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## **POLICY ISSUES**

### **Agenda item 5**

*For information\**



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## **WFP PREPAREDNESS AND RESPONSE ENHANCEMENT PROGRAMME**

### **Towards a New Response Model**

\* 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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\* Emergencies Division

## EXECUTIVE SUMMARY

WFP's responses to the large-scale emergencies of 2010 were successful, but demonstrated a need for improved emergency preparedness and response capacities. The contexts in which it operates are increasingly unpredictable and challenging, requiring it to adapt its emergency responses in order to respond effectively. Its shift to providing food assistance, and its expanded role in humanitarian response, also point to the need for a new response model.

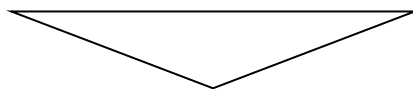
This document outlines WFP's progress in enhancing its capacity to prepare for and respond to emergencies. The Preparedness and Response Enhancement Programme is a WFP-wide initiative that aims to improve WFP's large-scale emergency response by incorporating lessons learned from a decade of feedback from WFP staff and management working in emergencies and building on earlier initiatives to address issues that hamper WFP emergency responses. Implemented from 2011 through 2013, it encompasses 60 interconnected activities in three thrust areas: i) WFP response capacities; ii) "enablers" such as strategic frameworks, guidelines and systems; and iii) partnership and services.

The following are some of the preliminary results of the Preparedness and Response Enhancement Programme after one year of implementation:

- Advance funding has been optimized to increase WFP's speed and efficiency in emergency response.
- The Corporate Emergency Activation Protocol has been revised.
- New and better supplies are being sent to the network of United Nations Humanitarian Response Depots to provide the best tools for people on the ground.
- An emergency preparedness and response framework is being produced as a foundation for a corporate policy.
- Streamlined information management processes have resulted in a more predictable flow of higher-quality information in emergencies.

The Programme will continue to implement planned activities in 2012 and 2013, focusing on efficiency and effectiveness, more support to the field and the development of government and partner capacities. Its ultimate goal is to ensure that the new response model is applied and mainstreamed by 2014.

## DRAFT DECISION\*



The Board takes note of “WFP Preparedness and Response Enhancement Programme: Towards a New Response Model” (WFP/EB.A/2012/5-H).

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

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## INTRODUCTION

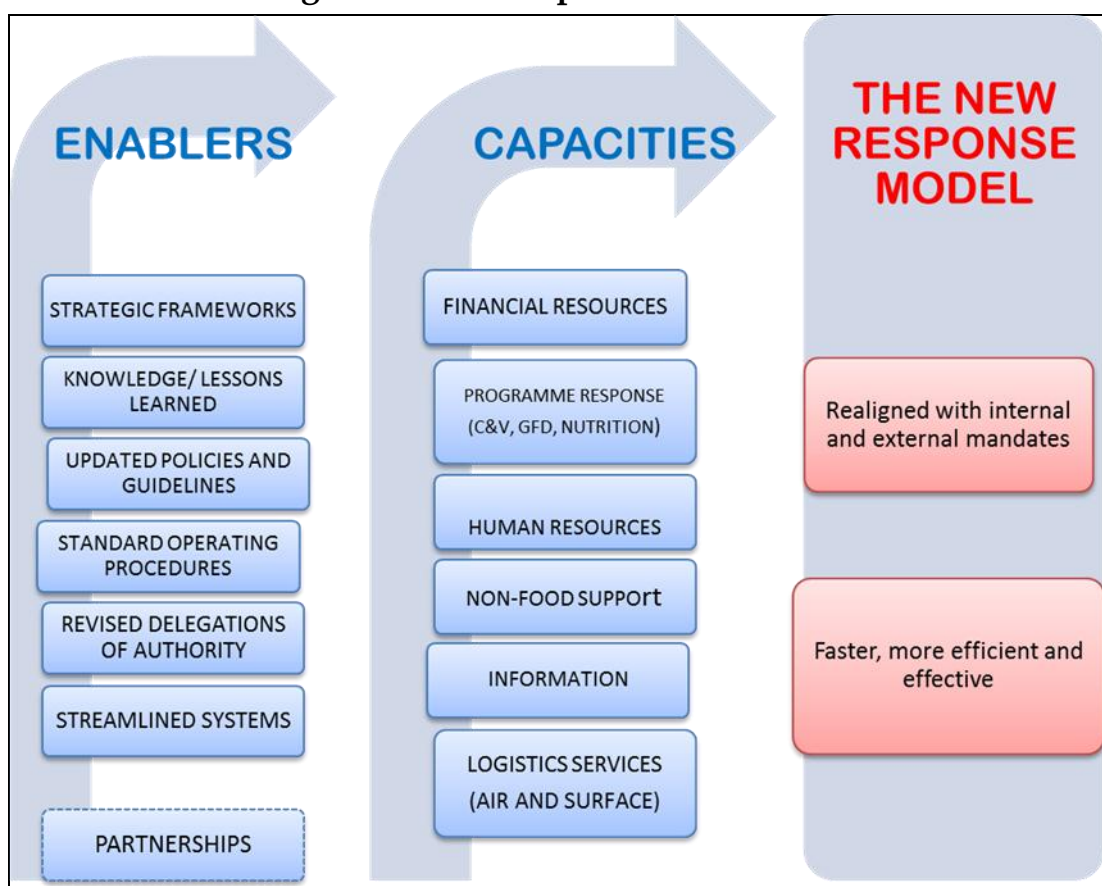
1. The Preparedness and Response Enhancement Programme (PREP) is a three-year, WFP-wide programme of activities designed to contribute to WFP's capacity to prepare for and respond to emergencies. Based on more than a decade of feedback from WFP staff and management working in emergencies, it builds on earlier initiatives to address systemic issues that hamper WFP emergency response and feeds into WFP's development of a new response model for a more efficient and effective response to large-scale emergencies.
2. This document outlines preliminary results since the launching of PREP in June 2011 and complements a series of consultations with internal and external partners and stakeholders.

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## BACKGROUND

3. WFP's responses to the large-scale emergencies of 2010 were successful, but demonstrated a need to improve WFP emergency preparedness and response capacities and to address recurring challenges. The increasingly unpredictable and challenging environments in which WFP operates require it to continuously adapt its approach to emergency response in order to respond effectively. The effects of climate change, the volatility of food and fuel prices, expanding urbanization, increasingly difficult security conditions and shifting socio-political dynamics all have an impact on the planning and implementation of emergency operations.
4. WFP's transition to a food assistance organization, and its use of new tools and approaches, also point to the need for a new response model (Figure 1). During the emergencies of 2010 and 2011 the use of such modalities as blanket supplementary feeding, cash transfers and ready-to-eat meals illustrated the importance of a model that allows for the rapid roll-out of new tools at scale.

**Figure 1: New Response Model**



C&V = cash and vouchers; GFD = general food distribution.

- WFP has also expanded its role in humanitarian response by providing global leadership of the logistics and emergency telecommunications clusters and joint leadership of the global food security cluster. Meeting these new obligations requires enhanced partnerships and capacities for providing inter-agency coordination and services.

## MANDATE AND RATIONALE

- Participants at the June 2010 WFP Global Meeting in Madrid recommended that WFP enhance its emergency preparedness and response capacities, and produced a Shared Action Plan with ten areas that form the foundation for PREP and the new response model. In February 2011 senior management confirmed the importance of PREP, emphasizing the usefulness of drawing on lessons learned from WFP staff involved in emergency response operations.
- At the Board's 2011 Annual Session the Executive Director announced that PREP had been launched, and at WFP's 2011 Global Meeting in Montreux it was presented as a corporate framework.

## OBJECTIVES

- The objective of PREP is to sustainably enhance WFP's capability to respond effectively and efficiently to large-scale emergencies, in support of Millennium Development Goals (MDGs) 1 – End hunger and poverty, and 8 – Global partnership. It is aligned with WFP's

Strategic Objectives 1, 2 and 5<sup>1</sup>, the Management Plan and the Inter-Agency Standing Committee (IASC) Transformative Agenda.

9. The Programme focuses on increased accountability, strategic partnership and national capacity development to empower governments to more effectively respond to emergencies. It builds on existing initiatives and earlier achievements, including the 2000 Institutional Strengthening Programme, 2004 Strengthening Emergency Needs Assessment Capacity in WFP project and the 2005–2008 Rapid Response Working Group.

## IMPLEMENTING THE NEW RESPONSE MODEL

10. The new response model shown in Figure 1 involves implementation of three thrust areas of PREP activities: i) WFP response capacities; ii) enablers – strategic frameworks, guidelines and systems, and iii) partnership and services.
11. Programme activities focus on enhancing WFP response capacities, ensuring inputs are optimal for an efficient and effective response. It also reviews corporate frameworks, guidelines and systems from an emergency preparedness and response (EPR) perspective, and ensures that strong links to other policies are in place. PREP will provide inputs to new strategies on training and deployment, knowledge management, risk assessment and others, updating and streamlining delegations of authority and information management systems.
12. The right partnerships are crucial to effective emergency preparedness and response. PREP works with a range of partners, including national governments, and provides support to WFP-led clusters and the delivery of WFP common services.
13. PREP continuously monitors its progress and the impact of its work using performance reviews of every corporate emergency operation. A final evaluation of PREP is planned for 2014.

### WFP Response Capacities

14. Where limited internal capacity severely hampers WFP's emergency response, PREP advocates for support at the corporate and division levels. Capacities are being developed to increase corporate inputs to humanitarian response, including human resources, information, basic and supplementary foods and non-food items.
15. Forward purchasing arrangements are being made for wider geographical areas and a greater number of specialized nutrition products often used in emergencies; this reduces lead times for deliveries in emergencies. The EPR training and deployment strategy aims to ensure that WFP staff have the best skills to implement large-scale emergency operations. WFP is also streamlining its information management processes during emergencies, to clarify how information should flow and to improve responses to queries from the field. Logistics services are being improved through support for transport fleets and reserve air capacities in disaster-prone regions.

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<sup>1</sup> Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Prevent acute hunger and invest in disaster preparedness and mitigation measures; and Strategic Objective 5 – Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase.

⇒ *Preliminary results*

16. Through the Forward Purchase Facility, Working Capital Funds have been used to pre-position stocks of ready-to-use food for supplementary feeding.
17. A corporate emergency training and deployment strategy was finalized and will be implemented in 2012.
18. A standard concept of operations was approved and integrated into WFP's EPR package. It will help country offices to:
  - communicate clearly the nature and scope of a disaster and the planned response;
  - draft an immediate-response emergency operation (EMOP), explaining WFP's response strategy to host governments and partners; and
  - provide input and access to inter-agency funding mechanisms.
19. A corporate response exercise based on a simulation response was developed that will allow WFP to evaluate its corporate response systems and to share best practices from recent emergencies. It is scheduled to take place in July 2012.
20. With a view to improving information management on operations, reporting in emergencies was streamlined and standardized, and a portable document repository was developed and distributed.<sup>2</sup>
21. Funding was provided for purchasing information technology and communications equipment and spare parts for stand-by regional truck fleets in Kampala and Accra to reach disaster-prone areas in East and West Africa.
22. Funding was provided for purchasing deployable boats and developing logistics distribution hubs and modular kits to be pre-positioned in the United Nations Humanitarian Response Depot (UNHRD) in Subang, Malaysia.

⇒ *Planned activities*

23. The EPR training and deployment strategy to be implemented in 2012 will establish the foundation for corporate and division-specific capacity development. Priorities include rolling out staff emergency response training and establishing a corporate response roster for rapid deployment of qualified, experienced staff.
24. WFP will establish the corporate response exercise as an annual event involving senior-level personnel from Headquarters and the field.
25. WFP will continue to work with its global information system (GIS) and mapping experts to apply new technology in support of more efficient operational responses. It will refine new tools that use satellite imagery for forecasting natural disasters and rapidly mapping their impact, and will further develop the corporate repository for geographical data. Training and field support in GIS will be a priority.
26. WFP will enhance its information management platform for operations – EPweb – to include real-time data on the current status of large operations. PREP will help to develop further the Humanitarian Early Warning Service, the IASC platform that aggregates information on natural disasters, to include country-specific information and historical data on natural hazards; it will be customized for mobile devices.

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<sup>2</sup> The EPen is a portable repository of emergency-related documents, templates and guidelines that ensures that emergency responders have access to the updated information needed to set up an emergency operation.



## Enablers – Strategic Frameworks, Guidelines and Systems

27. PREP is implementing an EPR knowledge management strategy to ensure that WFP continues to learn from and adapt to evolving operational contexts. WFP's experience is being drawn on to develop a practical emergency preparedness and response framework that lays the foundation for an EPR policy and related normative guidance.
28. PREP and technical units collaborate to formulate strategies. A risk management strategy will ensure that risk management is integrated within preparedness and response modalities throughout WFP. A strategy is being developed to ensure that such products as ready-to-eat meals, high-energy biscuits and humanitarian daily rations are provided as needed in emergencies. A strategy on civil–military coordination will guide WFP's engagement with host government and international military corps and civil-protection organizations. PREP takes into account policies on protection, nutrition, gender, social safety nets and disaster risk reduction in its guidance and activities, and helps ensure that EPR is addressed in new policies, including the Strategic Plan.
29. Key performance indicators and response benchmarks will be developed and applied to monitor the effectiveness and efficiency of the emergency response model.
30. PREP ensures that WFP's systems are fully fit for purpose, practical and operable in emergencies. It is reviewing WFP emergency procedures to facilitate coherent, WFP-wide mobilization in corporate emergencies.
31. Other activities include:
  - examining how WFP corporate controls function during the first three months of EMOPs, with a view to developing procedures to further safeguard accountability and transparency;
  - formulating quick-reference normative guidance for emergency response, including standard operating procedures and checklists;
  - conducting a feasibility assessment of a new corporate response EMOP facility that would include a template and emergency response procedures for streamlining the EMOP formulation and approval processes in case of a large-scale, sudden-onset level 3 emergency;
  - reviewing existing delegations of authority in emergencies for main functional areas;
  - refining a WFP Transition Strategy; PREP is working with the Policy, Planning and Strategy Division to ensure that WFP scales down after emergencies, and that WFP is represented in inter-agency recovery planning; and
  - further streamlining information management processes to enhance the predictability and quality of information flow in emergencies, from field offices to Headquarters and inter-agency levels.

### ⇒ *Preliminary results*

32. Gathering lessons learned and sharing best practices is now standard corporate practice for level 2 and level 3 emergencies. Lessons are collected systematically using a set of standard questions and templates. Reports are available for the corporate emergencies in Haiti, Pakistan and the Sahel; a report on the 2011 Horn of Africa emergency will be available soon.
33. A lessons-learned database was launched in December 2011 to facilitate sharing of operational best practices throughout WFP, and to track actions taken in response to lessons learned.

34. A toolkit was developed and piloted for conducting lessons-learned exercises in regional bureaux and country offices.
35. An update of the EPR framework was drafted, to reflect better WFP's expanded role in humanitarian response.
36. A scoping mission was undertaken with the Asia Regional Bureau, to understand how civil–military coordination integrates into national risk assessments and contingency plans, with a view to developing a corporate model for civil–military coordination.
37. The corporate emergency activation protocol was revised to clarify roles and responsibilities, coordination mechanisms and delegations of authority; steps were taken to establish a Strategic Task Force for level 2 and level 3 emergencies.
38. The generic planning scenario was revised to harmonize emergency planning, identify capacity gaps and develop benchmarks for measuring effective preparedness and response. It is being used for planning, revising corporate commodity stocks and in the simulation exercise.
39. Based on the generic planning scenario, a generic EMOP template and procedures of approval were drafted that can be adapted quickly based on rapid needs assessments following declaration of a sudden-onset level 3 emergency.
40. The approval process for immediate-response EMOPs was improved and the directive on the use of the Immediate Response Account was updated.
41. A comprehensive EPR package that replaces contingency planning was rolled out in 19 country offices as the only means to mitigate risks identified in the corporate risk register, by facilitating risk analysis, preparedness planning and Special Operations. This represents a major transition in WFP's approach to preparedness.
42. A framework for WFP engagement with national disaster-management organizations was developed that identifies six areas where WFP has a comparative advantage for providing special assistance. Capacity development activities corresponding to each area can be rolled out by WFP field offices according to government requests, national absorption capacities, synergies with partners and availability of resources.
43. A business continuity management programme was developed for building organizational resilience and safeguarding the interests of WFP's stakeholders, values and reputation in the face of a critical incident.

⇒ *Planned activities*

44. The EPR framework will be finalized, with an EPR policy formulated in 2014.
45. The EPR knowledge management strategy is being refined and a synthesis report covering WFP's emergency responses over the last decade will be published externally. The lessons-learned database will be enhanced to allow tracking of implementation, trend analysis and a platform for field staff to share knowledge with each other.
46. Guidelines and standard operating procedures on civil–military coordination will be developed based on current normative guidance and inter-agency policies. To improve readiness capabilities in the Asia Region, opportunities will be explored in Bangladesh, Nepal and Indonesia for partnering with national and international military actors.
47. The EPR package will be rolled out to all country offices by the end of 2012; a similar tool will be provided to regional bureaux. The package will eventually be incorporated into response-simulation exercises and national capacity development strategies.

48. A corporate response EMOP facility will be developed for sudden-onset emergencies. The facility will streamline systems and procedures – including the generic corporate EMOP template – for quick preparation and approval of an EMOP.
49. Normative guidance will be developed linking to the EPR framework and standard operating procedures, to be made available to all staff involved in emergency response by the end of 2013.
50. Work will continue on an EPR improvement project for the WFP Information Network and Global System II (WINGS II) to facilitate fast processing during the first three months of an emergency response. PREP will also help adapt the new corporate monitoring and evaluation tool (COMET) for use during emergencies.
51. Refinement of the WFP early warning monitoring process and situational analysis will be facilitated by a new early warning online tool. Links between early warning and GIS/mapping will be strengthened, especially for mapping weather forecasts. Early warning will inform, support and benefit from country-level risk identification and analysis, and will be used for pipeline management, including pre-positioning of food.

## PARTNERSHIP AND SERVICES

52. PREP provides support to the WFP-led UNHRD network, and to the United Nations Humanitarian Air Service for the setting up of a global aviation emergency response cell to provide a coordinator of aviation, a roster of aviation professionals, training for local staff and authorities and emergency deployment kits. PREP also supports the roll-out of the EPR capability partnership programme to ensure a coordinated approach to WFP engagement with other bodies on capacity development for emergency response.

### ⇒ *Preliminary results*

53. PREP has secured funding in support of:
  - regional logistics cluster staging areas for use by the humanitarian community during a large-scale emergency response;
  - enhancement of UNHRD equipment and systems to ensure immediate access to emergency equipment;
  - development of an Asia-based international supply service centre to facilitate procurement services for the humanitarian community; and
  - piloting of the WFP national disaster management organization framework in three at-risk countries, with a view to building their resilience and emergency response capacity, using WFP's expertise, and in collaboration with partners.

### ⇒ *Planned activities*

54. Enhanced inter-agency coordination will facilitate WFP's expanded role in humanitarian response. PREP will continue to work with partners and national governments through the capability partnership programme to maximize coordination and efficacy in emergencies. Support will be provided to priority at-risk countries for capacity development and for aligning the readiness and response planning of WFP and national disaster-management organizations. National requests for support will be given priority, ensuring complementarity with other United Nations agency projects.
55. WFP and the Food and Agriculture Organization of the United Nations (FAO) will continue to co-lead the global food security cluster. The inter-cluster working group

established in 2011 will continue to improve cluster coordination, coherence and sharing of best practices on EPR-related activities.

56. WFP will continue to co-chair the IASC Sub-Working Group on Preparedness, will lead an inter-agency effort to review the Early Warning Early Action Report, and will be part of a task force together with FAO and the Office for the Coordination of Humanitarian Affairs to review the inter-agency contingency planning guidelines, using a new approach that incorporates elements reflected in WFP's EPR package.

## MANAGEMENT AND COORDINATION

57. WFP's Deputy Executive Director, Operations Department has overall responsibility for PREP implementation. The Director of Emergencies oversees the day-to-day implementation of activities, supported by a small secretariat in the Division of Emergencies.
58. PREP activities are based on recommendations from corporate lessons learned exercises. Most are implemented by divisions and units across WFP, with PREP support. Recommendations are managed in three ways:
- i) Recommendations requiring action by a specific division are addressed directly by the division, with PREP assisting as requested.
  - ii) Recommendations relating to more than one division are addressed by thematic inter-divisional working groups. Currently there are five thematic working groups,<sup>3</sup> which include representatives of WFP functional areas.
  - iii) Recommendations relating to WFP's corporate response strategy are taken up by the Director of Emergencies and addressed in consultation with WFP stakeholders and management.
59. To ensure that activities are coordinated with WFP field operations, and accurately reflect the needs and perspectives of field-based personnel, PREP established an outreach network that comprises Deputy Regional Directors, regional EPR officers, and one country from each region.<sup>4</sup> The network will strengthen links between the field and Headquarters and will contribute to formulating EPR policies and guidelines, establishing a structure for sharing experiences and best practices, implementing the EPR training and deployment strategy and facilitating PREP training courses.

## TIME FRAME

60. PREP is being implemented from 2011 to 2013, in alignment with the Strategic Plan (2008–2013), as follows:
- 2011: Strategy development, planning and resource mobilization
  - late 2011 through 2013: Implementation
  - 2012–2013: Resourcing identification and activity implementation as required

<sup>3</sup> Emergency preparedness training and deployment; information management; civil–military coordination; corporate response coordination (OPSCEN); and clusters.

<sup>4</sup> The outreach network currently comprises the Regional Bureau Panama City and the Haiti country office; the Regional Bureau Johannesburg and the Madagascar country office; the Regional Bureau Bangkok and the Nepal country office; the Regional Bureau Nairobi and the Democratic Republic of the Congo country office; the Regional Bureau Dakar and the Côte d'Ivoire country office; and the Regional Bureau Cairo and the Occupied Palestinian Territory Country Office.

61. The exit strategy is:

- At the end of the programme in December 2013, PREP will facilitate the transition to a normalized implementation of enhancement activities.
- In early 2014, a technical study will be conducted of emergency preparedness and response enhancement for the next Strategic Plan.
- During the first half of 2014 a final evaluation of PREP activities is planned.

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## FUNDING AND RESOURCE MOBILIZATION

62. To the extent possible, PREP activities are budget-neutral; it uses staff time, implements best practices and aligns existing capacities rather than developing new ones. Where needed, WFP's core funding is leveraged in innovative ways, thereby making the best use of WFP's existing resources. Expanding the use of WFP working capital for the forward purchase of nutritious products and non-food items is a good example of this approach.

63. Where required, extra-budgetary funds are sought through Special Operations and trust funds. Most of this funding is channelled through the PREP framework to technical units and divisions to fill capacity gaps. Activities that require extra-budgetary funding will eventually be mainstreamed in divisional budgets.

64. Extra-budgetary resources are needed to implement the more innovative activities and to complement the internal funding mobilized. Further budget analysis will identify funding solutions to guarantee the sustainability of activities.

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## THE WAY FORWARD

65. PREP will continue to implement planned activities throughout 2012 and 2013, focusing on efficiency and effectiveness, more support to the field and the development of government and partner capacities.

66. The ultimate goal is to ensure that the new response model is fully applied by 2014 and that it becomes an integral part of the way WFP conducts its business.

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## ACRONYMS USED IN THE DOCUMENT

EMOP	emergency operation
EPR	emergency preparedness and response
FAO	Food and Agriculture Organization of the United Nations
GIS	geographic information systems
IASC	Inter-Agency Standing Committee
MDG	Millennium Development Goal
PREP	Preparedness and Response Enhancement Programme
UNHRD	United Nations Humanitarian Response Depot