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Programme
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Programa
Mundial
de Alimentos

**Executive Board
Second Regular Session**

Rome, 8–11 November 2010

POLICY ISSUES

Agenda item 4

*For information**

E

Distribution: GENERAL
WFP/EB.2/2010/4-E
4 October 2010
ORIGINAL: ENGLISH

CONSOLIDATED FRAMEWORK OF WFP POLICIES

An Updated Version (November 2010)

* 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 point indicated below, preferably well in advance of the Board's meeting.

Director, PS*

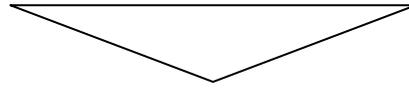
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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact Ms I. Carpitella, Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).

* Policy, Planning and Strategy Division

DRAFT DECISION*



The Board takes note of “Consolidated Framework of WFP Policies: An Updated Version (November 2010)” (WFP/EB.2/2010/4-E).

* 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.

INTRODUCTION

1. At its Annual Session in 2002, the Board welcomed the Consolidated Framework of WFP Policies and asked the Secretariat to submit the latest version of the policy framework as a paper for information each year at the Board's autumn session.
2. The document provides the Board and Secretariat with a compendium of all policies that remain relevant to WFP's strategy and have not been superseded by newer policies. This framework continues to organize new policies according to the category format as agreed during the informal consultations between the Secretariat and Board's informal steering committee described in the 2002 document "Consolidated Framework of WFP Policies: Establishing and Maintaining a Governance Tool".¹
3. WFP policies take into account international guidance frameworks and are implemented with national governments and partners. WFP is committed to the principles governing aid effectiveness set out in the Paris Declaration on Aid Effectiveness and by the Accra High-Level Forum on Aid Effectiveness. Policies in emergency and development contexts are implemented at the request of national governments. WFP's development policies adhere to the United Nations Development Assistance Framework (UNDAF) and support national strategies such as Poverty Reduction Strategies and regional strategies, including the Comprehensive Africa Agriculture Development Programme. In emergencies as well as in development, WFP works closely with the Office for the Coordination of Humanitarian Affairs (OCHA), the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD) and others to make sure that WFP's response is well coordinated and supports a "One UN" strategy whenever possible.
4. In 2009 the Secretariat conducted a review of the policy development process, including a review of the classification of policy papers and an analysis of policy gaps. The classification review proposed that new or revised policies be presented to the Board for approval rather than for consideration.² The gap analysis reviewed existing policies against the WFP Strategic Plan (2008–2013) to confirm their ongoing relevance. This updated version of the consolidated framework contains those policies that remain relevant and have not been superseded. A further review of the policy framework was conducted to ensure that all current policies and related Board decisions are properly reflected.
5. This updated version of the policy framework also includes three of the new policies approved or noted by the Board in 2009 and 2010: "WFP School Feeding Policy", "Resourcing for a Changing Environment", and "WFP's Role in the Humanitarian Assistance System".³ These new policies are in line with the WFP Strategic Plan (2008–2013).
6. The paragraphs in italic text at the beginning of each section within the policy framework present Board actions or requests, and are followed by information concerning Board recommendations or Secretariat responses.

¹ [WFP/EB.A/2002/5-A/2](#)

² Note for the Record of the Executive Board Bureau meeting of 12 January 2010, paragraph 5.

³ WFP/EB.2/2009/4-A, WFP/EB.1/2010/5-B/Rev.1 and WFP/EB.1/2010/5-C

7. At the request of the Board, the Secretariat is maintaining an updated electronic version of the policy framework on both the Executive Board and Policy sections of the WFP website, incorporating new policy decisions after each Board session.⁴

EMERGENCIES

“1. The purposes of WFP are:
[...] (b) to meet refugee and other emergency and
protracted relief food needs [...]”

(General Regulations and Rules — Article II:
The purposes and functions of WFP)

Programming Principles

Building on the United Nations Charter and United Nations General Assembly Resolution 46/182, which states that humanitarian assistance must be provided to all in need, based upon principles of humanity, neutrality and impartiality, further clarity on emergency programming principles is contained in the Mission Statement and the reports of the Committee on Food Aid Policies and Programmes (CFA) at its twenty-first session in May–June 1986 and its thirty-seventh session in May 1994.

8. WFP will exploit its capability to operate virtually everywhere in the developing world, without regard to the political orientations of governments, providing a neutral conduit for assistance in situations where many donor countries could not assist directly.⁵
9. WFP will ensure prompt delivery and distribution of humanitarian relief where necessary to save lives. WFP will respond flexibly and rapidly and will seek to ensure that its aid reaches and benefits the most needy by giving priority to the most severely affected people.⁶
10. WFP will conduct as soon as possible a detailed assessment to collect information in greater depth and on a greater scale, focusing in particular on opportunities to support local initiatives and to capitalize on the capacity of communities to propose and organize activities.⁷ Assessments should seek to distinguish clearly between structural and exceptional deficits at the national and local levels; WFP's emergency food aid should not normally be applied to structural food shortages.⁸
11. Whenever possible and consistent with saving lives, WFP will provide emergency food aid in ways that serve both relief and development purposes, attacking the root causes of emergencies, supporting national food security and reinforcing longer-term development

⁴ [WFP/EB.A/2002/10](#) (2002/EB.A/4)

⁵ [Mission Statement](#)

⁶ [Mission Statement](#)

⁷ [WFP/EB.A/98/4-A](#)

⁸ [CFA 21/24](#) (May/June 1986)

efforts.⁹ WFP must meet the immediate food needs of the hungry poor, and will work with them in ways that respect human dignity and promote people's self-reliance.¹⁰

12. WFP should provide emergency food aid for as short a time as possible, and should seek to bring about as far as possible a shift in assistance from relief operations to more development-oriented projects.¹¹

Emergency Response Criteria

At its twenty-first session in May–June 1986, the CFA affirmed that the provision of emergency assistance is a matter of judgement based on the available information and broad criteria applied with common sense and flexibility, and approved the following broad criteria to guide the Executive Director when deciding if and when to intervene. The General Regulations provide further clarity regarding which entities are eligible for emergency assistance.

13. WFP may respond to emergencies when there has been human suffering resulting from food scarcity caused by a demonstrably abnormal event, dislocation of community economic activities, social life or both on an exceptional scale, an urgent need to provide a remedy, evidence that food is an appropriate remedy and recognition that the government concerned has insufficient resources to provide the remedy.
14. Even when no single antecedent event can be demonstrated, WFP may consider releasing emergency resources when there is an unusual large-scale movement of people away from their homes fleeing conflict or in search of food, or following the appearance of unusually large numbers of malnourished children resulting from a decline in food availability at the household level.
15. WFP may release emergency resources in response to early signs of impending food crises when such resources can improve the long-term food security of families whose food supply is in jeopardy and to address development problems underlying the long-term vulnerability of families to emergencies, either directly or in a manner which complements other donor inputs.¹²
16. Member States of the United Nations or Members or Associate Members of any specialized agency or of the International Atomic Energy Agency (IAEA) shall be eligible to submit requests for consideration by WFP. WFP may in addition provide emergency food aid and associated non-food items and logistics support at the request of the Secretary-General. WFP assistance in such exceptional cases shall be fully coordinated with the United Nations system and the efforts of governments, inter-governmental and non-governmental organizations in the areas concerned.¹³
17. WFP will not judge a country's capacity to respond to an emergency solely on the basis of its gross national product per capita.¹⁴

⁹ [CFA 21/24](#) (May/June 1986)

¹⁰ [CFA/37/P/7](#) (May 1994)

¹¹ [CFA 12/22](#) and [CFA 13/20](#) (October 1981)

¹² As recommended in [CFA 21/10 Add.1](#) (May/June 1986) and approved in [CFA 21/24](#) (May/June 1986)

¹³ [General Regulations, art. IX](#)

¹⁴ [CFA 21/24](#) (May/June 1986)

18. In addition to meeting food needs in emergency situations, WFP will assist in the coordination of aid from all sources in order to achieve the best possible results.¹⁵

Food Aid and Livelihoods in Emergencies

The Board endorsed the conclusions contained in “Food Aid and Livelihoods in Emergencies: Strategies for WFP”¹⁶ at its Annual Session in 2003.

19. WFP will systematically assess and analyse livelihood-related issues in emergencies and determine where food aid can play a role in supporting livelihoods. WFP will strengthen staff capacity to design, implement and monitor programmes that save lives and protect livelihoods. WFP will also promote greater coherence between its emergency and longer-term interventions and will strengthen partnerships with national governments, local authorities and institutions, bilateral donors, United Nations agencies, international financial institutions, non-governmental organization (NGOs) and community-based organizations, in particular for common analysis and design of appropriate livelihood interventions.

Definition of Emergencies

At its First Regular Session of 2005, the Board endorsed the recommendations contained in “Definition of Emergencies”.

20. For purposes of WFP emergency projects, emergencies are defined 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.
21. The event or series of events may comprise one or a combination of the following:
- a) sudden calamities such as earthquakes, floods, locust infestations and similar unforeseen disasters;
 - b) human-made emergencies resulting in an influx of refugees or the internal displacement of populations or in the suffering of otherwise affected populations;
 - c) food scarcity conditions owing to slow-onset events such as drought, crop failures, pests, and diseases that result in an erosion of the capacity of communities’ and vulnerable populations’ capacity to meet their food needs;
 - d) severe food access or availability conditions resulting from sudden economic shocks, market failure or economic collapse – and that result in an erosion of the capacity of communities’ and vulnerable populations’ capacity to meet their food needs; and
 - e) a complex emergency for which the government of the affected country or the Secretary-General of the United Nations has requested the support of WFP.

¹⁵ [IGC 5/17](#) (July 1964)

¹⁶ [WFP/EB.A/2003/5-A](#)

22. WFP's emergency interventions will continue to be based on assessed needs, taking into account any other considerations that may be decided upon by the Board consistent with WFP's rules, regulations and mandate.¹⁷

Exiting Emergencies

At its First Regular Session of 2005, the Board endorsed "Exiting Emergencies".¹⁸

23. WFP recognizes that a realistic and deliberate exit strategy, planned with government and other partners, and clearly stated at the beginning of an emergency operation (EMOP), can help to facilitate more effective country responses after the initial stage of an emergency. "Exiting" for WFP means either i) the withdrawal of WFP assistance from an EMOP or from a country, or ii) a shift to a longer-term programme to protect and improve livelihoods and resilience. WFP will endeavour to ensure that exit strategies become part of its emergency responses, and that principles of good exiting guide future practice.
24. The overall objective for most emergency interventions is to restore to pre-emergency levels the capacity of communities and vulnerable populations to access food. WFP emergency aid should be part of broader national and international efforts to achieve this outcome, and should be joined with other forms of necessary assistance, including appropriate non-food assistance. Exit strategies from emergencies should aim to withdraw WFP support without compromising communities' regained ability to meet their own food needs. Emergency response, particularly in relation to recurrent shocks, is more effective when it is carried out in the context of a longer-term strategy for capacity-building and resilience.¹⁹

Targeting in Emergencies

At its First Regular Session of 2006, the Board endorsed "Targeting in Emergencies"²⁰ and requested that the following recommendations be added to the policy compendium.

25. It is WFP policy that targeting is a central element of an integrated and comprehensive emergency needs assessment and response strategy. WFP should continue to respond immediately and in a cost-effective manner to emergencies and, in so doing, aim to meet conditions for effective targeting such as:
- i) food assistance is required to save or protect lives and livelihoods;
 - ii) the most vulnerable target groups are identified;
 - iii) type and form of food assistance best suited to the needs of the target groups are identified; and
 - iv) ongoing adjustments are made to the above on the basis of appropriate assessments and modification of activities according to changing needs.
26. Targeting should be a conscious and integral management activity at all stages of the programme cycle. As an emergency develops and population needs change, target groups, targeting methods and WFP practices must also evolve. Successful targeting requires regular, systematic analysis of a multiplicity of factors, including the gender dimensions of

¹⁷ [WFP/EB.1/2005/13](#)

¹⁸ [WFP/EB.1/2005/4-B](#)

¹⁹ [WFP/EB.1/2005/13](#)

²⁰ [WFP/EB.1/2006/5-A](#)

an emergency. Setting clear project objectives from the start that take these factors into account will later allow for targeting flexibility without compromising the goals of a project. The selection of programme and delivery mechanisms that ensure that food reaches those who need it is an equally important aspect of targeting.

27. The main targeting objective of WFP in emergencies is to achieve a balance between targeting exclusion errors, which can be life-threatening, and potentially disruptive or wasteful inclusion errors. In acute emergencies, due to the urgency of the situation, it may well be necessary to accept inclusion errors in order to save lives or protect livelihoods. Other targeting objectives include providing a safe environment for food deliveries and maintaining flexibility to adapt to rapidly changing situations.
28. Targeting costs increase in proportion to the level and detail of targeting. 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.

LINKING RELIEF AND DEVELOPMENT

WFP is well placed to play a major role in the continuum from emergency relief to development. WFP will pull together its activities in an integrated way at the country level so that it can respond to urgent needs as they occur while retaining core development objectives.

(Mission Statement)

Programming Principles

The role of food aid in helping countries to recover from crisis and the importance of moving from general to targeted distributions as early as possible were addressed by the Board at its Annual Session in 1998,²¹ building on elements articulated previously, for example in WFP's Mission Statement and Board and CFA discussions that stress the importance of linking relief and development. Programming principles relevant to emergencies and, where possible, development apply to WFP's work in recovery, and vice versa.

29. WFP will promote early rehabilitation and long-term development, thus minimizing possible negative effects of extended relief distributions on local food production and consumption patterns. WFP will put in place targeting and distribution mechanisms that support the victims' coping mechanisms and prevent dependency or disruption of normal migratory patterns. WFP will build foundations for and restore self-reliance in food as quickly as possible, focusing on the re-establishment of reliable food production, transport and marketing systems.²²
30. WFP will ensure that food aid is an appropriate resource to facilitate recovery. Types of recovery activities meriting food aid support may include targeted or supplemental feeding, maximizing the use of mother-and-child health structures as a safety net,²³ agriculture and

²¹ [WFP/EB.A/98/4-A](#)

²² [CFA/37/P/7](#) (May 1994)

²³ [WFP/EB.3/97/3-B](#)

livestock interventions, including livestock feeding when animal production constitutes the main source of income for an affected population,²⁴ school feeding or skills training, community-level asset creation, risk reduction and disaster prevention and market support, for example through local purchase or food aid.²⁵

31. WFP will prepare a recovery strategy no later than the 18th month of its emergency operation. This will provide the rationale for operating in the protracted relief and recovery situation, identify the role and justification for food aid, define target groups and areas and outline assistance modalities. The recovery strategy should include situation analysis, risk assessment, programme response and success indicators, and link to a development programme or exit strategy. It may include a provision for non-food items. WFP will review its recovery strategy periodically to assure its effectiveness. When possible, WFP will begin introducing recovery approaches and activities, even prior to the formulation of a recovery strategy.²⁶
32. At the country level WFP will combine its activities in an integrated programme that can respond to urgent needs as they occur while retaining core development objectives. In special cases, WFP will adopt a multi-country or regional approach.²⁷
33. WFP will seek coordination and partnerships with other United Nations bodies and NGOs, with clear definitions of roles in facilitating the transition from crisis to recovery, and will participate in the Common Strategic Framework and UNDAF processes, seizing appropriate opportunities to strengthen local capacities.²⁸
34. WFP will periodically review the effectiveness of the food assistance in each country where there is a refugee situation, in collaboration with governments, donors, NGOs and UNHCR.²⁹ In providing assistance to refugees and displaced persons, WFP will take into consideration the needs of the populations of host areas in the vicinity of concentrations of refugees, returnees or other displaced people.³⁰

Transition from Crisis to Recovery

At its Annual Session in 1998, the Board endorsed “From Crisis to Recovery”,³¹ and reiterated that WFP, with its dual mandate, was well placed to make the link from relief to development, as the Programme has gained valuable experience in this area. The Board emphasized the importance of partnerships, definition of agency roles and complementarity of assistance. It reiterated the need for beneficiaries to play a significant role in the recovery strategy, in accordance with the UNDAF. The Board endorsed the following recommendations contained in “From Crisis to Recovery”.

35. The EMOP programme category will be used to respond only to acute emergency needs and only in exceptional circumstances exceed a period of two years. During the EMOP

²⁴ CFA 17/21 (May/June 1984)

²⁵ WFP/EB.A/98/4-A

²⁶ WFP/EB.A/98/4-A

²⁷ CFA 37/P/7 (May 1994)

²⁸ WFP/EB.A/98/10

²⁹ CFA 21/11 (April 1986)

³⁰ CFA 21/24 (May/June 1986)

³¹ WFP/EB.A/98/4-A

phase a recovery strategy will be prepared, no later than the eighteenth month of the EMOP. As and where opportunities arise, WFP will begin introducing recovery approaches and activities, even prior to the formulation of a recovery strategy.

36. WFP support for protracted relief and recovery from crisis will be guided by the recovery strategy which will provide the rationale for operating in protracted relief and recovery situations, will identify the role and justification for food aid, target areas and groups, and define assistance modalities.
37. The recovery strategy will propose programme activities and include a funding proposal, making adequate provision for non-food items and the preparation of a recovery strategy. It will cover a period of up to three years and be submitted to the Executive Board for approval. Activities will commence immediately upon the termination of the EMOP currently in effect and the availability of funds.
38. The current protracted relief operation (PRO) programme category will be renamed protracted relief and recovery (PRRO) and become the WFP programme category to respond to protracted relief and recovery needs. The PRRO will be the mechanism through which protracted relief and recovery programme activities, developed in the recovery strategy, will be funded.
39. The PRRO will include a contingency mechanism to respond to possible setbacks, reversals and new emergency/disaster outbreaks. This will be funded through a budget revision using the same delegation of authority as for country programmes and development projects.
40. WFP will work in consultation with partners and through inter-agency mechanisms; participate in and support the formulation and implementation of the United Nations Common Strategic Framework in those situations where a Strategic Framework is being formulated; support the UNDAF process; and participate actively in inter-agency consultations to expand the scope of the Consolidated Appeal Process (CAP). The WFP recovery strategy will be linked with these processes to the extent feasible. In addition, country offices will participate in needs assessments in conjunction with partners to determine which population groups require food assistance, for how long, what type and how much food.
41. WFP participation in demining will be restricted to: supporting mine clearing in situations where humanitarian food responses are restricted by mines and food cannot reach targeted beneficiaries, and other funds are not available; and using food to assist community-based programmes which are directly linked to demining programmes. WFP's assistance may be provided where food aid supports the work of other agencies and is an appropriate intervention resource.
42. Demobilization processes in countries emerging from conflict will be conceived and implemented as part of a United Nations strategy. WFP assistance will not include support to armed personnel at any stage of demobilization or reintegration. WFP will assist weapons exchange programmes in selected cases where food is a suitable element within the context of an integrated demobilization programme.
43. Each recovery strategy will be reviewed periodically to assure its effectiveness.
44. The experience of implementing the procedures introduced through the Board's decisions will be reviewed after three years to assess their effectiveness.
45. Guidelines for the implementation of these decisions will be set out in operational guidelines.

DEVELOPMENT

“2. [...] WFP shall, on request, implement food aid programmes, projects and activities:

(a) to aid in economic and social development, concentrating its efforts and resources on the neediest people and countries [...]”

(General Regulations and Rules — Article II:
The purposes and functions of WFP)

Programming Principles

The overall framework for WFP’s policies in development is captured in “Enabling Development”,³² which was endorsed by the Board at its Annual Session in 1999 and which builds on and incorporates elements articulated previously in Board and CFA discussions.

46. WFP’s development assistance will concentrate on the poorest, most food-insecure people bypassed by conventional development efforts, enabling them to meet their short-term food needs in ways that build longer-term human and physical assets. Food aid will be provided only when food consumption is inadequate for good health and productivity, where lasting physical assets or human capital will be created and where these assets and food consumption effects will benefit poor, food-insecure households and communities. Food will be targeted at the right time to the neediest countries, to the neediest populations in food-insecure areas (geographic targeting) and to intended beneficiaries, for example by using household food surveys or self-selection. Indicators will be developed to signal when food aid is needed, and when it is no longer needed. Emphasis will be placed on participatory approaches: development of proactive partnerships, especially with national governments, cost-effectiveness in terms of achieving development results, results-oriented monitoring and reporting, introduction of new approaches, and improved quality through rigorous activity design.³³
47. Activities will be limited to five priority areas, which will be selected and combined in the country programme (CP) according to strategies and circumstances of the recipient country.³⁴
- a) Enable young children and pregnant and lactating women to meet their special nutritional and nutrition-related health needs. WFP will increase the resources devoted to reducing early malnutrition, particularly among mothers and children at critical times in their lives. Priority will be given to early malnutrition in assessments of country food needs and donor discussions. Activities will be targeted to women and children who are nutritionally vulnerable.³⁵

WFP will continue to support local capacity for production of blended foods where appropriate. Food will routinely be provided in association with health care and

³² [WFP/EB.A/99/4-A](#)

³³ [WFP/EB.A/99/4-A](#)

³⁴ [WFP/EB.A/99/4-A](#)

³⁵ [WFP/EB.3/97/3-B](#)

nutrition and health education measures, funded by national or international partners or possibly by a modest amount of WFP direct support costs (DSC). WFP will seek to integrate deworming treatments in activities targeted at young children.³⁶

Further steps will be taken to integrate WFP's work with that of other United Nations agencies, bilateral donors and NGOs that support health, nutrition education and related services. The duration of activities will be carefully assessed and exit strategies prepared based on indicators such as mortality rates and national capacity to assume a greater share of support to feeding programmes.³⁷

- b) Enable poor households to invest in human capital through education and training. WFP will use food aid to enable poor families to send their children to school and to help them learn once there. Areas with food insecurity and low rates of elementary school attendance or girls' attendance will be targeted. Factors affecting girls' access to schooling will be assessed. Take-home rations may be used to target girls directly or in other situations where appropriate. WFP will seek to increase opportunities for women to attend training sessions on income generation and non-formal education.³⁸
- c) Make it possible for poor families to gain and preserve assets. All WFP asset creation interventions should result in a lasting asset for the poor family or community. If targeted beneficiaries do not benefit from these assets, the project should not be supported. Issues of sustainability, maintenance and environmental implications will need to be addressed.³⁹
- d) Mitigate the effects of recurring natural disasters in vulnerable areas. As part of country programming in areas subject to recurring natural disasters, WFP will assess measures to prevent and mitigate disasters that pose threats to food production or livelihoods.⁴⁰ On a pilot basis, WFP will work with local, national and international partners to incorporate disaster prevention and mitigation activities in the country strategy outlines (CSOs), CPs and protracted relief and recovery operations (PRROs). These activities will be targeted to populations in disaster-prone areas whose coping strategies are insufficient to meet food needs when a natural disaster occurs,⁴¹ with a particular focus on addressing such needs in Africa.⁴² Contingency planning exercises will be introduced gradually, beginning with the most disaster-prone countries. Where possible, they will be undertaken as part of the process of programme development.⁴³

WFP will develop standard procedures jointly with government counterparts for borrowing from and replenishing national food stocks and seek donor flexibility to use donations, especially directed contributions, for disaster mitigation.⁴⁴

³⁶ [WFP/EB.A/99/4-A](#)

³⁷ [WFP/EB.3/97/3-B](#)

³⁸ [WFP/EB.A/99/4-A](#)

³⁹ [WFP/EB.A/99/4-A](#)

⁴⁰ [WFP/EB.A/99/4-A](#)

⁴¹ [WFP/EB.1/2000/4-A](#)

⁴² [CFA/34/P/7-B](#) (November 1992)

⁴³ Pilot testing of this approach was requested prior to integration into a future policy approach. See [WFP/EB.1/2000/10](#)

⁴⁴ [WFP/EB.1/2000/4-A](#)

- e) Helping households that depend on degraded natural resources to shift to more sustainable livelihoods. WFP will seek to assist people who depend on degraded natural resources for their livelihoods when there is still potential to improve productivity and prevent further degradation of the resource base. This includes measures to support shifts from unsustainable to sustainable natural resource management practices and to stabilize areas subject to slow resource degradation.⁴⁵

Resource Allocations and Criteria for Development

During its thirty-eighth session (December 1994), the CFA established guidelines for CP resource levels, building on decisions taken during its thirty-third and thirty-fourth sessions in 1992.

48. WFP will allocate at least 50 percent of its development resources to least-developed countries (LDCs) and at least 90 percent to low-income, food-deficit countries (LIFDCs), including LDCs. Up to 10 percent of resources will remain available to meet either additional needs of these countries or the special needs of non-LIFDCs. No country will receive more than 10 percent of available development resources. By 2007, at least 90 percent of undirected multilateral resources from traditional donors used for development should go to countries that are least developed or low-income⁴⁶ and that face chronic malnutrition measured as a 25 percent or greater rate of stunting among children under 5.⁴⁷ Country levels will only be established for those countries qualifying for an annual minimum resource level of US\$1 million.⁴⁸
49. Assistance will only be provided to non-LIFDCs for projects that are focused on poor people and poverty reduction and matched by substantial inputs from the recipient country, and where WFP assistance can be phased out within a reasonable time.⁴⁹
50. Changes in the level of WFP development assistance to a country will be introduced progressively. An allocation plan will be established and adjusted annually to steer WFP resource allocations towards countries' potential levels. Annual country allocations will be determined on the basis of availability of resources.⁵⁰

Country Programme Approach

WFP's commitment to the country programme approach was established by the CFA during its thirty-eighth session (December 1994) with subsequent agreement on country programme format at the fortieth session (November 1995).⁵¹ At its Third Regular Session in 2002, the Board, in reviewing the document "Review of Programme Harmonization and Programming Processes with Reference to WFP's Programme Cycle"⁵² and noting the WFP-specific

⁴⁵ [WFP/EB.A/99/4-A](#)

⁴⁶ Gross national income per capita three-year average under US\$900.

⁴⁷ [WFP/EB.3/2003/4-A/1](#)

⁴⁸ [CFA/38/P/7](#) (December 1994)

⁴⁹ [CFA/34/13](#) (November 1992)

⁵⁰ [CFA/38/P/7](#) (December 1994)

⁵¹ Major Sources: Principles and Guidelines for Country Programming: The World Food Programme and the Programme Approach: [CFA/38/P/6](#) (December 1994); Format for the Country Programme Approach: [CFA/40/8](#) (November 1995).

⁵² [WFP/EB.3/2002/4-B](#)

recommendations for harmonizing programme procedures with the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA) and UNICEF, took note of the brief draft outline of the country programme format annexed to the document, and approved adoption of the UNDP/UNFPA programme approval procedure, with the following WFP-specific adjustments, to make the process most efficient for WFP's work.

51. The Board will change its current schedule for the Second Regular Session and the Annual Session consistent with the UNDP, UNFPA and UNICEF schedules.
52. The Board will discuss country programme outlines at its Second Regular Session rather than at its Annual Session.
53. The Second Regular Session of the Board will be held in June immediately after the Annual Session.
54. Where the CCA/UNDAF are ongoing or completed, WFP will decide to have either a country programme or a development project, based on existing criteria, e.g. volume of food resources and number of thematic areas.
55. WFP-specific country information will be added to the common country programme format that is being prepared by a joint UNDP/UNFPA/UNICEF/WFP working group. That specific information will include contextual references to the relief-development linkages. The length of the document will be approximately 15 pages, inclusive of the results matrix and budget plan. To ensure maximum consistency in presentation of information, the development project format will be aligned with the country programme format.
56. WFP's EMOP and PRRO portfolios will continue to be discussed at all the regular sessions of the Board.⁵³

Food Procurement in Developing Countries

In considering the paper "Food Procurement in Developing Countries" at its First Regular Session in 2006,⁵⁴ the Board noted the issues involved in local, sub-regional and regional purchases of food products, especially where markets were not well developed, and recognized the positive and possible negative impacts WFP's procurement might have on these markets. The Board therefore requested that WFP continue to advance in its study of the developmental impact of food procurement, both on markets and on the food security of vulnerable groups. The Board further requested WFP to encourage local, sub-regional and regional purchases to the extent possible.

57. In addition, the Board:

- subject to considerations of cost-efficiency, timeliness and appropriateness to beneficiary needs, *re-affirmed* that WFP should continue to undertake food procurement in a manner that accentuated positive impacts and mitigated against negative consequences;
- *urged* donors to provide more unrestricted, timely and predictable funding so that WFP could more effectively plan and undertake local, sub-regional and regional food procurement; and

⁵³ [WFP/EB.3/2002/4-B](#)

⁵⁴ [WFP/EB.1/2006/5-C](#)

- *requested* WFP to give due consideration to optimizing the potential developmental benefits of procurement by:
 - working closely with national governments, FAO, IFAD and others to assess the capacity of local, sub-regional and regional markets to participate in WFP procurement and to support partner efforts to develop this capacity further;
 - ensuring that WFP country offices and/or regional bureaux, where appropriate to the overall needs of WFP, have the necessary staff to enable them to procure food based on an adequate knowledge and analysis of local, sub-regional and regional markets; and
 - providing the Board, in the framework of its discussions of WFP's operations and country situations, with a detailed breakdown of the origin of commodities purchased or received in local, sub-regional and regional markets and assessments of the capacity of local, sub-regional and regional suppliers to meet procurement needs.

58. The Board requested that the Secretariat provide a report on the implementation of its requests at the Annual Session in 2006, and regularly thereafter.

CROSS-CUTTING

Coordination

WFP can make progress towards eradicating hunger only through collaboration and coordination with other actors, as articulated in the Mission Statement. The importance of coordination is reiterated in virtually all policy and programming documents, and by Board members during board meetings.

59. WFP attaches great importance to collaboration with other United Nations agencies, Bretton Woods institutions, NGOs, bilateral donors, host governments and recipient countries. WFP will work closely with partners, and within established coordination mechanisms, in responding to emergencies and humanitarian crises. WFP will seek to forge partnerships of action with United Nations agencies, the World Bank and the International Monetary Fund, regional bodies and institutions, bilateral donors and NGOs in support of economic and social development. Taking into account its mandate, location and parentage, WFP will collaborate particularly closely with FAO and IFAD, especially in using food aid to build household food security.⁵⁵

Monetization

In considering the paper "Policies on the Use of Food Aid in Relief and Development Activities: Monetization"⁵⁶ at the Annual Session in 1997, the Board made the following decisions.

60. Country Strategy Outlines should demonstrate the analytical rationale for monetization and its operational modalities in all cases where monetization is likely to feature in a country programme.

⁵⁵ [Mission Statement](#)

⁵⁶ [WFP/EB.A/97/5-A](#)

61. WFP will not undertake projects involving full open-market monetization to fund activities that are not related to direct food assistance, and where the generation of funds is the primary objective.
62. In accordance with the Resource and Long-Term Financing Policies, open-market monetization to cover support costs of a directly distributed WFP food intervention should, normally, no longer be necessary. However, where some donors do not have the flexibility to provide sufficient or timely cash resources for this purpose, and in the absence of any alternative financing, some monetization may still need to be undertaken.
63. The open-market sale of food commodities to finance the purchase of locally produced food for direct distribution to beneficiaries should be managed in the same way as open-market sales for other purposes and must be demonstrably cost-effective. The initial commodity sale must not disrupt the normal markets of recipient countries.
64. WFP should continue to use closed-circuit monetization where it is considered the most appropriate modality, in line with past practice.
65. In emergency operations, WFP will consider monetization where it is clearly demonstrable that the monetization process itself has benefits over and above the income transfer to the beneficiaries and where the generation of funds is not the primary objective of commodity sales. Examples include:
 - i) situations in which direct distribution is not feasible for reasons of security, risk of theft or prohibitive costs but national traders are able to move food into the target region using established trade routes and where monetization would act as a stabilizing force on markets and may help prevent large-scale displacement of disaster-affected people; and
 - ii) where local monetization would promote a “return to normal” when used in a transitional way following the end of an emergency, and/or where relief food aid is in danger of causing dependency and inhibiting normal market mechanisms, but where severe food deficits still exist and commercial imports are limited.
66. WFP would monetize on behalf of donors as a bilateral service as long as the intervention is consistent with WFP’s ongoing programmes and its Mission Statement, and does not distort local markets, cause import displacement or price disincentives, nor infringe FAO Principles on Surplus Disposal.
67. In all cases where projects that involve monetization are envisaged:
 - i) the cost-effectiveness implications of the monetization process should be made explicit through an *ex ante* analysis comparing the cost of procuring, transporting and selling food commodities with alternative methods of supporting the intervention;
 - ii) WFP should have sufficient prior knowledge of market conditions, actors and mechanisms to determine the likely impact of monetization and the most appropriate and cost-effective way of undertaking the process: and
 - iii) there should be no market displacement, production disincentive or risk of creating lasting dependency among beneficiaries.

Participatory Approaches

WFP's commitment to the participation of stakeholders at all stages of its programmes is captured in its Mission Statement⁵⁷ and policies. At the Third Regular Session in 2000, the Board welcomed the information contained in the document "Participatory Approaches".⁵⁸

68. WFP will ensure that its assistance programmes are designed and implemented on the basis of broad-based participation in order to ensure that programme participants (including beneficiaries, national and local governments, civil society organizations and other partners) contribute their knowledge, skills and resources to processes that influence their lives.⁵⁹ WFP will use participatory approaches to bring the poorest and marginalized people into its assistance programmes, strengthen their representation in community structures and overcome gender inequalities by creating opportunities for both women's and men's voices to be heard. It will do all this while maintaining sufficient flexibility to ensure its programmes' suitability to local situations and capacities. WFP will strengthen participatory approaches in a systematic manner in the planning, design, implementation, monitoring and evaluation of all its activities, refine the participatory tools at its disposal and enhance capacities of its own and partner staff.⁶⁰ Recognizing the challenges of fully applying participatory approaches in emergencies, WFP will strive, as each situation permits, increasingly to involve participants in decisions that affect them.⁶¹

Environmental Issues

At its Third Regular Session in 1998, the Board welcomed the document "WFP and the Environment",⁶² noting that the issues raised therein were important to Member States. The Board emphasized coordination and working in partnership, especially through mechanisms such as the UNDAF and the Consolidated Appeal Process. It also stressed the importance of capacity building, and the role and responsibilities of national governments. The Board emphasized the need for WFP to be proactive across the spectrum of all its activities. In particular, WFP was asked to give emphasis to socio-economic dimensions in environmental impact reviews and assessments. In addition, the Programme was asked to minimize the use of hazardous substances and to phase out as rapidly as possible the use of all hazardous chemicals. The Board recommended that donors provide to WFP commodities of appropriate age and quality. WFP would prepare operational guidelines for the planning and implementation of environmental activities by the end of 1998. The Board endorsed the following recommendations contained in the report.

⁵⁷ [Mission Statement](#)

⁵⁸ [WFP/EB.A/98/4-A](#), [WFP/EB.A/99/4-A](#) and [WFP/EB.3/2000/3-D](#)

⁵⁹ [Mission Statement](#), [WFP/EB.3/2000/3-D](#)

⁶⁰ [WFP/EB.3/2000/3-D](#)

⁶¹ [WFP/EB.3/2000/14](#)

⁶² [WFP/EB.3/98/3](#)

69. For emergency operations, funding of environmental prevention activities should be through the United Nations Consolidated Appeal Process and other appeal processes. The costs of environmental prevention and rehabilitation activities in recovery and development programmes will be funded as direct operational costs.
70. WFP should take special care in designing the food basket to ensure that food requirements are met and to minimize potential environmental impacts and, as appropriate, take measures to ensure that cooking fuel needs are assessed and met.
71. In situations involving internally displaced persons, and where partners are not available to meet the costs of providing energy-efficient items and reducing related environmental impacts, WFP may fund such items as direct operational costs.
72. For in-kind donations, there is an understanding with donors that minimum quality and age standards will be met. WFP will pay particular attention to ensure that commodities used will not require energy consumption that will pose environmental threats. Donors will also provide commodities that meet the environmental circumstances of specific operations.
73. Environmental screening will be undertaken to ascertain that interventions are low-risk. WFP will initiate a review process at the earliest stage of programming cycles and give due attention to the management of identified risks.
74. WFP, as a matter of policy, will use the least harmful chemicals available. The purchase, use and application of potentially hazardous chemicals should be eliminated to the extent possible, taking into consideration the need to prevent infestations or losses of stored food commodities. WFP will comply with relevant international guidelines on pesticides, including FAO's International Code of Conduct on the Distribution and Use of Pesticides (updated in 1991), and ensure that country offices have access to all relevant information. Chemicals classified as being extremely or highly hazardous by the World Health Organization (Classes IA and IB) will not be used.
75. WFP would like to accelerate the implementation of this policy, particularly the normative aspects – for example, operational guidelines and staff training. There are a number of areas where WFP could use additional financial support for such Programme Support Administration-type activities. Selected donors have the facility to fund related environmental activities. WFP will seek to secure such funds to assist in mainstreaming environmental initiatives

Partnership with NGOs

During its Annual Session in 2001, the Board approved the following recommendations on how WFP/NGO partnerships should be pursued, contained in the document "WFP Working with NGOs: A Framework for Partnership".⁶³

76. WFP would work in partnership with NGOs, in particular local NGOs, to reach its target populations more effectively when appropriate.
77. WFP would facilitate government, NGO and WFP tripartite arrangements to the extent feasible as a normal course of action and leading, where possible, to formal agreements.
78. WFP would adopt an NGO Partnership Framework that defines the key elements for strengthening partnerships with both international and local NGOs.

⁶³ [WFP/EB.A/2001/4-B](#)

79. Country offices would plan at the country level for partnerships, developing country-specific partnership arrangements based on the WFP-NGO Partnership Framework. Key planning elements would be summarized and included in the Country Strategy Outline, country programme and recovery strategy.
80. Country-level partnership planning with NGOs would be consistent with existing WFP policies and approaches to financial accountability and management.
81. WFP would support capacity building with its NGO partners and WFP staff, within available resources. Capacity building would focus on food logistics and management (in emergency settings), programme planning and design (including exit strategies), gender assessments, monitoring for results, budgeting, reporting and accountability procedures, as these activities are associated with existing WFP programmes.
82. As appropriate, WFP would engage in joint partnership advocacy initiatives on behalf of the hungry poor. The Programme would also facilitate better working relationships among NGOs, governments and donors to secure additional non-food resources in support of WFP programmes. WFP would also commit itself to the timely delivery of agreed-upon food commodities and associated non-food items.
83. Formal agreements would define roles and responsibilities but be flexible enough to allow for amendments as circumstances change. WFP would include programmatic roles and responsibilities in NGO Partnership Agreements, in addition to the agreed-upon financial and administrative conditions. These arrangements would be reflected in country-level agreements, or Letters of Understanding, operational contracts, Plans of Operations and NGO Partnership Agreements.
84. WFP welcomes partnerships where both partners contribute resources of their own, based on individual capabilities. However, given WFP's strong desire to work with local NGOs and CBOs, the Programme would give priority to international and national NGOs that facilitated local NGO involvement.
85. WFP would expand the range of partnerships and capacity-building measures with local NGOs, in consultation with governments in beneficiary countries and in conformity with WFP cost structures. WFP encourages donors to support its efforts in meeting capacity-building objectives.
86. Following the decision of the Executive Board, operational guidelines for planning and implementation of NGO partnership activities would be prepared

Exploitation of Beneficiaries

The Board expressed support for WFP's zero-tolerance policy for sexual exploitation and other abuses of power against beneficiaries, following oral briefings by the Executive Director and other senior staff at the Board's Annual Session in 2002. The briefings focused on WFP's response to abuses in Western Africa and its participation in inter-agency processes seeking to address the problem in a coordinated manner and prevent further abuses.

87. WFP will adopt a zero-tolerance policy for sexual exploitation and other forms of abuse of power perpetrated by staff and partners against beneficiaries.⁶⁴ WFP will participate in inter-agency efforts to address the abuses in Western Africa and to put in place policies

⁶⁴ [WFP/EB.A/2002/10](#)

and mechanisms to ensure that such abuses do not occur elsewhere, keeping the Board informed of its efforts.

Urban Food Insecurity

At its Annual Session in 2002, the Board approved the recommendations contained in the paper "Urban Food Insecurity: Strategies for WFP".⁶⁵

88. WFP food assistance in emergency and development settings should address urban food insecurity when appropriate.
89. WFP should expand its analysis of food needs in urban settings and its efforts in urban programming, as the number of people experiencing poverty, food insecurity and malnutrition in urban areas is increasing. Urban programming will be consistent with WFP policies, in particular 'Enabling Development'⁶⁶ and 'From Crisis to Recovery'.⁶⁷
90. WFP should develop a set of guidelines to assist country offices in programming more effectively in urban settings. Such guidelines will build on the experiences from ongoing urban programming currently being carried out in the field by WFP and others.

HIV/AIDS

At its First Regular Session in 2003, the Board welcomed the policy paper "Programming in the Era of AIDS: WFP's Response to HIV/AIDS"⁶⁸ and endorsed the document with the understanding that minor modifications would be made to the recommendations section, which would read as follows.

91. WFP will incorporate HIV/AIDS concerns in all of its programming categories — country programmes, protracted relief and recovery operations (PRROs) and emergency operations (EMOPs). Food insecurity driven by HIV/AIDS can be addressed directly through WFP programmes, and WFP activities can be used as platforms for other types of HIV/AIDS programmes, such as prevention education. All WFP activities and partnerships concerning HIV/AIDS will be part of a broader multi-sectoral approach and will be aligned with national government strategies on HIV/AIDS.
92. WFP will work with local and international partners, NGOs, governments and United Nations agencies to ensure that food is incorporated into HIV activities when and where appropriate. WFP will work particularly closely with the Joint United Nations Programme on HIV/AIDS (UNAIDS) co-sponsors and the UNAIDS Secretariat in this regard.
93. WFP will adjust programming tools such as needs assessments, vulnerability analysis, the design of rations and other nutrition-related activities as information and research results become available to reflect the new reality presented by HIV/AIDS.
94. When HIV/AIDS threatens food security and influences mortality, WFP will consider HIV/AIDS as a basic component of a PRRO, consistent with current WFP policy on PRROs.

⁶⁵ [WFP/EB.A/2002/5-B](#)

⁶⁶ [WFP/EB.A/99/4-A](#)

⁶⁷ [WFP/EB.A/98/4-A](#)

⁶⁸ [WFP/EB.1/2003/4-B](#)

Humanitarian Principles

At its First Regular Session of 2004, the Board took note of the information contained in the document "Humanitarian Principles"⁶⁹ and approved the ten humanitarian principles for inclusion in the Consolidated Framework of WFP Policies, taking into account comments made during the debate. At the Annual Session of 2004, the Board took note of the revised statement of humanitarian principles⁷⁰ and requested that the final statement, as follows, be added to the Consolidated Framework of WFP Policies.

95. WFP is driven by the need to respond to human suffering and assist fellow human beings when they have nowhere else to turn. WFP will use food and related assistance to meet immediate needs and improve food security. It is committed to the purposes and principles of the United Nations Charter and to the values and principles expressed in the Millennium Declaration. WFP will not use food, at any time or under any circumstances, as a means of applying political or economic pressure. WFP will adhere to the principles set out below when providing food aid, non-food assistance and technical support in response to humanitarian needs.

Core humanitarian principles

- i) Humanity. WFP will seek to prevent and alleviate human suffering wherever it is found and respond with food aid when appropriate. It will provide assistance in ways that respect life, health and dignity.
- ii) 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. In a country, assistance will be targeted to those most at risk from the consequences of food shortages, following a sound assessment that considers the different needs and vulnerabilities of women, men and children.
- iii) Neutrality. WFP will not take sides in a conflict and will not engage in controversies of a political, racial, religious or ideological nature. Aid will not be provided to active combatants.

Foundations of effective humanitarian action

- iv) Respect. WFP will respect the sovereignty, territorial integrity and unity of the State in which it is working. WFP will respect local customs and traditions, upholding internationally recognized human rights. WFP will act in accordance with the United Nations Charter and consistent with international humanitarian law and refugee law. WFP will also take into account the Guiding Principles on Internal Displacement, when applicable.
- v) Self-reliance. WFP will provide humanitarian assistance with the primary objective of saving lives, in ways that support livelihoods, reduce vulnerability to future food scarcities and support durable solutions. WFP will work to ensure that food aid does not undermine local agricultural production, marketing or coping strategies, or disturb normal migratory patterns or foster dependency. WFP's programmes will be planned and implemented in ways that facilitate the link from relief to development.

⁶⁹ [WFP/EB.1/2004/4-C](#)

⁷⁰ [WFP/EB.A/2004/5-C](#)

- vi) Participation. WFP will involve women and men beneficiaries wherever possible in all activities and will work closely with governments at the national and local levels to plan and implement assistance.
- vii) Capacity-building. Within its own capacity and resources, WFP will strengthen the capacity of affected countries and local communities to prevent, prepare for and respond to humanitarian crises. WFP will ensure participation by women's organizations and will integrate a gender perspective in capacity-building activities.
- viii) Coordination. WFP will provide assistance with the consent of the affected country and, in principle, on the basis of an appeal by the affected country. All States Members of the United Nations or Members or Associate Members of any specialized agency or of the IAEA are eligible to submit requests for consideration by WFP. WFP may also provide emergency food aid and associated non-food items and logistics support at the request of the Secretary-General of the United Nations. WFP will work within established United Nations coordination structures at the global and field levels. This will include working with other humanitarian actors such as NGOs and the International Red Cross and Red Crescent Movement.

Standards of accountability and professionalism

- ix) Accountability. WFP will keep donors, host country governments, beneficiaries and other relevant stakeholders informed of its activities and their impact through regular reporting.
- x) Professionalism. WFP will maintain the highest standards of professionalism and integrity among its international and national staff to ensure that its programmes are carried out efficiently, effectively, ethically and safely. All staff will adhere to the *Standard Code of Conduct for the International Civil Service* and the Secretary-General's *Bulletin on Sexual Abuse and Exploitation in Humanitarian Crises and Other Operations*.

Nutrition

WFP's experience with nutrition, and its views on the role of food aid in supporting the achievement of positive nutritional outcomes through a variety of programmatic approaches, are outlined in three papers presented at the Board's Annual Session in 2004. The three papers – “Food for Nutrition: Mainstreaming Nutrition in WFP”,⁷¹ “Micronutrient Fortification: WFP Experiences and Ways Forward”,⁷² and “Nutrition and Emergencies: WFP Experiences and Challenges”⁷³ – complement each other. The Board requested the following additions to the Consolidated Framework of WFP Policies.

96. “Food For Nutrition: Mainstreaming Nutrition in WFP” – WFP will mainstream nutrition in its programmes, advocacy and partnerships in order to: i) tackle malnutrition directly, responding to and/or preventing malnutrition when food can make a difference, and ii) enhance national and household capacities to recognize and respond to nutritional challenges. WFP will expand its efforts to achieve and document positive nutritional outcomes. This will include putting in place appropriate staff capacity at country, regional and Headquarters levels in nutritional assessment, programme design, project implementation and data collection and management. WFP will engage more fully in

⁷¹ [WFP/EB.A/2004/5-A/1](#)

⁷² [WFP/EB.A/2004/5-A/2](#)

⁷³ [WFP/EB.A/2004/5-A/3](#)

global and national policy dialogues on malnutrition problems and solutions in collaboration with appropriate partners.⁷⁴

97. “[Micronutrition Fortification: WFP Experiences and Ways Forward](#)” – WFP will increase its efforts to meet micronutrient deficiencies among beneficiaries through the distribution of appropriately fortified foods and support for national and international fortification initiatives and policies, as well as food-based approaches, paying particular attention to micronutrient needs in emergencies and meeting the special needs of people living with HIV/AIDS. Central to these efforts are: ensuring adherence to WFP’s procurement specifications and quality control procedures, and documenting effectiveness and the impact of fortification activities. WFP will expand its local initiatives in the production of fortified blended foods and biscuits, and in the milling and fortification of cereals. Institutional and staff capacity to implement these activities will be enhanced as necessary.⁷⁵
98. “[Nutrition and Emergencies: WFP Experiences and Challenges](#)” – WFP will systematically analyse nutrition problems in emergencies and define the most appropriate responses based on up-to-date knowledge and best practice. Greater efforts will be made to ensure that nutritionally adequate foods are provided in a timely manner in support of nutrition objectives. WFP will enable staff to design and implement effective nutrition-related interventions and report on results, and will increase its collaboration with partners that offer complementary nutrition skills. WFP will enhance its collaboration with specialized institutions of the United Nations system and its other partners, and will ensure a proper division of tasks in designing and implementing integrated responses to malnutrition, particularly in the framework of needs identification. Funding modalities will be explored to enhance WFP’s cash resources to support nutrition objectives. Nutrition programming in emergencies will also pay more attention to underlying causes of malnutrition, not just acute outcomes during crises, and seek to build links with longer-term development activities.⁷⁶

WFP and Food-Based Safety Nets: Concepts, Experiences and Future Programming Opportunities

*At its Third Regular Session in 2004, the Board approved the policy “WFP and Food-Based Safety Nets: Concepts, Experiences and Future Programming Opportunities”.*⁷⁷

99. In order to participate with governments and other partners at each of the stages of implementation of national safety-net programmes:
- WFP will enhance its capacity to advise knowledgeable and advocate effectively for food-based safety nets, where appropriate, during the formulation of national poverty reduction strategies. Measures relating to training and staffing should ensure that country offices, with the support of regional bureaux and Headquarters, have sufficient in-house expertise.
 - WFP will develop guidelines on the most appropriate design and implementation of safety nets. Particular attention should be paid to: i) the most effective safety-net

⁷⁴ [WFP/EB.A/2004/9](#)

⁷⁵ [WFP/EB.A/2004/9](#)

⁷⁶ [WFP/EB.A/2004/9](#)

⁷⁷ [WFP/EB.3/2004/4-A](#)

modalities for local circumstances, ii) the optimal combination of food and cash transfers, iii) the potential for safety nets to act as a bridge between emergencies, recovery and development; and iv) the design of specific safety-net activities.

- WFP will strengthen its ability to improve existing national safety-net programmes. Best practices in WFP's experiences with safety nets should be shared across regional bureaux and country offices as part of a larger system for knowledge and information sharing within the organization. WFP should also collaborate with partners including national governments, the World Bank, NGOs and other United Nations organizations to identify cross-agency best practices for safety nets.
- WFP will explore appropriate funding mechanisms for its involvement in safety nets. These efforts may include expanding its donor base and addressing issues specific to safety nets, such as multi-year funding.⁷⁸

Building Country and Regional Capacities

The Board has sought to find ways of helping to ensure that national and regional capacities are established, strengthened and/or supported in the aftermath of a WFP intervention. At its Third Regular Session in 2004 the Board approved the policy "Building Country and Regional Capacities",⁷⁹ which replaces the documents "WFP Support to Countries in Establishing and Managing National Food Assistance Programmes"⁸⁰ and "Measures to Enhance WFP's Programming in the Poorest Countries".⁸¹

100. WFP, in partnership with other agencies, will take a systematic approach to building country and regional capacities to reduce hunger. WFP's capacity-building activities will work to build, develop and/or strengthen country and regional capacities related to issues of hunger and malnutrition, especially as they affect the poorest and most vulnerable individuals and communities. WFP's comparative advantage in undertaking any of these activities must be assessed at the country or regional level, given its own abilities to contribute to capacity development. WFP should maintain an appropriate overall balance between the financial and human resources devoted to Strategic Priority 5 activities and those devoted to WFP's other strategic priorities, taking into account the core mission and mandate of the organization.⁸²

Engagement in Poverty Reduction Strategies

The Board reviewed the paper entitled "Engagement in Poverty Reduction Strategies"⁸³ at its Annual Session in 2006.

101. The Board recommended that:

- i) WFP engage with national authorities in the Poverty Reduction Strategy process in partnership with FAO, IFAD, the United Nations country teams and other development partners to ensure due attention to food insecurity and hunger in the short, medium and long term;

⁷⁸ [WFP/EB.3/2004/15](#)

⁷⁹ [WFP/EB.3/2004/4-B](#)

⁸⁰ [WFP/EB.2/97/3-A](#)

⁸¹ [WFP/EB.3/97/3-A](#)

⁸² [WFP/EB.3/2004/15](#)

⁸³ [WFP/EB.A/2006/5-B](#) and [Corr.1](#)

- ii) WFP integrate into PRRO and development project reports information on how they contribute to national poverty reduction strategies;
- iii) WFP prepare detailed guidance on WFP's engagement in national poverty reduction strategy processes; and
- iv) WFP consider how best to build national governments and WFP staff capacity, in line with WFP's mandate and Strategic Objectives, and taking account of competing resource needs and operational priorities.

The Role and Application of Economic Analysis in WFP

At its Annual Session in 2006, the Board considered the paper "The Role and Application of Economic Analysis in WFP"⁸⁴ and noted the importance for WFP of integrating economic analysis in relation to its programmes and operations.

102. The Board recommended that:

- i) WFP take the necessary steps to ensure that the role and application of economic analysis be mainstreamed within the organization in relation to its programmes and operations, and report on progress and associated costs in future Annual Performance Reports;
- ii) WFP continue to invest in its in-house economic analysis capability, in close cooperation with national governments, as another tool for designing its programmes and operations and drawing to the maximum extent possible on the existing capacities of all partners concerned; and
- iii) WFP intensify its strategic partnership with FAO, IFAD and other organizations to exploit synergies and avoid duplication of analytical efforts. To this end, the Board requested a written report on the details of the strategic partnership, including the division of labour among the participating organizations and taking into account the observations made by Board members on the document to be submitted at the November 2006 Board Session.

Ending Child Hunger and Undernutrition Initiative: Global Framework for Action

Having considered the document "Ending Child Hunger and Undernutrition Initiative: Global Framework for Action"⁸⁵ and the approved decision 2006/EB.2/2⁸⁶ from its Second Regular Session in 2006, the Board subsequently reviewed the document "Ending Child Hunger and Undernutrition Initiative (ECHUI)"⁸⁷ at its First Regular Session in 2007.

103. The Board, in recognizing the importance for ECHUI to support the national policies and programmes:

- noted the UNICEF Executive Board's decisions of 18 January 2007, the status of the Partners Group, the milestones for 2007–2008, the corresponding timetable for developing the Partners Group work plan and responsibilities, the draft work plan for

⁸⁴ [WFP/EB.A/2006/5-C](#)

⁸⁵ [WFP/EB.2/2006/4-A](#)

⁸⁶ [WFP/EB.2/2006/16](#)

⁸⁷ [WFP/EB.1/2007/5-A](#)

ECHUI, including the terms of reference for the Partners Group, the Steering Committee and the ECHUI secretariat;

- authorized the Secretariat to continue developing ECHUI as outlined in the Global Framework for Action,⁸⁸ including the minimum funding from non-Programme Support and Administrative (PSA) budget sources required for further refining of the workplan and milestones, for developing the Partners Group, and for preparing the ground for the Steering Committee and the Secretariat, recognizing UNICEF's co-leadership role; and
- approved WFP's role in the 2007–2008 workplan with a first year budget for WFP of US\$1.31 million from non-PSA funds, contingent upon approval by UNICEF's Executive Board of UNICEF's participation in ECHUI with a matching contribution of funds for the joint Secretariat.

Communications Strategy

*At its Annual Session in 2008, the Board took note of the “WFP Communications Strategy”.*⁸⁹

104. WFP's audiences are humanitarian and development partners, leaders in donor countries, host governments and local authorities, and the general public. WFP's communications tools will range from media relations to publications to audiovisual materials.
105. The core messages to be communicated are that: (i) hunger undermines health, education and strong communities; (ii) WFP is the world's frontline humanitarian agency for addressing urgent hunger needs; and (iii) WFP is innovative, cost-efficient and effective in reaching the vulnerable and hungry with food assistance. Each of these will be supported by submessages that develop the main topic.
106. On any given day, there are more opportunities to communicate WFP's work than can be seized. The goal is to prioritize according to which messages and activities best reflect the work and mission of WFP and the value being added to the organization, and to tailor them to the situation at hand.
107. WFP's communications will also stress that its work is carried out in a context of system-wide coherence and cooperation among United Nations agencies and partnerships with non-governmental organizations.

Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges

*The Board took note of “Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges”*⁹⁰ at its Second Regular Session in 2008.

108. The Vouchers and Cash Transfer policy enhances WFP's capacity to tailor assistance to more context-specific needs. Cash transfers and vouchers can be implemented as complements or alternatives to food transfer programmes: cash transfer programmes provide people with money; voucher schemes include coupons for a fixed quantity of food or its value in identified stores. WFP will only use cash and vouchers in the context of food assistance for vulnerable populations.

⁸⁸ [WFP/EB.1/2007/5-A/Add.1](#)

⁸⁹ [WFP/EB.A/2008/5-B](#)

⁹⁰ [WFP/EB.2/2008/4-B](#)

109. When appropriate market and implementation capacities are in place, WFP's cash transfers and vouchers can foster economic multipliers, empower beneficiaries and improve the cost-efficiency of interventions. WFP recognizes that partnerships are crucial for effective implementation. The instruments give opportunities for new partnerships, for example with private-sector entities and financial service providers. Cash transfers and vouchers should be implemented in line with country-led initiatives such as social protection and safety net systems whenever possible.

Evaluation

At its Second Regular Session in 2008, the Board approved the "WFP Evaluation Policy",⁹¹ which builds upon and supersedes previous evaluation policy documents presented to the Board in 2000,⁹² 2002⁹³ and 2003.⁹⁴

110. WFP regards evaluation as a corporate responsibility resting on the twin pillars of accountability and learning and underlined by the principle of independence. The Evaluation Policy aims to reaffirm evaluation as part of an accountability and learning system ranging from monitoring and results-based management to audit. It defines the evaluation responsibilities of the Board, the Executive Director, the Office of Evaluation, management, regional bureaux and country offices.

111. The Evaluation Policy affirms the independence of the function of evaluation as the basis for the credibility and utility of evaluations. Independence will be guaranteed through structural, institutional and behavioural means and by measures to increase impartiality and transparency. Utility is enhanced by extending accountability to external stakeholders, enhancing participatory approaches to evaluation and clarifying the lines of responsibility for management responses to recommendations.

Gender Policy

The Board approved the policy paper entitled "Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges"⁹⁵ at the First Regular Session in 2009. This policy supersedes "Gender Policy (2003–2007)".⁹⁶

112. WFP's gender policies demonstrate its commitment to women and their importance for food security. The latest policy sets out a framework whereby WFP can advance hunger solutions by addressing gender issues. It highlights future programme priorities: i) addressing gender-related protection challenges; ii) integrating a gender perspective into HIV and AIDS programmes; iii) breaking gender barriers through improved mother-and-child health and nutrition programmes; iv) promoting gender equality through WFP-supported school feeding; and v) promoting positive gender relations and supporting sustainable livelihoods.

⁹¹ [WFP/EB.2/2008/4-A](#)

⁹² "WFP Principles and Methods of Monitoring and Evaluation" ([WFP/EB.A/2000/4-C](#))

⁹³ "A Policy for Results-Oriented Monitoring and Evaluation in the World Food Programme" ([WFP/EB.A/2002/5-C](#))

⁹⁴ "WFP's Evaluation Policy" ([WFP/EB.3/2003/4-C](#))

⁹⁵ [WFP/EB.1/2009/5-A/Rev.1](#)

⁹⁶ [WFP/EB.3/2002/4-A](#)

113. In approving the new Gender Policy, the Board:

- a) reaffirmed its commitment to gender equality and the empowerment of women;
- b) recognized the importance of an enabling environment for achieving gender equality and was committed to actions, programme priorities and institutional support measures referred to in the document;
- c) pledged to advocate for gender equality and the empowerment of women; and
- d) invited the Secretariat to present to the Board a time-bound corporate action plan with realistic and measurable targets providing details of the institutional measures to support gender mainstreaming, including resource requirements.

WFP Policy on Disaster Risk Reduction

*At its First Regular Session in 2009, the Board took note of the “WFP Policy on Disaster Risk Reduction”.*⁹⁷

114. In line with the Hyogo Framework for Action, the Bali Action Plan and Strategic Objective 2 in the Strategic Plan (2008–2011), WFP is investing further in disaster risk reduction (DRR). DRR activities frequently form part of WFP’s work programme: food-for-work activities for example often aim to improve livelihood opportunities and make communities more resilient, while vulnerability assessments provide a good basis for disaster risk reduction work. For WFP, DRR also means complementing emergency response and preparedness with targeted prevention and preparedness activities before disaster strikes. Guided by governments and working with partners, WFP can contribute to national DRR and climate change adaptation frameworks thanks to its disaster management competency, experience, services and deep field presence. WFP has a record of rebuilding livelihoods and reducing disaster risk at all levels, often turning the aftermath of disasters into windows of opportunity for DRR. With this policy, WFP puts its comparative advantage to work in support of governments and partners.

115. The Board reaffirmed its commitment to preventing hunger through disaster preparedness and other risk reduction measures by:

- strengthening capacities of governments to prepare for, assess and respond to hunger arising from disasters;
- assisting communities to build resilience to shocks within WFP’s specific mandate; and
- requesting the Secretariat to undertake further consultations on the policy with experts and partners from all regions.

⁹⁷ [WFP/EB.1/2009/5-B](#)

Strategic Results Framework

At the First Regular Session of 2009, the Board took note of the “Strategic Results Framework”⁹⁸ and accepted it as a basis for reporting in 2010. The Board requested that it be brought back to its First Regular Session in 2010, taking into account considerations raised by the Board during its discussion and experiences gained during roll-out in the field. The Board invited the Secretariat to prepare an information note/assessment on “lessons learned” during implementation. The Board subsequently took note of the document “Steps Forward: Implementation of WFP Strategic Results Framework (2008–2013)”⁹⁹ at its First Regular Session in 2010.

116. The Strategic Results Framework (SRF) has been part of Strategic Plans since 1997, when the Board approved the introduction of results-based management in the Strategic and Financial Plan (1998–2001). The SRF is used by the Board to set WFP’s performance standards, assess its implementation plan and resource allocations, and annually assess performance against results indicators.

117. The SRF enhances WFP’s ability to:

- set clear objectives, expected outcomes and outputs with related indicators;
- ensure that operations are aligned with the Strategic Objectives;
- plan operations and allocate resources to implement the Strategic Objectives;
- manage programmes and operations;
- learn from experience; and
- report on and be accountable for its achievements.

118. The advantages of the SRF include the application of standard methods for specifying, collecting and analysing results for field and support operations.

WFP’s Role in the Humanitarian Assistance System

The Board took note of “WFP’s Role in the Humanitarian Assistance System”¹⁰⁰ at its First Regular Session in 2010, and requested the Secretariat to present on a yearly basis a report on humanitarian assistance and challenges faced.

119. Following the recommendations made by the Humanitarian Response Review, the Inter-Agency Standing Committee undertook humanitarian reforms in 2005 and 2006 addressing these three areas:

- i) improved humanitarian response capacity, leadership accountability and predictability in sectors/areas of response through the cluster approach;
- ii) adequate, timely and flexible humanitarian financing; and
- iii) improved humanitarian coordination and leadership through the Humanitarian Coordinator System.

⁹⁸ [WFP/EB.1/2009/5-C](#)

⁹⁹ [WFP/EB.1/2010/5-D](#)

¹⁰⁰ [WFP/EB.1/2010/5-C](#)

120. WFP is actively involved in the humanitarian cluster system: it is the leader of the logistics and emergency telecommunications clusters and joint leader of the new food cluster, and is engaged in other clusters
121. WFP is active in the Humanitarian Financing Working Group, whose overall objective is to strengthen the Central Emergency Response Fund, country-based pool funds and other humanitarian funding mechanisms.
122. WFP has been engaged in shaping the procedures surrounding the Humanitarian Coordinator pool and, as part of the Humanitarian Coordinator assessment panel, is active in the selection of Humanitarian Coordinator candidates. WFP is building the leadership capabilities of its staff through targeted training programmes that also prepare staff for the Humanitarian Coordinator role.

WFP School Feeding Policy

*At its Second Regular Session in 2009, the Board approved the “WFP School Feeding Policy”.*¹⁰¹

123. WFP has 45 years of experience in school feeding, throughout which it has helped millions of children become educated, productive adults. School feeding is an effective safety net, helping to protect vulnerable children during times of crises. It safeguards nutrition, education and gender equality and provides a range of socio-economic benefits.
124. School feeding programmes should strive towards the following standards: strategies for 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; local production and sourcing where feasible; strong partnerships and inter-sector coordination; and strong community participation and ownership.
125. WFP’s school feeding policy provides clarity and consistency of approach, rational and intent of school feeding. It is standard-setting, clarifies the role of WFP and provides a benchmark for quality design and implementation of school feeding programmes.

RESOURCING

Financial Policy Framework

126. The financial policy framework is based on the principle of full-cost recovery and incorporates three dimensions: funding windows, programme categories and cost categories. The summary of these elements, set out below, draws on the decisions taken by the fortieth session of the CFA in November 1995, following discussion of a report of the Formal Working Group on Options for WFP’s resource and long-term financing (R<F) policies, a subsequent review and revision of R<F policies accepted by the Board at its First Regular Session in 1999, and a further review of these policies entitled “Issues on Financial Policies”, endorsed by the Board at its Annual Session of 2003.¹⁰² The following sections contain references to the General Regulations, which along with the other basic documents, remains the definitive source on resource and financing rules and regulations.

¹⁰¹ [WFP.EB.2/2009/4-A](#)

¹⁰² [WFP/EB.A/2003/6-A/1](#)

The Board also approved a change to the definition of the special operations category in General Rule II.2 (d).

Funding Windows

127. WFP will characterize contributions to its programmes as multilateral, directed multilateral or bilateral.¹⁰³
- a) Multilateral. A contribution will be considered multilateral if WFP determines which WFP project or operation the contribution will be used for and how it will be used. Normally, reports submitted to the Board should be sufficient to meet donor-reporting requirements under a multilateral contribution, but WFP can provide standardized project reports for truly multilateral donors at their request, without compromising the truly multilateral categorization of their support.¹⁰⁴ Multilateral contributions can be made as general contributions to WFP, as contributions to the Immediate Response Account (IRA), as contributions to specific programme categories and as contributions towards regional or multi-country appeals.¹⁰⁵ Where donor regulations or legislation preclude the use of donor funds in a country, WFP will enable donors to stipulate countries where their contribution may not be used, without jeopardizing the multilateral nature of the contribution.¹⁰⁶
 - b) Directed multilateral. A contribution will be considered directed multilateral if the donor directs the contribution to a specific WFP activity, the donor accepts WFP standard narrative and financial reports and the donor provides for full-cost recovery.¹⁰⁷
 - c) Bilateral. A contribution will be considered bilateral if the donor directs it to a project or operation that is not initiated by WFP. Bilateral operations must be consistent with WFP's Mission Statement and funded on the basis of full recovery of operational and support costs. Normally, only partial bilateral services — procurement, transport and monitoring services — are provided to donors. WFP will undertake full bilateral services only in exceptional circumstances.¹⁰⁸

Programme Categories

128. The Board has established the following programme categories to carry out the purposes of WFP:
- a) Development programme (DEV) category. This includes food aid programmes and projects to support economic and social development, consistent with existing development policies.
 - b) EMOP programme category. This includes food assistance programmes to meet emergency needs and incorporates the International Emergency Food Reserve.

¹⁰³ Contribution shall mean a donation of appropriate commodities, non-food items, acceptable services or cash made in accordance with procedures set out in [General Rule XIII.1](#) on contributions.

¹⁰⁴ [WFP/EB.3/2000/13](#)

¹⁰⁵ [General Regulations](#)

¹⁰⁶ [WFP/EB.3/2000/3-B](#)

¹⁰⁷ [CFA 40/5](#) (October 1995)

¹⁰⁸ [CFA 40/5](#) (October 1995) and [WFP/EB.1/99/4-A](#)

- c) PRRO programme category. This includes food assistance programmes to meet protracted relief and recovery needs.
- d) Special operations programme category for interventions undertaken to:
 - i) rehabilitate and enhance transport and logistics infrastructure¹⁰⁹ to permit timely and efficient delivery of food assistance, especially to meet emergency and protracted relief needs;
 - ii) enhance coordination within the United Nations system and with other partners through the provision of designated common services.¹¹⁰

Cost Categories

129. WFP will categorize costs as DOC, DSC and ISC.

- a) DOC. The costs of commodities, ocean transportation and related costs, landside transport, storage and handling and any other activity inputs provided by WFP and utilized directly in activities by beneficiaries, the government of the recipient country or other implementing partners.¹¹¹
- b) DSC. The costs incurred by WFP that can be directly linked with the provision of support to an activity. Provisions to advance DSC costs from the General Fund pending the confirmation of contributions, are set during the biennial budgetary process as outlined in the General Regulations.¹¹²
- c) ISC. The costs incurred in staffing and operating WFP Headquarters and regional offices and a standard minimum structure at country offices, typically comprising the country director, up to two national officers and three national support staff, that cannot be attributed easily to any programme category or activity. WFP will establish the ISC rates by applying the approved PSA budget to the projected DOC and DSC of the activities for the biennium. The single rate principle will be subject to review through the normal budget-setting process and could be discontinued by decision of the Board. The single ISC rate is fixed for a biennium, but may be revised on an annual basis if necessary.¹¹³ Exceptional conditions involving in-kind contributions to DSC or ISC are outlined in the General Regulations.

Immediate Response Account

The IRA is described in the report of the formal working group to the fortieth session of the CFA in November 1995 and consequent decisions, at which point it was increased to its current funding level and subsumed the Emergency Logistics Authorization.

130. The IRA will provide a quick-funding mechanism for emergency response by serving as a revolving and replenishable fund, with a target level of US\$70 million.¹¹⁴ As a revolving fund, the IRA will provide the funds to meet the initial needs of an EMOP and will be reimbursed from donor contributions for that EMOP. As a replenishable fund, where

¹⁰⁹ The issue relating to technical assistance was discussed again at the Third Regular Session in 2004.

¹¹⁰ [WFP/EB.A/2004/5-D](#)

¹¹¹ [WFP/EB.1/99/4-A](#)

¹¹² [WFP/EB.1/99/4-A](#)

¹¹³ [WFP/EB.1/99/4-A](#)

¹¹⁴ [WFP/EB.3/2004/12-A](#)

expenditures for an EMOP are not reimbursed through donor contributions, WFP will seek replenishment from donors on an annual basis to restore the level to its target.

131. In exceptional cases when ongoing EMOPs or PRROs become like new EMOPs, WFP may use the IRA to meet immediate increased food requirements, logistics and other non-food costs, reporting such uses of the IRA to the Board annually.¹¹⁵
132. WFP will distinguish contributions for food and food-related costs from contributions for non-food-related costs to facilitate reporting on the use of the IRA to the Food Aid Committee of the International Grains Council.¹¹⁶
133. With donor agreement, WFP may replenish the IRA with unspent balances of contributions to EMOPs and PRROs,¹¹⁷ insurance recoveries from the WFP insurance fund and insurers and the interest earned on contributions through the bilateral window.¹¹⁸

Full-Cost Recovery

134. WFP will accept contributions from traditional donors¹¹⁹ on the basis of full-cost recovery, which requires such donors to cover the cost of moving, managing and monitoring contributions. Specifically, traditional donors must pay all direct operational costs (DOC), DSC and the established indirect support cost (ISC) rate associated with their contribution.¹²⁰
135. WFP may accept contributions of commodities or services from non-traditional donors¹²¹ that are unable to provide cash to cover the associated costs. It will do so when such action is deemed in its interests and those of the beneficiary group(s) and does not involve a disproportionate or administrative burden on WFP. In such cases, WFP will seek to cover associated costs by inviting contributions from traditional donors or, for commodity contributions, monetizing part of the contribution where appropriate and cost-effective. In exceptional cases, the Executive Director may resort to the General Fund to cover associated costs.¹²²

¹¹⁵ [WFP/EB.1/99/4-A](#)

¹¹⁶ [CFA 40/5](#) (October 1995)

¹¹⁷ [WFP/EB.1/99/4-A](#)

¹¹⁸ [CFA 40/5](#) (October 1995)

¹¹⁹ Traditional donors are contributors to WFP included in lists D or E of the United Nations/FAO Member States Listings for Elections for the WFP Executive Board (unless also recognized as a country in transition), the European Community and Saudi Arabia.

¹²⁰ [WFP/EB.1/99/4-A](#)

¹²¹ Non-traditional donors are those not defined by the Board as traditional donors; thus include countries in transition, developing countries eligible for the International Development Association, private corporations, public or private foundations, NGOs and individuals.

¹²² [WFP/EB.1/99/4-A](#)

Resource Mobilization Strategy

At its Third Regular Session in 2000, the Board approved the recommendations contained in the document “A Resource Mobilization Strategy for the World Food Programme”¹²³ as amended below.

136. The amended recommendations approved by the Board are as follows:

- i) Recognizing the budgetary and political constraints under which some of the Programme’s donors operate, WFP should use all of the means available to the Programme to assertively advocate the need for more flexible and increasingly multilateral contributions. Cash is the most flexible contribution.
- ii) Measurable outcomes and demonstrated positive results of WFP projects are the best encouragement for all contributions, and in particular multilateral ones. WFP must demonstrate the results of its relief and development interventions through better targeting, monitoring and impact measurement within the context of results-based management (RBM).
- iii) It is entirely reasonable for “truly multilateral” donors to have substantial interest in the operations which their contributions support, even though complete flexibility is provided to WFP to determine the use of the contributions. Therefore, it is recommended that donors (upon their request) may receive Standardized Project Reports for operations receiving their contributions without compromising the “truly multilateral” categorization of their support.
- iv) It is important to recognize that legislative requirements may constrain the use of resources in certain countries or regions. While donors should not be encouraged to select the operations to which their multilateral contribution is allocated, WFP proposes to consider a certain amount of “negative earmarking” as being within the parameters of a multilateral contribution.
- v) In order to promote multilateralism and to ensure donor visibility, country operations are urged to work cooperatively with the Resources and External Relations Division and individual donors to determine a programme of recognition which is suitable for the donor and the circumstances.
- vi) Donors are asked to seek a better balance between directed and multilateral contributions. In this regard, a call is made for the political will to reverse the current trend in order to meet United Nations requirements.
- vii) A broadened base of donor support should be promoted.
- viii) The scope and priorities of the new Food Aid Convention (approved in June 1999) fit neatly with WFP’s mandate. As such, the signatories of the Convention could refer to their FAC commitments as a basis on which to provide a longer-term indication of their likely contributions to WFP.
- ix) WFP should promote its capability to assist donors with the reporting requirements under the Convention as an additional motivation for making FAC contributions through WFP.
- x) The provisions which permit transport, other operational costs and IRA contributions to be attributed to FAC pledges should be utilized as additional selling points to donors for the efficacy of channelling these commitments through WFP.
- xi) WFP should actively pursue the opportunities provided by the broadened food basket and the option of receiving credit for cash contributions used to enable triangular transactions as a means to build nutritional fortification into its programmes while bringing additional resources to the Programme.

¹²³ [WFP/EB.3/2000/3-B](#)

- xii) WFP should utilize the credit offered for micronutrient contributions as a means to build nutritional fortification into its programmes while bringing additional resources to the Programme.
- xiii) WFP should use the Consultation on Resources as a forum to discuss future needs and plan anticipated resources.
- xiv) Pledging conferences have outlived their usefulness and should not be convened. The relevant General Rule will need to be amended to reflect this.
- xv) Work towards achieving a framework agreement with each donor with regard to anticipated annual resources.
- xvi) WFP will take steps to inform donors of the ramifications of excessive donor conditions and strongly advocate for the elimination or reduction of conditions, where possible.
- xvii) WFP urges donors to discontinue the double-earmarking of contributions by entrusting the Programme to allocate resources according to the structure mandated by the Executive Board, and refraining from imposing further conditions on contributions to development.
- xviii) WFP should increase and intensify its efforts to involve donor and recipient governments in project design, assessment and evaluation in a concerted effort to improve WFP's interventions according to the conclusions of the FAAD review.
- xix) Recipient governments should demonstrate their engagement in full partnership with WFP programmes by honouring their GCCC commitments and meeting their share of project costs.
- xx) In those countries preparing to graduate from development food aid, WFP should introduce arrangements for even greater cost-sharing, where appropriate, to help ensure a smooth transition to self-sufficiency.
- xxi) Greater visibility and profile should be provided to recipient countries in recognition of their important role in the successful implementation of WFP activities.
- xxii) The format of the Consultation on Resources should be used to better inform and engage donors in support of the needs of WFP development activities. Where appropriate, visits by the Executive Board to development projects should be encouraged.
- xxiii) In an effort to capture resources for new emergencies as soon as possible, WFP should implement the two-step emergency operation (EMOP) document, providing preliminary data within days of a crisis through WFP's website.
- xxiv) Efforts should be made to draw attention to underfunded emergencies in advocacy efforts, on the internet, and by visits to the field by Board members. WFP should provide up-to-date information on funding requirements for these operations.
- xxv) WFP should actively pursue implementation of the provisions made through decision 1999/EB.1/3 to transfer to the IRA unspent balances of contributions (with donor consent) from terminated operations or those operations no longer requiring resources.
- xxvi) Donors are encouraged to recognize replenishment of the IRA as a priority and to agree to the use of their contributions to EMOPs and PRROs for this purpose.
- xxvii) Pursuant to the need for donor visibility, special attention should be paid by the respective country offices to recognizing those donor contributions used to replenish the IRA.
- xxviii) Joint assessment missions with donor participation should be conducted on CAP-specific activities. In addition, donor representatives should be invited to participate in the CAP Mid-Term Review.
- xxix) WFP and FAO, in coordination with the Office for the Coordination of Humanitarian Affairs (OCHA), should supplement the annual launch of the CAP in Geneva by hosting a subsequent Rome-based briefing highlighting WFP and FAO requirements.

A similar briefing could be held for Rome-based permanent representatives on the outcome of the July Mid-Term Review of CAP operations.

- xxx) In view of the difficulties encountered in securing adequate resources for PRROs, the Secretariat will undertake a comprehensive review of this category and make recommendations in early 2001.
- xxxi) Donors and Member States reaffirm that the policy of full cost recovery must continue for all donors. It is noted that the Executive Director's waiver authority may be used in exceptional cases on contributions judged to be in the best interests of the Programme. An annual report on the use of the waiver should be provided to the Executive Board.
- xxxii) In order to achieve the full potential benefits available to the Programme from the private sector, in terms of both resources and public awareness, the appointment of an experienced professional fund-raiser is recommended. The first task of this staff member will be to draft guidelines, for the Executive Board's review, aimed at providing direction for the Programme's future endeavours in this area. WFP will follow the guidelines of the Secretary General of the United Nations on private sector cooperation. The cost-effectiveness of the fund-raiser position will be reviewed in three years' time.¹²⁴

Donations of Foods Derived from Biotechnology

During its Annual Session in 2003, the Board took note of the "WFP Policy on Donations of Foods Derived from Biotechnology",¹²⁵ taking into account that the Directors-General of the World Trade Organization, FAO and the World Health Organization had been consulted, on the policy.

- 137. WFP food donations must meet internationally agreed standards that apply to trade in food products. Where such standards do not exist, as is currently the case with trade in genetically modified (GM)/biotech foods, WFP will respond instead to applicable national regulations, if such exist, and will neither impose standards on commercial food transactions involving Member States without those States' express consent nor offer technical advice on the desirability or formulation of food-import regulations.
- 138. WFP country offices will keep abreast of, and fully comply with, all national regulations on the importation of food, including any regulations that relate to GM/biotech foods, and will follow those regulations in ration formulation, in procurement and in seeking the agreement of beneficiary governments on importing food aid donations, whether in-kind or purchased.
- 139. WFP will use as food aid only food that is approved as safe for human consumption in both the donor and recipient countries. WFP will continue to accept donations of GM/biotech foods and will comply with any donor request not to use that donor's cash donation to purchase GM/biotech foods.

¹²⁴ [WFP/EB.3/2000/14](#)

¹²⁵ [WFP/EB.A/2003/5-B/Rev.1](#), taking into account the previous EB discussion of [WFP/EB.3/2002/4-C](#).

New Partnerships to Meet Rising Needs – Expanding the WFP Donor Base

At its Third Regular Session in 2004, the Board endorsed the strategy for broadening the donor base contained in the document “New Partnerships to Meet Rising Needs – Expanding the WFP Donor Base”¹²⁶ and requested the Secretariat to take into account the Board members’ comments on the implementation of the above strategy. The Board requested periodic updates regarding the implementation of the present decision. Further, the Board requested the Secretariat to update the “Consolidated Framework of WFP Policies” by including the following changes.¹²⁷

140. The definition of donor should be revised as follows:

- i) Public Donor: “A contributor to WFP that is a member of the United Nations, the Food and Agriculture Organization of the United Nations, an inter-governmental or other public organization.”
- ii) Private Donor: “A contributor to WFP that is either a for-profit corporation or business association, a foundation, a social, educational or service organization, an non-governmental organization or an individual.”

141. The relevant sections of the “Consolidated Framework of WFP Policies” should be adjusted to include the single term “donor”.

142. The criteria used by WFP for cooperating with private donors should be as outlined in Annex II: WFP Private Donor Selection for Cooperation.

143. The Code of Conduct as outlined in Annex III should be used for all forms of cooperation with private donors.

Private-Sector Partnership and Fundraising Strategy

The Board considered “WFP’s Private Sector Partnership and Fundraising Strategy”¹²⁸ at its First Regular Session in 2008.

144. The private-sector partnership and fundraising strategy aims to maintain and expand WFP’s pool of corporate donors. It also calls for stepping up outreach to foundations, cultivating relationships with high net worth individuals and using the web for broader outreach to smaller individual donors. WFP expects to raise US\$200 million in cash from the private sector by 2017, of which at least US\$50 million would be multilateral. Private sector fundraising efforts will be financed by a management fee applied to all private sector donations, in addition to the 7 percent indirect support cost required to meet full cost recovery.

145. In considering “WFP’s Private-Sector Partnership and Fundraising Strategy”, the Board:

- a) endorsed the strategy for expanding private-sector partnerships and fundraising;
- b) approved a financing arrangement that limited the use of PSA to cover the cost of WFP’s private-sector partnership and fundraising activities;
- c) accepted the concept of a self-financing model initially supported by a series of advances from the General Fund that would be repaid in accordance with the schedule in Annex VI;

¹²⁶ [WFP/EB.3/2004/4-C](#)

¹²⁷ [WFP/EB.3/2004/15](#)

¹²⁸ [WFP/EB.1/2008/5-B/1](#)

- d) noted that WFP's private-sector partnership and fundraising advance requests would be included in biennial Management Plans with annual reporting in the Annual Performance Reports; and
- e) agreed that the self-financing model would be reconsidered in the context of the broader review of WFP's financial policy framework so that it be aligned with the new Strategic Plan and changed funding environment.

Preparing for Tomorrow Today: WFP Strategy for Managing and Developing Human Resources (2008–2011)

At its Second Regular Session in 2008, the Board took note of the document "Preparing for Tomorrow Today: WFP Strategy for Managing and Developing Human Resources (2008-2011)"¹²⁹ and requested the Secretariat to implement the actions and initiatives identified in the document to facilitate attainment of the WFP Strategic Objectives and the United Nations targets for geographic distribution and gender for recruitment of WFP's international workforce based on merit and also taking into account considerations raised by the Board during its discussions.

146. This is a strategy for managing and developing WFP's workforce over the next four years. It is derived from the WFP Strategic Plan (2008–2011)¹³⁰ and the views of staff.
147. To support the Strategic Objectives, WFP's workforce needs to be responsive, skilled and partnership-oriented: the objectives and activities outlined in the document aim to secure improvements in these three areas and to capitalize on the increased value brought by a diverse workforce. The expected outcomes include: i) establishment of a staff reassignment process that is fair, effective and career-oriented; ii) a leadership development programme; and iii) a transparent performance assessment and feedback system to guide staffing decisions and facilitate staff development.

Resourcing for a Changing Environment

At its First Regular Session in 2010, the Board took note of "Resourcing for a Changing Environment".¹³¹

148. WFP's resourcing efforts have been guided by "A Resource Mobilization Strategy for the World Food Programme,"¹³² "New Partnerships to Meet Rising Needs – Expanding the WFP Donor Base", "Funding for Effectiveness",¹³³ and "WFP's Private-Sector Partnership and Fundraising Strategy".¹³⁴ The purpose of "Resourcing for a Changing Environment" is to examine progress made in recent years, consider lessons learned and identify new opportunities. It provides a roadmap to guide and strengthen the alignment and focus of corporate resourcing activities in a changing environment.

¹²⁹ [WFP/EB.2/2008/4-C](#)

¹³⁰ [WFP/EB.A/2008/5-A/1/Rev.1](#)

¹³¹ [WFP/EB.1/2010/5-B/Rev.1](#)

¹³² [WFP/EB.3/2000/3-B](#)

¹³³ [WFP/EB.2/2005/5-B](#)

¹³⁴ [WFP/EB.1/2008/5-B/1](#)

ACRONYMS USED IN THE DOCUMENT

CCA	common country assessment
CFA	Committee on Food Aid Policies and Programmes
CP	country programme
CSO	country strategy outline
DOC	direct operational costs
DRR	disaster risk reduction
DSC	direct support costs
ECHUI	Ending Child Hunger and Undernutrition Initiative
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
GM	genetically modified
IAEA	International Atomic Energy Agency
IFAD	International Fund for Agricultural Development
IRA	Immediate Response Account
ISC	indirect support costs
LDC	least-developed country
LIFDC	low-income, food-deficit country
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
PSA	Programme Support and Administrative (budget)
R<F	resource and long-term financing
SRF	Strategic Results Framework
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund