WFP
World Food Programme

Emergency Field Operations Pocketbook

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Introduction

As the world's leading food aid organization, the World Food Programme has considerable experience in the provision of food aid to save lives, build assets and enable development. Last year, WFP fed over 77 million people affected by emergencies or suffering from chronic hunger and poverty.

While our achievements over the past decade have been significant, so too are the challenges ahead. The increasing impact of natural disasters, the scourge of AIDS and continued political instability and conflict, will worsen hunger and human suffering around the globe in the coming years and swell the ranks of those needing emergency food assistance. We must continue to enhance our professional capacity and ensure that we are equipped with the most effective and up-to-date instruments to help those in need.

For this reason it gives me great pleasure to introduce the WFP Emergency Field Operations Pocketbook. This handy and comprehensive field operations guide will support the work of WFP staff and partners working in emergency situations. It will help field personnel, who often work in very difficult circumstances, ensure that our assistance is delivered in the most appropriate, secure and effective way to victims of natural disasters, conflict and other crises around the world.

The WFP Emergency Field Operations Pocketbook brings together and synthesizes WFP's latest policies, procedures and knowledge relevant to our work in emergencies. I am sure that it will be a valuable tool for WFP staff and our food aid partners as we strive to feed the poorest and most vulnerable people around the world.

James T. Morris
EXECUTIVE DIRECTOR
World Food Programme

About this Pocketbook

Purpose

The *WFP emergency field operations pocketbook* is a quick-reference resource for all WFP staff engaged in the provision of humanitarian assistance in the field, whether in Emergency Operations (EMOPs), Protracted Relief and Recovery Operations (PRROs) or Special Operations (SOs).

The Pocketbook provides:

- brief aide-mémoire on relevant WFP policies, guidelines and procedures;
- check-lists and data that may be useful for assessment, planning, monitoring and problem-solving field visits;
- cross-references to more detailed guidance when such guidance exists.

Use

Users seeking information or guidance on a particular topic should consult the contents list (next page) or the index (at the back). More detailed guidance on some aspects can be found in the *Programme design manual* (PDM) in *WFPgo*.

Detailed guidance on nutrition aspects can be found in the *WFP food and nutrition handbook*.

For guidance in relation to disaster mitigation, consult: *Guidelines for WFP assistance to disaster mitigation.*

This first version of the Pocketbook provides guidelines and information available as of July 2002. Work is in progress to refine material on certain topics and to develop additional guidelines. The latest WFP policies, procedures and guidelines will always be found in the PDM and the various other manuals and directives in *WFPgo*.

Preparation of this Pocketbook has been a collaborative effort among the Office for Humanitarian Affairs (OHA), all relevant headquarters divisions and units and a number of field offices and staff. Comments and suggestions for improvements should be sent to:

emergency.preparedness@wfp.org

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1 Policies and Principles

IN THIS CHAPTER:

- **1.1** summarizes the role of WFP in emergency situations, both acute and protracted, and the objectives of WFP assistance in such situations.
- **1.2** summarizes the criteria for WFP assistance in emergencies and protracted relief and recovery operations.
- **1.3** describes, briefly, the programming and funding mechanisms available to WFP for such assistance.
- **1.4** outlines the principles that underlie WFP programming and assistance in emergencies and protracted relief and recovery operations.

1.1 Role and objectives of WFP assistance

Goals in emergencies

- To save lives in refugee and other emergency situations.
- To promote recovery and build the self-reliance (restore the livelihoods) of poor people and communities from the earliest possible moment.

WFP seeks to assure the prompt delivery and distribution of humanitarian relief, where necessary to save lives. At the same time WFP aims to use emergency assistance in a way that serves both relief and development purposes and is therefore as developmental as possible while saving lives. See: *WFP mission statement in WFPgo.*

Role of WFP

In the event of a disaster or emergency, WFP may:

- provide advice and assistance to the government, other concerned agencies and local authorities in: assessing requirements for emergency food aid; planning and managing appropriate food aid interventions; and coordinating deliveries of international food aid from all sources; *and*
- provide targeted food aid and associated logistics support in order to meet refugee and other emergency food needs, and (when needed) help to ensure the delivery and distribution of that food.

In all cases, WFP action is planned and implemented in close collaboration with the UN Humanitarian Coordinator (normally the UN resident coordinator) and other members of the UN country/disaster management team (UN-DMT).

In a major or complex emergency, WFP cooperates with the UN Office for the Coordination of Humanitarian Affairs (OCHA) and other agencies in a coordinated, inter-agency response based on a common humanitarian action plan (CHAP) and consolidated appeal (CAP). Within this framework, WFP:

- assures the assessment and monitoring of food aid needs;
- coordinates the delivery of international food aid;
- provides logistics expertise and organizes the delivery of WFP-provided

commodities and, when requested, deliveries for the wider international community;

- arranges distributions to beneficiaries (including food-for-work projects where appropriate) with selected partners; *and*
- monitors the handling, distribution and use of WFP food.

Specific objectives

Specific objectives are defined for each phase of an operation in the light of the particular situation.

Objectives could include, for example:

- Ensuring that the basic food needs of the most vulnerable (food-insecure) population groups are met.
- Rehabilitating cases of acute malnutrition and maintaining or improving the nutritional status of the population in general, with special attention to women, children and other groups at high risk.
- Restoring livelihoods and promoting self-reliance through support to productive activities.
- Enhancing national capacity to manage food assistance programmes.

Subsidiary objectives could include:

- Preventing mass migration.
- Protecting, or promoting the recovery of, local food production and marketing systems.
- Restoring social cohesion.
- Assisting a conflict resolution/peace-building process.

Disaster mitigation is a priority in post-disaster assistance as in enabling development. Specific disaster mitigation objectives could include:

- Reducing the vulnerability of people's food security to foreseeable disaster risks.
- Enhancing general disaster preparedness (including warning systems) at community and local levels.
- Enhancing national and sub-national capacities and preparedness for response to possible food crises.

1.2 Criteria for WFP emergency assistance

General/global criteria

WFP's provision of emergency food aid and associated logistics support and non-food items is dependent on:

- a request from the government or the UN Secretary-General; *and*
- the availability of multilateral resources and/or specific donor support for the country and situation concerned.

All States that are members of the United Nations, or are members or associate members of any UN specialized agency, are eligible to submit requests for WFP emergency aid.

- Priority is given to requests from low-income, food-deficit countries (LIFDCs).
- Requests from other countries are considered in the light of the resources at their disposal and the scale of the disaster.

In general, WFP imports bulk commodities (particularly cereals) as emergency food aid only when there is an overall national food (cereal) deficit and/or no practical possibility of moving available in-country surpluses into the affected area.

Criteria for responding to local disasters

WFP does not respond to every local disaster but only to those that are beyond the capacity of communities and the government to cope with on their own, taking into account assistance from other sources.

Funding of in-country costs

WFP food aid is always given as a grant. It is delivered free of cost at the port or other point of entry into the recipient country.

Payment of associated in-country costs, including unloading and internal transport and necessary technical and administrative supervision, depends on the country, the situation and the decision of the Executive Director (ED). In general:

- ***For a least-developed country*** (LDC), WFP covers 100% of internal transport storage and handling (ITSH) costs for refugee operations and some (e.g. 50%) or all of the costs for other emergency operations (EMOPs) or protracted relief and recovery operations (PRROs).
- ***For other (non-LDC) countries,*** the government normally pays ITSH costs. On a case-by-case basis, WFP may cover ITSH costs for refugee operations and, exceptionally, part of such costs for other EMOPs or PRROs when the country is unable to pay them.

1.3 Programming and funding mechanisms

WFP's programming and funding options are:

- the expansion or adaptation of an ongoing activity or operation, or the initiation of a new country programme (CP) activity;
- an Immediate Response Emergency Operation (IR-EMOP) approved by the Country Director (CD) or the Regional Manager (RM) as a limited/initial response when the humanitarian needs are urgent;
- an Emergency Operation (EMOP) approved by the Assistant Executive Director (AED-OD) or the ED for larger/longer-term emergency food needs;
- a Protracted Relief and Recovery Operation (PRRO);
- a Special Operation (SO) for specific logistic activities.

In some cases, the government, the Red Cross/Red Crescent or NGOs provide immediate assistance using their own resources. In such cases, WFP aid may be required to follow on rather than as immediate assistance.

Funds for initial local purchases and/or transport may be made available by donor embassies. Such funds can be accepted by WFP only as a contribution to an approved EMOP (see 7.1).

Expansion or adaptation of an ongoing activity/operation

Additional beneficiaries may be included and/or the geographic area of an ongoing activity or operation be expanded as agreed between the CD and the government. Deliveries may be accelerated, existing resources reprogrammed and/or additional resources allocated through a budget revision.

Expanding or adapting an ongoing activity may be an appropriate way to meet needs when:

- a disaster is in or near a project area (or an ongoing emergency or rehabilitation/recovery situation has changed);

- the new target group is similar to that of the original project; *and*
- the existing activity has the capacity to expand without detriment to the project's basic objectives and standards.

Consult the regional bureau concerning operating and support costs. For more guidance, see: PDM.

New country programme (CP) activity

Within the limits of approved resources and in agreement with the government, the CD may approve and initiate an additional CP activity in the context of an ongoing multi-purpose project or when the CP includes provision for recurrent disasters.

Immediate-response EMOP (IR-EMOP)

CDs and RMs have authority to approve IR-EMOPs up to a total cost of US$ 200,000 ($194,174 excluding indirect support costs [ISC]).[1]

Conditions

- It is a new emergency.
- The needs are urgent.
- The 'IR' operation will be completed within a maximum of 3 months.
- The funds will be used only for the local purchase and delivery of basic food items.

IR-EMOPs can be used to meet needs in the case of a localized disaster or to initiate a response to a major emergency.

For the IR-EMOP format, see 14.4. For more details, see: PDM and OD Directive 97/02 in *WFPgo*.

Emergency operation (EMOP)

Based on a submission from the CD and the recommendation of the regional director (RD):

1 A proposal is currently under consideration to increase the authority of CDs and RMs operating in LDCs and LIFDCs to approve total costs of US$500,000 ($463,821 excluding ISC).

- AED-OD approves operations up to US$ 3 million, normally after review and endorsement by the Project Review Committee (PRC).
- The ED and the Director-General of FAO jointly approve larger amounts.

Conditions

- The criteria in 1.2 are met.
- The operation is for a maximum duration of 24 months.

Approval depends on the availability of resources in the immediate response account (IRA) and/or on the assurance of donor contributions.

When needs are urgent, an EMOP can normally be approved within one week on the basis of an initial assessment and a government request.

Once approved, operations can often be initiated by borrowing commodities from in-country WFP, government or other stocks (see 7.2) and/or by requesting a release of funds from the IRA for local or regional purchases. The RD and HQ may expedite deliveries by diverting shipments from other countries.

For the EMOP format, see 14.4. For more details, see: PDM and OD Directive 97/03 in *WFPgo*.

Quick action project (QAP)

When there is no existing CP, a QAP may be proposed for:

- food-for-work (FFW) rehabilitation activities that can be organized immediately and that serve to meet the food needs of priority target groups among the disaster-affected population; or
- action to mitigate the effects of a slowly developing crisis (e.g. a drought).

Conditions

- Maximum cost of US $3 million.
- A maximum duration of 12 months.

Proposals are made to the RD and approved by the ED, normally after endorsement by the PRC. For further guidance, see: PDM.

Protracted relief and recovery operation (PRRO)

PRROs are for assistance beyond an initial 24-month period and emphasize recovery to the greatest extent possible. PRROs are reviewed by the PRC and approved by the Executive Board.

In certain circumstances, a PRRO may be phased in before 24 months, or assistance to refugees may continue to be provided through an EMOP beyond that limit. The RD decides on such exceptions on the basis of a proposal from the country office.

Special operation (SO)

SOs are:

- undertaken to rehabilitate and enhance transport infrastructure when necessary (and in extraordinary circumstances) to permit the speedy and efficient delivery of food assistance to meet emergency and protracted relief needs;
- normally short-term actions designed to overcome specific bottlenecks;
- for activities that are not covered by landside transport, storage and handling (LTSH), other direct operating costs (ODOC) or direct support costs (DSC) of the EMOP or PRRO budget.

Examples of SO activities include: the repair/upgrading of road, rail, airport and/or port infrastructure and equipment; air operations; provision of common logistic services including joint logistics centres and communication initiatives.

Based on a submission from the CD and the recommendations of the Regional Director (RD) and the Director of OT:

- AED-OD approves SOs up to US$ 3 million, normally after review and endorsement by the Project Review Committee (PRC).
- The ED approves larger amounts.

Consult the regional bureau and, if technical advice is required, the Logistics Service (OTL). Submit any proposal to the RD with copies to Chief OTL and ALITE.

For the SO format, see 14.4. For more details, see: PDM and *Rapid response facilities catalogue.*

1.4 Programme principles

Humanitarian assistance is provided on the basis of ***assessed needs*** and the principles of:

- ***Humanity:*** preventing and alleviating human suffering; protecting and respecting the life, health and dignity of each individual.
- ***Neutrality:*** not taking sides in a conflict; providing aid solely to non-combatants.
- ***Impartiality:*** not discriminating on the basis of ethnic origin, gender, nationality, political opinions, race or religion; relief is guided solely by needs.

Particular efforts must be made to ensure that WFP food aid:

- ***Reaches and benefits the most needy.*** Assistance is provided on the basis of assessments of needs. Priority should be given to those who most need food. WFP must seek to secure safe and unimpeded access to vulnerable people and areas for assessment, delivery, distribution and monitoring of food aid.
- ***Promotes self-reliance.*** The type, scale, timing and manner of food aid delivery should support livelihoods, reduce vulnerability to future food scarcities and support durable solutions. Food aid should not undermine local agricultural production, marketing or coping mechanisms, nor should it disturb normal migratory patterns or foster dependency.
- ***Is planned with beneficiaries.*** Beneficiaries should be involved, whenever possible, in the design and implementation of food aid programmes that best address their needs (there should be meaningful participation).
- ***Maintains a normal community/family environment.*** People should be helped to remain in their home areas whenever possible. Families and households should be permitted to function normally, particularly in food preparation and eating.

- ***Is controlled primarily by women*** at the distribution point and in the household: Women must be consulted and should participate fully in all decisions concerning the planning and management of food distribution. Women should be fully informed about ration levels and ration cards should be issued in their name. Relief food should be provided directly to women wherever possible (taking account of security risks in particular) as the best way of ensuring that family food requirements are met.
- ***Is coordinated with partners and other assistance.*** Food aid should be part of a coherent, comprehensive assistance package that is designed to address the overall needs of beneficiaries. WFP must work within the framework of established UN coordination mechanisms and with the government, donors and NGOs to ensure effective coordination.
- ***Addresses security concerns.*** Delivery and distribution systems should be planned and implemented in ways that take staff, partner and beneficiary security into account.
- ***Is delivered and distributed promptly.*** Adequate systems and plans should be in place to facilitate quick response to any crisis in order to save lives and prevent distress migration.

See also the *Code of Conduct of the International Red Cross and Red Crescent Movement and NGOs in disaster relief,* which is summarized in 10.6 and has been adopted by many major NGOs.

Special vulnerable groups

WFP provides food aid on the basis of food insecurity, but gives special consideration to the needs of vulnerable groups when planning and implementing food aid programmes. Where there are large concentrations of refugees, IDPs or returnees, consideration is also given to the situation and needs of the local host populations (see 3.1).

Attending to the special needs of vulnerable groups	
GROUP	**ACTION (CONSIDERATIONS IN PROGRAMME PLANNING AND MANAGEMENT)**
Women (in all population groups)	• Take account of the new roles that women may have taken on as a result of the crisis and the particular challenges they face in receiving emergency rations and meeting the food needs of their families. • Take specific measures to combat any discrimination against women. • Design all programme activities a) to ensure women's full information about entitlements and their full participation in decision-making groups, and b) to facilitate their equal access to resources, employment, markets and trade.
Children (in all population groups)	• Take account of children's special needs. They are entitled to special protection, opportunities and facilities that enable them to develop physically, mentally, morally, spiritually and socially in conditions of freedom and dignity. • While providing food aid to meet children's nutritional needs, give support also to measures that help to assure their social and psychological needs.
Internally displaced persons (IDPs)	• Recognize and understand the particular situation and needs of food-insecure IDPs. • While providing food aid to help IDPs meet their food needs and re-establish normal, or new, livelihoods and coping mechanisms, give support also to measures that help to assure them the same rights and freedoms as other persons in their country.
Refugees	• Work closely with UNHCR to address the food needs of refugees and to support food-related activities aimed at building their self-reliance (see 10.2)

Assistance in conflict situations

When providing assistance in conflict situations, WFP requires:

- sufficient security to operate in accordance with UN security standards (see 13.2);
- safe and unimpeded access for humanitarian staff and beneficiaries;
- independent communications (see 11.4);
- independent assessment and monitoring by WFP and partners

See 11.7 for guidance on negotiating for access.

Use of guards and escorts for protection

- Guards (armed when necessary in accordance with UN security policy in the country) may be engaged to ensure the security of WFP premises.
- As a general rule, humanitarian convoys do not use armed or military escorts. Armed escorts *may* be used in exceptional circumstances (see box page 15). In such cases:

Use of armed or military escorts

Armed or military escorts may be considered as a last resort and only when:

- the sovereign power or local controlling authority is unwilling to provide a secure environment without the use of military or armed escorts;
- the lack of humanitarian assistance would lead to unacceptable human suffering, and such assistance cannot be delivered without the use of military or armed escorts;
- armed or military escorts would provide a credible and necessary deterrent to enhance the safety of humanitarian personnel and the capacity to provide assistance, without compromising the security of beneficiaries and other local populations; and
- the use of armed or military escorts would not compromise the longer-term capacity of the organization to fulfil its mandate safely and effectively.

[POLICY AGREED BY THE INTER-AGENCY STANDING COMMITTEE WORKING GROUP, 2001.]

- all humanitarian organizations seeking armed or military escorts for their convoys should adopt a common approach;
- whenever possible they should negotiate as a team for such escorts and seek to establish common policies towards terms and conditions, including any payments.

- The costs of essential security measures are an integral part of EMOP/PRRO budgets.

2 Assessing the Situation and Needs

IN THIS CHAPTER:

- **2.1** to **2.3** provide brief guidance on how to approach an assessment
- **2.4** indicates what a comprehensive assessment needs to cover and report on
- **2.5** and **2.6** suggest what to look for in secondary data and how to decide where to survey in the field
- **2.7** to **2.9** provide suggestions concerning the kinds of information that often need to be collected during field surveys
- **2.10** provides brief notes on some frequently used rapid assessment techniques
- **2.11** provides guidelines on estimating numbers

A check-list for assessing logistic capacities is provided in **9.1**.

More detailed guidelines on various aspects of assessment can be found in:

- *The programme design manual* (PDM)
- *Emergency needs assessment guidelines*, WFP-ODT, 1999
- *WFP food and nutrition handbook*, chapter 6, WFP, 2000
- *Core components of emergency food needs assessment*, draft, WFP-OHA.
- *Socio-economic and gender analysis (SEAGA) for emergency programmes*, draft guidelines, module 7, (situation and needs assessments), FAO/WFP, 2001

A description of an experimental approach is also available in:

- *A collaborative emergency food needs assessment in Uganda*, WFP Kampala, Nov. 2000

Detailed check-lists for a gender-sensitive approach to assessment are available in:

- *Passport to mainstreaming a gender perspective in emergency programmes*, FAO/WFP, 2002
- Tools for the analysis of primary and secondary data can be found on the VAM website.

Refined and updated WFP assessment guidelines are expected in 2002/2003. In the meantime, refer to and adapt the guidance provided in the above, and seek advice and support from the regional bureau and OHA, and from VAM for specific food security assessments.

2.1 Basic questions to be answered

Assessment must determine:

- whether external emergency assistance is needed;
- if so, whether food aid would be appropriate;
- if so, by whom, how and through what mechanisms it should be provided and targeted, taking account of the available capacities for implementation, as well as any practical constraints.

Assessment estimates the total emergency food needs of the identified target populations. Unmet needs are then determined taking account of the food supply situation in the country as a whole and other possible sources of food assistance. This provides a basis for preparing a specific plan of action and a corresponding WFP request/appeal for resources – an EMOP.

Assessment of the food situation and food aid needs is usually undertaken jointly with appropriate partners:

- ***For refugees,*** assessment is carried out jointly with UNHCR (see 10.2) and the host government through Joint Food Assessment Missions (JFAMs). For the standard terms of reference for such missions, see: PDM and *Emergency needs assessment guidelines,* annex 2, in *WFPgo*.
- ***For other populations,*** assessment is generally carried out jointly with the government. Assessment of conditions at household level may be carried out in collaboration with UNICEF (see 10.3) and NGO partners.
- ***When assessment of crop prospects is important,*** WFP collaborates with FAO in Crop and Food Supply Assessment Missions (CFSAMs). FAO leads in assessing food production and supply at the macro level, and WFP assesses the emergency food requirements of vulnerable populations (see 10.4).

Basic Questions to be Answered by an Assessment

IS FOOD AID NEEDED? WHY?

- ✔ How has the crisis affected people's ability to purchase/grow/gather/receive food or earn cash? Are some people unable to provide enough food for themselves and their families as a result of the crisis?
- ✔ Why are people food-insecure? Is it because of: an absolute shortage of food in the area; a lack of purchasing power; and/or social discrimination?
- ✔ If there are abnormal levels of acute malnutrition, are the causes: inadequate food; inequitable food availability; poor feeding practices; and/or disease?
- ✔ How is the food supply and nutrition situation likely to evolve in the coming weeks and months?
- ✔ Would food aid be an appropriate response to some or all of the problems/needs?

FOR WHOM? WHERE? WHAT? HOW MUCH? WHEN?

- ✔ Who faces the greatest problems in gaining access to adequate food and who should therefore be the priority target groups for food assistance? How many people are involved? Where are they?
- ✔ What assistance strategy would be appropriate? What types of intervention and what targeting/selection criteria should be used?
- ✔ What commodities should be provided? What ration levels?
- ✔ For what period should assistance be provided? How should it be phased out?
- ✔ What total quantities of food and what delivery schedules are required?

HOW?

- ✔ How could the intervention(s) best be implemented? By whom? What procedures, complementary non-food inputs, expertise, training and other activities are needed?
- ✔ How can the required food best be obtained and delivered?
- ✔ What seasonal factors, security and other practical constraints need to be considered, and what contingencies might have to be faced?
- ✔ What can be done to reduce logistic and other constraints and minimize risks?
- ✔ What would be the cost to WFP (DOC + DSC) and its partners?

Remember…

- ➲ ***Start by asking:*** "how has the crisis affected people's ability to gain access to adequate food?" not "how many people need food aid?"
- ➲ ***Distinguish*** among different groups within the population.
- ➲ ***Ask why:*** understand the underlying as well as the immediate causes of any food deprivation; try to distinguish emergency needs from any chronic or structural deficits in food production.
- ➲ ***Project ahead:*** anticipate how the situation is likely to evolve in the next weeks and months; consider seasonal and other factors; identify best- and worst-case scenarios.

2.2 Framework for analysing food security

Key food security concepts

Food security is the ability of a household to produce and/or access at all times the minimum food needed for a healthy and active life.

- ***People's ability to meet their own food needs*** is determined and affected by many factors:
  - food sources: people obtain food in many different ways, including their own production (crops/livestock), fishing, hunting, foraging, gifts, bartering, and purchases from the local market;
  - cash sources: cash for purchases may come from wage employment, casual labour, gifts (including remittances from relatives elsewhere), savings, loans, and the sale of crops, animals, fish, handicrafts, items gathered (e.g. fuelwood), etc.;
  - essential expenditures: other essential demands on available cash income may include rent and payments for water, fuel, health services, education, etc.

An assessment of the extent to which people can meet their own food needs must consider all such factors. Any differences among geographic areas and distinct population groups must be identified.

- ***Food insecurity may:***
  - result from natural, economic, social and/or cultural causes;
  - be caused, or aggravated, by discrimination and conflict;
  - be chronic (a long-term condition) or acute (arising from recent events).

An analysis of the causes of food insecurity must consider all such factors and normally include a gender analysis (consideration of the specific roles, vulnerabilities and coping strategies of women and men, and the implications for household food security) and, in conflict situations, an analysis of the underlying causes of the conflict and its specific effects on the food security of different groups.

A food economy/livelihood group is a group of people who share the same basic means of livelihood and life styles – i.e. the same main subsistence activities, main income activities and social and cultural practices – and the same risks affecting food security. Within each group, there may be subdivisions depending on wealth or social factors.

A livelihood or food economy zone (FEZ) is an area that is reasonably homogeneous and distinct from neighbouring areas in terms of main subsistence activities, main income activities, cultural practices and hazards affecting food security. (N.B. Such zones rarely coincide with administrative boundaries.)

Exceptional food acquisition strategies are activities that people resort to as ways of living through difficult times brought on by some sort of shock to their normal means of livelihood and way of living. Two categories must be distinguished:

- ***Coping strategies*** take advantage of opportunities that are not normally exploited, without undermining future means of livelihood or nutritional health. Such reversible strategies are generally to be supported.
- ***Crisis or distress strategies*** involve sacrificing productive assets or other basic necessities, damage the natural environment and/or undermine nutritional health. Such irreversible strategies – and socially undesirable strategies including theft and prostitution – are to be discouraged. They should not be taken into account when determining what people can be expected to provide for themselves.

A household is typically generically defined as: "A social unit composed of individuals, with genetic or social relations among themselves, under one head or leader, living under the same roof, eating from the same pot and sharing a common resource base."

A person living alone is considered to be a one-person household. Family members who live permanently away from the household are not considered members of that household.

For assessment and planning purposes, it is important to:

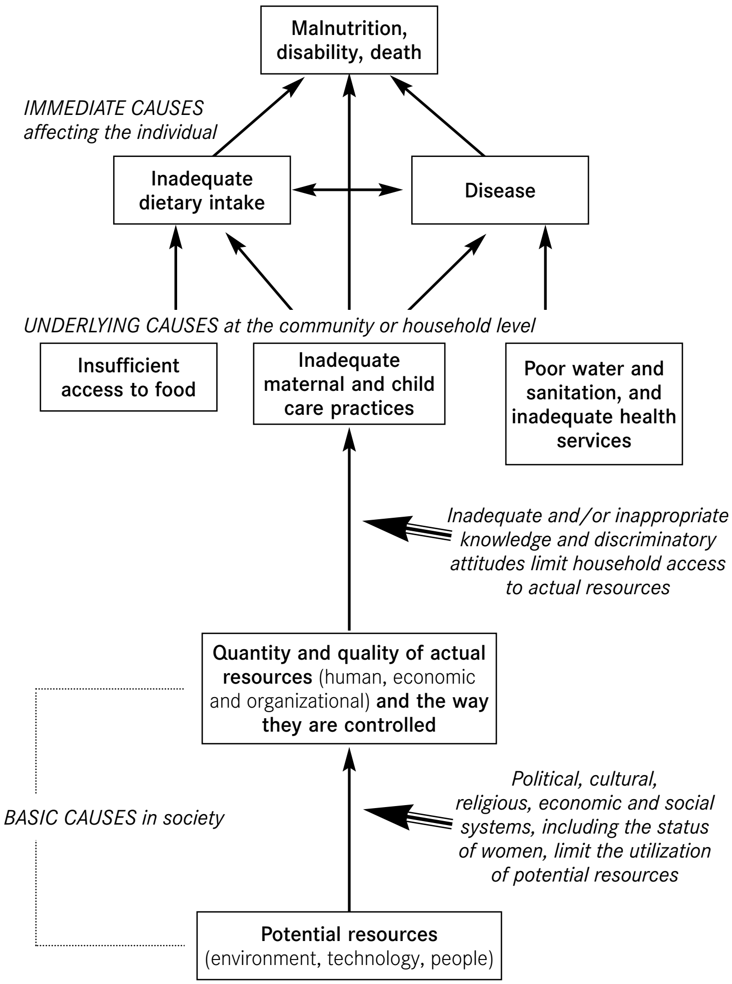
- check what people in the area consider to be a household and to establish an agreed definition (otherwise the assessment/survey team and the informants may be talking about different entities, and different teams may produce non-comparable data); *and*

- agree operational guidelines on how to deal with specific cases such as: husbands and wives who have separate houses; polygamous families; men who share their time between two or more households; households that are not based on family ties (small groups of unrelated individuals who live together); cooks, servants, and lodgers.

Causes of malnutrition

Malnutrition results from inadequate dietary intake, infection or a combination of both. Underlying causes are one or more (usually a combination) of: inadequate access to food; poor use of available food; poor water, hygiene and environmental sanitation; and inadequate access to health services. A major additional factor contributing to malnutrition in children is inadequate maternal and childcare practices.

Conceptual model of the causes of malnutrition in children
[ADAPTED FROM UNICEF 1997]



2.3 Initiating an assessment

Some preliminaries

Before rushing to the affected area:

- ***Analyse existing data.*** Rapidly collate and analyse already-available information (see 2.5). Thus anticipate the likely effects on food security and determine the areas on which information gathering should focus;
- ***Prioritize the areas to be visited.*** Decide where to go in order to get a valid overview of the situation as well as details of the most urgent needs (see 2.6).
- ***Coordinate and work with others.*** Form multi-disciplinary teams with government, other UN and NGO partners, whenever possible. Coordinate efforts to get information from as many localities as possible as quickly as possible. Agree common definitions, methods and data collection formats, if possible, so that information from different teams will be comparable.
- ***Define terms of reference and specific information needs.*** Define the purpose and scope of each mission clearly, and specify appropriate reporting headings (for example, specify whether all the topics in 2.4 are to be covered, or whether one individual or team should concentrate on food security while another focuses on operational capacities and constraints).
- ***Design specific data collection formats*** for any large-scale assessment.
- ***Ensure the transport and other practical arrangements*** necessary for field survey operations.

When information is already available on a specific aspect, the assessment will not need to report on that aspect.

Phasing of the assessment process

The assessment process will vary depending on the scale and the immediacy of needs, as well as on the experience and capacities of the national and local governments, other organizations and existing systems.

At the onset of a sudden emergency, assessment will normally be undertaken in phases as follows:

- preliminary enquiries (1 to 2 days);
- initial rapid assessment (2 to 5 days), leading to limited immediate response and preparation of an initial EMOP;
- detailed assessment (6 to 30 days) leading to a considered medium-term operational plan and, if needed, revision of the EMOP.

For details, see: PDM.

Rapid initial assessment of an urgent situation

In case of a sudden crisis where people are obviously in immediate need of food to survive (e.g. a sudden influx of debilitated refugees), initial assistance will be planned on the basis of:

VERY QUICK ESTIMATES OF:

- numbers: estimates from local experts are tested for plausibility by comparison with census or other data;
- nutritional requirements: 2,100 kcal, adjusted if the demographic breakdown is unusual and data are available, and for observed temperature and activity levels (see 6.3);
- the population's ability to provide/obtain food for themselves: the percentage of their energy and other nutritional needs that they can meet.

INFORMATION ON:

- the social or ethnic groups that appear to be the worst affected, and why;
- the population's food habits and preferences (and acceptable substitutes for these);
- the availability of, and people's access to, milling facilities, and people's ability to prepare and cook food for themselves and their young children.

Some basic principles

- ***Use multiple sources and methods.*** In order to achieve an adequate and accurate understanding quickly and economically:
  - use both qualitative and quantitative methods and information;
  - use both secondary data (existing reports) and primary data (new information specifically gathered for the assessment); *and*
  - compare (triangulate) information from different sources to get as complete and balanced a picture as possible.
- ***Seek participation and consensus.*** As much as possible, involve people from all groups in the community in the assessment process. Seek to build consensus at the outset on:
  - whose (short- and long-term) survival is most at risk;
  - the objectives for any food assistance, the targeting/selection criteria to be adopted and the procedures to be used; *and*
  - how and when assistance will be phased out.

  (Without such consensus at the outset, it will be difficult to achieve effective targeting of the most needy households or a smooth transition to recovery and self-reliance.)
- ***Ensure transparency and feedback.*** Ensure that community leaders, local officials and other concerned agencies understand the information-gathering process and the basis for the conclusions. Share tentative conclusions with these groups. Keep them informed about decisions concerning the allocation of food assistance.
- ***Record source(s)*** of information and the particular areas or groups to which specific information relates.

Copy any important information from documents found in the field. Don't take the originals away from their owners.

Remember…

- ***Select interlocutors carefully and systematically:*** obtain information from a broad range of people representing all the different groups in the society, including (especially) women and the poor.
- ***Be sensitive to possible biases*** in people's perceptions and reports (including those of the assessment team).
- ***Consider the accuracy*** – the likely margin of error – of data and its significance for the conclusions being drawn or the calculations being made. Specify ranges rather than absolute figures if data are only approximate.
- ***Be cautious about generalizing:*** the situation and needs may vary considerably over short distances within the affected area, as well as among different groups.

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2.4 General check-list/report format for an assessment

The following is an annotated sample outline for a comprehensive assessment report. It covers the food and nutrition situation and other information required for programming a response. This list may also be used as a general check-list for an initial assessment.

When reviewing/reassessing an ongoing situation, concentrate on changes that have arisen since the last assessment and on filling any gaps in previous knowledge.

In all cases, record the sources and the likely reliability of the information gathered, including possible margins of error in quantitative data.

Date and itinerary: ______________________________

Participants: ______________________________

Purpose/terms of reference of the report: ____________________

Findings

General context

The area and general impact

- ✔ the geographic area(s) affected; characteristics of the food economy(ies) in that (those) area(s)
- ✔ the nature and severity of the damage/effects; any abnormal migrations; any differences among different localities
- ✔ how the general situation is expected to evolve in the following weeks and months

Population characteristics

- ✔ distinct socio-economic subgroups within the population; the relative proportions of each subgroup in each locality; the demographic breakdown (if unusual)
- ✔ the normal means of livelihood, food habits and traditional coping and crisis strategies of each group
- ✔ social organization and power structures within communities, and the role of women (in normal times and at present)

plus, for refugees/IDPs:

- ✔ their background and occupational skills; their relations with local host populations; prospects for their return home

Food/food security situation

Food availability and the economy

- ✔ the general impact on food production, markets, prices and trading links; any differences among localities; prospects for the following harvest
- ✔ the impacts on local economic activity, wage rates and current and potential employment opportunities; any seasonal factors
- ✔ the present or possible future availability of food for local purchase by WFP or for exchange against food aid items

People's access to food (ability to meet their own needs)

- ✔ the impact on each population subgroup's access to food; present consumption compared with that under normal conditions; the extent to which people in the different subgroups can meet their own food needs; any differences among localities
- ✔ the coping or crisis strategies adopted by different groups; the short- and long-term implications of those strategies
- ✔ the immediate and underlying causes of food deprivation (the 'food gap'); the opportunities and constraints for improved access; how the situation is expected to change in the following weeks and months
- ✔ present and planned food assistance programmes (if any)

plus, for refugees/IDPs:

- ✔ their access to land and employment (government policies and actual practice); the availability of tools; their present consumption and coping patterns, etc.

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- ✔ the impact of events and of the refugees'/IDPs' arrival on the food security of local host populations in the short term and the long term

People's food habits and use of food

- ✔ the staple and other foods that are normally consumed – in terms of preferred and acceptable items; normal food processing and preparation practices
- ✔ the ability of each population subgroup to process and prepare food at present – in terms of access to milling facilities, water, cooking utensils, stoves and fuel; whether/when this situation is expected to change
- ✔ present and planned assistance (if any)

Community social support

- ✔ traditional solidarity mechanisms; the extent to which these are functioning and helping the most needy to gain access to food and other basic needs; their capacity to continue, or expand

Special cases

- ✔ particular locations and institutions that face, or will face, special problems in relation to food

Nutrition, public health and related factors

The extent, severity and distribution of acute malnutrition

- ✔ rates of malnutrition (wasting) among children under 5 years of age; comparison with local norms for the season; recent trends
- ✔ nutritional status of adults
- ✔ any evidence of specific micronutrient deficiencies
- ✔ access to nutritional rehabilitation (supplementary and therapeutic feeding) services
- ✔ planned nutrition programmes (if any)

Mortality, morbidity and public health

- ✔ crude mortality rate; under-5 mortality rate
- ✔ evidence of epidemics of communicable disease (particularly diarrhoeal disease, acute respiratory infections, measles and malaria)
- ✔ environmental sanitation conditions
- ✔ availability of and access to health services, particularly measles immunization and oral rehydration therapy for diarrhoea
- ✔ planned health programmes (if any)

Other basic needs and caring capacity

- ✔ availability of shelter, clothing, blankets, water, sanitation facilities and social support services for the different population subgroups
- ✔ the time mothers can devote to child care; the availability of alternative child care providers or community child care facilities; the availability of disposable income to mothers
- ✔ characteristics and proportion of households that have limited family or community support
- ✔ implications of these factors for food access, food use and child nutrition; changes in child care and child feeding practices as a result of the crisis
- ✔ present and planned emergency programmes (if any)

Special problems of women and children

- ✔ any special problems faced by women and children, particularly in relation to obtaining food, water and cooking fuel and providing care for infants

Policies, operational capacities and constraints

Government policies

- ✔ extent to which official policies affect different groups' access to food, assistance and other services

Capacities to implement food assistance

- ✔ extent and effectiveness of services provided by the government, local bodies and NGOs; the structures and capacities that are available for implementing new or expanded food assistance activities, including the selection of beneficiaries; other demands on the same services and agencies

- ✔ aspects/capacities that need to be strengthened

Resources

- ✔ any opportunities for local purchases or commodity exchanges; the nature, timing and extent of any such opportunities; any other significant resources that are available locally

Logistics

- ✔ availability, capacity and cost of storage facilities and transport in the area; the usual means of bringing goods into the area; current problems; expected changes
- ✔ capacities of government entities and/or NGOs to manage the reception, movement and storage of food commodities in the area; any requirements for training or other support (e.g. in warehouse management or transport contracting)

Special operational concerns

- ✔ insecurity and/or other contingencies that may have to be faced (and therefore need to be planned for)

Conclusions and recommendations

For the area visited

- ✔ the extent and nature of any problems of access to food; the variations among different population groups; the causes, expected evolution and likely duration of problems for the various group
- ✔ the extent and severity of malnutrition (including micronutrient deficiencies); the variations among different population groups; the underlying causes and expected evolution
- ✔ measures that could be adopted to address the underlying causes of observed problems of food access and malnutrition
- ✔ the kinds of relief and recovery assistance that could be provided to the most food-insecure groups, and whether food aid would be appropriate; the specific measures that would be needed to overcome constraints; the costs that would have to be met
- ✔ what is likely to happen if food aid is not provided
- ✔ if there is insecurity, the measures that would reduce risks for the beneficiaries (especially women) and personnel involved in programme implementation
- ✔ contingency scenarios that should be planned for

Follow-up investigations required

- ✔ any gaps in information, or concerns about the reliability of the data gathered or whether they are truly representative; whether further investigations should be undertaken before major programming decisions are made
- ✔ what should be monitored in the coming weeks/months

Information on neighbouring areas

- ✔ what is known or reported about neighbouring areas; the extent to which findings and conclusions from the area(s) visited may or may not be relevant for neighbouring areas

Annexes

- List of persons contacted
- List of data sources
- Any specific survey data, etc.

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2.5 Information to seek from secondary data

Before undertaking any field visits:

- rapidly review information available from existing documents and reports; and
- follow this up with enquiries to relevant sources, if needed.

Information from secondary data provides a baseline and enables initial hypotheses to be formed concerning the likely effects on different groups of people. Those hypotheses help to define the aspects on which field enquiries and surveys should focus. Knowing what information exists also avoids time in the field being wasted through the collection of data that are already available.

Baseline (pre-crisis) information

Assemble information on the pre-crisis situation regarding the flowing aspects:

Normal availability of and access to food

- ✔ main food and cash crops produced, and the crop calendars in different areas
- ✔ main sources of food for urban areas; the relative importance of domestic production and imports
- ✔ food and livestock trading patterns
- ✔ normal market prices, including seasonal variations
- ✔ government policies (including any rationing/subsidy mechanisms) that affect food production and marketing
- ✔ main sources of employment and cash income in different areas
- ✔ distinct food-economy/livelihood zones and population groups
- ✔ normal sources of food and income and their relative contributions for the different groups

- ✔ agricultural activities: who prepares the land, plants and harvests
- ✔ inputs required and how farmers normally obtain them; the role and coverage of extension services
- ✔ livestock: their importance; who owns them; who tends them; the availability of veterinary services
- ✔ the importance of hunting, fishing, gathering wild foods, etc.
- ✔ normal (seasonal) migration patterns
- ✔ traditional coping strategies at times of stress

Normal use of food (food habits)

- ✔ items that different groups usually consume; how these are prepared for the family in general and for weaning and young children
- ✔ cultural/religious restrictions on food in general and on the feeding of young children, expectant and nursing mothers
- ✔ cooking fuel used; its source; its cost; the environmental impact

Normal nutritional status and health conditions

- ✔ usual rates of malnutrition among different groups; seasonal variations
- ✔ prevalent (chronic) nutritional deficiency diseases
- ✔ usual crude mortality rates and under-5 mortality rates
- ✔ usual prevalence of diarrhoeal diseases, respiratory infections, measles and malaria; seasonal variations

Impact of previous crises and related assistance

- ✔ the effects of previous crises on household food stocks, government stocks, market supplies, market prices, standing crops, tools, seed stocks, livestock, hunting, fishing and the employment and other income-earning opportunities available to different groups
- ✔ the types of post-disaster food assistance that have been provided; the effectiveness of targeting/selection arrangements; the effectiveness of the assistance in saving lives, preserving livelihoods and expediting recovery for the most needy; the lessons learned

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Capacities to manage and distribute food

- ✔ performance of specific government entities and NGOs in managing the reception, storage, transportation and/or distribution of food commodities in ongoing or previous operations; the problems and constraints encountered; the lessons learned
- ✔ probable extent and limits of existing capacities to manage logistic and distribution aspects of the anticipated operation in the areas of concern; the training or other measures that are likely to be required to strengthen capacity

Possible sources of information

Secondary information can be gathered from:

- VAM and other WFP records and reports;
- government departments and institutes of agriculture, rural development, environment, nutrition, social welfare, roads and transport, disaster management, etc.;
- UN partners (especially UNICEF, FAO and WHO); NGO partners; major donors.

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2.6 Deciding where to go and whom to talk to

If a crisis is affecting a large area (or refugees are arriving in many different places within a short period) it may not be possible to visit and get information on the food security situation in all the affected localities before an initial action plan and EMOP are drawn up. In order to obtain a fair appreciation of the situation and needs in different areas, the sites to be visited/surveyed must be selected carefully on the basis of available information, especially secondary data.

For resident populations

Selecting (and prioritising) districts to be visited

The following steps are necessary:

- From available reports, define:
  - the total area affected;
  - the localities reported (or shown from aerial observation) to be particularly badly affected;
  - any areas for which there is no up-to-date information.
- From existing VAM or other background information, identify the different FE/livelihood zones within each administrative district of the affected area, as well as the estimated population of each district and, if feasible, each zone.
- From existing data and past experience (in case of a natural disaster) hypothesize (estimate) the likely effects on people's ability to acquire food in each of the food economy groups and zones.
- List the affected districts in order of priority, taking account of the probable severity of the effects on household food security and the numbers of people likely to have been affected.
- Arrange for assessment visits to all affected districts as quickly as pos-

sible, starting at the top of the list.

Selecting sites within districts

Working with key informants at the district level, preferably in the context of a (focus) group meeting:

- Determine which administrative units (e.g. sub-districts, villages or wards) will be the basis for planning and managing an eventual programme response, and which should therefore also be the basis for the assessment.
- Agree – review/refine/create, as necessary – an FE/livelihood zone map of the district, and identify FE/livelihood sub-zones within each sub-district.
- Select a small number of widely separated villages/wards (e.g. two to three) within each food economy/livelihood sub-zone that represent the situation and any variations within that sub-zone, taking account of altitude, distances from markets and main roads, levels of insecurity, ethnicity, etc.

Localities that are reported to be facing a particularly severe food situation may be visited first in order to initiate limited life-saving action, if needed. However, the conditions at such localities should not be taken as indicative of the situation elsewhere.

Selecting interlocutors at the site (community/camp) level

Working with key informants at the site (community/camp) level, preferably in the context of a focus group meeting:

- Identify subgroups that are recognized within the community as having different identities, means of livelihood and/or social status (remember that different groups will have different perceptions of wealth and ability to cope). For a population that is already under stress, take account of variations in the rates of malnutrition.
- Form focus groups (e.g. of six people, at least half of whom are women) to represent each subgroup for detailed discussion of their food security situation.
- With those focus groups, identify a few (e.g. three) households that are representative of the subgroup and that are in different parts of the village/ward.

For refugee/IDP camps

Prioritizing camps/sites

Working with UNHCR (for refugees) and government representatives:

- From available reports:
  - list the camps or sites where people have congregated;
  - highlight those where people are reported to be in particularly bad condition.
- If the populations of different camps vary significantly and/or different camps/sites face very different conditions in relation to food availability and access:
  - agree a categorization of camps according to their population characteristics and/or food availability and access situation;
  - select a number of camps that are representative of the different types of population and/or situation, as appropriate.
- List the camps/sites in order of priority, taking account of the reported conditions and the numbers of people present.
- Arrange for assessment visits to all camps/sites as quickly as possible, starting at the top of the priority list.

Camps that are reported to be facing a particularly severe food situation may be visited first in order to initiate limited life-saving action, if needed. However, the conditions in such camps should not be assumed to be indicative of the situation in other camps.

Selecting interlocutors at the refugee/IDP camp level

Working with camp managers, health workers and representatives of the refugees/IDPs:

- Identify any significant subdivisions within the population and corresponding zones within the camp/site, and characterize the different groups (e.g. by ethnicity, place of origin, etc.).
- If there is a reasonable level of stability, organization and cohesion

within the community (within each subgroup), form focus groups and proceed as for a resident (in-situ) population.

- If there is inadequate stability, organization and cohesion within the community, visit and interview households selected through random or stratified sampling.

2.7 Information to seek at district level

Building on preliminary enquiries and an analysis of secondary data, enquiries at district level normally provide the general picture and indicate the specific topics the assessment teams should focus on and where they should survey within the district.

Baseline (pre-crisis) data

Cross-check and refine information already available from secondary data, especially data available in the WFP office and at the national level (see 2.5), in relation to:

- ✔ crop and livestock calendars and normal seasonal trading and employment patterns for the different zones
- ✔ normal seasonal patterns of stress in food access for specific population groups
- ✔ normal use of food (food habits)
- ✔ usual nutritional status/deficiencies and any seasonal variations
- ✔ usual mortality rates and any seasonal variations
- ✔ the impact of previous crisis events and subsequent assistance (especially in terms of the effectiveness of assistance for different groups, and the lessons learned)
- ✔ population numbers in each locality and each food economy/livelihood sub-zone

Impact of the crisis and the present situation

Gather information regarding the:

- ✔ effects on the abilities of different groups to gain access to and prepare food: the extent to which different groups' food stocks, standing crops, livestock and other means of livelihood, utensils and access to cooking fuel have been affected; the differences among localities within the district

- ✔ effects on food markets: the extent to which traders' stocks, commercial supply routes and prices have been affected; the present availability of food for purchase in the district and from other areas
- ✔ effects on employment opportunities, wage rates, and the terms of trade for livestock and other produce against grain
- ✔ ways in which different groups of people are coping at present; what the long-term effects will be
- ✔ number of people displaced (if any)
- ✔ relief or other assistance being provided by the government or others; its adequacy and expected duration
- ✔ extent to which community solidarity mechanisms are providing a safety net for the most needy; who is being excluded
- ✔ present health and nutrition conditions compared with the seasonal norm – in terms of specific mortality and nutritional status data, if available, and/or the judgements of experienced observers
- ✔ effects of government policies in relation to food production and marketing and the possibilities for self-reliance of any refugees and IDPs

Expected evolution

Gather views from the population and local experts concerning:

- ✔ the likely duration of population displacements; whether additional displacements are expected
- ✔ harvest prospects (crops and anticipated yields); whether additional or alternative crops or household vegetables can be planted now or in the near future; whether tilling capacity and seeds are available
- ✔ prospects for livestock – in terms of continued survival, restocking, milk production and market terms of trade
- ✔ whether traders will be able to assure supplies to meet market demand
- ✔ prospects and possibilities for employment
- ✔ the population groups and/or localities that will be most vulnerable (least able to gain access to adequate food) in the coming weeks and months

Local resources and capacities

When assistance is required and food aid could be appropriate, gather information regarding:

- ✔ the capacities of local government and/or NGOs to organize the reception and distribution of food in all or parts of the district; the training or other measures that are needed to strengthen those capacities
- ✔ the availability of food for local purchase; the likely effects of WFP purchases on local prices
- ✔ the availability of food stocks for borrowing against subsequent replacement with WFP commodities
- ✔ the availability of local food items that could be obtained in exchange for WFP commodities
- ✔ the availability of suitable warehousing in the district (see 9.4)
- ✔ the availability and capacity of local transporters to move food within the district and to bring food into the district
- ✔ the availability of support services in the district (vehicle fuel, maintenance, communications, etc., see 14.3)

Where to survey

- ✔ the villages and/or urban wards (or camps) that should be surveyed to get an overall understanding of the food security situation in the district (or of refugees or IDPs in the district)

Work with a district-level group of key informants to identify villages/wards/camps that represent the range of food economies and the different levels of impact and food insecurity within the district. For example, select 2-3 widely separated localities in each distinct FEZ, or camps that are representative of the distinct types of population and/or situation.

Key informants

Key informants who should be included in the district-level group include:

- the head of the local administration;
- the district officers of agriculture, livestock, rural development, health, community welfare, water supply, roads, transport, public works, statistics, etc.;
- leaders and members of local associations, e.g. women, traders, transporters, agricultural cooperatives;
- UN project staff based in the area;
- the staff of NGOs (national and international) established in the locality.

Meet with as many as possible of these informants at a focus group meeting. Follow up by meetings with individuals as required.

2.8 Information to seek at community/camp level

Enquiries at community (or camp) level provide detailed information on the situation of the population at the particular locations visited. The following is a comprehensive list. Enquiries should focus on aspects identified as priority concerns by the analysis of secondary data (see 2.5) and information obtained at the district level (see 2.7). Together with that information, the enquiries community/camp level should contribute to the formulation of overall priorities and enable decisions to be made concerning assistance for the location concerned.

Gather information regarding the situation in the community as a whole and that of distinct subgroups.

General situation and differentiation within the community

- ✔ total population and/or the number of households; the local understanding/definition of the term "household"
- ✔ subgroups that are recognized within the community as having different identities, means of livelihood and/or social status (including the poor and youth as well as occupational groups)
- ✔ characteristics of each subgroup and an estimate of the number of households (and individuals) in each subgroup
- ✔ general impact of the crisis on the different subgroups and on men, women and children
- ✔ any specific data (e.g. from health workers or NGO personnel) on the current rates of acute malnutrition (see 6.2), the crude mortality rate, the under-5 mortality rate and the prevalence of communicable diseases

Specific concerns of women and children

- ✔ impact of the crisis on food acquisition and preparation activities (including cooking fuel and utensils) and on women's and children's workloads

- ✔ present situation (including diets/consumption) and women's expectations for the following weeks and months
- ✔ care and feeding of infants and young children

How to gather this information

- Meet with key informants, e.g. the head of the village/ward, women's leaders, other community leaders, religious leaders, social workers, health workers and teachers.
- Conduct a focus group discussion with individuals who have been chosen to represent different social groups in the community (see 2.6). Ensure that the views of both women and men are obtained. Meet a group of women separately, if appropriate, and include female health workers/teachers and women representatives of the different social groups.

Prior to the discussions, it may be useful to construct a community map and a seasonal calendar, and to make a preliminary transect walk (see 2.10).

If no data are available on malnutrition and mortality rates, but either (or both) appear to be abnormally high:

- try to arrange for an organization that has personnel trained in nutritional survey techniques to undertake a rapid survey of wasting in children and body mass index (BMI) among adults, especially women (see 6.2);
- try to arrange for an organization that has personnel on the spot to conduct a grave watch (recording the numbers of new burials each day, along with the ages and causes of death) and/or a household survey to determine the number of deaths during the previous week or month.

N.B. Data from clinics and feeding centres will not be representative of the population as a whole, but changes in the rates of malnutrition and mortality observed at such facilities may be significant.

Food security situation of each subgroup

The normal, pre-crisis situation: the baseline

(for an in-situ [not displaced] population)

Means of acquiring food

- ✔ the relative importance in a normal year of own farm production, own livestock production, cash purchases, hunting, fishing, gathering wild foods, gifts, loans, labour exchange, development food aid and other sources of food
- ✔ normal seasonal variations in the contributions from different sources of food

Income and expenditure patterns

- ✔ the relative importance (contributions) during a normal year of paid work, crop sales, livestock sales, other sales, remittances from family members elsewhere and other income
- ✔ normal seasonal variations in income from different sources
- ✔ expenditures during a normal year

Baseline for groups within a refugee or IDP population

- ✔ their skills and previous means of livelihood
- ✔ the assets and means of acquiring and preparing food that they have brought with them
- ✔ their relations with other subgroups and with the host population

Impact of the crisis; the present situation of people in the subgroup

- ✔ the specific effects on people's food stocks and ability to acquire and prepare food; the proportions by which their normal production, income and purchasing power have been reduced; any additional expenditures
- ✔ how people have coped with such events in the past
- ✔ how people are coping at present – in terms of how they are acquiring and preparing food and to what extent they are able to make up for

reductions in normal production, income and purchasing power as a result of:

- new sources of food/income, increased borrowing, the sale of assets, reduced consumption, and other coping strategies
- support received from within the community – the extent to which traditional solidarity mechanisms are functioning
- relief or other assistance received from the government or other organizations – in terms of what is being received, from whom and for how long it is expected to continue

✔ what people are consuming now (or in the last month) – in terms of the quantities of food and the quality of the diet compared with normal conditions

✔ how they are preparing and cooking food; what cooking fuel they are using and what effects this has on family expenditures and the environment

✔ past experience of relief assistance: whether the most needy received assistance; the appropriateness of the assistance strategy adopted, the items provided and the timing of distributions

✔ whether female-headed-households are experiencing different levels of stress from other households

✔ whether any families or individuals have left the area or are planning to leave: if so, the numbers involved and when they expect to return

Looking ahead (for the subgroup)

✔ the changes that people expect in their ability to acquire and prepare food in the following weeks and months (as a result of harvests, employment opportunities, price changes, etc.)

✔ the probable long-term effects of the coping strategies adopted (e.g. long-term debts, environmental degradation, loss of future means of livelihood)

✔ the opportunities that households may have to increase, or at least consolidate, their ability to acquire food (e.g. replanting, the repair of irrigation channels and embankments, other public works employment)

✔ the constraints on self-help initiatives; the measures and inputs that would support such initiatives

✔ people's own priorities

✔ when food aid is to be provided, the most appropriate forms of assistance, targeting/selection mechanisms, and food items

How to gather this information

- Conduct discussions with focus groups (of about six people each) that have been identified by the community-level group to represent each subgroup within the community; try to ensure that each group includes representatives from different parts of the village/ward.
- Ensure that the views of both women and men are obtained; include at least 50% women in each group or, if appropriate, meet groups of women separately.

2.9 Information to seek at the household level

If there is sufficient time to visit a reasonably representative sample of households within the community, it is useful to seek direct information on the following in order to cross-check the validity of information gathered from focus group discussions.

Define in advance the various kinds of household that should be visited (e.g. with/without land; headed by a man/a woman; with/without children; elderly person[s] living alone).

Information on the household's access to and use of food

- ✔ the household's present food stocks
- ✔ the food items consumed in the last week/month and the relative importance of each; the actual quantities of the most important items consumed; the number of people in the household
- ✔ the means by which foods were acquired
- ✔ whether/how the crisis has affected the household's ability to acquire and prepare food, e.g. the effects of production, income, purchasing power and expenditures
- ✔ the strategies that the household has adopted to cope with the crisis; what the long-term effects of these strategies will be
- ✔ how the household members expect their ability to acquire food to change in the following weeks and months

Informants

- A small number of households (e.g. three) that have been identified by each differentiated focus group as being typical of the subgroup and that come from different parts of the village/ward.

2.10 Rapid appraisal techniques

Some of the methods most commonly used in emergency situations are outlined in the following paragraphs. For more details of these and other techniques, see: *WFP participation tool kit.*

General principles

Rapid appraisal (RA) methods can provide information for decision-making more rapidly and cheaply than structured surveys, provide important information on attitudes and perceptions, and permit enquiries to be adapted on-site in response to findings.

A careful, systematic approach is essential in order to ensure that a valid picture is built up:

- ***Preparedness:*** before initiating enquiries on the spot, study the available information on the population and locality and prepare a preliminary check-list of topics on which you want to gather information.
- ***Sampling:*** although formal sampling techniques may not always be used, sites and informants should be selected carefully and consciously in order to ensure that all the main subgroups are covered.
- ***Gender considerations:*** talk separately with men, women and children.
- ***Interpretation:*** if you do not speak the local language fluently, find a knowledgeable interpreter so that informants will not be restricted to those who speak your language. Discuss the topic thoroughly with the interpreter in advance and ensure that he/she understands the main issues, the techniques you will be using and his/her own role – which is to convey your questions and what the informants say faithfully (and not to give his/her own interpretation of what is being said).
- ***'Real-time' analysis and checking:*** reflect on the significance of information and analyse it for coherence and internal consistency during the interviews and discussions. Ask follow-up questions to explore new aspects, clarify any apparent inconsistencies or fill gaps in understanding.

- ***Triangulation:*** seek the same kind of information from a number of different informants and people of different socio-economic groups and in different localities; identify patterns and differences in information and perceptions; and, if differences cannot be explained, consider whether certain information may be inaccurate or biased.
- ***Focus:*** focus on aspects that may influence the livelihoods and household food security of different groups and the ways in which each group might best be helped. Don't waste your own or your informants' time in gathering data that may be interesting but that are not relevant to your purpose.

  The purpose is to get a sufficiently accurate understanding of the situation to enable decisions to be made on food-related programme interventions.
- ***Progressive, participatory learning:*** recognize that you are engaged in a learning exercise – learning from and with your informants. Your understanding will increase as more issues are raised and explored with members of the affected population.

  Be flexible and opportunistic. While keeping a clear focus on food and livelihoods, be alert to and follow up on aspects that you may not have thought of previously.
- ***Bias:*** be conscious of and try to counteract your own possible biases and those of interpreters and key informants.

Conducting semi-structured interviews

The following are hints for interviewing individuals or groups.

How to start

- Always begin with a traditional greeting and explain:
  - who you are
  - who you work for
  - why you are there
  - what your role is
- If (as is likely) you are not a decision-maker, say so. Explain that by collecting good, accurate information from the community you will be able to inform decision-makers more accurately about the community's situation.
- Identify and record the characteristics of the individual or group (e.g. gender, age and socio-economic status).

How to conduct yourself and the discussion

- Begin by referring to someone or something visible.
- Use your check-list to ensure that all topics are covered, but be flexible. Allow new and unexpected issues to be brought up and pursued.
- Maintain an informal approach – don't interrogate. Mix questions with discussion.
- Be aware of non-verbal communication from your informants.
- Respect people's sensitivities and their right not to answer certain questions if they choose not to.
- In a group discussion, ensure that all participants contribute; don't allow more powerful individuals or groups in the community to dominate. (If an individual persists in dominating, politely bring the discussion to an end and form a new group.)
- Let informants and groups explain points fully; allow them to 'wander' if it helps them to make their point. Understand their logic and concerns and, when appropriate, gently bring the discussion back to the topic about which you seek information.

⃠ Don't be (or appear to be) in a hurry; allow sufficient time.

⃠ Avoid passing value judgements (either verbally or through body language) on what an informant says.

⃠ Don't take more than 45 minutes for an individual interview, or 90 minutes for a group discussion.

Whenever possible, and particularly in group discussions, use two interviewers (preferably a woman and a man):

- One interviewer leads the discussion while the other takes notes; exchange roles regularly.

⃠ Don't interrupt each other: wait until your colleague has finished his/her line of enquiry before bringing up another topic.

How to ask questions during semi-structured interviews

- ➲ Ask direct, clear questions, e.g.: How? Where? When? Who? What? Why? How much?
- ➲ Ask questions about groups of people, not about the individual informants themselves, e.g. "How many goats do most poor families have?" (not "How many goats do you have?").
- ➲ Listen carefully to every answer and ask follow-up questions if needed to get more detail or to understand perspectives or aspects that you might not have thought of before.
- ➲ Ensure that each question is clearly understood, especially when working with an interpreter.
- ➲ Ask one question at a time; don't ask more than one question in the same sentence.
- ➲ Only ask questions that you think the informant(s) can answer.
- ➲ Keep sensitive questions until later in the interview or discussion.
- ⃠ Don't phrase questions in a way that assumes or implies that the informant(s) should follow (or have followed) a specific course of action.
- ⃠ Don't induce particular answers by helping an interviewee to respond.

Community mapping

The aim of community mapping is to achieve a shared understanding of what is available and important to members of the community, along with the extent of any damage. It can be a good way of initiating a useful dialogue with a broad range of people in a community and it can identify distinct food-economy areas within the locality.

Participants determine the contents of the community map, focusing on what is important to them. You prompt with questions and record.

The information gathered will be useful in directing further enquiries and interpreting other information received later.

In rural areas, community maps are best drawn on the ground, using sticks, stones, leaves, etc. They may also be drawn on a very large sheet, or sheets, of paper.

What to do

- Decide how the map will be drawn:
  - if on the ground, select a large open space;
  - if on paper, ensure the sheet is large enough for everyone to see.
- Gather together a broad range of people. Encourage all the different groups in the locality to participate. It may be useful to do the exercise separately with men, women and children, as they have different perspectives and priorities of what is most useful and important.
- Agree a starting point: choose an important, central landmark and place a rock or other marker in the centre of the map to represent that point.
- Ask participants to mark on the map other features that are important to them. Try to ensure that these are placed at least roughly in the right direction from the central point.
- ⃠ Don't interrupt participants, but prompt them if and when necessary by asking 'where' questions.
- Copy the final map on to a clean sheet of paper.

A map may also be extended beyond the immediate vicinity of the community to include: trading links to neighbouring areas, seasonal migratory movements, recent abnormal population movements, etc.

'Where' questions to prompt participants during community mapping

- ✔ Where are crops grown?
- ✔ Where are the sources of water?
- ✔ Where do people find work?
- ✔ Where do people fish?
- ✔ Where is the nearest market?
- ✔ Where do people go when they are sick?
- ✔ Where are the displaced people?
- ✔ Where are the flooded areas?
- ✔ Where do we need to visit in order to see and understand the effects of the crisis?

2

Examples of key features to be included in a community map		
Settlements	Roads	Cultivated land
Rivers	Schools	Grazing land
Water points	Health centres	Fishing areas
Lakes	Markets	Forests

Time required

It takes about 30 minutes to compile a satisfactory map on the ground, and a further 20 minutes for follow-up questions and copying of the final map on to paper.

Transect walk: observation

A transect walk helps you to get a 'feel' for the situation and to identify aspects that require probing and on which you should seek additional information using other methods.

During the transect walk, in-depth interviews may be held with individuals met and identified as useful key informants, or with small (focus) groups. However, be careful not to forget the aim of getting an overview of the whole community, and don't allow yourself to be unduly influenced by the individuals you happen to meet first. It may be better to invite them to a subsequent focus group meeting.

What to do

- Walk from one extremity of the community to the other with one or two community members (preferably a man and a woman) as guides to answer questions about what is observed on the way.
- If starting from near the centre of the community, spin a bottle and walk in the direction in which it stops; then return to the centre and walk in the opposite direction.
- Make diversions to visit locations of specific interest, such as relief centres, markets, clinics, schools and water sources, but keep to (or return to) the same general direction.

- Visit homes on a randomly selected basis (e.g. every 10th house).
- In the homes you visit, ask to see any sick or very thin children or adults. (If you do not ask you may not see them.)
- If an important site has not been seen because it was far from the chosen direction, make a separate visit to it.
- Note the time of day. (It may be useful to repeat the exercise at a different time.)

2

What to observe (and record) during a transect walk
✔ the range and quantities of food available in homes and markets
✔ the prices in markets
✔ food preparation, eating and drinking habits
✔ water collection and storage
✔ the general state of cleanliness/sanitation
✔ what work is being done by men, women and children
✔ any obvious signs of malnutrition (oedema, extreme thinness, goitre)
✔ the general state of roads; means of transport

Seasonal calendars

Seasonal calendars help you to understand the seasonal changes in activities and food security in a community (or for a particular population group) and to identify normal periods of stress and vulnerability.

The calendars are drawn by groups of the people involved, either on the ground (using sticks, stones, etc.) or on large sheets of paper.

It can be useful to compose calendars with:

- groups of men and women separately – they are often responsible for different activities and may have differing views of which times of year are the most difficult; *and*
- different groups that represent people of different socio-economic status and livelihood type.

What to do

- As preparation, make a preliminary list of the changes you want the calendar to describe.
- Select groups that represent particular communities or population subgroups.
- Decide whether to draw on the ground or on paper, and find a suitable space.
- Draw a line across the top of the cleared space (or paper) and explain that the line represents a year.
- Ask participants to divide the year into either months or seasons, whichever has more meaning for them, and to mark the appropriate divisions along the line.
- Start the calendar by asking about rainfall patterns; ask participants to put counters (stones or beans) under each period (month or season) to represent relative amounts of rainfall – more stones equal more rain. Draw a line under this section of the calendar.
- Next ask them to mark when they normally plant and harvest their main crop.
- Ask them to do the same for other elements that are relevant to the food security of the groups concerned, for example:
  - other crops and food gathering activities in descending order of importance;
  - employment opportunities and income-generating activities (sales of labour, crops, animals, handicrafts, etc.) in descending order of importance;
  - expenditures (e.g. for food, production inputs, schooling, etc.).
- Ask participants to rank each period in terms of the availability/stocks of food and cash. Assign values of 1 for the least stocks, 2 for the next least, etc. Sum the scores. The period with the lowest score is that of the greatest scarcity.

Proportional piling

Proportional piling is a way of helping unsophisticated informants to define the relative importance of a number of different items or issues.

It may be useful to get men and women to rank items separately, and then to compare their different perspectives.

Requirements

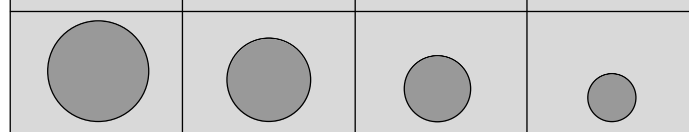
- You need a bag of 100 counters – e.g. beans, seeds or marbles – of similar size.

What to do

- List the items (or issues) to be compared.
- Write or draw each item/issue on a separate sheet of paper.
- Ask the participants to rank the items/issues in order of importance. Lay the sheets out in this order.
- Ask the participants to divide the 100 counters into piles that represent the relative amounts, or importance, of each item (or issue). Ask them to place each pile on the relevant sheet of paper.
- When the participants have agreed among themselves, count the number of counters on each sheet. The numbers represent the percentage importance assigned to each item by the participants.

Example of proportional piling

Relative importance of crop production, market purchases, poultry and wild fruits in the food basket of poor farmers



CROPS	MARKET	POULTRY	FRUITS
46%	29%	17%	8%

2.11 Estimating numbers

The methods outlined in the following paragraphs may be used to estimate population numbers before a full registration takes place or in situations where full registration is not necessary or is impossible. The same methods may also be used to cross-check figures that are believed to be out of date.

Enumeration exercises should be planned and conducted with care and, wherever possible, the collaboration of local authorities and community leaders. Be aware that population estimates are politically sensitive in many situations and may be manipulated for a variety of reasons.

Whatever method is used, a number of literate and numerate interviewers will be needed, preferably from the community itself.

Once an estimate has been made for the total population, the proportion – hence numbers – in need of food assistance may be estimated using VAM data (when available) for resident populations and/or on the basis of observations and information from such key informants as health workers, teachers, local authority officials, NGOs, and religious and community leaders. Similarly estimate the numbers in groups needing special attention, such as isolated elderly people or unaccompanied children (this last figure to be agreed with UNICEF).

Using census data

Census data can be used for resident populations. The steps are:

- get the best available (latest) census data and projections, taking account of subsequent population growth;
- adjust for whatever might be known about population movements;
- cross-check the figures from different sources, including the health services and well-established NGOs; *and then*
- with the government, local authorities, religious leaders and NGOs working in the area, discuss how to reconcile any differences and agree on a working figure for planning purposes.

If necessary, use one of the methods below to cross-check data for particular localities on a sample basis.

Quick rough estimate

To make a quick rough estimate for a limited area (e.g. a refugee/IDP camp):[2]

- Walk around the area and measure its perimeter using a rope of known length. Draw a rough contour map at the same time. Alternatively, drive around the area, noting the changes in the vehicle's odometer. Make the map as regular as possible (e.g. square, rectangular or triangular in shape).
- Using the measurements taken, estimate the total area in square metres.
- On the map, select three or more random points that are well spread out. If some areas are obviously more densely populated than others, mark the high-, medium- and low-density areas on the map and select at least one point within each sub-area.
- Draw a square of 100 m by 100 m around each point. Each square represents an area of 10,000 m^2.
- Mark the squares on the ground and count the number of people living inside each square. (This may best be done in the evening, when the majority of people are at home.)
- Sum the numbers of people living in the selected squares and divide by the number of squares. This gives an estimate for the number of inhabitants per 10,000 m^2.
- Multiply this figure by the total area in square metres and divide by 10,000. This gives an estimate of the total population of the area.

2 Adapted from Mission Exploratoire/Mission d'Évaluation, MSF 1989

Systematic sampling of dwellings

When a site is fairly orderly (e.g. a refugee camp with lines of dwellings), dwellings can be sampled systematically:

- Ask one or more auxiliaries or community members to count the number of dwellings in the area, and give each dwelling a unique number. Alternatively, number the dwellings on a recent aerial photograph, if available.
- Decide on the sample size: for example, 40 dwellings for an area/camp with fewer than 5,000 inhabitants; up to 100 dwellings for an area/camp with more than 20,000 inhabitants.
- Calculate the sampling interval 'N' by dividing the total number of dwellings by the chosen sample size.
- Randomly choose the number (between 1 and N) of the first dwelling to be visited. Go to that dwelling and then to every Nth dwelling after it. Record the number of people living in each of the selected dwellings.
- Sum the number of people in the dwellings visited and divide the total by the number of dwellings visited. This gives the average number of inhabitants per dwelling.
- Multiply this average number by the total number of dwellings in the camp to obtain an estimate for the total population.

Example of a rough estimate calculation

- The area is a rough rectangle of 700 m x 1,500 m
- The total area is therefore roughly 700 x 1500 = 1,050,000 m^2
- The numbers of people in each of three of the squares are 2,200, 1,750 and 2,450
- The estimated average number of inhabitants per 10,000 m^2 is:
  (2,200 + 1,750 + 2,450)/3 = 6,400/3 = 2,133
- Therefore, the estimated total population is:
  (2,133 x 1,050,000)/10,000 = 223,965 (roughly 224,000)

Example of a systematic sampling calculation

- The total number of dwellings is 1,700
- The sample size chosen is 60
- Therefore, the sampling interval is 1,700/60 = 28
- Randomly choose (e.g. from a random number table) a number between 1 and 28: say 11 is chosen
- Visit dwelling 11, then dwelling 39 (11+28=39), then dwellings 67 (39+28=67), 95, etc.
- The total number of people living in the 60 dwellings visited is 288
- The average number of inhabitants per dwelling is 288/60 = 4.8
- Therefore, the estimated total population is: 1,700 x 4.8 = 8,160

Mass screening of children

When mass immunization is organized or children are being screened for supplementary feeding, an estimate may be obtained for the total number of children under 5 years of age. This age group represents 12% of a typical developing country population, but the figure is often higher among emergency-affected (especially displaced) populations (and can be as much as 20%).

- Multiply the estimated number of children under 5 years of age by 100 and divide by 12 to obtain a rough estimate of the total population.
- If demographic data are available for the population concerned, use the actual percentage of children under 5 rather than the typical figure of 12%.

Estimates obtained in this way may be used to cross-check other estimates. If there is a major difference between the estimates, make further investigations (perhaps starting with a check on the actual demographic breakdown).

Headcounts

The physical counting of an entire population is rarely feasible or desirable, and it is impossible without the full cooperation of the people and their leaders.

Counts can be made of people in transit as they pass through transit centres or entry points.

2

Gender and age data

When the situation is sufficiently stable and adequate resources are available, data on the gender and age breakdown of the population can be gathered from randomly or systematically sampled households, using a form such as the one shown below. Select age ranges in agreement with partners and other agencies.[3]

Obtaining exact ages is difficult among some populations. Approximate breakdowns are sufficient.

A sample size of about 400 individuals is required for estimating the proportion of children under 5, with a 3% margin of error and 90% confidence. Smaller samples may be used, but the margin of error will be greater.

Sample demographic data collection sheet

	WOMEN					**MEN**					**TOTAL**
House No.	<5	5-14	15-44	45+	Total	<5	5-14	15-44	45+	Total	(BOTH SEXES)
1											
2											
...											
TOTAL											

3 The age ranges shown in the sample table are those proposed by UNHCR, UNICEF and the Sphere standards for planning purposes in the health and other sectors.

3 Designing and Planning an Operation

IN THIS CHAPTER:

- **3.1** and **3.2** provide brief notes concerning the definition of an assistance strategy and targeting arrangements.
- **3.3** provides a list of what needs to be planned for and done/defined during implementation[4].
- **3.4** and **3.5** provide summaries of key points for the planning of food distributions to households.
- **3.6** provides an outline of what should be done to prepare contingency plans.

In sections **3.2** and **3.4**, reference is made to 'Sphere standards'. These are reproduced from Humanitarian charter and minimum standards in disaster response, Sphere Project, 2000[5].

4 WFP is developing a standard format for operational planning. In the meantime, this list may be used as a check-list.
5 The Sphere Project is a collaborative effort of several NGO coordinating groups at the international level, ICRC and IFRC (which hosts the project secretariat). WFP and other UN agencies contributed to the development of the Sphere standards, many NGOs have signed up to them and some donors are making their funding of NGOs conditional on respect for the Sphere standards.

3.1 Possible elements of an assistance strategy

Possible WFP activities

Typically, a WFP assistance strategy will include one or more of:

- general food distribution (see 4.1)
- supplementary feeding (see 4.2)
- therapeutic feeding (see 4.3)
- food for work/recovery (see 4.4)
- market interventions (see 4.5)
- support to child care, education, health and other social services (see 4.6)

General food distributions are justified for populations that are suffering from unusually severe food insecurity and/or malnutrition. The decision to carry out a general food distribution is also influenced by the existing infrastructure and services, the capacity and availability of implementing partners, security and access.

The need for ***supplementary*** and ***therapeutic feeding*** programmes is determined by the prevalence of acute malnutrition and other factors that are shown in the table below.

In specific cases, general distributions and/or food-for-work may include support to: demobilization programmes; de-mining; and peace-building and reconciliation activities (or, exceptionally, food for prisoners). All such activities must be in partnership with competent government entities or other agencies that can assure the necessary management, technical and other inputs.

In some cases, a ***Special Operation*** may be organized to facilitate the delivery of food assistance by reducing logistics bottlenecks. The intervention may also facilitate local trade and contribute to reviving economic activity. Such beneficial side effects should be recognized, but they would not justify an SO nor constitute a specific objective of an SO.

Decision framework for the implementation of selective feeding programmes	
SITUATION	**ASSESSMENT AND RECOMMENDED RESPONSE**
Malnutrition rate >15% *or* 10-14% with aggravating factors	***Serious situation*** • Blanket SFP (for all children, expectant and nursing mothers, adults showing signs of malnutrition) • TFP for the severely malnourished
Malnutrition rate 10-14% or 5-9% with aggravating factors	***Alert/risky situation*** • Targeted SFP for mildly to moderately malnourished children under 5 years, selected other children and adults (see 4.2) • TFP for the severely malnourished
Malnutrition rate <10% with no aggravating factors	***Acceptable situation*** • No need for population-level interventions • Attention to malnourished individuals through regular community services

Malnutrition rate: the percentage of the child population (6 months to 5 years of age) who are below 80% (or below -2 Z scores) weight-for- height

Aggravating factors are:

- general food ration below mean energy requirements
- crude mortality rate >1 per 10,000 per day
- epidemic of measles or whooping cough
- high prevalence of respiratory or diarrhoeal disease

If food availability at the household level is <2,100 kcal/person/day, the situation is ***unsatisfactory*** and action should be taken to improve general rations or other general food assistance measures.

Assistance in rural areas

In rural areas, the priority objectives are usually to meet immediate survival needs while enabling people to continue their agricultural/food production activities (or resume such activities as soon as conditions permit), and to minimize abnormal migrations to town and other areas.

Strategies may include a carefully synchronized mix of:

- public works schemes;
- general distributions;
- supplementary and therapeutic feeding, where needed;
- market support measures, especially exchanges.

Assistance in urban areas

In urban areas, the priority objectives are usually to re-establish normal market arrangements and to revitalize economic activities that provide employment for the urban and peri-urban poor. For example:

- General distribution (of ready-to-eat food) may be necessary in the first days after a sudden disaster. Targeted distributions to specifically identified vulnerable families may be needed for a longer period.
- Short-term food for work/recovery (FFW/R) may be used to address sanitation problems, for cleaning up and for labour-intensive reconstruction of public service infrastructure.
- Some institutional feeding may be appropriate, as may market support measures to increase the availability of basic foods at affordable prices in local markets.

Assistance to refugees/IDPs

Assistance to refugees and IDPs is based on assessment of their situation and needs, not on their status as refugees or IDPs. Food assistance is provided only if there is a food consumption problem. Within this context:

- General distributions may be necessary for an extended period while efforts are made to promote food production and other income-earning opportunities.

- Supplementary and therapeutic feeding is necessary for an initial period if people arrive in poor condition or if initial assistance is unduly delayed.
- Different types/levels of assistance may be appropriate for different groups. For example, refugees/IDPs in camps often have less access to land, local markets and employment than those who are dispersed among local populations have. They may therefore require larger rations and a more varied food basket, as well as assistance for a longer period.
- Exceptionally, WFP may provide funding for complementary non-food items (related to household storage, cooking and consumption) for IDPs when these are indispensable for the effective use of WFP food and not provided by any other organization.

Host populations

The foods needs of the local populations in the vicinity of concentrations of refugees or returnees must also be considered. The food needs of both IDPs and other groups affected by the crisis and the displacement must be assessed and assistance must be provided on the basis of food-insecurity criteria.

Assistance may be provided to host populations that are:

- adversely affected by the presence of large numbers of refugees or IDPs; or
- facing acute food insecurity due to drought or other reasons and are in need of similar assistance as the refugees or IDPs.

In these cases, their situation and needs can be considered together with those of the refugees/IDPs. In some cases it may not be appropriate to distinguish between IDPs and the local host population.

3.2 Formulating a food assistance strategy

Steps in defining a strategy

- Identify distinct target groups; define short- and long-term objectives for each; prioritize the objectives.
- Identify alternative ways (activities) by which the objectives might be achieved, taking account of the factors listed in the box below.
- List the advantages and disadvantages of food aid as a resource in support of the defined objectives and possible activities.
- List the advantages and disadvantages of each possible activity in terms of:
  - likely effectiveness and targeting efficiency, and possible negative effects;
  - ease/speed of implementation;
  - human and material resource requirements (and costs).
- Choose the type of activity, or combination of activities, that would best achieve the defined objectives with the resources available (or likely to be available).
- Specify how relief (and later recovery) assistance will be phased out and how, where appropriate, a smooth transition to a subsequent development phase will be achieved.

Strategies should be defined within the framework of the common (inter-agency) humanitarian assistance strategy (where established) and, in all cases, in close consultation and collaboration with concerned government agencies, local authorities, UN partners (notably UNHCR for refugees) and NGOs with substantial local experience.

Objectives, and the role of food aid in achieving those objectives, must be defined carefully for each phase of an operation recognizing that they will often change as the situation evolves. Be clear whether food aid is expected to contribute to avoiding starvation, improving nutritional intake, improving physical access to food, avoiding depletion of assets, creating savings or stabilizing food markets, and how it complements other assistance and the people's own efforts.

Aspects to consider when formulating a strategy

MEETING OBJECTIVES

- ✔ urgency and scale of needs – the number of beneficiaries and the geographic spread
- ✔ likely duration of the assistance operation
- ✔ differences in the situations and needs of different groups (and the underlying causes); possibilities for targeting the most food-insecure
- ✔ any seasonal considerations

FEASIBILITY

- ✔ political, security or logistic constraints
- ✔ implementation capacity – present and expected

POSSIBLE EFFECTS

- ✔ gender and environmental protection considerations
- ✔ effects on local food production, prices and food marketing systems, and on long-term national development strategies

OTHER ISSUES

- ✔ assistance programmes of other agencies and donors
- ✔ forms of assistance other than food aid that might be possible – would these be preferable?

Questions to ask when appraising a proposed strategy

- ✔ Is the strategy likely to achieve the defined objectives for the priority target groups?
- ✔ Beyond immediate relief, where required, what will the short-, medium- and long-term effects be?
- ✔ Will the strategy help people to recover and (re-)establish a viable means of livelihood (or might it lead to dependency)?
- ✔ Are any other measures needed in order to minimize possible negative consequences?
- ✔ What would happen if food assistance were not provided?

Targeting

There are two principal forms, or stages, of targeting:

- ***Geographic targeting:*** allocations are made to different areas on the basis of the assessed aggregate needs of their populations – i.e. the numbers of people in need of assistance and the level of need of people in each area.

  Where there are distinct differences in the levels of need of different groups in the targeted areas, a second stage of targeting is needed – household targeting.
- ***Household targeting:*** assistance is made available only to those households that need it, and not to too many other households. When carrying out household targeting:
  - choose and design activities, and establish feasible selection criteria where appropriate, to ensure that the food reaches the most food-insecure within each area;
  - try to ensure that the community (including leaders) understand the objective(s) and agree on who should benefit.

Effective household targeting on the basis of need (food insecurity) generally requires the full cooperation of the community. In some cases it may be frustrated by a combination of political, social or cultural factors.

Options for targeting

- ***Community-based targeting*** (where feasible) in which, on the basis of agreed needs-based criteria, the community selects which households are to receive food and/or participate in FFW/R activities: this requires a cohesive community with a value system that protects the most vulnerable groups.
- ***Working with implementing partners to conduct household (house-to-house) surveys*** to identify those in real need: this is feasible only where indigenous partners have the capacity and where most people do not need food aid.
- ***Providing commodities that are attractive only to the most needy:*** this is effective in many situations, but is not always appreciated by officials and community leaders.

- ***Providing rations only to specifically defined categories of vulnerable households*** that have already been recognized and registered administratively: this is feasible in more developed societies, but experience shows that it often misses some of the most food-insecure.
- ***Providing a limited general ration for everyone and an additional ration for specifically defined categories of vulnerable households:*** this is more complicated and requires more resources than a single distribution programme.
- ***Providing food only in the form of FFW/R:*** this is satisfactory only when the numbers of people in real need are limited and adequate work opportunities can be provided. A social/nutritional safety net is needed for households that do not have able-bodied adults who are able to work.
- ***Providing a general ration to everyone based on average need, and relying on internal mechanisms within the community to ensure that no one starves:*** this is the most frequent approach, but experience shows that in many situations internal mechanisms cannot be relied on to assure redistribution among households according to need.

In one situation (displaced people on the Thai-Cambodian border in the 1980s) a demographic survey determined that women and girls over 10 years of age (less than 130 cm tall) made up 40% (=1/2.5) of the total population. Instead of distributing to heads of household on the basis of the numbers in each household, these women and girls were registered and each given rations for 2.5 people (see: *Commodity distribution,* 3.6, UNHCR, 1997).

In extreme cases the following options can be adopted:

- Providing cooked meals only (but see 4.1).
- Providing food to malnourished individuals only, or to households with malnourished individuals; however, this does not prevent individuals in other households from becoming malnourished and, in a few cases, families have even kept a child malnourished in order to obtain or maintain an entitlement.

Inclusion and exclusion errors

For each activity, it is important to consider the likely scale of inclusion and exclusion errors, which are defined as follows:

- ***the inclusion error:*** the proportion of total recipients who are not members of the intended target group;
- ***the exclusion error:*** the proportion of the intended target group who do not actually receive rations (people who meet the criteria but receive nothing).

The inclusion of recipients who do not correspond to the established criteria leads to the exclusion of intended beneficiaries and/or the dilution of rations so that people receive less than they should.

In many emergency situations it is not realistic to expect that every one of the intended beneficiaries will be reached while excluding all other people. Perfect targeting may be socially or politically impossible to enforce and/or be too costly and complex to manage. It is generally recognized that the acceptance of a certain inclusion error is less harmful than risking an exclusion error, which leaves needy people without assistance.

Sphere standards for targeting

- ➲ Recipients of food aid are selected on the basis of food need and/or vulnerability to food insecurity.
- ➲ Targeting objectives are agreed among the coordinating authorities, female and male representatives of the affected population, and implementing agencies.
- ➲ Targeting criteria are clearly documented, in terms of population group(s) or geographical location.
- ➲ The distribution system is monitored to ensure that the targeting criteria are respected.

Value to beneficiaries and costs to WFP

When food is being given as an incentive or as payment (e.g. in FFW/R activities), it is important to calculate the economic ***transfer value*** of the ration – the local market value of the ration.

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Example of calculating the transfer value of a ration

A FFW ration comprises:

2.5 kg cereal + 300 g beans + 200 g vegetable oil

Local market prices (in US$ equivalents) are as follows:

ITEM	LOCAL MARKET PRICE (US$)
cereal	0.08/kg
beans	0.20/kg
vegetable oil	0.90/litre = 0.90/0.921* = 0.978/kg

* The specific weight (density) of oil is 0.92 kg/litre

The value of the daily ration on the local market is:

(2.5x0.08) + (0.3x0.2) + (0.2x0.978)

= 0.2+0.06+0.195 = US**$ 0.455**

If the ration is distributed for 60 days, the total transfer value is:

US$ 0.455x60 = US**$ 27.30**

When local purchases or exchanges are an option, whenever beneficiaries trade a significant part of the ration for local items, or if financial assistance could be provided (by some other agency) instead of food aid, it can be useful to compare the cost for WFP to deliver commodities to the beneficiaries with the local market value of the same type of commodities. This is usually done by calculating, for each commodity, the ratio of the local market price to the total cost to WFP and its donors to deliver the commodity from an external source to the locality. (This is known as the 'Alpha value'.)

Example of calculating the ratio of local market price to WFP costs (the Alpha value)

Local market prices (in US$ equivalents) and WFP/donor purchase costs:

ITEM	LOCAL MARKET PRICE (US$)	WFP FOB COST (US$)
cereal	0.08/kg = 80/ton	120/ton

WFP delivery costs:

ocean freight + insurance (for cereal)	80/ton
inland transport, storage and handling (ITSH)	50/ton

The ratio/Alpha value is therefore:

80/(120+80+50) = 80/250 = 0.32

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3.3 Operational planning

This section outlines aspects and actions that may need to be defined, carried out or assured when initiating a food assistance operation and at each subsequent stage of implementation.

Use this as a check-list or as the basis for preparing:

- an agreed overall plan for phased implementation; *and*
- a specific action plan for each planning period.

Some of the aspects need to be defined/agreed in collaboration with the government and/or other partners; others are internal within the WFP country office and sub-offices.

Planning may be for:

- a few days at a time in the early stages of response to a major sudden emergency, or
- for periods of several months later on or in response to a slow-onset crisis.

In all cases, the first step is to define (agree) the planning context: see box below.

The planning context

For planning purposes, seek agreement on current estimates and assumptions concerning the following:

- ✔ the numbers of people in specific areas and population groups who need particular types/levels of assistance
- ✔ the expected evolution of the situation (the planning hypothesis);
- ✔ expected assistance in related sectors
- ✔ possible contingencies that can be anticipated (and are to be covered by contingency planning)
- ✔ how and at what intervals progress will be reviewed and plans revised, if needed
- ✔ the humanitarian and operational principles that guide the whole humanitarian assistance operation, if and when possible, especially in a conflict situation

Aspects to be agreed with the government and partners

Objectives and strategies

Programme objectives, strategies and priorities

- ✔ the overall (medium-term) goal and time frame
- ✔ priorities and specific objectives for the present planning period (for each distinct area and population group)
- ✔ indicators by which the achievement of objectives will be measured

Food assistance strategy

- ✔ type(s) of intervention/activity for each distinct area and population group
- ✔ phasing of the introduction and expansion of each activity in each area
- ✔ targeting: the criteria for geographic targeting and beneficiary selection for each activity
- ✔ food basket and ration levels (including the reasons for choosing the specific commodities and any short-term substitutions that are allowed)
- ✔ measures (and their implementation modalities) to promote recovery and, where appropriate, peace and reconciliation
- ✔ measures (and their implementation modalities) to minimize negative social and environmental impacts

Phasing out and evaluation

- ✔ how and when relief assistance – and later recovery assistance – is expected to be phased out
- ✔ when, how and by whom the effectiveness and impact of operations will be evaluated

Strategies for related non-food requirements and logistics

- ✔ provision for non-food requirements (for food preparation, food for work, increased self-reliance, etc.)
- ✔ the overall logistic arrangements (including measures to increase capacity and reduce costs)

Implementation arrangements

Overall management and partnership agreements

- ✔ responsibility (responsibilities) and arrangements for overall management including resource allocations
- ✔ the particular roles and responsibilities of the government, WFP and other partners
- ✔ operational zones – distinct geographic operational areas, where appropriate
- ✔ arrangements for coordination at the national and sub-national levels
- ✔ the Letter of Understanding (LOU) with the government (see: PDM)
- ✔ the standard text for the agreement with NGO partners (see 10.6 and the PDM)

Food commodity acquisition and delivery

- ✔ food aid requirements – in a month-by-month table
- ✔ sources of food: quantities from national and other in-country stocks, borrowing (see 7.2), local purchases (see 8.2), imports; required actions by the government, WFP and others
- ✔ delivery schedules for commodities from different sources (pipeline management)
- ✔ delivery routes into and within the country – a map and a table showing the routes, mode of transport, travel time, daily carrying capacity and planned throughput
- ✔ schedules for opening new routes; required actions by the government, WFP and others
- ✔ in-country storage locations and management responsibilities – a table showing the location, capacity, area and number of beneficiaries served and the planned throughput (see 9.2, 9.4); criteria and schedules for establishing new storage facilities; required actions by the government, WFP and others
- ✔ security arrangements on transport routes and at storage facilities (if special arrangements are required)
- ✔ desirable operating stock levels (see 6.6)
- ✔ reduction of logistic bottlenecks: responsibilities and schedules for

measures to reduce constraints and/or costs and increase efficiency in port, airport, trucking, storage or other operations (see 9.1)

- ✔ movements to final distribution sites: responsibilities, means of transport
- ✔ estimated LTSH costs (see 9.3)

Beneficiary selection; distribution

- ✔ responsibilities and procedures for beneficiary selection and registration (and procedures for resolving disputes)
- ✔ distribution arrangements: sites, methods, equipment, staff requirements and training
- ✔ arrangements (if needed) to ensure the safety of beneficiaries

Provision and distribution of related non-food items

- ✔ non-food requirements – in a month-by-month table
- ✔ responsibilities and schedules for acquisition, delivery and distribution in all areas where needed

Monitoring and supervision

- ✔ responsibilities for monitoring the distribution and end-use of food and related assistance
- ✔ collaborative arrangements for monitoring the overall situation and the effects of assistance
- ✔ monitoring methods/techniques: frequency, staff, mobility and training requirements for government and NGO partners
- ✔ supervision: staff, mobility and training requirements for government and NGO partners

Guidelines and training

- ✔ general procedures and guidelines for all partners, and a schedule for any new ones; responsibilities of the government, WFP and others
- ✔ training of partners: existing training opportunities and a schedule for instituting new ones; responsibilities of the government, WFP and others for organizing training

Reporting and information management

- ✔ reporting system/arrangements: formats, frequency and channels for submission

- ✔ arrangements for the consolidation, analysis and dissemination of information

Common services (if any)

- ✔ arrangements for the establishment, maintenance and use of any common system (telecommunications, aircraft, etc.)

Contingency plans

- ✔ how a change in beneficiary numbers and/or locations will be responded to
- ✔ how any pipeline problems will be managed
- ✔ other potential contingencies/scenarios and how they will be responded to

Aspects to be planned internally within WFP

Internal plans must be drawn up to fulfil WFP's specific responsibilities during the planning period in terms of quantities of food to be delivered, monitoring and any direct role in distributions.

Internal systems and capacity

Responsibilities and reporting

- ✔ decision-making responsibilities, reporting and coordination within the country office
- ✔ role and delegated authority of sub-offices
- ✔ reporting to regional bureau and HQ: type and frequency
- ✔ reporting responsibilities of sub-offices: type, formats and frequency

Facilities and operational capacity

- ✔ financial systems: bank accounts, petty cash accounts, arrangements for transfers (including movement of cash, where needed); adequate signatory panels for bank accounts and certification of payments
- ✔ procurement and contracting systems: clear guidelines; effective procurement and transport committees
- ✔ physical facilities: arrangements and schedule for establishing/

upgrading offices, warehouses, transport bases, etc.; arrangements for ongoing management
- ✔ telecommunications: arrangements and schedule for the establishment/expansion of communications for offices, individuals, vehicles, convoys and, where appropriate, services to other agencies
- ✔ light vehicles for office/staff transport (rental/purchase, control and maintenance)

Staff and training

- ✔ staffing: schedule for recruitment; arrangements for human resource management (including accommodation)
- ✔ training: schedule for specific training activities to be organized by WFP for staff and partners

Information management

- ✔ pipeline management
- ✔ commodity tracking – the ability to provide essential reports and accounts to donors
- ✔ database management – all the information necessary for planning, managing and reporting on the operation

External relations

- ✔ donor relations: arrangements for regular information and liaison
- ✔ public information strategy, responsibilities and guidelines for dealing with the news media (international and local)

Procedures and guidelines

(current and a schedule for development of new ones)

- ✔ for dealing with requests
- ✔ for local contracting
- ✔ others as required

Logistics plan

Stocks and movements

- ✔ movement schedule to meet programme requirements
- ✔ commodity pre-positioning and operational stock requirements
- ✔ warehousing plan – table showing storage facilities, capacities, areas and numbers of beneficiaries served, planned throughput, desired operating stock
- ✔ port operations, including handling equipment/operations
- ✔ land-frontier operations, including handling equipment/operations
- ✔ warehouse facilities and management

Transport

- ✔ table showing routes, modes, travel time, capacity, planned throughput, notes (e.g. actions planned to reduce bottlenecks/increase efficiency)
- ✔ road transport: use and management of commercial and government and other relief fleets
- ✔ air/water transport
- ✔ fuel and maintenance for transport units

Distribution, monitoring and evaluation

- ✔ plan and resources for the implementation of distribution (when WFP is directly responsible)
- ✔ plan and resources for the phased implementation of monitoring (see chapter 5)
- ✔ plan and resources for periodic self-evaluations and external evaluations

Security arrangements

- ✔ security plan for each WFP location
- ✔ registration of all WFP personnel with the UN resident coordinator/UNDP and included in the UN security plan
- ✔ orientation/training of all WFP staff in security precautions and procedures; regular security briefings for staff in all locations
- ✔ specific security measures for offices, warehouses, residences

Contingency plans

- ✔ possible contingencies identified, prioritized and planned for (see 3.6)

3.4 Choosing a distribution system

Characteristics of a good distribution system

A good distribution system has the following characteristics:

- ***Fairness:*** Rations and allocations are based on an objective assessment of need. Distribution is made according to household size. The receipt of agreed rations is monitored.
- ***Accountability to beneficiaries:*** The distribution system takes account of social, ethnic and political divisions within the population. Socially and politically vulnerable people are identified and arrangements are made to ensure that they receive their entitlements. Beneficiary food committees are established to communicate beneficiaries' views on distribution processes and any complaints. WFP and/or NGO partners carry out independent monitoring during and after distribution.
- ***Accountability to donors and within WFP:*** There is regular reporting and analysis of the quantities being distributed and the numbers of beneficiaries. WFP/NGO monitors are present during distribution and/or at post-distribution monitoring.
- ***Transparency:*** Information on ration entitlements and the method and timing of distributions is widely disseminated. Distributions are made openly in a public place. Beneficiaries are informed in advance of any problems in food supply, changes in rations or distribution schedules, etc.
- ***Respect:*** The distribution process recognizes the physical and psychological vulnerability of those being assisted and is specifically designed to preserve their dignity and self-respect.
- ***Gender sensitivity:*** Women are represented on food committees. Women (normally) receive the food in recognition of their role in household food management. Distributions are planned to avoid interfering with women's other domestic responsibilities and putting them at unnecessary risk.

Choosing the type of food distribution system

The advantages and disadvantages of some distribution options are shown in the table on the next double page. The choice depends on:

- the extent to which beneficiary representatives, community leaders or local officials have the capacity and can be relied on to assure distribution to households on the basis of need;
- the resources available; *and*
- the security situation and urgency of need.

During the first days of a major emergency, there may be no alternative to delivering food to existing leaders or directly from trucks (or helicopters) to people who present themselves.

As rapidly as possible, a system must be put in place that: a) assures that food reaches the most needy as efficiently as possible (with a minimum of misappropriation); and b) permits effective monitoring.

For detailed guidelines see:

- *WFP food and nutrition handbook, chapter 10.*
- *Commodity distribution, UNHCR, 1997.*

Sphere standards for distribution

The method of food distribution is equitable and appropriate to local conditions. Recipients are informed of their ration entitlement and its rationale:

- People are aware of the quantity and type of ration to be distributed for each distribution cycle, and reasons for any differences from the established norms are provided.
- People receive the quantities and types of commodities planned.
- The method of distribution is readily accessible and distribution is scheduled at convenient times to minimize disruption to everyday activity.
- Recipients are involved in deciding the most efficient and equitable method of distribution; women are consulted and have an equal input into decision-making.

When deciding the frequency of distributions (monthly or more frequently) there is consideration of the following:

- the cost of transporting commodities from the distribution centre;
- the time spent travelling to and from the distribution centre; and
- the security of recipients and commodities once distributed.

Advantages and disadvantages of different distribution systems

MECHANISM	ADVANTAGES	DISADVANTAGES
Through **local government**	• Quick and efficient when local infrastructure is sufficient • Builds local capacity	• Government capacity may be limited • High cost when local infrastructure needs to be reinforced • Government (or officials) may have financial or political motives for controlling food distribution
Through **traditional leaders**	• The social and cultural values of the population are respected • Easy in the initial stages of emergency and for dispersed populations • Low-cost and quick • No external registration or ration cards are needed	• Knowledge of social structures and power relations is essential • Effective only in small intact communities • Risk of abuse if social structures are broken down or are replaced by abusive leadership • Difficult to monitor
Through **new groups or committees**	• Undermines abusive power relations and has a lower risk of abuse • Agency understanding of the local society • Some community participation, particularly women's representation, occurs • Self-monitoring • Low-cost	• External registration and ration cards are needed in some cases • Appropriate in stable situations only • Groups must be elected so that they truly represent communities • Resentment from traditional leadership • Extensive information campaigns are needed
Direct to **households** in groups or individually*	• Efficient for large unstructured populations • Initial control over beneficiary numbers • Undermines abusive power relations and leadership • Less risk of unequal distribution • Easy to monitor	• High-cost (staff, materials, time). • Little beneficiary participation • Registration and ration cards are necessary
Direct to **individuals** (cooked food)	• No scope for manipulation or discrimination • Self-targeting • No registration or ration cards are needed • Easy to monitor • Overcomes problems of limited fuel, utensils, water	• Extremely high-cost (staff, materials) • Time-consuming • Possible only for small groups (1,000 per kitchen) • No possibility for beneficiaries to exchange ration items so all nutritional needs have to be met • Risk of creating population concentrations • Health risks

* Where distribution is to households:
- distribution to representatives of individual households assures more direct agency control but requires considerable resources;
- distribution to pre-defined groups of households is less resource-intensive and less demeaning for beneficiaries, but is feasible only where there is good registration and homogeneous groups can be identified.

3.5 Implementing distribution to households

Implementing arrangements

Implementation is normally managed by existing government structures (if they are fully capable). Frequently it is managed through NGOs who either deliver food to leaders or groups and then monitor their distribution operations, or distribute food directly to beneficiaries.

WFP may assume direct responsibility if no, or insufficient, NGOs are able and willing to manage implementation (or if direct distribution by WFP is demonstrably more cost-effective).

Whenever WFP works with partners, responsibilities are defined in written agreements (see 10.6). If more than one agency is involved in distribution (e.g. in different but neighbouring localities), a common distribution strategy for all agencies is essential.

Key criteria for selecting implementing partners

- Government acceptance
- Past experience of food distribution
- Past experience, and success, in the country or area of operation
- Ability to mobilize qualified and experienced staff (and resources) quickly
- Neutrality and impartiality

Distribution sites

Number of sites

Sites should be as close to the beneficiaries as is feasible, but a multiplicity of sites should be avoided on account of costs and the difficulties of monitoring and of preventing people from presenting themselves at (and benefiting from) several different sites.

UNHCR recommends that there should be at least one site per 20,000 refugees and that people should not have to travel more than 5 to 10 km (for dispersed populations) to reach the site.

Advantages and disadvantages of having few or many distribution points

FEW DISTRIBUTION POINTS	MANY DISTRIBUTION POINTS
ADVANTAGES	
• Fewer staff are needed • Less infrastructure (fewer roads and distribution centres) are needed • Less transport is required	• Fewer crowd-control problems • Easier access for women • Shorter journeys home • Beneficiaries can see distribution taking place – easier self-policing • Special arrangements for weaker groups are easier
DISADVANTAGES	
• Longer journeys home • Potential crowd problems • Difficult for beneficiaries to see distribution – lack of self-policing • Difficult access for weaker groups	• More staff and transportation are needed • More structures, roads, access and cleared sites are needed

[ADAPTED FROM COMMODITY DISTRIBUTION, UNHCR, 1997]

Choice of sites

In general, especially in any area of high population density:

- Sites should be in open areas well away from crowded places such as markets or hospitals and, preferably, at some distance from dwellings and food stores; they must be easily accessible for food deliveries during all seasons.
- Sites should be enclosed by a fence and partitioned with separate areas for queuing, distribution and food stocks; there should be emergency exits.
- Water, shelter, sanitation facilities and first aid services should be available for beneficiaries as well as staff.

- There should be a smooth floor, which is well drained and above ground level, on which to unload and move food sacks.

Distribution frequency and schedules

The frequency of distributions must be considered carefully from the perspectives of both beneficiaries and the implementing organization: see box below.

Advantages and disadvantages of short and long distribution intervals

SHORT DISTRIBUTION INTERVALS *(e.g. weekly)*	LONG DISTRIBUTION INTERVALS *(e.g. bi-weekly or monthly)*
ADVANTAGES	
• Each distribution takes less time • Beneficiaries have smaller to carry and store – less risk in a conflict situation • Greater flexibility when deliveries are uncertain • Some items can be distributed less frequently (e.g. at every second distribution)	• Better when beneficiaries have far to travel or many other things to do • Less effort and cost for the distributing organization
DISADVANTAGES	
• Beneficiaries have frequently to devote time to food collection • Distributing organization has to arrange deliveries, distribution and monitoring more frequently • Beneficiaries may be encouraged to abandon their homes and settle around the distribution sites	• Distributions take more time • Beneficiaries have larger quantities to carry and store at home • More likely that items will be sold by, or stolen from, beneficiaries • Short-term delivery problems are more serious for the beneficiaries • More likelihood that bandits or militias will raid sites

If the situation is stable and there are to be frequent distributions, it may not be necessary to distribute every item at each distribution. Logistics may be simplified and costs be reduced by adopting a staggered distribution schedule as in the example below.

Sample distribution schedule

The following might be appropriate for an operation of extended duration, with distributions at weekly intervals, for a population that has no significant access to food from other sources (see 6.5).

Item	Daily ration (g)	Quantities distributed per person for each 7-day period (g)				4-week total (g)
		WEEK 1	WEEK 2	WEEK 3	WEEK 4	
Cereal	400	2,800	2,800	2,800	2,800	11,200
Pulses	60	420	420	420	420	1,680
Oil	25	700	–	–		700
Fortified blend	50	–	700	–	700	1,400
Sugar	15	105	105	105	105	420
Salt	5	–	–	150	–	140

Ration cards

Ration cards and/or beneficiary lists

- Ration cards are required whenever an implementing partner or WFP distributes to households individually or in groups. The cards should:
  - specify the name of the ration card holder, the number of individuals in the household who depend on the card holder for their food, the address (village, camp sector) and the expiry date;
  - have numbers, or boxes, that can be checked off at the time of distribution;
  - be difficult to counterfeit (forge), have a unique sequence number and be durable.
- Beneficiary lists (without ration cards) may be sufficient when distribution is on a community basis.
- Arrangements must be made to withdraw and destroy ration cards from refugee/IDP households when they finally leave the camp/area.

Ration card holders

For general food distributions to households, the ration card has usually been issued in the name of the head of household. In line with its Commitments to Women and its concern to ensure that family food requirements are met (see 1.4), WFP increasingly arranges for ration cards to be issued based on principles such as the following:

- ***For monogamous families*** comprising a husband, wife and their dependents, or a single parent/guardian and her/his dependents:
  - the wife, or the single parent, is registered as the ration card holder. She/he may be given the opportunity to designate another family member to collect the household's ration on her/his behalf.
- ***In polygamous settings*** where a man has more than one wife:
  - each wife is registered as a ration card holder for herself and her dependents;
  - the husband is either included as a member of one of these units or registered as an individual ration card holder, according to his choice.

  This applies in all polygamous settings regardless of whether the husband shares his time among separate households formed by each wife and her dependents or heads a joint family household in which all wives and dependents cook and eat together.
- ***Individuals living alone*** are registered as individual ration card holders.

For households that are not based on family ties, efforts are made to issue the ration cards in the name of women.

Other practical arrangements

Involving the beneficiaries

- Ensure that all beneficiaries, especially women, are consulted on and fully informed of:
  - the basis for the ration level;
  - how to gain maximum nutritional benefit from the ration;
  - the place and time of distribution;
  - how distributions are to be organized;
  - the fact that no services/payments are to be provided for receiving the rations.
- Maintain the planned regular schedule of distribution days so that beneficiary confidence is not undermined. If a change in distribution day and/or ration content or size is unavoidable, inform the beneficiaries in advance and give reasons for the change.
- Establish a complaints procedure. Beneficiaries, including women, must be able to make complaints and have them dealt with fairly.

Equipment

- When rations are to be distributed to individual households, ensure that there is an adequate supply of durable scoops (volume measures) for each commodity and that the scoops correspond to the ration quantities per person.
- Suitable scales should be available for beneficiaries (as well as monitors) so that they can check the weights of what they have received.
- A supply of empty, spare sacks may be needed during initial distributions. Beneficiaries should be advised in advance of any requirement on their part to bring containers for both dry and wet (vegetable oil) commodities.

Management aspects

- Deliver food early in the day and start distribution early.
- Organize distributions simultaneously in neighbouring camps/communities.
- Ensure that there are adequate storekeepers, guards, distributors, supervisors and cleaners (and cooks in case of cooked food); provide all such staff with distinctive hats, scarves or badges.
- Involve beneficiary representatives and community leaders in organizing the movement of people.
- Ensure that new scoops are supplied if a new commodity is provided or the ration level is changed.
- Exclude non-authorized people from the distribution area.

- Designate a person to be responsible for security at each site and make him/her known to everyone. Prepare an evacuation plan for each large site.
- Avoid payment in kind (in food) for distribution workers.
- Ensure that all the food remaining at the end of a distribution is returned to stock.
- Specify what is to be done with empty containers (see 7.5).
- Keep the site clean.
- Ensure that there is especially close monitoring of distributions in situations where the population is not homogenous or where there are social tensions or insecurity.

It may be useful to perform test runs using groups of beneficiaries who might not be able to participate on normal distribution days (e.g. health centre or camp administration personnel).

See 6.5 for information on what to do when the quantities on hand are insufficient.

N.B. If reduced rations have to be distributed because supplies are lacking, the shortfall will not necessarily be made up in subsequent distributions (for aspects to consider in relation to refugees, see 10.2).

Crowd control

Avoid/defuse problems at any large distribution site by:

- selecting sites carefully, limiting numbers, keeping beneficiaries informed and minimizing waiting periods;
- having sufficient personnel to ensure orderly waiting and movement, and to prevent cheating;
- ensuring that organizers remain calm and dignified, and that the person responsible for security is always present and visible;
- having local authorities present;
- not springing surprises on the population at the distribution site (by, for example, failing to announce in advance a change in rations or a mass verification of registration documents);

- dealing quickly, firmly and fairly with any case of disorder or cheating; move problem cases immediately into a separate area away from onlookers.

For detailed guidelines see:

Commodity distribution, UNHCR, 1997

The management of nutrition in major emergencies, chapter 4, WHO, 2000

3.6 Contingency planning

Contingency planning is undertaken in anticipation of a new crisis – a new emergency situation or a major change in an ongoing situation. It is a process that should be carried out jointly with other UN agencies and, whenever possible and appropriate, with government and other partners.

The following are the main steps in contingency planning:

1. ***Hazard and risk analysis:*** list the hazards/events that could result in a sudden change in the food security of people and/or the implementation of ongoing assistance operations.
2. ***Contingency prioritization:*** assess the probability and likely consequences of each of the potential hazards and select those for which specific plans should be prepared (e.g. the most probable and the worst-case).
3. ***Scenario building:*** for each selected contingency, describe (make explicit assumptions about) the likely consequences and the situation that would be faced (see below).
4. ***Contingency plan preparation:*** define what WFP and others would have to do to respond to each scenario and how the response would be organized (see below).
5. ***Preparedness actions and updating the plan:*** take specific actions to enhance preparedness; review the analysis and plan(s) regularly, and update them when necessary.

Describing a scenario

Make specific planning assumptions concerning the:

- location(s)/area(s) that are expected to be affected;
- numbers and characteristics of the people expected to be affected;
- impacts on food production, markets and the access of different groups of people to food and coping mechanisms;
- likely depletion rate of household stocks;
- period during which food assistance may be required;
- assistance actions that are expected from the government and others;
- availability and capacities of implementing partners;
- expected constraints on logistic/delivery systems; and
- security situation and any constraints on movements.

Elements of a contingency plan

For each scenario, define (anticipate) what would be appropriate in terms of:

- ***Programme strategy:*** objectives, beneficiaries, types of intervention, rations and food requirements
- ***Implementation arrangements for:*** immediate response, assessment, distribution, implementing partners, monitoring and reporting, and external coordination
- ***Probable sources of food:*** markets, WFP stocks, other agencies
- ***Logistic arrangements:*** transport routes, storage facility requirements and availabilities, LTSH and special operations
- ***Telecommunications systems***
- ***Internal (WFP) management arrangements for:*** offices, staff, transport, training and security
- ***Budget items,*** in outline

For further details, see: *Contingency planning guidelines,* WFP-OHA 2001.

3

4 Types of Programme Activity

IN THIS CHAPTER brief notes and guidelines are provided concerning the various ways in which WFP food aid is used in emergency and protracted relief and recovery operations:

- **4.1** for general food distribution
- **4.2** for supplementary feeding
- **4.3** for therapeutic feeding
- **4.4** for food-for-work or food-for-recovery
- **4.5** for market interventions
- **4.6** for support to child care, education, health and other social services

An EMOP or PRRO normally comprises one or a combination of these activities. For guidelines on formulating an overall food assistance strategy, see 3.2.

4.1 General food distribution

Purpose and principles

- General food distributions aim to provide households with food to make up the difference between:
  - their nutritional needs – what they need in order to re-establish and maintain satisfactory nutritional health (see 6.3), and
  - what they are able to provide for themselves without adopting damaging coping strategies (see 2.2).

General distributions should be introduced only when absolutely necessary. They should be targeted to those who need them, and discontinued as soon as possible.

Circumstances

- General food distribution should be carried out only when a whole population or a large part of it:
  - is cut off from its normal sources of food;
  - faces an imminent acute food crisis; or
  - needs help while re-establishing livelihoods immediately after a crisis.

General distribution is often needed in the early stages of an emergency but should be reduced and phased out as people re-establish their self-reliance.

Dry ration distributions

The following are the main features of dry ration distributions:

- A mix of food commodities is given for households to prepare meals at home.
- The ration complements the food that people can provide for themselves or obtain from other sources. For people who have no access to other food, the ration meets their total nutritional needs.

- Distributions are organized at regular intervals, e.g. once a week or once or twice a month (see 3.4).
- Households must have containers in which to receive and store the food. They also need to have (or have access to) utensils, stoves and fuel with which to cook the food.
- If whole grains are provided, facilities for milling or grinding must be available at household or community level.
- Special action may be needed in order to avoid micronutrient deficiencies (see 6.8).

A standard ration is given for each man, woman and child. Food is normally distributed to the ration card holder for each household – e.g. 5 rations are given to a 5-person household. Food should preferably be distributed to women, unless this would expose them to risks of violence.[6] For guidance on distribution arrangements, see 3.4 and 3.5.

Exceptional situations

Ready-to-eat foods may need to be distributed during the first few days of a sudden acute crisis (see 6.10).

Cooked meals may be necessary:

- at transit and reception centres when people are on the move; *or*
- in situations of extreme insecurity where people carrying food home would be at risk and the food is likely to be taken by combatants.

Otherwise, agency-managed 'soup kitchens' are generally to be avoided. The same human and financial resources could assure the distribution of dry rations to a much larger number of people in a larger area. In addition, 'mass feeding' is demeaning for the beneficiaries and removes responsibility from families.

Fuel-saving strategies

The options for minimizing environmental damage from the large-scale collection of fuelwood over an extended period include:

6 In one case, food was distributed to registered women and girls on the basis of the ratio of the total population that they represented, see 3.4.

- providing improved, fuel-efficient stoves;
- providing stoves and fuel (kerosene or gas) at communal kitchens where individual households can use them in rotation;
- organizing families to cook together in small groups;
- promoting the use of biomass (if culturally acceptable) or other alternative fuels.

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4.2 Supplementary feeding

Purpose and principles

- Supplementary feeding is implemented to combat or prevent malnutrition by providing additional food to malnourished or nutritionally vulnerable individuals.
- Beneficiaries are selected and registered on the basis of specific criteria relating to nutritional status or vulnerability. (Ration cards are issued in the name of the selected individual. As for general feeding, they should have numbers or check boxes, and be difficult to counterfeit.)
- Where general food distributions are also being carried out, food provided in supplementary feeding is additional to the general ration.
- A supplementary feeding programme (SFP) can be 'targeted' or 'blanket' depending on the situation (see below).
- SFPs are not a substitute for inadequate general rations. Always give priority to ensuring that general rations are adequate, otherwise SFP efforts will not be effective in the long term

Exceptionally, when food and/or institutional resources are not sufficient to ensure the distribution of an adequate general ration, SFPs have sometimes been used to direct the available resources to the most nutritionally vulnerable.

Roles of WFP and others

- SFP operations are normally managed by NGOs (either directly or in collaboration with health or other local services).
- For populations of concern to UNHCR (refugees, returnees and some IDPs), UNHCR mobilizes, signs agreements with and coordinates the implementing partners of SFP operations.
- For other populations, UNICEF may coordinate the partners in a joint operation with WFP, or WFP may organize/coordinate operations directly with partners.
- When assessment determines that there is a need for an SFP, WFP provides the required food aid commodities, e.g. grain, fortified blended food (FBF), pulses, oil and sugar. If dried skim milk (DSM) is needed, UNHCR provides it for refugees, and WFP for other populations (see 10.2 and 10.3).

Targeted SFPs

Objectives

- To rehabilitate moderately malnourished individuals, especially children.
- To prevent moderately malnourished individuals from becoming severely malnourished.
- To provide follow-up to individuals referred from therapeutic feeding programmes, and food supplements to selected expectant and nursing mothers.

Circumstances

Targeted SFPs are implemented when:

- 10 to 14% of children under 5 years of age are below 80% (or below -2 SD) of median weight-for-height; *or*
- 5 to 9% of children under 5 years of age (6 to 59 months) are below 80% (or below -2 SD)[7] of median weight-for-height *and* there are aggravating factors (see 3.1).

Target groups

- The primary target group for targeted SFPs is moderately malnourished children under 5 years of age (i.e. children 70 to 80%, or between -2 and -3 SD, weight-for-height).
- The following groups may also be included (registered):
  - children who have been discharged from therapeutic feeding;
  - clinically malnourished individuals over 5 years of age;
  - expectant and nursing mothers who are nutritionally vulnerable for medical or social reasons.

7 SD = standard deviation score. For a brief explanation, see 6.1.

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Usual discharge criteria

- ***For young children:*** those who have maintained at least 85% weight-for-height for one month (in a take-home SFP) or two weeks (in an on-site SFP).
- ***For individuals over 5 years of age:*** those who have attained stable and satisfactory nutritional status and are free from disease.

Blanket SFPs

Objectives

- To combat widespread malnutrition and related mortality.

Circumstances

Blanket SFPs are implemented when:

- more than15% of young children (6 to 59 months) are below 80% (or below -2 SD-score) weight for height; *or*
- 10 to 14% of young children (6 to 59 months) are below 80% (or below -2 SD) weight for height *and* there are aggravating factors (see 3.1).

Target groups

The target groups (and admission criteria) for blanket SFPs are:

- all children under 5 years of age or less than 110 cm in height/length (admission may be limited to children under 3 years or less than 90 cm if resources are scarce);
- expectant mothers from the third month of pregnancy;
- nursing mothers up to six months after giving birth;
- adults showing signs of malnutrition;
- elderly and sick people.

Programme closure criteria

The programme may be closed when:

- fewer than 15% of young children are below 80% weight-for-height and there are no aggravating factors, or fewer than 10% of young children are below 80% weight-for-height and there are aggravating factors;
- general food distribution meets the assessed needs of the population; *and*
- disease control measures are effective.

Normally, a blanket SFP should be phased out within 3 months. During that time, the overall food, health and sanitation situation should have improved. Therefore, the nutritional status of the population should be reviewed after 3 months. A blanket SFP may sometimes be replaced by a targeted SFP.

Take-home and on-site SFPs

A ***take-home SFP*** is the preferred option in most circumstances. In these cases:

- a dry ration is distributed every 1 or 2 weeks to mothers (who are encouraged to bring registered children so that their condition can be observed regularly) and other adult beneficiaries;
- the ration should provide 1,000 to 1,200 kcals per day (30% in fat) with 35 to 45 g of protein. This is in recognition of the fact that some of the food will be shared in the family.

An ***on-site SFP*** at a special centre is much more expensive and difficult to organize (and is no more effective) but may be justified when:

- households have few other sources of food and any take-home ration would be widely shared;
- food preparation at the household level is difficult (fuelwood or utensils are lacking); or
- there is widespread insecurity and beneficiaries would be at risk when carrying rations home.

In such circumstances:

- food is prepared and eaten in the centre;
- the ration should provide 500 to 700 kcals (30% in fat) with 15 to 25 g of protein. A complex of vitamins and minerals (CVM) or fresh vegetables and fruit should be included.

Sample SFP daily rations (all quantities are in g/day)							
	TAKE-HOME		ON-SITE				
	1	2	3	4	5	6	7
Blended food	250	200	100	-	-	125	100
Cereal	-	-	-	-	125	-	-
High energy biscuits	-	-	-	125	-	-	-
Oil (vitamin A-fortified)	25	20	15	-	20	10	10
Pulses	-	-	30	-	30	-	-
Sugar	20	15	-	-	-	10	10
Salt (iodized)	-	-	5	-	-	-	-
CVM or fresh vegetables and fruit	-	-	✔	-	✔	✔	✔
Energy *(kcal)*	1,250	1,000	620	560	700	605	510
Protein *(g)*	45	36	25	15	20	23	18
Fat *(% kcal)*	30	30	30	30	28	26	29

Monitoring indicators: benchmarks

The effectiveness of a SFP is indicated by the percentage of children (or other registered individuals) leaving/exiting the programme for different reasons each month (see box below), and by changes in the nutritional status of the population, although this is influenced by many factors.

Some benchmarks for the performance of a SFP		
	PROPORTION OF EXITS	
REASONS FOR EXIT	**GOOD PERFORMANCE**	**ALARMING**
Recovered	>70%	<50%
Death	<3%	>10%
Default	<15%	>30%

4.3 Therapeutic feeding

Purpose and principles

- The purpose of therapeutic feeding programmes (TFPs) is to reduce mortality by providing treatment for severely malnourished individuals.
- Intensive nutritional treatment is accompanied by intensive health care. The availability of trained health staff is a prerequisite for any TFP.
- Beneficiaries are registered and admitted on the basis of anthropometric screening or referral from a health clinic.
- Special TFP centres are established when the numbers of severely malnourished cases cannot adequately be treated by existing health care facilities and staff.
- Treatment should be provided in line with the guidelines in the WFP *Food and nutrition handbook* and the joint UNHCR/WFP *guidelines for selective feeding programmes in emergency situations* (which are consistent with WHO's *Management of severe malnutrition*).
- Different treatment regimes are needed for: a) severely malnourished children; and b) adolescents and adults suffering from severe wasting or famine oedema. Separate facilities for these groups may be required.

In some cases, individuals who have no major complications (such as pneumonia or septicaemia) may be treated at home under the close supervision of specially trained community health workers.

In refugee situations in Africa, it has been found appropriate to base plans on the assumption that 1% to 2% of the population will require therapeutic feeding during the initial stages of an operation.

Roles of WFP and others

- TFP operations are normally managed by NGOs; they also fund operating costs from their own or other sources.
- For populations of concern to UNHCR (refugees, returnees and some IDPs), UNHCR signs agreements with and coordinates the partners in TFP operations.

- For other populations, UNICEF may mobilize and coordinate the partners in a joint operation with WFP. In some cases WFP may support partners directly.
- Where assessment determines that there is a need for a TFP:
  - UNHCR, UNICEF or the NGOs themselves provide the therapeutic milk[8] and other special food items that are required, as well as medical supplies, etc.
  - WFP may provide blended foods, oil, sugar and/or high-energy biscuits. BP-5s (see 6.10) can be used - crushed to make porridge - for the second and later phases of treatment, but should not be used during the first phase. WFP may also provide DSM for TFPs among non-refugee populations if therapeutic milk is not available.

Food required for the therapeutic feeding of 100 children for 30 days

COMMODITY	QUANTITY (KG)
Therapeutic milk (TM)	1,140
Items for preparing high-energy milk (HEM) in the absence of TM:	
DSM	480
Sugar	300
Oil 360	
CVM (complex of vitamins and minerals)	18
Items for preparing porridges (two per day)	
Corn-soya blend (CSB)	480
Oil	120
Sugar	90
[ADAPTED FROM MSF GUIDELINES, 2000]	

8 Specially formulated mixtures known as F-75 and F-100 are used for the first and second phases of treatment of severely malnourished children. These are available through UNICEF Copenhagen.

Admission, discharge and closure

Admission criteria

The criteria for admission to a TFP are:

- children under 5 years of age with less than 70% median (less than -3 SD) weight for height or with oedema; *and*
- older children, adolescents and adults with oedema or other clinical criteria (referred by a medical doctor).

Discharge criteria (transfer to SFP)

- ***For young children:*** those who have maintained at least 80% (or more than -2 SD) weight for height for two consecutive weeks, show good appetite and are free of illness; (when there is no SFP, discharge occurs at 85% or more than -1.5 SD).
- ***For individuals over 5 years of age:*** those who have no oedema, are showing weight gain and good appetite, and are free of illness.

Closure criteria for special TFP centres

- When the number of patients has decreased to a level that can be managed by existing health facilities and staff.

Monitoring indicators: benchmarks

The effectiveness of a TFP is indicated by the percentage of children (or other registered individuals) leaving/exiting the programme for different reasons each month: see box below.

Some benchmarks for the performance of a TFP

	PROPORTION OF EXITS	
REASONS FOR EXIT	**GOOD PERFORMANCE**	**ALARMING**
Recovered	>80%	<50%
Death	<5%	>25%
Default	<10%	>25%

4.4 Food for work/ recovery (FFW/R)

Purpose and principles

- The purpose of FFW/R is to provide food-insecure households with opportunities for paid work (from which to earn food/a livelihood) that, at the same time, produce outputs that are of benefit to themselves and the community.
- Preference is given to able-bodied individuals from the most needy households among the priority target groups.
- Activities should be selected by and planned with the target groups themselves, as much as possible.
- Activities should not be a disincentive to local agricultural production nor should they undermine long-term development projects.

Food for work (FFW)

The FFW modality is also used in development programmes. In order to avoid undermining the standards applied in such development programme activities, FFW in emergencies and PRROs must meet similar standards. Therefore:

- technical supervision as well as appropriate tools and materials must be available to ensure that outputs are of satisfactory quality, and therefore useful and durable, and
- payment is based on work norms that are appropriate to the local circumstances; typically it provides workers with the equivalent of about 80% of a local wage. (If cash is available from other sources it may be preferable to pay part in food and part in cash.)

Food for recovery (FFR)

During an acute emergency, especially immediately after a sudden disaster, less structured short-term FFR activities can contribute to initial recovery and serve as an alternative to free distributions. In these cases:

- activities should be entirely within the capabilities of the population and should not require outside technical supervision; and
- remuneration should be on a daily basis, or a fixed amount of food should be supplied for a specified task. Remuneration should be referred to as an incentive provided to help people to undertake tasks that are of direct benefit to themselves. (It should not be described as 'payment'.)

Food incentives for service providers

Food may be used as incentives to community service workers in refugee and IDP camps. Before providing food incentives to personnel (e.g. teachers and health workers) in other contexts, it is important to ensure that an exit/phasing-out strategy is in place.

Examples of situations in which FFW/R can be appropriate

DURING SLOW-ONSET CRISES or in response to early warnings:

- FFW for the construction or repair of water conservation structures or irrigation channels; other public works

AFTER SUDDEN DISASTERS (e.g. floods, cyclones, earthquakes):

- FFR for debris removal and general clean-up operations; labour-intensive repair of roads, embankments, other public infrastructure
- FFW/R may be the only food-related intervention in response to some small-scale disasters

DURING LONG-TERM/COMPLEX EMERGENCIES
(including refugees and IDPs), once the situation has stabilized:

- FFW/R for the maintenance of access roads; the construction and maintenance of community service facilities; land clearance for food production
- FFW may be introduced or expanded as general distributions are reduced

Practical considerations

- Local authority or NGO partners with experience in such operations are needed to provide technical, managerial and material non-food inputs, including on-site supervision of the FFW activities.
- Except for immediate post-disaster FFR operations, plan to start mod-

estly and expand progressively as capacity allows. It is rarely possible to organize FFW activities quickly on a large scale.

- When plans for FFW activities have been drawn up in advance and kept 'on the shelf', review and update them as needed, in the light of the prevailing situation.
- FFW/R can be self-targeting in some situations, but not in all. When large numbers of people are in need, administrative and/or community targeting methods will be required in order to select beneficiary households and limit participation to one worker per household (or to numbers defined in relation to household size).
- When choosing commodities, take account of their economic transfer value (see 3.2) and their attractiveness to the target beneficiaries and others. Avoid creating an excess of any particular item on the local market. Limit the number of commodities in the food basket in order to simplify logistics and accounting.

For further details, see: PDM.

4.5 Market interventions

Purpose and principles

- Market interventions are intended to make food available to people who have the means to pay for it, either in cash or kind, but who have no or limited opportunities for such purchases or barter/exchange transactions.
- Exceptionally, and with donor agreement, WFP may provide some food for short-term market support in specific areas or for exchange with beneficiaries. (WFP food should normally be provided free, or as remuneration for work, to victims of emergencies who do not have the means to pay for food.)
- The funds/produce generated in such operations are used to support the relief operation.

Market support

Making food available to selected population groups at controlled, subsidized prices is an appropriate form of assistance when, as a direct result of an emergency, there are supply shortages and sharp price rises that are causing distress for poorer groups who still have some purchasing power. Such support may be particularly important when the national market is fragmented and local food prices are excessively volatile.

Commodities required for market support operations should normally be provided by donors bilaterally. The commodity most often available is wheat.

Exceptionally, WFP may consider providing some commodities for sale when:

- direct distribution is not feasible because of insecurity, the risk of theft or prohibitive costs, but national traders are able to move food into the target region and food sales would help to stabilize markets and may help to prevent large-scale displacement of emergency-affected people; *and/or*
- free distributions are inhibiting normal market mechanisms (and fostering dependency), but severe food deficits still exist, commercial

imports are limited and putting food into the local market would facilitate a return to normal conditions.

In such cases the country office should:

- make a thorough analysis of the market situation;
- establish (negotiate) rates and carefully draw up contracts with the government, or with traders in consultation with the government; seek professional advice;
- arrange to deposit the funds generated in a special account, which is normally managed by the government; *and*
- establish criteria for the use of the funds and a joint government-WFP management committee to agree allocations and monitor usage.

Exchange with beneficiaries

Food may be given to affected rural populations in exchange for their own produce when:

- drought has led to deaths among cattle, a dramatic fall in the prices paid for livestock and consequent acute hardship among pastoralists; (grain may be given in exchange for animals and the meat used in other programme activities);
- farmers faced with an acute food shortage would otherwise eat their seed stocks. (Grain may be given in exchange for seed, which is stored and distributed in time for the next planting.); or
- marketing systems have totally collapsed so that the rural producers of cash crops are unable either to sell their produce or to buy food.[9]

Rates of exchange should normally be fixed by taking account of relative prices on local markets both before the emergency and as they are at present.

The produce received can be used in local relief programmes or be transported to urban markets where it can be sold. It may be back-loaded on the trucks that bring WFP food into the area.

For further details/examples, see: PDM.

9 For example, grain was given in exchange for cashew nuts in Mozambique in the 1980s.

4.6 Supporting childcare, education, health and other social services

Purpose and principles

- In order to help ensure the healthy development and continuing education of children during an emergency (to the extent possible) and afterwards, food may be provided to support institutions that provide shelter, counselling, education, health care and opportunities for safe play for children.
- Food may be provided to institutions that care for elderly or handicapped people and that lack basic funding.
- Such support should be in collaboration with UNICEF, UNHCR (for refugees) and NGOs with relevant expertise.

Orphanages: unaccompanied children centres

UNICEF and UNHCR recommend that children without families are cared for through fostering or placement in small house groups within their own communities – and not through placement in large orphanages.

When there is general food distribution, care must be taken to ensure that families providing supervised foster care for unaccompanied children receive rations for those children.

When orphanages already exist or temporary centres need to be established to provide initial care for unaccompanied children prior to placement with foster families:

- WFP can provide the orphanages/centres with a variety of commodities from the food basket for general and supplementary feeding programmes;
- UNICEF, UNHCR or NGOs should normally provide any other (complementary) commodities that may be needed, and also assure the means to prepare the food;
- close coordination with UNICEF is needed in order to ensure that any action is in the best interests of the children.

Education: schools

School feeding can be appropriate when:

- encouraging school attendance would be a useful contribution to social normalization during and after a conflict or other major social crisis (this should be explicitly stated as an objective); *and*
- it is possible to maintain the provision of a close-to-normal standard of education, thus preventing the loss of educational continuity for the beneficiaries.

The expansion of an existing school feeding programme may, in some circumstances, be a useful remedial measure in response to early warnings of a food crisis (e.g. drought), but consider carefully whether such assistance would in fact benefit the most vulnerable families.

School feeding may also be envisaged during a recovery phase. Special efforts should be made to increase enrolment and attendance among girls, wherever girls' enrolment is low, and other special groups such as child heads of household.

Hospitals and health centres

Food may be provided to ***hospitals*** and other in-patient health care facilities when neither they nor the patients' families have the resources to assure adequate food for in-patients. In these cases:

- a variety of commodities from the food basket for other food distribution programmes may be provided by WFP;
- when other (complementary) commodities are needed, they should normally be provided by other agencies (NGOs), which also assure the means to prepare the food.

Health centres can be a channel for selective food distribution, but only if they:

- provide effective coverage of all areas where priority target populations live; and
- have the necessary physical facilities and staff capacity.

Coverage is rarely good in rural areas; it may be better in some urban areas. Additional staff may have to be provided to manage food distribution.

Provision for food distribution through health centres may be envisaged during a recovery phase, especially if such assistance is intended to continue as a component of the CP to enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs.

Other social service institutions

Similar assistance may be provided to homes/centres that care for elderly or handicapped people, if needed.

When providing assistance to institutions, including hospitals and orphanages, it must be clear from the start that WFP's assistance is 'emergency' assistance and will not continue beyond the EMOP or PRRO period (unless continuing support would be a priority for the CP and consistent with WFP principles for food aid and development [FAAD]).

4

5 Monitoring and Reporting

IN THIS CHAPTER:

- **5.1** to **5.3** indicate the types of information that it is appropriate to seek during field monitoring visits in most situations. Items on which monitoring should focus during the first phase are highlighted.
- **5.4** provides the standard format for situation reports (Sitreps), which are to be submitted by sub-offices to the country office and by the country office to the regional bureau and headquarters.

A check-list for checking warehouse storage conditions and records is provided separately in 9.5.

For more details on monitoring, see:

- *Monitoring and evaluation guidelines.*
- *Socio-economic and gender analysis (SEAGA) for emergency programmes,* draft guidelines, module 10 (monitoring and evaluation) FAO/WFP, 2001

For details on reporting, see: PDM.

MONITORING seeks:

- to ensure that resources are properly used and food reaches the target beneficiaries – i.e. that operations proceed as planned in pursuit of the defined objectives; *and*
- to detect changes in the situation that might call for the adjustment of objectives, plans or procedures.

The aspects to be monitored, and where and how to monitor them, depend on the specific objectives of the operation and implementation arrangements, as well as on the resources available and any security constraints.

- Initiate monitoring as soon as possible, focusing on a few key elements.
- Extend and broaden the scope of monitoring activities progressively as resources and the situation permit.
- Prepare monitoring check-lists/formats and guidelines that are specifically adapted to local circumstances and possibilities.

REPORTING BY WFP SUB-OFFICES AND COUNTRY OFFICES includes:

- Sitreps, as described in 5.4, and
- periodic (usually 6-monthly) reports using the Country Office Report (COR) format.

For the standard COR format and guidelines, see: PDM in *WFPgo*.

REPORTING FROM PARTNERS (whether local government entities or NGO implementing partners) is the source of much statistical and other monitoring information. Partners should normally provide:

- monthly progress reports; and
- analytical summary reports every 3 to 6 months and on completion of operations.

Develop formats for these reports tailored to the local situation, taking account of the contents of the COR.

5.1 Monitoring distributions

The purpose of monitoring at distribution centres is to check on the distribution process and what beneficiaries are actually receiving, and to learn about the perspectives of the beneficiaries.

Priority items for the first phase of monitoring are marked with an asterisk (*) and printed in *italics*.

Other items (in normal type) should be included as soon as is feasible.

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Monitoring within the distribution centre

- Observe all aspects of the distribution process:

Inputs

✔ **quantities of each commodity available at the site for distribution, compared with the quantities required and allocated (and any planned operational stock)*

✔ **adequacy of on-site storage and stock management*

✔ **number and condition of scales, scoops and other essential equipment*

✔ rate of loss/damage incurred during transport to and unloading at the site

✔ weights of bags and the condition of the commodities, on a random sample basis

✔ participation and contribution of beneficiaries: e.g. for unloading, organizing the distribution, ensuring security/crowd control

✔ contribution of partner organizations in terms of personnel, distribution management, etc.

Activities

✔ **orderliness and efficiency of the process of checking beneficiaries' registration and ration cards – the state of registers; whether there are any obvious discrepancies; the validity of beneficiaries' ration cards, on a random sample basis; the correct recording of distributions to designated beneficiaries*

✔ **orderliness and efficiency of the measuring and distribution of commodities – the way in which scales or scoops are used; the loss or wastage rate during distribution*

✔ containers that the beneficiaries use for receiving and carrying away their rations

✔ number of people or household representatives present, and the number registered to receive rations at the site

✔ percentage of rations distributed to (collected by) women

✔ time taken to process all (or a given number) of the households

✔ extent to which various groups or organizations fulfil their assigned roles and follow established procedures and guidelines

✔ the ratio of women to men on community food committees and in positions of responsibility in managing the distribution process

✔ way in which losses are recorded and complaints dealt with

✔ procedures for checking, accounting for and dealing with empty containers and any surplus commodities after completion of the distribution

✔ cost of the distribution operations compared with the budget

Outputs

✔ **number of rations distributed*

✔ **any divergence from the planned ration; the reasons for such divergence*

Exit surveys: food basket monitoring

✔ On a sample basis, using a random or systematic sample (e.g. every tenth recipient), interview beneficiaries as they leave the site to check:

Activities

✔ **beneficiaries' possession of valid ration cards – in order to calculate the percentages of eligible and ineligible recipients*

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- ✔ their profile and whether they correspond to the established criteria for inclusion – in order to calculate the percentage of recipients who do not meet the criteria (the inclusion error, see 3.2)
- ✔ when they last received rations and when they expect the next distribution to be made
- ✔ what they understand to be their entitlement and what they received in previous recent distributions
- ✔ whether they have reported any problems/complaints and what, if anything, has been done to resolve these

Outputs

- ✔ **what the beneficiaries are actually carrying away - the quantities of each commodity and any deviation from what they should have received; ensure that the scales are accurately calibrated*
- ✔ **how they use the commodities, especially any that are not part of their traditional diet; whether they have particular problems in using any items*
- ✔ what other food items they obtain from other sources or by selling/exchanging ration items; the rates of exchange obtained

Outcomes

- ✔ beneficiaries' reactions to (satisfaction with) the type and quality of commodities, the selection/registration process, the distribution process and any recent changes in ration levels or composition or in procedures

Context

- ✔ how beneficiaries' income and access to food from other sources have changed in the last few weeks
- ✔ how they expect their income and access to food to change in the coming weeks and months

5.2 Monitoring at community level

The purpose is to learn about the actual use and effects of food aid, and any changes in the food security situation. Such 'beneficiary contact monitoring' is most usefully undertaken 1 to 2 weeks after a distribution (for long-interval distributions).

Use a combination of careful observation, informal enquiries, sensitive listening and semi-structured interviews with key informants and focus groups. Seek feedback directly from women, men and children on their access to, use of and satisfaction with the intervention outputs.

Where possible, rapid sample surveys can also be organized (by WFP or others).

Priority items for the first phase of monitoring are marked with an asterisk (*) and printed in *italics*.

Items in normal type should be included as soon as is feasible.

Activities

- ✔ **when distributions were received recently; how distribution was organized; who received rations (men/women); how the community participated in the process, and men's and women's satisfaction with the process*
- ✔ **For works programmes:** the work and/or training activities accomplished; whether they were accomplished according to the schedule; any problems encountered; who participated in the work/training activities; the percentage of women participants

Outputs

- ✔ **access: the numbers of households and people – women, men, girls and boys – in each beneficiary category (IDPs/refugees/returnees/residents) who have actually received rations; the numbers who are eligible/registered to receive rations*

- ✔ **the total quantity distributed; the quantity that had been planned*
- ✔ **what beneficiaries received, in terms of items and quantities per person*
- ✔ numbers of households (and people) who: a) meet the selection criteria; b) meet the criteria but do not receive; and c) do not meet the criteria but receive

  (Hence estimate the percentage of the intended target population who is not receiving rations [the exclusion error] and the percentage of the actual beneficiaries who do not meet the criteria [the inclusion error], see 3.2 and the example below.)
- ✔ extent of any redistribution of food rations within the community
- ✔ use made of food containers (if kept by beneficiaries)
- ✔ any specific problems or constraints relating to the storage, preparation and use of the food aid commodities
- ✔ **For works programmes:** the repairs made or assets created; the quality/durability of the asset

Outcomes/results

- ✔ **nutritional status of the different population subgroups; any recent changes; the likely causes of malnutrition (absolute lack of food, social discrimination, inequitable distribution of food within households, disease)*
- ✔ **mortality rates among distinct population groups; any recent changes; the main causes of death*
- ✔ **how beneficiaries use the items distributed*
- ✔ changes in prices and in the availability of food and other necessities in the market
- ✔ changes in migration/displacement movements
- ✔ satisfaction of men, women and children with the composition and quality of the ration
- ✔ positive effects of food assistance to date
- ✔ negative effects of food assistance
- ✔ effects of local purchases (if any) within the affected area
- ✔ **For works programmes:** who is benefiting from the results of the work; the immediate and expected benefits for different population groups; how poor food-insecure households perceive the results

The present food security situation

- ✔ how families are preparing: a) family meals; and b) weaning foods for young children
- ✔ what facilities households have for food preparation and cooking; access to cooking fuel and water; what, if anything, people have to pay for milling and for fuel and water
- ✔ the food actually consumed in the last week/month; the estimated energy (kcal) intake per person; any recent change
- ✔ food stocks now held at the household level and the access that different population subgroups have to food and resources from other sources; how this has changed recently
- ✔ the strategies that people have adopted to acquire food and other necessities; how these have changed recently; what the long-term effects will be

General context

- ✔ total population and the proportions in distinct subgroups; demographic breakdown; average household size; percentage of female-headed households (specify the definition used)
- ✔ effects of conflict/insecurity (if present) on food security in the locality; any recent changes
- ✔ adequacy of shelter and other basic needs; any recent changes; the assistance received and/or expected
- ✔ prevalence of communicable diseases; the availability of health care services (governmental or NGO); the access that different groups have to these services; any recent changes; the programmes planned (by the government or NGOs)
- ✔ availability of and access to other social services and support (from the government or NGOs); any recent changes

Expected evolution

- ✔ how people expect their situation to change in the coming weeks and months
- ✔ availability of seeds, tools and other essential agricultural inputs
- ✔ forecasts of farmers, local officials and extension workers concerning crop prospects and other factors expected to contribute towards self-reliance and recovery
- ✔ forecasts of officials, landowners and businesspeople concerning employment prospects (and the security situation)
- ✔ other possibilities for increasing self-reliance (and, hence, reducing dependence on food aid)
- From the output data, estimate inclusion and exclusion errors and the targeting efficiency.

Example of calculating inclusion and exclusion errors

A feeding programme is intended to benefit all 1,000 IDP households in a particular locality. In fact, the food is distributed to 1,100 households of which 600 households are from the IDP population and 500 are other resident households:

- The inclusion error is: (500/1,100) x100 = 45%
- The exclusion error is: ([1,000–600]/1,000) x100 = 40%

Estimating targeting efficiency

When possible, the targeting efficiency should be estimated on the basis of the following criteria:

- the amount of food reaching the target groups compared with the total amount of food distributed;
- the share of the truly needy – the intended beneficiaries – in relation to the total number of actual food aid recipients (entitled and non-entitled recipients).

See also: *Socio-economic and gender analysis (SEAGA) for emergency programmes*, draft guidleines, Module 10, Box 10.4.3 (Beneficiary contact monitoring checklist) FAO/WFP, 2001.

5.3 Monitoring commodity movements and control systems

Monitoring deliveries

Upstream (external) pipeline

- Closely monitor the actual and planned shipping schedules against the in-country stock levels and expected usage rates; collaborate in this with the regional bureau.
- Take account of transit times/delays between arrival at the port or other point of entry and delivery to intermediate storage facilities and final distribution points, any seasonal factors and the required operational stock levels.

The COMPAS pre-arrival module provides WINGS resource request, purchase and shipment information. A comprehensive pipeline reporting tool is also under development, based on the pre-arrival module, the COMPAS commodity tracking system and additional WINGS-derived data. For more information, contact ODP or <compas@wfp.org>.

Downstream (in-country) pipeline

- Monitor the progress of deliveries of commodities to and stock levels in operational zones by analysing reports from ports and in-country storage facilities:
  - compare actual deliveries against the movement plan; explain any divergences and take remedial action when needed;
  - monitor stock levels in each zone against projected requirements, taking account of seasonal factors and the required operational stock levels.
- Regularly cross-check and reconcile manual records and the COMPAS commodity tracking system, where installed.

To facilitate analysis, planning and control, ensure that:

- all locations report stocks on the same dates (usually the last day of the month);

- cargo in-transit between ports, central and regional storage facilities is neither omitted nor double-counted. (E.g. arrange for consignees to be advised immediately a consignment leaves the dispatching location and for the consignee to report as 'expected arrivals' any consignments that have not been received by the date when the stock report is prepared.)

Monitoring at ports and storage facilities

During visits to ports and storage facilities, check:

✔ bag weights in stacks and as commodities arrive (are unloaded) or leave (are loaded); check on a random or systematic sample basis; check the accuracy of the scales used

✔ records of receipts: whether allocations have been arriving on time; whether individual receipts correspond to the dispatches reported to have been sent from other locations

✔ records of dispatches: whether these correspond to pre-determined plans, and the reasons and justifications for any departures from such plans

✔ arrangements and specific measures taken to verify the correct receipt of the consignments dispatched

✔ information flows: how and with what delays instructions are received from, and reports submitted to, the operational headquarters; whether advice of allocations (incoming consignments) is received and consignees are advised in advance of planned dispatches

✔ **In ports:** in addition to the above, check: discharge records, superintendence survey certificates, and the filing of claims, when appropriate

5.4 Preparing a Sitrep

Sitreps convey summarized information from sub-offices to the country office and from the country office to the regional bureau and headquarters.

The frequency of Sitreps is adapted to the situation as agreed by the CD and RD - usually weekly or monthly, but every 1 or 2 days during an acute crisis.

Use the headings indicated below. The notes under each heading suggest what might be included as and when appropriate. Check the PDM for the latest standard headings.

If insecurity is a major issue, a separate heading may be included.

Operation (EMOP/PRRO No.) ______

Reporting period: _/_/_/ to _/_/_/

Date of report: _/_/_/

1. Highlights

- key events during the reporting period (half to one page [per country] to also serve as the input for the WFP emergency report issued weekly by OHA)

2. Significant events: expectations

At the beginning of a new emergency

- nature and causes of the situation; direct and indirect effects; area affected; how the situation is expected to develop

In later Sitreps

- significant events or developments relevant to food and WFP operations; new information since the last report
- any changes in the security situation for UN/WFP personnel

- any changes in expectations that could affect future food needs and/or the logistic or other activities of WFP

Include only information that is relevant to WFP.

3. Target populations/beneficiaries

- numbers, or changes in numbers, of people requiring and receiving assistance in particular areas and target groups; reasons for any changes and their implications for food needs
- new data on mortality and nutritional status
- recent and potential changes in the food security (levels of self-sufficiency) of the target populations; the situation of particularly vulnerable groups
- areas to be targeted in the immediate future

Nutritional and related data are particularly important in situations involving drought, refugees or displaced persons.

4. Food supply situation and the WFP pipeline

- key events and data in relation to WFP deliveries during the reporting period; any borrowing, exchanges or local purchases undertaken; current stocks
- pipeline status (including outstanding requirements and any foreseeable gaps)
- developments in local production and the market supply situation; planned local purchases and prospects for future transactions
- information on inputs from other food aid donors

5. Logistic/LTSH aspects

(as and when required, not all on a weekly basis)

- ocean transport information: any foreseeable problems of port congestion; cargo handling rates and the adequacy of storage and handling facilities and practices at all levels; performance of in-country transport, nature of constraints and any improvements achieved; extent and causes of any significant losses
- stock levels in ports and various operational areas; expected seasonal or security limits on movements into and within particular areas
- transfer and use of any LTSH funds or equipment provided; the status of LTSH funds managed directly by WFP
- performance of any logistic services provided or managed by WFP; actions taken or required

6. Food distribution and use

- how operations are progressing: the effectiveness of (or changes in) beneficiary selection and registration systems; efficiency of distribution mechanisms and partners; whether rations distributed are as planned (explain any departures from that was planned)
- statistics on food distributions including the numbers of beneficiaries - women, men, girls, boys - in each beneficiary category (IDPs/refugees/returnees/residents), and the quantities (in tons) distributed
- any problems with the processing or acceptability of commodities; how commodities are being used by beneficiaries; adequacy of water supplies and cooking fuel; any evidence of large-scale sales of food aid items; nutritional and other implications; actions taken or required

7. Monitoring

- recent monitoring activities and findings by WFP staff and collaborating organizations; any area in which monitoring is not possible (with reasons); actions taken or required; specific gender related matters

8. Contingency planning and emergency preparedness

- action on the preparation and updating of contingency plans and preparedness measures; areas and events being monitored
- possible and expected outcomes that could affect the humanitarian situation and WFP operations; action planned to deal with any such scenarios if they occur

9. Actions of the government and others; coordination

- important inputs and other actions by the government, bilateral donors, UN agencies and NGOs of direct or indirect relevance to the food and nutrition situation

- outcome of coordination meetings; the general effectiveness of coordination arrangements

10. Resource mobilization

- action taken locally to mobilize additional food or non-food inputs; the likelihood of contributions through WFP or bilaterally; further action intended or required
- any preparations underway for budget revisions, new projects or relevant missions

11. Internal WFP management aspects

(generally on a monthly basis)

- personnel movements since the last report; the present deployment of staff; any workshops or training organized or planned
- external relations contacts; missions received
- financial position for support to emergency operations
- procurement, personnel or administrative matters

6 Food and Nutrition

IN THIS CHAPTER

- **6.1** to **6.3** provide brief guidance on malnutrition, nutrition surveys and nutritional requirements
- **6.4** to **6.6** provide information for defining rations and food aid requirements
- **6.7** presents data on the nutritional value of key food items
- **6.8** provides brief notes on how to avoid common micronutrient deficiencies
- **6.9** outlines the limits on the use of milk powders and infant formula
- **6.10** and **6.11** provide brief guidance on the provision of food assistance at the onset of an acute emergency and how to produce bread and biscuits.

More detailed guidance on most of these topics will be found in:

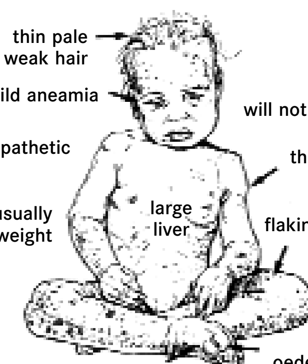
- *WFP food and nutrition handbook*
- *The management of nutrition in major emergencies*, WHO, 2000

6.1 Recognizing and measuring malnutrition

The following sketches illustrate children suffering from severe protein-energy malnutrition. Less obvious levels of malnutrition, including micronutrient deficiencies, also have serious consequences for the development of children and the health of individuals of all ages, see *WFP food and nutrition handbook*, chapter 4.

Child with marasmus

Child with kwashiorkor



Measuring malnutrition

Weight-for-height

Weight-for-height is an indicator of acute malnutrition and is the preferred method in emergencies for surveys to assess population nutritional status and for screening (selecting) children for special, selective feeding. Measured weight and height (or length for children <2 years or <85 cm) are compared with reference values in standard tables.

The comparison is expressed as a percentage of the reference value or in terms of a standard deviation (SD) score (referred to in some publications as the Z-score).[10] SD-scores are more precise than the percentage of median but the calculation requires appropriate computer software. Percent of median is more widely used in the field.

Requirements: reliable scales, height/length boards and trained staff. A computer programme (EPI-INFO) is available for processing the data.

Mid-Upper-Arm Circumference (MUAC)

MUAC is a less reliable alternative for rapid surveys and screening children 6 months to 5 years of age, if weighing and height measurements are not possible.

The MUAC measurement alone is sometimes used but WHO recommends using MUAC-for-height reference values to transform MUAC measurements into nutritional indices. This can be done without reference to tables by using a MUAC-calibrated stick (a 'QUAC' stick). ICRC uses this method widely for nutritional status surveys and screening. It is the only organization to do so in recent years.

Requirements: MUAC 'insertion' tapes to measure arm circumference and, for MUAC-for-height, a MUAC-calibrated stick (a 'QUAC' stick) for children >2 years, and a MUAC-calibrated length board for children under 2 years.[11]

10 The SD-score (or Z-score) is defined as:
[(observed value) – (median reference value)] / (SD of reference population)

11 Specially-made insertion tapes, as supplied by UNICEF, ICRC and OXFAM, are required to ensure an acceptable degree of accuracy in MUAC measurements. MUAC-for-height tables, and guidelines for the preparation of WHO-modified QUAC sticks, are provided in: *The management of nutrition in major emergencies*, annex 3, WHO, 2000

Body Mass Index

This index is used for adults (>18 years): BMI = (weight in kg) / (height in m)

Requirements: scales and a height board.

Classification of malnutrition
(cut-off points for indicators of acute malnutrition)

	MILD MALNUTRITION	MODERATE MALNUTRITION	SEVERE MALNUTRITION
Oedema	No	No	Yes
Weight-for-height	80 to 89% (-1 to -2 SD)	70 to 79% (<-2 to -3 SD)	<70% (<-3 SD)
MUAC	12.5 to 13.5 cm	12.0 to 12.5 cm	<12.0 cm
MUAC-for-height		<-2 SD	<-3 SD
Body mass index	17 to<18.5	16 to<17	<16

For more details, see:

- *WFP food and nutrition handbook,* chapter 5
- *The management of nutrition in major emergencies,* chapter 3, WHO, 2000

6.2 Nutritional status surveys and data

Gathering and checking data

- Data must be gathered using proper assessment methods and sampling techniques, otherwise the result cannot be considered a reliable representation of the whole population. For details, see: *The management of nutrition in major emergencies*, chapter 3 and annex 4, WHO, 2000:
  - Two-stage cluster sampling is normally used for nutritional surveys: 30 clusters are selected then 30 children within each cluster.
  - Data from clinics and feeding centres will not be representative of the population as a whole, but changes in rates of malnutrition observed at such centres may be indicative of an increasing problem and the need for a nutrition survey.
- Check the reliability of all survey results received – see table below.

Interpreting results

The presence of malnutrition does not necessarily mean that more food aid is needed. Consider - with health workers and social scientists - what might be contributing to observed malnutrition (see: Causes of malnutrition in 2.2). For example:

✔ ***Food availability:*** Is there an absolute lack of food in the area?

✔ ***Food access:*** Are some groups unable to access the food available?

✔ ***Food utilization:*** Is food being shared inequitably within households? Is food being lost during storage at household level? Is there excessive loss of nutrients during food preparation?

✔ ***Care practices:*** Are infant feeding practices poor? Is childcare inadequate?

✔ ***Health-related factors:*** Is there high prevalence of measles and/or diarrhoeal diseases? Is health care inadequate?

Reliability checks for survey results

FACTORS	WHAT TO CHECK (STANDARDS TO BE MET)
Indicator used	Weight-for-height or MUAC or BMI
Cut-off points used	See table in 6.1
Sample population	*Weight-for-height or MUAC:* children 6 to59 months only *BMI:* adults over 18 years
Sampling procedure and sample size	*Two-stage cluster sampling:* at least 24, preferably 30, clusters selected using strict random procedures from a list of all identifiable units/zones; 24 to 30 children similarly selected from within each cluster *Random sampling:* about 450 selected from a list of the entire population using a random number table *Systematic/interval sampling:* dwellings numbered on a plan of the site; sample size determined to give an appropriate confidence level (usually 95%); sampling interval calculated accordingly and strictly applied
Coverage of the population without bias	Standard procedures strictly applied everywhere: • All selected households visited, none missed out; no other households included • All subject members of each selected household measured/interviewed, none missed due to temporary absence from the home
Measuring techniques and accuracy	No systematic errors due to faulty measuring equipment, techniques or recording: • Accurate scales read to 0.1 kg • Well-made height/length boards read to 0.5 cm • Accurate MUAC tapes read to 0.1 cm
Measures to reduce bias and ensure accuracy	All survey personnel trained following standard procedures and good practice guidelines: • All survey personnel are/were already competent, or received adequate supervised practical field training • Competent and experienced trainers used • Supervisors verify the standard measuring and recording by surveyors

6.3 Nutritional requirements

Energy requirements

- For initial planning purposes, 2,100 kcal/person/day is taken as the average daily energy requirement for a 'typical' population in a warm climate undertaking light physical activity. (The average requirements of different groups within a population are shown in the table below.)
- When data are available, the planning figure should be adjusted according to:
  - ***Temperature:*** Add 100 kcal for every 5°C that the mean daily temperature falls below 20°C (i.e. +100 kcal at 15°C, +200 kcal at 10°C, +300 kcal at 5°C, +400 kcal at 0°C).
  - ***Physical activity level:*** Add 140 kcal for moderate activity, and 350 kcal for heavy activity (e.g. during construction or land preparation works).
  - ***Age/sex distribution:*** When adult males make up more than 50% of the population, requirements are increased; when the population is exclusively women and children, requirements are reduced. Adjustments of plus or minus 5% may be appropriate.

Other nutrient requirements

Protein: 10 to12% of the energy in the diet should be in the form of protein (i.e. 52 to 63 g of protein).

Fat/oil: At least 17% of the energy in the diet should be in the form of fat (i.e. 40 g of fat).

Micronutrients: a range of micronutrients vitamins and minerals are required for survival and good health.

For further detail see: *WFP food and nutrition handbook,* chapters 1 and 8.

Demographic Breakdown and Energy Requirements
(for a typical developing country population)

AGE GROUP	MALE		FEMALE		MALE + FEMALE	
Years	% of total population	kcal/ person/ day	% of total population	kcal/ person/ day	% of total population	kcal/ person/ day
0	1.31	850	1.27	780	2.59	820
1	1.26	1,250	1.20	1,190	2.46	1,220
2	1.25	1,430	1.20	1,330	2.45	1,380
3	1.25	1,560	1.19	1,440	2.44	1,500
4	1.24	1,690	1.18	1,540	2.43	1,620
0-4	6.32	1,320	6.05	1,250	12.37	1,290
5-9	6.00	1,980	5.69	1,730	11.69	1,860
10-14	5.39	2,370	5.13	2,040	10.53	2,210
15-19	4.89	2,700	4.64	2,120	9.54	2,420
20-59	24.80	2,460	23.82	1,990	48.63	2,230
60+	3.42	2,010	3.82	1,780	7.24	1,890
Pregnant	-		2.40	285extra	2.40	285extra
Nursing	-		2.60	500extra	2.60	500extra
Whole population	50.84	2250	49.16	1910		2080

6.4 Defining rations

Specifying requirements

The following is the sequence of steps in determining ration specifications:

- Define nutritional requirements (see 6.3).
- Assess the target beneficiaries' access to food (see 2.8) and estimate the nutritional value of the foods they can access through their own efforts.
- Calculate the difference, in terms of energy, to be made up by food aid rations.
    - E.g.: If the energy requirement is 2,100 kcal/person/day and the food people can obtain for themselves provides 500 kcal/p/d, the difference to be made up is 2,100 - 500 = 1,600 kcal/p/d.
- Review the protein and fat content of the foods beneficiaries can provide themselves to determine whether there is an imbalance to be made up by the distributed rations.
- Specify any existing or expected micronutrient deficiencies taking account of people's access to local produce.

Composing a ration

In any situation where the population is heavily dependent on the distributed ration, there are high levels of malnutrition and/or there are reasons to believe that there could be micronutrient deficiencies, an experienced nutritionist should be consulted.

A familiar cereal, pulses and oil provide the basis for most rations. Additional items are included to provide extra nutrients if people have no access to fresh foods. Examples are provided in 6.5.

Calculate the nutritional value of a ration using the Food Basket Calculator (in *WFPgo*), or as follows using data from 6.7:

Calculating the energy value of a ration – an example

ITEM AND QUANTITY	KCAL/100g	CALCULATION	ENERGY *(kcal)*
400 g maize meal	360	400 x 360 / 100	1,440
60 g beans	335	60 x 335 / 100	201
25 g vegetable oil	885	25 x 885 / 100	222
50 g CSB	380	50 x 380 / 100	190
15 g sugar	400	15 x 400 / 100	60
5 g salt	0	0	0
TOTAL			**2,113**

Choosing commodities

When choosing items, take account of:

- ***Nutritional and dietary requirements:*** The mix of commodities must provide the nutrients required to ensure that beneficiaries have access to adequate energy, protein, fat and micronutrients taking account of what they can acquire from other sources.
- ***Local food habits:*** Foods should be familiar to beneficiaries, correspond to their traditional dietary habits and respect any religious taboos.
- ***Children's and old people's needs:*** Families must be able to prepare easily digestible energy-dense foods for young children. Easily chewed and digestible foods are also needed for elderly people.
- ***Ease of storage and use:*** Foods should be reasonably easy to store, including at the household level, and to prepare using a minimum of fuel. They must be adapted to the availability of cooking facilities, water and cooking fuel.
- ***Cost-effectiveness, attractiveness and local value:*** Consider for each of the various items that could be provided:
    - cost in relation to the nutrient value it delivers to beneficiaries;
    - local (resale) value: beneficiaries may trade limited quantities of some items to obtain other essential items – e.g. fruits and vegetables – from the local market;

- whether some items are more likely to be misappropriated than others; items that do not reach the target groups, or are stolen from them, are of no benefit.

- Other factors to consider include:
  - whether whole grains or milled cereals should be provided and whether fortified blended foods might be produced locally rather than being imported (see below);
  - whether any suitable items are available for local purchase or can be obtained in exchange for food aid commodities (especially bulk wheat), and the quality and shelf-life of the commodities available (see below).

Wheat and maize: whole grain or flour?

Wheat and maize are normally milled into flour or meal prior to cooking. Cooking then requires less fuel and water, and more varied dishes can be prepared:

- ***Fortified milled grain/flour*** should be provided to refugees, IDPs and other deprived groups during the early stages of an emergency.
- ***Whole grain*** may be provided in a protracted operation if local milling/grinding capacity is available. Allowance must then be made for losses during milling and for the cost of milling.[12]

Whole grain stores better – has a longer shelf-life and is more easily re-bagged – than flour/meal. Flour/meal can be fortified with vitamins and minerals, and delivers calories more efficiently when transport capacity is severely limited (as in air operations).

- ***Whole maize flour*** (100% extraction) has the same nutritional value as maize but a shelf-life of only 1-3 months, depending on ambient temperature. Its quality may be variable.
- ***De-germed maize flour*** (60-80% extraction) has reduced protein and fat, but a shelf-life of 1 year or more.

12 The allowance for milling losses depends on the commodity, the type of milling and whether the beneficiaries have to pay (usually in kind). Typical compensation rates are 15% in East Africa, 20% in West Africa.

- ***Whole wheat flour*** (95-100% extraction) is suitable for unleavened products such as chapattis and biscuits. It has a shelf-life about 1 year.
- ***Purified wheat flour*** (60-85% extraction) is essential for bread baking. 85% extraction is economical and adequate for most food aid purposes. Shelf-life about 1 year.

If grain is to be milled commercially before distribution, woven laminated polypropylene bags (25 of 50 kg) will be required. For WFP's standard commercial milling contract, see the *Transport manual* or contact OTL.

Fortified blended foods

In regular (industrially produced) fortified blended food (FBF), the ingredients – cereals and particularly pulses (soybeans) – are carefully heat-treated. Shelf-life is 6-12 months. Cooking time is 5-10 minutes.

FBFs purchased and distributed by WFP should be produced according to the standards described in the *WFP food and nutrition handbook*, chapter 3 and annex 2.1, with special attention to the quality of the micronutrient premix.

Consult with the Nutrition Unit at headquarters concerning any proposal to prepare other types of blend locally in a situation where the need is urgent and regular FBF is not available.

Quality and shelf-life

- Shelf-life varies considerably depending on the quality of the initial produce and the storage conditions, notably temperature and humidity levels, and also the duration and the conditions of storage before the commodity comes into WFP's custody.
- When it is necessary to hold stocks for more than a few months, preference should be given to commodities that are expected to have a longer shelf-life.
- In all cases, a quality control system should be in place to ensure that the food distributed to beneficiaries is of good quality and safe for human consumption. Whenever there is doubt, food should be tested by a competent laboratory. For guidance on what to do if there is any question of commodities being unfit for use, see 7.4.

N.B. Some items (e.g. whole maize meal) may become rancid and unappetizing while remaining technically fit for human consumption. The micronutrient content of many fortified items (DSM, oil and FBF) declines with prolonged storage: e.g. the value of the fortification may be substantially reduced after 6 months in the case of oil, although the oil itself remains of good quality.

For further guidance, contact OTL and the regional quality control focal point.

6.5 Rations: samples and substitutions

Sample rations

The table below provides examples of rations for a population entirely reliant on food aid.

Sample daily rations for food-aid reliant populations					
ITEMS	**RATIONS** ***(quantities in g)***				
	TYPE 1	**TYPE 2**	**TYPE 3**	**TYPE 4**	**TYPE 5**
Cereal flour/rice/bulgur	400*	420*	350*	420	450*
Pulses	60	50	100	60	50
Oil (vitamin A fortified)	25	25	25	30	25
Canned fish/ meat	–	20	–	30	–
Fortified blended food	50	40	50	–	–
Sugar	15	–	20	20	20
Iodized salt	5	5	5	5	5
Fresh veget-ables fruits	–	–	–	–	100
Spices	–	–	–	–	5
Total *(g/day)*	555	560	550	565	655
	NUTRITIONAL VALUE OF THE ABOVE RATIONS				
Energy *(kcal)*	2,113	2,106	2,087	2,092	2,116
Protein *(g and % kcal)*	58 g 11%	60 g 11%	72 g 14%	45 g 9%	51 g 10%
Fat *(g and % kcal)*	43 g 18%	47 g 20%	43 g 18%	38 g 16%	41 g 17%
* Nutrient values calculated for maize meal. For other cereals, fat in particular will be less.					

Short-term commodity substitutions

When certain ration items are temporarily unavailable, replace them by other available foods to maintain as far as possible the energy value of the ration distributed. Inform beneficiaries, preferably in advance.

Examples of substitution rates		
1 g blended food	⟷	1 g beans
2 g sugar	⟷	g oil
2 g cereal	⟷	1 g beans
1 g oil	⟶	3 g cereal

For example: 25 g oil could be replaced by 50 g of sugar or 75 g of cereal; some quantities of cereal may be replaced by beans, but cereal can never be replaced by oil.

When total quantities are insufficient

When insufficient food is available to provide the planned ration to all beneficiaries (even with acceptable substitutions):

- distribute an equal share of available commodities to all target beneficiaries (i.e. reduce rations);
- give a larger or full ration to the most vulnerable and a small ration to others; *or*
- postpone distribution until a full ration for all of the target beneficiaries is available.

If food is likely to be insufficient for several weeks/months:

- discuss the situation with UNHCR (for refugees) and other partners, and with the beneficiaries, if possible; seek agreement on the action to be taken;
- consider whether a safety net should be introduced in the form of a blanket SFP for children under 5 year of age and expectant and nursing mothers; and
- inform beneficiaries in advance of the change and the reason.

Shortfalls in distributed rations are not automatically made up (compensated for) when commodities do eventually become available. Decisions on 'retroactive distribution' take account of:

- the nutritional status of the beneficiaries;
- the measures taken by the beneficiaries to make up shortfalls, and any liabilities or costs that they have incurred in coping with the shortfall;
- the economic impact of the shortfall; and
- the future availability of resources.

6.6 Calculating food aid requirements

Consumption requirements

The quantity of each item required for distribution to beneficiaries during a specified planning period are calculated as follows:

Quantity per person per day in grams (e.g. 50 g/p/d)

x number of beneficiaries planned (e.g. 10,000)

x duration of planned distributions (e.g. 180 days)

/ 1,000,000

= aggregate requirement in metric tons

e.g. 50 x 10,000 x 180 / 1,000,000 = 90 MT

Typical aggregate consumption requirements based on full ration 'Type 1' in 6.5			
	REQUIREMENT FOR 1,000 PEOPLE		
COMMODITY	**DAILY RATION** *(g/p/d)*	**FOR 30 DAYS** *(kg)*	**FOR 365 DAYS** *(MT)*
Cereal flour	400	12,000	146.0
Pulses	60	1,800	21.9
Oil	25	750	9.1
Fortified blended food	50	1,500	18.3
Sugar	15	450	5.5
Salt	5	150	1.8
TOTAL	**555**	**16,650**	**202.6**

Delivery requirements

- Calculate the quantity of each commodity to be delivered by WFP during the plan period as follows:

  consumption requirement [ration x numbers x duration]

  \- carry-forward stock (if any)

  = delivery requirement

- Break this down into month-by-month delivery requirements taking account of the time it takes for commodities to reach the distribution sites, seasonal constraints, and the need to build up operating stocks to assure continuity and to cover contingencies. This breakdown may be prepared using the pipeline management spreadsheet.

Allowance for losses?

No allowance should be made for losses expected during transport, storage and handling. Any losses incurred will be automatically compensated for when net requirements for the next period are calculated taking account of stocks carried forward from the current period.

Defining operating stock requirements

For operations involving refugees or IDPs (and when extended assistance is required for drought victims), operating stocks must be built up to appropriate levels as early as possible. Stocks for 60-90 days operations may be appropriate in many situations - the bulk being held in regional/provincial stores with smaller quantities in each distinct operational area.

The levels, locations and arrangements for the rotation of such stocks must take account of the:

- need to hold stocks in different areas to assure a margin of safety against any delays in subsequent deliveries;
- possible need to provide for new influxes of refugees or movements of existing populations;
- lead times for deliveries of extra commodities to reach each area, including any seasonal constraints;
- storage conditions and the shelf-life of the various commodities in the prevailing conditions; *and*

- overall security conditions (in order to limit the risks of loss and wastage).

Minimize the need to hold large stocks by careful management of the pipeline and by making contingency plans for local purchases, where feasible. If new influxes of refugees/IDPs are likely to arrive during particular seasons, plan to build up stocks in advance of those periods.

See 6.4 regarding shelf-life considerations.

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Computation of commodity requirements				
QUANTITY PER DAY (g/d)	**DAYS**	**FOR 1,000 PEOPLE (MT)**	**FOR 5,000 PEOPLE (MT)**	**FOR 10,000 PEOPLE (MT)**
5	30 90 365	0.15 0.45 1.85	0.75 2.25 9.25	1.5 4.5 18.5
10	30 90 365	0.3 0.9 3.7	1.5 4.5 18.5	3.0 9.0 37.0
20	30 90 365	0.6 1.8 7.3	4.0 9.0 36.5	6.0 8.0 73.0
50	30 90 365	1.5 4.50 18.3	7.5 22.5 92.5	15.0 45.0 183.0
400	30 90 365	12.0 36.0 146.0	60.0 180.0 730.0	120.0 360.0 1,460.0

Number of beneficiaries able to be fed				
DAILY RATION (g/d)	**DAYS**	**FED FOR THE PERIOD BY 1 MT**	**FED FOR THE PERIOD BY 5 MT**	**FED FOR THE PERIOD BY 100 MT**
5	30 90 365	6,667 2,222 54033,3	33 11,111 2,70366	6,667 222,222 54,795
10	30 90 365	3,333 1,111 270	16,667 5,556 1,35133	3,333 111,111 27,397
20	30 90 365	1,667 556 137	8,333 2,778 685	16,667 55,556 13,669
50	30 90 365	667 222 54	3,333 1,111 2703	66,667 22,222 5,479
400	30 90 365	83 28 7	417 139 34	8,333 2,778 685

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6.7 Nutritional value of food items

Food aid commodities (Nutritional value per 100 g; FOB cost in 2001)				
COMMODITY	**ENERGY** *(kcal)*	**PROTEIN** *(g)*	**FAT** *(g)*	**COST** *($/MT)*
CEREALS				
Wheat	330	12.3	1.5	130
Rice	360	7.0	0.5	270
Sorghum / Millet	335	1.0	3.0	180
Maize	350	10.0	4.0	145
PROCESSED CEREALS				
Maize meal	360	9.0	3.5	210
Wheat flour	350	11.5	1.5	220
Bulgur wheat	350	11.0	1.5	200
BLENDED FOODS				
Corn-soy-blend (CSB)	380	18.0	6.0	280
Wheat-soy-blend (WSB)	370	20.0	6.0	360
Soy-fortified bulgur wheat	350	17.0	1.5	200
Soy-fortified maize meal	390	14.0	1.5	230
Soy-fortified wheat flour	360	16.0	1.4	220
Soy-fortified sorghum grits	360	16.0	1.0	230
DAIRY PRODUCTS				
Dried skim milk, enriched (DSM)	360	36.0	1.0	2,000
Dried skim milk, plain (DSM)	360	36.0	1.0	2,500
Dried whole milk (DWM)	500	25.0	27.0	2,000
Canned cheese	355	22.5	28.0	
Therapeutic milk (TM)	540	14.7	31.5	

COMMODITY	**ENERGY** *(kcal)*	**PROTEIN** *(g)*	**FAT** *(g)*	**COST** *($/MT)*
MEAT AND FISH				
Canned meat	220	21.0	22.0	2000
Dried salted fish	270	47.0	7.5	2000
Canned fish	305	15.0	24.0	
OIL AND FATS				
Vegetable oil	885	-	100.0	700
Butter oil	860	-	98.0	
Edible fat	900	-	100.0	760
PULSES				
Beans	335	20.0	1.2	500
Peas	335	22.0	1.4	270
Lentils	340	20.0	0.6	360
MISCELLANEOUS				
Sugar	400	-	-	245
Dried fruit	270	4.0	0.5	
Dates	245	2.0	0.5	
Tea (black)	-	-	-	
Iodized salt	-	-	-	110

Common foods in tropical countries
(Nutritional value per 100 g edible portion)

COMMODITY	ENERGY *(kcal)*	PROTEIN *(g)*	FAT *(g)*
STARCHY ROOTS, TUBERS AND FRUITS			
Fresh cassava	153	0.7	0.2
Cassava flour	342	1.5	-
Ensete	190	1.5	0.3
Plantain	128	1.0	0.2
Potato, Irish	75	2.0	0.2
Potato, sweet	114	1.0	0.3
Yam	104	2.0	0.2
LEGUMES AND VEGETABLES			
Groundnuts	332	15.0	25.0
Vegetables, mixed	30	1.0	-
MILK			
Cow, whole	64	3.3	3.6
Buffalo	102	3.8	7.5
Goat	71	303	4.5
Sheep	108	5.6	7.5
MEAT AND EGGS			
Beef	262	16.0	22.0
Goat	145	16.0	9.0
Mutton	249	15.0	21.0
Poultry	139	19.0	7.0
Eggs	158	14.0	11.5
MISCELLANEOUS			
Honey	286	0.4	-
Beer (maize/sorghum)	35	0.6	-

6.8 Avoiding micronutrient deficiency diseases

Micronutrient deficiency is a form of malnutrition that can have a severe, even fatal, impact on health. Access to fresh fruits and vegetables is the best way of ensuring that micronutrient needs are met and deficiency diseases avoided.

When populations are largely dependent on rations, fresh items should be supplied whenever possible. When regular provision of adequate fresh foods is not possible, a fortified cereal or blended food must be included in the ration.

Some specific micronutrient deficiency risks and possible counter-measures are listed below:

Ration-related micronutrient risks and counter-measures

RISKS	POSSIBLE FOODS TO BE INCLUDED IN THE RATION
Vitamin C deficiency (scurvy): All rations are likely to be deficient in vitamin C unless there is access to fresh fruit and vegetables, or fortified foods	Fresh fruits and vegetables; sprouted beans/cereals; fortified drink powder; FBF
Iron deficiency (anaemia): The bioavailability of iron is low in rations composed largely of cereals and legumes. It may be improved if vitamin C rich foods are eaten simultaneously	FBF; green vegetables; lentils; fortified flours
Iodine deficiency (goitre) is likely in areas where iodine deficiency disorders are endemic and most households do not have access to iodized salt	Iodized salt
Vitamin A deficiency: All food rations are likely to be deficient in vitamin A unless fortified foods are included in the ration	Vitamin A fortified oil; FBF; fortified flour; fortified sugar

(CONTINUED)

RISKS	POSSIBLE FOODS TO BE INCLUDED IN THE RATION
Niacin deficiency (pellagra): Where the staple is maize or sorghum, additional sources of niacin are required	Groundnuts or pulses; FBF; fortified high energy biscuits; dried fish
Thiamin deficiency (beri-beri): Where the staple is polished rice additional sources of thiamine are required	Parboiled rather than polished rice; pulses; nuts; vegetables; eggs (Brewers yeast is a good source of thiamine and is readily available where cereals are fermented)
Vitamin D deficiency (rickets) may be found among: • women in purdah, or infants and children kept covered or indoors, due to limited exposure to sunlight • emergency affected populations who were previously dependent on milk as a major food source	Oil; margarine; fatty fish; canned fish; eggs; milk; FBF (Encourage exposure of the skin to sunlight)

Extended storage and cooking, and excessive washing, reduce the micronutrient content of all food items. Therefore, encourage beneficiaries (through health/nutrition education) to avoid long storage, over-washing or over-cooking.

For more details see: *WFP food and nutrition handbook,* chapter 3

6.9 Milk powder and infant formula

The following notes reflect international policy as agreed among WHO, UNICEF, UNHCR and major NGOs.

Limits on the use of milk powder

- Dried milk powder should not be distributed to emergency affected populations as part of a general dry ration.

This is because of the danger of it being used as a breast-milk substitute and the risk of high levels of microbial contamination when it is prepared with unclean water or in unsanitary conditions. These risks are high in an emergency setting.

Milk powder can be used safely as an ingredient in:

- ***high energy milk*** (or porridge) prepared under strict control and in hygienic conditions in a supervised environment for on-the-spot consumption (in well-managed supplementary and therapeutic feeding);
- ***porridge pre-mix,*** prepared from cereal flour, oil, sugar and DSM; the mix should be prepared centrally under strict control and hygienic conditions for distribution in dry supplementary feeding programmes;
- ***locally produced processed foods,*** for example, blended foods, noodles, or biscuits; however, the high cost of milk powder may mean this is an inefficient use of resources.

Use of infant formula

- Infant formula will not be provided by WFP and should never be distributed through the general ration programme.

If infant formula is considered essential (e.g. for a population accustomed to bottle-feeding), it may be provided by UNHCR or UNICEF as long as certain precautionary measures are followed. It should be made available through specially designed and supervised programmes only to mothers who have been identified by health workers as needing it. When provided, it should be administered to infants using a cup and spoon. Feeding bottles should not be used.

Handling

- The plastic-lined bags must be stored away from direct sunlight and kept cool. They must be handled carefully so as not to damage the packaging and expose the contents to humidity.
- Expiry dates must be closely monitored and expired stocks disposed of (see 7.4).

6.10 Assistance at the onset of an acute emergency

- The first priority is to meet energy needs: simplified rations may have to be considered for the first few days if only limited quantities of protein-rich food are immediately available (see: *Short-term substitutions* in 6.5).
- Ensure that people have access to a nutritionally balanced diet within 2 to 3 weeks.
- Whenever possible, provide families with food they can prepare (cook) themselves. When needed, ensure that utensils and cooking fuel are provided as quickly as possible - normally by UNHCR, UNICEF or NGOs, otherwise by WFP.
- If there are acute shortages of fuel or other constraints, consider communal kitchen facilities (including stoves and fuel) where families can prepare food together or in turn.

Ready-to-eat foods may be required:

- during a flood or in the first days following an earthquake or population displacement when families have no means to prepare food; *or*
- when people (e.g. returnees) need food to eat while they are in transit; options include: bread, locally produced ready-to-eat items, high-energy biscuits (HEBs) and special emergency rations.

Cooked food may have to be provided (through 'soup kitchens') for a few days in exceptional circumstances, including situations of extreme insecurity.

Mobile kitchens – as used and sometimes offered by military units – are rarely necessary. Local arrangements are usually better, faster and cheaper.

Ready-to-eat foods

The following are some examples of ready-to-eat foods. Wherever possible, locally available complementary items should also be provided to provide variety and extra nutrients. (The prices indicated below relate to 2001.):

Bread: see 6.11.

Local ready-to-eat items: e.g. puffed rice, beaten rice, chapattis/rotis.[13]

HEBs are expensive (e.g. US$ 1,000/MT) but sometimes useful and may be produced locally (see 6.11). Any biscuits used should provide 450 kcal/100 g with 10-12 g protein. (Biscuits are also sometimes used for night feeds in therapeutic feeding programmes or as take-home supplements after discharge to encourage appetite.)

Special emergency rations are very expensive but nutritionally complete:

- ***BP-5*** are compressed, dried tablets that are vacuum-packed in foil: cost US$ 3,000/MT. They provide 458 kcal/100 g with 16.7 g of protein and 15.5 g of fat. Each 500 g box contains 9 bars; 6 bars (330 g) provide 1,500 kcals and other essential nutrients for short-term maintenance for one person per day. They must be eaten slowly – chewed well – with sufficient water (50-75 ml with each biscuit). Use for more than 5 days in not recommended. They can be dissolved in boiling water to make porridge for children.
- ***Humanitarian daily rations (HDRs)*** are US-made rations for civilians: cost US$ 4/person/day. Varied items (no animal products) provide 1,900-2,000 kcal including the necessary protein, fat and essential micronutrients for an average person's daily needs. Many items are unfamiliar to most WFP beneficiaries.

For more detail see: *WFP food and nutrition handbook*, chapter 2

13 In Bangladesh, volunteers organized by the Red Cross and NGOs have converted wheat flour into chapattis/rotis for distribution to flood victims.

6.11 Producing bread and biscuits

Making bread

In places where bread is a staple food, existing bakeries can often meet emergency needs by increasing the number of shifts they work.

1 kg bread requires 0.7 kg of wheat flour and small quantities of yeast, salt and sometimes fat/oil. 100 g of bread provides approximately 250 kcal.

When flour and other ingredients are readily available, bread can be purchased with cash. However, a more usual and preferred procedure is barter exchange under which WFP provides wheat flour, particularly when flour is in short supply on the local market.

Calculating the exchange rate for barter transactions

- Calculate the exchange rate as shown in the box below:

Calculating wheat-flour: bread exchange rate

	FORMULA	EXAMPLE
Wholesale price of 1 kg of bread at local bakeries	A	$0.6
Cost to bakers of 1 kg of flour delivered at bakery by local suppliers	B	$0.4
Exchange rate: kg (or ton) of flour to be exchanged for 1 kg (or 1 ton) of bread	$\frac{A}{B}$	$\frac{0.6}{0.4} = 1.5$

- If the additional ingredients are not readily available locally and have to be supplied by WFP, 'B' would be increased by the local cost of the ingredients to be used per kilogram of flour.
- If the baker would have to transport the WFP flour from a collection point to the bakery, those transport costs would be subtracted from 'B'.
- If the baker is asked to deliver the bread to distribution points, the delivery costs would be added to 'A' (or be paid separately).

Typically the exchange rate is 1.5 to 1.6 ton of wheat flour for 1 ton of bread. The extra flour pays for the additional ingredients, labour, other bakery costs and a normal profit margin.

- The baker is expected to use the extra flour (about half the total amount provided) to produce bread for the regular commercial market.
- If a baker would receive more flour than he/she can use in that way and would have to sell the excess, it would be preferable to pay part in flour, part in cash. (Otherwise the exchange rate would have to be adjusted, at WFP's expense, to take account of the cost of the resale process and any resulting reduction in the local market price for wheat flour.)

Producing biscuits

- Use existing facilities for biscuit production: don't try to establish new facilities.
- Use a simple, cheap recipe, e.g.: 80% wheat flour, 9% sugar, 9% fat or oil plus iodized salt and baking powder (nutritional value 425 kcal/100g of which 10% is protein).
- Include a micronutrient premix containing at least vitamin A, vitamin B complex, iron and folate as soon as possible: 1 kg of premix is needed for 1 ton of biscuits (=800 kg flour); cost: about US$ 20/kg in 2001.

The preferred final packaging is in plastic bags/packets of 100 g boxed in cartons of 10 kg. Packaging must be lightproof and airtight. For humid areas, packaging must include a moisture barrier.

Biscuits as above typically cost US$ 750-1000/ton ex factory of which 50% is for ingredients and 50% for production costs, labour, equipment depreciation and the bakery's profit margin.

In the case of barter exchange, calculate the exchange rate on the same basis as for bread. A typical rate is 3 tons flour for 1 ton of biscuits.

7 Mobilizing and Managing Resources

IN THIS CHAPTER:

- **7.1** provides general guidance in relation to working with donors and negotiating contributions at country level.
- **7.2** to **7.4** summarize procedures for borrowing and exchanging commodities, and for dealing with losses, damaged commodities and food containers.

7.1 Mobilizing and receiving contributions

Working with donors

- Keep local donor representatives, UN agencies, NGOs, government counterparts and potential private-sector donors informed of WFP operational activities and of the resources outlook and shortfalls (including delivery schedules required to avoid pipeline breaks).
- Invite potential donors to participate in food aid coordination meetings, assessment missions and site visits.
- Provide proposals and detailed reports to specific donors according to their particular policies and interests (see donor profiles on the intranet and/or consult the Resources and External Relations Division (RE).
- Approach private organizations in the food sector and potential suppliers of non-food items (NFIs).
- Keep RE and the Regional Director (RD) informed of all such contacts, any expressions of interest, and any issues raised or concerns expressed by donors. Coordinate approaches to ensure that WFP speaks with one voice everywhere.

⃠ Don’t send proposals to donor capitals/headquarters. RE must do this.

Negotiating and accepting contributions

Conditions

WFP representatives are authorized to accept contributions (in cash or in kind) that:

- correspond to WFP’s mandate and are required for an approved WFP programme or operation;
- cover all related costs – external transport, LTSH, DOC, ODOC, DSC and ISC, as appropriate – in line with resources and long-term financing policies;

- do not have special conditions attached, such as customized reporting, non-standard packaging, special markings, the hiring of specific personnel, the imposition of special monitoring or implementing partners or special action related to donor visibility.

If a donor offers a contribution that does not include all related costs, or attaches special conditions, refer the proposal to the Director of RE. (If time permits, consult RE before signing an agreement even when the above conditions appear to be met.)

If another agency offers to transfer food to WFP in country but without cash to meet associated LTSH costs, check whether such costs can be absorbed in the existing LTSH budget. If not, approach other donors locally for the required cash contribution, and inform the directors of RE and FS, ODP and the regional bureau.

Negotiating

There must be clarity on:

- the purpose of the contribution and the funding window, the programme category and the operation for which it is provided;
- whether the contribution offered is in cash or kind, and the quantity and also its value in the currency in which it is being made;
- the period within which the contribution will have to be fully committed and/or expended;
- reporting requirements and deadlines;
- any restrictions or constraints; and
- in the case of logistics or communications equipment, the ownership of the equipment and the use to be made of it both during and after the emergency operation.

Don’t discuss with any other parties (local authorities, media, NGOs, sister agencies, other donors) proposals or contributions that are under discussion/negotiation. Wait until the donor concerned has confirmed the contribution.

The Full Cost Recovery Principle

All costs related to its implementation should be covered under any given contribution. This includes DOC, ODOC, DSC and ISC. Costs are estimated on the basis of the operation’s current budget inclusive of any revisions since approval of the operation.

For further details, see: *Resource mobilization in a decentralized WFP,* RE2002/1, in *WFPgo*.

7.2 Borrowing commodities

Commodities can be borrowed to initiate an operation, or to avoid a pipeline break, provided that the quantity of the commodity concerned is included in the EMOP budget or a revision thereto.

Borrowing at country level

Borrowing may be from stocks for other WFP projects or operations, from government stocks or, exceptionally, from other donors, aid agencies or the private sector (e.g. from a grain mill with which WFP works regularly).

Conditions

In all cases, borrowing:

- can only be done if there is a confirmed contribution, or if ODP confirms an allocation from the IRA, to assure replacement;
- should normally be limited to the same items that are to be delivered under the EMOP, and be on a ton-for-ton basis;
- must be less than the planned total input of the commodity concerned (in case there should be any shortfall in delivery of the anticipated WFP consignment);
- should not impede the progress of the programme/operation from which commodities are borrowed.

The approval of the original donor is required in some cases (e.g. for all commodities of US origin) for the principle of borrowing and on issues such as bag markings. Check with RE.

Procedure

- Check the availability of commodities for borrowing and the deadline(s) for replacement:
  - analyse current stock levels, expected shipments and month-by-month consumption requirements to determine what 'excess' stocks are/will be available each month (allow for some losses).
- Agree on the following with the other concerned party:
  - the quality of the stocks to be borrowed and of those that will be provided by WFP as replacements;
  - the eventual date and location of replacement; and
  - responsibility for any extra handling and transport costs.
- Obtain approval:
  - if there is a confirmed contribution with an already-announced estimated time of arrival (ETA) that will enable the loan to be replaced in time, the CD can approve, subject to the agreement of the original donor;
  - if there is no such confirmed contribution, request approval from ODP.
- Formalize the loan:
  - if the LOU has not yet been signed, include in it a specific clause relating to the borrowing arrangements;
  - when borrowing from another WFP project/operation, place a note (a loan agreement) signed by the CD on the file of each project/operation concerned;
  - when commodities are borrowed from another agency, sign an exchange of letters detailing the commodity specifications, quantities, locations and replacement date.
- Ensure coverage of ITSH costs:
  - if the EMOP is under preparation, include the costs of transporting and replacing the borrowed commodities in the budget;
  - if ITSH funds for the EMOP have not yet been released or the funds in hand are insufficient to cover the cost of moving and distributing the borrowed commodities, request ODP for early release of ITSH funds; (exceptionally, charge the ITSH fund of the lending project and revert the expenditures later to the EMOP);
  - if the EMOP has already been approved but the costs of transporting and replacing the borrowed commodities cannot be absorbed in the approved ITSH budget, seek a special contribution from a local donor or inform RE, ODP and the RD;

- check *WFPgo* and/or contact ODP for up-to-date guidance.

- Arrange supervision:
  - representatives of the releasing authority, WFP (or the receiving authority) and a neutral technical body must check the quantity (weight) and quality of the commodities borrowed. Keep samples of grain borrowed. This can help to avoid any subsequent disputes.
- Establish the schedule for replacement shipments:
  - when large quantities are borrowed, coordinate with ODP to schedule replacement shipments that suit local requirements (as much as possible) taking account of any infrastructure and seasonal constraints.
- Track quantities transferred and replaced:
  - register the quantities received/borrowed and then delivered/replaced in the stock records of each project/operation concerned.

For further details, see: PDM.

Borrowing internationally

Diversions: The RD and ODP, with the agreement of the donor concerned, may divert to an emergency-affected country a shipment originally intended for another country. Programme operations in the other country should not suffer.

Neighbouring country: In principle, commodities may be borrowed from WFP or other stocks in a neighbouring country. The RD and CDs are responsible for negotiations. Examine very thoroughly the administrative and customs procedures (including import/export licence requirements), probable delays and costs. Such transactions have rarely been quicker and more effective than direct imports.

7.3 Exchanging commodities

Exchanges (direct swaps) of WFP-supplied food aid commodities against other locally available food items can – and should – be envisaged when:

- a surplus of suitable food commodities is available in the target area or in locations from where it can readily be transported to that area; and
- the exchange will result in one or more of the following:
  - a saving of time, enabling food to be distributed more rapidly where needs are urgent;
  - the cost-effective mobilization of food items that are more suitable for distribution to the target beneficiaries than the original WFP-supplied commodities;
  - a worthwhile saving in transport costs for the operation.

Principles

- The exchange arrangement must not result in a deficit in the area(s) from which the commodities are drawn.
- The total nutritional value of the items received should, in general, not be less than that of the WFP commodities given.
- Rates are established on a case-by-case basis taking account of prevailing international CIF prices, the quality specifications of the items concerned, transport costs and other locally relevant factors.
- Donor consent is obtained including agreement on such issues as bag markings.
- Arrangements for the exchange and the rate(s) of exchange are specified in the LOU or an addendum to the LOU:
  - ***when an exchange of commodities is planned at the outset,*** specify the rate in the EMOP/ PRRO document and the LOU.
  - ***when an exchange is arranged during implementation*** (and was not foreseen in the EMOP/PRRO and the LOU), consult with the local representative (if any) of the donor of the commodities concerned, and with ODP (and through ODP, RE), to ensure donor

agreement; inform ODP/RE of the support of the local donor representative, and prepare and sign an addendum to the LOU.

The CD is responsible for negotiating an appropriate exchange rate. It may be useful to consult ODP and/or get technical advice from the Procurement and Contract Branch (MSP) before discussing specific rates of exchange with the Government or any other party concerned.

Negotiating practical arrangements

- Make arrangements directly with the body holding the stocks of the local item(s) to be released – normally a marketing board or similar government body – wherever possible.
- If arrangements are to be made with a private body, seek specific guidance from the RD.
- If more than one body is involved, thoroughly examine the administrative and financial arrangements with all concerned (including the Ministry of Finance, if necessary) in order to anticipate and avoid potential difficulties.

7

Procedures

- For the commodities that are available in-country, define:
  - the quantities and locations of the commodities available, and when they could be released/delivered;
  - the quality specifications of the commodities, in particular whether they are of export quality;
  - the local, ex-warehouse price of the commodities concerned; and
  - transport costs from the commodities' present location to the target area.
- For commodities to be provided in exchange, define:
  - the commodity/ies in the traditional WFP food basket that the government will accept in exchange at the port (or land frontier delivery point);
  - the deadline (date) by which the WFP commodities should be delivered, and the likely consequences of any delay;
  - packaging and delivery requirements: whether the WFP commodities are to be delivered in bags or in bulk, FOB or 'on quay'; (the more the services that the Government undertakes, the more favourable to it will be the rate of exchange);
  - the normal transport cost of WFP-supplied commodities from the port, or land frontier delivery point, to the target area.
- Submit the proposal to ODP:
  - provide the above information plus details of any taxes or subsidies applied to the commodities concerned and any other information that may be relevant.
- Establish agreements:
  - specify the details of the exchange in the LOU, including the rate finally agreed and arrangements for supervision/ verification of releases and quality control;
  - exchange letters with the individual entities involved.
- Arrange superintendence:
  - if there are doubts concerning quality, or there is a likelihood of claims or disputes in that connection, arrange for samples to be taken jointly with government officials, send some of the samples to a government laboratory for analysis, keep other samples in the country office and inform ODP.
- Record:
  - establish a specific record/file in which to register the quantities received/borrowed and then delivered/replaced.

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For further details, see: *General principles and the framework for exchange operations,* OD directive PO/170, 1990 in *WFPgo*.

7.4 Reporting losses: disposing of damaged commodities

Pre-delivery losses and damage

Pre-delivery losses are those that occur up to the point – the port, frontier point or in-country storage facility – to which OT arranges delivery and from which the government or the Country Office (CO) arranges onward transport. Up to this point the commodities are insured by OTI. Superintendence arranged by OT takes place at this point.

Reporting

- All pre-delivery losses or damage (including any that are attributable to pre-delivery causes such as faulty packaging or processing) must be reported promptly to OTI with a copy to the regional bureau.

Analysis and disposal

If damaged commodities cannot be reconditioned:

- ⦸ don't deliver them to the programme authorities: keep them in the customs area (or in WFP custody at a WFP-managed storage facility);
- obtain a condemnation certificate from the local health/sanitary authorities for any commodities that are not fit for human consumption;
- wait until the laboratory results have been received in writing before making any recommendation concerning the disposal of the commodities; in the mean time, separate the suspect commodities from other items.

If reliable testing is not possible locally and the quantity involved is substantial (e.g. 100 tons), contact and send samples by airfreight to: The Natural Resources Institute (NRI), Central Avenue, Chatham, ME4.4TB, United Kingdom – see: *Transport manual*. When cans are involved, pack them well to avoid any further damage during carriage.

Disposal options

- ***Sale:*** unfit commodities are sold by competitive tender whenever possible. They may be used for livestock feed, unless that is excluded by the condemnation report, or for industrial purposes. WFP markings must be removed/obliterated. The buyer must indemnify WFP against any liability. The proceeds are credited to OTI to offset insurance claims.
- ***Donation:*** if commodities have no commercial value (for which there must be written evidence), they may be donated free of charge. WFP markings must be removed/obliterated. The recipient must indemnify WFP against any liability.
- ***Destruction:*** any unfit commodities that cannot be sold or donated must be destroyed under the supervision of WFP and in the presence of the competent local authority, which must issue a destruction certificate stating the quantity destroyed and the method of destruction.

Canned products that are unfit for human consumption should always be destroyed to prevent them from being sold on local markets for human consumption.

The CD can approve the disposal of unfit commodities if the sound value of those commodities does not exceed US$ 10,000 per consignment. Above this value, obtain the approval of OTI before disposing of the damaged cargo. For details, see: *Transport Manual*.

Post-delivery losses and damage

Post-delivery losses are those that occur during in-country transport and storage arranged by the government or CO. They include losses resulting from prolonged or inadequate storage, poor store keeping, or damage to containers during handling and transit.

Reporting

- When supplies are delivered to the government, the government is responsible for post-delivery losses but is required to report them to the CO.

- In other cases, WFP and its implementing partners (IPs) are responsible.
- In all cases, ensure that procedures for writing-off and recording losses are followed at all locations where commodities are stored or trans-shipped, and that information on all significant incidents is provided promptly to the CO.
- If post-delivery losses on any consignment exceed US$ 10,000, the CO must report them to OTI.

Always check commodities on arrival; ensure that they are looked after as well as possible to minimize losses; and explain losses and recover the commodities whenever possible.

Analysis and disposal

Commodities should be analysed and a condemnation certificate obtained as for pre-delivery losses. The disposal options are also the same.

- When commodities have been delivered to the government, the responsible government authorities should arrange the sale of condemned commodities for the highest obtainable price. WFP should not be directly involved but should be kept informed. Ensure that any WFP or similar markings are obliterated. The buyer must provide a certificate indemnifying WFP against any claims whatsoever arising from the use of the commodities.
- Proceeds from sales should be deposited in a special account (interest-bearing, if possible) and be used in support of the emergency assistance operations or for the direct benefit of the affected populations. Normally, the government should manage the account. Use of the funds should be agreed between the government and the CD.
- In cases of destruction, copies of destruction certificates should be obtained and kept in the office where they are available for audit examination.
- If there is no effective government and the commodities remain in the custody of WFP or an IP, they may be sold, donated or destroyed as above. The CD decides and administers the proceeds.

Taking samples for testing

- When spoilage or insect infestation is suspected, make a visual inspection and take samples during loading, unloading or restacking, when possible.
- When the commodities are already stacked, examine the outside of bags (or other containers), particularly at corners and in crevices, and move a few in order to examine the surfaces between bags. When there is evidence of spoilage, take samples.
- Samples must be taken on a strictly random sample basis. Guidelines are provided in the *WFP food storage manual,* 1992, pp 63-78 for bagged commodities and bulk cereals, pp 157-160 for canned commodities.
- For bagged commodities, a hand probe is needed. For commodities in cans, a number of cans of questionable appearance must be taken together with some that are judged to be in good condition.
- Samples should be sealed and delivered promptly to a suitably equipped local public health laboratory, or the NRI (see beginning of this section).

7.5 Use/sale of containers

The following guidelines apply to: a) commodities delivered by WFP pre-packed in containers (e.g. oil and bagged cereals); and b) grain delivered in bulk when WFP provides the containers (even if the government pays for bagging).

Containers – cereal bags, oil drums, etc. – or any proceeds from their sale should be used for the direct benefit of the priority target groups of the food aid operation. There are three possibilities:

- ***Use by beneficiaries:*** during the initial, acute phase of an emergency operation, beneficiaries may use tins as utensils, and sacks as shelter, bedding or clothing. Encourage this kind of informal distribution and use in any situation where the needs of the population are acute.
- ***Sale:*** when needs are less acute, and in the later stages of most emergency and protracted assistance operations, containers should be collected by the implementing partners (IPs) and sold.[14] The proceeds of these sales may then be used to meet basic operating expenses and/or to provide other materials and services for the target populations. Establish a system that manages and accounts for the funds properly.
- ***Recycling:*** grain sacks that are in good condition may be collected up and re-used for future bagging operations.

Discuss and agree with the government and IPs the arrangements to be made in the light of the local situation, needs, and possibilities (including the administrative capacity available). Do this before finalizing the LOU, if possible.

Selling containers

- Establish procedures by which containers are accounted for at distribution centres and returned to designated locations (or containers are stored at each distribution site pending sales at that level).
- Make arrangements with the responsible authorities and/or IPs for periodic sales (e.g. by inviting sealed bids, or through public auctions).
- Arrange for proceeds to be credited to a special interest-bearing bank account operated by the responsible government authority (or by WFP on its behalf if so agreed in the LOU).
- Agree guidelines with the government and circulate them to all concerned parties specifying the purposes for which the funds can be used and procedures for the submission of proposals and the release of funds. Uses might include: payment of certain ITSH costs; digging of wells in refugee/IDP camps; repairs to warehouses used for food storage; and local purchase of fresh foods.

14 This provision is reflected in the standard agreement with IPs.

8 Purchasing and Contracting

IN THIS CHAPTER:

- **8.1** summarizes the basic principles and procedures that apply to all purchasing and contracting.
- **8.2** and **8.3** summarize authorities and key action points in relation to food purchases and non-food purchases and contracts.
- **8.4** summarizes authorities and key action points in relation to transport contracting.

Staff undertaking purchasing/contracting actions must refer to the detailed procedures laid down in the respective manuals – available in *WFPgo* –, which also provide standard contract formats and terms and conditions. See:

- *Food procurement user guide*
- *Non-food procurement manual*
- *Transport manual*

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8.1 Basic principles and procedures

Procurement principles

- ***Fair competition:*** at least 3 potential suppliers/contractors are invited to submit offers/proposals unless, exceptionally, the waiving of competition has been specifically authorized.
- ***Transparency:*** all steps in the procurement/contracting process are accurately documented.
- ***Separation of duties:*** no one individual is in charge of the entire procurement process: responsibilities for steps 1 to 7 in the first box below are shared among several different individuals.
- ***Ethics:*** all staff must maintain an impeccable standard of integrity in all business relationships (see second box below).
- ***Accountability:*** staff are accountable to the Executive Director for their actions in managing WFP resources.

Steps in the procurement process
1. Formulating the purchase request
2. Processing the request including certifying funds
3. Soliciting offers from potential suppliers
4. Receiving and opening written offers
5. Reviewing and evaluating offers
6. Selecting the best offer
7. Awarding the contract
8. Monitoring receipt and controlling quality
9. Payment

Management arrangements

- RD/RMs and CDs have authority to approve contracts up to the amounts specified in the following sections. All other contracts are approved at HQ.

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- Lists (rosters) of potential suppliers, service-providers and transporters are established and kept up to date by country offices (COs).
- Special committees are established by the RD/RM/CD to evaluate offers and make written recommendations. The RD/RM/CD makes the final decision.

Ensuring fair competition

- Requests for offers include all relevant specifications, terms and conditions, and these are the sole criteria against which offers are evaluated. Contracts include the terms and conditions as in the request for quotations/invitation to bid.
- Staff who are not involved in the procurement process receive and ensure the safe-keeping of sealed offers until the formal opening at the pre-announced time.

Individual responsibility and accountability

Any staff member undertaking any action, either verbally or in writing, contrary to WFP regulations, rules and manual instructions may be held personally and financially liable for the consequences of such action.

Some "dos" and "don'ts" in procurement actions

DO:
- follow procedures;
- maintain a complete file for each transaction;
- ensure that there is a signed record on file of all the decisions and actions taken, with reasons (where appropriate);
- coordinate with other donors/organizations who might be envisaging similar purchases/contracts. This is necessary to avoid needless competition and undue inflation of prices/rates.

DON'T:
- ⃠ disclose confidential information;
- ⃠ receive any personal gain from any procurement action;
- ⃠ accept gifts or hospitality, or have any relationship or agreement with suppliers that might undermine the effective operation of fair competition.

8.2 Purchasing food

Authority and management arrangements

Authority

- RMs and CDs can approve local purchases for an approved EMOP up to a total cost (food + transport + superintendence) of:
  - US$ 200,000 for competitive purchases;[15]
  - US$ 100,000 for direct purchases.

  This authority cannot be delegated to any other staff member.
- All other local food purchase contracts need to be approved by the Management Services Division (MS).

Food Purchase Committee (FPC)

The RM/CD appoints the chairperson and between 2 and 4 other members from among WFP staff.

- At least one should be an international; if none is available from WFP, one from another UN agency.
- RM/CD is not a member.
- The procurement officer presents and advises, but is not a voting member.

Roster of potential suppliers

- List reliable suppliers. Check and document for each of them:
  - the commodities that they can supply;
  - their equipment/facilities (e.g. for bagging);
  - their reputation for quality and reliability in delivery;
  - banking references.
- Update the roster regularly, based on performance evaluations.

15 A proposal is under consideration to raise the ceiling to US$500,000 for LDCs and LIFDCs if the delegated authority for the approval of IR EMOPS is raised to this level – see the footnote in 1.3.

Market intelligence

- Collect data on local market prices and trends; harvest prospects; transport and handling costs and imports. Up-date regularly and share with MSP.

Arranging a purchase

Defining requirements; tendering

Once the certifying officer confirms that funds are available, the responsible officer should:

- draw up specifications for the invitation to tender (see box below):
- base quality specifications on local standards taking account of guidelines in the *Food procurement user guide* in *WFPgo*;
- nvite tenders from at least 3 potential suppliers from the roster. Fax or hand-deliver invitations to selected suppliers from the roster. Allow 4 to 5 days for the submission of sealed offers, which should be valid for at least 15 days.

Specifications for food tenders and purchases

Invitations to tender for food items must include the following:

- commodity description and quantity
- quality specifications
- packing and marking requirements
- delivery terms (e.g. FCA = free carriage at ...)
- delivery period/schedule (e.g. between ../../.. and ../../..)
- arrangements for independent inspection
- bid and performance bonds that are required from tenderers
- payment conditions

Receiving and opening offers

- Sealed offers are received in a tender box held by a designated staff member who is not normally involved with procurement.
- Offers are opened at the appointed time by an opening panel of at least 2 staff members (one international, whenever possible).

Evaluating offers

The FPC:

- evaluates offers on the basis of the following criteria:
  - appropriateness of commodities;
  - timeliness of supply;
  - cost effectiveness;
- identifies the least-costly offer that meets the specifications fully, including assurance of timely delivery;
- makes a written recommendation to the RM/CD and records details in a CCTI Note (see: *Food procurement user guide*).

Whenever possible, the condition/quality of the stocks offered should be checked before the FPC makes its recommendation, or at least before the contract is issued, especially if WFP has no previous experience with the supplier concerned.

Awarding the contract

- ***Within delegated authority:*** the RM/CD decides, records his/her reasons if the decision differs from the FPC recommendation, confirms that funds are available, and signs.
- ***Above delegated authority:*** the RM/CD accepts or modifies the FPC recommendation in the CCTI Note, signs the note and forwards it to MSP; on receipt of authorization, the RM/CD signs the contract.

Arranging receipt, quality control and payment

- Appoint a reputable, recognized independent surveyor.
- Monitor the progress of delivery.
- Make payment after all the terms of the contract have been fulfilled and on presentation of full supporting documentation.

Conditions for waiving competition

The requirement for competitive bidding may be waived only if:

- it is for single food purchases of less than US$ 2,500 in value;

- it is impossible to invite at least 3 suppliers to tender;
- the urgency of requirement is such that the delay involved in soliciting competitive tenders is unacceptable;
- an award for commodities has recently been issued through competitive tender and subsequently it is determined to be in the best interests of WFP to increase the quantity to be provided under the terms of that existing contract; *or*
- it is in the best interests of WFP to purchase from a national marketing board.

Written justification must be provided and the appropriate procurement authority must authorize the waiving of competition *before* the purchase process is initiated (the RM/CD is the authority for purchases under the delegated authority; MS for all other purchases).

8.3 Non-food purchasing and contracting

The following applies for contracting other than for transport. Guidelines for contracting transport services are provided in 8.4.

Authority and management arrangements

Authority

- For competitive non-food (NF) purchases and contracts, and for purchases against long-term agreements (LTAs) established by MSP:
  - RMs and CDs in stand-alone countries can approve up to US$ 200,000;
  - CDs can approve up to US$ 100,000.
- For 'direct' (non-competitive) NF purchases and contracts:
  - RMs can approve up to US$ 100,000.
- All contracts (competitive and non-competitive) for larger amounts are approved at HQ, by MS.

The purchase of second-hand or reconditioned vehicles or equipment is not permitted. Exceptionally, the RD and the Director of MS may authorize such purchases where it is demonstrated to be in WFP's best interests and a qualified technician certifies, in writing, that the item is in good overall condition.

Purchase and Contracts Committee (PCC)

The RM/CD appoints the chairperson and at least 2 other members from among WFP staff:

- RM/CD cannot be a member.
- The requesting officer presents and advises but is not a voting member.

Rosters of potential suppliers

Identify local companies capable of supplying the main types of non-food items and services that WFP may require. As far as possible, check and document for each of them:

- the specific types of goods and services that they can provide:
  - ***for goods:*** their normal stock levels, prices, delivery times, and reputation for quality and reliability;
  - ***for services:*** the number of qualified staff and reputation for quality and timeliness;
- banking references.

Arranging a purchase

Defining requirements: soliciting offers

- The relevant unit/service submits a written requisition with all necessary specifications (see first box below).
- The certifying officer confirms that funds are available.
- The procurement officer solicits offers (see second box below).

> **Specifications for non-food supplies and services**
>
> Invitations to tender for non-food items or services must include the following:
> - ***for goods:*** the item(s), quantity, quality specifications or detailed description of the intended use;
> - ***for services:*** the nature and purpose of the service(s);
> - delivery terms and schedule;
> - arrangements for quality control/inspection, if appropriate; and
> - payment conditions (e.g. penalty for late delivery).

Receiving and opening offers/responses

- A designated staff member who is not normally involved in procurement or financial processes receives sealed offers.

> **Requesting offers for non-food supplies or services**
>
> ***When the requirements and technical specifications are clear and precise,*** and no discussion with the supplier is needed:
> - if <US$ 5,000: verbally or in writing request written quotations from at least 3 from a list of potential suppliers;
> - if >US$ 5,000: issue a formal invitation to bid (ITB) to selected potential suppliers or, if appropriate and necessary, in a local newspaper.
>
> ***When the requirements could be met in different ways*** by different items or services, and discussion with suppliers is needed, issue a formal request for proposal (RFP) describing in detail:
> - the nature and purpose of the goods/services required;
> - the deadline for delivery/completion; and
> - the criteria against which offers will be judged.

- Offers are opened at the specified time by a designated staff member or, for offers exceeding US$ 5,000, a formal opening panel.

Evaluating offers

- The procurement officer or, for offers exceeding US$ 30,000, a formal evaluation panel, reviews the validity of each offer, evaluating and ranking the offers on the basis of the criteria set out in the solicitation documents (and no others).
- The PCC reviews and makes formal recommendations to the RM/CD for all purchases/contracts >US$ 30,000, and for any case in which the recommended action does not clearly adhere to normal procurement policy and procedures.
- Decision criteria:
  - ***for well-defined goods/services:*** the lowest priced for items/services that meet all technical specifications fully and would be delivered in time;
  - ***when specifications are not precise:*** the best value, according to the pre-defined evaluation criteria.

Awarding the contract (decision and commitment)

- ***Within delegated authority:*** the RM/CD decides, recording his/her reasons if the decision differs from the PCC recommendation.
- RM/CD confirms the availability of funds and signs purchase order.

Arranging receipt, quality control and payment

- The requesting officer:
  - verifies the correct receipt of the goods or the satisfactory provision of services in accordance with the contract;
  - reports any shortages, defects or inadequacies which are to be made up by the supplier, deducted from the invoice or (in case of imported items) reported for insurance purposes (unless independent inspection has been arranged); *and*
  - ensures that an inventory record is established for all significant non-food items (see 11.6).
- Payment is authorized on completion of delivery and on presentation of invoices and supporting documentation.

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Conditions for waiving competition

The requirement for competitive bidding may be waived only when:

- prices or rates are fixed pursuant to national legislation;
- on the basis of competent technical advice, WFP has approved the standardization of supplies, equipment or spare parts, and for purchases of other items or services which pertain to these standardized items, making competition impractical;
- the requirements of an emergency operation or other operational needs do no permit the delay associated with carrying out a competitive bidding process;
- one source only can reasonably meet WFP's requirements or the procurement relates to perishable supplies;
- competition for identical items has been obtained in the preceding three months, unless there has been a substantial change in price or market trends in the meantime; or
- the proposed contract is for the services of individuals other than staff members.

Written justification must be provided and the appropriate procurement authority (the RM/CD or HQ) must authorize the waiving of competition before the purchase process is initiated.

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8.4 Contracting transport services

Contracts may be issued for the movement of specific quantities within a short period, the movement of unspecified quantities during a longer period or, exceptionally, the leasing of a truck fleet.

Authority and management arrangements

Authority

- The CD is responsible for all in-country transport arrangements and contracting, including payments for these services. When the authority to do so has been delegated by the Director of OT, the CD is also responsible for contracting of overland transport.
- For any contract with a value of US$ 50,000 or more, the documented recommendation of the LTC (see below) and the award decision of the CD must be copied to OTL for submission to the CCTI.

Local Transport Committee (LTC)

The CD appoints the chairperson and at least 2 other members:

- The CD is not a member. (If the CD delegates authority to a sub-office, the head of sub-office is not a member.)
- The logistics officer presents and advises but is a non-voting member.
- If the office is short of staff with relevant experience, an experienced officer from another UN agency may be included.

Short-listing potential transporters

- Whenever possible, complete the transport questionnaire in the *Transport manual*. As a minimum, for each potential contractor, check and document the aspects listed in the box below.

Details to be checked and listed for transport contractors

The transporter's:

- normal area of operation; whether willing to operate in all areas of interest to WFP
- types and numbers of trucks owned or on long-term subcontract
- arrangements for the maintenance and repair of trucks, and the recovery of broken-down vehicles
- facilities for secure intermediate storage, where needed
- insurance held
- quality of services previously provided to WFP and/or other agencies (timeliness, losses, etc.)
- bank references
- indicative rates for different destinations

Market research – local rates and practices

Contact other users – essentially local businesses and NGOs – to:

- check normal and current rates per ton for destinations of interest;
- check current local practices concerning:
  - payment – whether cheques are accepted;
  - penalties for losses or delays;
  - provision of vehicle fuel – pros and cons of the contractor or WFP providing fuel. (N.B. WFP does not normally provide fuel in view of the inevitable administrative headaches.)

Arranging a contract

- Carry out market research on local rates and transport contract practices, if not already done.

Inviting offers

- ***For specific transport operations:*** the logistics (or other responsible) officer prepares a written request for quotations (RfQ) as indicated in the box below.

- ***For leasing a truck fleet:*** the logistics officer prepares an RfQ as indicated in the box below.
- Send or deliver the RfQ to at least 3 potential transporters giving reasonable notice for submission (at least 48 hours in the most urgent cases).
- Prepare the RfQ thoroughly, with care. Offers must be evaluated on the basis of the RfQ alone.
- If loading/unloading is not included, be clear about who will organize and pay for it.

Specifications for specific transport operations

RfQs for specific transport operations must include the following:

- cargo: type and quantity (e.g. 10 tons of wheat flour in 50 kg bags); dimensions of pallets (if any); C+F value
- origin: place; whether the contractor is responsible for loading
- destination: place; whether the contractor is responsible for unloading (or the cargo to be 'delivered on truck/wagon')
- timing: estimated start date; required completion date
- requirements for insurance; responsibility for any losses
- payment terms
- deadline (time and day) for submission of sealed offers to be delivered by hand or registered mail

Specifications for truck fleet leasing

RfQs for truck fleet leasing must include the following:

- types and numbers of trucks required
- area(s) within which the trucks will be required to operate
- period of the proposed contract
- the contractor's responsibility for insurance, cargo loss, etc.
- payment terms
- deadline (time and day) for submission of sealed offers to be delivered by hand or registered mail

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Receiving, opening and evaluating offers

- Sealed offers are received in a locked box or by fax in a secure communications room.
- A designated staff member opens offers at the specified time.
- The LTC reviews the validity of each offer, compares and evaluates the offers, records its conclusions and submits a written recommendation to the CD (or to the head of sub-office).

Awarding the contract

- The CD (or head of sub-office) decides, recording his/her reasons in case the decision differs from the LTC's recommendation.
- The CD confirms the availability of funds and signs the contract.

For a sample lease agreement, see: *Transport manual.*

Monitoring performance; payment

- The logistics or other responsible officer:
  - verifies correct provision of services in accordance with the contract;
  - reports any losses or damage to cargo that are to be charged against the transporter's invoices (unless independent inspection has been arranged); *and*
  - certifies invoices for payment.

8

9 Logistics

IN THIS CHAPTER:

- **9.1** provides brief checklists for assessing the capacity of various elements of an overall logistic system: ports, river corridors, airfields, road transport, overland entry points, rail transport, storage facilities and grain mills.
- **9.2** to **9.4** provide guidance for selecting locations for storage facilities, gathering data for ITSH cost estimates and choosing warehouses.
- **9.5** provides a check-list for checking the conditions of storage of WFP commodities.
- **9.6** provides brief guidance on the support that non-specialist staff may be called on to provide for air operations.

Guidelines on contracting for transport services are provided in **8.4**.

For details of logistic procedures and documentation, see: *Transport manual*.

For details concerning the storage of specific commodities, see: *WFP food storage manual*.

N.B. The term 'extended delivery point' (EDP) has been widely and variously used in WFP for several years. In line with the terminology used in the revised version of the *Transport manual* expected to be issued during 2002, this chapter (and the Pocketbook in general) refers instead to in-country 'storage facilities' and 'hand-over points'. Hand-over points may or may not coincide with a storage location.

9

Capacity building for logistics

One of WFP's roles is to enhance national capacity to manage food assistance operations. The training of government and NGO partners is an important element of this.

Training materials are available from OTL in relation to:

- warehouse management; and
- contracting commercial transport.

Training materials on transport fleet management should be available in 2002.

9.1 Assessing logistics capacity

Guidelines for comprehensive Logistics Capacity Assessments (LCAs) are available from OTL-ALITE. The following check-lists may be used locally, when an emergency arises, to update an existing LCA or to gather data for a new one.

Check the items listed in terms of:

- the present situation/capacity;
- the impact of the disaster/crisis; *and*
- any changes expected in the foreseeable future.

Record the name, address, phone number, fax number and e-mail of all contacts in order to be able to follow up for further information or to arrange contracts.

Logistic overview

List and map the following:

✔ major ports, border crossings and transport routes – road, rail and river, including trans-shipment points – airports, landing strips and helipads serving the emergency zone

✔ mountain ranges, flood-prone areas, damaged or vulnerable bridges, ferry crossings or routes that are susceptible to landslides or security problems

✔ expected seasonal effects on transport, storage and handling operations

✔ security situation in the area of operations and along relevant road, rail and river corridors; current and potential security measures to protect stocks, transport and warehouses (including any need for and availability and cost of escorts, and the implications of their use)

✔ potential for political or military effects on transport, storage and handling operations and capacity

9

Ports

For each coastal or river port of potential use, list/check:

- ✔ its location, number of quays and draught (with seasonal variations)
- ✔ permissible vessel specifications (including length restrictions) for bulk and bagged cereals
- ✔ discharge rates into warehouses, trucks, rail wagons, barges
- ✔ cargo handling equipment – numbers and capacity of cranes, forklifts, etc.; availability of bulk grain and container handling facilities
- ✔ present level of functioning
- ✔ any specific security concerns and measures
- ✔ customs procedures, handling costs, taxes
- ✔ superintendence, shipping and forwarding agencies present and their fee rates
- ✔ present and foreseeable bottlenecks, and possibilities to overcome them and increase the efficiency of the relief operation

Specify any requirements for: technical assistance (e.g. a port operations logistics officer); the introduction/extension of night working (including the provision of lighting where needed); the repair or extension of quays and warehouses; the repair or provision of cranes and other handling equipment; the introduction of streamlined procedures; training of port personnel; etc.

For major ports, concentrate on what may have changed recently: basic data are normally already available to OTS.

River corridors

For each river corridor of potential use, list/check:

- ✔ draught, speed of current, permissible vessel specifications and carrying capacity (with seasonal variations)
- ✔ requirements for pilots
- ✔ customs and other considerations where the river marks an international frontier
- ✔ availability of boats, barges and tugs
- ✔ local norms/practices for contracting river transport
- ✔ any specific security concerns and measures
- ✔ present and foreseeable bottlenecks, and possibilities to overcome them and increase the efficiency of the relief operation

Specify any requirements for: the repair or extension of riverside quays and warehouses; the repair or provision of cranes and other handling equipment; repair or provision of barges and river craft; training of personnel, etc.

Airfields

For each airfield of potential use, list/check:

Basic operating information

- ✔ its location (with coordinates), code (if any) and altitude; the runway length, width, surface, load classification and orientation
- ✔ the location and height of any obstructions along the runway or in the approach/departure zones
- ✔ present and potential weather constraints (fog, strong winds, ice)
- ✔ aircraft types that can operate
- ✔ available navigation aids and support
- ✔ availability (or possibility) of night lighting; the reliability of power supplies
- ✔ operating hours; the level of sustainable activity; the times when relief aircraft can best be accommodated
- ✔ customs procedures
- ✔ air operators that are present or that operate regularly

Control and safety

- ✔ control tower (air traffic control service), briefing room and weather reporting facilities
- ✔ procedures for obtaining flight clearances

- ✔ weather forecasting support and information flow
- ✔ fire-fighting and rescue equipment
- ✔ risks of people, animals and birds on runway
- ✔ security: perimeter strength, location, guards, baggage check/controls, customs and alert procedures; any specific security concerns and measures

Ground facilities for aircraft

- ✔ aircraft parking facilities: dimensions, surface strength, number of aircraft (by type) that can be parked, tie-down facilities; covered hangars
- ✔ aircrafts' access to fuel, maintenance and unloading areas
- ✔ aircraft support services: latrine and disposal servicing; de-icing equipment; ground power and starter units; towing equipment
- ✔ availability of Avgas and Jet-A1 fuel, storage capacity, bowsers for refuelling aircraft (pressure or gravity refuelling)

Cargo and passenger facilities

- ✔ cargo facilities: handling equipment, loading ramps, storage
- ✔ cargo receipt and customs procedures; handling agents present and their fee rates
- ✔ trucks' access to aircraft parking and cargo areas
- ✔ passenger (dis-)embarkation procedures; passenger amenities
- ✔ passenger and cargo transport to the airfield
- ✔ present and foreseeable bottlenecks, and possibilities to overcome them and increase the efficiency of the relief operation

Specify any requirements for: the introduction/extension of night working (provision of lighting where needed); repair or extension of runways and warehouses; repair or provision of handling equipment; training of airport personnel; etc.

Road transport

Road conditions

List and map roads of potential use to and within the emergency zone noting:

- ✔ the type/category: primary roads, secondary roads and village roads/tracks
- ✔ any that are, or could become, impassable as a result of floods, snow, landmines or insecurity
- ✔ the types and sizes of cargo trucks that are able to pass on each road type/route (noting seasonal variations, if relevant)
- ✔ bridges: types and capacities/weight limits
- ✔ potentially dangerous overhangs; steep hills (percentage gradient)
- ✔ river crossings and/ or ferries with expected delays, tolls, etc.
- ✔ any security concerns and measures for particular routes or locations
- ✔ present and foreseeable bottlenecks, and possibilities to overcome them and increase the efficiency of the relief operation and reduce risks

Specify any requirements for: repair or upgrading of vital sections of road; repair or strengthening of culverts, critical bridges and river fords.

Trucking capacity

Check and record:

- ✔ how the transport market is organized (whether individual truck owners associated in cooperatives, or large transporters in competition); local norms/practices for contracting road transport
- ✔ local transport companies: their fleet capacities; most common truck size; approximate rates per tonne-km for the best and worst road conditions; any restrictions on where the truckers are willing to go
- ✔ government entities and other organizations with truck fleets that are, or could be, available to transport relief supplies: their fleet capacities; the conditions and procedures for use; their reliability and arrangements for maintenance

- ✔ present and foreseeable bottlenecks, and possibilities to overcome them and increase the efficiency of the relief operation

Specify any requirements for: the redeployment (and repair where needed) of government truck fleets; exceptionally, provision of a dedicated truck fleet; training of fleet managers and maintenance personnel; etc.

Light vehicles

Specify:

- ✔ the types that are best suited for personnel transport
- ✔ the availability of such vehicles for rent or purchase; approximate rates/prices

Overland entry points

For each border crossing point of potential use, list:

- ✔ its precise location
- ✔ crossing, customs and inspection procedures for passengers and cargo (including documentation requirements)
- ✔ superintendence agents that are available and their fee rates
- ✔ handling capacity
- ✔ normal working hours and hours on weekends and holidays
- ✔ availability of driver support facilities, communication facilities, fuel
- ✔ whether there is frequent congestion: typical delays
- ✔ any specific security concerns and measures
- ✔ any alternative routes and whether the same customs documentation can be used on these alternative routes
- ✔ present and foreseeable bottlenecks, and possibilities to overcome them and increase the efficiency of the relief operation

Specify any requirements for: the repair or upgrading transit stores and other facilities; introduction of streamlined procedures; training of personnel; etc.

Rail Transport

Map the rail network of interest and describe:

- ✔ the condition of rail tracks; the frequency of traffic on different sectors
- ✔ present level of cargo movement; any anticipated changes
- ✔ major transit points: location, wagon capacity, sidings, storage capacity, cranes
- ✔ reliability and security of cargo movements
- ✔ type and number of usable cargo rail-wagons
- ✔ type and number of usable locomotives
- ✔ rate of through-put from points of origin to storage facilities (for storage facilities with sidings, give siding numbers and provide a sketch or map)
- ✔ procedures at transit points
- ✔ any security concerns and measures for specific routes or locations
- ✔ present and foreseeable bottlenecks, and possibilities to overcome them and increase the efficiency of the relief operation

Specify any requirements for: technical assistance in management and scheduling; assigning personnel to marshalling yards to expedite wagon movements; repair or upgrading of facilities at critical transit points; training of personnel; etc.

Storage facilities

Check and record the following for each location where it may be necessary to store supplies – ports, other entry points and all locations of in-country storage facilities:

Government warehouses and warehouses available for rent

For each warehouse available:

- ✔ its location; convenience; susceptibility to flooding or looting; capacity
- ✔ general condition, security, cleanliness

- ✔ availability of skilled labour, standard of record keeping; any needs for training in warehouse management
- ✔ any security concerns and measures for specific locations
- ✔ costs if applicable

Related facilities

For each location:

- ✔ availability of mechanical handling equipment and pallets
- ✔ whether pallets can be purchased locally (if required): cost and delivery time
- ✔ whether pesticides and fumigants are available on the local market: cost and delivery time
- ✔ availability of officially-licensed fumigators
- ✔ availability of suitable sites where additional storage capacity could be established, if needed, using existing buildings, prefabricated warehouses or local construction

Specify any requirements for: technical assistance in warehouse management; upgrading of recording systems; repairs to facilities at critical locations; training of personnel; etc.

Grain mills

For each grain mill, describe:

- ✔ its location, distance from the port and storage facilities; how grain would be transported from its source to the mill
- ✔ estimated milling capacity in MT/day
- ✔ current production rate; whether the rate could be increased and how an increase would affect the local market
- ✔ on-site storage capacity (size and condition) for raw grain and milled grain
- ✔ whether the miller can provide adequate packaging and standard WFP markings
- ✔ average ratios of milled grain, chaff, foreign matter, etc.
- ✔ whether the miller can blend flour with other milled produce, and fortify flour with additives; the costs of blending and fortification
- ✔ loading and discharge rates for trucks delivering grain; the number of trucks the mill can handle per day
- ✔ price for milling in US$ per ton; handling charges for the loading/off-loading of trucks
- ✔ whether the miller will accept grain for payment (in kind)

Food testing facilities

For each laboratory testing facility available, list:

- ✔ its capacity (number of trained staff, availability of equipment and supplies, time for results)
- ✔ its reliability

9.2 Selecting storage facility locations

These notes relate to situations in which WFP delivers food to agreed locations within the country, not just to the port or border crossing. This includes both refugee operations (jointly with UNHCR) and those situations where, on behalf of a national government or in the absence of an effective government, WFP assumes responsibility for some (or exceptionally all) in-country transport, storage and handling operations.

Definition and responsibilities

Storage facilities are locations within the country where food commodities are stored pending onward movement to distribution points. A storage facility may:

- be co-located with a distribution point – food is distributed directly from the storage facility to beneficiaries;
- serve a number of separate points – WFP or an IP transports the food from the storage facility to the distribution points where it may be stored temporarily by the IP before being distributed to the beneficiaries; or
- serve as an intermediate store from which WFP forwards commodities to another storage facility.

Depending on the situation, the government, WFP or an implementing partner (IP) may be responsible for the management of storage facilities and for transporting commodities from the point of entry into the country (or point of origin within the country) to a storage facility, between storage facilities, and from storage facilities to distribution points.[16]

16 For refugee operations, UNHCR is responsible for the cost of moving commodities from the agreed hand-over points to the distribution points and the costs of distribution to the beneficiaries. For other emergency or PRRO operations in LDCs or LIFDCs, the costs beyond the hand-over point are included in the ITSH rate paid by WFP to the IP, and the IP pays the actual expenses. In certain cases, distribution costs are jointly financed by WFP and the IP.

Hand-over points are the locations at which WFP hands commodities over to the government, another agency (e.g. UNHCR or ICRC) or an IP.

Basic principles

- The overall logistics system/network is designed and the locations of storage facilities are chosen to achieve the most cost-effective and logistically practical delivery operation.
- Existing warehouses should be used whenever possible.
- Each storage facility should hold an appropriate level of operational stocks taking account of security and the shelf-lives of commodities, especially for locally procured items (see 6.4). When access may be restricted because of seasonal rains, adequate supplies should be in place to cover needs during the period of restricted access.

For refugee operations, the locations at which WFP hands commodities over to UNHCR's IP(s) is proposed by the WFP and UNHCR country offices and confirmed by the two HQs. Hand-over normally takes place at WFP-managed storage facilities. These should be located as near as possible to distribution points and the final beneficiaries, but each should normally serve a population of at least 10,000.[17]

Considerations when selecting locations

- ***Vehicle access:*** Each storage facility should be accessible for trucks with a carrying capacity of at least 10 tonnes even during the rainy season. The aim should be to utilize the largest possible vehicles in order to limit costs.
- ***Adequacy of storage and other facilities:*** Suitable storage premises must be available, or be established (see 9.4). Telecommunications, electricity supplies and other utilities should also be available, or be provided.
- ***Security:*** Storage facilities should not be in high-risk areas. Roads and/or other transport routes to them should be safe.
- ***Acceptability to implementing agencies:*** Whenever possible, IPs

17 Arrangements for refugee operations are defined in a specific agreement with UNHCR, see: PDM.

responsible for distribution should be consulted in relation to the siting of new storage facilities.

- Possible/foreseeable movements of populations in need of assistance should also be considered.

Co-location with a distribution point can reduce transport costs and delays, but may result in security hazards, theft and unsanitary conditions around the storage facility leading to the risk of rodent or insect infestation of stocks. When such risks are high, it would be preferable to have some distance between the storage facility and any distribution point.

Management and operation of facilities

- Where the storage facility is used exclusively for the storage of food commodities by WFP, WFP is entirely responsible for its management and for associated costs (unless the function is undertaken by the government).
- Where, in the interests of overall cost-efficiency, the same facility is also used by a partner for storage of other items (a 'joint-use' facility), costs will be shared (e.g. on the basis of allocated space) and a written agreement be established.
- When a joint-use facility is to be established in the context of a refugee operation, the same IP should be engaged by WFP and UNHCR to operate the facility and a tripartite written agreement be established.

For further details, see: *Transport manual*.

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9.3 Collecting data for LTSH cost estimates

Landside transport storage and handling (LTSH) includes:

- costs incurred at the discharge port following vessel discharge;
- costs of transporting food from the discharge port, or point of purchase in case of local/regional purchase, to agreed hand-over points; *and*
- costs of handling, storing, reconditioning, distributing and generally maintaining the food in an acceptable state from receipt to agreed hand-over points.

Based on data collected on the spot, LTSH rates are calculated using the standard LTSH matrix software (see guidelines in: *Transport manual*).

Cost elements to be estimated

Estimates of current per ton costs are required for all items listed below. Any recent changes in rates, and any changes expected in the immediate future, should also be noted.

Costs at point of origin

For each port or other point of origin:

- ✔ handling and tally at quay side (ex-quay or from end of bagging line at quay)
- ✔ local shunting; terminal handling charges for containers
- ✔ transport to port stores, if any
- ✔ handling in/out at stores
- ✔ fumigation/reconditioning in stores
- ✔ storage charges per ton/week (and/or costs for renting temporary warehouse facilities); expected duration of stay for which storage charges would be payable

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- ✔ customs and clearance fees (statutory and commercial)
- ✔ other in-port costs (including for commodity tracking in COMPAS or an equivalent)

Transport from points of origin to storage facility locations

For each route:

- ✔ the distance (km)
- ✔ normal payload capacity of trucks/wagons/barges
- ✔ transport rates (per MT [per trip] or per tonne-km)

and, if not included in the above:

- ✔ truck/wagon/barge hire charges
- ✔ road and bridge tolls
- ✔ truck weighing
- ✔ convoy and escort fees
- ✔ border fees

Transport between storage facility locations

For each route:

- ✔ the distance (km)
- ✔ normal payload capacity of trucks/wagons/barges
- ✔ transport rates per MT per trip (including all costs)
- ✔ demurrage charges

and, if not included in the above:

- ✔ truck/wagon/barge hire charges
- ✔ road and bridge tolls
- ✔ truck weighing
- ✔ convoy and escort fees

Costs at storage facilities

For each storage facility:

- ✔ warehouse rent (and/or the cost of temporary warehouse facilities), maintenance, security
- ✔ rent and maintenance of handling equipment, pallets, tarpaulins
- ✔ labour for offloading and loading
- ✔ fumigation/reconditioning
- ✔ other costs (including for commodity tracking in COMPAS or an equivalent; excluding costs covered under DSC)

Transport from storage facilities to distribution sites, and costs at distribution sites[18]

For each major distribution site and/or implementing partner associated with each storage facility:

- transport from the storage facility to the distribution site
- rent and maintenance of storage, if any, beyond the storage facility
- labour for loading/unloading (for which payment is necessary)
- costs of distribution materials and equipment
- supervision costs including transport
- other costs as provided for in partnership agreements

18 The costs of transport from storage facilities/hand-over points to distribution points and costs at distribution sites should be included in the LTSH matrix for commodities delivered for all beneficiary populations other than refugees and other populations for which UNHCR takes responsibility. UNHCR budgets and appeals for resources for these costs for refugees, etc., except for a few designated countries where, on a pilot basis in 2002, WFP is taking this responsibility.

9.4 Warehouse requirements

- Use existing WFP stores whenever possible.
- If this is not possible, borrow or rent other suitable premises, if available.
- Arrange essential repairs to roofs, doors, locks, and lighting (if needed).
- Borrow or buy additional pallets or dunnage (if needed) to keep supplies off the floor.
- Ensure appropriate warehouse security, see: 13.3.

If no suitable premises are available, options are, in order of preference:

a) Build with traditional local materials and tarpaulins. Use tents for small local stores for short-term use. (Stacks must be raised off the ground and covered with plastic sheeting.)

b) Use old railway wagons or empty shipping containers.

c) Construct new warehouses using locally available cement and corrugated iron sheets.

d) Import prefabricated structures (such as Rubb-halls, Wiikhalls or cocoons) if materials are not available locally, costs are high or delays excessively long.

Options *c* and *d* are considered only when a large capacity store is required for a long-term operation.

Choosing a warehouse

Aspects to consider when choosing a warehouse include:

- the security situation in the locality:
- the suitability of the building and compound (see box below);
- the availability of suitable handling equipment;
- the availability of competent warehouse personnel;
- whether the store can become operational immediately; the potential delays and risks if it is not immediately usable;
- the availability of a secure parking area for trucks (attached to the warehouse or close to it);
- cost (of any rental and/or repairs).

Choosing a site for a prefabricated warehouse

Any site for the erection of a pre-fabricated warehouse should have:

- good drainage and be far from streams, standing water and risks of flooding or landslides
- a secure compound
- good road access
- space for parking trucks and for expansion, if needed

Criteria for choosing warehouse premises

A warehouse should:

- ✔ be conveniently located in relation to the transport facilities being used (roads, ports, airports, railway sidings)
- ✔ be far from sites of potential flooding or landslides
- ✔ not be liable to pollution or infestation from nearby industries or other food warehouses
- ✔ have easy but controlled access
- ✔ be of sound, non-combustible construction
- ✔ have floors that are level, strong and watertight
- ✔ be dry and well ventilated, and free from rodents, termites and other pests
- ✔ be secure (at doors, windows and the perimeter fence/gates)
- ✔ have platforms or ramps for ease of loading and unloading
- ✔ have an adequate electric power supply and lighting (preferably available 24 hours-a-day)

Additional considerations:

- An office room or enclosure is an advantage.
- If small, high-value items are to be stored, secure rooms or cages are required.
- A single large building with sufficient doors for the loading/ unloading of several trucks simultaneously is usually best.
- Separate buildings can be useful if there are supplies that should be kept well clear of each other.

Example of calculating storage capacity requirements

Space is required to hold 60 days' supply of food grains in 50 kg bags for 1,000 people, based on a ration of 400 g/person/day:

1. Rations of 400 g per day for 1,000 people amount to 400 kg/day = 0.4 MT/day.
2. Thus, 60 day's stock = 60 x 0.4 = 24 MT.
3. 1 MT of grain occupies approximately 1.5 m^3 (volume). If bags are stacked 4 m high, 1 MT of grain will occupy 1.5 / 4 = 0.4 m^2 (approximately) of floor space.
4. Thus, 24 MT requires 24 x 1.5 = 36 m^3 (volume) or, if stacked 4 m high, 36 / 4 =9 m^2 of floor area.
5. To calculate the total warehouse floor area required, add 20% (multiply by 1.2) to allow for access aisles and ventilation within the warehouse:

   9 x 1.2 = 10.8 m^2

Equipping a warehouse

Basic warehouse equipment includes:

- brooms
- fire extinguishers
- first aid box
- ladders
- repackaging equipment:
  - sack needles and twine, or a stitching machine
  - empty sacks, cartons and oil containers
  - adhesive tape
- sampling spears
- shovels
- sieves
- tools and materials for store repair and simple maintenance
- torch
- weighing scales

Volume and stacking heights of common relief items

COMMODITY/ITEM	NORMAL PACKAGE	VOLUME m^3/MT	STACKING HEIGHT[1]
FOOD COMMODITIES			
Food grains, beans	50 kg sacks	1.5	20-40 sacks [4 m]
Flour, meal, blended foods	25 kg bags	2	20-30 bags [3.5m] 2
DSM in bags	25 kg bags	2.4	20-30 bags [2.5m]
DSM in tins	20 kg/carton (4 tins each)	4	8 cartons if stacked individually; 20 if palletised
Edible oil in cans	25 kg/carton (6 cans each)	2	as above for DSM
Oil in drums	200-litre drums	1.4	2 drums upright (with wood between rims) 3 drums on their sides
NON-FOOD ITEMS			
Kitchen utensils	35-40 kg cartons	5	3-4 m
Health clinic equipment	35-50 kg cartons	4.5	3-4 m
Mixed drugs	<45 kg cartons	3.5	3-4 m
Family tents	35-60 kg each	4.5	Depends on means of lifting/stacking
Blankets (compressed)	bales of 70: 85 kg each	4.5	Depends on means of lifting/stacking

1 Maximum stacking height depend crucially on the packaging materials (including outer packages/cartons), the climatic conditions, the equipment used for stacking and the skill of the workers. The figures shown are only rough guidelines. Check any specific recommendations given by the suppliers (and perhaps printed on cartons).

2 Polypropylene bags supplied by local millers may be irregular in size or shape, reducing the maximum safe stacking height.

9.5 Checking storage conditions

Premises (inside and outside the store)

- ✔ gates, fences, doors, roofs, windows, gutters and drains are in good repair
- ✔ all locks are secure
- ✔ floors are sound and clean
- ✔ fire extinguishers are accessible
- ✔ no smoking is permitted in or close to the store
- ✔ there are no signs of the entry of rats/mice
- ✔ open ground is clear and tidy

Indoor stacking

- ✔ different commodities, different packages and different consignments are stacked separately
- ✔ between stacks and all walls and pillars there is at least 1 m space
- ✔ between stacks and the roof structure there is some space
- ✔ between stacks there are passages of at least 2 m for loading/unloading (5 to 6 m passages in a large store where the entry of trucks has been authorized)
- ✔ all stacks are built on pallets or round-pole dunnage (with priority to flours and blended foods)
- ✔ pallets/dunnage are smooth and level; there are no projecting nails or splinters
- ✔ stacks are orderly, built to edge of dunnage and 'bonded' (the containers in each layer are oriented at right angles to the layer below)
- ✔ height limits are respected; lower layers are not crushed

Outdoor stacking (when indoor capacity is insufficient)

- ✔ only whole grain cereals, pulses and vegetable oil in drums are stacked outside (no flour, blended food, milk powder or canned items)
- ✔ the ground is firm and flat (ideally with a *slight* slope for drainage); no danger of flooding
- ✔ all stacks are on dunnage on a raised gravel platform surrounded by drainage ditches
- ✔ there is a polythene/PVC sheet between the dunnage and first layer, and this sheet is turned up and tucked in between 3rd and 4th layers
- ✔ a canvas (or plastic) tarpaulin covers the stack and is tied down on all sides

Handling

- ✔ bags are carried, not dragged or thrown; no hooks are used; bags and cartons are not carried in the rain
- ✔ commodities from damaged containers are recovered – repacked or the containers repaired – and stacked separately
- ✔ mechanical handling equipment is in good condition, regularly maintained and correctly used

General warehouse management

- ✔ dispatch priority is decided taking account of food and packaging condition, expiry date and stock rotation (first-in-first-out)
- ✔ cleaning materials are available and well-kept
- ✔ other basic equipment is available and well-kept (see 9.4)
- ✔ cleaning schedule and responsibilities are defined and respected
- ✔ damaged commodities are stacked well away from other commodities pending disposal
- ✔ sweepings and other dirt are disposed of well away from the store
- ✔ fumigation is undertaken by licensed fumigators, when needed
- ✔ bag weights are checked on a sample basis on receipt (unloading) and dispatch (loading)

Records

- ✔ stack cards on each stack are up-to-date
- ✔ central inventory records are orderly and up-to-date

- ✔ separate records are kept for similar commodities of different origin
- ✔ procedures for writing off spoiled items are strictly followed
- ✔ physical stocks correspond to recorded stock balances taking account of recorded damage and loss

Condition of stocks

Look all round each stack; use a torch in dark places; look out for:

- ✔ split/broken containers
- ✔ webs or cocoons of beetles and moths between bags or in the seams
- ✔ heating (lift a bag in the middle of the top layer)
- ✔ unusual smells
- ✔ hardening of DSM sacks
- ✔ rusting or swelling of cans (open a few randomly selected cartons; reseal them after inspection)
- ✔ leakage of oil

If you are authorized and have a sampling spear:

- take samples from grain sacks, check for smell, insect damage, mould or discoloration.

If significant damage is found or suspected in any stack of any commodity:

- dismantle the stack;
- separate containers that appear to be damaged/unfit from those that appear to be sound/in good condition; *and*
- take samples from each lot separately and send them for testing.

For details concerning the storage of specific commodities, see: WFP food storage manual.

9.6 Supporting air operations

Helicopters/light aircraft may be used in many operations to move people and high-value items such as spare parts and drugs.

Food is delivered by air only when lives are at risk and there are no other means of assuring safe delivery. ("Each dollar saved in transport costs is a extra dollar for food for the beneficiaries.")

All air operations are planned and supervised by air transport movement specialists. Other staff will be called on to support related ground operations.

Preparing a helicopter landing pad

- Check whether there is an existing pad in the area. If not, get specific instructions concerning landing area requirements from the aircraft operator, if possible. Typical requirements are:
  - a perimeter of at least 25 m x 20 m cleared to a height of 50 cm (the long side in the direction of the prevailing wind) or as requested by the pilot; flat ground – maximum gradient 1 in 8 (12%); no loose items on the ground that could be sucked up into the engine or rotors (all grass cuttings, branches, small debris are removed);
  - at the centre, an area 5 m x 5 m cleared to ground level with a large, clearly visible H marker (lined up with the long side of perimeter) painted with lime or made using marker panels;
  - an obstacle-free approach at an angle of not more than 5°: (nothing higher than 1 m within 10 m of the perimeter; nothing higher than 5 m within 50 m, etc.); approaches are clear of all power lines, telephone wires and, preferably, fence wires;
  - no fuel or inflammable materials within 100 m.

Ideally, find a clear area the size of a football pitch.

Receiving a helicopter

- Have an HF (or at least VHF) radio with an agreed frequency channel; know the pilot's call sign and be sure the pilot knows yours. (In an emergency without a radio, use smoke or a mirror to signal your position.)
- Ensure that no people or animals will stray into the perimeter area – keep them at least 50 m away, if possible.
- Group all waiting passengers and cargo in one place, outside the perimeter, upwind and in the pilot's line of sight. All should be between 10:00 and 14:00 of line of approach (see: *Giving directions to pilots* below).
- Instruct everyone to be prepared for the windblast from the rotor, to protect their eyes and to hold on to hats and any loose items.
- Provide goggles and ear protection to any personnel required to operate in the immediate vicinity.
- Don't approach, or allow others to approach, the aircraft until the rotor has stopped turning. If the pilot cannot stop the rotor, remain in view of the pilot and indicate with a thumbs-up signal held to the side of your body that you are requesting approval to approach. Move only when the pilot responds with a thumbs-up signal.
- Approach and depart from the aircraft within an arc of 60° either side of the nose centre line, remaining in full view of the pilot. Always crouch in case the rotor should move. On sloping ground, approach and depart from the downhill side.
- Don't try to operate doors and hatches; only crewmembers should do this.
- Never approach, or allow others to approach, from the rear of the aircraft or pass behind it in the vicinity of the tail rotor.

Supporting an air-drop

Air-drops are used as a last resort for populations to whom food cannot be delivered in any other way. Grain/flour sacks are specially packed on pallets. Biscuits or other items may be prepared in small 'snow-flake' packages.

Preparing to receive an air-drop

- Select out an appropriate drop zone in collaboration with the local authorities:
  - Required drop zone length and width depends on the aircraft type, cargo and operating conditions. Follow instructions given by the airdrop operator.
  - Typically the length is 600 to 1,000 m and the width 80 to 200 m, with a surrounding security zone of 200 m. The longer and wider the area the better. The long side should be oriented in the direction of the prevailing wind or the direction in which there are least obstacles.
  - The zone should be free of anything that could be damaged by, or cause damage to, the dropped cargo – no houses, trees or vehicles.
- Clearly mark the perimeter so that all people and livestock can be excluded during drop operations.
- Make a large cross in the centre of the zone using marker panels or other means, and mark the corners with panels or banners to enable the pilot to line up for the drop.
- Arrange a wind indicator – fire/smoke or improvised windsock (e.g. 2 m long streamers) of orange or bright colours mounted on a pole that is as high as possible.

Receiving an air-drop

- Have an HF (or at least VHF) radio with an agreed frequency channel; know the pilot's call sign and be sure the pilot knows yours.
- With the local authorities, organize marshals to:
  - clear the zone of people and animals;
  - keep it clear until the drop has been completed;
  - organize the collection and distribution of the supplies.
- Give the OK to the pilot to start dropping only when you see that everything is in place and the drop can be done safely.

Giving directions to aircraft/helicopter pilots

- Face the direction of flight (the direction the pilot is facing) and indicate directions by 'left'/'right' signals or more precisely using the clock ray method. i.e.:
  - imagine the face of a clock on the ground below the aircraft (or on the pilot's lap) with 12:00 corresponding to the direction of flight;
  - specify the hour on the clock face that corresponds to the direction in which you want the pilot to look, or proceed.

Giving a weather report

- Specify/describe the following clearly and in the order listed:
  - local time; place
  - visibility (e.g. "less than 5 km"; "5 to 10 km")
  - ceiling: estimated altitude of the cloud base in feet or metres
  - wind: velocity ("none/light/heavy") and direction ("from north", south, east or west)
  - barometric pressure, if available
  - general weather conditions (e.g. clear, rain. fog, dust)
  - any major changes expected during the day
  - date and time of last rain (e.g. within the last 48 hours)
  - airfield condition (e.g. dry, muddy, suitable/not suitable for landing).

10 Working with Others

THIS CHAPTER OUTLINES the key features of WFP's collaboration with other entities:

- **10.1** working with governments, military forces and non-state actors.
- **10.2** negotiating (with governments and other actors) for access to needy populations.
- **10.3** to **10.6**, collaboration with UNHCR, UNICEF, FAO and ICRC.
- **10.7** and **10.8.** working with NGOs and stand-by partners.

For details of related memoranda of understanding (MOUs) and stand-by arrangements (SBAs), see *WFPgo*.

WFP's Collaboration with Partners

- In emergencies and protracted relief and recovery operations, WFP normally works with the government, and in close collaboration with other UN agencies in the context of the UN Country Team and Disaster Management Team.
- In major or complex emergencies, WFP works closely with the designated UN Humanitarian Coordinator and OCHA, and participates fully in the development of a Common Humanitarian Action Plan (CHAP) and inter-agency Consolidated Appeal (CAP).
- WFP has signed MOUs with UNHCR, UNICEF and a number of major international NGOs, and has exchanged letters and established an aide-mémoire with ICRC, defining arrangements for mutual collaboration including in emergencies.
- WFP also has stand-by arrangements (SBAs) with a number of government and organization partners under which they may make personnel available to WFP for emergency operations.

10.1 Working with governments, military and non-state actors

Governments

When there is a functioning national government recognized by the UN, WFP emergency and PRRO assistance is provided at the request of that government and within the framework of an agreement – a letter of understanding (LOU) – signed with that government.

Assessments are undertaken and operations are planned and implemented in collaboration with relevant national and local government entities and/or other organizations approved by the government.

For the standard text of an LOU, see: PDM.

Military (and civil defence) forces

Working alongside military forces

Relations depend on the nature and mandate of the force. The nature and level of WFP's relationship is determined in close consultation with other UN humanitarian agencies and the UN Humanitarian Coordinator. In general relationships are shown in the box below.

Specific procedures for liaison are defined in each case and a liaison officer is designated within WFP.

Using military/civil defence assets (MCDA)

In response to a natural disaster or during a complex emergency, WFP and the humanitarian operation as a whole may benefit from logistic and other services provided by the military or civil defence forces of donor countries that are not involved in a peace-keeping mission, or in a situation where there is no such mission. WFP follows the MCDA principles outlined in the internationally agreed 'Oslo Guidelines' (*Guidelines for the use of military and civil defence assets in disaster relief*) in *WFPgo.*

In agreement with the UN Humanitarian Coordinator, a CD may request such assistance through ALITE (which liaises with the Military-Civil Defence Unit of OCHA in Geneva).

Typical relationships between WFP and military forces	
TYPE OF FORCE	**TYPICAL NATURE OF RELATIONSHIPS**
National forces (i.e. army, navy, air force or civil defence organizations of the country where WFP is operating)	General liaison, particularly on security and access
UN-mandated peace-keeping forces	Liaison and information sharing on security and access to different areas/groups, and liaison on logistics. Often (depending on the mandate) there is joint planning, including direct logistics and security support from the force to the humanitarian operation
UN observer missions	Liaison and information sharing on security and access
Deployed forces that are not part of a UN peace-keeping operation (including peace-keeping forces that are deployed in advance of a UN mandate or forces deployed in response to a bilateral request of the government)	Liaison on security and information sharing to avoid misunderstandings on logistics plans
Other forces and militias	As for non-State actors (see below)

Non-State actors

In a complex (conflict) emergency situation where non-State actors (e.g. militias, rebel authorities) exercise control over territory or routes, it may be necessary to negotiate with these groups in order to obtain access to needy civilians, ensure the security of staff and supplies and arrange movement through check-points, etc. In those cases:

- WFP supports the UN Humanitarian Coordinator (HC) in such negotiations and, where appropriate, in the drawing up of written agreements with representatives of such groups at national level;
- within the framework of an overall approach agreed within the UN Country Team, WFP staff may discuss and negotiate with local leaders/commanders in order to secure safe passage for staff and supplies to reach particular areas and populations, see 11.1.

For further guidance the CD should consult the RD.

10.2 Working with UNHCR

WFP collaborates with UNHCR in providing food assistance to refugees, asylum seekers, returnees and, in certain circumstances, internally displaced populations (IDPs) of concern to UNHCR[19] when the total number of such beneficiaries in a country is more than 5,000. Below that figure, UNHCR takes full responsibility for food needs of persons of its concern.

Collaboration is governed by an MOU signed in July 2002 (replacing that signed in 1997). The key points of the MOU are summarized below. See the MOU in WFPgo for its precise wording. For any further clarification, contact the Office of Humanitarian Affairs (OHA) which is the corporate focal point for cooperation with UNHCR.

Key points of the MOU

Objectives

- WFP and UNHCR working in partnership seek to contribute to the restoration and/or maintenance of sound nutritional status and the promotion of the highest possible level of self reliance among the beneficiaries.

Numbers

- The government and UNHCR determine the number of refugees and organize registration. UNHCR involves WFP in the planning and execution of enumeration, registration and verification exercises.
- WFP and UNHCR jointly determine the numbers eligible for food assistance in consultation with the host government. If there is disagreement in the absence of a satisfactory initial registration, the problem is referred to the regional bureaux. Pending resolution, WFP in consultation with the host government provides food to the number of beneficiaries it estimates to be in need of assistance.
- Numbers are jointly up-dated at least once a year unless otherwise agreed between the country offices.

Needs assessment

- WFP and UNHCR jointly assess the overall food aid and related non-food requirements in consultation with the relevant government authorities, donor representatives, operational partners, beneficiaries and experts as appropriate.[20]
- WFP and UNHCR agree on the modalities of food assistance, the food commodities required, ration size, the duration of assistance and related non-food inputs for both general and any selective feeding programmes that may be necessary.[21]
- Special consideration is given to the needs and views of women, children and other vulnerable groups. Needs in different settlements may be established individually, if jointly agreed at country level. The situation and needs of communities surrounding refugee camps and of individuals and families hosting refugees are also considered and addressed as appropriate.
- Initial assessment of a major new emergency normally involves emergency response teams from WFP, UNHCR and prospective operational partners. Subsequently and for other situations, country offices undertake Joint Assessment Missions (JAMs) following agreed guidelines and involving outside staff as appropriate. The composition of each mission is mutually agreed. The food security situation is re-assessed at least once a year unless otherwise agreed between the country offices.
- When a consultancy is required to assess the beneficiaries socio-economic or health situation (e.g. their household food economy, self-reliance potential, health behaviours, underlying causes of malnutrition

19 UNHCR becomes involved in IDP operations only when specifically requested by the UN Secretary-General, or competent principal organ of the United Nations, and the reasons for displacement would make them of concern to UNHCR had they crossed an international boundary.

20 The assessment covers the food security and nutritional status of the people, the reasons for any malnutrition and the potential to increase self-reliance.

21 Related non-food inputs includes items and services relevant to the safe and effective use of food aid such as cooking utensils, fuel, water and sanitation, medicines, soap and shelter.

and gender aspects of distribution modalities) the costs are shared by both organizations.

Nutrition

- UNHCR, through its implementing partners, is responsible for monitoring the nutritional status of the refugees through regular surveys and an effective surveillance system, and for the implementation of any selective feeding programmes that may be necessary.
- WFP participates in the planning and execution of nutritional surveys and in the analysis and dissemination of the results. Decisions to implement selective feeding programmes are taken jointly by UNHCR and WFP on the basis of the joint WFP/UNHCR Selective Feeding Guidelines (which are consistent with the guidelines in 3.1, 4.2 and 4.3).

Plan of action

- A joint plan of action is prepared at field level setting out the agreed objectives and implementation arrangements for operations including responsibilities for monitoring. It is developed at the onset of each joint operation and updated at least once a year.

Resource mobilization and milling

- WFP mobilizes cereals, edible oils/fat, pulses (or other protein-rich foods when appropriate and jointly agreed), fortified blended foods, salt, sugar and high-energy biscuits for both general and selective feeding programmes.
- UNHCR mobilizes complementary foods including local fresh foods therapeutic milks and, when recommended, spices and tea.
- UNHCR ensure adequate supplies of non-food items and services relevant to the safe and effective use of food, e.g. cooking utensils, fuel, water and sanitation, medicines, soap and shelter.
- WFP and UNHCR jointly facilitate the mobilization of seeds, tools and fertilizers in cooperation with the government and other agencies, and promote nutritionally and environmentally sound practices and cooking techniques and technologies for saving fuel.

- When whole grains are provided, WFP is responsible for mobilizing resources for milling and provides milling facilities to the beneficiaries when feasible.
- WFP and UNHCR inform each other of the status of their commodity pipelines and consult immediately if it becomes clear that either organization will not be able to ensure the timely arrival and/or milling of food and non-food commodities under their responsibility.

Delivery of food and non-food commodities

- WFP transports the food it mobilizes to agreed hand-over points and is responsible for storage and the management of storage facilities at those points.[22]
- The locations of hand-over points are proposed by the WFP and UNHCR country offices and confirmed by the WFP and UNHCR regional bureaux. Criteria for selecting locations are given in 9.2. Management and security considerations are particularly important. Where feasible, hand-over points are chosen to eliminate the need for intermediate storage between the hand-over points and distribution sites.
- Unless otherwise agreed, UNHCR is responsible for the transportation of all WFP-resourced food commodities from the hand-over points to the distribution sites and for their distribution.[23] Responsibility is assumed ex-warehouse or free-on-truck/rail depending on local practices.
- UNHCR is responsible for the transportation and storage of those food and non-food commodities it mobilizes.
- WFP and UNHCR keep each other informed of the in-country logistic arrangements made to implement the agreed programme and collaborate, as appropriate, on transport and logistic issues to ensure coordination and the best use of assets and resources. Where possible, this

22 The agreement with UNHCR refers to extended delivery points (EDPs). WFP is discontinuing use of that term and now using 'storage facility' or 'hand-over point' as appropriate: see 9.2.
23 On a pilot basis, WFP is taking responsibility for the distribution of basic food rations in 5 refugee programmes for a period of 12 months, starting in 2002/3, after which the pilot activities will be jointly evaluated and responsibilities for distribution of food reviewed.

includes joint logistics planning and use of common services and tools.

Distribution

- Arrangements for distribution are agreed between the government, UNHCR and WFP, in consultation with beneficiaries, particularly women's committees, and in conformity with established commodity distribution guidelines.
- Distribution to beneficiaries is normally the responsibility of an implementing partner (IP) of UNHCR whose designation is agreed jointly by UNHCR and WFP. Distribution modalities and the responsibilities of the IP are specified in a tripartite (UNHCR-WFP-IP) agreement.
- Distribution sites are as close as possible to households to minimize the burdens and risks to women managing food distribution and/or collecting the food.
- For targeted feeding programmes, such as school feeding or FFW, and in non-camp situations or situations where food assistance is targeted to both IDPs and refugees, UNHCR and WFP may agree that WFP take responsibility for distribution.
- The country office of either UNHCR or WFP may, at any moment, request modifications to the pattern of distribution, or the suspension of distributions, if deemed appropriate for any reason such as security or protection. If the country office of the other agency does not agree, the matter is referred to the regional bureaux for a joint decision. In the meantime, distribution will continue as previously agreed.
- There is no automatic retroactive entitlement when full distribution of the agreed ration has not been possible. WFP and UNHCR decide jointly on any exceptional retroactive distribution based on substantive evidence of any negative effects of the reduced ration on refugees' well-being .

Reporting, monitoring and evaluation

- Partners responsible for distribution report directly to both UNHCR and WFP on the distribution and use of food.
- Both UNHCR and WFP have responsibilities for operational reporting and ongoing monitoring. The specific responsibilities of each are agreed and defined in the Plan of Action for each operation. WFP and UNHCR field staff undertake periodic joint monitoring at food distribution sites (including food basket monitoring) and at household level (including post-distribution monitoring and the end use of the distributed commodities).
- The evaluation services of UNHCR and WFP organize joint evaluations as appropriate. When an evaluation of a joint operation is organized by one organization, the other is informed and invited to participate.

Coordination

- Focal points or liaison officers are appointed by both WFP and UNHCR field offices to deal with operational matters covered by the MOU, assure close cooperation and regular exchange of information and resolve problems at country level whenever possible.
- The WFP and UNHCR country offices, in liaison with the relevant government authorities, establish and maintain food aid coordinating mechanisms for consultation and information exchange with donors, the diplomatic community, other UN organizations and NGOs.
- WFP establishes and chairs a joint food security committee where government and all interested parties can exchange information on all issues pertaining to food aid, related non-food assistance, food security and nutrition.
- WFP and UNHCR share with each other project documents relating to joint operations before they are finalized. WFP's LOU with the government provides for full access to and monitoring by both organizations. WFP seeks to associate UNHCR in discussions pertaining to the LOU.

Public information

- WFP and UNHCR collaborate on public information activities to promote awareness of the food security and related non-food needs of beneficiaries, understanding of each organization's role and support for the work of each organization in addressing these needs.
- WFP and UNHCR regularly acknowledge the role of the other. At field level, there should be adequate visibility for each organization.

Key joint WFP-UNHCR documents

- *MOU between UNHCR and WFP,* July 2002
- *Model tripartite agreement among UNHCR, WFP and the implementing partner,* March 1998
- *UNHCR/WFP Guidelines for estimating food and nutritional needs in emergency situations,* December 1997 [expected to be superseded in 2002 by joint UNHCR/ WFP/UNICEF/WHO guidelines]
- *UNHCR/WFP Guidelines for selective feeding programmes in emergency situations,* February 1999
- *Guidelines for locating EDPs and operating EDP storage facilities,* March 1997
- *Standard terms of reference for joint WFP/UNHCR food assessment mission* (JAM)

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10.3 Working with UNICEF

WFP and UNICEF cooperate in emergency and rehabilitation assistance for people affected by natural or man-made disasters and who remain in their country of origin (including IDPs).

Collaboration is governed by an MOU signed in February 1998. The key points of the MOU are summarized below. See the MOU in *WFPgo* for its precise wording. (The MOU is being reviewed jointly during 2002 and some refinement is expected.)

Key points of the MOU

Shared objectives of WFP and UNICEF

- To prevent famine-related deaths and prevent/reduce malnutrition including micronutrient deficiencies.
- To restore/provide access to health services, water supply, sanitation and other basic services for families, unaccompanied children and others with special needs.
- To improve the conditions of women, and promote and support breast-feeding.

Needs assessment

- WFP and UNICEF collaborate in assessing the needs of the population, in identifying ways in which those needs can best be met, and in determining how the resources of the two organizations can best complement each other. This collaboration includes:
  - joint assessment missions and working together with other partners (e.g. FAO) as appropriate;
  - sharing assessment information.
- WFP takes the lead in assessing overall food needs and logistics.
- UNICEF takes the lead in assessing the prevalence of malnutrition, the special needs of young children and women (including the need for

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child care and food preparation facilities), and the needs for fuel, water, sanitation, health care, education and other social services.

- UNICEF identifies opportunities for using WFP food (as FFW) in support of UNICEF-assisted training and the rehabilitation or re-establishment of basic health services, water supply, sanitation, education and other social services.
- WFP identifies opportunities for the use of UNICEF resources in support of WFP-assisted actions.

Monitoring and re-assessments

- WFP and UNICEF collaborate in establishing mechanisms for routine monitoring and making periodic reassessments with particular attention to:
  - the effectiveness and complementarity of inputs;
  - unmet needs;
  - changes in nutritional status and household food security.

Mobilizing and delivering food

- WFP mobilizes resources for foods and related costs for general, selective (supplementary and therapeutic) and other feeding programmes including those for unaccompanied children. WFP may provide cereals, edible oils/fat, pulses, fortified blended foods, sugar, DSM, iodised salt and other commodities.
- UNICEF mobilizes generically labelled breast-milk substitutes (infant formula) where required for infants who cannot breast-feed, and therapeutic milk for use in supervised therapeutic feeding programmes (TFPs).
- When there is a significant risk of micronutrient deficiencies:
  - WFP includes FBF or other fortified foods in the general ration;
  - UNICEF is responsible for covering any unmet micronutrient needs through the distribution of supplements or the provision of vitamin/mineral mixes.

Organizing distribution and feeding programmes

- WFP is responsible for the overall management of general ration distribution.
- WFP coordinates the organization of supplementary feeding programmes (SFPs) unless it is mutually agreed that UNICEF is in a better position to fulfil this responsibility.
- UNICEF supports and coordinates the organization of TFPs for severely malnourished people, programmes providing care, protection and feeding for unaccompanied children, and the distribution of micronutrient supplements.

Providing non-food items (NFIs)

- WFP mobilizes and provides all NFIs necessary for the transport, storage and distribution of all the food commodities for joint operations, including vehicles, warehousing and monitoring equipment.
- UNICEF provides NFIs related to food preparation and consumption (water containers, cooking equipment); other needs of the population (emergency shelter materials, soap); nutrition and health monitoring (scales), and selective feeding operations (kitchen equipment).

Providing services other than food to the population

- UNICEF seeks to assure the availability – and where needed the provision – of potable water supplies, sanitation facilities, hygiene education, primary and reproductive health care services, basic education for children, services for people who have been traumatized by exposure to extreme violence, and rehabilitation services for children with disabilities.
- UNICEF promotes respect for the right of children and supports remedial services for the care, protection and social reintegration of children who have suffered displacement, separation from families, neglect, exploitation, abuse, violence and discrimination.
- At the request of UNICEF, WFP seeks to assist and augment UNICEF's efforts in appropriate ways. These could include: FFW for the construction and maintenance of water, sanitation and health facilities; and support for health workers and emergency teachers.
- At the request of UNICEF, WFP may arrange international and in-country transportation and storage of UNICEF-provided supplies up to an agreed delivery point, at UNICEF's expense.

Coordination and training

- WFP and UNICEF keep each other informed of developments in their respective emergency responses and ensure the regular exchange of information at field and headquarters levels.
- Where appropriate, WFP and UNICEF invite staff to participate in each other's emergency training sessions.

Public information

- WFP and UNICEF collaborate on public information activities to promote awareness of the food and related needs of beneficiaries, understanding of each organization's role and support for the work of each organization in addressing these needs. At the field level there should be adequate visibility for each organization.

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10.4 Working with FAO

WFP and FAO coordinate and cooperate in relation to:

- the monitoring of food security and early warning of potential food crises;
- the assessment of food supply situations during crises that have long-term impacts on food production and supply systems; and
- the provision of emergency and recovery assistance to farmers, pastoralists and fishing communities.[24]

Normally, WFP and FAO cooperate in supporting the efforts of relevant national and local authorities and determining needs for international food assistance. Within the framework of overall UN coordination arrangements, WFP and FAO may also organize joint assessments and provide complementary assistance (e.g. food aid timed with seed distributions) directly or in partnership with other organizations.

The ED and the Director-General of FAO jointly approve WFP EMOPs greater than US$ 3 million (food value).

Collaboration in relation to early warning

Support to national systems

- In certain countries, WFP works with FAO to support efforts to establish and strengthen national early warning systems that monitor selected locally relevant indicators of impending food crisis.

Information for the global system

- The FAO Representative collates information from official sources that is required for the Global Information and Early Warning System (GIEWS) operated by FAO.
- WFP country offices and VAM at HQ also collaborate in gathering and

24 As of 2002 no formal MOU has been signed between WFP and FAO in relation to emergency assistance but collaboration proceeds on the basis of long-established relationships and understandings.

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providing data, especially those relating to the general food supply situation and food aid flows. (In countries where FAO has no representation, WFP country offices also gather and report information relating to the agricultural situation and prospects.)

Collaboration in relation to assessment

FAO/WFP joint Crop and Food Supply Assessment Missions (CFSAMs) during and after an emergency assess the national food supply situation to determine the need for international food assistance.

FAO normally provides a macro-economist, agriculturalist and/or other sectoral experts. WFP normally provides a food security specialist, a socio-economist and logistic support.

Within the mission:

- FAO and WFP mission members jointly assess how and to what extent the events have affected national and household food security (including effects on markets and the implications of government policies).
- FAO mission members focus on food supply and utilization at the national and sub-national levels with specific reference to:
  - crops and harvest prospects;
  - national capacities to fill food supply gaps;
  - per capita consumption of basic food items; and

prepare an overall food balance sheet taking account of, amongst other things, the status of and impact of events on: stocks and production (principal commodities); external trade; food aid; affected populations and local food systems.

- WFP mission members focus on the emergency food needs of the vulnerable population with specific reference to:
  - households' food access and deficit levels of different population groups;
  - the role of food assistance and the timing and duration of assistance;
  - intervention strategy and targeting methods;
  - the commodities to be provided (composition of the food basket) and the quantities to be supplied to households.

For details of the usual terms of reference for WFP mission members, see: Emergency needs assessment guidelines, WFP-ODT, 1999, Annex V.

For jointly agreed check-lists for mainstreaming a gender perspective, see: Passport to mainstreaming a gender perspective in emergency programmes, FAO/WFP, 2002

Responsibilities in relation to assistance

- WFP mobilizes and delivers food aid commodities, and assures their distribution. When possible and appropriate, distribution of food aid may be timed with the provision of seeds and other inputs to ensure seeds are not consumed.
- FAO mobilizes resources for and arranges the provision and distribution of seeds and other inputs for agricultural, livestock and fisheries activities.
- FAO may collaborate in identifying opportunities to use food (FFW) in support of recovery among food-insecure farmers, pastoralists and fishing communities, and provide technical advice and support for the implementation of these activities.
- At the request of FAO, WFP may arrange international and in-country transportation and storage of FAO-provided supplies up to an agreed delivery point, on a cost-reimbursable basis.

10.5 Working with ICRC

WFP and ICRC coordinate their food assistance programmes for victims of conflict and, where appropriate, may loan or donate commodities to each other.

Some key points of the agreement between WFP and ICRC are summarized below. See the texts of the agreement and the aide-mémoire for field agreements in *WFPgo* for full details and the precise wording.

Shared aims and principles

- WFP and ICRC share the objectives of protecting the lives of victims and their moral and physical integrity, and ensuring that displacement, internment and the consequences of disease, injury or hunger do not jeopardize their future.
- When implementing simultaneous food aid programmes, WFP and ICRC consult each other regarding:
  - ration scales;
  - local or regional purchases and transport contracts (to avoid disrupting the local market).

Exchange of food commodities between WFP and ICRC

- Ad hoc field arrangements may be made for loans, e.g. when either organization faces temporary pipeline problems. No specific reporting is required. The recipient organization is not considered to be an 'implementing partner'.
- WFP may donate food to ICRC particularly at the onset of an emergency caused by conflict. ICRC may donate food to WFP, particularly in transition or post-conflict situations. In either case:
  - such donations are distributed according to the intervention criteria of the recipient organization and require no monitoring by the donating organization;
  - standard reporting is provided at the end of the operation;
  - all transport and storage costs up to the take-over point are borne by the providing organization.

Format for a WFP-ICRC cooperation agreement

For any loan or donation from one organization to the other, the two field offices draw up an agreement using the following format:

Programme outline/description

- brief overview of the food situation
- rationale for the *ad hoc* field agreement
- basic features of the food aid programme
- reimbursement plan (for loans)
- duration of the agreement

Logistics plan

- commodities (quantities and specifications)
- provision of the commodities (take-over point, transport arrangements)
- responsibility for commodities (documentation of delivery, disposal of any unfit commodities)
- packaging and labelling (type of packaging, responsibility for packing bulk commodities, rebagging, etc., as appropriate)
- documentation (certificate of quality, certificate of origin, commercial invoice or donor certificate of value, delivery note with stock index number or SI number where applicable)
- quality control (independent inspection may be arranged by the recipient organization before finalization of an agreement)
- inspection at take-over point (by staff of both organizations or delegated to one or more independent surveyors)

Financial arrangements

- responsibilities for costs beyond the agreed take-over point:
  - ***for loans:*** the responsibility for costs beyond the take-over point is agreed between the two field offices
  - ***for donations:*** the providing organization may cover all or part of the ITSH costs incurred by the recipient beyond the take-over point, subject to field agreement in consultation with headquarters; costs are covered on the basis of rates agreed at field level, in consultation with the respective headquarters, prior to the hand-over of commodities
- arrangements for payments between WFP and ICRC (which are made at field level)

Reporting

- Standard reporting is provided by the recipient organization whenever possible in accordance with the current practice of the providing organization and taking account of donor and operational requirements.

For full details, see: WFP-ICRC exchange of letters (September 1996) and aide-mémoire (December 1999) in *WFPgo*.

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10.6 Working with NGO partners

WFP seeks the collaboration of international, national and local NGOs in assessments and, in agreement with the government, in the planning and implementation of EMOPs and PRROs:

- In general, WFP seeks to establish partnerships – mutually beneficial alliances – with selected NGOs on the basis of a shared vision and purpose and a clear definition of the resource contributions, roles, responsibilities and accountabilities of each party.
- In some cases WFP contracts an NGO to provide specific services.

WFP has signed global MOUs with a number of international NGOs (see box below).

Whether an NGO has signed a global MOU or not, a project agreement is drawn up and signed at country level defining the objectives and the responsibilities of WFP and the partner for each separate operation. For the standard text of the global MOUs and the latest draft for such country level agreements, see: PDM in *WFPgo*.

NGOs with whom WFP has signed global MOUs

As of October 2001, WFP has signed global MOUs with the following international NGOs:

- Action Contre la Faim (ACF)
- Adventist Development and Relief Agency (ADRA)
- CARE/US
- CARE/Canada
- CARE/Australia
- CARITAS Internationalis
- Catholic Relief Services (CRS)
- CONCERN
- Food for the Hungry International (FHI)
- German Agro Action (GAA)
- Lutheran World Federation (LWF)
- Movimondo-Molisv
- Save the Children-US
- World Vision International (WVI)

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Key elements of agreements with NGOs

Shared aims and principles

- The basic objectives and principles of cooperation are:
  - the provision of immediate live-sustaining food assistance;
  - the maintenance of adequate nutritional status;
  - the promotion of socio-economic self-reliance, especially among the most vulnerable.
- All NGOs involved in the distribution of WFP-supplied commodities must:
  - be willing to work with all beneficiaries in complete impartiality regardless of race, religion, nationality, political opinion or gender, without linking such work, either directly or indirectly, to any religious or political persuasion;
  - carry out their activities in compliance with the Code of Conduct of the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief (see box on the following page).[25]

Joint efforts

WFP and the NGO:

- collaborate in assessing food needs, through joint assessments if feasible, otherwise through the exchange of information;
- work together to involve the community, especially women, in food aid planning, management, distribution and monitoring;
- consult each other regularly on opportunities for streamlining/consolidating transport and logistics.

Any proposed changes in the rations to be distributed to particular groups at any time will be discussed and agreed between WFP and the NGO in consultation with the government and others concerned.

WFP and NGO staff will be eligible to participate in each other's emergency training programmes on a cost-sharing basis.

25 This code of conduct was prepared by the International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC), and is sponsored by them and other members of the Steering Committee for Humanitarian Response. Other organizations are invited to register their support for the Code and to endeavour to incorporate its principles into their work.

Code of conduct for the International Red Cross and Red Crescent Movement and NGOs in disaster relief

The principles of conduct specified for disaster relief programmes are:

1. The humanitarian imperative comes first.
2. Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone.
3. Aid will not be used to further a particular political or religious standpoint.
4. We shall endeavour not to act as instruments of government foreign policy.
5. We shall respect culture and custom.
6. We shall attempt to build disaster response on local capacities.
7. Ways shall be found to involve programme beneficiaries in the management of relief aid.
8. Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs.
9. We hold ourselves accountable to both those we seek to assist and those from whom we accept resources.
10. In our information, publicity and advertising activities, we shall recognize disaster victims as dignified human beings, not objects of pity.

The full text of the Code is reproduced in: *Humanitarian charter and minimum standards in disaster relief,* The Sphere project, 2001.

Responsibilities of WFP

WFP is responsible for:

- mobilizing and delivering food commodities to agreed hand-over points including covering all the costs incurred at those points;[26]
- mobilizing resources and paying the NGO at prior-agreed rates for moving commodities from the hand-over point to the distribution site (if the hand-over point is not located at the distribution site);

26 The global MOUs signed with WFP's principal NGO partners refer to extended delivery points (EDPs). WFP is discontinuing use of that term and now using 'storage facility' or 'hand-over point' as appropriate: see 9.2.

- endeavouring to mobilize cash resources to cover costs related to distribution and monitoring by the NGO;
- keeping the NGO informed of the status of the pipeline.

WFP is accountable to donors for the proper use of commodities.

Responsibilities of the NGO

The NGO is primarily responsible for the final distribution and monitoring of all food commodities delivered by WFP. It must also account for them. Its responsibilities include:

- distributing food equitably on the basis of assessed needs and established eligibility criteria, and in line with agreed policies, procedures and plans;
- setting up an information system to provide socio-economic and nutritional data to WFP – the data disaggregated by gender whenever possible;
- submitting regular financial and operational reports to WFP in a standard agreed format at frequency agreed locally;
- keeping documentation available for inspection by WFP, and auditing.

WFP's LOU with the government should set forth clearly the responsibilities of NGO implementing partners.

Budgeting for IP costs

Distribution costs payable out of LTSH funds

The following costs may be charged against LTSH funds:

- ***NGO in-country overhead costs:*** staff costs; office rental and running costs; office equipment and furniture; other specified costs;
- ***distribution and monitoring of distribution costs:*** costs incurred in the actual care and physical distribution of commodities, and costs relating directly to the monitoring of the physical distribution;
- ***secondary transport:*** transport from the storage facility to the distribution point at an agreed rate;
- ***storage costs:*** warehouse rent, fumigation, labour and other specified costs; and

- ***capital costs:*** costs of vehicles for monitoring and supervision activities; costs of establishing temporary storage facilities.

A 5% management service charge is allowed to cover an NGO partner's general overhead costs. This is calculated automatically in the budget template for NGO costs in *WFPgo*.

Payments, start-up and unanticipated costs

- Payments are made by WFP monthly, in accordance with the quantity distributed. They are calculated at the all-inclusive rate agreed in the project budget. An authorized WFP representative must certify all invoices.
- Advance payments of one month's (or, exceptionally up to 3 months') anticipated reimbursements may be given by WFP, if needed and included in the agreed budget, to cover costs incurred prior to the IP's receipt of the first commodities for distribution.
- Proven additional costs for which no budget provision has been made are reviewed on a case-by-case basis by WFP. Reimbursement depends on the availability of funds:
  - WFP *may* agree to pay unanticipated costs if the reasons for those costs are judged to be outside the control of the IP, e.g. the late arrival of commodities, a change in delivery modalities or an extension of the project's duration.
  - WFP *may* pay closing down costs incurred after project closure if this is mutually agreed before the expiry date of the agreement or the official project closure date.

Distribution-related costs payable out of direct support costs

- Some IP costs that are not chargeable to LTSH may be reimbursed to the IP out of DSC: e.g. beneficiary assessment, enumeration and registration, and nutritional status surveys), project preparation and appraisal (where the role of the NGO in this process is agreed to in advance). All such charges/rates must be agreed in advance.
- Invoices for these activities should be raised separately from those against LTSH.

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IP other activities and contributions

- If the NGO is involved in activities other than the distribution of WFP commodities, the proportion of the NGO's costs to be borne by WFP must be agreed in advance.
- The proposed IP budget for WFP funding is net of any contribution that the NGO makes towards the operation.

10.7 Using the services of stand-by partners

What services are available?

WFP has stand-by arrangements (SBAs) with a number of donor governments and NGO partners who make available personnel or 'service packages' to support EMOPs, PRROs and SOs at short notice – in principle within 72 hours. Assignments are normally for 3 to 6 months and should not exceed 11 months.[27]

The individuals involved are drawn from rosters maintained by the partner and are seconded to WFP. Normally they receive training/a briefing on WFP before deployment. A service package includes both staff and support equipment.

Skills available

The most commonly used categories are:

- telecommunications;
- logistics: movement control officers, fleet managers, warehouse managers, air operations officers, port captains, convoy leaders, workshop managers, mechanics;
- civil engineers.

Other categories of personnel can also be requested.

Service packages available (in 2001)

- Base camp support (setting up and managing office premises, staff accommodation and transport, catering, and health care facilities, etc., for a new field office in a location that lacks normal facilities).
- Road transport.
- Air transport.

Funding, activation and follow up

Funding

- In many cases the support is provided as a contribution in kind, funded by the donor. In some cases WFP pays.

27 This limit does not apply to UNVs: see 11.3.

- In all cases, the value of the personnel and equipment must be shown in the WFP budget.

How to request SBA support/services

- The CO submits terms of reference (TOR) to ALITE and/or discusses service package options with ALITE. The TOR must include justification for the numbers and duration requested.
- ALITE (in coordination with RE) discusses with partners, obtains CV(s) and forwards them to CO for selection together with details of the costs and funding modalities. The CO decides.

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Follow up

- ALITE facilitates the deployment and liaises between the CO and the partner during the assignment.
- If an extension is required, the CO must inform ALITE one month before the end of the current assignment.
- The CO must complete an evaluation report at the end of the deployment and submit it to ALITE.

For details, see (in *WFPgo*):

- *Guidelines on the management of WFP's stand-by arrangements*
- *Catalogue of rapid response facilities,* chapter IV and annex 2 (stand-by partner fact sheets)

Stand-by partners as of 2001

GOVERNMENTS
- Norwegian Directorate of Civil Defence and Emergency Planning (DCDEP)
- Swedish Rescue Service Agency (SRSA)
- Swiss Disaster Relief (SDR)
- UK Department for International Development (DFID) Emergency Response Team

NGOS
- Danish Refugee Council (DRC)
- Norwegian Refugee Council (NRC)
- Swiss Federation for Mine Action (SFMA)

COMMERCIAL COMPANIES
- Svendborg Marine Surveyors (through Danish Port Captain Fund)

INTERNATIONAL ORGANIZATIONS
- UN Volunteers

11 Field Office Operations

IN THIS CHAPTER:

- **11.1** provides brief guidance concerning negotiating for access to needy populations in situations where access is restricted.
- **11.2** provides brief guidelines concerning the opening of a new WFP sub-office or field office.
- **11.3** summarizes the possibilities for mobilizing and recruiting additional personnel and provides reminders of some essential human resource management procedures.
- **11.4** provides brief guidelines concerning information technology and communications, including the minimum standards for communications in insecure areas.
- **11.5** provides brief guidelines concerning financial management and accounting.
- **11.6** summarizes inventory record requirements and procedures for the transfer, or writing off, of WFP property.

For all aspects of internal management, full details are provided in the relevant manual in *WFPgo*.

11.1 Negotiating for access

The following notes outline approaches to and the possible role of WFP staff in in-country negotiations for access to needy civilian population in emergencies and particularly in situations of armed conflict.

In many situations, in-country efforts complement, and are complemented by, negotiations at the international level led by the UN Emergency Relief Coordinator (ERC).

Roles and responsibilities

General inter-agency framework

- The UN Humanitarian Coordinator (HC) has primary responsibility for negotiating with the government and non-state entities to obtain unimpeded access to populations requiring humanitarian assistance and security guarantees for humanitarian workers. Sometimes, the ERC or his/her representative may lead the negotiations.
- The WFP Representative/CD, together with other members of the UN Country Team, advises the HC (and ERC) and may be part of an inter-agency negotiating team. Sometimes, the ED or other designated senior staff may be involved.
- When there is no HC and/or when food insecurity is at the heart of the crisis, WFP may play a more direct role in negotiating and securing access for the provision of food assistance. Such negotiations may be extended to include the provision of other complementary humanitarian assistance, where appropriate and agreed upon by other agencies and partners providing such assistance. Negotiations will be conducted in close coordination and consultation with the UN resident coordinator and the UN Country Team, donors, food aid partners and other humanitarian actors.
- When necessary, and consistent with UN institutional arrangements and the broader negotiation process, WFP negotiates to permit trans-

port operations across national borders or cross-line operations in open conflict environments. In all cases, WFP seeks to ensure that governments, partner agencies and other parties are informed and in agreement with its activities.

Responsibilities within WFP

- At the country level, the CD determines WFP's approach to and involvement in negotiations, authorizes and provides guidance to individual staff engaging in negotiations, and decides on action to be taken in case access is denied or restricted.
- A range of WFP staff (security officers, food monitors, programme officers, logistics officers, convoy leaders, drivers, pilots and barge captains) may negotiate the operational aspects of access. They may need to negotiate on an *ad hoc* basis with counterparts such as local government officials, other 'local authorities', military commanders, armed groups, bandits, etc.

Essential principles

- All staff involved in negotiations for access must:
  - understand the context – the political, military, social and economic aspects of a crisis;
  - understand and foresee the motivations and objectives of each party;
  - act within the framework of the agreed inter-agency strategy and instructions provided by the CD.
- Close coordination is essential among everyone engaged in any form of negotiation, including between sub-offices and the country office, so that steps taken and agreements made at the strategic (international or national) level do not undermine operational negotiations and relations at the local level, and vice versa.

Aspects to consider

In any situation where there is not full, safe and unhindered access to all food insecure populations, questions to consider include:

- ✔ Where is access restricted – to certain provinces, towns, access routes, stretches of road, populations groups, etc.?
- ✔ Are visits by WFP or IP staff monitored, or escorted, by authorities?
- ✔ Are restrictions one-off, sporadic or regular?
- ✔ Who is denying/blocking access and why? Is it systematic or unpredictable?
- ✔ What underlies the constraints on access to particular groups (gender/race/social discrimination, logistics)?
- ✔ What are the options for increasing and improving access?
- ✔ Who has the authority to approve or demand increased access?
- ✔ Have efforts been made to approach those authorities, organizations and individuals? What were the results?
- ✔ What are the mechanisms in place to address access constraints?
- ✔ What are the security considerations/risks for both national and international staff?
- ✔ Has the choice of location for distribution centres or meeting places any influence on access to high-risk populations?
- ✔ How have agreements reached at higher level been transmitted to the rank and file of the authorities and militias?
- ✔ How are humanitarian agencies, individually and collectively, dealing with freedom of movement/access problems?

Strategies for negotiations and assuring access also depend on whether there is a full-time agency presence (national or international) or no presence at all in the areas concerned.

Do's and don'ts when negotiating

In dialoguing with counterparts and interlocutors:

- ✔ emphasize humanitarian principles and WFP's mandate and objectives;
- ✔ explain WFP's role, accountability to donors, targeting plans and distribution procedures;

- ✔ explain the consequences of counterparts' actions and the responsibilities of authorities;
- ✔ remind interlocutors of their commitments or those of their leaders;
- ✔ contrast the opportunity to steal or divert resources with the opportunity of future assistance;
- ✔ carry out threats when conditions agreed upon are not met.

The following are generally non-negotiable:[28]

- ✔ personal safety and security of WFP staff assured;
- ✔ independent assessment, monitoring and evaluation - WFP and/or its partners must be allowed to directly and independently assess the needs, allocate food accordingly and monitor delivery and distribution;
- ✔ adherence to WFP's basic policy principles (i.e. gender, participation);
- ✔ no payment for access;
- ✔ no arms and armed personnel in WFP marked vehicles.

For further guidance, see: *Information pack on WFP's role in access negotiations in WFPgo.*

28 In extraordinary, life-threatening circumstances, the CD, in consultation with the HC, may make exceptions for an interim period only.

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11.2 Establishing a new sub-/field office

Justification

A new sub-office or field office may be justified when:

- a full-time WFP presence is needed, probably associated with a storage facility, in order to ensure the effective management and monitoring of WFP assistance in an area that cannot adequately be served from the country office or any existing sub-office.

Authority and approval

The CD can establish a sub-office, or field office, if:

- the principle is included in an approved EMOP or PRRO and budget;
- funds are available for at least 6 months operation of the office;
- the Designated Official (DO) for UN security approves;
- the national and local governments agree/have no objection.

The regional bureau and all HQ divisions should be informed.

Aspects to be defined/arranged

In all cases, the following aspects must be defined when preparing a proposal and budget for a new sub-office. Specific plans must then be drawn up for their implementation.

Purpose

- Specify the functions and responsibilities of the office in relation to programmes, logistics, procurement, etc., including reporting responsibilities.

Authority

- Specify the levels (if any) of delegated authority to allocate/commit WFP commodities, establish partnership agreements, and issue purchase or service contracts.

Location

- The location must have security clearance from the DO.
- Whenever possible, choose a location:

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- where decentralized government structures and the field offices of UN and NGO partners are established;
- which serves as a logistics hub;
- where reasonable water supplies, electricity, communications services, banks, vehicle fuel and repair facilities, and other utilities are available.

Government approval

- Discuss with and get endorsement (preferably in writing) from relevant national and local authorities.

Structure and staffing

- Define the staffing structure and job descriptions.

These should match the proposed functions and responsibilities of the office and the magnitude of the operation. It may include some or all of: programme, logistics (transport and warehousing), administration and finance, telecommunications and public information.

Office premises

- Choose premises on the basis of the following criteria:
  - ***security***: controlled access to the office and/or compound (locks may be changed);
  - ***suitability:*** appropriate total floor space, number of separate rooms;
  - ***condition:*** sound or repairable roof, walls, doors, etc., and the local availability of materials and skilled labour for repair work;
  - ***utilities:*** sanitary facilities, water and electricity supplies, parking facilities;
  - ***location:*** proximity to residences, warehouses, government offices, other organizations;
  - ***cost*** of repairs and rent.

Options for premises are (in order of preference): provided rent-free by the government; shared with UN partners; rented independently by WFP; a rapid-response emergency office package (from UNHRD) set up in a government or rented compound.

Warehouses

See 9.4.

Office equipment

- Specify requirements, which might include: desks, cupboards, water filter, refrigerator, stove or water heater, air-conditioners, photocopier, desk/pocket calculators.
- Borrow, or seek premises that have, as many of these items as possible.
- Specify any purchase or standard rapid response kit requirements. (Contact ALITE for details of rapid response kits and equipment.)

ICT equipment

- Specify requirements on the basis of the guidance in 11.4.
- Determine whether the capacity exists locally to install and maintain ICT equipment.

For a major operation, requirements should be determined and installation arranged by an ICT Team.

Transport

- Specify the types and numbers of vehicles/motorcycles required.
- Determine the possibility and cost of borrowing or renting locally.

Recruitment

- The CD decides how recruitment should be undertaken. Normally, vacancies are announced locally and candidates are screened and interviewed jointly by the sub-office and county office. Decisions are made and letters of appointment issued by the CO.
- Salaries for sub-office staff are paid from the CO by bank transfers, wherever possible.

Non-food procurements

- The CD decides on arrangements for non-food procurements. Normally, the sub-office undertakes market research and obtains quotations, but decisions are made and contracts awarded by the CO (see 8.3). Exceptionally, the CD may delegate certain authority to the sub-office and establish a sub-office PCC.

> **Remember**
>
> The right people, reliable power supplies and telecommunications, and good accounting systems are the most critical of all elements.

11.3 Recruiting and managing personnel

Mobilizing staff

Defining staffing requirements

Prepare/define:

- an organizational chart;
- job descriptions, including qualification requirements for any proposed new (temporary) professional-level posts;
- the proposed grade or salary level for each job;
- if staff are to be out-posted in difficult areas, a brief description of local living and working conditions, including security and any related special considerations;
- the period for which the services will be required – the length of the initial assignment;
- cost estimates;
- possible/proposed sources of funding, and recruitment.

Options for mobilizing professional-level staff

National or international professional staff can be mobilized through:

- redeployment by the CD of current in-country staff;
- short-term mission assignments from within the region (by the RD) or from elsewhere (by AED-OD and HR); this may include the mobilization of individuals or a team from the emergency response roster (ERR);
- ‘loans’ of personnel from national or international entities;
- recruitment, initially on special service agreements (SSAs) and later on fixed-term contracts;
- for a long-term operation, the creation of posts, the reassignment of existing staff and the recruitment of new staff, follow normal procedures.

For staff on temporary assignments, the costs charged to the operation include the travel and daily subsistence allowance (DSA) of the individual on mission, as well as the cost of any temporary replacement that has to be provided at the releasing office.

Emergency Response Roster (ERR)

- The ERR is composed of experienced staff from all disciplines who volunteer for short-term emergency service, are selected by HR and OHA for inclusion, and receive special emergency response training.
- Individuals are on the roster for a period of 12 months during which they may be called up at 48 hours notice for emergency assignments of up to 3 months.
- When staff is required for a particular operation, the manager responsible for that operation selects individuals from the roster, with support from the HQ emergency task force.

For more information, see: ERR in *WFPgo*.

UN Volunteers (UNVs)

UNVs in the country may be reassigned with the agreement of their project authorities and UNDP. If there are financial implications for WFP, the prior agreement of HR is required. Otherwise reassignments are arranged locally and HR informed.

New international UNVs may be sought for short (3 to 6 month) assignments, which usually can be extended if required:

- For rapid mobilization at the onset of an emergency, contact ALITE.
- For longer term arrangements the CD should deal directly with UNV-Bonn (Programme and Administrative Support Officer, HRU) in liaison with the regional bureau.

Specify the: terms of reference; desired date of arrival; facilities/arrangements envisaged for accommodation at the intended duty station and for local transport (to/from the office and for field work); name and contact details of the supervisor and a contact person in the field regarding administrative issues.

For emergency, PRRO and special operations, UNVs are most frequently mobilized and serve in the following categories: food aid monitors, logisticians, warehouse managers, convoy leaders, programme officers, finance officers, administration officers, ICT officers.

Junior Professional Officers (JPO)s

JPOs can be reassigned on mission status with the agreement of the sponsoring government, which must also approve the additional costs (travel and DSA). The rapid recruitment of additional JPOs is generally not feasible.

Hiring personnel locally

Appointments on SSAs

SSAs are the normal modality for all recruitment during the early stages of an emergency. Beyond 6 months, an SSA should normally be replaced by a fixed-term appointment, provided that funds are available to establish the post:

- The CD may issue SSAs corresponding to established salary scales for an initial period of up to 6 months (subject to the availability of funds in an approved budget).
- For recruitment on terms other than standard national salary scales, seek the approval of HR.

Medical examinations

Medical examinations, including eye tests, are compulsory prior to any recruitment for more than 4 months. For shorter appointments, a medical statement confirming the individual's physical and mental fitness to work is adequate.

Casual labour

- Hire on a daily basis in accordance with local practices.
- Pay in cash, daily, at the local rate for the job.

If the services of some of the personnel are required for an extended period (e.g. continuing beyond 3 months), SSAs may be given. Alternatively, a private company may be contracted (see 8.3) to provide labour as and when required.

Guards

Individuals responsible for the security of WFP premises and supplies (when security is not assured government) should normally be recruited on SSAs. Alternatively, security services can be contracted out to a reputable company.

Staff 'on loan'

Individuals (national or international) who are employed by national bodies, other agencies or donors may be seconded to WFP, subject to the approval of HQ. They remain employees of their organizations. There is no need for medical certificates.

- Define clearly, in writing:
  - supervisory, reporting and administrative responsibilities, and the individual's entitlements;
  - the responsibilities of WFP and/or the individual's employer for operational expenses (including local travel) and for logistic support and personal insurance;
  - responsibilities for liability insurance or the consequences of the individual's actions, and conditions for termination of the secondment.

Some personnel management aspects

Hours of work for general service (GS)-level support staff

- Specify the hours according to the needs of the operation. These may be different from normal office hours, but the weekly total should normally be the same as that of the WFP country office.
- Co-ordinate and standardize practices with other involved UN agencies (e.g. UNHCR, UNICEF, UNDP), as much as possible.

Overtime and compensatory time-off

Professional staff do not receive overtime payments but may be granted compensatory time off. Seek to establish common practices with other UN agencies, and inform HR.

Regular GS- level support staff are entitled to compensatory time off according to the prevailing local practice (normally 1.5 times the time worked). Exceptionally, compensatory pay at the same rate may be authorized.

Rest and recuperation (R&R)

Internationally-recruited staff members posted or on travel status to certain, specifically-designated difficult duty stations, and international consultants and UNVs working for WFP assigned or on travel status to those duty stations, are eligible for R&R. Depending on the hardship classification of the duty station by the International Civil Service Commission and the security phase determined by UNSECOORD, R&R may be mandatory or voluntary at intervals of 6, 8 or 12 weeks. Locations for R&R purposes are proposed by the CD and approved by the Director of Human Resources (HR).

For details, see: *WFP guidelines for R&R incentive* (HR2002/004) in *WFPgo*.

Performance evaluations

A performance evaluation report, or a note summarizing the individual's job performance, particular strengths and weaknesses, should be prepared on each person who serves for six months or more in the operation.

Insurance

Anyone who has an employment contract with WFP (including contracts administered by UNDP) is covered by malicious acts insurance against disability or death due to war, civil commotion, sabotage, explosion, terrorist acts, etc.

Individuals on SSAs have medical and accident cover only when travelling with a valid travel authorization.

- If daily-hire workers are frequently required to work in WFP-managed premises, arrange local insurance to cover them against accidents at work in these locations, if possible.
- Inform HR of all personnel (national or international) assigned in hazardous areas.

11.4 Information and communication technology (ICT)

Telecommunications facilities should meet operational needs and minimum security standards as defined in the table below.

The government is expected to:

- authorise UN agencies to import, install and use ICT equipment and facilities that meet UN minimum security standards;
- allocate a range of appropriate HF and VHF frequencies for UN use that are suitable for regional and local communications;
- allow the use of global positioning (GPS) devices; and
- allow the use of portable satellite telephones.

Basic agreements with the government should provide for this.

Minimum security telecommunication support (MISTS)

Mobile phones and other public telecommunication services can be used as appropriate and can be complementary to the WFP communications system, but cannot be relied upon during emergencies:

- The table below indicates the minimum standard for telecommunications at each security phase level. Local security and operational conditions might require offices to deploy more telecommunications equipment than foreseen in these minimum standards.
- All exceptions to these standards must be approved by the WFP Security Department at HQ (MSS).

Communications management

In all situations:

- communications must be tested regularly and known to be reliable and ready for any emergency situation;
- all telecommunications equipment should be operated and maintained

by UN-recruited staff and be under UN supervision;

- each staff member is responsible for the equipment assigned to him/her;
- equipment should not be loaned to unauthorized individuals.

Additional management systems must be put in place according to the security phase level, as indicated in the MISTS table below. For example, as of security phase 3:

- UN security channels should be monitored 24-hours-a-day, 7 days-a-week, without exception;
- there should be daily radio checks, a contingency telecommunications stock and a dedicated (full-time) radio operator in each field office, and country-specific radio network maintenance capacity;
- all staff should be trained in the correct use of GPS, HF and VHF equipment as well as satellite phones, and should be familiar with local vehicle tracking procedures;
- all key vehicles[29] should be equipped with HF radios using selcall scanning.

For further information, see the Intranet site <@FieldComms> or contact ICT Field Services at <fieldcomms@wfp.org>

Key elements to check/monitor

For any location where staff might be posted, the following should be checked at the onset and regularly thereafter. If there is no ICT officer present, report details to the Regional ICT officer.

Telephones

- ✔ normal phones: coverage and reliability of the network; whether all offices are connected
- ✔ mobile phones: coverage and reliability of the network(s); which offices/staff are using them

29 'Key vehicles' are the vehicles necessary for field operations, or for operations outside of the town/area perimeter, or the vehicles required for a full staff evacuation (based on 4 people per vehicle), whatever the greatest number.

- ✔ satellite phones: whether each office has one; as of security phase 2, the security focal point and the CD should each have a satellite phone in their residence
- ✔ faxes: which offices have fax machines and are able to send/receive

Radios

- ✔ WFP/UN radio room(s): the location(s) and hours of operation
- ✔ HF/VHF radios: which offices, vehicles and individuals have them
- ✔ VHF base stations and repeaters: locations
- ✔ lightning protection: whether all radio equipment with external antennas is protected
- ✔ local technical support: availability and quality of service; availability of spare parts

IT environment

- ✔ the numbers of functioning desktops, laptops, printers; whether there is a local area network (LAN)
- ✔ e-mail services: whether offices have 'Notes' connectivity and deep-field mailing (DFMS)
- ✔ anti-virus software; Whether installed on all computers; the regularity of updating
- ✔ local technical support: availability and quality of service; availability of spare parts

Electric power

- ✔ the local power grid: hours that power is available; its reliability and stability
- ✔ whether UPS stabilizers are installed to protect equipment
- ✔ back-up capacity: generators, solar panels, batteries

- The standards indicated below are minimum standards. Local security and operational conditions might require offices to deploy more telecommunications equipment than foreseen in these minimum standards.

PHASE 0					
Country offices	**Field offices**	**Vehicles**	**Staff**	**Procedures**	**TC staffing/ stocks**
One satellite telephone per country office		*For each country*: one key vehicle equipped with HF, VHF and GPS	Handheld radio for every head of section/ department	Monthly radio checks for all staff with hand-held radios	
One UN or WFP repeater covering the town area			Each head of section/ department is properly trained in the use of telecommunications equipment	Monthly HF radio check	
PHASE 1 - AS PHASE 0, PLUS:					
A VHF security channel established in each operational area	A VHF security repeater channel is established in each operational area	*For each field office:* one key vehicle equipped with HF, VHF and GPS		Technical maintenance programme in place	Contingency telecommunications stocks as required for maintenance and potential move to phase 2/3
Established HF communications channel with dedicated network control for operations outside the VHF range All HF radios use selcall scanning	Established HF communications channel with dedicated network control for operations outside the VHF range All HF radios use selcall scanning			Installed backup power systems for repeaters and base radios Standard operating procedures established for radio room	
One UN or WFP operational radio room capable of 24h/7d				Vehicle tracking notes departure and arrival of each vehicle Weekly VHF Radio Check Daily HF Radio Check between bases	

- 'Key vehicles' are the vehicles necessary for field operations, or for operations outside of the town/area perimeter, or the vehicles required for a full staff evacuation (on the basis of 4 people per vehicle), whatever the greatest number.

PHASE 2 & 3 – AS PHASE 1, PLUS:					
Country offices	**Field offices**	**Vehicles**	**Staff**	**Procedures**	**TC staffing/ stocks**
One UN or WFP radio room is operational 24h/7d	Access to 24h/7d communications monitoring (satellite telephone or other	All vehicles equipped with VHF	Hand-held VHF radio provided to all staff members working outside the office	Vehicle tracking notes the departure and arrival of each vehicle and checks the position every 30 minutes	Country-specific radio network maintenance facility (phase 3)
Satellite telephone for the CD and security focal point	Satellite telephone in each office	All key vehicles equipped with HF using selcall scanning	Staff trained in the use of GPS, HF and VHF, and selcalls	Use of HF selcalls is mandatory	Contingency telecommunications stocks as required for maintenance and potential move to phase 4/5
For each country: a pool of two GPS units is available (stand-alone or combined with HF radio)	*For each field office:* one GPS unit is available (stand-alone or combined with HF radio)			As of phase III: daily VHF radio check for all hand-held users	As of phase 3, dedicated radio operators in each field office
	As of phase 3: radio room has dedicated staff during working hours				
PHASE 4 & 5 – AS PHASES 1, 2 AND 3, PLUS:					
		For each office: at least two key vehicles available, each equipped with VHF and HF radio		Communications limited to traffic essential to the mission	
		In phase 5, at least two passengers per car have a hand-held radio			

11.5 Managing and accounting for funds

Key principles

- All staff are responsible and accountable for their actions, including financial actions.
- All accounts (including monetized funds held-in-trust) are operated in accordance with the *Country office accounting guide* (COAG).
- All expenditures are covered by a spending authorisation advice (SAA) or special spending authorisation advice (SSAA) and recorded against the corresponding codes.
- Accounting reports are provided monthly.
- Responsibilities are separated in order to ensure internal control:
  - certifying – normally the finance and administration officer;
  - approving – the CD, emergency co-ordinator or officer-in-charge (OIC);
  - signing cheques/instructions to the bank – designated signatories.

For each transaction, different individuals must carry out these functions.

Bank and petty cash accounts

- Bank accounts are opened by HQ (by FSFT) on the request of the CD who proposes and must justify the imprest level.
- A petty cash (PC) account may be established – with an individual designated as a PC cashier – by the CD for an area where a qualified staff member is being out-posted. The maximum PC level is the local equivalent of US$ 1,000. A WINGS general ledger account code must be obtained from FSFF for each PC account. For details see *COAG* chapter 500.
- For a limited short-term activity, a staff member may receive a personal advance to be cleared within a specified time.

The financial services of UNDP may be used to make payments on behalf of WFP if necessary.

Exceptions for emergency start-up

For the first 2 months and/or up to a total of US$ 200,000:

- the emergency coordinator can open a bank account directly with FSFT approval;
- a bank account may be operated with a minimum of 2 signatories (rather than the usual 4);
- shortened reporting can be invoked. See: *COAG* Chapter 1100 for details.

Exchange of local currency

The Director of FS must authorize the receipt for exchange of residual local currency from departing international staff.

Operating an imprest bank account

The following are some key do's and don'ts:

⦸ avoid carrying or keeping large amounts of cash, if at all possible. Use the bank account, transfers, and payments by cheque whenever possible;

- if cash must be held: don't advertise the fact, keep it in a secure safe (one with two keys kept by separate individuals) and don't take any unnecessary risks or endanger personal security;
- record all payments (expenditures) promptly in COAG-SAPInt, if installed, otherwise in a manual cash book; (manual transactions must eventually be re-entered into COAG-SAPInt so that they can be uploaded into 'WINGS');
- prepare and submit accounts regularly (usually monthly) or whenever needed to ensure replenishment before funds run out;
- monitor on a regular/continuous basis the cash on hand in the WFP bank account and the funds transferred from HQ. Also monitor budget balances taking account of outstanding invoices/payments, other commitments and forecast expenditures;
- monitor the arrival of funds transferred from HQ and the time delays involved.

Managing petty cash

PC holders must:

- keep WFP funds separate from personal moneys/accounts;
- make payments only for actions covered by established spending authorizations;
- obtain an invoice/receipt or make out and sign a voucher for each payment – prepare a simple PC voucher or use one of the standard COAG-SAPint formats;
- submit accounts promptly and account for or refund everything before the end of an emergency assignment.

Advances: approval and control

- Give advances to the government or other collaborating agencies only for purposes that are clearly defined in formal, signed agreements.
- Monitor carefully the clearing of the advance accounts. Give further advances only if a reasonable proportion of those previously given has been satisfactorily accounted for.

Advances should not normally be paid to suppliers.

No staff member is permitted to advance funds to him/herself for any purpose.

Salary advances to international staff require prior HQ approval from HR/Payroll who will provide the WINGS code to be charged.

Arrangements for sub-offices

The CD will define financial responsibilities and corresponding arrangements, including the sub-imprest level, according to the role of the office. An administrative budget will be established defining the types and limits of expenditures that can be incurred and paid directly by the sub-office, and those that must be approved and paid by the country office. In general:

- major routine expenditures (for rent, salaries, etc.) are paid by cheque or bank transfer directly by the country office on certification by the responsible out-posted staff member;
- payments against major transport contracts are made by the regional office or the CO. Where prompt, on-the-spot payment is essential to ensure efficient performance by the contractors, payments may, exceptionally, be made by the sub-office following strictly defined procedures for the checking and certification of invoices and using proper WINGS codes;
- all staff likely to be involved in spending, handling or accounting for funds should be briefed by CO finance staff concerning COAG-SAPint requirements.

For further details, see:

- *Country office accounting guide* (COAG)
- *COAG-SAPInt user guide,* which includes Excel spreadsheets for preparing cash book and transaction vouchers for sub-office use whether or not COAG-SAPInt is installed.

11.6 Inventory records and property transfers

Inventory record requirements

- Each office must maintain a record (Property Inventory) of:
  - all 'non-expendable' and 'attractive' items acquired by WFP whether by purchase or by donation as in-kind contributions or transfer from governments or other institutions; and
  - all 'expendable' items (which, from mid-2002, should be recorded in the new Global Inventory Database[30]).
- A separate inventory record should be kept for operational stocks of items for programme use, when deemed necessary by the CD, or the RD for a regional bureau. (This may be done using the FRED inventory management software developed for ICT equipment.)

'Non-expendable' items are items with an original acquisition cost/value >US$ 1,500.

'Attractive' items are items considered to be of an attractive nature, regardless of the length of service lives, e.g.: computing accessories, calculators, photographic equipment and hand-held radios, even though they cost <US$ 500. Spare engines for motor vehicles and truck cabs are also regarded as attractive items.

'Expendable' items (sometimes called 'consumables') are items with an original acquisition cost <US$ 1,500 or a service life of <5 years.

Inventory recording and control

- Inventory records must be kept up to date. From mid-2002, the country office (and regional bureau) should record (for all offices in the country) the following on an ongoing basis in the Global Inventory Database:
  - additional acquisitions, and
  - items disposed of (see below).
- Enter all of the appropriate items in the inventory and mark each item with its inventory label number. (Numbered inventory labels are provided by the Administrative Services Branch [MSA] to each country office and regional bureau.)
- Record the location and/or whether the item is in the custody of an individual staff member or has been transferred or loaned to the government or an implementing partner.
- Physical checks of stocks should be made periodically, usually every 6 months.

By 31 January of each year, all inventory information relating to the preceding year *must* be inserted into the database.

Property losses, transfers and disposal

The following apply to all items on the WFP property inventory and may also be applied to operational items for programme use that are in WFP's custody:

- Items are written off only after written approval has been obtained from the CD/RD.
- Proposals for the disposal of property are considered by the local Property Survey Board (PSB) and approved by the CD/RD.

Items lost, damaged or unserviceable

The responsible staff member must report these within 48 hours of the discovery and complete form WFP-INV-4-97. Written statements of other officers' or police/security reports are required in cases of theft or accident.

Based on the recommendation of the PSB, the CD/RD decides on any financial liability and whether a damaged item should be written off, destroyed or disposed of by transfer, donation or sale.

Items no longer required

Property that is still serviceable but no longer needed, or for which main-

30 The Global Inventory Database (LIZARD), based on Lotus Notes, is expected to be introduced in and be used by all offices from mid-2002. The database administrator (in MSA) will extract all information required for financial and audit verifications, and COs will no longer be required to submit annual reports.

tenance is not cost-effective, may be disposed of by:

- ***transfer*** (to another WFP office/operation): a property transfer form (WFP-INV-2-97) should be completed by the property officer and authorized by the CD/RD, and a copy sent to MSA; the item(s) can then be deleted from the property inventory;
- ***donation:*** items that are still serviceable but cannot be efficiently used by other WFP offices may be donated to the host government, NGOs or other charitable institutions; a property transfer form must be completed (as above); *or*
- ***sale:*** items that are found to be sellable by the PSB may be sold either by auction or by inviting sealed bids on an 'as-and-where-is' basis; bids are reviewed by the local PSB; a Bill of Sales (WFP-INV-1-97) is signed by both the CD/RD and the purchaser; the same form is used in the case of trade-in against a new purchase.

For further detail, see: *WFPgo*. (The current MS Directive is MS/97/008 /003 but this is being updated and will be replaced during 2002.)

12 Personal skills and conduct

IN THIS CHAPTER:

- **12.1** provides brief guidelines for using radio communications.
- **12.2** provides guidelines for dealing with the news media (journalists).
- **12.3** provides hints for managing stress and helping colleagues who have had traumatic experiences.

12.1 Using radio communications

- Get your own call-sign and lists of the call-signs of colleagues and other agencies.
- Get briefing/instructions on local procedures for VHF and HF radio use, including vehicle-tracking.
- Use only the official UN language that is adopted locally.
- Use radios only for official communications.
- Use only call-signs, not real names.
- Use location codes, whenever possible, not real place names.
- Be brief and to the point; other people may be waiting to transmit urgent messages.
- ⃠ Don't discuss sensitive information on the radio; other people may be listening.
- ⃠ Don't speak openly about the location or movement of valuables.
- ⃠ Don't visibly use a radio when approaching check-points or in other sensitive situations.
- ⃠ Don't allow any unauthorized person to use the radio. Never lend a radio to anyone other than another WFP staff member who has his/her own call-sign.
- Report immediately any loss of radio equipment, problems with use, or interference detected.

Transmitting numbers Transmit digit-by-digit except for round hundreds and thousands		
0 – zero 1 – wun 2 – too 3 – three	4 – fo-wer 5 – fi-yiv 6 – six	7 – seven 8 – ate 9 – niner
Examples:	12 – wun too 136 – wun three six	500 – fi-yiv hundred 609 – six zero niner

If asked: "How do you read", reply "I read you loud and clear" or "You are X by 5" (where X is a number from 0, for unreadable, to 5, for perfect).

Common 'ProWords' for use in radio communications	
AFFIRMATIVE	Yes, correct
BREAK, BREAK, BREAK	Interrupt an ongoing transmission for an urgent message
CORRECT	You are correct, or what you have transmitted is correct
NEGATIVE	No, incorrect
NEGATIVE COPY	Your last message was not understood
WRONG	Your last transmission was incorrect; the correct version is ....
RELAY TO	Transmit the following message to .... (the identity of the addressees/recipients)
ROGER	I have received your last transmission satisfactorily
SAY AGAIN	Repeat the last message
STAND-BY	Do not transmit until contacted; I need more time
OVER	This is the end of my transmission to you and a response is expected. Go ahead and transmit
OUT	This is the end of my transmission to you and no answer is required Do not use OVER and OUT together

Standard phonetic alphabet		
A – Alpha	J – Juliet	S – Sierra
B – Bravo	K – Kilo	T – Tango
C – Charlie	L – Lima	U – Uniform
D – Delta	M – Mike	V – Victor
E – Echo	N – November	W – Whiskey
F – Fox-trot	0 – Oscar	X – X-ray
G – Golf	P – Papa	Y – Yankee
H – Hotel	Q – Quebec	Z – Zulu
I – India	R – Romeo	

12.2 Dealing with the news media

Consider the media as allies – they need you (your knowledge and information) as much as we need them (to help publicize the emergency conditions and WFP's work, thereby helping to generate funds).

A good relationship creates a positive perception of WFP and, in case of any critical stories/rumours, can help to ensure that you are given the opportunity to express WFP's perspective and suggest other stories.

Some important 'do's'

- If advised in advance of a journalist's visit, learn what you can about their publication/station's orientation and their own experience and perspectives.
- Be prepared: always have an up-to-date information brief ready to hand over; think ahead, anticipate likely questions (including awkward ones) and be clear about what you want to convey; ask questions in advance.
- If approached by someone who is asking questions, give them your business card and ask for theirs, their name and that of the publication/ station they work for. (This enables you to verify their identify and to follow up later if necessary.)
- Treat journalists with respect: understand the job that they have to do and be friendly even if they are not. Try to be as helpful as possible remembering that media coverage is an opportunity for WFP to convey its message.
- Get back to them if you are out when they call. Remember: journalists work against fixed deadlines.
- Be sure of your facts: if you need to check information to answer a question, say so, check it, and get back to the journalist.
- Keep it simple: use non-specialist language without jargon or acronyms.
- Be positive, and try to formulate your responses in human terms, not in tonnages. Give real examples and stories that are of human interest.

- Try to give the journalist a good story that supports or is sympathetic to the efforts of WFP and the humanitarian agencies in general.
- Follow the trend in questions carefully and look out for leading questions. If there appear to be misconceptions, offer to clarify, and redirect the conversation to the facts.
- If a journalist seems to be determined to write a negative story, explain your point of view and try to ensure that it is understood.
- Assume that everything you say is likely to be printed. Keep your opinions to yourself. (Even if you say that something is 'off-the-record' or 'not-be-quoted' it may be reported and attributed to WFP!)
- Use humour to defuse confrontational situations.
- Talk only about your area of knowledge and expertise, or things that you have actually seen yourself.

Some important 'don'ts'

⃠ Don't ignore journalists' requests. Get an information officer to respond if you cannot yourself.

⃠ Don't assume that every journalist understands the situation and the role of WFP, or that they have the same perspectives as the humanitarian agencies. There is sometimes a need to help them to understand.

⃠ Never lie or be evasive. If you don't know the answer to a question, say so, and get back to them later.

⃠ Never be rude or sarcastic and never lose your temper.

⃠ Don't say: "No comment". It is likely to be misinterpreted. If you are unable to comment, explain why.

⃠ Don't venture a guess: find out the facts. Don't speculate: beware of answering hypothetical questions.

⃠ Don't criticise the government or other agencies. If asked about any inter-agency recriminations, propose to talk about "what is really important".

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12.3 Managing stress

A certain level of stress can be positive and motivating and can lead to increased performance.

Excessive cumulative stress results in poor performance, sickness and eventually 'burnout' (physical and mental exhaustion).

Violent and unexpected incidents can cause trauma. They overwhelm a person's normal coping skills. The effects may be immediate or delayed and may require treatment.

Different individuals react differently and have different capacities to cope with stress.

Signs and symptoms

Some common signs and symptoms are listed in the box below:

Common signs and symptoms of excessive stress	
PHYSICAL Excessive sweating Dizzy spells Increased heart rate Elevated blood pressure Rapid breathing	**BEHAVIOURAL** Changed behaviour patterns Changed eating patterns (e.g. compulsive eating) Decreased personal hygiene Withdrawal from others Prolonged silences
COGNITIVE (MENTAL) Confusion in thinking Difficulty in making decisions Lowered concentration Memory problems	**EMOTIONAL** Anxiety, fear, grief Anger, irritability Depression, hopelessness Feeling overwhelmed
Interpersonal skills and belief systems are also affected	

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Some signs of 'burnout'

- chronic fatigue, headaches
- sleep problems, nightmares
- increased anxiety, nervousness, verbal outbursts, accidents
- muscular tension: aching back, neck, shoulders
- increased smoking or use of alcohol or medication such as tranquillizers
- digestive problems (nausea, vomiting or diarrhoea)
- loss of interest in sex
- quarrels with family and/or friends
- inability to concentrate, apathy
- feelings of depression, hopelessness, helplessness

Burnout requires a change of environment, and sometimes therapy.

How to prevent and cope with stress

- ***Get a good briefing*** before going into a new situation.
- ***Watch yourself:*** recognize signs of stress and learn which situations/events stress you most; consciously try to minimize your exposure to these stress triggers.
- ***Be positive,*** and proactive: look for solutions rather than dwelling on problems.
- ***Eat a well-balanced diet*** and eat regularly.
- ***Exercise regularly:*** daily if possible.
- ***Manage your time well:*** set realistic goals, define priorities and take regular breaks; plan your free time constructively and productively.
- ***Get the sleep you need:*** you will feel more alert, perform better, be less irritable and find it easier to handle stress.
- ***Calm yourself, be patient, be flexible:*** at regular intervals and whenever you feel stress increasing, stop a moment, stretch and take long, slow, deep breaths.
- ***Relax and meditate:*** with your eyes closed, visualize yourself in an ideal location for relaxation (on a beach, in your favourite room or field); slow down and deepen your breathing as you visually experience the relaxing scene for ten minutes.
- ***Share your thoughts, concerns and emotions:*** find an individual (or individuals) with whom you can talk intimately.
- ⃠ ***Avoid negative thoughts:*** when you find yourself being negative and critical, make a conscious choice to be understanding and see what can be learned from each experience.
- ⃠ ***Avoid excessive use of alcohol, nicotine and caffeine:*** alcohol in moderation is all right, but not when it is used as an escape; avoid all forms of tobacco, if possible.

Laughter and a good sense of humour are powerful stress-reducing agents. Yoga and massage therapy are also beneficial.

Ask to talk with a WFP peer support volunteer (PSV) or WFP staff counsellor whenever you feel the need. (There are PSVs in many countries. At the time of writing there are staff counsellors in Abidjan, Islamabad, Managua, Nairobi and Rome. Check *WFPgo* for up-to-date information.)

Supporting someone who has had a traumatic experience

Defusing and debriefing meetings led by a trained counsellor or a trained PSV will be important for the affected person's health and well-being. Friends and colleagues can also help someone who has had a traumatic experience by:

- welcoming them back and treating them as normal;
- reassuring them that they are safe, and normal;
- being patient; giving them the opportunity to resume normal activities if/when they wish, but allowing them time to settle themselves in private;
- helping them with routine tasks and official procedures;
- helping them to contact their family and closest friends;

- listening carefully and sympathetically whenever they want to talk about the event and their emotions; gently encouraging them to express their feelings;
- not taking their anger or other feelings personally;
- respecting the confidentiality of whatever they tell you;
- making sure that other colleagues understand the effects of traumatic stress and the possibility of delayed reactions;
- calling for professional help when needed.

For more information, see the forthcoming WFP booklet: *Stress management.*

13 Security

IN THIS CHAPTER:

- **13.1** provides brief reminders concerning personal security.
- **13.2** summarizes the significance of the UN security phases (0 to 5) and the minimum security operating standards for phase 3 and above.
- **13.3** provides brief guidance concerning arrangements for the security of WFP premises and property, and convoy procedures.
- **13.4** outlines arrangements/possibilities for security collaboration with NGO partners.

These are critical, possibly life-and-death, issues. The material in this chapter is intended only to prompt and remind staff concerning some key aspects. Staff working and travelling in insecure areas, or involved in access negotiations must be familiar with the more detailed guidance provided in the referenced documents, notably:

- *Security in the field,* UN;
- *Security awareness - an aide mémoire,* UN/UNHCR;
- *Security guidelines for women,* UN;
- *Security awareness training programme – participant's guide,* WFP;
- guidelines issued by the country-level UN security management team (SMT).

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13.1 Personal security

This section provides reminders of only a few key points. Be aware of and keep with you the more detailed information and guidance in:

- *Security in the field,* UN;
- *Security awareness - an aide mémoire,* UN/UNHCR;
- *Security guidelines for women,* UN;
- *Security awareness training programme – participant's guide,* WFP;
- guidelines issued by the country-level UN security management team (SMT).

See 3.5 concerning measures to ensure security and crowd control at food distribution sites.

Personal security responsibilities

Preparedness

- Ensure that at all times you have:
  - your laissez passer/passport, visa, identity card(s), family certificate and health certificate, and that any return travel tickets are valid;
  - cash (local currency and US$) and traveller's cheques on hand;
  - a supply of food, water and candles, flashlights and a first aid kit.
- Ensure that your vehicle is in good working order and has a reasonable quantity of fuel at all times.

Information and instructions

- Inform the office/security officer of travel plans and get clearance if needed.
- Get security briefings before travelling to an insecure area and when you arrive. Follow local UN/WFP advice and instructions.

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- Know the UN security plan for the location you are in, and the warden responsible. Keep the warden (as well as the office) informed of where you are and when and where you propose to travel.
- Follow the instructions of the Designated Official for UN Security (DO, usually the UN resident co-ordinator), the warden for the area you are in, or the CD.

International staff must deposit up-to-date household and personal effects inventory forms with the country office. (If not, you will not be entitled to any compensation in the event of loss.)

A refusal to comply with an evacuation instruction may be considered as an act of defiance and could lead to suspension pending investigation. You would be staying on at your own risk and it might not be possible to include you in subsequent evacuation arrangements. WFP would not be able to take further responsibility for your protection.

Precautions

- Always be alert and aware of your surroundings. Look out for the unusual and be suspicious. Follow your instincts.
- Avoid routines. Use different routes to and from the office, etc. Vary times of departure to the extent possible.
- Be discrete and keep a low profile. Select your friends with care. Avoid ostentatious behaviour. Respect local cultural norms.
- Stay away from situations that might present or attract threats (e.g. political rallies).
- Be certain that you can explain everything that you have on your person. Don’t carry any items that may call into question your motives or status within the mission.
- In hotels: avoid ground floor rooms that are accessible from the outside, and rooms at the end of long corridors; check that doors and windows are secure; check that the telephone works.
- ⃠ Don’t be provoked by hostile comments. Don’t say or do anything that might provoke resentment.
- ⃠ Don’t carry large amounts of money. Don’t display jewellery or keys.

- ⃠ Don’t touch suspicious objects or packages: report them to local security personnel.

When an emergency strikes, if you are unable to contact the warden or CD, consult the local government, local security personnel and/or any representatives of ICRC or other international agencies present in the locality. Contact the CD or any WFP office as soon as possible.

Mines and unexploded ordnance

- Get a briefing on and description of the kind of mines and unexploded ordnance likely to be found in the area.
- Ask local people for advice as to possible locations of mines.
- Never touch any suspicious object, nor pull or cut any wires; avoid walking in the immediate area; mark the spot and inform your colleagues, local people and the authorities.
- Avoid the edges of roads and what appear to be fresh road repairs. Get out of a vehicle in the middle of the road, not at the edge.
- Stop well before any obstacle (something suspicious) in the road. Inspect from a distance (use binoculars). Don’t proceed if you are in doubt.
- If you find yourself in an area where there are mines, ‘freeze’, then retrace your steps slowly and very carefully.

Surviving as a hostage

- ⃠ At the time of your seizure, don’t attempt to fight back. Don’t play the hero, your job is to survive. Don’t talk back or ‘act tough’. The first 15 to 45 minutes are the most dangerous.
- Fear is a normal reaction. Try to relax, pause, take a deep breath and accept the situation.
- Be co-operative without appearing either servile or antagonistic. Follow the instructions of your captors. Keep a low profile.
- Try to gain your captors’ respect and try to build a rapport with them. An excellent topic of discussion is family and children.
- Emphasise that as a UN/WFP employee, you are neutral and not involved in politics.

- Encourage your captors to let the authorities know your condition and whereabouts.
- Take care of yourself: exercise, stay well groomed, eat and drink even when you are not hungry.
- Be patient and mentally prepared for isolation. Focus your mind on pleasant scenes memories or prayers.
- Never beg, plead or cry.
- Don't make threats against your captors or indicate that you would testify against them.
- Avoid appearing to study your captors' features, dress and mannerisms.
- Don't attempt to escape unless you are certain you will be successful.
- If there is a rescue attempt by force, drop to the floor and keep your hands over your head. Once the situation has stabilized, identify yourself.

13.2 Security phases and operating standards

UN security phases and their meanings

PHASE	INTERNATIONALLY RECRUITED STAFF	LOCALLY RECRUITED STAFF
1	**Precautionary** • Exercise caution • All travel into the area requires advance clearance by the DO	• Alerted in same manner as international staff • Same DO travel clearance is required
2	**Restricted movement** • Staff and families remain at home • No travel into or within the country unless authorized by DO	• Staff do not report for work unless otherwise instructed
3	**Relocation** • Staff and families are temporarily concentrated or relocated to specified sites/ locations *and/or* • Eligible dependants are relocated outside the country	According to the local UN security plan and the decision of the DO/CD, staff may: • leave the duty station on special leave with pay, *or* • be relocated to a safe area within the county with up to 30-days DSA, *and* • receive up to 3 months salary advance and, if needed, a grant to cover transport costs for themselves and eligible dependants
4	**Programme suspension** • All staff who are not directly concerned with emergency or humanitarian relief operations or security matters are relocated outside the country	
5	**Evacuation** (SG approval) • All remaining staff leave	

Arrangements for national staff

National staff are helped to ensure their own security and may be relocated within the country. They can be evacuated from the country only under the most exceptional circumstances when decided by the UN Secretary-General.

Minimum operating security standards (MOSS) for Phase 3 and above

The following are minimum standards defined by the office of the UN Security Coordinator (UNSECOORD) for all offices and operations in areas of Phase 3 and above.

Communications standards shown in 11.4 must also be respected.

What each country office and sub-office must have/do

Equipment

- ✔ a safe haven (bunker or otherwise) located in the building or the compound, equipped with ablution units and stocked with sufficient supplies of food and water for 4 days for all staff
- ✔ trauma kit
- ✔ GPS units (2 per CO, 1 per sub-office);
- ✔ a back-up power supply system

In countries with a bomb/war threat environment, the following are also required:

- ✔ blast resistant film must be fitted to relevant exterior windows
- ✔ the safe haven must be reinforced for protection against weapon/artillery attack

Procedures and documentation

- ✔ general security procedures and security notices
- ✔ specific procedures for: travel clearance; emergency (critical incident) management; medical evacuations;
- ✔ copies of: the UN country security plan[31] and security structure; relevant country/regional maps; the *UN field security handbook and Security awareness handbook*

31 The UN country security plan should be updated whenever necessary, but at a minimum every 6 months.

Reviews and drills

- ✔ regular drills of the warden system (at least once every 6 months)
- ✔ regular emergency, fire and evacuation drills (at least every 6 months)

What each vehicle must have

- ✔ first aid kit; fire extinguisher; water jerry can and fuel jerry can; spare wheel, jack and appropriate tools
- ✔ UN flag and UN logo

In countries with a bomb/war threat environment, operational vehicles travelling in conflict or other dangerous areas must also have:

- ✔ one set of body armour each for the driver and passengers
- ✔ a ballistic blanket and blast resistant film fitted on windows

What staff members should have/do

Each staff member should:

- ✔ have a quick escape kit (15 kg) as per UNSECOORD guidelines
- ✔ have the *UN Security in the field handbook*
- ✔ make themselves aware of relevant local/country security procedures and comply with local policies

All new staff should be provided with full country and security briefing prior to deployment out of main office.

Prior to deployment to the field, all staff should have security awareness training and, where appropriate, specialised training in use of body armour, use of a fortified bunker, defensive driving, etc.

13.3 Security of WFP premises and property; convoys

Premises

Seek or arrange:

- premises that are not located close to local facilities that could become focal points in the event of political or labour unrest.
- strong perimeter walls/fences topped with barbed wire or broken glass;
- entry gates and warehouse doors (steel) that open outwards and have hinges on the inside;
- gates and warehouse doors that are double-locked with a hardened-steel chain and high-security locks;
- adequate exterior security lighting and interior lighting with a backup generator that has an automatic start system (the control box must be locked and the generator must not be accessible to the public);
- communications with WFP and UN security offices;
- strict entry control procedures and staff training.

WFP property and programme supplies

In the event of any major risk or situation in which the office cannot continue to operate at all:

- store WFP files, vehicles and non-expendable property as securely as possible: normally, the most senior national staff member should keep the keys;
- take back-up disks of key computer files, if possible;
- use UN flags and WFP decals to identify office and residential premises (unless the UN is being targeted!);
- deposit cash and cheque books with a bank, if at all possible;
- protect programme supplies that are in the custody of WFP, to the extent possible;
- immobilize WFP vehicles if they are parked and there is a danger of them being taken for inappropriate purposes (unless doing this might jeopardize staff members' safety);

- keep a record of all action taken and try to get a receipt for any property or supplies handed over for safe keeping or taken over by any party.

Basic convoy procedures

Vehicles may be organized to move together, in convoys, when this would reduce risks and/or enable potentially hazardous or dangerous incidents be better dealt with (or when necessary to ensure driver discipline). Risks may include: ambush, robbery, hijacking, accident, mechanical breakdown, mines or being caught in combat.

Convoys must be planned and procedures defined carefully, and discipline enforced:

- Convoy leaders must be carefully selected and trained.
- The following are checked before departure and at regular rest stops:
  - vehicle line-up, loads, fuel, tyres and safety equipment;
  - functioning of all radios;
  - readiness and position of escorts (if any).
- All drivers and passengers must be briefed on:
  - the convoy command structure and radio procedures;
  - the route, speed and distance to maintain between vehicles;
  - possible risks.
- Instructions are provided on:
  - procedures at formal check-points and other roadblocks. (Normally: halt on hard surface; maintain distance between vehicles; everyone stays in vehicles with engines running; the convoy leader negotiates; drivers and passengers take instructions only from the convoy leader);
  - what to do in case of a breakdown. (Normally: convoy stops; vehicle is repaired, if possible, otherwise towed; if a vehicle has to be abandoned, the vehicle is immobilized, the load transferred to other vehicles, if possible, and the driver continues with the convoy);
  - action to be taken in case of an ambush or combat.
- Speed is adapted to that of the slowest vehicle

Normally, convoys move only in daylight hours.

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13.4 UN-NGO security collaboration

The following are some key points relating to security collaboration at country level that were agreed by an IASC taskforce in 2001 and endorsed by the IASC Working Group, in January 2002.[32]

Non-UN organizations are not bound by, nor participate formally in, Security Management Team (SMT) decisions on UN security policy. However, UN organizations and their IGO/NGO partners in specific humanitarian operations should agree on practical collaboration fitting the specific field situation. This would include choosing, according to the agency's or organization's mandate/mission and the scope of their operational involvement, the degree to which they would commit themselves to participate in the following:

- ***Selecting IGO/NGO field security focal point(s):*** IGO/NGO partners to UN organizations select among themselves one or a limited number of field security focal points.
- ***Convening broad-based fora for field security collaboration*** at regular intervals among all humanitarian actors at area, country and sub-office level in order to address practical security issues of common concern. These would normally include: the DO, Field Security Officer (FSO), Area Security Coordinator or other DO designee; members of the SMT as appropriate; NGO field security focal point(s); representatives of IGOs; representatives of the Red Cross Movement. The chairperson may be chosen on a rotating basis.
- ***Including staff security concerns in Consolidated Appeals*** (CAPs): the CAP may include a project to cover the additional resources potentially required by enhanced collaboration on staff security by agencies and organizations represented in the taskforce such as telecommunication and training.
- ***Meeting common, security-related needs:*** UN organizations and their IGO/NGO partners committed to security collaboration participate, to the extent feasible, in meeting the uncovered, security-related needs of the humanitarian community[33], including costs, according to the scope of their respective involvement.
- ***Sharing resources:*** UN organizations and their IGO/NGO partners cooperating in humanitarian field operations develop a local inventory for the sharing of their specialized, security-related human and material resources.
- ***Facilitating inter-agency telecommunications*** among UN organizations and their IGO/NGO partners at field level by:
  - the DO advocating with the relevant authorities for the use of telecommunication equipment within the framework of existing international agreements;
  - the relevant UN body negotiating with the authorities a common frequency for security collaboration for UN organizations and their IGO/NGO partners operating in the same area;
  - humanitarian actors committed to security collaboration using standard communication procedures and, to the extent possible, providing staff with compatible communication systems.
- ***Collaborating and consulting in security training:*** all UN organizations and their IGO/NGO partners (at HQ and at field level) carry out security training in collaboration and/or consultation with other agencies to the extent possible, and seek to increase their own capacity for security training at all levels.
- ***Sharing information:*** security-related information is shared among UN organizations and their IGO/NGO partners while respecting the humanitarian character of the participants as well as the confidentiality required when dealing with sensitive information.
- ***Identifying minimum security standards:*** UN organizations and their IGO/NGO partners jointly identify and agree how to apply minimum security standards adapted to local circumstances taking into consid-

32 The task force included UNDP, UNHCR, UNICEF, UNSECOORD, WFP, OCHA, and IOM, as well as ICVA (International Council of Voluntary Agencies), InterAction (American Council for Voluntary International Action), SCHR (Steering Committee for Humanitarian Response) and, as invitees, the Red Cross Movement.

33 "Humanitarian community" here refers to the totality of humanitarian actors in a given place addressing the same humanitarian concerns.

eration already existing standards including, for example, the UN MOSS (see 13.2) that are binding for the members of the UN system.

- ***Seeking adherence to common humanitarian ground-rules:*** the security collaboration of UN organizations and their IGO/NGO partners in specific field operations, to the extent possible, rest on respect for common, locally developed ground-rules for humanitarian action.

For further details and suggested check-lists for each of the above 'options', see: *UN/non-UN field security collaboration,* report of the consultant to the IASC-WG Staff Security Task Force, 2001.

14 Reference Notes and Index

14.1 Personal readiness check-list

Adapt the following list to the local situation, especially climate:

Documents

- ✔ UN laissez passer/national passport with appropriate visas
- ✔ vaccination card (all vaccinations up-to-date)
- ✔ WFP/UN identity card
- ✔ valid (international, if appropriate) driving licence
- ✔ photocopies of all the above
- ✔ extra passport photos

Professional items

- ✔ personal credit card and cheques, if available
- ✔ cash and/or traveller's cheques
- ✔ business cards
- ✔ note books, pens, highlighters, 'post-it' notes
- ✔ frequently-used reference materials
- ✔ pocket calculator
- ✔ maps
- ✔ electrical adapters
- ✔ spare computer diskettes
- ✔ camera with films (at own risk)
- ✔ pocket-size binoculars (at own risk)
- ✔ WFP GPS (if available; at own risk if a personal item)
- ✔ WFP laptop with Lotus Notes connection (if available)

Personal items

- ✔ several changes of clothes suitable to the climate (including track-suit type night attire)
- ✔ sturdy footwear

- ✔ personal health/first aid kit (including own prescription medicines and malaria tablets, if appropriate)
- ✔ toilet articles (soap, toothpaste, etc.)
- ✔ padlocks (for luggage and room doors)
- ✔ flashlight with spare batteries
- ✔ alarm clock (or watch)
- ✔ short-wave radio with spare batteries
- ✔ pocket knife ('Swiss Army' or 'Leatherman' type)[34]
- ✔ ear plugs (for noisy flights)
- ✔ detergent for washing clothes
- ✔ nylon cord for washing line
- ✔ candles and matches
- ✔ insect repellent
- ✔ sunscreen cream
- ✔ sun glasses
- ✔ hat and/or umbrella (for sun and rain)
- ✔ spare spectacles/prescription lenses, if used
- ✔ water bottle
- ✔ water purification tablets (or filter)
- ✔ mosquito net, if required
- ✔ ....

34 Remember, however, that knives cannot be carried on aircraft in hand baggage.

14.2 Planning a field visit

Preparing for a field visit

Participants

The team should:

- include individuals with complementary mix of skills;
- be formed jointly with representatives of relevant government and/or other organizations, whenever possible.

Information and instructions to be obtained before leaving

- ✔ available baseline data on the area
- ✔ available information on the current situation (arising from investigations and enquiries already made)
- ✔ list of the government officials and other organizations to be contacted; (have they been informed of your mission?)
- ✔ information on the vehicles or other means of transport that have been arranged or are expected to be available in the field
- ✔ guidelines on personal security (including local specifics)
- ✔ precautions to safeguard your own health
- ✔ guidelines for contacts with journalists (including local specifics)
- ✔ the extent/limits of your authority to commit WFP or disburse funds
- ✔ knowledge/lists of other organizations or individuals to whom requests that are not appropriate for WFP should be referred.

Leave behind details of your proposed itinerary and possible contact points.

Things to take

- ✔ any permits or letters of introduction necessary – or at least desirable – to travelling to and within the area; (in some high risk situations it may be necessary to have an official escort)
- ✔ other personal needs: be as independent as possible in food and personal necessities (see 14.1)

- ✔ GPS and telecommunications equipment (see 11.4)
- ✔ laptop, portable printer and printing paper
- ✔ forms, felt-tip pens, stapler, adhesive tape
- ✔ if travelling by road: water (for drinking and the radiator), fuel, oil and basic spare parts
- ✔ if travelling in remote and/or insecure areas: survival items

Things to do on arrival

On arrival, or as quickly as possible thereafter:

- ✔ establish communications with the WFP office and report back regularly
- ✔ contact local officials, community leaders and representatives of local and other outside organizations that are already present
- ✔ visit family dwellings, markets, any temporary settlements, any existing food assistance operations, health and social service institutions, food stores, logistics facilities

Sample headings for a field trip report

- Date and itinerary
- Participants
- Purpose/terms of reference
- Persons contacted
- Summary findings/observations (noting differences between different communities/localities)
  - food availability and access (production, income, markets)
  - health and nutrition status
  - other basic needs and their impact on food and nutrition
  - special problems of children and women
  - community and local authority structures and capacity
  - special information concerning particular locations and institutions
- Summary conclusions: follow-up actions required

N.B. Copy important information from documents found in the field. Don't take the originals away with you!

14.3 Location data – a sample data sheet

It is often useful to have, or to be able to refer to, basic data on the population and facilities that are available in different locations. If such data are not already available, the following may be used – or adapted – for the rapid recording of basic data (that which is available) on the locations visited. Ideally, the same format should be used by different agencies and the data then shared.

PLACE NAME:	IDENTITY OF RECORDER	DATE
LOCATION		
• district/province		
• GPS reference		
• distance from nearest main road		
• distance from district headquarters		
POPULATION		
• total number		
• particular characteristics		
• demographic profile		
INFRASTRUCTURE		
• water supply		
• electricity		
• telephones		
• warehousing		
• railway		
• river port		
• airstrip / helipad		
• [others]		

(CONT.)

14

PLACE NAME:	IDENTITY OF RECORDER	DATE
SERVICES		
• health facilities		
• hotels		
• banks		
• vehicle fuel		
• vehicle hire		
• vehicle maintenance/repair		
• transport contractors		
•		
GOVERNMENT OFFICES		
•		
•		
AGENCIES PRESENT		
•		
•		
LOCAL COORDINATION MECHANISMS		
•		
•		
PARTICULAR RISKS		
• health		
• insecurity		
• [others]		

14.4 EMOP, PRRO and SO formats

The following provide the main headings and concise summaries of what needs to be included under each. Check the PDM for full, up-to-date details.

Immediate-response EMOP

Nature of the emergency

- location
- cause
- effects
- total number of people affected and in need of assistance

Proposed immediate response

- justification
- duration
- number and location of beneficiaries
- food basket composition and ration level
- total food aid required
- mode of implementation
- budget

EMOP (normal)

Synopsis

- country, title
- number of beneficiaries
- WFP food tonnage; WFP food cost

- total cost to WFP; total cost
- duration (months)

1. Background and rationale for providing assistance

- concise description of the conditions, causes and effects that make it necessary to provide emergency food assistance

2. Government policy/actions

- policies that are of direct relevance to the situation
- specific measures underway and/or planned to address the emergency

3. Objectives of WFP assistance

- specific objectives
- indicators for tracking progress toward achieving each objective

4. Beneficiaries

- number, gender and characteristics of the affected population
- any special group(s) requiring specific attention, and causes of their vulnerability; targeting criteria

5. Implementation

- how the operation will be organised: partners, logistics, beneficiary participation
- environmental considerations
- risks and any factors likely to jeopardize either the overall operation or assistance to specific gender or ethnic groups (including security)

6. Non-food inputs

- non-food inputs and/or external services essential for the success of the operation

7. Food aid strategy

- Strategy proposed to ensure that all groups, and particularly women, have equal access to adequate food supplies
- how it will promote self-reliance and minimise negative effects
- likely eventual food ration reduction strategy

8. Performance monitoring

- key indicators to track progress in implementation and toward achievement of the stated objectives
- means of collecting data

9. Nutritional considerations and food basket

- commodities and ration amounts for each beneficiary category
- any plans for local purchase or borrowing
- malnutrition rates and any existing micronutrient deficiencies problems
- food habits; any constraints to food preparation

10. Security considerations

- security concerns; action plans to address them

11. Recommendation

- the proposed WFP commitment

Annex I: project budget plan

Annex II: project plan information

Annex III: map (if available)

PRRO

Synopsis

- WFP food cost
- total cost to WFP
- total cost
- number of beneficiaries (for each component/activity)
- duration

I. Context and rationale

- context of the crisis
- situation analysis
- government recovery policies and programmes
- rationale

II. Recovery strategy

- beneficiary needs
- the role of food aid
- programme approaches
- risk assessment
- objectives and goals

III. Implementation plan by component

- key programme components
- beneficiaries
- selection of activities
- activity approval mechanisms
- institutional arrangement and selection of partners
- capacity-building
- logistics arrangements
- monitoring and evaluation
- security measures
- exit strategy
- contingency mechanism

IV. Budget proposal and input requirements

- budget attachment
- LTSH matrix to be attached

Issues related to gender and the environment should be integrated throughout the document.

For details see: *Guidelines for the preparation of a PRRO in WFPgo.*

SO

Project description abstract

- project name, type, location, ownership, estimated cost

Background

- country situation and context

Justification

- the logistic bottlenecks to be addressed
- demonstrate that the proposed SO is essential for the implementation of the EMOP

Objectives

- the specific goals and purposes

Project costs and benefits

- estimated costs, with justification
- expected benefits, quantified if possible (a clear identification of the expected investment return is required)

Project implementation

- how and within what timeframe the SO will be implemented
- a clear and consistent exit strategy

Monitoring and reporting

- arrangements for monitoring and reporting

Budget (ODOC and DSC only)

14.5 Some reference values for other sectors

SPACE, IN CAMPS FOR DISPLACED PERSONS	
Total land	30 m^2 per person minimum 45 m^2 per person including for gardens
Sheltered space (in buildings or tents)	3.5 m^2 per person (shelter only) in warm climates where cooking is outside 4.5 to 5.5 m^2 per person in cold climates or urban areas (including for cooking, etc.)
Fire break space	50 m wide clear area every 300 m Minimum 1 to 1.5 m between guy lines/ropes of tents on all sides
Roads and walkways	20 to 25% of the entire site
Open space and public facilities	15 to 20% of the entire site
WATER SUPPLY	
For individuals	20 litres/person/day absolute minimum for survival: 3 to 5 litres/person/day
For health centres	40 to 60 litres/person/day
Feeding centres	20 to 30 litres/beneficiary/day
Sanitation facilities	2 to 5 litres/person/day for many systems
Livestock	30 litres/day/head of cattle 5 litres/day/head of small animals
Tap stands	1 per 200 persons, sited not further than 100 m from user accommodation
SANITATION	
Latrines	1 seat per 20 people (ideally 1 /family) sited not further than 50 m from user accommodation, and not closer than 6 m
Refuse bins	1 bin (100-litre) per 50 people
Communal refuse pits	1 pit (2m x 5m x 2m) per 500 people
Wheelbarrows	1 per 500 people
Tip trucks	1 truck (1 to 2 ton capacity) per 5,000 people
Graveyards	> 30 m from water sources and > 2 m above the water table
CRUDE MORTALITY RATES	
Typical rate in many developed countries	0.3/10,000/day
Typical rate in many developing countries	0.5/10,000/day
Relief programme under control	< 1/10,000/day
Serious situation	> 1/10,000/day
Emergency: out of control	> 2/10,000/day
Famine: major catastrophe	> 5/10,000/day
UNDER-5 MORTALITY RATE	
Rate in many developing countries	1/10,000/day
Emergency phase under control	< 2/10,000/day
Serious situation	> 2/10,000/day
Emergency: out of control	> 4/10,000/day
HOUSEHOLD COOKING FUEL	
Fuelwood (typical)	15 kg/household/day
Fuelwood (with 1 fuel-efficient stove per household)	5 kg/household/day

[Sources: UNHCR, UNICEF, WHO]

14.6 Conversion tables

English (UK/US) to metric

To convert from units in the first column to the equivalent number of units in the third column, multiply by the figure shown in the middle; e.g.: 5 long (UK) tons = 5 x 1016.0 kilograms = 5080 kg

WEIGHT		
1 long (UK) ton	= 1016.0	kilograms (kg)
“	= 1.016	metric tonnes (MT)
1 short (US) ton	= 907.1	kilograms (kg)
“	= 0.9071	metric tonnes (MT)
1 pound (lb)	= 0.4536	kilograms (kg)
1 pound (lb)	= 453.6	grams (g)
1 ounce (oz)	= 28.35	grams (g)

1 long (UK) ton = 2240 lb
1 short (US) ton = 2000 lb
1 long (UK) ton= 1.12 short (US) tons
1 lb = 16 oz

LENGTH		
1 mile (mi)	= 1.609	kilometres (km)
1 yard (yd)	= 0.914	metres (m)
1 foot (ft)	= 0.305	metres (m)
1 foot (ft)	= 30.48	centimetres (cm)
1 inch (in.)	= 2.54	centimetres (cm)

1 mi =1760yd
1 yd = 3 ft
1 ft = 12 in.

AREA		
1 square mile (sq mi)	= 2.59	square km (km^2)
1 square mile (sq mi)	= 259.0	hectares (ha)
1 acre	= 0.405	hectares (ha)
1 square yard (sq yd)	= 0.836	square metres (m^2)
1 square foot (sq ft)	= 0.093	square metres (m^2)
1 square foot (sq ft)	= 930.0	square cm (cm^2)
1 square inch (sq in.)	= 6.54	square cm (cm^2)

1 sq mi = 640 acre
1 acre = 4,840 sq yd
1sq yd = 9 sq ft
1 sq f) = 144 sq in.

VOLUME		
1 cubic yard (cu yd)	= 0.765	cubic metres (m^3)
1 cubic foot (cu ft)	= 28.32	litres
1 cubic inch (cu in.)	= 16.39	cubic cm (cc) or millilitres (ml)

1 cu yd = 27 cu ft
1 cu ft = 1728 cu in.

LIQUID CAPACITY		
1 UK gallon	= 4.564	litres (l)
1 UK gallon	= 1.20	US gallons (US gal)
1 US gallon	= 3.785	litres (l)
1 US gallon	= 0.83	UK gallons (UK gal)
1 UK pint	= 0.568	litres (l)
1 US pint	= 0.473	litres (l)
1 fluid ounce (fl oz)	= 28.41	millilitres (ml)

1 UK gal = 8 UK pt
1 US gal = 8 US pt
1 UK pt = 20 fl oz
1 US pt = 16 fl oz

TEMPERATURE		
Fahrenheit (°F)	Centigrade (°C)	multiply by 0.555 (or 5/9) and then add 32

Metric to English (UK/US)

To convert from units in the first column to the equivalent number of units in the third column, multiply by the figure shown in the middle; e.g.: 8 kilometres = 8 x 0.6214 miles = 4.97 mi

WEIGHT		
1 metric tonne (MT)	= 0.984	long (UK) tons
1 metric tonne (MT)	= 1.102	short (US) tons
1 metric tonne (MT)	= 2204.0	pounds (lb)
1 kilogram (kg)	= 2.205	pounds (lb)
1 kilogram (kg)	= 35.27	ounces (oz)
1 gram (g)	= 0.035	ounces (oz)
	1 MT = 1000 kg	
	1 kg = 1000 g	
LENGTH		
1 kilometre (km)	= 0.6214	miles (mi)
1 metre (m)	= 1.0936	yards (yd)
1 metre (m)	= 3.28	feet (ft)
1 centimetre (cm)	= 0.394	inches (in.)
	1 m = 10 cm	
	1 cm=10 mm	
AREA		
1 square km (km^2)	= 0.386	square miles (sq mi)
1 hectare (ha)	= 2.471	acres
1 square metre (m^2)	= 1.196	square yards (sq yd)
1 square metre (m^2)	= 10.76	square feet (sq ft)
1 square cm (cm^2)	= 0.155	square inches (sq in.)
	1 km^2 = 100 ha	
	1 ha = 10,000 m^2	
	1 m^2 = 10,000 cm	
VOLUME		
1 cubic metre (m^3)	= 1.307	cubic yards (cu yd)
1 cubic metre (m^3)	= 35.32	cubic feet (cu ft)
1 cubic cm (cc)	= 0.061	cubic inches (cu in.)
	1 m^3 = 1,000 litres	
	1 cc = 1 ml	
LIQUID CAPACITY		
1 litre	= 0.22	UK gallons (UK gal)
1 litre	= 1.76	UK pints (UK pt)
1 litre	= 0.26	US gallons (US gal)
1 litre	= 2.11	US pints (US pt)
1 millilitre (ml) or cc	= 0.0675	fluid ounces (fl oz)
	1 litre = 1000 ml = 1000 cc	
TEMPERATURE		
Centigrade (°C)	Fahrenheit (°F)	subtract 32, then multiply by 1.8 (or 9/5)

Some temperature equivalents

°C	°F	°C	°F	°C	°F
-40	-40	-5	23	30	86
-30	-22	0	32	36.9	98.4
-20	-4	5	41	40	104
-17.8	0	10	50	50	122
-10	14	20	68	100	212

14.7 Abbreviations and acronyms

AED-OD	Assistant Executive Director, Operations Dept. (WFP)
ALITE	Augmented Logistics Intervention Team (WFP)
BMI	body mass index
BMS	breast-milk substitute
CAP	consolidated appeal (process)
CCTI	Committee on Commodities, Transport and Insurance
CD	Country Director (WFP)
CFSAM	Crop and Food Supply Assessment Mission (with FAO)
CIF	cost, insurance and freight (cost of delivery)
C+F	cost and freight (cost of delivery)
cm	centimetre
CMR	crude mortality rate
CO	country office (WFP)
COAG	*Country office accounting guide*
COMPAS	commodity movement, processing and analysis system (WFP software)
COR	country office report
CP	Country Programme
CSB	corn-soya-blend
CVM	complex of vitamins and minerals
DFMS	deep-field mailing system
DO	Designated Official (UN security)
DOC	direct operating costs
DSA	daily subsistence allowance
DSC	direct support costs
DSM	dried skim milk
DWM	dried whole milk
ED	Executive Director (WFP)
(EDP)	(extended delivery point) - term no longer used by WFP
EFNA	emergency food needs assessment
EMOP	emergency operation (WFP programme category)
ERC	UN Emergency Relief Coordinator (in New York)
ERR	emergency response roster
ETA	estimated time of arrival
FAAD	food aid and development (WFP policies for)
FAO	Food and Agriculture Organization of the UN
FBF	fortified blended food
FCA	free carriage at (delivery terms)
FEZ	food economy zone
FFR	food for recovery
FFW	food for work
FFW/R	food for work/recovery
FOB	free-on-board (delivery terms)
FPC	food purchase committee
FS	Finance Services Division (WFP)
FSFF	Country Office Finance Branch (WFP)
FSFT	Treasury Branch (WFP)
g	gram
GPS	global positioning system
GS	general service (UN staff category)
HC	UN Humanitarian Coordinator (country level)
HDR	humanitarian daily ration
HE	high-energy
HEB	high-energy biscuit
HEM	high-energy milk

HF	high frequency (radio)
HR	Human Resources Division (WFP)
IASC	Inter-Agency Standing Committee (agency heads)
IASC-WG	IASC working group (senior staff level)
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
ICT	information and communications technology
IDP	internally displaced person
IGO	inter-governmental organization
IP	implementing partner
IRA	immediate response account
IR-EMOP	immediate response EMOP
ISC	indirect support costs
ITB	invitation to bid
ITSH	internal (in-country) transport, storage and handling
JFAM	Joint Food Needs Assessment Mission (WFP/UNHCR)
kcal	kilocalorie (unit of energy)
kcal/p/d	kilocalories per person per day
kg	kilogram
km	kilometre
LAN	local area network
LCA	logistics capacity assessment
LDC	least-developed country
LIFDC	low-income, food-deficit country
LOU	letter of understanding
LTA	long-term agreement (contract with suppliers)
LTC	Local Transport Committee
LTSH	land-side transport, storage and handling
m	metre
m^2	square metre
m^3	cubic metre
MCDA	military and civil defence assets
MOU	memorandum of understanding
MS	Management Services Division (WFP)
MSA	Administrative Services Branch (WFP)
MSP	Procurement and Contracts branch (WFP)
MT	metric tonne
MUAC	mid-upper arm circumference
NFI	non-food item
NGO	non-governmental organization
NRI	Natural Resources Institute (UK)
OCHA	Office for the Coordination of Humanitarian Affairs (UN)
OD	Operations Division (WFP)
ODP	Programming Service (WFP)
ODOC	other direct operating costs
OHA	Office of Humanitarian Affairs (WFP)
OIC	officer-in-charge
OT	Transport and Logistics Division (WFP)
OTI	Insurance and Legal Branch (WFP)
OTL	Logistics Service (WFP)
OTS	Ocean Transportation Service (WFP)
PAL	physical activity level
PC	petty cash
PCC	Purchase and Contracts Committee
PDM	*Programme design manual*
PRRO	protracted relief and recovery operation (WFP programme category)

PSB	Property Survey Board (WFP)
PSV	peer support volunteer
QAP	quick action project
RE	Resources and External Relations Division (WFP)
RfQ	request for quotations
RfP	request for proposals
RD	Regional Director (WFP)
RM	Regional Manager (WFP)
SAA	spending authority advice
SBA	stand-by arrangement
SD	standard deviation
SFP	supplementary feeding programme
SG	Secretary-General (UN)
Sitrep	situation report
SMT	security management team (at country level)
SO	special operation (WFP programme category)
SSA	special service agreement
SSAA	special spending authorization advice
TFP	therapeutic feeding programme
TM	therapeutic milk
UK	United Kingdom
UN	United Nations
UNDP	UN Development Programme
UNHCR	UN High Commissioner for Refugees
UNHRD	UN Humanitarian Response Depot (Brindisi)
UNICEF	UN Children’s Fund
UNSECOORD	UN Security Coordinator (New York)
UNV	UN Volunteers
US[$]	United States of America [dollars]
VHF	very high frequency (radio)
VAM	vulnerability analysis and mapping
WFP	World Food Programme
WFPgo	*WFP Global Office (intranet site/CD-ROM)*
WHO	World Health Organization
WINGS	WFP information network and global system
WSB	wheat-soya blend

Symbols

> greater than

< less than

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