHART OF POLICIES RELATING TO THE STRATEGIC OBJECTIVES, 2008–2013

5. The chart below shows policies that underpin the Strategic Objectives in the Strategic Plan (2008–2013).

- **Green (G)** with solid background indicates that a policy has recently been updated; **green** with diagonal lines indicates that a policy is scheduled to be updated.
- **Yellow (Y)** indicates that the policy is still applicable.
- **Red (R)** indicates the need for a new policy or an update.
- **Blue (B)** indicates a policy gap.

### Policies that Address Multiple Strategic Objectives

2004	Humanitarian Principles	Y
2008	WFP Strategic Plan (2008–2013) <i>At EB.A/2009 the Board extended the 2008–2011 plan to 2013. The Strategic Plan (2014–2017) will be presented for approval at EB.A/2013.</i>	G
2008	WFP Evaluation Policy <i>A group peer review by the Organisation for Economic Co-operation and Development/Development Assistance Committee and the United Nations Evaluation Group is planned for 2012/13.</i>	G
2009	WFP Gender Policy <i>An update on implementation of the WFP Gender Policy Corporate Action Plan (WFP/EB.2/2009/4-C) was presented at EB.A/2012. The policy is to be evaluated in 2013.</i>	G
2009	WFP School Feeding Policy <i>The policy was evaluated in 2012 An update is to be presented at EB.2/2013.</i>	G
2011	Update on the Implementation of WFP's Policy on Vouchers and Cash Transfers <i>An evaluation is planned for 2014.</i>	G
2011	WFP Policy on Disaster Risk Reduction and Management <i>This supersedes "Policy on Disaster Risk Reduction" (WFP/EB.1/2009/5-B) and "Disaster Mitigation: a Strategic Approach" (WFP/EB.1/2000/4-A).</i>	G
2012	Update of WFP's Safety Nets Policy	G
2012	WFP Nutrition Policy <i>The nutrition policy replaces all previous nutrition policies. Follow-up to it was presented for information at EB.A/2012. An update of the policy reflecting recommendations from the planned evaluation will be presented at EB.A/2015.</i>	G
2012	WFP Humanitarian Protection Policy	G

### Strategic Objective 1 – Save lives and protect livelihoods in emergencies

2002	Urban Food Insecurity: Strategies for WFP <i>Urban food insecurity documents need to be developed into a policy that draws on the latest research and WFP's experience in recent urban disasters. An evaluation of WFP's work on urban food insecurity is planned for 2013.</i>	R
2004	Emergency Needs Assessments <i>Partially evaluated by the 2008 evaluation of the Strengthening Needs Assessment Project. "The Food and Agriculture Organization of the United Nations (FAO) and WFP joint strategy on Information Systems for Food and Nutrition Security", presented at EB.2/2011, implemented a recommendation from a 2010 evaluation.</i>	Y
2005	Exiting Emergencies	Y
2005	Definition of Emergencies	Y
2006	Targeting in Emergencies <i>The approach was evaluated in 2007.</i>	Y
2006	Humanitarian Access and its Implications for WFP	Y
2010	Food Aid and Livelihoods in Emergencies: Strategies for WFP	Y
2012	Update on WFP's Role in the Humanitarian Assistance System	G
2014	WFP Emergency Preparedness and Response Policy <i>WFP expects to complete a new emergency preparedness and response framework in the first quarter of 2013 as the basis for an emergency preparedness and response policy in the fourth quarter of 2014.</i>	B

### Strategic Objective 2 – Prevent acute hunger and invest in disaster preparedness and mitigation measures

	See the section on policies addressing multiple Strategic Objectives. <i>In the light of discussions with the Board in 2012, the policy on climate change and hunger scheduled for EB.2/2012 will not be on the agenda.</i>	
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### Strategic Objective 3 – Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations

1998	From Crisis to Recovery <i>The 1998 policy "From Crisis to Recovery" and the 2004 note on transition from relief to development will be superseded by the "Policy on Stabilization in Transitions", to be presented in 2013. The effectiveness of livelihood recovery interventions was evaluated in 2009.</i>	G
2013	The Role of Food Assistance in Transition Contexts <i>This policy is due for presentation at EB.A/2013.</i>	

### Strategic Objective 4 – Reduce chronic hunger and undernutrition

2010	WFP HIV and AIDS Policy <i>In compliance with the Board's request WFP provides regular updates on the implementation of its HIV and AIDS policy. An evaluation of the policy is planned for 2015.</i>	G
2012	Getting to Zero: WFP's Role as a UNAIDS Cosponsor	G

## Strategic Objective 5 – Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase

2006	Food Procurement in Developing Countries	Y
2009	Capacity Development and Hand-Over <i>An evaluation is planned for 2013.</i>	G

### THE STRATEGIC PLAN (2008–2013)

6. WFP’s strategic plans constitute the framework for its response to hunger and malnutrition using its various tools and modalities.<sup>1</sup>
7. Four independent strategic evaluations<sup>3</sup> were commissioned by the Office of Evaluation during the 2010–2011 biennium to inform WFP’s transition from food aid to food assistance. These had the following common messages:
  - The shift from food aid to food assistance is relevant, widely welcomed and very demanding; expansive and positive change is under way.
  - Enhanced leadership, guidance and support are needed to maximize the effectiveness of the change.
  - WFP’s position, roles and priorities need to be communicated widely to prevent uncertainty among external stakeholders about WFP’s position.
  - Changes to WFP systems and processes lag behind the needs arising from new ways of working.
  - Staff commitment, creativity and problem-solving capacities are among WFP’s strengths, but investment is needed to ensure that adequate technical expertise and skill sets are available to implement the food-assistance approach in WFP and among partners.
8. The summary report of the four strategic evaluations recommended the following:
  - adapt and strengthen management support systems for the change process;
  - clarify conceptual ambiguities, programme priorities and WFP’s strategic position, and enhance communication with partners;
  - adapt WFP’s systems and procedures to support the change and accelerate it where it has started; to demonstrate effectiveness, monitoring and evaluation should be among the systems supported;
  - develop a funding system that ensures predictable long-term funding to support food-assistance activities; and
  - adapt staff development plans and partnering strategies to ensure that technical expertise and skills are available for new or expanding fields of work.
9. In response to the request of the United Nations General Assembly that the United Nations Children’s Fund (UNICEF), the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA) and WFP “align their

<sup>3</sup> See: “WFP’s Role in Social Protection and Safety Nets”; “WFP’s Role in Ending Long-Term Hunger”; “From Food Aid to Food Assistance – Working in Partnership”; and “How WFP’s Country Offices Adapt to Change”. A synthesis is available at <http://www.wfp.org/content/four-strategic-evaluations-transition-food-aid-food-assistance-synthesis>.

planning cycles with the Quadrennial Comprehensive Policy Review, including the implementation of mid-term reviews as necessary”.<sup>4</sup> The Secretariat presented a mid-term review of the Strategic Plan<sup>5</sup> at the 2012 Annual Session, the following findings were highlighted:

- The Strategic Plan positioned WFP to meet the challenges related to food and nutrition security more effectively and sustainably.
- The new tools and modalities opened new possibilities for supporting national plans, capacity development and resilience-building.
- The Strategic Plan leveraged the impact of WFP’s work in the communities it serves.
- Communication about core elements of the Strategic Plan was uneven.
- The Strategic Plan broadened WFP’s knowledge-sharing and partnerships.

10. The mid-term review made the following recommendations:

- maintain and enhance staff skill profiles, particularly in country offices;
- assess the organizational structure of WFP;
- enhance and increase partnerships at every level;
- continue to pursue financial reforms, focusing on country-level needs;
- improve reporting on impact, efficiency and results;
- improve capacity development;
- address the constraints of the funding model;
- address the challenges of short project duration by integrating WFP programmes into national plans and strategies;
- improve the roll-out, communications, change processes and accountability framework in the next strategic plan.

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## SUMMARY OF POLICIES THAT ADDRESS MULTIPLE STRATEGIC OBJECTIVES

### Gender<sup>6</sup>

11. Gender inequality is a major cause and effect of hunger and poverty. WFP’s gender policy creates an enabling environment in WFP for promoting gender equality and the empowerment of women by mainstreaming gender more fully in WFP’s policies, programmes and operations. The policy is consistent with the main elements of the United Nations system-wide policy on gender mainstreaming.<sup>7</sup>

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<sup>4</sup> A/RES/63/232.

<sup>5</sup> WFP/EB.A/2012/5-B\*.

<sup>6</sup> WFP/EB.1/2009/5-A/Rev.1.

<sup>7</sup> CEB/2006/2.

12. Priority actions include the following:

- Establish gender-sensitive perspectives, taking into account the different contexts in which WFP operates, which range from complex emergencies to more stable conditions.
- Promote the protection of the target population and staff members.
- Prevent violence against women, girls and children.
- Support capacity development through WFP staff members in United Nations country teams and among governments and partners with a view to incorporating gender perspectives in national food and nutrition policies and programmes.
- Improve accountability systems so that gender perspectives are included in work plans, risk-management profiles, monitoring and evaluation and performance indicators, and with partners.
- Use WFP's extensive field presence and its partners to advocate at different levels to raise awareness.
- Mainstream gender in WFP operations.
- Develop partnerships to address gender issues and knowledge-sharing.

13. At its 2012 Annual Session the Board approved an update on implementation of WFP's gender policy corporate action plan (2010–2011).<sup>8</sup> The findings included the following:

- WFP is establishing and enhancing partnerships with the Rome-based agencies and academic and other institutions in support of gender mainstreaming.
- WFP has developed an accountability framework that will hold staff and senior management accountable for mainstreaming gender in WFP.
- The establishment of the Gender Innovations Fund provides an incentive to design and implement context-led projects that are based on gender analysis.
- WFP will address the funding gap in the action plan and implement support measures such as gender-related capacity development and roll-out of the Gender Mainstreaming Accountability Framework.

## Nutrition<sup>9</sup>

14. A study published in *The Lancet* in 2008<sup>10</sup> highlights the importance of the right nutrition for children from conception to age 2 to prevent wasting, stunting and impaired physical or cognitive development, which can last a lifetime. Ensuring good nutrition – particularly during emergencies and during a child's first 1,000 days – has become a focus of governments, relief organizations and the United Nations.

15. Following the study in *The Lancet*, the Strategic Plan placed a strong emphasis on promoting nutrition for WFP's beneficiaries. In August 2009, WFP adopted a nutrition

<sup>8</sup> WFP/EB.2/2009/4-C and WFP/EB.A/2012/5-F.

<sup>9</sup> WFP/EB.1/2012/5-A.

<sup>10</sup> Black, R., Allen, L., Bhutta, Z., Caulfield, L., de Onis, M., Ezzati, M., Mathers, C. and Rivera, J. 2008. Maternal and child undernutrition: global and regional exposures and health consequences. *The Lancet* 371(9608): 243–260.



improvement approach that built on earlier policies<sup>11</sup> and highlighted the importance of adequate nutrition during the first 1,000 days of a child's life.

16. At the 2012 Annual Session the Board approved a new nutrition policy that defines the role of nutrition in WFP, focusing on its strengths in ensuring “access to the right food, at the right place, at the right time”.<sup>12</sup>
17. On the basis of scientific findings and lessons learned from scaling up nutrition interventions in emergencies, WFP has developed a policy that prioritizes:
  - treating moderate acute malnutrition (wasting);
  - preventing acute malnutrition (wasting);
  - preventing chronic malnutrition (stunting and micronutrient deficiencies);
  - addressing micronutrient deficiencies among vulnerable people, particularly to reduce the risk of mortality during emergencies and to improve health; and
  - strengthening the focus on nutrition in programmes without a primary nutrition objective and, where possible, linking vulnerable groups to these programmes.
18. To implement the policy, WFP will:
  - scale up high-quality food assistance and programming to ensure that the nutrition needs of target groups are met and to maximize the impact of WFP's operations;
  - serve as a resource, advocate and mentor for food-based nutrition interventions;
  - enhance systems, skills and processes with a view to assuming leadership in nutrition programming and enhancing its quality; and
  - develop the capacity of governments and partners to implement cost-effective programmes.

### Safety Nets<sup>13</sup>

19. In October 2004 WFP presented its policy on safety nets as a subset of social protection interventions. An evaluation in 2011 informed the 2012 update of the policy<sup>14</sup> and recommended that WFP:
  - focus social protection and safety net interventions on its comparative advantages;
  - develop internal capacities for social protection and safety net interventions;
  - take account of local conditions when establishing social protection and safety net projects;
  - contribute to the development of national social protection systems; and
  - improve adherence to appropriate standards in social protection interventions.
20. The policy reflects WFP's significant role in food and nutrition security aspects of social protection and safety net programmes, clarifies the relevant concepts and their importance in WFP's activities, and sets out the opportunities and challenges involved.

<sup>11</sup> WFP/EB.A/2004/5-A/1, WFP/EB.A/2004/5-A/2 and WFP/EB.A/2004/5-A/3.

<sup>12</sup> WFP/EB.1/2012/5-A and WFP/EB.A/2012/5-D.

<sup>13</sup> WFP/EB.3/2004/4-A.

<sup>14</sup> WFP/EB.A/2012/5-A.

21. The update also highlights lessons learned from the policy's implementation, including:
- Understand the context.
  - Assess what is available and build on what works.
  - Ensure coordination and predictability.
  - Focus on the most vulnerable.
  - Be system-oriented.
  - Be accountable and open to learning.
  - Strengthen ownership; and social contracts.
  - Promote inclusive development pathways.
22. The update takes WFP's comparative advantages into account and reiterates its priorities for supporting safety nets:
- providing technical support and practical expertise for safety nets;
  - ensuring that food and nutrition security objectives are embedded in safety nets;
  - supporting governments in building systems of safety nets;
  - helping to strengthen institutional mechanisms;
  - ensuring that safety nets are informed by solid and context-specific evidence;
  - forging strategic partnerships for safety nets;
  - mobilizing resources; and
  - strengthening internal decision-making.
23. To implement the policy, WFP will develop programming guidelines and new tools, promote research, enhance technical skills and foster knowledge management.

### **Cash Transfers and Vouchers<sup>15</sup>**

24. Cash transfers provide beneficiaries with money and vouchers that enable them to access food for a pre-defined value or quantity in identified outlets. Cash transfers and vouchers are market-oriented forms of assistance that are becoming central elements of responses to emergencies, protracted crises and national social protection and safety net systems. WFP's rapid expansion of cash and voucher programmes is supported by changes in its financial framework that increase transparency, enhance planning and management and clarify links to performance indicators.<sup>16</sup>
25. The update to the voucher and cash transfer policy<sup>15</sup> presented at the 2011 Annual Session stated that such programmes should consider:
- how markets are functioning;
  - the availability of financial systems and delivery mechanisms;
  - security conditions;
  - implementation costs (efficiency);

<sup>15</sup> WFP/EB.A/2011/5-A/Rev.1, superseding WFP/EB.2/2008/4-B.

<sup>16</sup> WFP/EB.2/2010/5-A/1.

- expected impacts (effectiveness);
  - gender;
  - nutritional impact;
  - beneficiary preferences;
  - costs and impacts relative to other tools and methods; and
  - the role of technology and infrastructure in supporting these programmes.
26. WFP's policy will be operationalized under the Cash for Change initiative, with the following priorities:
- Ensure that programming is based on context-specific evidence from needs assessments and market analyses.
  - Develop protocols and controls for scaling up voucher and cash-transfer programmes, update programme guidance, design and implement a capacity development programme and optimize systems for measuring results and accounting for resources.
  - Optimize the management and monitoring of cash-transfer and voucher projects, control unit costs and manage risks, using appropriate technologies.
  - Enhance management for results so that expansion of the programmes increases their impact.
  - Establish partnerships with non-governmental organizations (NGOs), the World Bank and others with experience in this area.
  - Ensure that cash-transfer and voucher programmes are integrated into national social-protection and safety-net systems.

### **School Feeding<sup>17</sup>**

27. The 2009 policy established school feeding as a safety-net intervention to reduce vulnerability to hunger and to support livelihoods by investing in human capital through improved health, nutrition and education. It required WFP to design and implement sustainable, locally sourced programmes with a view to eventual hand-over to government ownership.
28. The policy set out eight guiding standards for school feeding:
- Sustainability;
  - Sound alignment with national policy frameworks;
  - Stable funding and budgeting;
  - Needs-based, cost-effective quality programme design;
  - Strong institutional arrangements for implementation, monitoring and accountability;
  - Strategy for local production and sourcing;
  - Strong partnerships and inter-sector coordination; and
  - Strong community participation and ownership.
29. An evaluation presented at the Board's 2012 First Regular Session<sup>18</sup> found that the policy responded to a dynamic international context and developments in WFP, and that it

<sup>17</sup> WFP/EB.2/2009/4-A.

was timely and aligned with the Strategic Plan, other policies and aid-effectiveness principles. It was clear and evidence-based, and offered a holistic view of school feeding as an instrument of social protection. WFP should promote sustainable government systems and investigate the possibilities for linking school feeding to agricultural development. The proposal of quality standards for school feeding was seen as an important innovation.

30. The evaluation also noted significant weaknesses: i) the policy did not distinguish clearly between the general case for school feeding and specific roles for WFP; ii) its treatment of social protection was too narrow; iii) it should emphasize the need to focus each programme on specific objectives; iv) it paid insufficient attention to cost-effectiveness in programme design; v) it did not specify WFP's role in home-grown school feeding; vi) it should clarify the nutritional dimension and set out an action plan and a partnership framework; and vii) it lacked a monitoring and evaluation strategy. The Board requested an updated policy for presentation at the Board's 2013 Second Regular Session.

### Disaster Risk Reduction and Management<sup>19</sup>

31. WFP's Mission Statement and General Regulations stipulate that: "WFP will assist in the continuum from emergency relief to development by giving priority to supporting disaster prevention, preparedness and mitigation".<sup>20</sup>
32. The disaster risk reduction and management policy, approved at the 2011 Second Regular Session, focuses on building resilience and capacity among the most vulnerable people, communities and countries by ensuring food and nutrition security, reducing the risk of disaster and protecting and enhancing lives and livelihoods. The cross-cutting nature of the policy is reflected in the Strategic Plan (2008–2013), the climate change concept note and the policies on gender and risk management.<sup>21</sup>
33. The policy emphasizes that disaster risk reduction involves complementing emergency responses with targeted prevention, mitigation and preparedness activities. Gender considerations are crucial in addressing disaster risks because in inequitable societies women are more vulnerable than men when gender stereotyping affects their access to resources.<sup>22</sup>
34. WFP's comparative advantage in disaster risk reduction and management is the result of decades of work with governments and food-insecure communities to prepare for and respond to disasters, reduce disaster risk and build resilience. WFP's internationally recognized expertise in food security-related disaster risk reduction is based on: i) food security analysis and early warning; ii) vulnerability analysis; iii) emergency response and recovery; iv) resilience building and capacity development; and v) inter-agency coordination.
35. The policy identifies the following principles:
- focus on food assistance targeting the most vulnerable households, communities and countries during and after disasters;

<sup>18</sup> WFP/EB.1/2012/6-D.

<sup>19</sup> WFP/EB.2/2011/4-A.

<sup>20</sup> Available at: <http://www.wfp.org/about/mission-statement>

<sup>21</sup> WFP/EB.A/2011/5-F, WFP/EB.1/2009/5-A/Rev.1 and WFP/EB.2/2005/5-E/1.

<sup>22</sup> WFP/EB.1/2009/5-A/Rev.1, citing: Neumayer, E. and Pluemper, T. 2007. The Gendered Nature of Natural Disasters: the Impact of Catastrophic Events on the Gender Gap in Life Expectancy, 1981–2002. *Annals of the Amer. Ass. of Geog.* 97(3): 551–566.

- use food security and vulnerability analyses to determine the most effective ways to address hunger and malnutrition;
  - invest in emergency preparedness to maximize the effectiveness of emergency responses;
  - help governments to develop disaster risk reduction policies, plans and programmes with a food-security dimension;
  - take into account the impacts of climate change, conflict and other drivers of food insecurity, with particular attention to women and children;
  - promote partnerships and emphasize participatory approaches with governments, United Nations agencies, civil society, NGOs, research institutions and private-sector organizations;
  - emphasize participatory approaches with governments, partners and communities and foster links with national and local priorities;
  - generate multiple outcomes to maximize the impact and sustainability of interventions by integrating disaster risk reduction principles at all stages of programming;
  - specify outcomes, scales and timeframes to ensure that programmes are designed to deliver the expected results;
  - consider alternative and complementary approaches with a view to supporting national objectives;
  - provide technical assistance for programme development and implementation, working with national authorities and partners such as FAO, UNICEF and UNDP; and
  - ensure that women and men are equally involved in vulnerability assessments and project design and prioritization; work with partners to take advantage of women's skills and knowledge and ensure that burdens and opportunities are equitable and appropriate.
36. The policy will be supported by an action plan and systems for implementation, monitoring and evaluation, and reporting. An operational framework for WFP's emergency preparedness and response is being developed to support the policy.
37. Additional investments estimated at US\$5.5 million per year for four years will be coordinated under an action plan for capacity development in disaster risk reduction and incorporated into the Management Plan, which also identifies improvements to emergency preparedness and response to be coordinated under the Preparedness and Response Enhancement Project.

### **Humanitarian Principles<sup>23</sup> and Protection<sup>24</sup>**

38. At the request of the Board, WFP produced a summary of its humanitarian principles in 2004. The three main points are:
- **Humanity:** WFP will alleviate human suffering wherever it is found and respond with food aid when appropriate; it will provide assistance in ways that respect people's lives, health and dignity.

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<sup>23</sup> WFP/EB.A/2004/5-C.

<sup>24</sup> WFP/EB.1/2012/5-B/Rev.1.

- Impartiality: WFP's assistance will be guided solely by need and will not discriminate in terms of ethnic origin, nationality, political opinion, gender, race or religion; assistance will target those most at risk from the consequences of food shortages, bearing in mind the needs of women, men and children.
  - Neutrality: WFP will not take sides in a conflict and will not engage in controversy of a political, racial, religious or ideological nature; aid will not be provided for combatants.
39. WFP has a responsibility to protect people in emergencies, particularly women, children and marginalized groups. In 2005 the Policy Division launched the WFP Protection Project to develop capacities for understanding and addressing protection concerns.
40. The humanitarian protection policy presented at the First Regular Session of 2012<sup>24</sup> makes humanitarian protection an integral element of WFP's work in conflict situations and disasters with a view to improving the quality, effectiveness and durability of food assistance for people whose rights – enshrined in international law and including the right to food – are threatened.
41. The humanitarian protection policy is based on five principles:
- recognition of a State's responsibility to protect all the people within its jurisdiction: WFP will work with governments to promote safe and dignified food-assistance programming;
  - accountability to crisis-affected food-insecure people, who are the primary actors in their survival and protection: WFP will empower such people and maximize the space for them to ensure their own protection;
  - food assistance activities will be based on context and risk analysis, including an understanding of the ways in which protection gaps contribute to food insecurity and hunger and vice versa, and of the ways in which WFP's interventions can close such gaps;
  - recognition of applicable international law, for example in negotiations for humanitarian access, advocacy, partnerships and delivery mechanisms; and
  - provision of food assistance in ways that protect populations affected by conflict and disaster and that do not expose people to further harm.
42. The policy calls for:
- investing in institutional capacity for context and risk analysis;
  - incorporating protection concerns into programme tools;
  - integrating protection objectives into the design and implementation of food assistance programmes;
  - developing staff's capacity to understand protection concerns and formulate appropriate and principles-based responses;
  - establishing informed and accountable partnerships; and
  - establishing clear guidance and systems for managing protection-related information.

## Partnerships

43. The Strategic Plan (2008–2013) commits WFP to engaging in partnerships to achieve the Millennium Development Goals, and to enhance government capacities with a view to hand-over. General Rule III-1 states: “WFP shall, whenever possible, associate its assistance with material, financial and technical assistance provided through other multilateral programmes and shall seek similar co-operation with bilateral programmes and non-governmental partners.”
44. WFP does not have a partnership policy. Partnerships are addressed in its sector-level policies and strategies: examples include the NGO Partnership Framework,<sup>25</sup> the Private Sector Partnership and Fundraising Strategy,<sup>26</sup> partnership with the African Union<sup>27</sup> and the capacity development policy under Strategic Objective 5.
45. An evaluation<sup>28</sup> presented at the First Regular Session in 2012 defined partnership as “a voluntary collaboration sustained over a period of time in which each party shares benefits, costs and risks to achieve jointly defined objectives”.
46. The evaluation noted that there was a lack of clarity as to the shift from food aid to food assistance and that communications were uneven. The main findings were as follows:
- WFP is considered to be a valued and respected partner.
  - There were capacity gaps, particularly in the area of nutrition, and weaknesses in WFP’s partnering performance related to nutrition that were not observed in relation to emergency preparedness and response.
  - Working in partnership is seen to be beneficial and to increase the effectiveness of WFP’s operations and those of its partners.
  - Governments are WFP’s most important partners at the country level; the Strategic Plan recognizes the centrality of governments in meeting the food needs of their populations.
  - There was ambiguity as to WFP’s roles and responsibilities in nutrition, and several WFP financial and reporting systems were inadequate to support partnerships.
47. The evaluation made seven recommendations on making partnerships more effective, among which were: i) develop a WFP partnership strategy; ii) clarify WFP’s strategic positioning with partners and revise the agreements that govern these relationships; and iii) optimize WFP’s internal systems and capacities.

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<sup>25</sup> WFP/EB.A/2001/4-B.

<sup>26</sup> WFP/EB.1/2008/5-B/1.

<sup>27</sup> WFP/EB.A/2012/5-G.

<sup>28</sup> WFP/EB.1/2012/6-A.

### **Strategic Objective 1: Save lives and protect livelihoods in emergencies**

Goal 1: To save lives in emergencies and reduce acute malnutrition caused by shocks to below emergency levels

Goal 2: To protect livelihoods and enhance self-reliance in emergencies and early recovery

Goal 3: To reach refugees, internally displaced persons (IDPs) and other vulnerable groups and communities whose food and nutrition security has been adversely affected by shocks

### **Definition of Emergencies<sup>29</sup>**

48. At its 2005 First Regular Session the Board endorsed the recommendations contained in “Definition of Emergencies”, which defined emergencies as “urgent situations in which there is clear evidence that an event or series of events has occurred which causes human suffering or imminently threatens human lives or livelihoods and which the government concerned has not the means to remedy; and it is a demonstrably abnormal event or series of events which produces dislocation in the life of a community on an exceptional scale”.

49. Emergency situations include:

- earthquakes, floods, locust infestations and similar unforeseen events;
- human-made emergencies that force people to leave their homes as refugees or IDPs or that cause other distress;
- food shortages or food insecurity resulting from slow-onset events such as drought, crop failures, pests and diseases affecting people or livestock;
- restricted access to food as a result of economic shocks, market failure or economic collapse; and
- complex situations in which a government or the Secretary-General of the United Nations requests the support of WFP.

### **Responding to Emergencies**

50. WFP’s emergency-response policies, which are based on 50 years of experience, reflect lessons learned in addressing sudden emergencies and long-term issues such as urbanization and HIV and AIDS, scientific findings as to the importance of nutrition for children under 2 years of age, and increased understanding of the need to preserve livelihoods and develop ways to reduce malnutrition and hunger, especially for very young children. WFP is developing an Emergency Response Framework that could be shaped into a policy and a framework for engagement with national disaster-management entities. The sections below refer to current policies approved by the Board.

### **Emergency Needs Assessment<sup>30</sup>**

51. In emergency situations, WFP determines whether external food assistance is needed to preserve lives and livelihoods. Emergency needs assessments must be accurate to ensure that people are not left at risk and that humanitarian resources are allocated effectively.

<sup>29</sup> WFP/EB.1/2005/4-A/Rev.1.

<sup>30</sup> WFP/EB.1/2004/4-A.



52. Needs assessments gather information regarding:
- the number of people affected;
  - the magnitude and location of the crisis;
  - food and nutrition gaps;
  - differences in vulnerability among men, women, children and social groups;
  - local capacities and livelihood systems;
  - household coping capacities in terms of ability to produce or otherwise obtain food;
  - the extent to which food needs can be met through market interventions or existing safety net programmes; and
  - when livelihoods can be expected to return to normal.
53. Rapid assessment missions, crop and food supply assessment missions and joint assessment missions should take the following points into account:
- Pre-crisis information is important: regular assessments of crisis-prone areas improve the quality of emergency assessments.
  - Inadequate knowledge of local and regional markets and economics can be a significant impediment.
  - Assessments must be insulated from political pressures.
  - Particular care is needed in estimating numbers of IDPs and pastoralists.
  - Carrying out nutrition and food security assessments separately may impede targeting, programme design and outcome measurements.
  - Assessments should be a regular part of country office duties to ensure that robust information is available before a crisis and for adjusting programmes and targeting during a crisis.

### Targeting in Emergencies<sup>31</sup>

54. Targeting entails finding the right balance between inclusion errors – when people receive food but are not entitled to it – and exclusion errors – when people who need food and are eligible for it do not receive it.
55. Targeting involves: i) identifying communities and people in need of food assistance; and ii) selecting delivery and distribution mechanisms to ensure that targeted women, men and children receive assistance when they need it.
56. The Board's guidance on targeting during acute emergencies has been inserted into WFP's policy: "In acute emergencies, inclusion errors are more acceptable than exclusion errors. Other targeting objectives include providing a safe environment for food deliveries and maintaining flexibility to adapt to rapidly changing situations. Targeting costs increase in proportion to the level and detail of targeting approaches. WFP should analyse benefits and budget for costs associated with different targeting approaches, keeping in mind that cost-efficiency for WFP may imply increased transaction or opportunity costs for recipients."

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<sup>31</sup> WFP/EB.1/2006/5-A.

57. The principles of targeting include the following:
- Targeting is never perfect, so seek a balance between inclusion and exclusion errors.
  - Base targeting decisions on a full resource scenario but prioritize objectives in case resources are reduced or delayed; communicate the priorities to all stakeholders as soon as possible and ensure that they are understood.
  - Be flexible in adjusting targeting according to context and project objectives; as emergencies evolve and population needs change, targeting processes must also evolve.
  - Use assessment and early-warning tools such as vulnerability analysis and mapping to set targeting parameters and monitor changes during a programme cycle.
  - Monitor non-targeted areas to ensure that emerging needs are assessed.
  - Analyse the costs and benefits of different targeting approaches, the potential costs of leakage and the costs borne by beneficiaries.
58. WFP must help prevent violence against women, girls and children, particularly in complex emergencies. It should:
- reduce burdens and maximize the safety of women and girls in camps;
  - use food assistance programmes to support income-generating activities for women and girls;
  - support the creation of safe and private spaces for women and girls; and
  - facilitate the formation of support groups in camps to enable women to make decisions and be heard, particularly on matters concerning food and nutrition security.

### **Protecting Livelihoods and Enhancing Self-Reliance<sup>32</sup>**

59. The premise of WFP's policy on livelihoods is that people will go to great lengths to protect their livelihoods as well as their lives. People affected by a crisis are not merely passive victims and recipients of aid: they rely primarily on their own capabilities, resources and networks to survive and recover. But many of the coping strategies adopted to meet food needs can undermine health and well-being and erode people's ability to meet future food needs.<sup>33</sup>
60. WFP can help to protect livelihoods by: i) providing food for people whose livelihoods are threatened with a view to preventing negative coping strategies; ii) targeting women to enable them to meet their nutritional needs and those of their families; and iii) supporting programmes for improving community infrastructures and providing opportunities for income generation, for example through food-for-assets activities. It is important that women and men participate equally in identifying food-for-work and food-for-training activities in view of their different needs, and that women and men have equal access to the benefits of livelihood programmes.

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<sup>32</sup> WFP/EB.A/2003/5-A.

<sup>33</sup> WFP/EB.A/2003/5-A and WFP/EB.A/99/4-A.

### Humanitarian Access<sup>34</sup>

61. The primary responsibility for providing humanitarian assistance in a crisis lies with the state concerned. If it cannot respond, its government or the United Nations Secretary-General may ask for WFP's assistance in the form of food assistance or logistics support. To assess the situation and transport, deliver and monitor its food assistance, WFP must have safe and unhindered access to those in need. Humanitarian access is a precondition to humanitarian action.
62. There is no standard WFP approach to access: every case is situation-specific and demands flexibility and creativity to balance needs and safety issues. Ensuring safe access requires sound situation analysis and security management, adherence to international law and humanitarian principles, coordination and partnerships among stakeholders, and advocacy at various levels.

### WFP's Role in the Humanitarian Assistance System<sup>35</sup>

63. The Strategic Plan (2008–2013) states that WFP's partnerships and coordination with United Nations agencies, NGOs and others are central to its work, including at the country level.
64. At its 2012 Annual Session the Board considered an update<sup>36</sup> of the 2010 report on humanitarian assistance. The update provided the Secretariat an opportunity to seek Board support for WFP's engagement in humanitarian reform, particularly the Transformative Agenda of the Inter-Agency Standing Committee (IASC), which specifies the following actions by Humanitarian Coordinators (HCs), humanitarian country teams (HCTs) and clusters:
- convening the IASC Principals within 48 hours of a major humanitarian emergency to determine the level of response, which may be system-wide (level 3), regional (level 2) or augmented country (level 1);
  - deploying a Senior/Emergency Humanitarian Coordinator within 72 hours of a level 3 emergency, who may remain in place for up to three months with powers to determine priorities and make initial decisions;
  - establishing an inter-agency rapid-response mechanism to deploy experienced cluster leaders and staff to support the HC and HCT as necessary; and
  - ensuring that the HC and HCT develop a response plan within seven days of the emergency.

### Exiting Emergencies<sup>37</sup>

65. Decisions as to when and how to exit from an emergency can be as important as the decision to respond. WFP exits from emergencies either by withdrawing resources from an operation or a country or by shifting to longer-term programmes that protect and improve livelihoods and increase resilience. The shift frequently involves moving from an emergency operation to a protracted relief and recovery operation.

<sup>34</sup> WFP/EB.1/2006/5-B/Rev.1.

<sup>35</sup> WFP/EB.1/2010/5-C.

<sup>36</sup> WFP/EB.A/2012/5-C.

<sup>37</sup> WFP/EB.1/2005/4-B.

66. Exiting presents opportunities for engaging in early-recovery activities, but also introduces challenges for the communities involved. A sound exit strategy requires:
- clear criteria for exit;
  - benchmarks for assessing progress in meeting the criteria;
  - steps for reaching the benchmarks and identification of the people responsible for implementing them;
  - periodic assessment of progress and modifications to minimize risks;
  - a flexible timeline for reaching benchmarks and conducting assessments;
  - triggers such as progress towards objectives, improvement in the humanitarian situation, increased government capacity to meet needs, declining levels of donor contributions and willingness to allocate funding to a recovery programme; and
  - long-term objectives in alignment with government plans or donor priorities.

## **Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures**

- Goal 1: To support and strengthen capacities of governments to prepare for, assess and respond to acute hunger arising from disasters.
- Goal 2: To support and strengthen resiliency of communities to shocks through safety nets or asset creation, including adaptation to climate change.

67. Other policies relevant to this section are summarized under the section addressing multiple Strategic Objectives. They include:

- gender policy;
- safety nets;
- vouchers and cash transfers; and
- disaster risk reduction.

### **Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations**

- Goal 1: To support the return of refugees and IDPs through food and nutrition assistance.
- Goal 2: To support the re-establishment of livelihoods and food and nutrition security of communities and families affected by shocks.
- Goal 3: To assist in establishing or rebuilding food supply or delivery capacities of countries and communities affected by shocks and help to avoid the resumption of conflict.

### **Recovery<sup>38</sup>**

68. Please note that the crisis to recovery policy will be superseded by the policy on stabilization in transitions, which is scheduled for presentation to the Board in 2013. The following summarizes the 1998 crisis to recovery policy.
69. WFP's extensive experience in protracted or complex emergencies indicates that traditional relief responses often fail to address the real needs of people trying to secure their livelihoods. Emergency responses are short-term, whereas development approaches can help to: i) prevent further social or economic deterioration; ii) establish foundations for recovery and reconciliation; and iii) help to avert future conflict-related emergencies. The following principles should be noted:
- A recovery strategy should reflect the country strategy and country programme and give the rationale for operating in a protracted relief and recovery situation; it should determine where food aid is an appropriate and effective response.
  - Analysis of political, economic, social, security and environmental issues should take into consideration gender issues and populations with specific food and nutrition needs.
  - Risk assessments are necessary to ensure that interventions help beneficiaries to recover from losses, overcome tensions and begin recovery and reconciliation.
  - Long-term objectives should be identified so that programmes can be designed to support sustainable recovery.
  - Indicators should be defined to measure results such as the capacities of women and men to meet their own needs over time, WFP's ability to meet recurrent needs and obtain funding and the feasibility of exit strategies.
  - Interventions should build and utilize the capacities of governments, NGOs and beneficiaries, taking into consideration local priorities, objectives and needs.

<sup>38</sup> WFP/EB.A/98/4-A.

### **Strategic Objective 4: Reduce chronic hunger and undernutrition**

- Goal 1: To help countries bring undernutrition below critical levels and break the intergenerational cycle of chronic hunger.
- Goal 2: To increase levels of education and basic nutrition and health through food and nutrition assistance and food and nutrition security tools.
- Goal 3: To meet the food and nutrition needs of those affected by HIV/AIDS, tuberculosis and other pandemics.

### **HIV, AIDS and Tuberculosis<sup>39</sup>**

70. Of the 2 billion people suffering from micronutrient deficiencies, many are in countries with high HIV and TB prevalence and high levels of malnutrition. These diseases exacerbate malnutrition and food insecurity and lead to wasting and stunting, particularly among children.
71. WFP's HIV and AIDS policy accords with: i) the United Nations response; ii) the UNAIDS strategy for 2011–2015;<sup>40</sup> iii) the UNAIDS Division of Labour; and iv) the Strategic Plan (2008–2013). WFP aims to ensure that food-insecure people receiving anti-retroviral treatment in low-income countries receive nutritional support, and that people affected by HIV or tuberculosis do not resort to negative coping mechanisms to meet household expenses. To meet these obligations, WFP will:
- support nutritional recovery and treatment through nutrition and food support;
  - mitigate the effects of AIDS on individuals and households by developing or reinforcing sustainable safety nets; and
  - advocate to increase awareness of the links among HIV and AIDS, gender inequality, gender-based violence and food insecurity, working with partners to involve men and boys in HIV and AIDS responses.

<sup>39</sup> WFP/EB.2/2010/4-A and WFP/EB.A/2011/5-E.

<sup>40</sup> UNAIDS. 2011. *Getting to Zero*. UNAIDS 2011–2015 Strategy. Geneva.

### **Strategic Objective 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase**

- Goal 1: To use purchasing power to support the sustainable development of food and nutrition security systems, and transform food and nutrition assistance into a productive investment in local communities.
- Goal 2: To develop clear hand-over strategies to enhance nationally owned hunger solutions.
- Goal 3: To strengthen the capacities of countries to design, manage and implement tools, policies and programmes to predict and reduce hunger.

#### **Local Procurement<sup>41</sup>**

72. WFP has for some years used its purchasing power to build local capacities in agriculture and food production, handling and storage. Each year WFP purchases 80 percent of its food in developing countries. It is now halfway through the pilot phase of the Purchase for Progress (P4P) initiative, which uses WFP's purchasing power and its expertise in logistics and food quality to give smallholder farmers access to markets so that they can generate income and improve their lives. In the five-year pilot in 21 countries, WFP and its partners help farmers to produce and sell food surpluses: by raising farmers' incomes in this way, P4P turns local procurement into a tool for building local capacities to address hunger.
73. A mid-term evaluation of the pilot noted many successes, but showed the difficulty of achieving the target of 50 percent women participants and noted that the farmers themselves bear much of the risk when they take out credit.<sup>42</sup> The evaluation recommended that the original learning objective be retained and that the completed pilot be reviewed before P4P is scaled up.
74. The advance purchase facility was piloted in 2008, and the Board increased its authorization from US\$180 million to US\$507 million. Lessons learned through P4P, development of the new financial framework and other innovations in procurement will inform future policy.

<sup>41</sup> WFP/EB.1/2006/5-C.

<sup>42</sup> WFP/EB.2/2011/6-B.



## Capacity Development and Hand-Over

75. WFP's 2009 policy on capacity development<sup>43</sup> has been supplemented by an action plan<sup>44</sup> that reflects the shift from the food aid approach to food assistance, as set out in the Strategic Plan (2008–2013). It outlines a new vision for WFP, and recognizes that WFP must work as a partner with communities and countries to reduce hunger. This requirement is met by: i) providing direct capacity when necessary to respond to hunger; and ii) facilitating the development of national capacities to reduce hunger and improve food security by supporting anti-hunger policies, institutions and programmes. Renewed partnerships can contribute to these priority areas:

- investing to improve disaster risk management, safety nets, recovery and growth opportunities;
- enhancing anti-hunger institutions to make them effective and accountable;
- supporting policies, laws, strategic plans and joint programmes of action addressing hunger; and
- handing over sustained national capacity to manage anti-hunger strategies.

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<sup>43</sup> WFP/EB.2/2009/4-B.

<sup>44</sup> WFP/EB.2/2010/4-D.

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## ACRONYMS USED IN THE DOCUMENT

FAO	Food and Agriculture Organization of the United Nations
HC	Humanitarian Coordinator
HCT	humanitarian country team
IASC	Inter-Agency Standing Committee
IDP	internally displaced person
NGO	non-governmental organization
P4P	Purchase for Progress
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund