

# How to work with WFP

A Handbook  
for Non-Governmental Organizations  
December 2005



World Food  
Programme

# How to work with WFP

A Handbook for  
Non-Governmental Organizations (NGOs)

December 2005





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# Acronyms

<b>ALITE</b>	Augmented Logistics Intervention Team for Emergencies (WFP)
<b>CCA</b>	common country assessment
<b>COMPAS</b>	Commodity Movement Processing and Analysis System
<b>CP</b>	cooperating partner
<b>DSM</b>	dried skim milk
<b>ECW</b>	Enhanced Commitments to Women
<b>EFSA</b>	emergency food security assessment
<b>EMOP</b>	emergency operation (WFP programme category)
<b>EP</b>	emergency preparedness
<b>EWS</b>	early-warning system
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>FLA</b>	field level agreement
<b>FFW</b>	food for work
<b>IASC</b>	Inter-Agency Standing Committee
<b>ICRC</b>	International Committee of the Red Cross
<b>ICT</b>	information and communications technology
<b>LCA</b>	logistics capacity assessment
<b>LoU</b>	Letter of Understanding
<b>LTSH</b>	landside transport, storage and handling
<b>MDG</b>	Millennium Development Goal
<b>MoU</b>	Memorandum of Understanding
<b>NGO</b>	non-governmental organization

<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>OD</b>	Operations Department (WFP)
<b>ODAN</b>	Emergency Needs Assessment Unit (WFP)
<b>ODAP</b>	Emergency Preparedness and Response Unit (WFP)
<b>ODTL</b>	Logistics Service (WFP)
<b>PGM</b>	Programme Guidance Manual
<b>PRRO</b>	protracted relief and recovery operation (WFP programme category)
<b>RBM</b>	results-based management
<b>SADC</b>	Southern Africa Development Community
<b>SBA</b>	stand-by arrangements
<b>SFP</b>	supplementary feeding programme
<b>TFP</b>	therapeutic feeding programme
<b>TOR</b>	Terms of Reference
<b>UNAIDS</b>	Joint United Nations Programme on HIV and AIDS
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	Office of the United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>VAM</b>	vulnerability analysis and mapping
<b>WHO</b>	World Health Organization

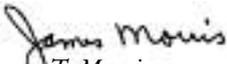


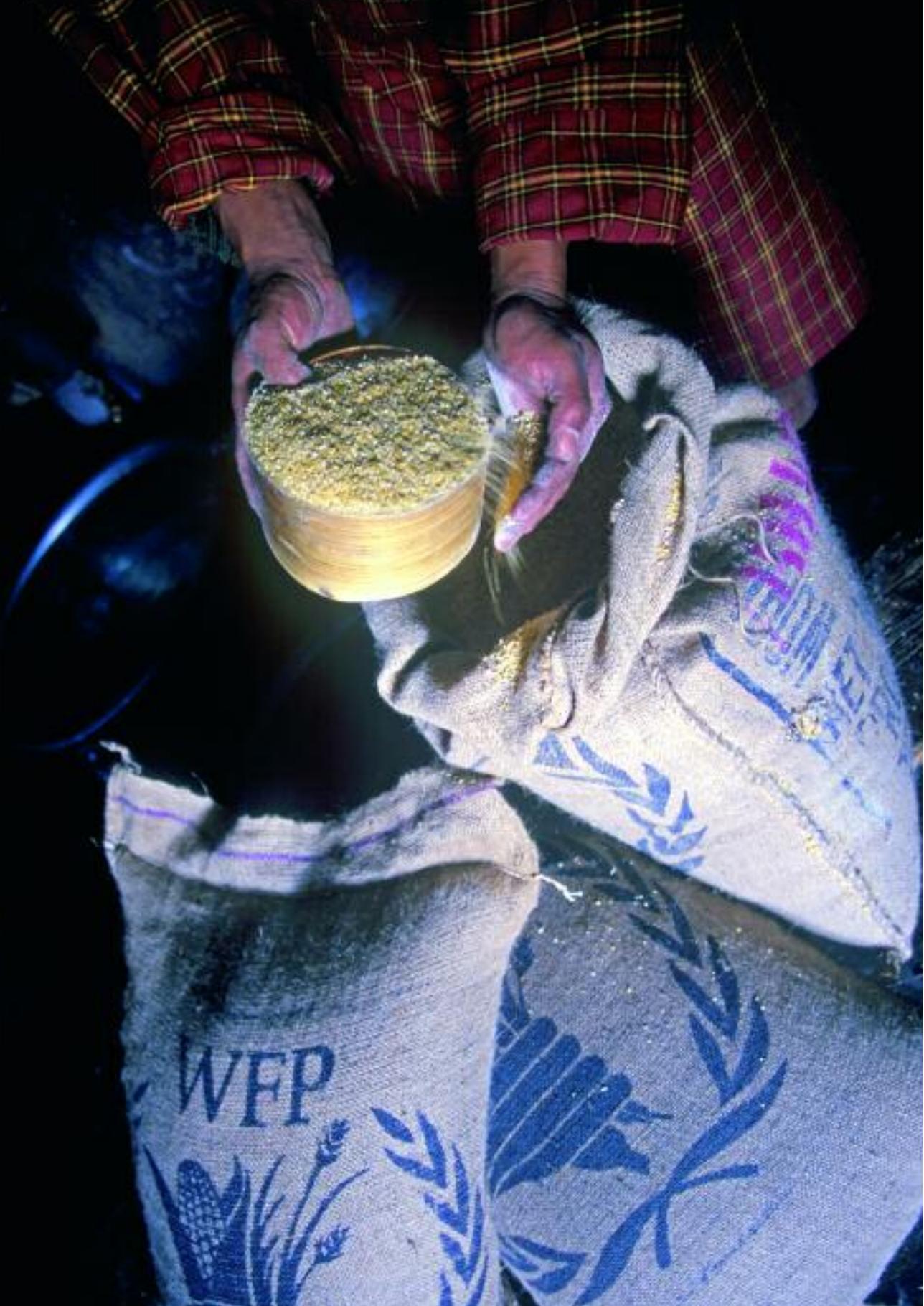
# Foreword

No organization can hope to conquer hunger and malnutrition alone. Every action we take in the fight against hunger is made better and more effective when it is taken together in genuine partnership with and for the people we serve.

The World Food Programme is proud to work with nearly 2,000 non-governmental organizations around the globe — from small grassroots groups deep in the field to large international aid agencies. Without their collaboration, our efforts to bring much-needed food to more than 100 million people in 80 countries would be jeopardized. Without their vocal moral support, our efforts to put hunger at the top of the international agenda would be far less successful.

We value our non-governmental partners tremendously. WFP is committed to being the best partner we can possibly be. This manual is just one thread in a rich tapestry of cooperation. By understanding each other's policies and practices better, our working relationships can only improve. And that has to be good news for the hungry children, women and men who need our help so much.

  
*James T. Morris*  
Executive Director



# About this handbook

This handbook “How to work with WFP” has been compiled to aid WFP’s NGO partners to collaborate effectively with WFP in providing food aid to help eradicate hunger and poverty. It is intended as a quick reference for all NGO partners engaged with WFP and its activities. The handbook draws on existing WFP policies and guidelines and specific samples from WFP country offices.

WFP would like to thank the United Kingdom’s Department for International Development (DFID) for their generosity – The compiling of the handbook was only possible through their financial support. WFP extends its gratitude also to Camilla Knox-Peebles, the main author of this book, for her dedication and professional approach throughout the writing process.

## **Using the handbook**

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The handbook is divided into three sections:

Section 1 explains what WFP is – its work, objectives and how NGOs can benefit from a partnership with WFP.

Section 2 looks at creating a partnership with WFP – the financial, contractual and relationship aspects.

Section 3 outlines the project cycle and the different activities that partner NGOs carry out with WFP or for WFP. It provides general principles for each activity and examples of how NGOs have been involved in the activity.

Annexes referred to in a chapter are to be found at the end of that chapter unless otherwise specified. You will also find suggestions on further reading and references at the end of most chapters.

For more information on WFP's programmes, see WFP's *Programme Guidance Manual* (PGM) available on CD Rom. A copy of the PGM can be obtained from: [PGM.HelpDesk@wfp.org](mailto:PGM.HelpDesk@wfp.org)

For more general information on WFP, see WFP's website: [www.wfp.org](http://www.wfp.org)

For updates of the handbook, see "About WFP/Partners/NGOs" on WFP's website: <http://www.wfp.org/aboutwfp/partners/>

For any other inquiries please contact the NGO unit at the WFP Headquarters: [external.relations@wfp.org](mailto:external.relations@wfp.org)

WFP welcomes user's comments and observations on how future editions of this handbook might be improved. Kindly direct your feedback to the NGO Unit, Division of External Relations, Via Cesare Giulio Viola 68, Parco dei Medici, 00148 Rome, Italy.

# About WFP

SECTION 1



# About WFP

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# What is the World Food Programme?

The World Food Programme (WFP) is the United Nations's food aid agency and the world's front-line agency in the fight against hunger. Established in 1961 as a three-year experimental programme by the United Nations General Assembly and the Food and Agriculture Organization (FAO), WFP obtained continuing status in December 1965 "for as long as multilateral food aid is found feasible and desirable".



In 2004, WFP worked in 80 countries with the host governments, United Nations agencies, international organizations and non-governmental organizations (NGOs) to provide food to 113 million people.

WFP's mission statement is to use food aid to help eradicate hunger and poverty. This means giving food to people whose food consumption is inadequate to help them survive, grow or take advantage of development opportunities. For the complete text of WFP's mission statement see:

<http://www.wfp.org/policies/Introduction/mission>

WFP is governed by the 36 member states that comprise its Executive Board and managed by an Executive Director who is jointly appointed by the United Nations Secretary-General and the Director General of FAO.

WFP is made up of 80 operational country offices, 6 regional bureaux, 9 United Nations/Donor liaison offices, 5 support offices and its headquarters in Rome. See Annex 1 for the WFP organigram.

## What are WFP's goals?

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WFP's overall goal is to contribute to meeting the Millennium Development Goals (MDGs)<sup>1</sup> through its food-assisted interventions targeting poor and hungry people. WFP has five strategic objectives linked to the MDGs.

These are to:

1. save lives in crisis situations;
2. protect livelihoods in crisis situations and enhance resilience to shocks;
3. support the improved nutrition and health status of children, mothers and other vulnerable groups;
4. support access to education and reduce gender disparity in access to education and skills training;
5. help governments establish and manage national food-assistance programmes.

## Who are WFP's beneficiaries?

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WFP's beneficiaries are people who are not eating adequate food to lead a healthy and active life.

They include:

- people cut off from access to their normal sources of food because of conflict or a natural disaster, such as an earthquake or flood or drought;
- refugees or displaced people;
- particular groups within a community whose diet is found to be inadequate and affecting their growth or development: pregnant and lactating women; children; adolescents; people suffering from HIV/AIDS; or elderly people;
- people who spend a disproportionate amount of time and/or income growing, collecting or purchasing food and for whom food aid provides a means to invest in capital assets, which will reduce their future vulnerability to food insecurity or shocks.

## Who can request WFP assistance?

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Member states of the United Nations, and State Members of any of the United Nations specialized agencies, can request WFP assistance. Priority is given to requests from countries with low incomes and food deficits, although any country may seek assistance. In situations where there is no recognized government or when the existing government's capacity has been undermined by a crisis, the United

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1. The Millennium Development Goals were signed at the United Nations in 2000 and include: reducing poverty, hunger, illiteracy and discrimination against women, combating HIV/AIDS and other diseases, improving maternal and child health, increasing access to safe drinking water and saving the environment from further degradation, by the year 2015.

Nations Secretary-General may ask WFP to provide food aid, related non-food items and logistics support.

## **Structure of a WFP country office**

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At a minimum, a country office is made up of a country director, administration, finance and programme staff. The number of staff and their individual duties will vary according to the size and nature of the WFP intervention, which is itself dependent on local circumstances and the amount of funding available to the country office. A more complex operation may also include the following staff: a deputy country director; logistics, procurement, security, ICT and/or public affairs officers; and a variety of field operations services staff with specific responsibilities for air operations, monitoring, radio operations, site operations, warehouse management and/or workshop/fleet operations.

Generally, a country office is made up of a main office, usually in the capital of the country where WFP is providing assistance, and a number of sub-offices located at strategic positions across the country to supervise food-distribution sites.

The WFP country director is responsible for overseeing that a WFP operation is managed effectively, alongside national authorities and NGO partners. The country director will coordinate WFP's programmes and activities in the country with that of other United Nations agencies, donors, and NGOs and promote joint programming whenever possible.

Sub-offices are generally headed by programme staff who are responsible for planning, implementing and coordinating WFP programme activities at sub-office level. The head of a sub-office will identify potential cooperating partners (CPs) and, after consultation with the main office, agree to partner, as appropriate. In close collaboration with local or de facto authorities, the head of a sub-office will also identify potential areas of intervention for WFP and work closely with international and local NGOs in addition to United Nations agencies, donors, beneficiaries and food pipeline agencies to harmonize and coordinate ongoing and future food-aid activities.

NGO staff will mainly be in contact with programme staff (at a sub-office or main office) for issues related to the implementation of a project (such as project design, distribution, monitoring and evaluation); logistics staff in the country for issues concerning the receipt of commodities; and finance staff for any issues related to payments.

## Overview of WFP's programmes

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WFP's programmes fall into four main categories:

1. emergency operations: response to disasters from natural or human causes;
2. protracted relief and rehabilitation operations: recovery after a crisis;
3. country programme and development activities: food aid for social and economic development;
4. special operations: logistics to speed up the movement of food aid.

### 1. Emergency operations

When a disaster – from natural or human causes – occurs anywhere in the world and the government of the affected country<sup>2</sup> makes an official request for WFP food aid, WFP will consider an allocation of WFP emergency food aid if:

- food aid is an appropriate response to the particular local situation;
- supply of the required food aid has not already been assured from other sources; and
- timely delivery of that aid to the intended beneficiaries is possible.

WFP's emergency operations cover four main kinds of emergency:

1. sudden disasters: natural or man-made disasters which affect food access and/or cause population displacements;
2. slow-onset disasters: such as drought and crop failure;
3. refugee crises (in close collaboration with UNHCR);
4. complex emergencies: involving elements such as conflict, widespread social and economic disruption, and requiring special United Nations coordination procedures.

In such situations WFP will, try to “save lives” and prevent deterioration of nutritional status – through general ration distribution as well as selective feeding activities, and by seeking to ensure an appropriate food basket in terms of quantity and quality.

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2. 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 United Nations 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 United Nations 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.

## 2. Protracted relief and rehabilitation operations

Once WFP food aid has addressed the immediate needs of people affected by disasters, its operations focus on helping to rebuild their lives and communities.

WFP recognizes that for food-insecure people, the crisis continues after the cause of any disaster has subsided. For this reason, WFP's Protracted Relief and Recovery Operations (PRROs) deal with the later stages of an emergency. The main objective of a PRRO is to help re-establish and stabilize livelihoods and household food security and, if applicable, to contribute to the improvement of the nutritional status of vulnerable groups.

WFP's relief and rehabilitation projects are made up of one or more of the following:

- Protracted relief: when a population's basic nutritional needs still cannot be met without continued free distribution of food. This may be the result of successive shocks or setbacks: for example, following conflict/war and/or a natural disaster.
- Protracted refugee: in the event that a refugee population remains in a host area for a period of years. The operation may involve helping the population develop a degree of self-reliance by assisting with, for example, small-scale crop production.
- Recovery: in the wake of acute crises and sometimes referred to as "rehabilitation" or "reconstruction". These operations involve meeting the longer-term needs of affected populations through the gradual introduction of development activities, e.g. land clearance and school building.



## 3. Country programme and development activities

In its country programme and development activities, WFP provides food to poor families for whom hunger is a real threat to health and productivity. WFP's development projects aim to free people temporarily from having to provide food for themselves, and to give them time and resources to invest in assets such as better houses, clinics, schools, new agricultural skills and medicine and, ultimately a better future. Alternatively, projects may be directed specifically at improving vulnerable groups' health and nutritional status.

Examples of WFP's development projects include:

- Asset-creation projects: WFP provides food aid to food-insecure but economically active families who work on building their capital assets.
- School-feeding programmes: WFP provides a nutritionally balanced meal or snack to children/young people in school in circumstances where attendance is low and food could encourage more children to attend; or where children attending are hungry and food could improve learning; or where providing food encourages regular attendance which may help children overcome psycho-social trauma (see more details in the matrix at the end of Section 3, Chapter 3).
- HIV/AIDS projects: WFP provides food aid to persons infected by HIV/AIDS and their households or to persons closely associated with a person infected by HIV/AIDS (or who has died of AIDS) and who do not have access to enough food.
- Maternal and child health and nutrition projects: To address the specific nutritional requirements of young children, pregnant and lactating women, WFP provides specially formulated, fortified blended foods either through health centres or in the context of community-based health and nutrition programmes. It also actively supports and strengthens local capacity for production of such foods.

#### **4. Special operations**

WFP carries out special operations to rehabilitate and enhance transport infrastructure when necessary to permit the speedy and efficient delivery of food aid to meet emergency and protracted food needs.

Special operations are short term and usually complement emergency operations. Generally, they involve work on infrastructure and logistics, and are designed to overcome operational bottlenecks. WFP special operations can cover:

- repairs to roads, bridges, railways;
- repairs to airports, port infrastructure and equipment;
- air operations;
- provision of common logistic services including joint logistics centres and communication initiatives.

#### **WFP's programme cycle**

Prior to any intervention, WFP will first establish whether food aid is needed and an appropriate response. If it is, WFP will:

- assess who needs food, how much and why (Section 3, Chapter 2);
- identify the population in need of assistance, the form that assistance should take, and which targeting mechanism to use (Section 3, Chapters 2, 3 and 4);
- design the project (Section 3, Chapter 5) and establish: the food ration to be dis-

tributed and non-food items required; the time period for assistance; any exit strategies; any security measures needed; training capacity building needs; and reporting arrangements;

- organize transport and food storage facilities (Section 3, Chapter 6);
- identify an appropriate distribution system (Section 3, Chapter 7);
- develop a monitoring and evaluation plan (Section 3, Chapter 8).



#### **Annexes:**

Annex 1: WFP Organigram

Annex 2: The Food Supply Chain

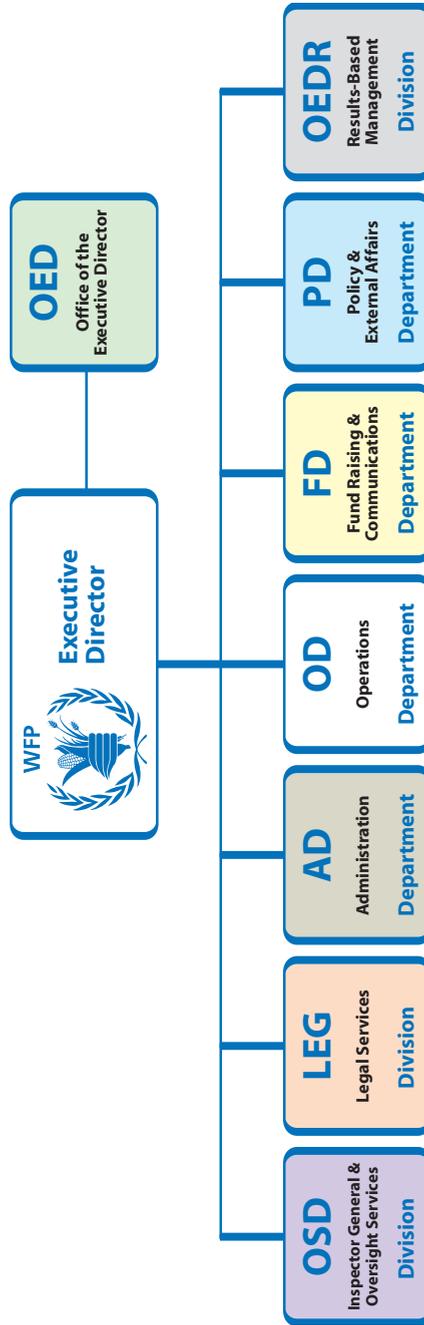
#### **Further reading and references:**

*Strategic Plan (2006-2009)*, (WFP/EB.A/2005/5-A/Rev.1).

See Annex 1: “WFP 2006-2009 Strategic Objective Results Matrix”.

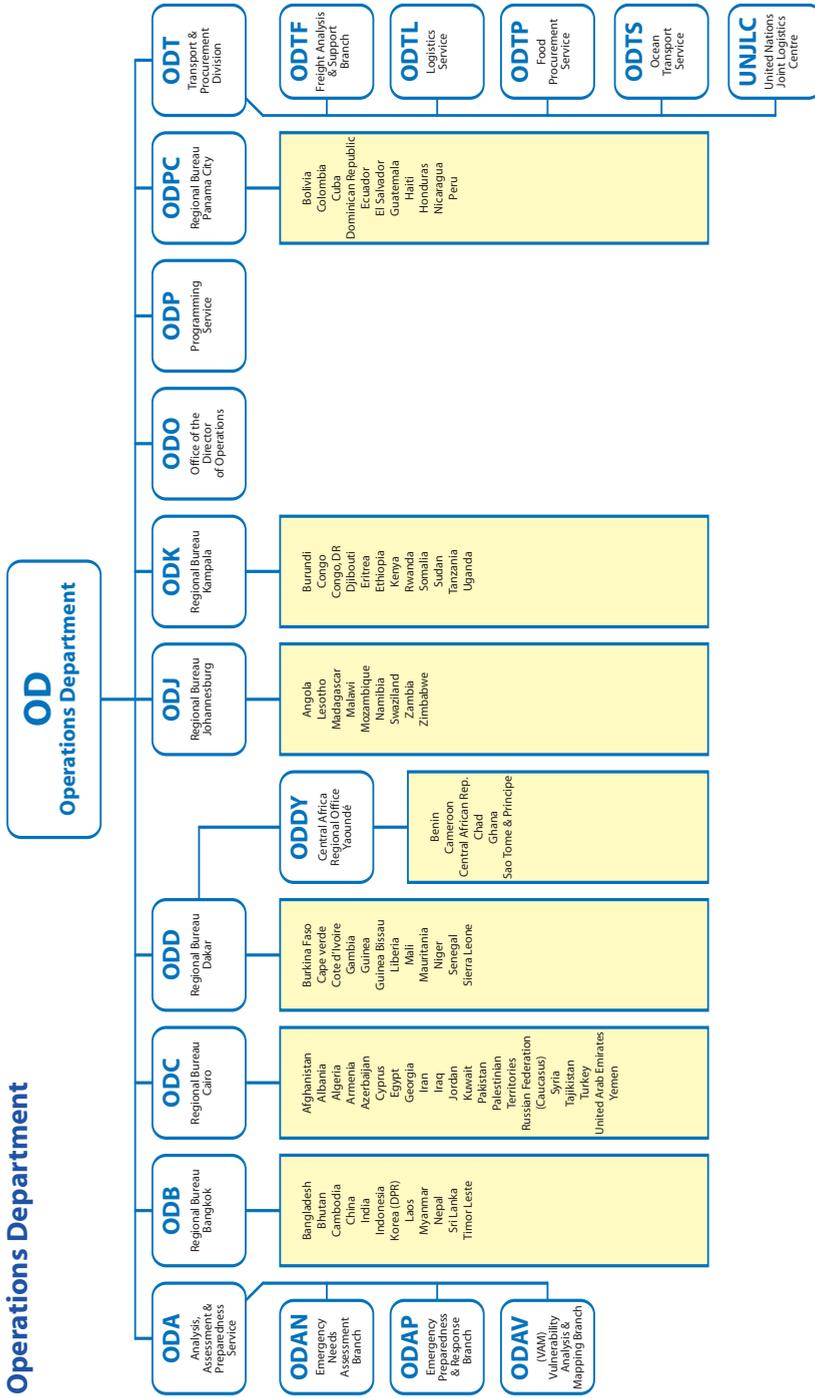
## Annex 1: WFP Organigram

### WFP Organizational Chart 2004





# Operations Department



## Annex 2: The Food Supply Chain

Once WFP has established that there is a need for food aid in a country and assessed the type and quantity of food needed, a set of activities are carried out to ensure that food aid commodities reaches the affected populations. There are four main stages to this process referred to as the food supply chain:

- planning
- shipment/overland
- receipt/storage
- delivery

### The planning stage

On the basis of the assessment of the type and quantity of food needed, WFP will design a project/programme<sup>3</sup> with a budget that reflects all costs involved in getting the food to beneficiaries over the project period.

Next, WFP:

- presents the budget to donors who pledge cash and food (in-kind) donations;
- gets the project and budget approved;
- purchases food (unless it has received in-kind donations) and organises the transport of the food.

### The shipment/overland stage

WFP may receive from donors: cash or food. Donors often set conditions as to how their cash funding is spent, which will determine how and where WFP will purchase the food. For example, the donor may state as a condition that WFP buy the food locally - in the recipient country or a neighbouring country - or internationally, outside the region.

On the other hand, if the donor provides WFP with food – it may be handed over in the recipient country, a neighbouring country or outside the region.

Depending on where WFP receives the food or buys the food, WFP may be responsible for shipping it to the recipient country and then transporting it overland to a warehouse(s).

### The receipt and storage stage

The food arrives at a warehouse at, or close to, the port or in country, where:

- it is inspected, any loss or damage recorded, and existing stock figures for the commodity adjusted accordingly;
- Landside Transport Instructions are issued – including loading instructions – and the food is ready to be transported to mutually agreed (with a CP<sup>4</sup>) delivery points (or handover points).

### The delivery stage

The food arrives with all transport documents (e.g WFP waybills) to the mutually agreed delivery points, where the CP:

- receives the food and records on the waybill;
- stores the food and transports to distribution sites (if stored away from distribution site);
- distributes the food to beneficiaries and monitors the distribution.

3. In a development situation, this will be part of the common country assessment (CCA)/UNDAF process.

4. The CP could be a government agency or an NGO.

## The Food Supply Chain



The progress of food from donor to CP is tracked through WFP's global commodity tracking system (COMPAS). COMPAS is an electronic system that allows WFP staff to monitor the progress of commodities from the time they are first requested by country offices through to their handover to CPs.

# WFP's partners

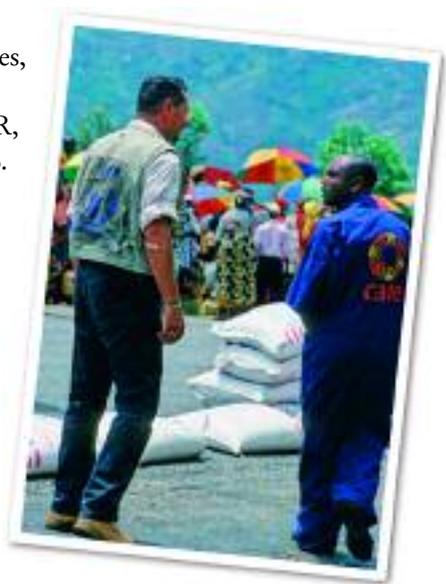
## Who are WFP's partners?

WFP's main partner is the government. When there is a functioning national government recognized by the United Nations, WFP assistance is provided at the request of that government and within the framework of an agreement signed with the government.

Other than national and local government entities, WFP partners include:

- United Nations agencies such as UNHCR, UNICEF, FAO, UNDP, WHO and UNAIDS.
- international organizations such as ICRC
- NGOs.

In 2004, WFP worked with a total of 1,943 NGOs, among which 224 were international NGOs and 1,719 were national or local NGOs. NGOs play a fundamental role in the distribution of WFP food to beneficiaries and in monitoring the distribution of WFP food aid. Around 85 percent of NGOs working with WFP are involved in these activities.



WFP and NGOs are also partners in activities that do not involve the distribution of food – including early warning activities, food-security assessments, advocacy for food/nutrition-related issues and the coordination of food-security activities in an area or region.

## Criteria<sup>5</sup> for an NGO to work with WFP

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First and foremost, the NGO needs to agree with WFP's aims outlined in Chapter 1 and principles described in Chapter 4 on expectations. Second, the NGO needs to have the following institutional profile, financial capacity and willingness to collaborate with other institutions:

### NGO profile

The NGO needs to:

- be accepted by the government. The NGO must be recognized by the national authority governing a specific area of operation, permitting it to carry out humanitarian relief and development activities in the country or area. It is expected to have a physical office and therefore a contact address;
- have extensive experience in humanitarian and relief operations;
- have sound, specific programmes for food distribution and/or on issues related to food assistance, food security, advocacy and development which correspond to WFP's general priorities and target groups (see Chapter 1);
- have adequate personnel and in-country organizational structures, including staff, field offices, vehicles and access to communications. The staff must be reliable, qualified and suitably experienced, with reasonable continuity in assignments;
- have a transparent institutional framework, active grass root participation, information systems and documentation, technical knowledge and geographical presence;
- be willing and able to work with communities and community-based organizations.

### Financial and complementary inputs

The NGO should:

- be able to cover part or all of non-food items, staffing and equipment. While WFP may reimburse operational costs relating to the food aid distribution, the NGO should be able to cover part or all complementary inputs;
- have staff with basic skills in project and financial management, analytical skills and capacity in areas of commodity tracking, food distribution and beneficiary participation. An NGO will need to provide detailed plans for distributing food to the intended beneficiaries;
- be able comply with WFP's monitoring and reporting requirements and have sound, reliable financial and accounting systems.

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5. The criteria presented here are the result of input from various country offices in particular the WFP Sudan country office and the WFP India country office and further elaborate on the criteria presented in the Programme Guidance Manual. Other country offices may have additional criteria, specific to their context, which may not be included here. Annex 1 at the end of this chapter provides a complete sample of the selection criteria developed by the WFP India country office. It also provides the background information that the India country office requests from the NGO when submitting a proposal.

## Relationship with other groups

The NGO needs to:

- collaborate with government infrastructure: the NGO should have demonstrated willingness and ability to work with the responsible government authorities at all levels;
- coordinate with others: the NGO should ideally be an active participant in any established coordination mechanism for an operation (and any separate NGO coordinating body).

## Annexes:

Annex 1: NGO selection criteria developed by the WFP India country office and background information requested from the NGO when submitting a proposal.

Annex 2: Sample performance indicators for CPs piloted by WFP Malawi.



## Annex 1: NGO selection criteria developed by the WFP India country office and background information requested from the NGO when submitting a proposal.

### Criteria for selection of NGOs

#### Minimum eligibility criteria:

1. The NGO should be a registered body for a **minimum period of three years** as trust, society, non-profit company, co-operative or as any such legal form of organization.
2. It should have **active field presence** in the area of operation.
3. It should have its accounts **audited** through a Chartered Accountant. The reports should be made available as public documents, as and when required.
4. It should have at least **one-third** female members in the governing body or staff.
5. It should have **expertise** in the following activities : Income generation, savings and credit, SHG formation, forestry and natural resources management, women's development/ empowerment, social/welfare activities, civil/water harvesting structures, training (managerial/vocational).
6. It should have **high reputation** for honesty and integrity in its area of operation.

#### Preference / weightage criteria:

7. Strong technical and managerial capability.
8. High level of achievement/performance in fulfilling their objectives.
9. Strong participatory approach particularly women's participation (*how many people participating; in what ways, what kinds of activity, who are participating, whether people's organizations are formed or not and how these organizations are functioning*).
10. Prior experience of working with or receiving support from the government, parastatal agencies, bilateral or international agencies.

#### Background Information on the NGO

(This information is to be provided by the NGOs at the time of submitting their proposals, which could be used for the purpose of selection of NGOs.)

1. **Name of the NGO:**
2. **Name, designation and contact address of the person in-charge of the NGO** (also please mention similar information for the field/sub-office, if any):
3. **Legal status** (with Registration No. and date) **of the NGO:**
4. **FCRA** (Foreign Contribution & Regulation Act) **Account No.** (if any):
5. **Name of the main Bank** (with Branch & Account No.):
6. **Number of years working actively in the field:**
7. **Geographical area of operation as per the bye-laws/Memorandum of Operations:**
8. **Name and background of members of the trust/governing/management body** (by gender):

Sl. No.	Name (Mr./Mrs./Ms.)	Designation	Qualification	Expertise in	Relationship with other GB member(s) (if any)	Remarks

9. **Brief statement of mission and objectives:**
10. **Brief on activities undertaken:**

	Activities	Period (From... To...)	Location (District/ Division/ Village)	Project Cost	Primary Funding Sources	Remarks / Major Highlights
a.	Forestry and natural resources management					
b.	Agricultural activities					
c.	Income-generating activities					
d.	Savings and Credits / Organization of Self-Help Groups (SHGs)					
e.	Civil & Water harvesting structures					
f.	Women development / empowerment					
g.	Training (managerial / vocational) (please specify)					
h.	Social/welfare activities [e.g., Non-Formal Education (NFE), Health/ Social Awareness Camps etc.)					
i.	Information, Education & Communication (IEC) activities (e.g., nukkad natak, puppet shows etc.)					
j.	Others (please specify)					

#### 11. Beneficiary details:

Sl.No.	Village	SC		ST		OBC		Landless		General		Children		Total	
		(M)	(F)	(M)	(F)	(M)	(F)	(M)	(F)	(M)	(F)	(M)	(F)	(M)	(F)

12. **Self-assessment of achievement** (with special reference to impact on poor and women):

13. **Awards received** (if any):

14. **Self-assessment** (with supporting evidence) **of capabilities in the following:**

- Technical and managerial capability in achieving the objectives of the proposed project.
- Experience in micro-planning
- Skills in participatory techniques

15. **Receipt and Expenditure Statement** for the last two years' activities.

(Kindly provide a copy of last two years' Annual Report and the Audited Accounts):

16. **Details of the office infrastructure with specifications** (buildings, office equipment, vehicles, number of field offices, etc.):

17. **Total number of professional and other staff** (including community workers) **by gender**

(The organization chart is also to be attached along with the following information of the staff):

Sl.No.	Name of the staff	Designation	Type of employment*	Qualification	Area of Expertise	Place of Posting	Age	Sex

\* Regular (R) / Temporary (T) / Professional (P) / Support (S) / Community Worker (CW):  
[e.g., Professional : Regular (P:R); Support : Community Worker (S: CW) etc.]

18. **Brief information on support received and activities or projects undertaken:**

Sl. No.	Particulars	Name of the Project	Year	Project Cost	Total Expenditure
a.	State Government (pls. specify the Department)				
b.	Central Government (pls. specify the Department)				
c.	Para-state or Public Organizations (e.g., NABARD, WDB, NDDDB etc.)				
d.	Industry and Business (Pls. specify)				
e.	Bilateral Agency : (e.g., USAID, ODA, CIDA etc.)				
f.	International NGOs : (e.g. OXFAM, ACTIONAID etc.)				
g.	International Agencies : (e.g. UN agencies, World Bank etc.)				
h.	Any other (Pls. specify)				

19. **Membership (if any) of any network, association or federations of NGOs:**

20. **Experience of person in-charge of the proposed project** (Kindly provide the details of career/experience of the person(s) who would be in-charge of the proposed project and attach his/her/their curriculum vitae).

## Annex 2:

### Sample performance indicators for cooperating partners (CPs) piloted by WFP Malawi country office

#### Performance indicators for CPs

a) **Reporting Indicators**

All CPs in WFP interventions will be required to submit the following reports according to the formats that will be provided by the JEFAP monitoring team.

- A monthly distribution plan by the 5th of each month to the sub offices.
- An accurate monthly output report with one page narrative to the Sub offices by the 5th of each month.
- A monthly activity to the Sub offices by the 10th of each month on the previous month.
- A monthly Post-Distribution Monitoring (PDM) report with data by the 15th of each month for the previous month.
- A monthly onsite report and data by the 15th of each month for the previous month.
- A financial report from August to December by the 31st of January 2005.
- An EMOP 10290 closure report by the 31st January 2005.
- A quarterly progress report on 15th October 2004.
- All CTS waybill copies by the 10th of each month for the previous month deliveries to the Sub offices.

b) **Coordination**

- Percentage of JEFAP meetings attended out of total number of meetings held during the period.
- Percentage of Monitoring working sessions attended out of total number of working sessions held from July to December 2004
- Number of regional sub office meetings attended out of total number of meetings held.

**PROGRAMME**

a) **Training**

- No. of RBM training and workshops
- No. of staff trained in prevention of sexual exploitation and abuse.

c) **Community mobilisation**

- % of community agreements signed out of total number of projects per district.
- % of FFW projects that were selected by communities out of total number of projects.
- Number of sensitization meetings conducted out of total number of projects.
- Number of community awareness meetings held on prevention of sexual exploitation and abuse.

d) **Implementation of Results based management**

- No. of staff participated in RBM training and workshop.
- Number training sessions held on prevention of sexual exploitation and abuse.

**PROCEDURE TO BE FOLLOWED UPON NON COMPLIANCE OF THESE REQUIREMENTS**

The following steps will be followed if the partners have not met the above obligations

- Letter/ reminder from the head of sub office.
- Letter/ reminder from the JEFAP coordinator.
- Letter/reminder from the head of programmes
- Letter from the country director.
- May not be included in future WFP sponsored activities.
- Termination of MoU.

**WFP's indicators**

- Number of trainings and workshop conducted.
- Percentage of pipeline warnings conveyed out of the total number of pipeline breaks.
- Timeliness in delivery of food against the NGO distribution plan.



# Advantages of working together

## What are the advantages of working with WFP for an NGO?

### Largest food aid organization

WFP is the largest food aid organization in the world. It has been delivering food to countries in need for 40 years, since its establishment in 1965. WFP has access to resources and funding from donor governments, private corporations and individuals who know WFP and trust the way WFP works. NGOs can tap into WFP's resources. In 2004, out of the 5.1 million tons of food WFP delivered, 1.8 million tons were handed over to NGOs to distribute to beneficiaries.



### Sophisticated logistics and transport network: ships, trucks, rail, river and planes

WFP has developed a sophisticated global logistics and transport network that allows it to get food into countries quickly and reliably. WFP has, under charter agreements, around 40 ships with food on the high seas, at any one time.



Food deliveries by road are usually carried out using local transport companies. If these are not adequate or where security is an issue, WFP will use its own trucks. Alternatively, if there is a working rail service, food may be moved by rail. Where there are rivers, and no road or rail, food is transported on barges. WFP will also use animals to transport food to the remote areas not accessible by any other means.

In areas that lack road infrastructure or where there is ongoing conflict or where the urgency for food is such that WFP needs to deliver food in the fastest possible way, it will arrange to airdrop or airlift food.

For this purpose, WFP will charter aircraft from a shortlist of carefully selected operators. WFP has also been appointed, under the High Level Committee on Management, to organize all humanitarian air services (including flying people from the humanitarian community) if, and when, funding is available.

### **Specialized staff trained in all aspects of food aid interventions**

A significant proportion of WFP staff are involved in the programming of food aid interventions. Among these, are staff specifically trained in:

- food-security assessments
- early warning and contingency planning
- gender issues
- nutrition
- school feeding
- HIV/AIDS and food security
- Food For Work interventions (FFW)
- Project monitoring and evaluation

In addition, a number of WFP staff are involved in the transport and logistics of moving food to countries and places in countries where it can then be distributed to beneficiaries. Among WFP's logistics and transport staff are: experts in chartering, port operations, forwarding, cargo handling, aviation, warehouse management, and commodity tracking.

Drawing on its pool of experts in the programming and logistics of food aid interventions, WFP may organize and lead training for NGOs in these areas, if requested and if funding is available.

### **Regular contact with government authorities**

The national government is WFP's main partner and while WFP has ongoing operations in the country, it maintains regular contact with government authorities. This contact can be invaluable in facilitating communication and access to possibly contentious areas on behalf of other agencies/organizations.

### **Independent ICT system**

WFP's ICT division has developed an autonomous system to provide security and operational voice and data connectivity. The system is comprised of satellite and radio networks supported by independent back-up power supply systems, including generators and solar panels. This means that staff are able to communicate despite limited or no ICT infrastructure in the countries or areas where they work and that their security is improved.

NGO partners may benefit from WFP's ICT system if funding is available and

depending on whether local government authorities are willing to authorize it.

### **Security consideration**

WFP shares country wide security information with its partners, to the extent permitted by the confidentiality of some information. As part of the broader UN Security Management Team, WFP also negotiates with the respective authorities' access for WFP and its partners into insecure areas. WFP also invites partners to its security training/briefings to the extent possible and within the capacity of the WFP country office team.

### **What are the advantages for WFP of working with NGOs?**

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WFP's primary role is in the organization and management of food aid, not in the actual delivery of food aid to beneficiaries. WFP depends on its collaboration with partners to distribute food aid from agreed delivery points to beneficiaries or to provide WFP with technical and non-food inputs.

#### **Increase government capacity and infrastructure**

National government authorities are WFP's "designated" partners. However, they may lack the capacity to fulfil certain tasks essential in emergency and development programmes. NGOs are often able to carry out these tasks and therefore fill the gaps, while helping to (re)build national capacity.

#### **Broad variety of technical skills**

While the financial resources of NGOs vary widely, WFP recognizes that they often offer an array of technical skills, including disaster preparedness and disaster planning, maternal and child health services, basic education and adult education, ecologically sensitive farming, water and sanitation, conservation and shelter. Combined with food aid, these skills can lead to more effective and widespread development opportunities as food aid may attract communities, households and individuals to take part in the activities offered by NGOs.

#### **Increase the number of beneficiaries covered**

Since the 1980s NGOs' role in development and food aid has increased dramatically as they have come to fill the gaps in national government public services or have supplemented existing government coverage in certain areas. In some cases, NGOs are the only entities providing services in remote, marginalized or conflict areas (frequently where food aid is needed most). By working with and through NGOs, WFP is able to reach a larger number of beneficiaries.

### **Ability to mobilize resources for non-food complementary inputs**

WFP does not usually receive funding for non-food inputs. Yet, non-food inputs such as medicines, latrines and other materials may be essential to a community who is also in need of food aid. NGOs are able to seek funding for these non-food inputs and thereby complement the benefits of the food that WFP is able to provide.

### **A people-centred approach that promotes sustainable change**

Most NGOs adopt a people-centred approach to development – where people are seen not as passive recipients of aid but as actively wanting to improve their lives. NGOs tend to involve people more directly in the assistance process and in this way ensure that change is sustainable. This people-centred approach to development has produced a variety of methods for needs assessments, project design and implementation, technical assistance and capacity-building that make NGOs highly desirable partners for WFP.

### **Established relationships with communities and local knowledge invaluable in targeting aid to the right people**

National NGOs and, often, international NGOs, have been working with communities over long periods of time and have well-established relationships with these communities. Their use of participatory approaches in designing and implementing their programmes has also resulted in a wealth of local knowledge regarding the socio-economic conditions of poor and marginalized groups in those areas. This knowledge is invaluable to WFP and could assist WFP in ensuring that it targets its food aid to the right people at the right time.

### **Learning from NGOs' innovative approaches**

As an organization, WFP needs to explore new modalities of programming in order to fulfil its mandate and implement its policies including the “Enabling Development” policy.<sup>6</sup> NGOs tend to be innovative and flexible in their approaches to poverty alleviation. Learning and benefiting from such innovative programmatic approaches represent excellent opportunities for WFP to explore and engage in high-quality, more effective and diverse programming.

### **Security considerations**

NGOs close and long-term relationships with communities often allows them better and/or more secure access and can help to provide vital input into WFP's security assessments that may be associated with food operation.

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6. See WFP's website [www.wfp.org](http://www.wfp.org) for a copy of the policy paper entitled 'Enabling Development' or WFP's Programme Guidance Manual (PGM).

# Expectations<sup>7</sup>

## What can an NGO expect from WFP?

### Covering costs related to the physical distribution and storage of WFP food

WFP will attempt to pay all justified NGO costs associated with storing, moving and distributing WFP food to beneficiaries, including administration costs associated with these activities, subject to funding available to WFP.

### Type and quality of food as agreed

WFP will seek to provide the NGO with the type, quantity and quality of food that both have agreed on.

### Quantity of food delivered as agreed and at the time agreed

WFP will endeavour to deliver the quantity of food agreed, at the time agreed, and to the delivery points agreed on by both parties. WFP is responsible for all customs clearance and transportation of the food up to these mutually agreed delivery points.

In the event of an increase in the number of beneficiaries as a result of a change in circumstances, WFP will provide additional food if that food is available.



7. Particular to a “cooperating partnership” type.

### **Information on the time of arrival of the food and on any anticipated breaks in the pipeline provided**

WFP will inform the NGO of the receipt of commodities in-country, of the expected monthly distribution allocation (which should be as planned) and of the movement of commodities from the port or warehouses. Specifically, WFP will provide information on: the type and amount of commodities transported, the means of transportation, and the estimated time of arrival of commodities at the mutually agreed delivery point(s).

WFP will also inform the NGO as far in advance as possible of any known or anticipated breaks in the pipeline supply chain and make any necessary steps to assist the NGO in minimizing costs resulting from such an event.

### **Training provided as required**

WFP may provide training in: the storage and handling of commodities; the management of warehouses (including the use of stocking and stacking cards); distribution modalities (including the registration of beneficiaries); monitoring and reporting in addition to training in WFP's commodity tracking system (COMPAS). It may also provide training in needs assessment, gender issues, nutrition, hygiene, reproductive health and HIV/AIDS, as well as in monitoring and evaluation tools and contingency planning.

### **Qualified personnel to work with**

WFP will make available suitably qualified personnel to work with the NGO and provide any other means necessary for the implementation and supervision of activities. WFP is fully responsible for the acts and omissions of its personnel.

### **Access to WFP communications equipment**

WFP will give access to its communications equipment if agreed necessary by both Parties and local authorities. However, access to WFP's communications equipment will usually be at the expense of the NGO unless otherwise negotiated with the WFP country director.

### **Liaise on behalf of the NGO with the local authorities**

If and when required and requested, WFP will liaise with local authorities on behalf of the NGO.

### **Share information on food-security situation**

WFP will share any information it gathers on the food-security situation of a particular geographic area and people with the NGO.

### **Adhere to WFP’s Enhanced Commitments to Women (ECW) (2003–2007)**

WFP promotes gender equality and women’s empowerment in all aspects of its work, encapsulated in its gender policy on the Enhanced Commitments for Women (ECWs) (2003–2007). The ECWs are described under Chapter 5, Section 3 on “project design”.

### **Collaborate on security issues**

WFP will collaborate with the NGO on security issues following the recommendations of the Inter-Agency Standing Committee (IASC) taskforce in 2001, endorsed by the Working Group in January 2002. The recommendations are outlined in Annex 1 at the end of this Chapter.

## **What does WFP expect from the NGO?**

### **Be responsible for the reception, storage and handling of food at delivery points and distribution of food to beneficiaries**

The NGO will be responsible for the reception, storage and handling of food at the mutually agreed delivery points. The NGO will also be responsible for secondary transport to other delivery and/or distribution locations required by WFP and for the actual distribution of the food to beneficiaries.

### **Ensure food reaches intended beneficiaries**

The NGO will take all measures to ensure that food supplies provided by WFP reach the intended beneficiaries without unreasonable delay and in the condition in which they are received. This may mean recovering commodities from damaged containers and the fumigation of commodities and warehouses if and where necessary.

### **Keep records/accounts of all WFP commodities received**

The NGO is expected to maintain proper accounts (with complete audit trail) of all commodities received from WFP and distributed to the target beneficiaries. The NGO should retain records for possible future inspection and audit purposes by WFP for a period of five years from the date of termination of the agreement.

### **Provide qualified personnel**

The NGO will provide suitably qualified personnel and the adequate means necessary for the successful implementation and supervision of activities.

### **Monitor and report to WFP**

The NGO is expected to report to WFP on a monthly and quarterly basis as well as provide a final project report at the end of the project period (detailed in the field

level agreement (FLA) - see Chapter 3, Section 2). The NGO is to facilitate WFP's monitoring of the commodity distribution, the storage of the commodity and the monitoring of recipient beneficiaries.

### **Encourage the formation of community groups/committees and sharing of information with beneficiaries**

The NGO is to encourage the formation of community (self-help) groups/committees to participate in the identification of beneficiaries, their registration and the distribution of food. Regular meetings between WFP, the NGO and local community (self-help) groups, should be organized to discuss the distribution process and progress in the implementation.

### **Retain all empty packaging**

The NGO should retain all empty packaging, bags and containers or, if agreed with WFP, distribute or sell these items through open auction at pre-determined floor price.

### **Display WFP's logo alongside the NGO's logo**

The logos of both WFP and the NGO should be clearly visible at mutually agreed delivery points, distribution sites and areas where project activities are being undertaken as well as on vehicles transporting WFP food such as trucks.

The NGO should contact the WFP Public Affairs Officer in their area of work for further details on the use of the WFP logo.

### **Adhere to WFP's gender policy on Enhanced Commitments to Women (ECW) (2003–2007)**

The NGO should adhere to WFP's gender policy on the Enhanced Commitments to Women (ECW) which promotes gender equality and the empowerment of women. The ECWs are described under Chapter 5, Section 3 on project design.

### **Comply with the code of conduct of the International Red Cross and Red Crescent Movement and NGOs in disaster relief**

All NGOs involved in the distribution of WFP-supplied commodities must 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 1).

## BOX 1

### 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:

- The humanitarian imperative comes first.
- 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.
- Aid will not be used to further a particular political or religious standpoint.
- We shall endeavour not to act as instruments of government foreign policy.
- We shall respect culture and custom.
- We shall attempt to build disaster response on local capacities.
- Ways shall be found to involve programme beneficiaries in the management of relief aid.
- Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs.
- We hold ourselves accountable to both those we seek to assist and those from whom we accept resources.
- In our information, publicity and advertising activities, we shall recognize disaster victims as dignified human beings, not objects of pity.

Source:

The full text of the code is reproduced in: The Sphere Project. 2001.

The Sphere Handbook, Humanitarian Charter and Minimum Standards in Disaster Relief (<http://www.sphereproject.org>)

#### **Annexes:**

Annex 1: UN-NGO collaboration on security issues: Recommendations from the Inter-Agency Standing Committee (IASC), January 2002.

## Annex 1: UN-NGO collaboration on security issues: Recommendations from the Inter-Agency Standing Committee (IASC)

RECOMMENDATIONS  
Final

18 January 2002

### Recommendations to the IASC-WG

From the IASC-WG Staff Security Task Force

#### General recommendations

- 1 Strengthening security collaboration in Humanitarian operations  
That all UN organizations and their IGO/NGO partners<sup>8</sup> adopt a policy of strengthening collaboration on staff security, both at headquarters and at the field level, in the context of reinforcing their commitment to staff security.
- 2 Advocating for security  
That all humanitarian Agencies and Organizations represented in the Task Force engage in advocacy for greater awareness of the need for increased resources in support of field staff security, including resources for UN/non-UN security collaboration.
- 3 Appointing agency security focal points  
That humanitarian Agencies and Organizations represented in the Task Force that do not have an agency staff security focal point at the headquarters, appoint one, and include inter-agency collaboration on staff security in his/her terms of reference.
- 4 Strengthening security management, including collaboration  
That all humanitarian Agencies and Organizations represented in the Task Force ensure that security management, including these recommendations are incorporated:  
As part of the job description and the performance evaluation of their directors and managers, especially at the field level;  
As an indicator of effectiveness and efficiency in the evaluation of humanitarian operations.

#### Field-related recommendations

- 5 Enhancing the role of the Designated Official (DO) in security collaboration  
That the functions of the DO reflect the need for a profile which includes:  
Skills in creating an environment conducive to inter-agency collaboration, including staff security;  
Security training;  
Field experience in security management.
- 6 Enhancing collaboration in the UN Security Management Team  
That IGOs, NGOs, and the Red Cross Movement may participate in the UN Security Management Team (SMT) on an ex officio<sup>9</sup>, representative basis (cf. recommendation 7);  
That, where appropriate, the DO should coordinate security decisions with non-UN humanitarian actors.

8. This includes those organizations at each duty station that are working in close collaboration with UN agencies, programmes and funds.

9. Ex officio here refers to the fact that representatives of non-UN organizations are not bound by, nor participate formally in, SMT decisions on UN security policy.

7 Selecting NGO field security focal point(s)  
That IGO/NGO partners to UN organizations in specific humanitarian operations select among themselves one or a limited number of field security focal points (cf. recommendation 6).

8 Convening broad-based forums for field security collaboration  
That fora for practical security collaboration among all humanitarian actors at area, country and sub-office level be convened, at regular intervals, in order to address practical security issues of common concern, for example by:

Identifying, from a menu of options on security collaboration, those fitting into the specific field situation (see appendix);  
Implementing and updating such practical collaboration in its various forms on a regular basis.

The fora may include the following regular participants:  
DO / 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.

9 Including staff security concerns in the CAPs  
That the CAPs include a project to cover the additional resources potentially required by enhanced collaboration on staff security by Agencies and Organizations represented in the Task Force such as telecommunication (cf. rec. 12) and security training (cf. rec.13).

10 Meeting common, security-related needs  
That UN organizations and their IGO/NGO partners, committed to security collaboration in each specific humanitarian operation participate, to the extent feasible, in meeting the uncovered, security-related needs of the humanitarian community<sup>10</sup>, including costs, according to the scope of their respective involvement.

11 Sharing resources  
That 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.

12 Facilitating inter-agency telecommunication  
That telecommunication among UN organizations and their IGO/NGO partners at field level be facilitated 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.

13 Collaborating and consulting in security training  
That all UN organizations and their IGO/NGO partners at headquarters and at field level:  
Carry out security training in collaboration and/or consultation with other agencies to the extent possible;  
Seek to increase their own capacity for security training at all levels.

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10. Humanitarian community in this report refers to the totality of humanitarian actors in a given place, addressing the same humanitarian crisis.

- 14 **Sharing information**  
That security-related information be 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.
- 15 **Identifying minimum security standards**  
That UN organizations and their IGO/NGO partners jointly identify and agree how to apply minimum security standards adapted to local circumstances. In so doing, humanitarian actors will take into consideration already existing standards, for example the UN M.O.S.S. (minimum operational security standards) that are binding for the members of the UN system.
- 16 **Seeking adherence to common humanitarian ground-rules**  
That 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.

#### **Recommendations on follow-up**

- 17 **Disseminating and evaluating**  
That the members of the UN organizations and their IGO/NGO partners:  
Disseminate the recommendations on security collaboration within their respective agencies and organizations, especially at the field level;  
Ensure that the utility of the recommendations is evaluated within their respective agencies and organizations.
- 18 **Learning lessons**  
That the UN organizations and their IGO/NGO partners:  
Disseminate the recommendations on staff security collaboration;  
Review the implementation of the present recommendations;  
Prepare and disseminate regular Lessons Learnt reports on security collaboration, based on reports from their agencies and organizations.

## Appendix

### Proposal for a menu of options

for security collaboration in the field between UN organizations and their IGO/NGO partners

The participants in the two consultations organized by the IASC-WG Staff Security Task Force in Geneva and Washington DC recommended that UN organizations and their IGO/NGO partners in specific field contexts adopt a pragmatic and flexible approach to security collaboration.

Thus, UN organizations and their IGO/NGO partners in specific field contexts might organise their collaborative efforts in field security by:

1. Identifying, from a “menu of options” on security collaboration, those fitting into the specific field situation;
2. Choosing in which options for security collaboration, and at which degree, they would commit themselves to participate, according to the agency’s or organization’s mandate/mission and the scope of its operational involvement;
3. Implementing, and updating on a regular basis, such practical collaboration in its various forms.

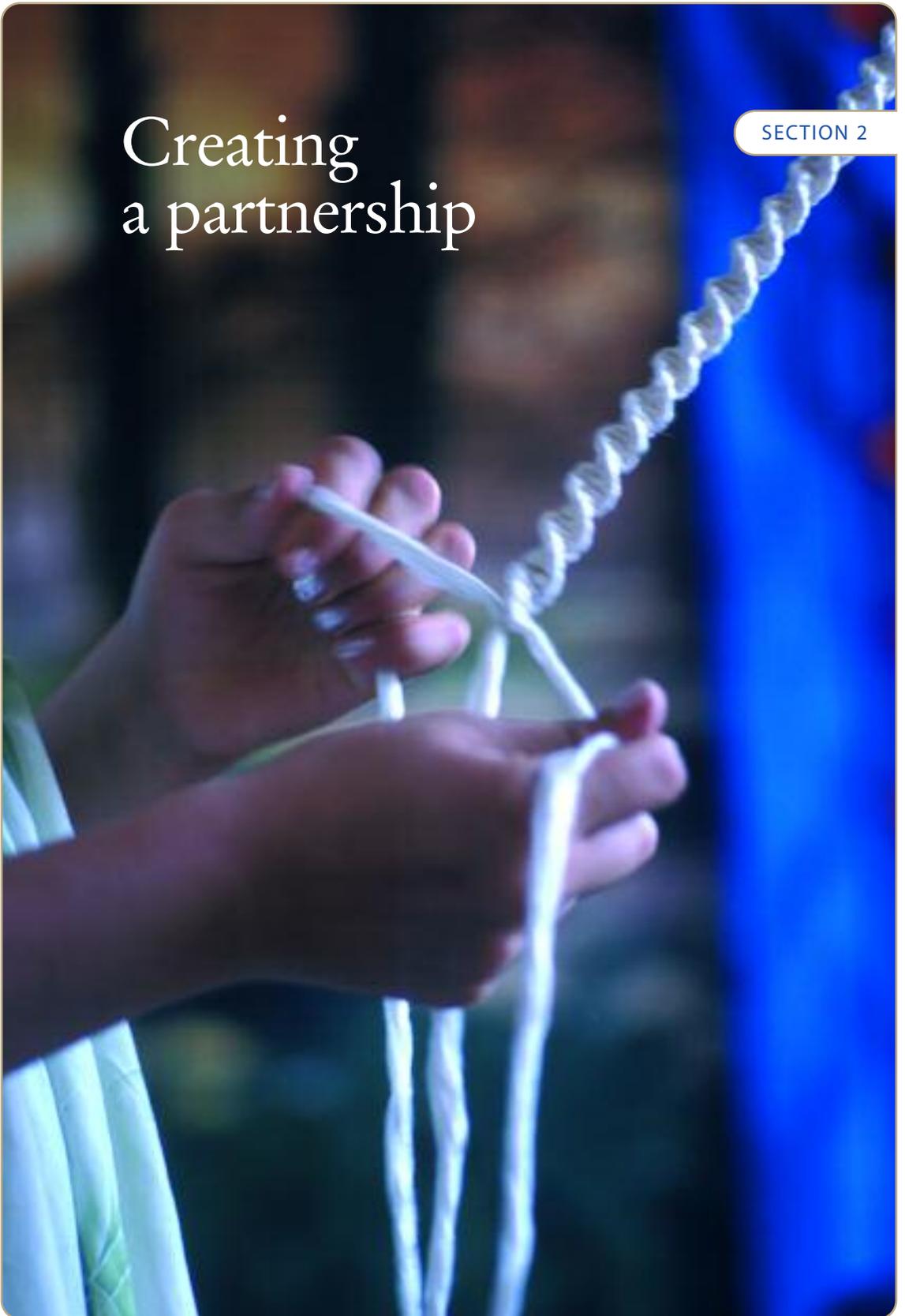
The participants identified the following list of areas of common security concerns (“options”), which may serve as a “menu of options” for security collaboration between UN organizations and their IGO/NGO partners in the field:

1. Convening fora for field security collaboration between UN organizations and their IGO/NGO partners
2. Including staff security concerns of UN organizations and their IGO/NGO partners in the CAP
3. Meeting common security-related needs
4. Sharing resources
5. Collaborating in security planning between UN organizations and their IGO/NGO partners
6. Facilitating inter-agency telecommunication
7. Sharing information
8. Collaborating and consulting in security training
9. Identifying minimum security standards
10. Seeking adherence to common humanitarian ground-rules

A more detailed version of the proposed menu of options, containing ideas for checklists for each option based on input from the Geneva and Washington DC consultations, is attached to the Task Force Consultant’s Final Report. These checklists may serve as a starting point for UN organizations and their IGO/NGO partners in their implementation of the present recommendations in specific field situations.

# Creating a partnership

SECTION 2



# Creating a partnership

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# General principles

## Why work together?

- Working together ensures that efforts are not duplicated and resources are not wasted in doing so.
- Working together reduces competition for resources and for visibility.
- Working together allows organizations to double their resources: for example, by speaking with a common voice, we can be better advocates for our beneficiaries.
- Working together allows organizations to use their resources in a complementary way, so as to meet common objectives which neither organization would be able to meet on its own.
- At the highest level (“full partnership”), working together can allow organizations to create new resources and ideas that they would not have been able to create alone.



The following are some of the elements that each organization may bring to a working relationship:

- financial resources
- material resources
- skills/knowledge
- ideas
- relationships (influence) with communities, donors, governments or the private sector.

Of course, working together takes time and commitment; and the greater the expected benefits, the more commitment, typically, is involved. It is not realistic to think that all organizational relationships will end up as full partnerships. One of the first steps in creating a working relationship is to assess the extent to which each organization is willing and able to enter into partnership and provide the level of commitment that this involves. There is nothing wrong with having a simple form of working relationship, without expecting to create new resources and ideas as long as these working relationships are mutually beneficial.

## Partnership principles

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WFP has developed a set of principles to guide its relationship with NGOs: these are outlined in Box 2:

### BOX 2

## The WFP-NGO partnership framework

### Shared goals and mutual respect and trust

Partners must share ownership of programmes as well as responsibility for programme/activity successes and failures including common approaches to the media and donors.

### Joint design and joint decision-making on activities

The decision to establish effective partnerships cannot take place unless WFP and NGOs regard their joint efforts in implementing programmes as achieving more than they could achieve individually.

### Commitment to building and nurturing partnerships

Partnerships are not built in a day, and they require significant investments of time and staff.

### Willingness to give up a certain amount of independence to pursue programmes together

### Commitment to transparency and accountability

Openness and honesty in working relationships are pre-conditions of trust. A partnership is based on a commitment to share information openly and agree jointly on the processes necessary for achieving accountability to donors.

Source:

Adapted from Working with NGOs: A Framework for Partnership, policy paper, WFP, Rome, 2001

Two more principles found in *The Partnering Toolbook* (2003) should be added to the above:

### **Equity**

What does equity mean in a relationship where there are wide divergences in power, resources and influence? Equity implies an equal right to be at the table and a validation of those contributions that are not measurable simply in terms of cash value or public profile.

### **Mutual benefit**

If all partners are expected to contribute to the partnership they should also be entitled to benefit from the partnership. A healthy partnership will work towards achieving specific benefits for each partner over and above the common benefits to all partners. Only in this way will the partnership ensure the continuing commitment of partners and therefore be sustainable.

## **How do you make a partnership work?**

Three key issues need to be discussed when establishing a working relationship. These are:

### **Clear goals:**

- What are the objectives of the two organizations?
- Which of these objectives will be covered by the relationship?
- What goals do the organizations have for the relationship itself: is it purely to prevent competition and duplication, or is more expected?

### **Clear roles:**

- Who provides what? (this will normally be covered in the partnership document)

### **Clear procedures:**

- How will you communicate: what do you expect to be communicated; through which media; how often?
- How will you make decisions?
- How will you discuss and resolve disagreements (remember, disagreements are a normal part of all relationships, and can help to lead to better solutions)?
- How will you let each other know how you feel the institutional relationship is working?

Of course, you might want to change these procedures as the institutional relation-

ship develops, or as new issues come up. Both parties should feel free to do this. But it helps to talk about these issues in principal “up front”.

Clearly, each organization and sector will have its own priorities and may struggle to accept the priorities of the other – however, by adhering to these principles, struggles and tensions can be discussed openly and a compromise found.

## **What kind of partnership does WFP have with NGOs?**

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WFP works with five broad categories of NGOs: (1) large international NGOs; (2) smaller international NGOs; (3) large national NGOs working in their country of origin; (4) local NGOs; and (5) community-based organizations such as local associations and local churches. With these different organizations, WFP has a variety of relationships among which it has identified three main types: (1) the “cooperating partnership”; (2) the “complementary partnership”; and (3) the “coordinating partnership”.

The partnerships are not mutually exclusive, and they are very likely to coexist. Whilst these partnerships often do not reflect all the partnership principles outlined earlier in this chapter, there is potential to work towards achieving them.

### **Cooperating partnership (formerly referred to as “implementing partnership”)**

This is the most common type of relationship WFP has with NGOs. CPs are normally responsible for carrying out an activity on WFP’s behalf such as transport, storage and distribution, usually within a food-aid intervention designed by WFP. WFP retains accountability to the government and WFP’s Executive Board for the intervention.

In this type of partnership, the NGO usually provides a service related to the distribution of food and WFP pays the NGO for the costs of carrying out that service. A cooperating partnership is formalized in the FLA that clearly sets out each organization’s responsibilities, what resources are to be committed, and by whom (see Chapter 3 in this section).

The extent to which the relationship will move towards a more complementary type of partnership will depend largely on the capacity of the NGO in terms of financial and human resources.

### **Complementary partnership**

In a complementary partnership, WFP and the NGO may design an intervention

together with shared objectives and target group or alternatively WFP may provide food aid as an element of a larger NGO programme that reaches WFP beneficiaries and shares WFP's objectives.

In such a partnership, WFP and the NGO each contribute the resources they are best placed to provide. WFP provides food and the NGO provides non-food inputs.

An example of this type of partnership is that of an NGO running training centres for women to whom WFP provides food. In providing nutritional support to the women and young children who attend the centres, WFP is reaching its own intended beneficiaries. At the same time, by providing an incentive for women to attend, WFP is helping the NGO reach more of its intended beneficiaries.



Another example of a complementary partnership, is the “essential package” which WFP provides in partnership with other United Nations agencies and NGOs.

The package includes: school feeding, basic education, de-worming and micronutrient supplementation, HIV/AIDS education, malaria prevention, promoting the use of clean and efficient fuel-wood stoves and the establishment of school gardens/woodlots. WFP provides the food element of the package.

There is no standard agreement formalizing this type of partnership. In some cases, an adapted version of the FLA is used and will need to state what the coordination mechanisms will be, and how monitoring and reporting functions are to be divided.

### **Coordinating partnership**

In the “coordinating partnership” the NGO's work is separate from that of WFP but it is to the advantage of both organizations to share information and keep each other informed on each other's activities.

This kind of partnership may be particularly appropriate if the NGO is engaged in advocacy work. It may also be applicable when an NGO is working in one area of a country while WFP works in another, or when the NGO deals largely with one government ministry while WFP liaises mostly with another. It is also pertinent when the NGO and WFP are working with a similar group of beneficiaries but have no formal agreement.

**Table 1: Details on the types of partnership between WFP and NGOs compared with a commercial relationship**

	Commercial	Cooperating (Implementing)	Complementary	Coordinating
<b>Shared objectives</b>	No	Yes	Yes	Not necessarily
<b>Shared principles</b>	No	Yes	Yes	Yes
<b>Shared design</b>	No	Desirable	Desirable	No
<b>WFP typically provides:</b>	<ul style="list-style-type: none"> <li>• money</li> </ul>	<ul style="list-style-type: none"> <li>• food</li> <li>• money</li> <li>• training</li> <li>• influence/support</li> </ul>	<ul style="list-style-type: none"> <li>• food</li> <li>• money</li> <li>• training</li> <li>• influence/support</li> </ul>	<ul style="list-style-type: none"> <li>• information/ advice</li> </ul>
<b>Other organization provides:</b>	<ul style="list-style-type: none"> <li>• specific service on a profit basis</li> </ul>	<ul style="list-style-type: none"> <li>• specific service or services on a not-for-profit basis</li> </ul>	<ul style="list-style-type: none"> <li>• non-food inputs</li> <li>• money</li> <li>• materials</li> <li>• training</li> <li>• staff/technical advice</li> </ul>	<ul style="list-style-type: none"> <li>• information/ advice</li> </ul>
<b>Type of agreement</b>	Contract	FLA	Adjusted version of FLA	None

**Further reading and references:**

The International Business Leaders Forum (IBLF) and the Global Alliance for Improved Nutrition (GAIN). 2003. *The Partnering Toolbook*.

WFP. 2001. *Participatory Techniques and Tools - A WFP Guide*. Rome.

WFP. 2003. *Self-Appraisal of World Food Programme Collaboration/Partnership with NGOs*. Southern Africa Regional Bureau.

WFP. 2005. *WFP's Relationship with NGOs in 2004*. Rome.

“Working with NGOs: A Framework for Partnership” (WFP/EB.A/2001/4-B).

# The financial agreement

## What will WFP pay for?

In general, WFP will attempt to reimburse all justified costs related to the physical transport of WFP food aid to beneficiaries and its management. WFP strongly advocates the sharing of costs with partner NGOs. The degree to which WFP will reimburse costs related to the transport and distribution of food to beneficiaries or any other related activity will depend on:

- the type of intervention and activities the NGO is seeking funding for: for example, whether food aid activities complement an existing NGO programme or not;
- the financial capacity of the NGO;
- WFP's own financial resources – the amount of funding it has available.

The NGO is expected to be transparent about any other sources of funding it receives for a particular intervention and the degree to which it is contributing from its own funds to the intervention.



The degree of NGO involvement in an intervention should be agreed with the WFP country office before implementation of the intervention. Responsibility for each step in the food aid delivery chain should be clarified ahead of the signing of the FLA<sup>11</sup> and stated clearly in the agreement itself (see Chapter 3 in this section on the FLA). The agreement serves as a guide for the reimbursement of costs.

11. Previously referred to as a Letter of Understanding (LoU). The field level agreement (FLA) is a standardized version of the LoU. It is a standard agreement template outlining WFP's roles and responsibilities and those of its CPs.

Boxes 3 and 4 describe in detail what WFP will attempt to cover, if justified and if funding is available, and what it will not cover and under what circumstances. In addition, funding by WFP will be subject to eventual donor restrictions.

### BOX 3

## Costs WFP may cover

- Staff engaged in planning, administration, delivery and monitoring of food distribution.
- Office rental, be it in a central location or in the field, security and insurance, office supplies, communications and associated costs, directly related to the support function in WFP operations.\*
- Office furniture, equipment and communications materials purchased, or in use for, WFP operations, including costs for transportation, handling and eventual return of such equipment/assets to original sites.\*
- Costs related to physical distribution and storage of WFP food, including labour, rental and maintenance of warehouses. This includes fumigation, fire protection or other related expenses and equipment such as scoops, weighing scales, containers for distribution, bags/receptacles for reconditioning.
- Hire, and maintenance, insurance and fuel for vehicles used to transport food commodities and monitor food distributions.
- Costs associated with building up the capacity of local NGOs, when directly related to the WFP operation in question, to plan, manage and monitor food distributions, including training for that purpose.
- Costs of training, capacity-building, monitoring and reporting related to the implementation of WFP's gender policy as described in the Enhanced Commitments to Women (ECW), the Executive Director's Directive ED2003/006 – Revised Standards of Conduct in the International Civil Service, and the United Nations Secretary-General's Bulletin – Special Measures for Protection from Sexual Exploitation and Sexual Abuse.
- Capital costs when used exclusively for purposes of food distribution and related services and if the purchase is agreed before and with the WFP country office.
- Five percent management service charge to cover part of the NGO HQ administrative costs.\*\*
- In the case of pipeline breaks, NGO costs relating to the interruptions to the intervention, and those resulting from a consequent extension of the duration of the intervention, will, in principle, be covered by WFP but only a maximum of two months' fixed costs will be covered.

\* If the partner has a multi-year established presence in the country, the cost of the office premises/supplies/equipment used for WFP purposes only on any one particular project will be low. It is important to note that these costs need to be calculated in proportion to WFP activities with the partner on any one project.

\*\* In exceptional cases, where an NGO manages WFP activities out of its HQ, the NGO may include a proportion of HQ costs for WFP consideration as part of the normal planned cost within a reimbursement agreement.

#### BOX 4

### Costs WFP will not cover

- Initial assessment by NGO of costs of an operation.
- All costs associated with activities carried out by the NGO independently of, but parallel to, food aid distributions.\*\*\*
- A management charge in the event that:
  - the NGO runs a separate programme parallel to the operation – the management cost is expected to be covered by the separate programme – or;
  - an agreement has been signed between WFP and the NGO where the NGO is financing particular aspects of the operation.
- Fixed costs or any other costs in the event that WFP operations need to come to a close and written notice for termination is received by the NGO in writing prior to 30 days of the termination date (as agreed in the FLA, Point 2.2).
- Light vehicles.\*\*\*\*

\*\*\* Such cases will involve a cost-sharing formula between the two organizations. A formal recognition of the NGO activity and role is necessary, together with an agreement that outlines eventual cost-sharing, and/or recognition of the NGO contribution to a parallel or associated support programme (e.g. in nutrition, health, sanitation, etc.).

\*\*\*\* Only in exceptional circumstances will light vehicles be paid for and only with prior approval by the WFP country office.

## How does WFP request funding?

Donors give WFP food in-kind and cash to purchase food as well as a standard amount of cash to cover the operational costs of implementing food-aid activities, including the distribution of food to beneficiaries. The amount of cash WFP receives to cover operational costs is calculated on the basis of a set x USD/per ton formula, i.e for y tons of food it will receive y times x USD/per ton in cash. This cash needs to cover all expenses related to the operation, including costs of the NGO intervention. WFP is only able to reimburse the NGO's costs if it secures the funding to do so.

## What should the NGO's budget include?

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When preparing a budget, the NGO should be aware that it will need to provide the following documents:

- budget schedules 1 and 2 (see Annex 1);
- budget narrative (for details, see section on the budget narrative below);
- project proposal document (for a sample, see Annex 2).

The budget schedules, the budget narrative and the project proposal document should all be handed in to WFP at the same time.

### The NGO's budget should be based on:

**A realistic estimate of costs** - The NGO's estimate of costs needs to be accurate within the limits of known circumstances, as it will influence what may eventually become available to WFP. Where feasible, it is recommended that WFP and the NGO work together on estimating the cost of an operation.

**An estimate of costs proportional to WFP's activities with partner** - In all cases, the estimated cost of office supplies, rent and running costs need to be proportional to WFP's activities with the partner. If the NGO has a multi-year established presence in the country, the office rent, supplies, computer and communications equipment, furniture will be assumed to:

- already exist; and/or
- have been charged to another WFP project; or
- the share of WFP business that the office serves is low compared to the other partner's projects.

### The NGO should ensure that:

**Costs are comparable with similar activities in the country** - The NGO should ensure that costs are comparable with similar operations and situations in the country. Though WFP does not impose rates, either for wages, rent or other services, in reviewing the NGO's budget, it will compare costs with local standards in similar operations.

**Fixed costs are calculated separately from variable costs** - The amount reimbursed to NGOs is calculated on the basis of an estimate of the fixed costs ("time-bound costs") plus an estimate of costs calculated on the basis of the tonnage to be distributed ("variable costs"). The NGO needs to fill in the two sections of the budget schedule outlining these different types of costs. The budget schedule can be found in Annex 1. Section A should be filled in for fixed costs and Section B for variable costs.

**Phase-down costs are included in the budget** - The costs related to phasing down an intervention and those related to the complete closure of an intervention need to be estimated and included in the budget. If the NGO is not able to estimate these costs

at the design and planning stages, it will have to do so before the agreement has come to an end.

### **The NGO's budget narrative should describe:**

- the proposed NGO intervention activities with details on staff and details on how the estimate of costs was calculated;
- details on communications and computer items and their cost;
- a forecast of travel requirements and estimate of cost of travel and calculation of cost;
- details on any training initiative sought to be funded answering who, what, why and when the training is to take place;
- any other complementary activity that the NGO proposes to implement and their relationship to WFP food aid;
- any costs that will be covered by the NGO in carrying out complementary activities if linked to WFP food aid interventions.

Ideally, the NGO and the WFP country office should discuss and review the budget narrative to ensure that all the information that WFP needs to justify its own budget is included. The budget narrative may be an integral part of the NGO's project proposal. (For an example, see the Zimbabwe country office NGO project proposal format in Annex 2).

### **Budget revisions**

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WFP will consider budget revisions when:

- There are delays in the arrival of food.
- There are interruptions in the pipeline.
- Distributions are extended beyond the originally planned period.
- Distributions are increased or reduced.

Under these circumstances, the NGO should submit a revised budget that will reflect changes, including any additional costs incurred, owing to the delay or extension of an intervention. The NGO should use the same budget schedule forms for the budget revisions (See Annex 1 at the end of this chapter). The costs are likely to include staff, rent and maintenance as well as other inevitable and committed expenditure and equipment.

However, the NGO should be aware that whilst WFP will make every effort to examine and respond to all justified requests, WFP's own capacity to fund an operation is linked directly to the resources it has available for that specific intervention. Overruns in a budget may require negotiations between WFP and donors and there is no guarantee that WFP will receive the cash to cover the extra costs.

- **In the specific event of pipeline breaks:** WFP will reimburse no more than two months' worth of fixed costs.
- **In the event that WFP needs to close an operation earlier than planned:** WFP will not reimburse the NGO any fixed costs if it has warned the NGO in writing that it will be doing so at least 30 days prior to the new date of closure. If WFP does not warn the NGO within that time frame, it will reimburse the NGO no more than two months' worth of fixed costs.

## How are NGO costs reimbursed?

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### Advance of funds to cover start up/increase capacity costs

NGO partners may set up operations in new territory, or may need to strengthen their existing capacity substantially in order to respond to a crisis. If this is the case, the NGO will incur expenses prior to starting the distribution of WFP food and is therefore entitled to an advance to cover the estimated costs of setting up the operation. These costs are likely to include costs of:

- office rental
- staff complement
- maintenance
- furniture and equipment including communications.

The amount of the advance will depend on the total planned duration of an intervention:

- **For an intervention of six months and more:** an advance of three months of the overall estimated costs of the NGO's intervention will be paid.
- **For an intervention of less than six months:** the NGO will receive 30 percent of the total estimated cost of the NGO's intervention.

In addition:

- An advance will normally be limited to US\$100,000 unless an agreement on a higher figure is negotiated with the country office.
- The advance will be paid upon receiving confirmation of funding, when it will be paid promptly, within 21 days, as stipulated in the FLA (the same conditions as for the payment of invoices apply).
- The country office and NGO will draw up a budget schedule for reimbursement of the advance.

### Documents to present to WFP for reimbursement of costs

WFP needs the following documents to make a payment to the NGO:

- WFP waybills confirming the transfer of commodities from WFP to the NGO;
- a summary of the above waybills;
- a summary of delivery and distribution by WFP shipping instruction;

- an invoice;
- WFP sub-office endorsement of distribution.

Some country offices also request a qualitative status report be submitted together with the above documents before costs are reimbursed.

### **Timing of reimbursement of costs**

WFP will normally reimburse costs on presentation of the above-mentioned documents within 21 days, as stipulated in the FLA. To speed up the process of collecting payment vouchers and receipts, WFP will accept a certified statement of expenses incurred, in a format to be agreed, and on condition that all original receipts and supporting vouchers are kept for a period of five years, and made available on request, including for audit purposes.

### **If WFP queries an invoice**

In the event that WFP queries an invoice or statement of account, it will do so in writing, and will only pay 75 percent of the value of the invoice, within a 21-day period until the query is clarified. Any subsequent invoice will be settled once the issues relating to the previous, partly paid account have been settled or an agreement is reached as to how it will be settled.

### **Unjustified delays in payment and settlement of disputes**

In the event that the NGO faces exceptional delays in payment, and/or wishes to raise any other issue(s) regarding the implementation of the “Cost-sharing Arrangements with Cooperating Partners”, the NGO should first and foremost contact the WFP country director. If the country director is unable to resolve the issue(s), the NGO should refer the matter to the WFP Regional Director. If the WFP Regional Director is not able to resolve the issue(s), the NGO should contact the WFP ombudsman whose name can be obtained from the NGO unit in Rome. The WFP ombudsman’s duties are briefly described in Annex 3.

### **Annexes:**

Annex 1: Budget schedules

Annex 2: WFP Project Proposal Form (Sample from WFP Zimbabwe)

Annex 3: Ombudsman’s terms of reference

### **Further reading and references:**

WFP. 2004. *Cost-sharing Arrangements between WFP and its Cooperating Partners*. Rome.

WFP. 2004. *Payment Guidelines for Implementing Partners*. WFP Sudan, Darfur.

## Annex 1: Budget Schedules

Section A: Time-bound Costs: Main and Sub-Offices		Schedule 1		
Partner	Period (No. of Months)	Rate (US\$/MT)	#DIV/0!	
Projected Tonnage to be distributed		Maximum Advance (US \$)	-	
		TOTAL	Contributed by	
		Operational Cost	WFP	NGO
<b>I. Main Offices</b>				
<b>I.1 Staff Costs (see details in schedule 2)</b>				
I.1.1	Office staff	-		
I.1.2	Travel			
I.1.3	Training (incl. capacity building & gender)			
I.1.4	Security			
I.1.5	Other costs (Specify)			
	Sub-Total	-	-	-
<b>I.2 Office Administration</b>				
I.2.1	Rental of facility			
I.2.2	Utilities			
I.2.3	Communications/computer equip & running costs			
I.2.4	Office supplies			
I.2.5	Light vehicle running costs			
I.2.6	Other costs (Specify)			
	Sub-Total	-	-	-
<b>II. Sub-offices</b>				
<b>II.1 Staff Costs (see detailed breakdown)</b>				
II.1.1	Office staff (minimum required to maintain sub-office structure) <sup>1</sup>	-		
II.1.2	Transport and warehouse staff (same principle as above)	-		
II.1.3	Distribution staff (same principle as above)	-		
II.1.4	Travel			
II.1.5	Training (incl. capacity building & gender)			
II.1.6	Security			
II.1.7	Other costs (Specify)			
	Sub-Total	-	-	-
<b>II.2 Office Administration</b>				
II.2.1	Rental of facility			
II.2.2	Utilities			
II.2.3	Communications running cost			
II.2.4	Office supplies (incl. communications equipment)			
II.2.5	Other costs (Specify)			
	Sub-Total	-	-	-
<b>II.3 Technical or Specialist Services</b>				
II.3.1	Assessments/pre-appraisal			
II.3.2	Evaluations/surveys			
II.3.3	Studies and missions			
II.3.4	Impact/evaluation monitoring			
	Sub-Total	-	-	-
<b>II.4 Operations Administration</b>				
II.4.1	Warehouse rental			
II.4.2	Light vehicles			
II.4.3	Vehicle running costs			
II.4.4	Communications equipment			
II.4.5	Computer equipment and commodity tracking			
II.4.6	Procurement & distribution of WFP-funded NFIs (where app.)			
	Sub-Total	-	-	-

**Section B: Tonnage-bound Costs**

Schedule 1 (cont.)

<b>III.1 Storage-related equipment and services</b>				
III.1.1	Handling			
III.1.2	Pallets			
III.1.3	Cleaning			
III.1.4	Fumigation			
III.1.5	Other (specify)			
	Sub-Total	-	-	-
<b>III.2 Food Mgmt &amp; Transformation Services<sup>2</sup></b>				
III.2.1	Transformation (e.g., milling) - only if arranged/performed by IP			
III.2.2	Rebagging			
III.2.3	Reconditioning			
III.2.4	Provision of empty bags/tins/jerrycans, etc. (specify which and quantity)			
III.2.5	Other (specify)			
	Sub-Total	#REF!	-	-
<b>III.3 Transport and Distribution Services</b>				
III.3.1	Truck rental			
III.3.2	Truck running costs			
III.3.3	Transport			
III.3.4	Distribution & distribution monitoring			
III.3.5	Post-distribution monitoring			
III.3.6	Other (specify)			
	Sub-Total	-	-	-
<b>Sub-Total Tonnage-bound</b>		#REF!	-	-
<b>Total NGO Operational Costs</b>		#REF!	-	-
Management service charge (5%)			-	
<b>Total Costs attributable to WFP</b>			-	
			=====	

<sup>1</sup> Additional staff should be included in the tonnage bound section, specifically against the "Other" budget line under one of the three Service categories (III.1, III.2 or III.3). Staff costs should be attributed to the Service category to which their functions most or best correspond.

<sup>2</sup> Costs should be all-inclusive (e.g., handling and other elements).

**Time-bound Costs: Staff at Main and Sub-Offices**

**Schedule 2**

<b>Main Office Staff</b>						Total Staff MIN	Total Staff ADDL	Grand Total Staff
Minimum or Addl?	#Staff	Function	#StaffMos.	Cost/Month	Amount			
					-			
					-			
					-			
					-			
					-			
Totals Main Office Staff						0	0	-

<b>Sub-office Staff</b>						Total Staff MIN	Total Staff ADDL	Grand Total Staff
Minimum or Addl?	#Staff	Function	#StaffMos.	Cost/Month	Amount			
					-			
					-			
					-			
					-			
Total Sub-office Staff						0	0	-

<b>Transport Staff</b>						Total Staff MIN	Total Staff ADDL	Grand Total Staff
Minimum or Addl?	#Staff	Function	#StaffMos.	Cost/Month	Amount			
					-			
					-			
					-			
					-			
Total Transport Staff						0	0	-

<b>Warehouse Staff</b>						Total Staff MIN	Total Staff ADDL	Grand Total Staff
Minimum or Addl?	#Staff	Function	#StaffMos.	Cost/Month	Amount			
					-			
					-			
					-			
					-			
Total Warehouse Staff						0	0	-

<b>Distribution Staff</b>						Total Staff MIN	Total Staff ADDL	Grand Total Staff
Minimum or Addl?	#Staff	Function	#StaffMos.	Cost/Month	Amount			
					-			
					-			
					-			
					-			
Total Distribution Staff						0	0	-
<b>TOTAL PROJECT STAFF</b>						<b>-</b>		

For: United Nations World Food Programme

For: The Partner

## Annex 2: WFP Project Proposal Form - Sample from WFP Zimbabwe

### 1. General Information

- 1.1. Name of the Organization:
- 2.1. Project/Programme Title:
- 3.1. Sector/Type of Project/Programme:
- 4.1. Programme Geographical Location: (Country, province, district)
- 5.1. Duration of WFP Support: (in months)
- 6.1. Starting Date proposed: (day/month/year)
- 7.1. Ending Date planned: (day/month/year)
- 8.1. Total Requested from WFP: (in cash and in kind/tonnages)
- 9.1. Legal Status of the Organization:
- 10.1. Stakeholders: (other local partners with a role in the project implementation)
- 11.1. Project Submission Date:

### 2. Project Summary

In this section, provide a brief description of the project. Include all elements/activities and data relevant for the understanding of the operation. Indicate clearly for whom this operation is directed to, quantifying tonnages and beneficiaries, stating type of commodities and geographical location of implementation.

### 3. Background of the Project

#### 3.1. Introduction:

In this section, provide a general description of the area(s) of implementation, describing geographic, demographic, economic, social and cultural aspects, gender dimension, as well as other relevant antecedents that will explain why this project is necessary.

Provide a brief history of the organization's presence in the country, general intervention strategy and current activities. Mention, if relevant, other programmes implemented in the same area of operation.

#### 3.2. Statement of the Problem:

Reason that justify partner's intervention and support therefore. Describe main problems identified, their magnitude, prevalence and socio-economic impact in the operational area and how the intervention proposed could address the problems identified. Please clearly spell out the role/contribution food aid will make to achieve the programme goals.

### 4. Project Description

#### 4.1. IMPACT (General Objective/Goal):

Indicate the overall objective(s) that the operation aims at achieving. The description of this objective(s) to be accompanied by indicators, sources of verification and assumptions.

#### 4.2. OUTCOME(S) (Specific Objectives/Purpose):

Indicate the specific objective (s) of the project in terms of direct benefits derived from delivering the intended goods and/or services in the operation to the targeted beneficiary population. Indicators, sources of verification and assumptions of the specific objectives to be included.

#### 4.3. OUTPUTS (Results):

Describe the goods/services to be delivered to the beneficiaries by this operation, which should address the cause(s) of the core problem(s).

State the performance indicators you will use to assess your performance in delivering these goods/services.

#### **4.4. Beneficiaries:**

- 4.4.1. Beneficiaries
- 4.4.2. Selection Criteria
- 4.4.3. Discharge Criteria (if applicable)

Indicate the population that will benefit from this operation and why they are targeted in the programme. Describe beneficiary selection criteria, as well as discharge criteria (wherever applicable). Add all information relevant regarding the group targeted (age, location, gender, ...). Please indicate how the selection criteria take into account gender equity in the access to services.

#### **4.5. Main Components and Activities:**

- 4.5.1. Activities
- 4.5.2. Food Basket

Describe the main components of the programme and all activities to be carried out in order to deliver the goods/services identified. Components and activities need to be related to the results expected. Detail proposed rations per targeted group and food requirements, including nutritional value and argument for the prescribed food basket.

#### **4.6. Implementation procedure:**

How the operation will be implemented? Please describe Targeting and Distribution modalities, logistical arrangements, Monitoring and Evaluation and reporting steps, modalities and links.

#### **4.7. Project Schedule/Timeframe:**

Please provide project implementation schedule, detailing all and per activity/component.

#### **4.8. Monitoring and Evaluation:**

Describe monitoring and evaluation procedures the partner will undertake during the duration and at the closure of the programme. Indicate the frequency of monitoring exercises the organization will undertake, monitoring samples and targets, monitoring tools to be utilized, etc. Evaluation methods. Reporting methods (frequency of the reports, contents and dates of submission)

#### **4.9. Risks and Assumptions:**

- 4.9.1. External factors: Identify factors external to your intervention which: (a) need to be in place if the operation is to achieve the objectives identified at every level and/or; (b) could actively prevent you from achieving those objectives.
- 4.9.2. Security: does your field operation have any written security rules and procedures? How the security situation in the area of operation could affect in the achievement of the programme objectives.
- 4.9.3. Mainstreaming: Have you taken into account the impact of your operation on human rights, HIV/AIDS prevention, gender and the environment? If specific measures or activities are planned to mainstream these specific issues, please elaborate.

### **5. Gender Strategy**

Describe the Gender Strategy of the organization and in the present project. Indicate how the project will contribute to the empowerment of women (if possible, relate activities with WFP-ECW).

### **6. Coordination with stakeholders**

Explain the measures taken to operate (authorizations, compatibility with national legislation and local standards) and, if relevant, your participation in national and local co-ordination forum.

## 7. Exit Strategy

Please state the Exit Strategy of the present project, should the need arise during the project's life, as well as at the natural end of the project's life.

## 8. Budget & Resources Required

*Provide a narrative description of the costs of the programme, detailing those under request for WFP support.*

- 8.1. Total Budget of the Operation: As per the budget format attached
- 8.2. Contribution requested from WFP:
- 8.3. Human Resources: (under organization's own budget and requested from WFP)
- 8.4. Material Resources: (under organization's own budget and requested from WFP)
- 8.5. Logistical Resources: (under organization's own budget and requested from WFP)

## 9. Organization's Information

- 9.1. Organization's official name, address, phone/fax no
- 9.2. Programme contact person, telephone number and e-mail address
- 9.3. Organization's strategic Goals/ Mission:
- 9.4. Organization's Areas of Work:

*Please provide brief history of areas and types of operations undertaken, areas of specialization, and collaborations with other organisations, previous and present other sources of funding, and any other information relevant to the present project presented.*

## 10. Logical Framework

	Performance Indicators	Means of Verification	Risk and Assumptions
IMPACT			
OUTCOME(S)			
OUTPUTS			
ACTIVITIES	INPUTS	COSTS	

## Annex 3: Ombudsman's terms of reference

### Ombudsman's terms of reference

- The Ombudsman will consider any matters referred to him by either WFP staff or an NGO regarding differences in implementing the "Cost-sharing Arrangements with Cooperating Partners."
- The Ombudsman will only consider such matters after they have been reviewed by the respective WFP country director and Regional Director and every effort has been made to resolve the difference at that level.
- The Ombudsman will act as a catalyst in order to facilitate the satisfactory resolution of the matter, bringing them to the attention of Senior Management in the Operations Department and other senior WFP officials as required in order to facilitate resolution of the matter.
- The Ombudsman will provide an annual summary to WFP staff and the CPs of cases submitted and their follow up. The summary will be published in the NGO newsletter.

# The written agreement

## What types of agreement are signed between WFP and NGOs?

### **The field level agreement (FLA)**

An FLA is a project agreement drawn up for each project that WFP and the NGO collaborate on, which involves the distribution of food to beneficiaries, and for which the NGO seeks funding from WFP. The FLA is drawn up and signed by the NGO and WFP country offices.



The FLA outlines:

- the objectives of the partnership;
- each organization's specific roles and responsibilities;
- details on food quantities, food rations, and distribution mechanisms;
- reporting and financial management requirements;
- payment procedures.



Generally, if distribution is to be carried out by an NGO, WFP will be responsible for:

- customs clearance and the transport of food to a warehouse (or several warehouses) in the beneficiary country;
- the maintenance, fumigation and general management of the warehouse;
- moving the food from the warehouse to mutually agreed (between WFP and NGO) delivery points (referred to as "handover points");
- Informing the NGO as far in advance as possible of any known or anticipated breaks in the food supply chain.

At handover points (which could be the actual distribution site or a separate storage facility), the NGO is responsible for:

- the reception, storage and handling of the food;

- distribution to the beneficiaries;
- monitoring and reporting on the distribution.

A template of the FLA is available in Annex 1. Following the annual NGO WFP consultation in 2004, a number of suggestions were made to improve the clarity of the FLA. An evaluation of its use in the field is to be carried out.

### **Memorandum of Understanding (MoU) on collaborative working arrangements – a global agreement**

Whereas the FLA is a project-specific agreement signed between the NGO and WFP country offices, the MoU is a more general agreement signed between NGO and WFP headquarters. The MoU was first drawn up in the late 1990s and is designed to serve as a catalyst for both organizations at HQ and country level to:

- initiate formal and regular contact;
- exchange information as and when appropriate;
- collaborate in field operations, for which it may be necessary to sign a FLA (depending on the nature of the partnership, see Table 1 in Chapter 1 in this section).

The MoU presents a global framework for the partnership between WFP and the NGO and generally outlines:

- strategic areas where both organizations can work together;
- the areas of responsibility of each organization reflecting their comparative advantages;
- the resources to be contributed by each organization in general terms.

#### **BOX 5**

### **NGOs with whom WFP has signed global MoUs**

By 2004, WFP had signed global MoUs with the following international NGOs:

- Action Contre la Faim Network (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)

### MoU on stand-by arrangements (stand-by agreement)

In order to improve WFP's capacity to respond to emergencies, WFP has signed stand-by agreements with various international NGOs as well as governmental and commercial organizations.

Under this type of agreement, the partner provides WFP with staff and/or support equipment deployed at short notice – in principle within 72 hours. Assignments are normally for 3-6 months.

For personnel deployments, the individuals are drawn from rosters maintained by the stand-by partner and are seconded to WFP. Normally they receive training/a briefing on WFP before deployment.

### Skills of personnel deployed

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.

### Examples of service modules (staff and/or support equipment) available

- 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);
- surface transport;
- air transport.

Stand-by agreements are signed between WFP headquarters and the partner's headquarters and managed by ALITE. The agreement outlines each organization's specific role and responsibilities, the type of assistance that can be provided and general terms and conditions relating to each deployment.

#### BOX 6

### NGO Stand-by partners as of 2005

- Danish Refugee Council (DRC)
- Norwegian Refugee Council (NRC)
- Swiss Federation for Mine Action (SFMA)
- RedR Australia

### **Tripartite Agreements - Agreement between WFP, UNHCR and the NGO**

In refugee situations, WFP works closely with UNHCR.

- If refugees number less than 5,000, UNHCR will provide food as well as non-food items.
- In the case that refugees number more than 5,000, WFP will provide food and UNHCR will supply non-food items.

In both cases, a CP (usually an NGO) will be called upon to distribute the food to beneficiaries. If WFP is involved (i.e the refugee caseload exceeds 5,000), WFP and UNHCR will jointly agree on which NGO is to distribute the food and a tripartite agreement will be signed between the chosen NGO, WFP and UNHCR.

The tripartite agreement outlines the distribution modalities, responsibilities of the CP, reporting requirements and other conditions in general terms, stressing always that the partner will have to report to both UNHCR as well as WFP.

#### **Annexes:**

Annex 1: FLA template

Annex 2: Key elements of a global MoU

#### **Further reading and references:**

For a sample MoU, see:

WFP's *Programme Guidance Manual* available on CD ROM. A copy of the PGM can be obtained from: [PGM.HelpDesk@wfp.org](mailto:PGM.HelpDesk@wfp.org).

For more details on WFP's stand-by agreements, see:

WFP. 2003. *Guidelines for Managing Stand-by Partners*. Rome.

(Or contact [ALITE@wfp.org](mailto:ALITE@wfp.org) at WFP HQ in Rome.)

## Annex 1: Field Level Agreement Template



### AGREEMENT BETWEEN

WORLD FOOD PROGRAMME (WFP)

AND

..... [NGO'S Name] (The Partner)

### REGARDING THE IMPLEMENTATION OF A WFP ASSISTANCE PROGRAMME (WFP EMOP/PRRO/PROJECT number xxxxx)

#### Objectives of the Agreement

..... [NGO's name] ..... is a non-governmental, non-profit, non-political organization registered with the Government of ...[country]. It has agreed to cooperate with WFP in providing services for... [specify the objective(s) of the operation, e.g. reception, handling, and distribution of food, monitoring of distributions; nutritional feeding; health; sanitation; water supply; programme impact evaluation and assessment, etc., and, where applicable and mutually agreed to - for the storage and secondary transport, and any other services specifically requested and agreed upon.].

This Agreement establishes and defines the cooperation between the Parties for the provision of services as may be described above. This agreement shall define: (a) the modalities for the distribution of food to the beneficiaries and all tasks associated therewith; (b) the description of other services required to be performed, such as those in nutrition, health, sanitation, etc; (c) obligations of the Parties with regard to costs, communications, supply of equipment or services; (d) the reporting requirements of the Partner; (e) the payment obligations of WFP; and (f) such other analogous conditions for the execution of this agreement.

#### Scope

1.1 This Agreement defines the obligations of both WFP and the Partner in the provision of services in accordance with [reference to LOU with the government/EMOP/PRRO]. The Parties acknowledge that, in accordance with WFP's commitment to women and gender equality, the Partner, where reasonably possible, shall ensure that food is placed directly in the hands of women and that women take a lead role in the management of food distribution. This commitment of the Parties to women and gender equality shall be a priority throughout the execution of this Agreement. The parties shall acknowledge each other's role to the general public as appropriate.

#### Commencement, Duration and Termination of Agreement

2.1 This Agreement shall commence on..... and remain in force until..... The agreement may be amended by the Parties only through mutual written consent. The Agreement may be terminated, by either party, thirty (30) days after the date of receipt of a written notice of termination.

#### Definition of Beneficiaries and Use of Commodities provided by WFP

3. The definition of beneficiaries and the specific use of resources in the project activities supported by WFP and the Partner are defined in the approved Project Proposal annexed to this Agreement. WFP hereby confirms that the approved Project Proposal (both EMOP and PRRO) is in accordance with the WFP Programme Design Manual.

## Partner's Obligations

During the course of this Agreement, the Partner shall:

- 4.1 submit for WFP's approval a budget in the agreed format for the full period of this Agreement (see Annexes 2 and 3). The budget included in the Project Proposal annexed to this agreement shall contain fully cost-justified elements for both fixed (time-bound) and variable (tonnage-bound) costs and shall indicate separately: (a) the start-up and close-down costs (where applicable); (b) a standard (5%) management service charge as a contribution towards the Partner's headquarters overheads;
- 4.2 in a case where the Partner collaborates in a common or parallel programme of assistance to designated beneficiaries with WFP, cost-sharing shall be defined and mutually agreed. Similarly, if services other than food distribution and monitoring are involved (such as surveys, vulnerability analysis, evaluations, etc.), agreement on responsibility for costs will be established in advance;
- 4.2 in conjunction with WFP, establish a distribution plan for the agreed planning period, providing estimates of the proposed number of beneficiaries and the means by which distribution shall be effected;
- 4.3 be responsible for the reception, storage and handling at mutually agreed delivery points, and secondary transport to other delivery and/or distribution locations required by WFP and for distribution to beneficiaries of commodities provided by WFP;
- 4.4 take all reasonable measures to ensure that commodities provided by WFP reach the intended beneficiaries without unreasonable delay and in the condition in which they are received. This includes arranging to recover commodities from damaged containers and the fumigation of commodities and warehouses if and where necessary (see section 7.2);
- 4.5 maintain proper accounts of all commodities received from WFP and distributed. The Partner shall maintain separate records and accounts of commodities provided by WFP under this agreement, from those commodities made available to the Partner from any other sources, unless specific written instructions are received from WFP. The Partner shall retain records for possible future inspection and audit purposes by WFP for a period of five years from the termination of this agreement. Financial transactions and financial statements shall be subject to the internal and external auditing procedures laid down in the Financial Regulations, Rules and Directives of WFP;
- 4.6 provide suitably qualified personnel and adequate means necessary for the implementation and supervision of the operations and activities agreed upon in this agreement;
- 4.7 be fully responsible for acts and omissions of its personnel. The personnel of the Partner do not have the status of staff members or employees of WFP, the United Nations or other agencies. WFP shall not accept liability for compensation for the illness, disability, death or the effects of other hazards which may be suffered by the employees of the Partner agency, whether work-related or not, or loss or damage to property or personal effects belonging to it, its personnel or a third party;
- 4.8 where transport has been provided by WFP, upon receipt of the commodities, immediately complete the relevant section of a Waybill from WFP (or WFP-appointed transporter) and sign the Waybill. The Partner shall present to WFP a list, to be updated on a regular basis, of persons authorized to sign for the reception of the commodities, including their specimen signatures and an official stamp;
- 4.9 except as provided in section 6.3, use WFP Waybill, and Landside Transport Instruction form (as applicable), or an approved NGO Delivery form and/or related documents when forwarding commodities from a warehouse to mutually agreed distribution sites or secondary warehouses;
- 4.10 cooperate, where possible, with relevant government entities and WFP for the most efficient handling, storage, transport and distribution of WFP-supplied commodities, and allow WFP personnel

unobstructed access to facilities containing such commodities;

4.11 report to WFP in accordance with the provisions of section 6 below;

4.12 respect the confidentiality of any information pertaining to any individual or group of beneficiaries of activities the subject of this agreement. The contents of any files, including computerized databases, can only be released to persons outside the Partner's staff, if such persons have been duly authorized by WFP to receive such information. This does not apply to general statistical information concerning the number and location of the beneficiaries, or to photographs/videos/interviews obtained with the consent of the beneficiaries, which the Partner is free to use as it sees fit for fund-raising, advocacy or educational purposes;

4.13 except for the preference noted in section 1.1, supply commodities and work with all beneficiaries in complete impartiality, regardless of race, religion, nationality, political opinion or gender, without linking assistance, either directly or indirectly, to any religious or political persuasion. In this context, projects supported by WFP shall not include any activities to promote a specific religious or partisan political view. All NGO Partners of WFP in emergency operations are encouraged to comply with the SPHERE Humanitarian Charter and Minimum Standards (recognizing that such compliance depends in part on the quantity, quality and type of commodities supplied by WFP), and/or the Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief;

4.14 adhere to the core principles developed by the Inter-Agency Standing Committee to prevent sexual exploitation and other abuses of power against beneficiaries and not tolerate any such abuses on the part of its staff;

4.15 facilitate WFP's monitoring of the commodity distribution, the storage of the commodity and the recipient beneficiaries;

4.16 encourage the formation of community groups/committees that shall participate in the identification of beneficiaries, their registration and the distribution of the food. Regular meetings between the Parties and with local community groups/committees, as required, shall be organized so as to ratify beneficiary targets and to brief all stakeholders on the implementation progress; and

4.17 retain all empty packaging, bags and containers or, as required, distribute or sell such items as jointly agreed by the Parties. The Parties agree that such empty packaging, bags and containers remain the property of WFP. In the event that the empty packaging, bags and containers are sold, the Partner shall account for the income and the Parties shall determine how such income shall be used for the benefit of the project. Should there be costs associated with storing or disposing of such items, such costs may be included in the project budget.

#### **Obligations of WFP**

During the course of this agreement, WFP shall:

5.1 make payments to the Partner in accordance with Section 8 below, and with the approved budget referenced in Section 4.1 above, and, subject to the availability of commodities, make available to the Partner at the agreed delivery points listed in Annex .... the quantities of commodities specified in the approved monthly distribution plan;

5.2 subject to the availability of commodities, provide additional quantities of commodities to address contingencies such as an increase in the number of beneficiaries;

5.3 be responsible for customs clearance and transportation of commodities supplied by WFP to the mutually agreed delivery points to ensure that the Partner can meet requirements specified in the monthly distribution plan;

5.4 notify the Partner of the receipt of commodities in-country, the monthly distribution allocation and the movement of commodities by WFP from the port or warehouses. The information shall include, but not be limited to, the type and amount of commodities transported, the means of transportation and the estimated time of arrival of commodities at the mutually agreed delivery point(s);

inform the Partner as far in advance as possible of any known or anticipated breaks in the pipeline supply chain and take appropriate steps to assist the Partner in minimizing risks resulting from such an event;

5.6 provide advice and guidance on storage and handling of commodities;

5.7 provide training, where necessary, for Partner staff on distribution practices, reporting (including the WFP Commodity Tracking System) and warehousing;

5.8 respect the confidentiality of any information provided by or pertaining to the Partner;

5.9 utilize suitably qualified personnel and provide adequate means necessary for the implementation and supervision of the operations and activities agreed upon in this Agreement;

5.10 be fully responsible for the acts and omissions of its personnel. The personnel of WFP do not have the status of staff members or employees of the Partner. The Partner shall not accept liability for compensation for the illness, disability, death or the effects of other hazards which may be suffered by the employees of WFP, whether work-related or not, or loss or damage to property or personal effects belonging to WFP, its personnel or a third party;

5.11 provide access to WFP communications equipment, as may be agreed by the Parties. Access to such communications equipment shall be at the expense of the Partner;

for all commodities handed over to the Partner, provide documentation stating the value of such commodities at the handover point, where practicable;

5.13 liaise on behalf of the Partners with the local authorities, as required; and

5.14 adhere to the core principles developed by the Inter-Agency Standing Committee to prevent sexual exploitation and other abuses of power against beneficiaries and not tolerate any such abuses on the part of its staff.

### **Reporting**

6.1 WFP shall provide the Partner with the format for the reporting of activities performed under this agreement.

6.2 The Partner shall provide monthly reports on quantitative data relating to the project, including food stocks, losses and distribution figures, per commodity and beneficiary numbers by activity and by gender, in accordance with the reporting format as attached (Annex 1).

6.3 The Partner shall also provide quarterly progress reports, including both narrative and quantitative information. Narrative information shall include delivery and distribution arrangements, operational difficulties encountered and measures taken to overcome them, steps taken to reduce losses, the acceptability of food provided, information on complementary inputs from other sources, including those from the Partner, comments on results achieved for the direct benefit of the targeted people and how the overall situation is expected to develop and what additional programmes are proposed. Information on beneficiaries shall include, in addition, wherever possible, gender-disaggregated data such as percentage share of resources allocated to women/men, composition (by gender) of local food management and distribution committees, specifying positions held by women, and share of benefits

by category of activities.

6.4 If mutually agreed the partner may use WFP's commodity tracking system (COMPAS), in order to facilitate reporting and for effective pipeline management. However, the partner may use its own commodity tracking system, including associated documents such as waybills, as approved by WFP.

6.5 A final report, consolidating information covering the whole of the agreement, shall be provided by the Partner within 90 days from the date of termination specified in section 2.1.

### **Cargo Losses and Damage**

7.1 The Partner assumes full responsibility for the storage, handling and management of commodities handed over to it by WFP, and shall assume liability for any commodity damage and losses, after the commodities come under its physical control, custody or possession. Reimbursement to WFP for commodities damaged and/or lost due to the wilful or grossly negligent acts or omissions of the Partner may be made after investigation of the circumstances surrounding the loss.

7.2 WFP seeks to ensure that all commodities handed over to the Partner are fit for human consumption. The Partner shall inform and consult with WFP where the condition of any WFP-supplied commodities is in doubt, or there is a perceived risk of contamination of existing stock arising from acceptance of the commodity at the handover point. In such cases, WFP and its Partner will mutually agree on the appropriate operational measures to resolve the situation. Any costs approved by WFP for storage, recuperation, sampling and/or fumigation shall be borne by WFP.

### **Payments**

8.1 The Partner shall be paid monthly by WFP on the basis of invoices submitted and approved, or statements of accounts in an agreed format, and according to the agreed budget. No payment can be made by WFP without supporting documentation certified by the Partner, and accepted/signed by a WFP-authorized representative stating:

- the project number
- the commodity type
- the respective total metric tons distributed during the month by shipping instruction (SI) number (where the SI has been provided by WFP)
- total cargo losses in metric tons by SI number (where the SI has been provided by WFP)

8.2 WFP shall make monthly payments to the Partner in accordance with the quantity distributed, as evidenced by the certified statements and calculated by the all-inclusive rate agreed by the Parties within the project budget.

8.3 Payments under this Agreement shall be made by WFP within 21 days from submission to WFP of a certified statement (or invoice and appropriate documents referred to in sections 6 and 8 of this agreement). If settled in full, such payments by WFP shall constitute the full payment in connection with the services of the Partner under this Agreement. Should there be a query, in writing, on the payment requested, WFP will advance 75 % of the amount, pending submission of a satisfactory explanation on the queried account. Once satisfactory explanation is submitted and approved, the balance of the withheld amount shall be settled within 21 days from approval of the queried account. Payments may otherwise be delayed by WFP until clarification on outstanding accounts is provided by the Partner.

8.4 WFP shall make payments directly into an account located in the country in which the services stipulated in this Agreement occur or where the Partner is officially registered, in the currency of expenditure or otherwise as may be agreed. In principle, the Partner must be registered and recognized by the Government of the country where operations occur.

8.5 Where the Partner provides any additional service at the request of WFP, WFP shall pay for such services at the rate agreed between the Parties, and in accordance with the mutually agreed work plan,

prior to the undertaking of the service.

8.6 Any proven additional costs arising out of this Agreement, for which no budget provision has been made, shall be reviewed separately on a case-by-case basis by WFP. However, payments may only be effected by WFP subject to the availability of funds.

8.7 WFP will, upon written request, make advance payments of up to three months of the projected total budget of the Partner, to a maximum of US\$ 100,000, except for operations of six months or less, where the advance will be 30% of the estimated budget, to a maximum of US\$ 100,000. WFP shall make the advance payments within 21 days of receipt in writing of the request.

8.8 Upon receipt of the final consolidated report and invoice (see 6.3 above), WFP will verify and settle, not later than 45 days, any outstanding amounts due to the Partner.

In the event that WFP is unable to deliver the full tonnage specified in this Agreement, whether due to a shortage of available commodities, or due to the termination or suspension of this Agreement for reasons other than the fault of the Partner, then the Partner shall be entitled to reimbursement by WFP of actual and substantiated costs resulting from commitments entered into in accordance with this Agreement prior to receiving written notice from WFP. Such reimbursement of costs shall be for a period up to two months from receipt of the notice of termination, as per clause 2.1 above, but in exceptional circumstances a longer period may be agreed with the WFP country office if required and substantiated. The Partner undertakes to use its best efforts to minimize any such costs, and to include appropriate provisions in any contracts with third parties that will enable the Partner to terminate or suspend such contracts in the event that this agreement is terminated or suspended.

#### **Force Majeure**

If at any time during the course of this Agreement it becomes impossible for the parties to perform any of their obligations for reasons of force majeure, that party shall promptly notify the other in writing of the existence of such force majeure. The party giving notice is thereby relieved from such obligations as long as force majeure persists.

#### **Arbitration**

Any dispute arising from this agreement that is not settled by amicable discussion between parties shall be referred to arbitration under the UNCITRAL Arbitration Rules. The arbitration shall be conducted in London in the English language, and shall be governed by the substantive law of England. The Parties agree to be bound by any arbitration award rendered in accordance with the above, as the final adjudication of any such dispute.

#### **Immunity Clause**

Nothing in this agreement shall imply a waiver by the United Nations World Food Programme, the United Nations or any of its agencies or organizations of any privileges or immunity enjoyed by them or their acceptance of the jurisdiction of the courts of any country over disputes arising out of the said Agreement.

For The United Nations World Food Programme

For (Insert Name of Partner)

Name: .....

Name: .....

Title : .....

Title : .....

Date : .....

Date : .....

## Annex 2: Key elements of a global Memorandum of Understanding

### 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.

### 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;
- 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);
- 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.

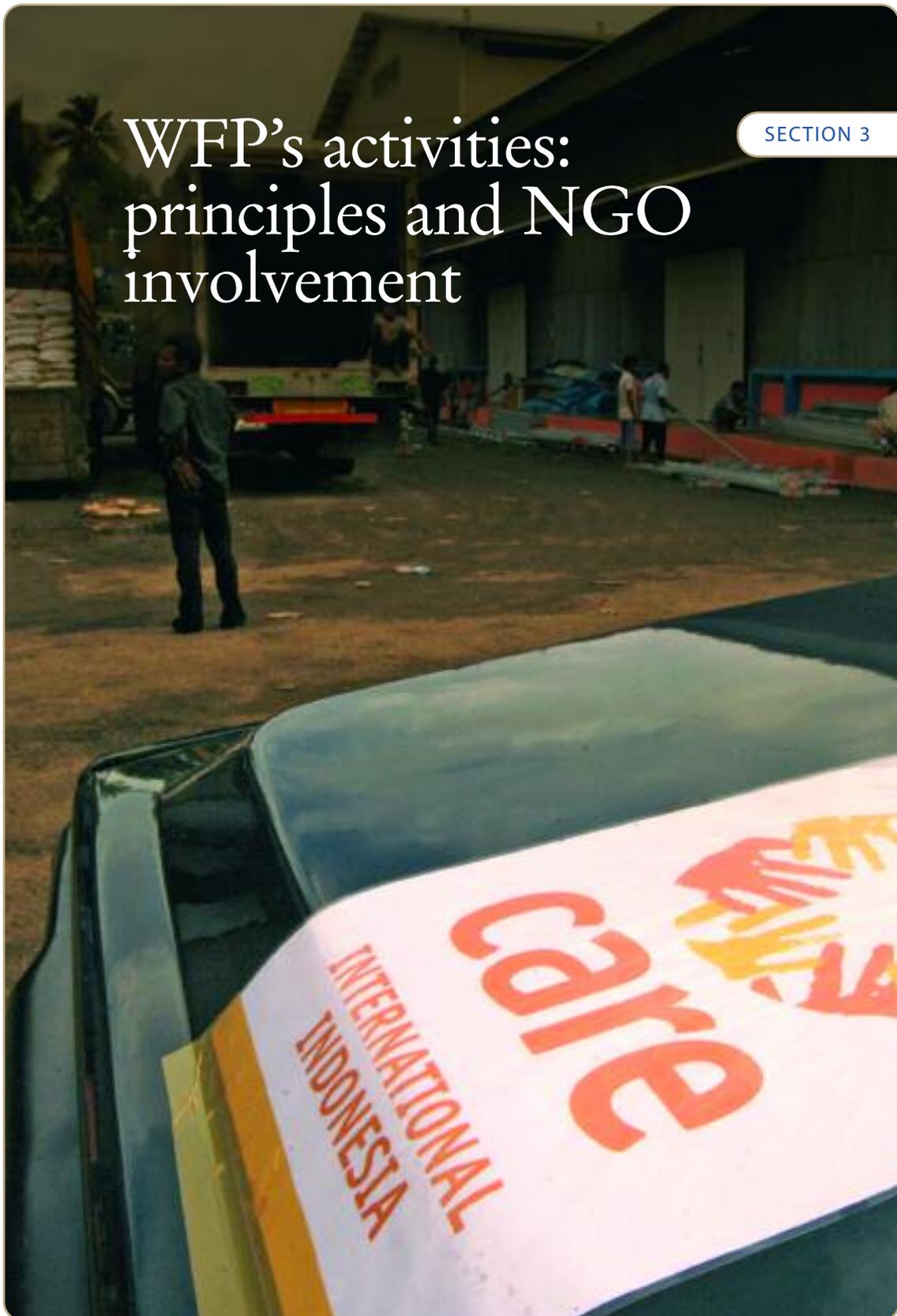
### Responsibilities of the NGO

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 activities: principles and NGO involvement

SECTION 3



# WFP's activities: principles and NGO involvement

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# Emergency preparedness

Whilst programming for relief, rehabilitation and development, WFP also plans for potential emergencies.

## **WFP's activities in emergency preparedness**

In order to be prepared for a potential emergency, WFP undertakes the following activities:

- the collection, analysis and dissemination of early warning data, including information on the food-security status of a population (see Chapter 2 in this section) and the monitoring of social and economic developments in a country;
- contingency planning: WFP will analyse the early warning data, and develop 'scenarios': pictures of crises that might develop. WFP will then create contingency plans to respond to these scenarios. This enables WFP and partners to respond quickly and effectively if a crisis develops.



The contingency plan normally includes a programme strategy, a report on the availability of food and non-food resources, a logistics capacity assessment, suggestions for internal management arrangements, an outline of budgetary considerations and a list of follow-up actions such as the training of staff. A contingency plan will be reviewed and updated as the situation develops or changes;

- setting up stand-by capacities: WFP stores food, transport equipment, ICT material, or sets up arrangements with suppliers to provide these things at short notice. WFP also makes arrangements with stand-by partner organizations to provide staff and consultants in an emergency;
- training staff, government counterparts and CPs.

## NGO involvement in emergency preparedness

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WFP works closely with NGO partners in emergency preparedness and in particular in the analysis of early warning data, scenario-building and the planning of a potential response. Through their work in contingency planning, WFP together with NGOs and other agencies develop a common understanding of a likely crisis; define in advance roles and responsibilities of each organization; identify possible gaps in response capacity, and; agree on what actions need to be taken, by whom in anticipation of the crisis, in order to enhance the effectiveness of a response.

### BOX 7

#### Example of WFP–NGO collaboration in emergency preparedness

In the East and Central Africa region, WFP, other United Nations agencies and NGOs work closely together on contingency planning in the OCHA - led Scenario Development Workshops. In these workshops, scenarios are created and in response to these scenarios, each organization develops a contingency plan that reflects their area of expertise. Through the workshop and the subsequent formation of Inter Agency Working Groups organized along common areas of expertise, the roles, responsibilities and capacities of the different participating organizations are clarified helping to work towards a more coordinated response were a crisis to occur.

#### Further reading and references:

Inter-Agency Standing Committee (IASC). 2001. *Inter-Agency Contingency Planning Guidelines For Humanitarian Assistance*. IASC, 15 November, 2001.

WFP. 2001. *Contingency Planning Guidelines*. Rome

And on early warning, see:

The Humanitarian Early Warning Service (HEWS website)

<http://www.hewsweb.org>

For WFP's monthly update of potential crises around the world go to the early warning section at:

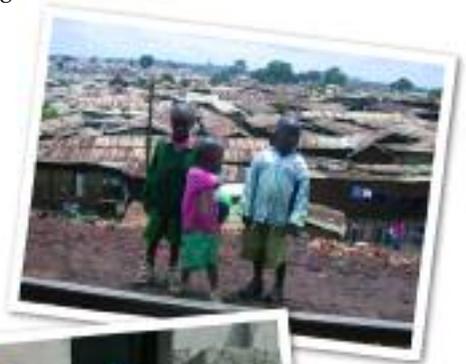
[http://www.wfp.org/newsroom/in\\_depth/early\\_warning/index.asp](http://www.wfp.org/newsroom/in_depth/early_warning/index.asp)

# Food-security assessment

Food-security assessment is the process of collecting and analysing information from primary sources (interviews and questionnaires) and secondary sources (existing information) in order to answer the following questions:

- Are people food insecure?
- Is there a need for an external intervention?
- If yes, what kind of intervention would be appropriate? Does it involve food aid?
- If yes, who needs it and where?
- In what form should it be provided?
- How much will be needed?
- For how long?

Food-security assessments take place in both emergency and development contexts. In many cases, a food-security assessment will be carried out as part of a larger needs assessment, which may involve assessing needs for shelter, water, livelihood assets and other requirements.



## Types of food-security assessments

There are two broad categories of assessments that help WFP collect and analyse data related to food security and vulnerability to food insecurity. These are:

1. comprehensive food-security and vulnerability analyses (VAM studies); and
2. emergency food-security assessments (EFSA).

VAM studies provide baseline information on the food-security status of a population

and usually focus on a population's longer-term food-security needs. EFSA's are carried out following a disaster and assess the impact of the disaster on the food-security status of a population.

These assessment types (see Table 2 for more details) are different, but they complement each other. In the event of an emergency, an EFSA will be undertaken and will compare the situation with the results of previous VAM studies to see how the situation has changed. Similarly, findings from an EFSA can be used to update VAM studies or initiate such an update.

The Vulnerability Analysis and Mapping (VAM) and Emergency Needs Assessment (ODAN) units within WFP are responsible for these surveys through a network of over 60 international and national staff members worldwide.

**Table 2: Description of the different types of food-security assessment**

**1. Comprehensive food-security and vulnerability analyses (or VAM studies)**

VAM studies focus on a range of issues that contribute to food insecurity and malnutrition, and assess the vulnerability of populations to both short and long-term hunger. VAM studies are part of WFP's ongoing monitoring of the food-security situation in a country, in particular, its early warning activities (see Chapter 1, this section) and contribute to both anticipating a potential crisis and/or identifying any current changes in the food-security status of a population.

**2. Emergency food-security assessment (EFSA)**

WFP distinguishes between three types/phases of EFSA:

• **Initial investigation**

An initial investigation is a preliminary enquiry undertaken following a sudden disaster or the receipt of a report of a new crisis. Its purpose is to determine whether there is, or could be, a food-security problem meriting an immediate life-saving response and/or an assessment of the situation. It relies primarily on secondary data, i.e. existing reports and contacts with observers in the area.

• **Rapid emergency food-security assessment**

A rapid EFSA is an assessment in which the assessment team makes rapid visits to a number of sites to collect primary (new) data in addition to collecting data through key informant and group interviews and, sometimes, questionnaires addressed to a limited number of households. Its purpose is to gain a sufficient understanding of the situation to decide whether a response is needed and, if so, the type, scale and timing of response. A rapid EFSA would normally produce a report within a maximum of six weeks (when the area or population affected is a large or heterogeneous), sometimes within a week (when the area is small and/or the population homogeneous).

• **In-depth emergency food-security assessment**

An in-depth EFSA is an assessment that is undertaken using either: (1) a combination of rapid appraisal methods and a household survey based on probability sampling, or (2) rapid appraisal methods including multiple in-depth interviews with small groups of people representing distinct subgroups within the affected population. The aim in both cases is to generate a household economic profile for each distinct subgroup within the population and a detailed understanding of the food-security situation, the causes of food insecurity and malnutrition (if any), and the prospects for recovery for each subgroup. This type of assessment often leads into a VAM study.

For more detail on the different phases and the circumstances in which each is carried out, see Chapter 1 and Chapters 8-15 in WFP, 2005. Emergency Food-security Assessment Handbook.

See Annex 1 for a description of WFP and other United Nations agency joint assessments.

## **Basic principles and standards for food-security assessments**

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There is no single methodology that WFP expects NGOs to follow in assessment. Depending on the situation, WFP will use a variety of methods including: nutritional surveillance; questionnaire-based surveys (of households or markets); and interviews using participatory/qualitative techniques. Whatever methodology or blend of methods is used, all food-security assessments should be carried out in accordance with the following basic principles<sup>12</sup> relating to data collection and analysis:

### **1. Make optimal use of available information; be focused in primary data collection.**

Build on information that is already available in pre-crisis baselines, other data bases, and from secondary sources, after rapidly checking its present validity and relevance. Focus primary data collection on what is needed to build on available secondary data in order to draw conclusions about the food-security situation and livelihoods. Know how you will use data before you plan to collect them.

### **2. Use multiple sources and methods; triangulate.**

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 data specifically collected for the assessment).
- Consult women, men, youth and elderly people.
- Compare (triangulate) information from different sources to get as complete and balanced a picture as possible, including an understanding of different perspectives and interests.

### **3. Ensure transparency (and provide feedback).**

Follow agreed standardized procedures for data collection and ensure that community leaders, local officials and other concerned agencies understand the data-collection process, the analytical approaches used and, therefore, the basis for the conclusions. Share conclusions with these groups as well as with other partners in the assessment process. Whenever possible, make the raw data available to other stakeholders to enable them to check conclusions, to encourage further analysis and build trust. (In some situations, however, some sensitive information may need to be withheld.)

Provide feedback to all interlocutors on the assessment findings and recommendations, and keep them informed about decisions taken as a result of the assessment.

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12. These principles reflect many of the points raised in the SPHERE Handbook (2004) and are applicable in both emergency and development situations. They are discussed in more detail in WFP's Emergency Food Security Assessment Handbook (2005) along with a description of principles relating to planning and organizing an EFSA and reporting and following up on an EFSA.

#### **4. Seek consensus but respect and record differences of opinion.**

Seek to build consensus among all stakeholders, including the government, local authorities, and other concerned agencies and NGOs, on the findings, the interpretation of data and the conclusions. When consensus is not possible, record the different opinions (especially those of local stakeholders) in a respectful, mutually acceptable and constructive manner.

#### **5. Be seen to be objective; consider the accuracy of data and be sensitive to possible biases.**

Being objective - and being seen to be objective and consistent in your approach - is essential in order to build and maintain respect and trust. Measure (compare) the situation against accepted standards. Collect information from a broad range of people representing all the different groups in the population, including women and low-income groups. Consider - estimate, when possible - the likely margin of error in data and its significance for the conclusions being drawn or the calculations being made. If data are only approximate, say so and specify a range rather than an absolute figure. Be aware of possible biases in people's perceptions and reports, including those of assessment team members.



#### **6. Differentiate and disaggregate: be cautious about generalizing.**

Examine separately the situations of distinct (socio-economic) population groups and geographic areas where the severity of the effects of the shock/crisis has been different. Consider both direct effects and indirect effects, especially on livelihoods. The situation and needs may vary considerably between different locations as well as among different groups. Look out for groups and individuals with special needs/vulnerabilities. Record the specific areas or groups to which particular data relate. In an emergency needs assessment, distinguish, as much as possible, the effects of the shock/crisis from chronic conditions that existed before the crisis.

#### **7. Understand the causes and dynamics of the situation; generate scenarios.**

Collect data (both quantitative and qualitative) on changes, trends and the reasons for them as well as on the current situation and its underlying causes. Consider seasonal factors and what other events could affect the evolution of the situation. Generate one or more scenarios for at least the next six to twelve months.

## 8. Respect your interlocutors; be sensitive to their situation; do not jeopardize their safety.

Respect the right of people to not answer questions if they so choose. Take up as little of their time as possible. Avoid asking unnecessary questions, especially of people who have recently experienced a traumatic event. Be aware of the political and security context and take care not to increase the risks to which people are exposed. Copy any important data from documents found in the field: do not take the originals away from their owners.

## 9. Record sources.

Take care to record the sources of all data collected.

## The role of WFP and NGOs in food-security assessments

In general, it is WFP's responsibility to:

- provide advice and assistance to the government in assessing the situation and food-related needs and in determining how best to meet those needs;
- collaborate with the United Nations resident/humanitarian coordinator, OCHA and other United Nations partners (especially UNHCR in refugee situations and UNICEF in carrying out nutritional surveillance);
- determine the most appropriate response (food and/or non-food) and, if food transfers are appropriate, whether WFP food aid is needed;
- assess the particular types and quantities of food that WFP will need to mobilize and when and how it should be delivered and distributed, if WFP food is needed.



In most cases, WFP meets this responsibility in partnership with government entities, national or international institutions, NGOs and United Nations agencies.

There is no “standard” role for NGOs in food-security assessments. An NGO's role and responsibility in needs assessments will vary according to the circumstances, and its skills and expertise in food security and the type of assessment. It may have a leading role alongside WFP in the design and execution of an assessment, and participate

actively in all stages of the assessment from the design and planning stages through to the interviewing and analysis stages or it may have a minor role inasmuch as it only provides staff to carry out interviews.

Broadly speaking, there are four types of partnership in food-security assessment:

1. regional partnerships
2. national-broad based partnerships
3. WFP-led or WFP and other organization jointly led partnerships
4. NGO-led assessments on behalf of WFP.

## Regional partnerships

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Regional partnerships are where:

- the assessments are in response to an emergency that effects several countries; and
- regional organizations, such as SADC in Southern Africa or CILLS in West Africa, exist to coordinate the assessment. Where this is the case, NGOs are normally involved through their relationship to the regional organization. Where there is no such organization the WFP regional bureau may fulfil that role.

### BOX 8

#### Example of regional partnership: SADC and VAC in Malawi

In response to the regional food crisis in Southern Africa in 2002, an in-depth assessment was carried out in Malawi as part of a 6 country Regional Vulnerability Assessment Committee (VAC) activity headed by the SADC-FANR. The national VAC included participation by national and regional government, WFP and other United Nations agencies and 6 international NGOs: Africare, Action Against Hunger, Concern Universal, CADECOM, Save the Children (UK), and World Vision.

## National broad-based partnerships

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National broad-based partnerships are where:

- the assessment is conducted on a previously agreed understanding of methods, standards, roles and responsibilities; and
- it usually involves an effective coordination body or taskforce that brings the main food-security partners together regularly.

Broad-based national partnerships are often under the overall direction of the government, where government capacity exists and usually involves NGOs, govern-

ment entities, international organizations and donors as core and equal partners.

#### BOX 9

### Example of broad-based joint assessment: Kenya

The Kenya Food-security Steering Group (which is convened by the Office of the Prime Minister and includes a range of government ministries and agencies, WFP, UNICEF, USAID-FEWSNET and some key NGOs) has drawn up procedures for conducting rapid food-security assessments triggered by deterioration in early warning indicators. Under these procedures, contained in a Field Assessment Handbook, teams comprising national- and district-level government officials, and representatives of WFP, UNICEF, operational NGOs in the area and donor organizations undertake assessments following a clearly defined methodology and using a standard report format/data collection instrument. (For details, see Rapid Food-security Assessment Missions in Kenya).

### WFP-led or WFP and another organization jointly led partnerships

These are partnerships where there is:

- no previously organized coordinating body, no time to organize one, or the government lacks capacity to do so. WFP may take the lead on its own or together with another organization - governmental, international or NGO - in planning and carrying out the assessment.

#### BOX 10

### Example of jointly-led partnership: Haiti

From September-November 2004, WFP and the NGO - Action Contre la Faim (ACF) - worked closely together to carry out a food-security and vulnerability assessment of the Haitian population with a particular focus on their consumption patterns. ACF took the lead on the data collection and data entry aspects of the assessment whilst WFP took the lead in the preparatory phase of the assessment and analysis of the data. (For more details, see the Food-security and vulnerability analysis report of Haiti at <http://vam.wfp.org>.)

### NGO-led assessments on behalf of WFP

Where WFP lacks capacity, and/or NGOs have strong skills and presence in an area, WFP may contract an NGO to carry out a food-security assessment. Under these circumstances, the NGO will be responsible for all stages of the assessment

with limited WFP input.

#### BOX 11

### NGO involvement in assessments: some figures

In 2004, between 30 and 40 percent of WFP emergency food-security assessments were carried out with NGOs.

In 2004, out of the total number of assessments NGOs were involved in with WFP, around:

- 75 percent of NGOs were involved in initial assessments
- 25 percent of NGOs were involved in rapid assessments
- 5 percent of NGOs were involved in in-depth assessments

In 2004, among the NGOs who were involved in assessments, the majority participated in the actual design, interview and analysis stages of assessments.

Source: WFP, ODAN 2005, Annual Reporting exercise on partnership through DACOTA

#### Annexes:

Annex 1: WFP and other United Nations agency joint assessments

#### Further reading and references:

UNHCR/WFP. 2004. *Joint Assessment Guidelines (with Tools and Resource materials)*.

WFP. 2005. *Emergency Food-Security Assessment Handbook*. Rome

WFP. 2004. *Vulnerability Analysis: Concepts and Case Studies in Emergency, Recovery and Development Settings*.

WFP. 2004. *Strengthening Emergency Needs Assessments: EFSA Handbook & Draft Implementation Plan. Report on the WFP Technical Meeting, 8 July 2004*. Rome.

WFP. 2003. *Key Issues in Emergency Needs Assessment*. Volume 1: Report of the Technical Meeting and Volume 2: Background Technical papers, 28-30 October 2003. Rome.

WFP. 2000/03. *Food and Nutrition Handbook*. Rome.

For VAM guidance material, see <http://vam.wfp.org>.

## Annex 1: WFP and other UN agency joint assessments

In addition to the food security assessments described in the main text, WFP and other food security partners may be called on to participate in multi-sectorial assessments including:

- UN Country Team and UNDAC-assisted inter-agency assessments of major natural disasters.
- OCHA-led Consolidated Appeal Process (CAP): inter-agency assessments in case of major or complex emergencies.
- UNHCR-WFP Joint Assessments (JAMs), in refugee situations (and in some situations involving internally displaced persons (IDPs), when UNHCR is involved at the request of the UN Secretary General).
- FAO-WFP Crop and Food Supply Assessment missions (CFSAMs) in case of major crop failures due to natural disasters (including pest attacks) or conflict.
- UN-World Bank Post-Conflict Assessments (PCNAs) sometimes called Joint Assessment Missions: multilateral needs assessment in post-conflict situations.
- Common Country Assessment (CCA): an inter-agency analysis of the development situation in a country. WFP (with or without FAO) provides an assessment of the food security situation in the country for the CCA.
- Poverty Reduction Strategy Paper (PRSP): led by the Government and the World Bank. The PRSP looks at the reconstruction phase of a country after a disaster, WFP provides input on the relationship between food security and poverty during that phase and strategies to address that relationship.



# Identifying response options



WFP's main programme input is food. There are a variety of different ways (response options) in which food can be used to support poor and hungry people. If food is found to be what is necessary, the choice of option depends on the nature of the problem, and the type of people who need food aid. Once the needs assessment has defined the nature and scope of the problem, it is necessary to decide which response option will best address that problem.

## Types of response options

The main response options that WFP uses are listed in Table 3 (adapted from WFP's Emergency Food Security Assessment Handbook [2005]).<sup>13</sup>

13. In addition to the response options presented below, which WFP will support directly, the EFSA Handbook (2005) includes a description of programmes that WFP may not be able to support directly.

**Table 3: WFP response options, according to type of problem**

<b>1. Responses to problems of food availability and/or access and livelihoods</b>	
<b>a) Food transfers providing assistance to households</b>	
Free food distribution	A distribution of free rations for households in need. Rations are designed to make up for household food access shortfalls. They may be “general” provided to all households in a particular area or population group or “targeted” to households in specific groups.
Food for work (FFW)	A food ration in payment for work, e.g. to rehabilitate or create infrastructure necessary for specific livelihood activities (e.g. irrigation channels, fish ponds, rural roads, riverside jetties) or community services (e.g. health facilities). This may also include incentives for work in the aftermath of a disaster that requires little technical supervision (e.g. general clean-up activities after a flood or cyclone).
Food for training	Food provided as an incentive to enable (and encourage) individuals from food insecure households to undertake skills training to increase their livelihood assets and their food production or options for earning income.
Exchange against produce	Food given to affected rural households in exchange for their own produce (including livestock) for which there is temporarily no market locally.
<b>b) Food transfers providing assistance to individuals (and also benefiting their households)</b>	
Neighbourhood and home-based care programmes (NCP)	Food provided to orphans and vulnerable children (OVC) in context of high prevalence of HIV/AIDS.
School feeding	A nutritionally-balanced meal, or snack, for children/youths at school.
Food to other social service institutions	Food provided to orphanages; centres for unaccompanied children; homes for the elderly or handicapped people; hospitals and health centres providing in-patient care.
<b>2. Responses to Malnutrition</b>	
<b>a) Correcting high levels of Global Acute Malnutrition</b>	
Therapeutic feeding	Medical and nutritional treatment to save the lives of severely malnourished individuals. Treatment may either be provided on site (in health centres or specially established therapeutic feeding centres [TFCs]), or - where cases are geographically dispersed - through a take-home ration with community level follow-up by trained health workers (community-based therapeutic care [CTC]).
Supplementary feeding	The distribution of food to supplement the energy and other nutrients available in the basic diets of individuals who have special nutritional requirements or who are malnourished. This may be either a take-home ration or a ready-to-eat food or porridge eaten on the spot. The food is in addition to the individual’s share of the general ration, if any.
<b>b) Correcting or preventing micronutrient deficiencies</b>	
Food fortification	Foods fortified with specific nutrients (particularly vitamins and minerals), provided where the general diet is grossly deficient in these.

## **Basic principles for identifying the correct response option**

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WFP has produced a matrix to assist managers in deciding what would be an appropriate response option given the nature and context of the problem. The matrix (reproduced in Table 3) describes which particular response option may be appropriate and the information required in order to decide whether it is appropriate or not.

### **NGOs' role in identifying response options**

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NGOs are often involved in identifying response options. They may be involved in a variety of different ways:

#### **As a continuation of food-security assessment activities**

Where an NGO is involved in a food-security assessment: as a member of a broad-based assessment, WFP-led assessment or NGO-led assessment, and where the NGO is interested in developing a response to the situation, the NGO may be asked to draw up a project proposal for WFP support.

#### **As a continuation of pre-existing NGO project activities**

Where an NGO is already working in an institution such as a school or hospital, or where the NGO has certain types of projects (such as “Food for Work”) they may recognize that their activities could also support WFP’s objectives by becoming a mechanism for food-aid distribution. Under these circumstances, the NGO may approach WFP with a project proposal or be approached by WFP.

#### **Further reading and references:**

WFP. 2005. *Emergency Food-Security Assessment Handbook*. Chapter 13. Rome.

WFP. 2000/03. *Food and Nutrition Handbook*. Rome.

For more details on individual response options, see WFP’s *Programme Guidance Manual*.



# Targeting

Targeting is the process by which specific areas and people are identified as needing assistance. Targeting is necessary to ensure the best use of limited resources and that assistance reaches those in need.



There are two kinds of targeting:

- **Geographical targeting** (the identification of geographical areas). Geographical targeting involves the identification of geographical areas where people need food, and deciding whether all people of that area need food or not. If not, a further level of targeting is necessary: household or individual targeting. Geographical targeting is normally carried out as part of the food-needs assessment.
- **Household, or individual targeting** (the identification of specific beneficiaries). Household or individual targeting is usually undertaken as a separate activity. This is because many needs assessments do not subdivide the population of a geographical area by need, or, where they do, they identify categories of people who need food (widows, or landless labourers, for example) but do not actually identify the people who fall into these categories. The aim of targeting is to establish whether household or individual targeting is justified, and if so, to establish systems to identify who among the population falls into vulnerable categories.



## Types of targeting

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The targeting method is likely to be defined largely by the nature of the problem, and by the response option that is chosen to address the problem. Broadly speaking, there are four main options, according to:

1. **Attendance at an institution:** Anyone who is eligible to attend an institution (such as a school, a hospital, or ante-natal class) receives assistance.
2. **Nutritional status:** Assistance is given to those who are below a certain nutritional weight for height/age or who have diagnosable nutritional deficiencies.
3. **Socio-economic status:** Assistance is given to those who fall into certain “vulnerable groups”. This can be determined by community organizations, local government, or, in some cases, by use of questionnaires.
4. **“Self-targeting”:** Assistance is given only to those who choose to accept it: this is normally done through mechanisms that make assistance attractive only to the poorest: distribution of specific food items, food for work, or market interventions.

## Basic principles for targeting

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Household targeting is only likely to be appropriate when:<sup>14</sup>

- there are readily identifiable differences between the intended target population and non-targeted population;
- the intended target population is a minority of the total population (i.e. less than 50 percent of the total);
- it is operationally feasible, cost-effective and culturally, politically and socially acceptable to implement a targeted distribution, and distributions will not be interfered with by powerful groups;
- the implementing agencies have long-term presence or in-depth knowledge of the communities; and
- the community understands and cooperates with the targeting strategy.

In all cases where targeting is implemented:<sup>15</sup>

- recipients of food aid should be selected on the basis of food need and/or vulnerability to food insecurity;
- targeting objectives should be agreed among the coordinating authorities, female and male representatives of the affected population, and implementing agencies;
- targeting criteria should be documented clearly, in terms of population group(s) or geographical location;

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14. Adapted from Sharp K (2001): *An overview of targeting approaches for food assisted programming*, CARE USA.

15. From The Sphere Project (2004): *The Sphere Handbook: Humanitarian charter and minimum standards in disaster response*.

- the distribution system should be monitored to ensure that the targeting criteria are respected.

In addition, targeting errors should be minimized by:

- employing multiple approaches simultaneously, e.g. targeting some households according to socio-economic criteria and targeting malnourished children with a feeding programme to ensure a safety net for those excluded from the household distribution.

## NGO involvement in targeting

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National NGOs and, often, international NGOs, have usually been working with communities over long periods of time and have well-established relationships with these communities. For this reason, they often have the in-depth knowledge required to assist with decisions on what is an appropriate targeting option and ensure WFP targets its food aid to the right people at the right time.

### BOX 12

#### Targeting food to HIV/AIDS affected persons - the role of NGOs

WFP provides food aid to persons infected by HIV and their households or whose life or livelihood has been adversely changed due to their close association with a family or community member who is infected by HIV/AIDS, or who has died from AIDS or an AIDS-related disease, and who do not have access to enough food. The collaboration between NGOs and WFP in this area has been invaluable. The knowledge that many NGOs have of communities has made it easier for WFP to identify and target HIV/AIDS-impacted persons. The close contact that many NGOs maintain with communities has also allowed them to develop strategies to reduce the stigma attached to HIV/AIDS and thereby further facilitate the targeting of food aid to affected people.

#### Further reading and references:

WFP. 2005. *Emergency Food-Security Assessment Handbook*. Rome.

See Chapter 13 for a list of questions to be answered when deciding on what targeting is appropriate or feasible.

For a discussion of some of the issues involved in targeting assistance in long-running refugee operations, see:

UNHCR/WFP. 2000. *Food-Security Assessments, Self-Reliance, Targeting and Phasing Out in Ongoing Refugee Situations, Report of an Inter-Agency workshop*, November 1999. See Chapter 5. Some of the issues discussed are also relevant in non-refugee situations.

For particular examples of targeting food aid and some of the problems that can occur, see:

Taylor, A. & Seaman, J. 2004. Targeting Food Aid in Emergencies. In *Emergency Nutrition Network (ENN) Special Supplement*.

Mathys, E. 2003. *Community Managed Targeting and Distribution of Food Aid: A Review of Experience of Save the Children (UK) in Southern Africa*. Save the Children UK.

# Project design

The process of project design involves considering the following issues, and then creating a document that outlines:

- the rationale for the project: why food aid is required, and what the expected impact of using food aid will be (see Chapter 2, in this section);
- numbers, location and type of beneficiaries, (see Chapter 2, in this section);
- the response mechanism (see Chapter 3, in this section), with details on how the mechanism will work;
- targeting mechanisms that will be used, (see Chapter 4, in this section);
- the location of distributions;
- the ration that beneficiaries will receive;
- the total tonnage and types of food required;
- non-food inputs required, and where they will come from;
- the cost of the project, and requested financial input from WFP if any;
- any storage facility available and conditions of storage facility;
- other



## Basic principles in project design

There is no standard global format that NGOs must use in project design. Most Country Offices have their own format, and will provide advice on how it should be used. In all cases, however, NGOs and other partners should bear in mind the following principles, which WFP is expected to follow:

### **1. The need for food aid, as well as the proposed number, type and location of beneficiaries, is based on a credible needs assessment.**

See Chapter 2 in this section for more on basic principles of food-needs assessment.

### **2. Food aid is being used to meet one of WFP's five strategic objectives.**

WFP's strategic objectives are to:

1. save lives in crisis situations;
2. protect livelihoods in crisis situations and enhance resilience to shocks;
3. support the improved nutrition and health status of children, mothers and other vulnerable people;
4. support access to education and reduce gender disparity in access to education and skills training;
5. help governments to establish and manage national food assistance programmes.

### **3. The project has been designed according to a logical framework - results-based management approach (RBM).**

At a minimum, this means that:

- There are clear links between:
  - I. the intended impact of food aid (which should be one or more of the strategic objectives); and
  - II. the intended outputs of the project (what the project will create); and
  - III. the activities that will be undertaken; and
  - IV. the resources that are required to undertake these activities.
- Any assumptions made about the relationship between inputs and impact have been considered, and any risks that might prevent the inputs creating the desired impact have been identified.
- The project design makes clear how the project will measure success: what indicators will be measured to see that progress is being made to create outputs and achieve outcomes. See Chapter 8 in this section on monitoring and evaluation.

For more information on designing results-based projects and the logical framework, see Annex 1.

### **4. The project design adheres to WFP's Enhanced Commitments to Women (ECW)**

The project should:

- meet the specific nutritional requirements of expectant and nursing mothers and adolescent girls, and raise their health and nutrition awareness (ECW 1);
- expand activities that enable girls to attend school (where the project is in the education sphere) (ECW 2);
- ensure that women benefit at least equally from the assets created through food

for training and food for work (where FFT or FFW are the response options) (ECW 3);

- contribute to women's control of food in relief food distributions of household rations (where the response option chosen involves distribution of household rations) (ECW 4);
- ensure that women are equally involved in food distribution committees and other programme-related local bodies (ECW 5);
- ensure that gender is mainstreamed in programming activities (ECW 6);
- contribute to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and women to participate in closing the gender gap (ECW 7);
- make progress towards gender equality in staffing, opportunities and duties, and ensure that human resources policies are gender sensitive and provide possibilities for staff members to combine their personal and professional priorities (ECW 8).



#### **5. The ration distributed is adequate and acceptable, taking into account socio-economic and nutritional factors.**

For information on designing a ration, see Annex 2.

#### **6. Project design involves members of the beneficiary community and any other stakeholders, to the degree possible.**

Mechanisms exist to consult with, and inform, the beneficiary community over the life of the project.

#### **7. Any physical risks to beneficiaries and to the staff of WFP, NGO or other stakeholders are considered.**

The project has been designed in such a way as to minimize these risks.

### **NGO involvement in project design**

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See Chapter 3 in this section on NGO involvement in identifying response options and Annex 2, Chapter 2, Section 2 for a sample project proposal format.

## An example of WFP-NGO joint project design

WFP and World Vision International are piloting a joint HIV/AIDS and school-feeding project to improve their response to HIV/AIDS and particularly its impact on women and children. WFP provides food in schools that are in food-insecure areas with a high HIV/AIDS prevalence. World Vision International, on the other hand, provides HIV/AIDS prevention activities including HIV/AIDS prevention education, teacher training in HIV/AIDS and community theatre on HIV/AIDS awareness. The project is being piloted in 5 countries: Burundi, Rwanda, Mauritania, Sierra Leone and Uganda. In Sierra Leone, they have just launched a joint “Enhanced School Feeding and Life-Skills project” which aims to improve enrolment and attendance in 197 primary schools and also provide HIV/AIDS-preventive education in an aim to reduce the risk of infection among pupils, teachers, parents and surrounding communities.

### Annexes:

Annex 1: Logical Framework

Annex 2: Factors to take into account when choosing commodities for a ration

### Further reading and references:

For more information on RBM and the logical framework:

WFP. 2003. *Results Based Management, Orientation Guide*. Rome.

WFP. 2003. *Monitoring and Evaluation Guidelines*. Rome.

See also section on the logical framework in WFP’s *Programme Guidance Manual*.

For more information on designing a ration:

WFP/WHO/UNICEF/UNHCR. 2002. *Food and Nutrition Needs in Emergencies*.

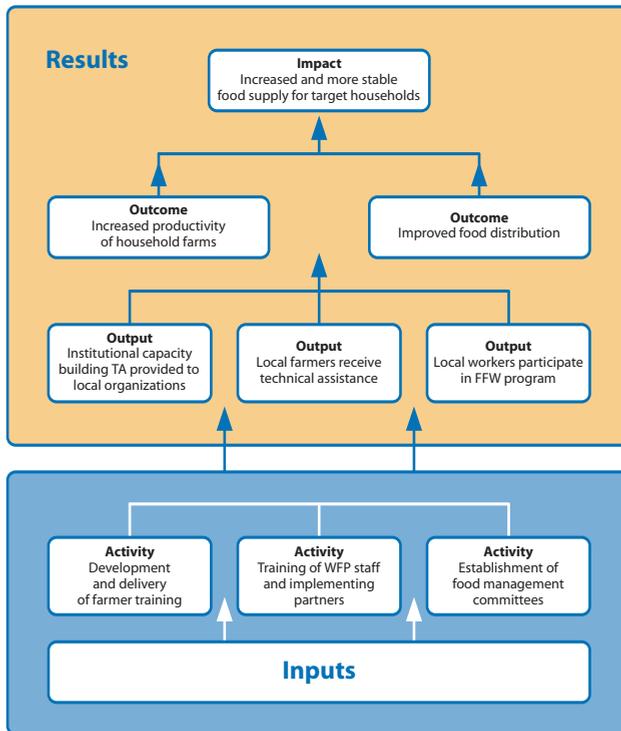
WFP. 2002. *Emergency Field Operations Pocketbook*. Rome.

WFP. 2000/03. *Food and Nutrition Handbook*. Rome.

For more information on WFP’s Enhanced Commitments to Women:

WFP. 2005. *Guidelines on the Implementation of the Enhanced Commitments to Women*. Rome.

## Annex 1: Logical Framework



### Nine step summary to using the Logical Framework

The following are the nine basic steps for developing a programme/project design using the Logical Framework.

The organizing principle is to go from the general to the specific. It's easier to build consensus this way. Also remember that the project design process is iterative. That is, each decision requires that you revise and refine earlier ones.

The place to start is with the vertical logic or the first column at the left on the matrix. Next, identify several key assumptions (fourth column) and then try to put indicators and targets (third column) on the general statement of objectives. Go back and complete the Project Matrix.

1. Define the Goal.
2. Define the Purpose.
3. Define the Output Strategy for Achieving the Purpose.
4. Identify the Key Activities for each Output.
5. Identify Key Assumptions and Risks.
6. Verify the Vertical Logic.
7. Define the Performance Indicators, sometimes called Objectively Verifiable Indicators (OVIs) for each level and verify Horizontal Logic.
8. Add Means of Verification (MOVs); the monitoring and evaluation approach.
9. Review the design with the Design Quality Checklist.

### Use the Log Frame collaboratively to:

- Set programme/project objectives (1-3);
- Identify the basic Activity clusters for implementation planning (4);
- Define performance indicators (5-8);
- Distinguish between programme/project outcome and programme/project deliverables (2 versus 3);
- Define critical assumptions & risks on which the project is based (13-16);
- Define a monitoring and evaluation system to serve as learning system for the project (9-12);
- Define resources required for implementation (8).

Results Hierarchy	Performance Indicators	Monitoring & Evaluation	Assumptions & Risks
Goal (impact) 1	5	9	13
Purpose (outcome) 2	6	10	Purpose to Goal 14
Output 3	7	11	Output to Purpose 15
Activities 4	Inputs 8	12	Activity to Output 16

## Annex 2: Factors to take into account when choosing commodities for a ration

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;
  - 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.

# Food storage and handling

In many WFP/NGO partnerships, the NGO is responsible for ensuring that food commodities are maintained securely and in optimal condition from WFP's hand-over of the food at an agreed delivery point until the NGO distributes the food. This requires specific skills in the storage and transport of food, and in the general handling of food.

## Principles of storage, transport and handling

### 1. Warehouses should be secure and provide adequate facilities

Aspects to consider when choosing a warehouse include:

- the security situation in the locality;
- the suitability of the building and compound;
- 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).



See Annex 1 for criteria on choosing warehouse premises.

## 2. Food should be stored in conditions that prevent loss

Warehouses and other storage facilities should:

- have gates, fences, doors, roofs, windows, gutters and drains in good repair;
- have secure locks;
- have sound, clean floors;
- have accessible fire extinguishers;
- have no signs of entry of rats or mice;
- not allow smoking on or near the store.

## 3. Regular inspections of stored food commodities should be undertaken

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 dried skim milk (DSM) sacks;
- rusting or swelling of cans (open a few randomly selected cartons; reseal them after inspection);
- leakage of oil.

## 4. Food should be stacked according to WFP guidelines

For **indoor** stacking:

- different commodities, different packages and different consignments are stacked separately;
- between stacks and all walls and pillars ensure 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.

For **outdoor** stacking (when indoor capacity is insufficient):

- only wholegrain 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 third and fourth layers;
- a canvas (or plastic) tarpaulin covers the stack and is tied down on all sides.

### 5. Standard procedures should be used to record receipt of food commodities

A standard WFP waybill accompanies all commodities arriving at the handover point where food is offloaded, recorded, accounted for and stacked.

Adjustments necessary as a result of reconditioning, damages, losses or pre-positioning are made and recorded on the waybill. See Table 4 below for details and Annex 2 for a copy of the waybill.

**Table 4: Procedures to follow upon receipt of commodities at handover point**

When commodities arrive	Process - what should be done	Section of waybill
<b>Upon arrival of the truck at storage facility</b>	<ul style="list-style-type: none"> <li>• Check loading details (see the original waybill - the white copy).</li> <li>• Count each unit (tally clerk).</li> </ul>	Section II
	<ul style="list-style-type: none"> <li>• Sample 10 percent of the bags received to determine condition of commodities. If damaged, reconstitute the bag to unit weight or discard the commodity (waybill, blue copy).</li> <li>• Record on the waybill the exact number of units received in good condition, the number of damaged units and the number of missing units.</li> </ul>	Section IV
<b>When truck departs from storage facility</b>	<ul style="list-style-type: none"> <li>• Sign receipt on the waybill.</li> <li>• Return original waybill (pink transporter's copy) as a proof of delivery.</li> </ul>	

### 6. Standard procedures should be used to record stocks of food commodities

These are:

- 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.

A sample stack card is shown in Annex 3.

## **NGO involvement in storage and handling of food commodities**

Together with the actual distribution of food to beneficiaries, the storage and handling of food at handover points are common areas of WFP-NGO collaboration. In 2004, around 45 percent of WFP's NGO CPs (international and national) were managing a warehouse for WFP.

From the time food commodities are handed over to the NGO at the agreed handover points, the NGO is responsible for the management of all aspects of the commodities storage and handling up until the food is distributed to beneficiaries.

If necessary, WFP will provide training to the NGO in the different aspects of food storage and warehouse management.

### **Annexes:**

Annex 1: Criteria for choosing warehouse premises

Annex 2: WFP waybill

Annex 3: WFP stack card

Annex 4: WFP loss report

### **Further reading and references:**

WFP. 2003. *Food Storage Manual*. Rome.

WFP. 2001. *Warehouse Management Handbook*. Rome.

WFP. 2003. *Provisional Distribution Guidelines*. Rome.

## Annex 1: Criteria for choosing warehouse premises

### SURVEY OF STORES

A survey of all existing available stores should be carried out before an informed decision can be made on warehousing. This survey will often reveal a larger storage capacity than was originally thought. It will also help identify and quantify stores that can be used during emergencies, and possibly clarify additional warehousing requirements.

The survey should include information on:

- location of the storage facility
- number of stores and their dimensions
- capacities, both nominal and actual
- construction materials
- state of repair
- hardstandings
- road access
- time and distance for delivery from a supply centre
- sustainability for routine or emergency food storage • ownership
- source of data
- additional comments.

This information can be obtained from local records, surveys by field staff and data from government, non-governmental organizations and the private sector. The information should be stored on a computer database to facilitate updating.

### FUNCTIONS AND REQUIREMENTS OF FOOD AID STORES

The main function of most food aid stores is to provide transit facilities. The storage period frequently cannot be determined in advance, but is usually less than 12 months and frequently less than 3 months. Short-term food aid transit storage dictates the following major requirements:

- security from theft
- protection of stocks from rain, flash floods, rising damp, solar heating and pests, especially rodents and birds
- easy intake and despatch of goods, including good access to the store
- good in-store handling arrangements and access to all stocks for inspection, physical stock-taking and insect pest control where necessary
- easy maintenance of the store structure
- satisfactory working conditions for staff and labourers.

Security is listed first because it is particularly important in transit stores, which are frequently opened, often located in towns, and commonly contain fast-moving foodstuffs.

### EXISTING BUILDINGS

- **Inspection**  
Before an existing building - whether originally designed for food storage or otherwise - is accepted, the following aspects should be considered and appropriate action taken.
- **Security**  
The buildings must be secure against theft, with strong locks on all doors and all other openings secure. In some situations, guards must be employed and a security fence with adequate lighting may be needed around the site.
- **Site**  
The area should be assessed for any risk of contamination from industrial pollution and rodent infestation. There should be no large trees near the store and the vegetation should be cleared.

The site should be free from risk of flooding and drainage should be adequate. It should have good access by rail, road or water to facilitate intake and distribution of foodstuffs.

- **Roof**

The roof should be inspected for leaks. This is most easily achieved during or just after rain. Corrugated galvanized roof sheets, if holed, should be replaced or mended with bituminous adhesive and hessian patches. A tar-soaked tarpaulin will serve as a temporary patch. A good roof is essential for food aid storage.

- **Floors**

Concrete floors are preferable, but an earth or sand floor will suffice in emergencies. If there are rodent entry points the floor should be covered with 100 mm of concrete. Dunnage must be used on floors where ground moisture can penetrate.

- **Walls**

These should be rodent-proof, with all known entry points well sealed. Any windows should be covered with at least 12-mm thick wooden planks or welded metal for security.

- **Hygiene**

There will need to be sanitary facilities for staff, and provisions for the disposal of waste materials from the store.

Existing buildings should be thoroughly cleaned before use as food stores; dirty buildings need only be rejected if they cannot be cleaned.

In field situations, buildings that are far from ideal for food aid storage may have to be accepted, but any building that cannot be made secure, that is poorly sited or has a badly leaking roof which cannot be repaired, should be rejected.

### **Modification to existing buildings**

Professional guidance is needed before specifications can be prepared, materials quantified and budgets drawn up. Where such assistance is not available, the following notes may be helpful.

- **Re-roofing**

Tile roofs should be replaced if the battens supporting the tiles have decayed or if the nails or pegs that hold them in position have rusted or rotted away. The whole roof covering should be stripped, battens replaced and re-nailed, and the tiles relaid. The possibilities for replacement by sheeting with galvanized steel or aluminium alloy should be considered. There is no need to renew battens when replacing tiles with sheeting, but additional purlins on top of the rafters will be needed for firm anchorage of the sheeting.

- **Re-flooring**

Whenever possible, decayed wooden floors should be replaced with concrete floors; preferably with a damp-proof course, although in very dry situations this may be an unnecessary complication. Details of concrete floor construction are given later in this chapter.

- **Doors**

Badly worn hinged doors are best replaced by metal sliding doors, hung from the top, installed to run outside the building.

- **Ventilation**

If increased ventilation is needed, the simplest method of achieving this in a single-storey framed building is by installing (or enlarging) eaves ventilation. In each bay, the top 0.6 m of cladding can be removed if there is sufficient roof overhang to prevent the entry of wind-blown rain. Welded steel mesh should be installed in the space for security, and wire netting fitted to prevent entry of birds. In some climates it might be desirable to control this ventilation with adjustable covers.

- **Security**

The most likely alteration or improvement for an existing building is the erection of a security fence. The fence should be at least 3 m high, constructed of chain-link fencing on steel posts. The fence should be clear of all buildings by 3 m and should be well illuminated at night.

- **Management**

Old buildings often need more careful management than new buildings. It is very important that at least one trained person is clearly responsible for the store.

Single-storey buildings are usually the easiest to manage, but multi-storey buildings should not necessarily be ruled out. Schools, prisons and offices have all been used successfully as food aid stores in the past. However, long-term successful storage depends on both suitable structures and good management. Good quality dunnage must be available.

## Annex 2: Waybill



# WAYBILL

\* Conditions of Carriage as indicated overleaf are applicable.  
Original Transporter Copy Retaining 15% of loading office Waybill sheet

No: \_\_\_\_\_  
**WVMM**  
 (Vivo)

I TRANSACTION DETAILS			
1. Origin (Country)	2. Origin (Place/Post)	3. Destination (Country)	4. UTR No.
5. Destination (Place/Post)	6. Alternative Destination	7. Commodity	8. Loading Date
9. <input type="checkbox"/> WFP Internal Transfer <input type="checkbox"/> Distribution <input type="checkbox"/> Loan <input type="checkbox"/> Disposal <input type="checkbox"/> Purchase <input type="checkbox"/> Shunting <input type="checkbox"/> Coastal Transport <input type="checkbox"/> Delivery <input type="checkbox"/> Swap <input type="checkbox"/> Re-shipment <input type="checkbox"/> Sale <input type="checkbox"/> Air Drop <input type="checkbox"/> Inland Transport			
10. <input type="checkbox"/> Rail <input type="checkbox"/> Road <input type="checkbox"/> Air <input type="checkbox"/> Inland waterway <input type="checkbox"/> Coastal Waterway <input type="checkbox"/> Multimodal <input type="checkbox"/> Other (please specify)			
II LOADING DETAILS			
11. ID Number	12. Project or VNO/contract	13. Commodity	14. Packing
15. No. of UTRs	16. No. of UTRs	17. Weight/kg	18. No. of UTRs
19. No. of UTRs	20. No. of UTRs	21. No. of UTRs	22. No. of UTRs
Dispatch Remarks:			
III CERTIFICATION OF COMMODITIES LOADED <small>(Please endorse this section with an official stamp.)</small>			
<b>WAREHOUSE/DEPART POINT</b>		<b>II. TRANSPORT CONTRACTOR</b>	
23. Name:	25. Transport Sub-Contractor:	26. Driver's License/ID: 27. Vehicle Registration: 28. Trailer No. <b>CONTRACT NO.:</b>	
24. Site:	29. Driver's Name:		
I hereby certify the loading of the Commodities as described above.		On behalf of the Transporter I hereby certify the receipt of the Commodities as described above in good condition, unless otherwise endorsed here above.	
Name, Signature and Stamp:		Name, Signature and Stamp:	
IV CERTIFICATION OF COMMODITIES RECEIVED			
31. Location:		32. Arrival Date:	
33. Consignor:		34. Start Discharge Date:	
35. Name:		35. End Discharge Date:	
36. Site:		36. Distance in km:	
V OBSERVATIONS			
ID Number	Unit	Status	Damaged
17. No. of UTRs	17. No. of UTRs	17. No. of UTRs	17. No. of UTRs
19. No. of UTRs	19. No. of UTRs	19. No. of UTRs	19. No. of UTRs
21. No. of UTRs	21. No. of UTRs	21. No. of UTRs	21. No. of UTRs
Receipt Remarks:			
On behalf of the Consignor I hereby certify receipt of the Commodities as stated, unless endorsed as above.		On behalf of the Transport Contractor, I hereby certify delivery of the Commodities in good condition, unless endorsed as above.	
Name, Signature and Stamp:      Date		Name, Signature and Stamp:      Date	
Please endorse this section with an official stamp		Please endorse this section with an official stamp	

### **Terms and Conditions of Carriage**

This waybill is a receipt in fulfillment of a contract of carriage between WFP and the Transporter defined in box 23. No deviation from the destination defined in box 3 is permitted, unless authorized by WFP at their discretion.

Should the cargo be lost/damaged while it is under the care of the transporter, it is agreed that WFP will deduct from final payment the value of the commodities based on their CIF value at destination defined in Box 3 inclusive of port and other incidental expenses, or market price at final destination, whichever is higher.

Payment for the transport will be effected, based on rates previously agreed between the parties, against an invoice from the Transporter substantiated by the original copy of the Waybill, duly signed and stamped by the receiver.

No liability for losses, damage, injury or death howsoever arising under any circumstances whatsoever, is accepted by the United Nations World Food Programme, its employees or agents, in the execution of the contract. The Transporter is deemed to be aware of and to accept all risks associated with the performance of this contract.

Nothing in this contract shall imply a waiver by the United Nations World Food Programme, of any privileges or immunity enjoyed by the World Food Programme or the United Nations or any UN Agency or Organization, or their acceptance of the jurisdiction of the Courts of any other Country over dispute arising out of the said contract.





# Distribution

All WFP projects involve the distribution of food to beneficiaries. However, the form of that distribution will vary according to the response option chosen - for example, as household rations in an emergency project or school lunches in a school-feeding project.

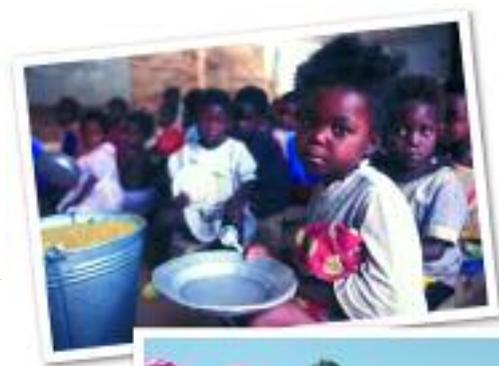
## **Principles of food distribution**

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WFP has developed a set of principles to guide food distributions. All food distributions should be:

### **1. Fair**

All emergency affected populations have an equitable right to receive the agreed food rations, determined by an objective assessment of their needs.



### **2. Accountable**

Distributions should be monitored to ensure that beneficiaries are receiving the agreed quantities of food. Beneficiaries, WFP, and donors should all be able to verify the accuracy of this monitoring.



### **3. Transparent**

Steps should be taken to ensure that all key actors, especially beneficiaries, are aware of the system of distribution, food supply and rations, and are able to observe all aspects of the distribution.

#### 4. Gender sensitive

Distributions are planned to ensure that food reaches the household (in particular women and children) and that food is used for its intended purpose. In particular, distribution plans should ensure that:

- household rations are distributed to the female head of the household;
- special arrangements are made for pregnant women, women with small children, and elderly people;
- distribution does not interfere with childcare or other domestic responsibilities;
- women are able to transport the food home (i.e., there is a short distance to the distribution point, and the distribution is of quantities of food that can be carried or women have access to burden animals).

#### 5. Safe

Distributions should be conducted in such a way as to prevent the risk of physical violence or sexual abuse of beneficiaries or staff (See Annex 1 for a note from the United Nations Secretary-General on sexual exploitation).

### Types of food distribution

There are two ways of classifying food distributions:

- by the type of food distributed: cooked (“wet”) or uncooked (“dry”); and
- by the group or agency who conduct the distribution: the community, government agency, or an NGO.

In most cases, the type of food distribution - both what sort of food is distributed, and who does the distribution - is determined by the response option that has been chosen for the project design. For example, school feeding normally involves the distribution of cooked food by teachers or community volunteers.

In some cases, however, you may need to choose between a variety of options, between the type of food and who actually distributes the food - the distributing group.

#### 1. Food type

- **Uncooked food:** Most distributions will be of uncooked food rations. Distribution of rations is less disruptive to social and family life, has a lower requirement for NGO inputs, and carries a lower risk of concentrating populations and allowing for the spread of epidemic diseases.
- **Cooked food:** Where recipients of food are too weak to prepare food for themselves, or lack the implements or fuel to cook (and implements or fuel cannot be provided), WFP or partners should consider the provision of cooked food.

## 2. Distributing group

The choice of who distributes food will normally involve asking two basic questions:

- Can beneficiary representatives be given the responsibility for distribution to households?
- What resources are available to set up and run the system?

The answers to these questions will help to determine which of the following options you choose:

- **Distribution through staff of government agencies**

In stable situations, with recognized governments, the first choice is to distribute through existing government infrastructure. Where civil administration functions well, governments can draw on networks of information, administration, transport and storage, and is therefore both quicker and cheaper than establishing a separate distribution network.

- **Distribution through facility staff**

Where food is being distributed through schools, hospitals or other institutions, and where the workload of staff in these institutions permits it, food can be distributed by the staff of the institution (in many cases these may be government employees).

- **Distribution through traditional leaders or local associations**

Distribution to traditional leaders is only recommended in small communities where social structures are intact and where existing leadership is known to be accountable to the population they represent. In some emergencies with social disruption or abusive power relations, this form of distribution can easily lead to diversion, unequal distribution, or the control of food distribution to further military or political aims. Where there is suspicion that this might be the case, the system must be changed as soon as possible to distribution by committee of direct distribution.

- **Distribution through newly created groups or committees**

Distribution through newly elected (village) committees has the advantage that it retains community involvement in distribution. This system is increasingly adopted in refugee distributions once the situation has stabilized and registration has been carried out. The latter may involve groups elected on the basis of family size, or camp section. WFP recommends that women be represented on such committees.

- **Distribution direct to households or individuals**

Distribution direct to households or individuals is entirely agency managed. It may undermine existing social structures and is therefore only appropriate when these have broken down.

**Table 5: Advantages and disadvantages of different distribution systems**

Mechanism	Advantages	Disadvantages
Through <b>local government</b>	<ul style="list-style-type: none"> <li>• Quick and efficient when local infrastructure is sufficient.</li> <li>• Builds local capacity.</li> </ul>	<ul style="list-style-type: none"> <li>• Government capacity may be limited.</li> <li>• High cost when local infrastructure needs to be reinforced.</li> <li>• Government (or officials) may have financial or political motives for controlling food distribution.</li> </ul>
Through <b>traditional leaders</b>	<ul style="list-style-type: none"> <li>• The social and cultural values of the population are respected.</li> <li>• Easy in the initial stages of emergency and for dispersed populations.</li> <li>• Low-cost and quick.</li> <li>• No external registration or ration cards are needed.</li> </ul>	<ul style="list-style-type: none"> <li>• Knowledge of social structures and power relations is essential.</li> <li>• Effective only in small intact communities.</li> <li>• Risk of abuse if social structures are broken down or are replaced by abusive leadership.</li> <li>• Difficult to monitor.</li> </ul>
Through <b>new groups or committees</b>	<ul style="list-style-type: none"> <li>• Undermines abusive power relations and has a lower risk of abuse.</li> <li>• Agency understanding of the local society.</li> <li>• Some community participation, particularly women's representation, occurs.</li> <li>• Self-monitoring.</li> <li>• Low-cost.</li> </ul>	<ul style="list-style-type: none"> <li>• External registration and ration cards are needed in some cases.</li> <li>• Appropriate in stable situations only.</li> <li>• Groups must be elected so that they truly represent communities.</li> <li>• Resentment from traditional leadership.</li> <li>• Extensive information campaigns are needed.</li> </ul>
Direct to <b>households</b>  in groups or individually*	<ul style="list-style-type: none"> <li>• Efficient for large unstructured populations.</li> <li>• Initial control over beneficiary numbers.</li> <li>• Undermines abusive power relations and leadership.</li> <li>• Less risk of unequal distribution.</li> <li>• Easy to monitor.</li> </ul>	<ul style="list-style-type: none"> <li>• High cost (staff, materials, time).</li> <li>• Little beneficiary participation.</li> <li>• Registration and ration cards are necessary.</li> </ul>
Direct to <b>individuals</b>  (cooked food)	<ul style="list-style-type: none"> <li>• No scope for manipulation or discrimination.</li> <li>• Self-targeting.</li> <li>• No registration or ration cards are needed.</li> <li>• Easy to monitor.</li> <li>• Overcomes problems of limited fuel, utensils, water.</li> </ul>	<ul style="list-style-type: none"> <li>• Extremely high cost (staff, materials).</li> <li>• Time consuming.</li> <li>• Possible only for small groups (1,000 per kitchen).</li> <li>• No possibility for beneficiaries to exchange ration items so all nutritional needs have to be met.</li> <li>• Risk of creating population concentrations.</li> <li>• Health risks.</li> </ul>
<p>* Where distribution is to households:</p> <ul style="list-style-type: none"> <li>• distribution to representatives of individual households assures more direct agency control but requires considerable resources;</li> <li>• 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.</li> </ul>		

## NGO involvement in distribution

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NGOs are often responsible for the actual distribution of food commodities to beneficiaries. In 2004, around 90 percent of WFP NGO cooperating partners (including international and national NGOs) were responsible for distributing WFP food aid to beneficiaries. The NGO will identify an appropriate distribution system and manage its implementation from its initial inception including the registration of beneficiaries, provision of ration cards, event publicity to the actual physical distribution of food to beneficiaries.

### Annexes:

Annex 1: United Nations Secretary-General *Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse*

Annex 2: WFP-specific guiding principles for food distribution

### Further reading and references:

Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP), LSO, ODI, London, Joint Emergency Food Aid Programme. 2003. *Manual for the Provision of General Food Distributions during Emergency Programmes in Malawi*.

WFP. 2005. *WFP's Relationship with NGOs in 2004*. Rome.

WFP. 2003. *Distribution Guidelines (Provisional)*. Rome.

WFP. 2002. *Emergency Field Operations Pocketbook*, Chapter 3. Rome.

WFP. 2000/03. *Food and Nutrition Handbook*, Chapter 10. Rome.

## Annex 1: United Nations Secretary-General Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse



United Nations

Secretariat

ST/SGB/2003/13

9 October 2003

### Secretary-General's Bulletin

#### Special measures for protection from sexual exploitation and sexual abuse

The Secretary-General, for the purpose of preventing and addressing cases of sexual exploitation and sexual abuse, and taking into consideration General Assembly resolution 57/396 of 15 April 2003, "Investigation into sexual exploitation of refugees by aid workers in West Africa", promulgates the following in consultation with Executive Heads of separately administered organs and programmes of the United Nations:

#### Section 1

##### Definitions

For the purposes of the present bulletin, the term "sexual exploitation" means any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. Similarly, the term "sexual abuse" means the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.

#### Section 2

##### Scope of application

- 2.1 The present bulletin shall apply to all staff of the United Nations, including staff of separately administered organs and programmes of the United Nations.
- 2.2 United Nations forces conducting operations under United Nations command and control are prohibited from committing acts of sexual exploitation and sexual abuse, and have a particular duty of care towards women and children, pursuant to section 7 of Secretary-General's bulletin ST/SGB/1995/11, entitled "Observance by United Nations forces of international humanitarian law".
- 2.3 Secretary-General's bulletin ST/SGB/253, entitled "Promotion of equal treatment of men and women in the Secretariat and prevention of sexual harassment", and the related administrative instruction<sup>1</sup> set forth policies and procedures for handling cases of sexual harassment in the Secretariat of the United Nations.

<sup>1</sup> Currently ST/OA/179, entitled "Procedures for dealing with sexual harassment".

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\*0355040\*

Separately administered organs and programmes of the United Nations have promulgated similar policies and procedures.

### **Section 3**

#### **Prohibition of sexual exploitation and sexual abuse**

3.1 Sexual exploitation and sexual abuse violate universally recognized international legal norms and standards and have always been unacceptable behaviour and prohibited conduct for United Nations staff. Such conduct is prohibited by the United Nations Staff Regulations and Rules.

3.2 In order to further protect the most vulnerable populations, especially women and children, the following specific standards which reiterate existing general obligations under the United Nations Staff Regulations and Rules, are promulgated:

(a) Sexual exploitation and sexual abuse constitute acts of serious misconduct and are therefore grounds for disciplinary measures, including summary dismissal;

(b) Sexual activity with children (persons under the age of 18) is prohibited regardless of the age of majority or age of consent locally. Misken belief in the age of a child is not a defense;

(c) Exchange of money, employment, goods or services for sex, including sexual favours or other forms of humiliating, degrading or exploitative behaviour, is prohibited. This includes any exchange of assistance that is due to beneficiaries of assistance;

(d) Sexual relationships between United Nations staff and beneficiaries of assistance, since they are based on inherently unequal power dynamics, undermine the credibility and integrity of the work of the United Nations and are strongly discouraged;

(e) Where a United Nations staff member develops concerns or suspicions regarding sexual exploitation or sexual abuse by a fellow worker, whether in the same agency or not and whether or not within the United Nations system, he or she must report such concerns via established reporting mechanisms;

(f) United Nations staff are obliged to create and maintain an environment that prevents sexual exploitation and sexual abuse. Managers at all levels have a particular responsibility to support and develop systems that maintain this environment.

3.3 The standards set out above are not intended to be an exhaustive list. Other types of sexually exploitive or sexually abusive behaviour may be grounds for administrative action or disciplinary measures, including summary dismissal, pursuant to the United Nations Staff Regulations and Rules.

### **Section 4**

#### **Duties of Heads of Departments, Offices and Missions**

4.1 The Head of Department, Office or Mission, as appropriate, shall be responsible for creating and maintaining an environment that prevents sexual exploitation and sexual abuse, and shall take appropriate measures for this purpose. In particular, the Head of Department, Office or Mission shall inform his or her staff of the contents of the present bulletin and ascertain that each staff member receives a copy thereof.

4.2 The Head of Department, Office or Mission shall be responsible for taking appropriate action in cases where there is reason to believe that any of the standards listed in section 3.2 above have been violated or any behaviour referred to in section 3.3 above has occurred. This action shall be taken in accordance with established rules and procedures for dealing with cases of staff misconduct.

4.3 The Head of Department, Office or Mission shall appoint an official, at a sufficiently high level, to serve as a focal point for receiving reports on cases of sexual exploitation and sexual abuse. With respect to Missions, the staff of the Mission and the local population shall be properly informed of the existence and role of the focal point and of how to contact him or her. All reports of sexual exploitation and sexual abuse shall be handled in a confidential manner in order to protect the rights of all involved. However, such reports may be used, where necessary, for action taken pursuant to section 4.2 above.

4.4 The Head of Department, Office or Mission shall not apply the standard prescribed in section 3.2 (b), where a staff member is legally married to someone under the age of 18 but over the age of majority or consent in their country of citizenship.

4.5 The Head of Department, Office or Mission may use his or her discretion in applying the standard prescribed in section 3.2 (b), where beneficiaries of assistance are over the age of 18 and the circumstances of the case justify an exception.

4.6 The Head of Department, Office or Mission shall promptly inform the Department of Management of its investigations into cases of sexual exploitation and sexual abuse, and the actions it has taken as a result of such investigations.

#### **Section 5**

##### **Referral to national authorities**

If, after proper investigation, there is evidence to support allegations of sexual exploitation or sexual abuse, these cases may, upon consultation with the Office of Legal Affairs, be referred to national authorities for criminal prosecution.

#### **Section 6**

##### **Cooperative arrangements with non-United Nations entities or individuals**

6.1 When entering into cooperative arrangements with non-United Nations entities or individuals, relevant United Nations officials shall inform those entities or individuals of the standards of conduct listed in section 3, and shall receive a written undertaking from those entities or individuals that they accept these standards.

6.2 The failure of those entities or individuals to take preventive measures against sexual exploitation or sexual abuse, to investigate allegations thereof, or to take corrective action when sexual exploitation or sexual abuse has occurred, shall constitute grounds for termination of any cooperative arrangement with the United Nations.

#### **Section 7**

##### **Entry into force**

The present bulletin shall enter into force on 15 October 2003.

*Sigeesof Kofi A. Annan*  
Secretary-General

## Annex 2: WFP specific guiding principles for food distribution

Principles	Description	Implications for food distribution
<b>Fairness</b>	<p>Rations and food allocations are based on an objective assessment of need and are distributed according to household size.</p> <p>The distribution system takes account of social, ethnic and political divisions within the affected population.</p>	<ul style="list-style-type: none"> <li>• Monitor the receipt of agreed-upon rations; collect quantitative and qualitative information.</li> <li>• Take special measures to ensure that the needs of the politically, economically and/or socially marginalized are assessed and addressed in the food distribution.</li> </ul>
<b>Accountability to beneficiaries &amp; accountability to donors, governments, CPs &amp; within WFP</b>	<p>Aid is distributed promptly; adequate systems and plans are in place to facilitate quick response to any crisis to save lives and/or prevent migration.</p> <p>Standards of accountability when working with beneficiaries are respected.</p> <p>Humanitarian workers conduct themselves in a responsible manner.</p> <p>There is regular reporting and analysis of the quantity of food distributed and the number of beneficiaries.</p>	<ul style="list-style-type: none"> <li>• Establish beneficiary food committees to elicit their views on distribution and receive any complaints.</li> <li>• Perform independent monitoring during and post- distribution; monitoring is carried out by WFP and/or NGO implementing partners.</li> <li>• Allow beneficiaries to weigh their food ration at the end of the distribution process.</li> <li>• Carry out information campaign on humanitarian workers' responsibilities vis-à-vis beneficiaries.</li> <li>• Perform regular and accurate monitoring and reporting.</li> <li>• Minimize losses and diversions.</li> <li>• Use simple distribution methods.</li> </ul>
<b>Coordination</b>	<p>WFP works in the framework of established United Nations coordination mechanism and with donors, governments and CPs.</p>	<ul style="list-style-type: none"> <li>• WFP initiates and leads Food Aid Committees and links food aid needs with other sectoral committees.</li> </ul>
<b>Transparency</b>	<p>Information about food rations and the method and timing of distributions is widely disseminated.</p>	<ul style="list-style-type: none"> <li>• Involves beneficiaries, CPs and local authorities in the design of the distribution system.</li> <li>• Keep population informed of their entitlements and advised of any problems.</li> </ul>
<b>Respect</b>	<p>A normal community/family environment is maintained and the physical and psychological vulnerability of those being assisted is recognized.</p>	<ul style="list-style-type: none"> <li>• Design food distributions specifically to preserve the dignity and self-respect of every beneficiary.</li> <li>• Design and implement food distributions in manner that minimizes inconveniences and hardship.</li> </ul>

<p><b>Gender sensitivity</b></p>	<p>Food is controlled primarily by women at the distribution and in the household. Women are consulted and participate in the planning and management of food distribution.</p>	<ul style="list-style-type: none"> <li>• Ensure that women are equally represented with men on food management committees and that they share 50 percent of leadership position with male members.</li> <li>• Ensure that women's voices are heard and incorporated into the planning of food distributions.</li> <li>• Issue rations cards in women's name and see that they collect the food; this is in recognition of their role in household food management.</li> <li>• Put in place measures to ensure that distribution does not interfere with women's other domestic responsibilities and does not put them at unnecessary risk.</li> <li>• Ensure that women know that they do not need to provide sexual favours in exchange for food aid.</li> <li>• Put in place reporting mechanisms for women and others to report abuse and exploitation.</li> </ul>
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# Monitoring and evaluation (M&E)

**Monitoring** involves the day-to-day collection and review of data on specific indicators to demonstrate:

- the extent to which the project is achieving the outputs it set out to achieve in the project design; and
- whether these outputs are likely to result in the expected outcomes (results) that were included in the project design.

See Annex 1 of Chapter 5 on “project design” for further explanation of outputs and outcomes.

If the project is not meeting expected outputs and outcomes, monitoring data should:

- explain why; and
- give information that allows project managers to adjust the project design/project activities to meet expected results.

Unlike monitoring, which is an ongoing activity, an **evaluation** is a temporary activity or series of activities (e.g. surveys, studies, missions), often undertaken at the end of a project, that assess:

- whether, and to what extent, the project achieved the results (impact, outcomes and outputs) that were planned in the project design.



## Basic principles for M&E

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WFP offices, and their partners, are expected to conduct monitoring and evaluation (M&E) activities according to the following general principles:

### 1. All projects are monitored and evaluated

All WFP operations should be monitored and evaluated regularly and systematically. In all cases, there should be a written M&E plan that includes:

- arrangements for routine collection of monitoring data: how, when, from whom and by whom data (based on indicators) will be collected, analysed and reported;
- arrangements for verifying the quality and accuracy of M&E data and analysis;
- a description of the “baseline” information on indicators (the value of indicators at the start of the project) that can be used to monitor/evaluate against;
- arrangements for evaluation, including a mid-term evaluation, if any.

The project proposal submitted by the NGO to WFP should include an M&E plan for the project.

For more information on creating an M&E plan, see the WFP (2004) *M&E Guidelines*, Module 2.

### 2. M&E is included at the design stage of the project

Planning for monitoring and evaluation should be conducted when the project is being designed. The project design should include:

- clearly defined and realistic objectives, assumptions and risks that describe how the operation is designed to work;
- results indicators for each objective and assumption that are feasible to collect and analyse.

See Chapter 5 in this section for more information on project design and Annex 1 at the end of this chapter for examples of indicators.

### 3. M&E systems are appropriate to the context

Both monitoring and evaluation need to be responsive and appropriate to the situation and the operation undertaken. In sudden-onset emergencies, less information is likely to be collected (see Box 13).

M&E systems should be integrated with CPs’ systems as far as possible.

### 4. M&E measures progress towards WFP organizational goals and commitments

The project design should include objectives that meet WFP’s organizational goals

(such as the strategic priorities and the enhanced commitments to women). Indicators should be established and measured to show progress towards these goals.

Generally, the organization responsible for implementing activities (usually the NGO) has also direct responsibility for functions related to monitoring, evaluating and reporting on progress and achievement.

### BOX 13

## What are the minimum monitoring indicators for a sudden-onset emergency?

Where sudden-onset crises occur, decisions are made often when information is unclear, contradictory or absent.

Minimum immediate information needs in a quick-onset emergency for monitoring distribution include:

- Receipt and delivery of WFP-supplied commodities and non-food items.
- Number (sex and age disaggregated) of people receiving WFP assistance.
- Handling and distribution of WFP-supplied commodities and non-food items.
- Food aid availability and unmet needs.

Minimum information needs to include post distribution monitoring, which will begin some days after the start-up of the operation.

Two weeks after a food distribution, or after a series of food distributions in a particular area, information should be gathered, analysed and reported on the following:

- Food access and control at household level.
- Changes in food intake and its consequences.
- The specific effects of insecurity on people's food security. This serves the dual purpose of monitoring the operation and providing an up-to-date assessment.

Source: WFP. 2004. *M&E Guidelines*, Module 2.

## Roles and responsibilities of the NGO and WFP in monitoring and evaluation

Ideally, both WFP and the NGO partner should together design as well as implement the M&E strategy. The WFP country office and NGO will meet on a quarterly basis to review output progress (planned versus actual), beneficiary contact monitoring findings and early evidence of outcome achievement. They will also meet once or twice annually to review output progress and agree formally on action to be taken if needed. While WFP and the NGO collaborate on monitoring and evaluation, they will have different roles.

## Role of the NGO in monitoring

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The NGO is responsible for monitoring day-to-day activities and should submit three types of reports to WFP and other agencies.<sup>16</sup> The monitoring reports include:

1. A monthly distribution report: the monthly distribution report should provide information on the amount of food received, number of beneficiaries, disaggregated by sex and age. See Annex 3 for an example.
2. A quarterly progress report: The quarterly progress report should provide both narrative/qualitative information as well as quantitative information as specified and detailed in the FLA under point 6.3. See Annex 4 for an example of the type of report required.
3. Finally, upon termination of activities, a final report should be submitted which consolidates information gathered throughout the period covered by the FLA.

## Role of WFP in monitoring

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For all operations, WFP is responsible for:

1. analysing partner reports to ensure that operation objectives are being met;
2. working together with partners to ensure that corrective action is taken when required; and
3. collecting independent field level information (including discussions with beneficiaries known as ‘beneficiary contact monitoring’) following the M&E strategy developed jointly to cross-check partners’ findings.

Both WFP and the NGO should carry out **post-distribution monitoring** which involves visiting beneficiary households to check the extent to which they are food insecure, clarify how the food aid is used and distributed within the household and assess what assets and other sources of food the household has access to.

## Role of WFP/NGO in evaluation

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Evaluations of WFP projects can be carried out in five different ways, by:

1. **WFP country office:** The country office manages the evaluation itself i.e with WFP staff and is responsible for all stages of the evaluation.
2. **External consultant(s):** The country office appoints external consultants to evaluate a programme/s and is responsible for all stages of the evaluation.
3. **The implementing NGO:** The NGO implementing WFP activities under a particular programme may be asked to evaluate the programme in which case it will receive separate funds for doing so and its responsibility will be clearly laid out in the agreement (FLA).

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16. For example, in the event that WFP and the NGO are working alongside another agency such as WHO or UNHCR.

4. A 'third party' NGO: evaluations of a project conducted by one NGO may also be evaluated by another NGO, working as a neutral party.
5. WFP Headquarters: OEDE (office of evaluation) will carry out periodic evaluations, all stages of which they are responsible for, and the country office/regional bureau support them by making sure staff allocate the necessary time and provide information relevant to the exercise.

The mechanism for evaluation should be made clear in the M & E plan. The relative roles of WFP and of the NGO will depend on the mechanism used.

**Annexes:**

Annex 1: Example of an M&E Plan for a Community Forestry Project

Annex 2: WFP 2006-2009 Strategic Objective Results Matrix

Annex 3: Cooperating Partner Distribution Report

Annex 4: Sample of Cooperating Partner Completion Report

**Further reading and references:**

WFP. 2003. *Monitoring and Evaluation Guidelines*. Rome.

WFP. 1999. *School Feeding Handbook*. Rome. See Part 3 for a detailed M&E manual for school-feeding programmes.

## Annex 1: Example of an M&E Plan for a Community Forestry Project

Achievement of Activity Impact							
Information Requirements	Indicators	Means of Verification				Use of Information	
		Data Source	Frequency & Cost of Collection	Responsibility for Collection	Collection Method	Reporting	Presentation
<b>Impact</b> - Enable households which depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods	Incidence & degree of food insecurity among households in districts with degraded natural resources	VAM reports	Before and after completion	VAM Officer, WFP Country Office	VAM Mapping tools	VAM Reports	At CP evaluation workshop

Achievement of Activity Outcome							
Information Requirements	Indicators	Means of Verification				Use of Information	
		Data Source	Frequency & Cost of Collection	Responsibility for Collection	Collection Method	Reporting	Presentation
<b>Outcome</b> - Increase incomes and food security of target population at risk	Changes in income by households or household members	Baseline study & follow-up study in participating & control villages	Before and at completion	WFP Country Office	Sample survey	Baseline report Terminal Country Office Report (COR)	At inception workshop & terminal COR workshop
	Amount of forest products harvested per household						
<b>Assumptions</b> - Encroachment by non-participating households can be controlled	Leading Indicators:	Regular field visits	Six-monthly	WFP Country Office, in collaboration with CP	Field visit and sample survey	Mid-term management review report	At mid-term management review workshop
	• Number households receiving income or food from protected land	Mini survey at mid-term	At mid-term				
	• Beneficiaries (men & women) perceptions of costs & benefits of scheme	Site survey of area protected					
	Number of encroachments, and extent of damage		Annual	CP, Community Forestry Officer (CFO)	Visual observation during field visits	Annual Report	At annual review meeting

**Delivery of Activity Outputs**

Information Requirements	Indicators	Means of Verification				Use of Information	
		Data Source	Frequency of Collection	Responsibility for Collection	Collection Method	Reporting	Presentation
<b>Output 1</b> - Increase incomes and food security of target population at risk	Area of land developed or protected	Site survey of area protected & survival survey of seedlings planted	Annual	CP, Community Forestry Officer (CFO)	Visual observation during field visits	Annual Report Terminal COR	At annual review meeting & Terminal COR workshop
<b>Assumptions</b> - Market prices for fruit tree crops remain stable	Local market prices for fruit tree crops	Market Survey	Seasonal	Village food distribution committees	Recording of prices observed in sample of markets	Annual Report	
<b>Output 2</b> - Target population fed	No. of people who have received WFP supplied food by gender and age group	Food distribution sheets	Monthly	Village food distribution committees, CP, CDO	Compilation from food distribution sheets	Monthly report, Quarterly Progress Report (QPR), Progress Implementation Report (PIR)	At quarterly progress review meeting
<b>Assumptions - etc.</b>							
<b>Output 3</b> - Community groups formed and active in managing forested lands	No. of community groups formed and active	Village committee records	Quarterly	CP, Community Development Workers (CDWs)	Compilation from village committee records	QPR, PIR	At quarterly progress review meeting
	Representation and involvement in Committees by gender	Village committee records	Quarterly	CP, CDWs	Compilation from village committee records	QPR, PIR	
		Village committee survey	Six-monthly	CP, CDO	Focus group discussions	PIR	
	No. of plans prepared and adopted	Plans submitted  Site verification	Quarterly	CP, CFO	Count of plans submitted & field visits to verify	QPR	
<b>Assumptions - etc.</b>							

## Annex 2: WFP 2006-2009 Strategic Objective Results Matrix

The Strategic Plan (2004-2007) included a results matrix as WFP's first attempt to set out a transparent and accountable results chain for its operations. The matrix showed a logical progression from interventions to specific outputs which contribute to outcomes - the intended improvements in the lives of WFP's beneficiaries. It also included indicators at output and outcome levels by which WFP could measure its performance in achieving its five Strategic Priorities (SPs).

WFP is accountable for the results it achieves at output level. It measures the outcomes of its interventions to assess whether it is achieving the intended improvements in people's lives. Achieving results at outcome level, however, requires a combination of interventions, so WFP is working to ensure that its assistance is part of an integrated effort to improve the lives of those suffering from hunger.

During 2004, WFP operations used the Strategic Plan matrix as a guide from which they developed their own project-level results chains and logical frameworks. WFP's information systems were changed to enable the collection of data on the output indicators specified in the matrix. WFP also began to measure outcome-level results more systematically in its projects through primary surveys. More information on the challenges of measuring results is presented in the Annual Performance Report.

On the basis of the experiences of 2004, WFP operations requested that the Strategic Plan include a matrix that more clearly specifies activities, outputs and outcome results to be achieved. It was felt that while the Strategic Objectives describe the outcomes, WFP hopes to achieve more specific results statements that would facilitate project-level logical framework design. Work already undertaken to create a common monitoring and evaluation approach helped identify more appropriate output-level results statements and indicators.

In its food interventions, WFP will measure:

- the number of beneficiaries receiving WFP food assistance;
- the quantity of food provided to beneficiaries; and
- the number of people participating in the activity, as appropriate.

Some Strategic Objectives have other specific outputs which will be collected in all projects with that objective. Similarly, for each Strategic Objective, required outcome-level indicators are specified that should be measured in all projects of sufficient duration with that stated objective.

Challenges remain in WFP's endeavour to measure systematically the results of its interventions and its performance in achieving its Strategic Objectives. At present, WFP's information system can only generate information on expenditures and food distributed by project and programme category. As one project can contribute to more than one Strategic Objective, measuring outputs by Strategic Objective can only be done subjectively at present. Measurement and attribution of outcome-level results also remains difficult, particularly in short-duration projects and emergency operations.

## WFP STRATEGIC OBJECTIVE RESULTS MATRIX

The core programme goal for 2006-2009 is to continue to meet the Millennium Development Goals through food-assisted interventions targeted to poor and hungry people.

Activity types <sup>a</sup>	Outputs	Outcomes <sup>b</sup>
<b>Strategic Objective 1: Save Lives in Crisis Situations</b>		
<p><b>General Food Distribution</b></p> <p><b>Selective Feeding</b> (includes therapeutic, supplementary and vulnerable group feeding)</p>	<p><b>Output 1.1:</b> <b>Timely provision of food in sufficient quantity for targeted beneficiaries in conflict and disaster affected areas</b></p> <p><b>Indicator 1.1.1:</b> Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries, by project category, age group, sex.</p> <p><b>Indicator 1.1.2:</b> Actual mt of food distributed through each activity as a percentage of planned distributions, by project category, commodity.</p> <p><b>Indicator 1.1.3:</b> Percentage of general food distributions occurring more than 7 days later than the planned date of distribution (pilot indicator).</p>	<p><b>Outcome 1.1:</b> <b>Reduced and/or stabilized acute malnutrition in an identified population in conflict and disaster affected areas</b></p> <p><b>Indicator 1.1.1:</b> Prevalence of acute malnutrition among under-5s in an identified population by gender, assessed using weight-for-height.</p> <p><b>Outcome 1.2:</b> <b>Reduced and/or stabilized mortality in an identified population in conflict and disaster affected areas</b></p> <p><b>Indicator 1.2.1:</b> Crude mortality rate in an identified population (pilot indicator - SMART<sup>c</sup> initiative).</p> <p><b>Indicator 1.2.2:</b> Under-5 mortality rate in an identified population (pilot indicator - SMART<sup>c</sup> initiative).</p>

<b>Strategic Objective 2: Protect Livelihoods in Crisis Situations and Enhance Resilience to Shocks</b>		
<p><b>General Food Distribution</b></p> <p><b>Support to safety net programmes</b> (includes programmes reaching HIV/AIDS impacted households)</p> <p><b>Food for Work/Food for Assets</b></p> <p><b>Food for Training</b> (includes life skills training and training for income-generating activities)</p>	<p><b>Output 2.1:</b> <b>Timely provision of food in sufficient quantity for targeted beneficiaries in crisis and transition situations or vulnerable to shocks</b></p> <p><b>Indicator 2.1.1:</b> Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries, by project category, age group, sex.</p> <p><b>Indicator 2.1.2:</b> Actual mt of food distributed through each activity as a percentage of planned distributions, by project category, commodity.</p> <p><b>Indicator 2.1.3:</b> Actual participants in each activity as a percentage of planned participants, by sex.</p>	<p><b>Outcome 2.1:</b> <b>Increased ability to meet food needs within targeted households in crisis situations or vulnerable to shocks</b></p> <p><b>Indicator 2.1.1:</b> Proportion of beneficiary household expenditures devoted to food<sup>d</sup>.</p> <p><b>Indicator 2.1.2:</b> An indicator on dietary diversity is under review<sup>e</sup>.</p> <p><b>Outcome 2.2:</b> <b>Increased ability to manage shocks within targeted households in crisis situations or vulnerable to shocks</b></p> <p><b>Indicator 2.2.1:</b> Appropriate indicators under discussion<sup>f</sup>.</p>

Activity types <sup>a</sup>	Outputs	Outcomes <sup>b</sup>
<b>Strategic Objective 3: Support the Improved Nutrition and Health Status of Children, Mothers and Other Vulnerable People</b>		
<p><b>Supplementary Feeding</b></p> <p><b>Therapeutic Feeding</b></p> <p><b>Institutional Feeding</b></p> <p><b>HIV/AIDS programming</b> (anti retroviral therapy, prevention of mother to child transmission of HIV, home-based care, tuberculosis treatment)</p> <p><b>Food fortification</b></p> <p><b>Nutrition awareness</b> (includes food for training)</p> <p><b>HIV/AIDS awareness</b></p> <p><b>Deworming</b></p>	<p><b>Output 3.1: Timely provision of nutritious food in sufficient quantity for targeted young children, mothers and other targeted beneficiaries vulnerable to nutrition and health risks</b></p> <p><b>Indicator 3.1.1:</b> Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries, by project category, age group, sex.</p> <p><b>Indicator 3.1.2:</b> Actual metric tons of food distributed through each activity as a percentage of planned distributions, by project category, commodity.</p> <p><b>Indicator 3.1.3:</b> Actual participants in each activity as a percentage of planned participants, by beneficiary category, sex.</p> <p><b>Indicator 3.1.4:</b> Percentage of micronutrient-fortified food delivered through WFP-supported nutrition interventions.</p> <p><b>Output 3.2: Provision of deworming tablets for targeted children and mothers in WFP-supported activities</b></p> <p><b>Indicator 3.2.1:</b> Actual beneficiaries provided with deworming pills through WFP-supported activities as a percentage of planned beneficiaries of deworming pills, by beneficiary category<sup>9</sup>, sex.</p>	<p><b>Outcome 3.1: Reduced level of malnutrition among targeted children</b></p> <p><b>Indicator 3.1.1:</b> Prevalence of under-5 malnutrition among targeted children (assessed using height, weight and age, disaggregated by gender).</p> <p><b>Outcome 3.2: Reduced level of malnutrition among targeted women</b></p> <p><b>Indicator 3.2.1:</b> Prevalence of malnutrition among targeted women of child-bearing age, assessed using body mass index (BMI) and/or low birth weight. (Pilot continuing.)</p> <p><b>Outcome 3.3: Reduced level of anaemia among targeted beneficiaries</b></p> <p><b>Indicator 3.1.3:</b> Prevalence of anaemia among targeted pregnant and lactating women and children. (Pilot continuing.)</p> <p><b>Outcome 3.4: Improved quality of life of beneficiaries targeted in HIV/AIDS-supported programmes<sup>h</sup>.</b></p> <p><b>Indicator 3.4.1:</b> Weight gain among beneficiaries (provisional).</p> <p><b>Indicator 3.4.2:</b> Treatment adherence rate by specific treatment and care programmes (duration of programme, % treatment compliance etc.)</p>

Activity types <sup>a</sup>	Outputs	Outcomes <sup>b</sup>
<b>Strategic Objective 4: Support Access to Education and Reduce Gender Disparity in Access to Education and Skills Training</b>		
<p><b>In-School Feeding</b></p> <p><b>Take-home Rations</b></p> <p><b>Support to foster families of orphans and children affected by HIV/AIDS</b></p> <p><b>Food for Training</b> (includes literacy and numeracy programmes for women and adolescent girls)</p>	<p><b>Output 4.1: Timely provision of food in sufficient quantity for targeted children, adolescent girls and adults to improve access to education in schools and non-formal education centres</b></p> <p><b>Indicator 4.1.1:</b> Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries, by project category, age group, sex.</p> <p><b>Indicator 4.1.2:</b> Actual metric tons of food distributed through each activity as a percentage of planned distributions, by project category, commodity.</p> <p><b>Indicator 4.1.3:</b> Actual participants in each activity as a percentage of planned participants, by beneficiary category, sex.</p>	<p><b>Outcome 4.1: Increased enrolment of boys and girls in WFP-assisted schools</b></p> <p><b>Indicator 4.1.1:</b> Absolute enrolment: Numbers of boys and girls enrolled in WFP-assisted primary schools and, if applicable, pre-schools and secondary schools.</p> <p><b>Indicator 4.1.2:</b> Net enrolment rate: percentages of primary school-age boys and girls enrolled in WFP-assisted primary schools and, if applicable, pre-schools and secondary schools.</p> <p><b>Indicator 4.1.3:</b> School enrolment rates for orphans and vulnerable children from households receiving take-home rations.</p> <p><b>Outcome 4.2: Improved attendance of boys and girls in WFP-assisted schools</b></p> <p><b>Indicator 4.2.1:</b> Attendance rate: percentages of boys and girls attending classes in WFP-assisted primary schools and, if applicable, pre-schools and secondary schools.</p> <p><b>Indicator 4.2.2:</b> Attendance rate: percentage of orphans and vulnerable children from households receiving take-home rations attending classes in schools.</p> <p><b>Outcome 4.3: Improved capacity to concentrate and learn among boys and girls in WFP-assisted schools</b></p> <p><b>Indicator 4.3.1:</b> Teachers' perception of children's ability to concentrate and learn in school as a result of school feeding.</p> <p><b>Outcome 4.4: Reduced gender disparity between boys and girls in WFP-assisted primary and secondary schools and non-formal education centres</b></p> <p><b>Indicator 4.4.1:</b> Ratio of girls to boys enrolled in WFP assisted schools.</p> <p><b>Indicator 4.4.2:</b> Ratio of women and adolescent girls to men completing food for training activities.</p>

Activity types <sup>a</sup>	Outputs	Outcomes <sup>b</sup>
<b>Strategic Objective 5: Strengthen the Capacities of Countries and Regions to Establish and Manage Food-Assistance and Hunger-Reduction Programmes</b>		
<b>Counterpart training, exchange visits</b>  <b>Technical advice, secondment of staff, guidelines and manuals</b>  <b>Counterpart involvement in WFP processes and surveys</b>  <b>Information sharing and support to networks</b>  <b>Support to community organization and decision-making</b>  <b>Support to local government and civil society organization</b>  <b>Support to public awareness &amp; resource mobilization capacities</b>	<b>Output 5.1: Provision of capacity-building assistance to country and regional entities involved in food assistance and hunger reduction efforts</b>  <b>Indicator 5.1.1:</b> Actual counterpart staff at local, regional and national levels trained under WFP's technical assistance activities as a percentage of the planned number.  <b>Indicator 5.1.2:</b> Number of areas of technical services and cooperation where capacity-building activities were provided.	<b>Outcome 5.1: Increased capacity to identify food needs, develop strategies and carry-out food based programmes within targeted countries</b>  <b>Indicator 5.1.1:</b> To be determined.

- a This is not an exhaustive list. Each WFP operation will use its discretion to select the activities that would best achieve the stated outputs and outcome(s).
- b The Strategic Objectives are objective statements of the intended outcomes of WFP's interventions. However, the outcome statements listed in this column are more suitable for a logical framework describing WFP's Results Chain as they more clearly specify: (i) the improved condition WFP aims to achieve; (ii) the target beneficiaries; and (iii) in certain cases, a specific context. All outcomes are contingent on complementary outputs achieved by WFP's partners, for example water, shelter, agricultural extension, medicine and teaching.
- c The Standardized Monitoring and Assessment of Relief and Transitions (SMART) Initiative is an inter-organizational global initiative to improve monitoring and assessment in humanitarian interventions.
- d Based on the pilot study, this indicator should be used as part of a composite set of indicators to create "household livelihood profiles" that can be tracked over time. The other indicators used to create the household livelihood profile include: (i) proportion of non-food expenditures relative to food expenditures; (ii) household composition; (iii) sources of income; and (iv) risk exposure and response.
- e Dietary diversity has been proposed by WFP technical units in Headquarters as a complementary indicator to support findings/results from Indicator 2.1.1. The utility of such an indicator is currently under review.
- f To date, no appropriate indicator has been identified to measure beneficiary household resilience to shocks. This issue is currently being explored by WFP technical units.
- g For the beneficiary category "pregnant and lactating women," this applies to the second and third trimesters of pregnancy in areas where worm infestations are endemic and where anaemia is prevalent, as recommended by WHO and in accordance with Enhanced Commitment to Women (ECW) I.2.
- h "Improved quality of life" is proposed by WHO as an appropriate outcome for HIV/AIDS programmes. Weight gain will be used as a provisional indicator. A proper "well being" indicator to be determined with WHO and UNAIDS.

## Annex 3: Cooperating Partner Distribution Report

		<h3>Cooperating Partner Distribution Report</h3>								Report number:				
										Report date:				
Cooperating partner details														
Cooperating Partner		Location		Project Number		Activity				Distribution Site				
Reporting Period			LOU Number		Actual Number of Beneficiaries									
From	To				Girls below 18		Boys below 18		Women	Men	Total			
Stock movements/stock details														
Commodity	S.I. Number	Opening Stock		Receipts		Distributed		Food Returns		Losses		Closing Balance		Loss reasons
		Net	Gross	Net	Gross	Net	Gross	Net	Gross	Net	Gross	Net	Gross	
Comments:														
Certification														
Issued by:						Received by:								
Title:						Title: Head of Sub-Office								
Signature:			Date:			Signature:				Date:				

## Annex 4: Sample of Cooperating Partner Completion Report

### Cooperating Partner Completion Report for Food-for-Assets

#### 1. Field Tool Purpose

The purpose of the CP Completion Report for Food-for-Assets is to report on the final status of the completed FFA projects.

#### 2. Indicators

RBM Indicators	
2.1.A	Quantity and type of housing and infrastructure rehabilitated.

#### 3. Monitoring and Reporting Responsibilities and Timeframe

M&E Activity	Responsibility	Timeframe
Primary Data Collection	CP Technical Manager	On completion of FFA projects
Secondary Data Processing	Programme Assistant	Monthly
Primary WFP Report	Area Office Monthly Report	
Primary Reporting and Analysis	Programme Assistant	5th of each month
Secondary WFP Report	Country Office Monthly Report	
Secondary Reporting and Analysis	Country Office Reports Officer	Monthly

#### 4. Key Questions for Analysis

1. What type and number of assets were created?
2. Were the assets completed as planned in terms of number of assets and work days?
3. Were the numbers of beneficiaries in accordance with the plans?

#### 5. Enumerator Guidance

This report is to be completed and submitted by the CP Technical Manager to WFP through appropriate channels (Division Secretary/Government Agent).

In case of NGO partner, this report will be submitted to the WFP area office directly.

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**How to work with WFP**

**A Handbook for Non-Governmental Organizations (NGOs)**

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