

**WFP EMERGENCY PREPAREDNESS POLICY:
STRENGTHENING WFP EMERGENCY
PREPAREDNESS FOR EFFECTIVE RESPONSE**



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Introduction

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

1. When emergency situations occur, disasters strike or conflicts rage, WFP – the world’s pre-eminent humanitarian organization – is expected to respond in an effective, efficient and equitable manner. This has never been more necessary than today, as the world faces emergency events that create high levels of acute basic needs. It could be argued that these needs are unprecedented in terms of complexity, geographical scope and scale. WFP is required to leverage its deep field presence, extensive field network and global reach to ensure that it is always prepared to respond to emergencies.

Policy rationale

2. WFP’s Emergency Preparedness Policy² is part of a broader shift in the United Nations system and the humanitarian community, which emphasizes timely, cost-effective, flexible and pragmatic preparedness activities. For instance, the Transformative Agenda launched by the Inter-Agency Standing Committee (IASC) in December 2011 called for improvements in the timeliness and effectiveness of collective action in humanitarian emergencies and drove a number of reforms, including a renewed commitment to emergency preparedness through the Common Framework for Preparedness.³ The Transformative Agenda reinforces the emphasis that the United Nations places on the importance of the international community in supporting national preparedness first articulated in United Nations resolution A/RES/46/182.⁴
3. The 2015 strategic evaluation of WFP’s Preparedness and Response Enhancement Programme (PREP) made several recommendations related to strengthening preparedness in all relevant WFP functional areas – not only programme, logistics, and information technology (IT), but also finance, administration and human resource management – and in all organizational change initiatives.⁵ This policy stems from the PREP evaluation and its recommendations and aims to “Adopt an integrated agenda for emergency preparedness and response strengthening, giving due consideration to all levels of emergency, including those associated with complex and protracted emergencies”.
4. In alignment with the WFP Strategic Plan (2017–2020), the WFP Gender Policy (2015–2020) and the IASC Policy Statement on Gender Equality in Humanitarian Action (2008) the consideration of gender issues in WFP’s emergency preparedness and readiness activities enables WFP to identify the distinct needs, vulnerabilities, capacities and resilience of women, men, girls and boys. This ensures that WFP is able to respond efficiently, effectively and equitably to all the people affected by an emergency – saving lives and reducing hunger.
5. The WFP Strategic Plan (2017–2021) also emphasizes the importance for WFP of being ready to meet emergency needs in all circumstances that negatively affect food security and nutrition. As WFP moves forward with the Integrated Road Map, country strategic plans (CSPs) are providing a platform for integrating preparedness actions into longer-term planning and, in doing

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

² For the purpose of this policy, “preparedness” and “emergency preparedness” are used interchangeably and refer to anticipating, preparing for and taking pre-emptive action prior to an event, and planning early emergency response an emergency.

³ IASC. 2013. Common Framework for Preparedness, 18 October 2013.

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

⁴ Adopted at the 78th plenary meeting of the United Nations General Assembly on 19 December 1991. <http://www.un.org/documents/ga/res/46/a46r182.htm>

⁵ WFP. 2015. *WFPs Preparedness and Response Enhancement Programme: Strategic Evaluation (2011–2014)*. Prepared by the Global Public Policy Institute, Berlin.

so, contributing to the 2030 Agenda for Sustainable Development, particularly Sustainable Development Goal (SDG) 2 on ending hunger and SDG 17 on working in partnership.

6. Preparedness actions including investments in human capacity, pre-positioning of critical humanitarian items, infrastructure support and partner participation are particularly effective in saving time and money during a response.⁶ These actions can also contribute to an environmentally sustainable response that avoids harming the environment by preventing carbon dioxide emissions.

Return-on-investment results

Investments decreased WFP's response time by an average of 15 days.

For every USD 1 invested in emergency preparedness:

- USD 1.50 is saved over the lifecycle of the investment; and
- 0.24 kg of carbon dioxide emissions are prevented from entering the atmosphere.

7. This policy complements and reinforces WFP's existing policy frameworks⁷ for meeting immediate food security and nutrition needs during emergencies while strengthening the ability of food-insecure people and countries to manage future risks and build resilience. It supports WFP in being prepared for all needs by having the necessary analyses, physical resources, financing, programmes and human resources available.

Scope of the policy

8. This policy outlines actions related to anticipating, preparing for and taking pre-emptive action prior to an event, and planning early emergency response. While it applies to all types of emergency – including, but not limited to, natural disasters, human-made emergencies, economic crises and epidemics that have negative effects on food security and nutrition – it does not estimate the number of simultaneous emergencies that WFP may need to respond to, or prescribe a response.

Global context

Changing challenges and operating environment

9. Emergency preparedness and response has been a fundamental part of WFP's work since it was formally established in 1963. According to the 2005 WFP Annual Performance Report, "In 2005, WFP determined that it should be able to respond to four major emergencies at one time, and that emergency preparedness be augmented, including arrangements and procedures in anticipation of an emergency to ensure rapid, appropriate and effective response when needed."⁸ In 2017, the urgent demands on WFP far surpass these commitments: the organization is currently responding to five Level 3 corporate emergencies and six Level 2 regional emergencies. Today's emergencies are more frequently linked to conflict, causing massive displacement, and economic shocks, because of their protracted nature. Natural disasters and epidemics also occur, and are sometimes associated with conflict, creating complex operating environments.

⁶ According to a Return on Investment study conducted in March 2016 by PricewaterhouseCoopers, sponsored by the United Kingdom Department for International Development (DFID) and involving WFP, the United Nations Children's Fund (UNICEF), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Office for the Coordination of Humanitarian Affairs (OCHA).

⁷ Annex: Compendium of Policies, Circulars, Directives and Other Relevant Material Related to Emergency Preparedness.

⁸ WFP/EB.A/2016/4.

Global architecture

10. Global commitments shape WFP's emergency preparedness, acknowledging the inherent risk in development and the need to shift from reactive crisis management to anticipating, preparing for and responding to emergencies. These actions contribute to the SDGs⁹ and include:
 - commitments by global leaders to the 2030 Agenda, the Addis Ababa Action Agenda and the Sendai Framework for Disaster Risk Reduction and deliberations at the World Humanitarian Summit, which stress the importance of enhanced roles for governments and other national and local actors in financing development initiatives and humanitarian preparedness, response and recovery, and highlight the concept of “reinforce, do not replace, national and local systems”.¹⁰
 - the 2015 United Nations Framework Convention on Climate Change,¹¹ which recognizes that climate change increases vulnerability to disasters, especially in resource-scarce environments with high prevalence of food insecurity and malnutrition, and could increase the risk of hunger and malnutrition by 20 percent by 2050; the framework convention acknowledges that adaptation actions should follow a country-driven, gender-responsive and participatory approach that takes into consideration vulnerable groups, communities and ecosystems.

Policy framework

11. The policy has three primary objectives. First, it serves as a platform for emergency preparedness as a core element throughout WFP's work and at all levels – Headquarters, regional and country. Second, it informs WFP's work with national and local governments, regional bodies and local communities, at their request and driven by their priorities, to enhance capacities for preparing for and responding to emergencies. Third, it consolidates and expands mutually beneficial partnerships, including with international and national civil society entities and the private sector, to reduce the need

General Assembly Resolution 71/276 (A/71/644)

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

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

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

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

for operational inputs from WFP and other actors. WFP builds on the definition of preparedness

⁹ United Nations General Assembly. 2015. *Transforming our world: The 2030 Agenda for Sustainable Development*. New York: United Nations. A/RES/70/1.

¹⁰ Pacific Humanitarian Partnership (PHP) meeting, Suva, Fiji, 28–29 October 2016.

¹¹ United Nations Framework Convention on Climate Change. 2015. *Adoption of the Paris Agreement, 21st Conference of the Parties*. Paris: United Nations. FCCC/CP/2015/L.9/Rev.1.

endorsed by the Member States (see box),¹² to include preparedness actions carried out in different contexts, including conflicts, natural hazards, epidemics and economic crises.

Principles

12. WFP's Emergency Preparedness Policy is grounded in six overarching principles:
 - *National leadership.* According to the IASC, "...national and local governments have the primary responsibility for preparedness actions and should be supported by the international community".¹³
 - *Humanitarian principles.* WFP's preparedness actions must be consistent with the humanitarian principles of humanity, neutrality, impartiality and operational independence.¹⁴
 - *Accountability to affected populations, and gender-transformative food assistance.* In its preparedness actions, WFP must be accountable to the women, men, boys and girls whom it assists, and involve them in the decisions that affect their lives.
 - *Context specificity.* WFP's preparedness is informed by analysis of context, capacities and requirements.
 - *Partnership.* Partnerships are built on complementary strengths and shared values and commitments, with the intention of creating greater value. WFP is particularly committed to working with other United Nations agencies, local non-governmental organizations (NGOs), civil society, national Red Cross and Red Crescent Societies and, when appropriate, the private sector.
 - *Innovation.* WFP will continue innovating to enhance the agility and effectiveness of its responses, seeking partnerships with centres of innovation when appropriate.

Foundation

13. WFP has established a strong foundation for preparedness through initiatives such as the PREP, which led to the Emergency Preparedness and Response Package (EPRP).¹⁵ The EPRP is a critical tool for strengthening the design of WFP's preparedness work. It ensures that actions are taken to establish a standard base level of multi-hazard preparedness; risks are continuously assessed and monitored, and when a risk is identified through monitoring, appropriate additional actions are taken to enhance readiness. The status of EPRP implementation in each country office is monitored through an online tracker that ensures transparency among country offices, regional bureaux and Headquarters.
14. Evaluations and the return-on-investment study indicated the areas with the greatest time and cost savings include:
 - Investments in human capacity, including skills and training, yield very high returns, partly because they are inexpensive and because capacity is a long-term asset that does not require repeated investment.¹⁶ For example, the Functional and Support Training for Emergency Response (FASTER) initiative prepares staff who are likely to be deployed as first responders to provide operational support and surge capacity. This mechanism, combined with standby partner agreements managed by the Augmented Logistics Intervention Team for Emergencies, is essential in enabling WFP to deploy the right staff at the right time and

¹² A/Res/71/276 (13 February 2017) (A/71/644).

¹³ Inter-Agency Standing Committee. 2013. *Common Framework for Preparedness*. New York: United Nations. https://interagencystandingcommittee.org/system/files/common_framework_for_preparedness.pdf.

¹⁴ Humanitarian Principles: WFP/EBA/2004/5-C.

¹⁵ WFP Preparedness and Response Enhancement Programme: WFP/EB.A/2012/5-H.

¹⁶ According to a Return on Investment study conducted in March 2016 by PricewaterhouseCoopers, sponsored by the United Kingdom Department for International Development (DFID) and involving WFP, the United Nations Children's Fund (UNICEF), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Office for the Coordination of Humanitarian Affairs (OCHA).

for the right amount of time. The incorporation of gender considerations into FASTER supports the deployment of gender-competent emergency responders, which facilitates WFP’s gender-transformative approach to food assistance, security and nutrition. In addition, by adhering to the “do no harm” principle, staff ensure that programmes and interventions do not create, exacerbate or contribute to gender inequalities or discrimination based on sex, age, gender, sexual orientation or disability.

The Emergency Telecommunications Cluster (ETC), with the Fiji National Disaster Management Office, assessed the emergency telecommunications facilities in Fiji’s main island, Viti Levu. Gaps were addressed by working with local suppliers to restore the high-frequency emergency radio network, upgrade the central communications room at the National Disaster Management Office headquarters and conduct technical training courses with practical simulations, in collaboration with Fiji’s military forces.

➤ Trained IT experts are available for deployment within 24 hours through the Fast Information Technology and Telecommunications Emergency and Support Team (FITTEST) initiative and stand-by partner agreements. The emergency telecommunication cluster and partners support governments in preparing to safeguard their communications infrastructure, restore services in the event of destruction or damage, and launch joint emergency responses.

- Pre-positioning of nutritious foods, logistics and emergency communication equipment demonstrates consistently strong savings in costs, time and carbon emissions. For example, corporate response stocks at the United Nations Humanitarian Response Depot (UNHRD) network hubs in six countries¹⁷ enable rapid deployment of non-food items and services.
- Infrastructure investments such as road renovations and repair or construction of air strips generally take longer to pay off because of high up-front costs, but can generate the largest overall savings, including significant carbon savings. The Nepal Humanitarian Staging Area demonstrated the effectiveness of infrastructure investment by allowing the Nepal operation to start on day one of the emergency, with pre-positioned non-food items and trained staff available to support the humanitarian community.
- WFP’s emergency simulations support government preparedness and test the feasibility and viability of implementing inter-agency and government contingency plans, and the readiness of humanitarians and clusters.

Way forward

15. Many lessons learned exercises for emergencies have highlighted the benefits of and need for continued investment in preparedness measures including: i) specific systems for corporate cash-based transfers (CBTs) and related processes; ii) capacity development of WFP staff; iii) contingency plans and agreements with national governments and humanitarian and private-sector partners; and iv) corporate systems for emergency activation and coordination.
16. Building on WFP’s strong foundation in emergency preparedness and its long-term planning ability through CSPs, WFP will reinforce its own emergency preparedness, support national actors’ efforts and develop partnerships for enhanced preparedness actions.

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

a) Reinforce emergency preparedness in WFP

Early warning systems

17. WFP is enhancing early warning with a corporate alert system that brings together headquarters units, regional bureaux and country offices to assess the contextual risks and take early action.

¹⁷ Ghana, Italy, Malaysia, Panama, Spain and the United Arab Emirates

The system can help to determine whether significant changes to existing operations or new humanitarian operations are required, by encouraging greater cross-functional analysis of emerging conflict, natural hazard or economic risks. WFP also contributes to biannual IASC early warning, early action and readiness reports, which highlight risks with high potential impacts on humanitarian needs and high probability of occurring during the subsequent six months, in collaboration with analysts from IASC partner organizations.

18. For natural disaster risks, innovative methodologies such as forecast-based financing¹⁸ can increase the capabilities of governments and communities to use natural hazard forecasts for scaling up preparedness actions. This is achieved by: i) linking scientific and other national

Forecast-based forecasting in Nepal

As part of a pilot initiative, standard operating procedures specifying preparedness and early actions have been drafted with the involvement of district disaster response committees in six flood-prone districts. Procedures including the release of funds are triggered by forecasts of water levels and rainfall.

institutes to governments and humanitarian actors to improve climate risk analysis and understand potential impacts; ii) enhancing natural hazard early warning systems and linking them to the activation of specific preparedness actions before shocks occur; and iii) ensuring prompt financing of these specific preparedness actions through national- and provincial-level funding sources for seasonal

preparedness. Application of the IASC gender marker to all forecast-based forecasting projects promotes holistic and gender-transformative climate solutions that strengthen community resilience.

Programme design

19. Integrating emergency preparedness into programming enhances resilience by safeguarding development gains during crises. Improved analysis and operational design tailor preparedness actions to ongoing programmes, enabling WFP and partners to plan and target assistance more effectively when shocks occur. WFP's three-pronged approach (3PA) is an integrated, analytical and consultative process that uses integrated context analysis to spatially position and align preparedness strategies with early warning, safety nets and disaster risk reduction strategies at the national level, anticipating where risks of natural shocks are heightened; seasonal livelihood programming consultations are then held at the subnational level. These two integrated tools are applied to multi-sector complementary programme responses using temporal, livelihood and gender lenses. Third element in the 3PA is community-based participatory planning with affected populations as the primary contributors to developing and implementing their own preparedness, risk reduction and resilience-building plans. WFP has used the 3PA in diverse contexts to anticipate and inform preparedness and response actions, from rapid-onset tropical storms in the Philippines, Madagascar and Haiti to droughts in the Dry Corridor of Central America, the Sahel and Afghanistan.

The 3PA in Zimbabwe

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

20. Gender inequalities increase food and nutrition insecurity as a result of unequal food access, consumption and production.¹⁹ WFP is therefore incorporating gender considerations into its preparedness and emergency responses, in coordination with the humanitarian clusters, to ensure that the different needs of women, men, boys and girls in an affected population are assessed and

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

¹⁹ Food and Agriculture Organization. *Gender and Food Security*. <http://www.fao.org/gender/gender-home/gender-programme/gender-food/en/>

met, while ensuring unrestricted humanitarian access, upholding humanitarian principles and maintaining international protection standards.

Staff readiness and wellness

21. To continue responding to an ever-increasing number of emergencies, WFP must have the right people with the right skills available at the right time. This requires a significant change in how WFP manages staff deployments and requires an integrated approach to human resource management. WFP will establish a platform to facilitate the validation and assessment of staff from several functional areas to ensure that qualified staff can be deployed when needed and to continue developing staff skills. This will enhance WFP's emergency response capability. The actions planned include: i) creating staff positions that are dedicated to providing strategic and operations support in emergencies, ii) increasing emergency training opportunities and adapting FASTER for expansion to all regions; iii) strengthening leadership surge capacity; and iv) enhancing emergency response and standby partner rosters.
22. Particular attention will be given to the CBT operational model to help augment and mainstream the use of CBTs in WFP operations. As a result, CBT preparedness is being reinforced in the updated EPRP, and in FASTER, regional surge capacity training and other organization-wide capacity-building efforts.
23. WFP encourages regular training and simulation exercises at the regional and country office levels to empower staff and build staff capacity in WFP, governments and partners, and improve collaboration. Learning and training opportunities will be in line with WFP's commitments to gender equality, protection, mitigating climate change and maximizing opportunities for national staff.
24. These efforts will be complemented by investments in gender-sensitive staff wellness, safety and security – particularly in insecure and difficult operating environments – to anticipate needs and

Investing in staff

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

provide responders with adequate support. For example, WFP's Wellness Division has established standard operating procedures for emergency deployments to ensure that each staff member receives a pre- and post-deployment psycho-social briefing with a staff counsellor. Providing staff security and acceptable living conditions is also crucial to maximizing WFP's operational edge by ensuring staff well-being and health in emergencies.

Enhanced supply chain management

25. A new Supply Chain Division was formed in 2016 to provide in-house supply chain expertise, strengthen national and local capacities, and engage in integrated supply chain planning. This allows WFP to scale up in complex and unpredictable working environments. Supply chain planning also leads to more informed decision-making, which is essential for emergency response. WFP will devise strategies for using its supply chain and related expertise to strengthen national markets. For instance, working with the retail sector to aggregate demand can enable small retailers to buy in bulk, thus improving market efficiencies.
26. WFP is particularly well positioned to facilitate the creation of coalitions and platforms while leveraging its own direct operational capacity, programmes and expertise in emergency response. The supply chain strategy for preparedness will be supported by an implementation model that is aligned with developments and changes in WFP's operating environment over the years. Such developments may include operations in more mature markets; increased use of corporate tools such as the Global Commodity Management Facility (GCMF) and broader advance facilities; increased use of cash-based assistance; and working with governments and other partners on preparedness activities.

27. Most of WFP's supply chain staff is in traditional and direct end-to-end supply chain operations. Preliminary mapping of global supply chain workforce suggests that 80 percent have a core competency in a technical area of supply chain required for traditional, direct delivery of in-kind food aid. As its strategic shift continues, WFP's staffing structures for many functions, including supply chain, will need to be more agile and staff will need to be re-equipped with new skills.
28. At the core of the WFP supply chain strategy lies the imperative for WFP to maintain its capacity to deliver emergency assistance for itself and its partners. The GCMF²⁰ combines advance financing mechanisms, procurement and logistics to procure food in advance of confirmed contributions, accelerating food deliveries by reducing supply lead times and facilitating procurement of commodities in the best market conditions. Pre-positioning expands the GCMF, allowing WFP and its partners to serve beneficiaries as quickly and cost-effectively as possible. Pre-positioning takes three forms: physical stocks, "virtual stocks" or contracts, and cash availability to buy goods and services.

Internal systems

29. WFP's corporate systems such as the Logistics Executive Support System (LESS), the country office tool for managing effectively (COMET) and System for Cash Operations (SCOPE) are critical in emergency preparedness. These systems work together to enable faster decision-making, especially in planning and preparing for emergencies. They are used to support and manage food pipelines and to monitor the impact of WFP assistance. The availability of near-real-time data through LESS and COMET for decision-making and targeting enables WFP to adapt ongoing operations to make them more sensitive to the needs of the people it serves.
30. Similarly, WFP is establishing a range of long-term agreements with banks, mobile network operators and remittance companies to make beneficiary payment solutions faster and cost-efficient. This will enable WFP to: reduce processing time to start up an operation, obtain favourable rates for transferring money, and ensure risk mitigation because the solutions have been vetted and the companies found to provide risk assurance.
31. SCOPE informs WFP on who the beneficiaries are and what they are entitled to; issues instructions to banks and service providers; and receives feedback about the assistance given to targeted families. All systems can be put in place prior to an emergency to enable a fast response.
32. Consolidated support for common services facilitates the provision and management of assets and equipment in sudden-onset emergencies. By developing "field-friendly" tracking mechanisms such as the new Global Environment Monitoring System, WFP can respond more efficiently, budget more accurately and monitor its assets better, even in chaotic environments.

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

Governments and local institutions

33. WFP complements and strengthens the capabilities of other actors by transferring expertise and deploying local and regional resources. Capacity-strengthening in preparedness for an effective emergency response is a long-term effort that requires a multi-dimensional, inclusive and comprehensive approach. As part of its emergency readiness strategy, WFP invests in training and simulation exercises to enhance governments' coordination and operational capacities. It ensures equitable participation of women and men, persons with disabilities, organizations representing youth and other groups. Emergency logistics training, simulation exercises and training of trainers enhance the capacities of WFP staff, partners and government counterparts to manage supply chains in emergency operations. Through these investments, WFP aims to evolve from providing emergency response to supporting governments in overcoming supply chain challenges to strengthen local markets, food systems and food assistance programming.

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

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

Communities

36. Emergencies start and end locally:²¹ people are at the centre of preparedness solutions and should take the lead in designing programmes that respond to food security and nutrition emergencies. A more "local" approach that leverages the responsibilities and capacities of civil society entities and affected communities will be more effective in responding to and mitigating the risks of crises. Those closest to the crisis are able to respond quicker, have better physical access and a greater understanding of the local context and can engage with affected people more effectively to determine needs and appropriate responses. In several emergency-prone contexts, WFP is promoting community-based disaster relief and recovery programmes and helping communities establish their own early warning and preparedness systems. When working with communities, WFP will align its actions with communities' priorities and work with them to strengthen food security responses. For example, by working with communities to identify seasonal issues influencing gender roles and responsibilities, agriculture and labour cycles, and cultural activities, WFP can support better preparedness planning for more efficient, targeted and effective response.

c) Consolidate and expand partnerships

37. Strong partnerships are fundamental for designing complementary preparedness actions to meet the needs of the most vulnerable people in an emergency. The Integrated Road Map and CSP process provide opportunities to forge long-term multi-stakeholder partnerships and create mutually beneficial preparedness actions. Early engagement of United Nations agencies such as the Food and Agriculture Organization of the United Nations (FAO), UNHCR and UNICEF, civil society partners, NGOs and the Red Cross and Red Crescent movement in CSPs allows the productive exchange of information, insights and views, leading to better understanding of response capabilities and creating opportunities for joint programming. WFP will work with partners, especially other United Nations agencies in United Nations country teams, on mutually beneficial and coordinated preparedness actions, including prioritization of areas for collaboration, staff training and capacity-building and joint needs assessments, situation and risk analysis for early warning and coordinated early action.
38. WFP co-leads the global Food Security Cluster with FAO and leads the global logistics and emergency telecommunications clusters. WFP is also a permanent member of the global Nutrition Cluster's strategic advisory group. As a cluster leader, WFP is responsible for ensuring a coordinated response and providing common services to the humanitarian community and is required to fill crucial gaps and provide solutions on request. In recent years, this has included building the response capacity of national and international partners, maintaining staff surge capacity and stockpiling equipment.

²¹ OCHA. 2015. Global Humanitarian Policy Forum Summary. 3–4 December 2014. New York: OCHA.

39. In inter-agency bodies and the cluster system, WFP will continue to provide leadership, work with partners to improve preparedness actions such as joint contingency planning, promote joint planning for scaling up coordination support²² and ensure accountability. WFP will build on lessons learned from the global Food Security Cluster in Bangladesh, which has “...focused almost exclusively on preparedness and fostered a sense of ownership and buy-in among cluster members”.²³ Preparedness is a primary focus of the Logistics Cluster in its 2016–2018 strategy, which includes training. Engagement in multi-stakeholder partnerships ensures that WFP is able to mobilize and share knowledge, expertise, technologies and financial resources as articulated in SDG 17.
40. WFP manages the UNHRD network, which enables the stockpiling of important relief items and equipment so that WFP and its partners can respond more rapidly and efficiently. The UNHRD hub in Brindisi, Italy also houses an innovation lab for testing new and sustainable products and creating efficient packaging materials. The lab enables WFP and its partners to maintain the most up-to-date response capacities.
41. WFP is expanding its engagement with the private sector through arrangements that range from long-term agreements with commodity suppliers and mobile network operators to agreements with retail food chains and banks to support CBTs. As a member of the Global Alliance for Urban Crises, WFP will continue to be active in preventing, preparing for and effectively responding to humanitarian crises in urban settings. It will continue to engage with innovation centres and regional entities to remain at the forefront of new ideas that facilitate better preparedness and response.

WFP’s work with regional centres – the Association of Southeast Asian Nations (ASEAN)

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

d) Responsibilities

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

Measuring results

44. WFP has a strong foundation in preparedness. This policy builds on that foundation and strengthens the integration of preparedness throughout the organization, making WFP ready to respond. WFP will measure results, focusing on the policy’s main objective – to respond to emergencies in an efficient, effective and timely manner – and on actions taken to reinforce

²² Food Security Cluster Coordination: Joint Strategic Evaluation, February 2017; Joint Evaluation of the Global Logistics Cluster, August 2012.

²³ FAO/WFP. 2014. Joint Evaluation of Food Security Cluster Coordination in Humanitarian Action; A Strategic Evaluation, August 2014, p. vii.

preparedness in WFP, support governments and communities in enhancing their capacities, and consolidate and strengthen partnerships.

45. As the policy includes a variety of actions undertaken by country offices, regional bureaux and Headquarters, a range of different methods for measuring results will be required. The EPRP, through its tracking system, will be used as one indicator of preparedness along with the incorporation of preparedness actions in CSPs and actions to improve organizational preparedness. Results will be reported in Annual Performance Reports.
46. Measuring long-term impact is more complicated because of the difficulty in attributing causality; however, the return-on-investment methodology can be used to help build an evidence base for the actions that are most effective. WFP will use the return on investment methodology in selected regions and countries to assess impact. The Emergency Preparedness Capacity Index, which assist in gauging national preparedness levels can also help in both setting a baseline and measuring results over time, in collaboration with governments.

Strategies, policies and frameworks that reinforce the preparedness policy

47. Emergency preparedness is a critical component of WFP's Strategic Plan and Integrated Road Map.²⁴ CSPs allow country offices to view humanitarian preparedness from a long-term perspective that allows short-term, life-saving assistance to be embedded in multi-year efforts to reduce needs and vulnerability.
48. WFP's Disaster Risk Reduction Policy²⁵ and Resilience Policy position emergency preparedness in a broader approach to meeting immediate food security and nutrition needs while strengthening the ability of food-insecure people and countries to manage future risks and build resilience. WFP's Safety Nets Policy²⁶ highlights the importance of establishing national safety net systems and scaling them up in the event of shocks.
49. WFP's policies on Humanitarian Principles (2004), Humanitarian Protection (2012) and WFP's Role in Peacebuilding in Transition Settings (2013) underscore the need for WFP's actions in emergencies to be guided by the humanitarian principles of humanity, impartiality, neutrality and operational independence. WFP depends on its partners and other actors to respect the humanitarian nature of its work.
50. In line with WFP's Enterprise Risk Management Policy (2015),²⁷ crisis management, business continuity, security, IT disaster recovery and related initiatives are being aligned with United Nations system-wide approaches to crisis management and organizational resilience. These systems will be assessed regularly to ensure that they are fit for purpose and will be strengthened to meet WFP's evolving needs.
51. Several cross-cutting policies contribute to WFP's emergency preparedness approach. The Policy on Capacity Development²⁸ acknowledges WFP's contributions to local and national capacities. The Nutrition Policy²⁹ emphasizes the importance of meeting nutrient needs before, during and after emergencies, and ensuring that nutrition is considered in emergency preparedness actions. The Gender Policy³⁰ guides programme design and ensures the integration of gender equality and women's empowerment in all of its activities so as to address the diverse food security and nutrition needs of women, men, girls and boys.

²⁴ WFP/EB.2/2016/4-A/1/Rev.2*.

²⁵ WFP/EB.1/2009/5-B.

²⁶ WFP/EB.A/2012/5-A.

²⁷ WFP/EB.A/2015/5-B.

²⁸ WFP/EB.2/2009/4-B.

²⁹ WFP/EB.1/2017/4-C.

³⁰ WFP/EB.1/2015/5-A.

Compendium of Policies, Circulars, Directives and Other Relevant Material Related to Emergency Preparedness

WFP's General Regulations stipulate that it will "assist in the continuum from emergency relief to development by giving priority to supporting disaster prevention, preparedness and mitigation".³¹

WFP/EB.1/2017/4-C – Nutrition Policy
 WFP/EB.1/2017/4-B/Rev.1* – Environment Policy
 WFP/EB.1/2017/4-A/Rev.1* – Climate Change Policy
 WFP/EB.2/2016/5-B/1/Rev.1 – Financial Framework Review
 WFP/EB.2/2016/4-C/1/Rev.1* – Policy on Country Strategic Plans
 WFP/EB.2/2016/4-B/1/Rev.1* – Corporate Results Framework (2017–2021)
 WFP/EB.2/2016/4-A/1/Rev.2* – WFP Strategic Plan (2017–2021)
 WFP/EB.A/2015/5-D – South–South and Triangular Cooperation Policy
 WFP/EB.A/2015/5-C – Policy on Building Resilience for Food Security and Nutrition
 WFP/EB.A/2015/5-B – Enterprise Risk Management Policy
 WFP/EB.A/2015/5-A – Gender policy (2015–2020)
 WFP/EB.2/2014/4-B – WFP People Strategy
 WFP/EB.A/2014/5-B – WFP Corporate Partnership Strategy (2014–2017)
 WFP/EB.2/2013/4-A/Rev.1 – WFP's Role in Peacebuilding in Transition Settings
 WFP/EB.1/2012/5-B/Rev.1 – Humanitarian Protection Policy
 WFP/EB.2/2009/4-B – WFP Policy on Capacity Development
 WFP/EB.1/2009/5-B – WFP Policy on Disaster Risk Reduction
 WFP/EB.1/2006/5-B/Rev/1 – Note on Humanitarian Access and its Implications for WFP
 WFP/EB.1/2005/4-A/Rev.1 – Definition of Emergencies
 WFP/EB.A/2004/5-C – Humanitarian Principles
 WFP/EB.2/2015/4-B – Update on WFP's role in the Collective Humanitarian Response
 WFP/EB.A/2015/7-B – Summary Evaluation of WFP's Preparedness and Response Enhancement Programme (2011–2014)
 WFP/EB.A/2012/5-H – WFP Preparedness and Response Enhancement Programme
 OED2016/012 – WFP Business Continuity Management
 OED2016/011 – WFP Crisis Management
 OED2016/010 – Organizational Resilience Management
 OED2015/014 – WFP Emergency Response Activation Protocols
 OM2014/003 – Action-Oriented Preparedness, Readiness and Response – The Emergency Preparedness and Response Package
 OED2013/016 – WFP Leadership in IASC Clusters
 OED2013/015 – Country Directors' Role in the Humanitarian Country Team

³¹ WFP General Regulations, General Rules, Financial Regulations, Rules of Procedure of the Executive Board, January 2014, Article II, 2(b): "In order to achieve the foregoing purposes, WFP shall, on request, implement food aid programmes, projects and activities [...] to assist in the continuum from emergency relief to development by giving priority to supporting disaster prevention, preparedness and mitigation and post-disaster rehabilitation activities".

Acronyms used in the document

COMET	country office tool for managing effectively
CSP	country strategic plan
DFID	United Kingdom Department for International Development
EPRP	Emergency Preparedness and Response Package
FAO	Food and Agriculture Organization of the United Nations
FASTER	Functional and Support Training for Emergency Response
FITTEST	Fast Information Technology and Telecommunications Emergency and Support Team
GCMF	Global Commodity Management Facility
IASC	Inter-Agency Standing Committee
IT	information technology
LESS	Logistic Executive Support System
NGO	non-governmental organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
SCOPE	System for Cash Operations
SDG	Sustainable Development Goal
UNICEF	United Nations Children’s Fund
UNISDR	United Nations Office for Disaster Risk Reduction
UNHRD	United Nations Humanitarian Response Depot
UNHCR	Office of the United Nations High Commissioner for Refugees