Executive Board
Second Regular Session

Rome, 4–7 November 2013

POLICY ISSUES

Agenda item 4

For approval

WFP'S ROLE IN PEACEBUILDING IN TRANSITION SETTINGS

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

Conflict is a leading cause of hunger. People in conflict-affected states are up to three times more likely to be undernourished than those living in countries at peace.[1] To a lesser extent, hunger can contribute to violence by exacerbating tensions and grievances. WFP therefore has a strong interest and a potentially important role in supporting transitions towards peace.

In recent years, the United Nations' method for supporting countries emerging from conflict has shifted to a "whole-of-government" approach with a focus on national peacebuilding strategies and the New Deal for Engagement in Fragile States. It has also attempted to provide system-wide coherence to its support through the Delivering as One and United Nations integration initiatives. WFP itself has undergone significant internal reflection to understand its potential role in these settings.

This policy sets the parameters for WFP's engagement in peacebuilding activities as part of larger United Nations efforts to transition towards peace in countries emerging from conflict. It proposes eight key principles to guide WFP's work in these difficult settings: i) understand the context; ii) maintain a hunger focus; iii) support national priorities where possible, but follow humanitarian principles where conflict continues; iv) support United Nations coherence; v) at a minimum avoid doing harm; vi) be responsive to a dynamic environment; vii) ensure inclusivity and equity; and viii) be realistic.

Based on these principles, WFP will follow three main policy directions. First, it will enhance its ability to conduct risk analysis in transition settings. Second, it will pursue conflict-sensitive programming with options that can be selected to fit the context. Third, it will explore new opportunities to work with partners on peacebuilding to ensure a consistent and coherent approach to its work in transition settings.

However, there are boundaries to WFP's engagement. WFP should not allow peacebuilding to become its overriding objective in a country. It should maintain humanitarian principles in areas still affected by conflict. It should not pro-actively seek to support peacebuilding at the national level without clear consultation with the United Nations country team and the Resident Coordinator. And in high-risk environments, it may opt for less visible forms of United Nations integration.

If these parameters are respected, WFP should be well positioned to make a meaningful contribution to wider efforts to help countries transition towards peace.

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[1] Food and Agriculture Organization of the United Nations (FAO) and WFP. 2010. *State of Food Insecurity in the World: Addressing Food Insecurity in Protracted Crises*. Rome. The figures compare countries in protracted crises with other developing countries, excluding China and India.

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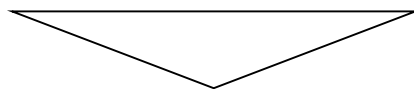
DRAFT DECISION*

The Board approves "WFP's Role in Peacebuilding in Transition Settings" (WFP/EB.2/2013/4-A/Rev.1).

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

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RATIONALE

1. Countries emerging from conflict often relapse. During the last decade, 90 percent of the civil wars worldwide took place in countries that had experienced civil war during the previous 30 years.[2] Even where nations have overcome overt conflict, they frequently retain some level of fragility, with government institutions struggling to deliver services and clashes continuing in parts of the country. These conditions are often exacerbated by natural disasters, violent crime and economic stresses such as volatile food prices.

2. Conflict[3] is a leading cause of hunger. It undermines food and nutrition security in multiple ways: destroying crops and livestock, disrupting markets, causing displacement, creating fear, damaging human capital and contributing to the spread of disease. Conflict also makes it difficult for governments and humanitarian actors to reach those in need. As a result, people in conflict-affected states are up to three times more likely to be undernourished than those living in more stable developing countries.

3. At the same time, and to a lesser extent, hunger can be a contributing factor to conflict or the resumption of conflict. When populations feel that the Government is not adequately addressing hunger needs, or is addressing them in an inequitable manner, resentment and tension may arise. Alternatively, rising food prices may leave people without the ability to meet the needs of their households and may contribute to protests and riots.

4. WFP therefore has a potential role to play in supporting transitions towards peace. Over 65 percent of WFP's programme of work in recent years has been in conflict-affected settings.[4] Recognizing that hunger itself can be a contributing factor to conflict and that the manner in which food assistance is delivered can exacerbate or lessen tensions in a community, WFP has attempted to identify ways in which its activities can reinforce peace in the context of United Nations-wide efforts.

5. However, to date these activities have sometimes been conducted without clear policy guidance on WFP engagement in peacebuilding activities in transition settings. This paper addresses that policy gap. It is also a critical piece of the wider framework for implementing Strategic Objective 2 of the new Strategic Plan (2014–2017): "Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies".

DEFINITIONS AND SCOPE

6. The Secretary General's Policy Committee defines "peacebuilding" as:

    "A range of measures targeted to reduce the risk of relapsing into conflict by strengthening national capacity at all levels for conflict management, and to lay the foundations for sustainable peace and development."

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[2] World Bank. 2011. *World Development Report 2011: Conflict Security, and Development*. Washington, DC.

[3] In this paper, "conflict" refers specifically to violent conflict.

[4] This estimate is based on WFP's programme of work since 2007.

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7.   The notion of "transition" is broadly captured in the description adopted by the Transition Report prepared for the United Nations Quadrennial Comprehensive Policy Review:

> "*A transition period spans across a broad spectrum of activities along the path out of conflict [and complex disasters[5]] and toward sustainable development, greater national ownership and increased state capacity. This includes recovery and reconstruction activities that traditionally fall between the humanitarian and development categories, and security-related and peacebuilding activities.*
>
> *Transition is a non-linear process that presents tensions and trade-offs between the need to provide rapid support to peace-promoting and life-saving activities whilst supporting the development of sustainable state structures. As such, it requires a shared space between humanitarian, development and security actors, as countries might experience humanitarian emergencies, longer-term development programmes and peacekeeping efforts simultaneously. This requires a flexible approach that does not compromise humanitarian principles.*"[6]

8.   In this definition, engagement in "transition" settings requires a combination of humanitarian, development and security-related investments in order to address the different yet overlapping needs that depend on the phase and timing of transition.

9.   In line with these definitions, this policy document focuses primarily on WFP's role in supporting peacebuilding efforts in transition settings. Some elements of the policy may be relevant to responses in countries engulfed in ongoing fighting with limited peacebuilding opportunities, but it is not primarily targeted at those situations. The policy also covers some issues related to the shift from relief to development, but only as they pertain to countries emerging from conflict.

GLOBAL POLICY DISCOURSE AND ARCHITECTURE

10.   Globally, conflict prevention and resolution has had a mixed track record. Interstate wars have declined in number over the past two decades, but other forms of conflict have not abated, and many countries and subnational regions face repeated cycles of violence.[7] Within the United Nations, the methods of supporting countries emerging from conflict have also changed, with increased emphasis on a "whole-of-government" approach. This approach encompasses initiatives related to peacebuilding and the New Deal for Engagement in Fragile States.

11.   The 2009 and 2012 Secretary-General's reports on peacebuilding in the aftermath of conflict and the review of the Peacebuilding Commission in 2010 set out a clear agenda in terms of both substance and process for countries emerging from conflict, and underscore the importance of addressing key government priorities in an integrated manner. One of the priorities set by the Peacebuilding Commission is to work with national governments to ensure the equitable delivery of services including education, health and social protection. Food security issues are addressed under this priority.

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[5] This definition was first articulated in 2012 by the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD-DAC). "Disasters" was added in the Transition Report. Although issues related to natural disasters are critical, this policy paper primarily focuses on the transition out of conflict towards peace.

[6] This definition is also broadly consistent with the one developed by United Nations Development Group – Executive Committee on Humanitarian Assistance (UNDG-ECHA) working group on transition.

[7] World Bank. 2011. *World Development Report 2011: Conflict Security, and Development*. Washington, DC.

12.   In a similar spirit, the New Deal, agreed at the Busan High-level Forum on Aid Effectiveness in 2011, provides a framework to support nationally owned peacebuilding and statebuilding efforts. It establishes a stronger partnership for results between fragile states and international partners. Two of the five goals for priority-setting and resource allocation at the country level relate to hunger: the generation of employment and improvement of livelihoods (Economic Foundations) and capacity-building for accountable and fair service delivery (Revenues and Services).

13.   The United Nations has taken steps to ensure that its own contributions to these broader strategies are coherent and based on a system-wide approach. Delivering as One tries to ensure that the programmes of the United Nations country team are strategically aligned to achieve results for communities. The Secretary-General's decision on integration (2008/24) and the United Nations Policy on Integrated Assessment and Planning (approved in April 2013) offer guidance on how peacekeeping operations and special political missions can work more closely with United Nations country teams. However, they also emphasize the need to analyse the potential risks and benefits of different configurations of integration—including visible structural arrangements—on humanitarian activities.

INTERNAL REFLECTION ON WFP'S WORK IN TRANSITION SETTINGS

14.   More than a decade ago, in a context of increasing complex emergencies, WFP began grappling with its approach to transition in post-crisis situations. The 1998 policy "From Crisis to Recovery" (WFP/EB.A/98/4-A) established the protracted relief and recovery operation (PRRO) programme category and is itself an explicit strategy for moving from emergency to longer-term interventions. Three additional policies, "Food Aid and Livelihoods in Emergencies" (WFP/EB.A/2003/5-A), "Humanitarian Principles" (WFP/EB.1/2004/4-C and WFP/EB.A/2004/5-C) and "Exiting Emergencies" (WFP/EB.1/2005/4-B) also addressed WFP's work in transition settings.[8] The former committed WFP to promoting greater coherence between its emergency and recovery interventions; the latter provided programme options for transitioning out of an emergency, together with tools for doing so.

15.   Other contributions to the evolution of WFP's thinking included the gender policy (WFP/EB.1/2009/5-A/Rev.1), which highlighted the need to pay attention to the burden faced by women in conflict-prone countries, and the policy on disaster risk reduction and management (WFP/EB.2/2011/4-A), which complements WFP's work supporting transitions towards peace by building the resilience and capacity of the most vulnerable people, communities and countries. The humanitarian protection policy (WFP/EB.1/2012/5-B/Rev.1) identified the need for context analysis and safeguarding beneficiaries, especially in conflict settings, and the importance of implementing WFP's commitments on Accountability to Affected Populations (AAP). The shift from food aid to food assistance has also provided WFP with a wider array of tools for supporting populations in transition settings.

16.   None of these, however, explicitly addresses WFP's role in supporting transitions to peace. A WFP-sponsored workshop on humanitarian assistance in conflict and complex emergencies in 2009 deliberated on some of the challenges and dilemmas that influence WFP's ability to pursue dual agendas – the application of both humanitarian and development principles – in countries emerging from conflict or crisis. Recommendations

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[8] There was also a note entitled "Transition from Relief to Development" (WFP/EB.A/2004/5-B) that touched upon WFP's engagement in wider United Nations discussions on peacebuilding issues.

from the workshop reiterated the need for enhanced context analysis and guidance on delivering food assistance in politically charged environments including in integrated mission settings.

17.   The Policy, Programme and Innovation Division commissioned an independent study to assess the potential contributions to peace of food assistance and other non-food-based WFP interventions. The study suggested that WFP could make a limited, but potentially important, contribution to broader United Nations and national efforts to support peace. These previous policies and lessons learned have informed the direction of the current policy.

WFP'S TRANSITIONS POLICY FRAMEWORK: OBJECTIVES AND PRINCIPLES

18.   The overall objective of this policy is to set parameters for WFP's engagement in peacebuilding activities as part of larger United Nations efforts to transition towards peace in countries emerging from conflict. The policy is based on a set of principles that build upon the peacebuilding and state-building goals adopted at the Fourth High-Level Forum on Aid Effectiveness in 2011, the OECD-DAC "Principles for Good International Engagement in Fragile States and Situations", and the recommendations of Security Council Resolution 1325 on women, peace and security. At the same time, they recognize WFP's commitment to upholding humanitarian principles.

Principles

➢ *Understand the context.* WFP food and non-food assistance should be informed by a careful risk analysis to ensure that it does not inadvertently exacerbate conflict and that opportunities to support peace are identified. The analyses also need to recognize and account for the different sub-national contexts and the various vulnerabilities related to age, gender and special needs.

➢ *Maintain a hunger focus.* WFP is not taking on a new mandate. WFP's efforts in countries emerging from conflict mean working to address the underlying causes of hunger.

➢ *At a minimum avoid doing harm.* WFP's food assistance processes—including the way that food is delivered—should respect the safety and dignity of people receiving assistance, and where possible, should reinforce peace initiatives[9].

➢ *Support national priorities where possible, but follow humanitarian principles where conflict continues.* WFP interventions and partnerships will align with national priorities for transitioning out of conflict, but where violence continues, WFP interventions will be pursued in accordance with its humanitarian principles and international law.

➢ *Support United Nations coherence.* WFP's efforts should align with broader United Nations peacebuilding efforts, including integration, but when appropriate should establish space for humanitarian activities.

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[9] These efforts will include the prevention of sexual exploitation and abuse by its staff of individuals in need of assistance, in line with WFP's corporate policies.

> ➤ *Be responsive to a dynamic environment.* In countries emerging from conflict, different sub-national contexts will exist, and the approach may need to be tailored to the complex and dynamic situation within the country.

> ➤ *Ensure inclusivity and equity.* Based on analyses that include assessments of vulnerabilities related to age, sex and diversity, priority should be given to the most food-insecure, marginalized individuals and communities to ensure the equitable and inclusive provision of assistance.

> ➤ *Be realistic.* WFP can make meaningful contributions to peacebuilding. However, addressing hunger and supporting reconciliation and normalcy are not panaceas on their own.

19.   These principles have implications for how the organization will work in transition settings.

SUPPORTING TRANSITIONS TOWARDS PEACE: MAIN POLICY DIRECTION

20.   Based on these principles, and building on existing efforts within the organization, WFP will follow three main policy directions to support its work in countries transitioning towards peace: i) investing in institutional capacity in risk analysis; ii) using conflict-sensitive programming; and iii) engaging with peacebuilding partners.

Conducting Risk Analysis in Transition Settings

21.   Food security-related risk analysis is the crucial starting point for ensuring that WFP understands the context in which it works and that due diligence is undertaken to avoid doing harm to the communities and individuals that it is attempting to assist. The "Do No Harm" framework with its exploration of "dividers" and "connectors" may provide a good basis for this analysis. It emphasizes the importance of having a dynamic, inclusive and iterative process that involves a regular reassessment of the situation in order to ensure that the programmes are having the intended impact.

22.   As outlined in the 2012 humanitarian protection policy, the analyses should also examine the wider contextual, programmatic and institutional risks that could impact WFP's ability to implement programmes. These analyses should inform the design of WFP's strategies and programmes in transition settings.

23.   WFP will sometimes need to undertake analyses focused on its own activities, but will also participate in relevant assessments at the inter-agency level and ensure coherence in the overall analysis. Such processes include: FAO/WFP food security cluster assessments, the post-conflict needs assessments, Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF) adapted for transition contexts, Peacebuilding Priority Planning (PPP), Strategic assessments and technical assessments including risk analyses for humanitarian purposes under the Integrated Assessment and Planning Policy and Integrated Strategic Frameworks (ISFs), and Consolidated Appeals Processes. In line with its commitments on AAP, and in order to ground its understanding in local knowledge, WFP should ensure that affected communities are consulted in the course of the analysis and assessment processes in ways that are representative of all segments of a given community, taking into account gender, age and special needs groups.

Using Conflict-Sensitive[10] Programming in Transition Settings

24.   Based on the outcomes of the risk analysis, WFP will need to develop a strategy for its work in countries emerging from conflict. While its principal focus will remain on addressing hunger, it can explore ways to ensure that its interventions are better designed to support the transition towards peace. There are three main approaches for WFP to pursue, which represent increasing levels of engagement in peacebuilding: i) avoiding to do harm; ii) supporting peacebuilding at the local level; and iii) supporting peacebuilding at the national level.

⇒ *Avoiding to do harm*

25.   At a minimum, all food assistance programming processes should take care not to further exacerbate instability or create new sources of tension. If not carefully designed, food assistance can contribute to instability at the local level. For example, by targeting one community rather than another, or hiring staff from only a single ethnic group in a diverse area, WFP can inadvertently exacerbate tensions and contribute to conflict. At the same time, WFP must ensure that its actions do not inadvertently heighten tensions from a national perspective, by for example targeting one area of the country but not another without making the rationale clear. To help prevent these issues from arising, WFP will examine the results of its risk analysis and design its programmes, in consultation with communities, in ways that minimize the factors that act as "dividers".

26.   This approach should be the foundation of any activity that WFP undertakes in conflict or post-conflict settings. When there are minimal opportunities to work with communities in a way that could promote lasting reconciliation, WFP should still avoid doing harm. An example might be:

➢ *Conducting general distributions in areas of ongoing conflict:* In some transition settings, pockets of conflict will continue, and emergency assistance in the form of general distributions may be required. In those locations, it may not be realistic and may actually be risky to try to engage in peacebuilding activities, as hastily conceived attempts to foster reconciliation as part of the distributions could backfire. In those circumstances, more emphasis should be placed on ensuring that WFP is avoiding to do harm (see Box 1).

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[10] Conflict sensitivity is the capacity of an organization to understand its operating context, understand the interaction between its interventions and the context, and act upon this understanding to avoid negative impacts and maximize positive impacts on conflict factors. *Source:* Conflict Sensitivity Consortium. Conflict-sensitive approaches to development, humanitarian assistance and peace building: tools for peace and conflict impact assessment. Available at www.ConflictSensitivity.org

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Box 1: Avoiding to do harm in Afghanistan

WFP programming in Afghanistan has faced several challenges linked to the complex political situation. Concerns relating to government partners' management capacity have led WFP to focus on cooperation and alignment with non-governmental organization (NGO) partners. The declining humanitarian space in Afghanistan has also been an issue for WFP, particularly given its placement in the United Nations Integrated Mission.

In this context, the 2012 country portfolio evaluation for Afghanistan called for a heightened focus on risk analysis and conflict-sensitive programming. Recognizing these challenges, the country office sought out training on "Do No Harm" analysis and conflict-sensitive programming. Over 25 national and international staff participated in the training, with the Country Director participating for much of it. The approach will be applied in the upcoming PRRO.

⇒ *Supporting peacebuilding at the local level*

27.   Supporting peacebuilding at the local level means that WFP carries out its hunger interventions in a manner that actively promotes peace rather than simply not doing harm. In most cases, it involves tailoring hunger-related programmes, in consultation with target communities, in a way that supports reconciliation or a sense of normalcy among those communities.

28.   This approach can be considered in settings in which a widely accepted peace process endorsed by the United Nations is not yet in place, but where opportunities to support reconciliation or a sense of normalcy exist at the local level. Alternatively, even when a peace process endorsed by the United Nations is established, WFP may not feel that it is strategic for the organization to address the hunger needs in the country through an engagement with national-level processes and will retain a community focus.

29.   Any of WFP's activities could be appropriate, so long as they are tailored – or in the current form serve – to promote peace. Examples include:

➢   *Restoring and strengthening community assets:* As a result of conflict, community infrastructure is often damaged or in disrepair. Yet it can be hard for community members to invest in rebuilding these assets if they are struggling to meet their food and nutrition requirements.[11] WFP's food- or cash-for-assets activities – with a focus on reconciliation – might be relevant in this context. These activities might include: repairing roads used for markets and trade; the rehabilitation of degraded lands, water facilities and drainage systems; and partnered efforts for building resilience. Recognizing that these activities are undertaken in a transition setting, they can be designed to consciously foster reconciliation by bringing different groups, formerly at odds, to work together on a project.

Box 2: Peacebuilding efforts in the Kyrgyz Republic

The eruption of ethnic-based conflict in the Kyrgyz Republic in June 2010 brought to the surface simmering ethnic tensions related to inequality of access to services, high unemployment, and food insecurity. When food prices rose during the conflict, it deepened poverty and disaffection and exacerbated socio-economic and gender inequalities. In this situation, WFP decided to undertake its programming with a peacebuilding lens. Based on a careful context analysis, WFP designed a food-for-work (FFW) activity bringing together multi-ethnic residents of the Kara-Suu region to rehabilitate the Uvam Canal, used for irrigating crops.

By restoring the canal, the FFW activity increased small-farm production, generated employment opportunities and addressed food shortages – thereby contributing to the alleviation of the root causes of conflict. The process of working on the canal also made a crucial social impact by diffusing ethnic tension and creating community goodwill.

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[11] H.-J. Brinkman and C.S. Hendrix. 2011. *Food Insecurity and Violent Conflict: Causes, Consequences, and Addressing the Challenges*. Occasional Paper 24, WFP, Rome.

➢ *Implementing school feeding.* In a transitions setting, school feeding can have benefits beyond its normal objectives of reducing short-term hunger, providing nutrition and encouraging participation in education. When viewed through a peacebuilding lens, it offers opportunities to restore a sense of normalcy and stability for children and to bring communities together (see Box 3).[11]

Box 3: School feeding in the Philippines

In 2006, WFP started its school feeding programme in Mindanao in the Philippines, as part of a larger package of activities aimed at supporting peace in the conflict-affected region. In addition to attracting children to school and improving their food security, the programme had several other benefits for peacebuilding at the community level. Children had a growing sense of normalcy from participating in the programme each day. Parents felt that they became closer as a community by working on school committees and helping to organize the programme. The activities also allowed the communities to interact with the Government in constructive ways. Overall, the programme supported peacebuilding by addressing hunger and taking opportunities to promote reconciliation and restore a sense of normalcy.

Source: Brinkman and Hendrix, 2011.

⇒ *Supporting peacebuilding at the national level*

30. This approach involves going beyond not doing harm and supporting peacebuilding at the local level to engaging in broader, national efforts to transition towards peace. It represents a conscious decision to support a state to deliver hunger assistance as part of structured, government-led programmes or in line with an agreed national strategy. It involves not doing harm and supporting local-level peacebuilding when projects are implemented with communities, but the focus is on participating in the national-level strategic processes.

31. This approach is most appropriate in settings in which there is a peace process endorsed by the United Nations and WFP identifies opportunities to address the hunger needs of the country's population through engagement in national-level efforts. Based on the agendas outlined for the New Deal and United Nations peacebuilding frameworks, there are five broad areas in which WFP would most likely be able to support the larger United Nations and national efforts:

➢ *Disarmament, demobilization and reintegration.* In some cases, WFP can consider activities that directly support security-related peacebuilding efforts. For instance, food assistance can be provided as part of a disarmament, demobilization and reintegration (DDR), or a return and reintegration package that includes ex-combatants (see Box 4). WFP has extensive experience supporting United Nations DDR efforts in over 14 countries including Angola, the Central African Republic, the Democratic Republic of the Congo and South Sudan. These activities usually support broader DDR efforts led by the United Nations Development Programme (UNDP) and the Department of Peacekeeping Operations (DPKO).

Box 4: Demobilization, disarmament and reintegration in South Sudan

The signing of Sudan's Comprehensive Peace Agreement (CPA) on 9 January 2005 marked the end of Africa's longest civil war and opened the way for a transition to peace. As part of the implementation of the CPA, ex-combatants not integrated into Sudan Armed Forces, Sudan People's Liberation Army (SPLA) and other armed groups needed to be rapidly disarmed, demobilized and reintegrated into their communities. Women who had played supporting roles within armed forces and groups – either voluntarily or through coercion – also needed to be reintegrated.

The South Sudan Disarmament, Demobilization and Reintegration Commission (SSDDRC), in partnership and coordination with the SPLA and the Integrated United Nations Disarmament, Demobilization and Reintegration Unit, has operated the South Sudan DDR Programme, prioritizing the elderly, people with disabilities and women. It works closely with United Nations agencies such as the UNDP, United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA) and WFP, international and local NGOs, and the United Nations peacekeeping mission.

WFP supported the SSDDRC by providing rations to cover the food needs of 8,400 demobilized ex-combatants, women and their families for a period of three months in Juba, Bentiu, Malakal and Torit, and to support 500 ex-combatants in Greater Bahr-al-Ghazal while they received skills training as part of their reintegration packages. Meeting the immediate basic needs of these groups helped prevent them from resorting to negative ways of providing for their dependants.

➢ *Restoring and strengthening livelihoods:* Lack of economic opportunities, particularly among youth, and competition over scarce natural resources are often cited as underlying factors driving or exacerbating conflict. Livelihood interventions that stimulate local production and market development can help to reduce the motivation for violence. These activities support the New Deal priority "generation of employment and improvement of livelihoods".

32.   If implemented as part of a national peacebuilding strategy, several WFP activities could support this priority area. Food or cash for assets might be used to build roads and other infrastructure that promotes markets and trade and allows communities to interact with each other more easily. Similarly, Purchase for Progress might be a contribution to employment generation and can improve the livelihoods of both men and women smallholder farmers by increasing their active engagement in quality markets.

➢ *Social service delivery as peace dividend:* When the state is perceived as failing to provide social services or as providing them in an inequitable or discriminatory manner in countries emerging from conflict, a fragile peace can be put at risk. The provision of food assistance by WFP on behalf of the Government can help communities regain a sense of normality and social cohesion and facilitate relations between the state and society at a critical juncture. These activities support the peacebuilding framework priority "equitable delivery of services in education, health and social protection".

33.   WFP's most relevant activities in this area support safety nets, including school feeding when implemented as part of a national, government-led strategy. In these settings, and consistent with the updated safety nets policy (WFP/EB.A/2012/5-A), WFP can take the lead in implementing large-scale safety nets focused on food security and nutrition, while helping to develop the Government's capacity to design and run social protection systems, as described below.

➢ *Capacity development for service delivery*: Poor governance in any sector can create conditions for conflict. WFP can support national institutions to develop inclusive, transparent, effective systems for delivering hunger-related services that are responsive to people's needs.

34.   The capacity-development support might take two broad approaches. First, it can work to transfer skills in areas in which WFP has existing expertise. For instance, vulnerability analysis and mapping (VAM) maybe a key requirement of a country trying to identify the areas that need assistance. Alternatively WFP might provide needed assistance in the design, implementation, or monitoring and evaluation of hunger safety nets or other programmes. Second, WFP can facilitate the link to the required expertise. For example, a country interested in establishing a national school feeding programme might be put in touch with the WFP Brazil Centre of Excellence against Hunger to promote South–South learning.

➢   *Supporting the development of peacebuilding strategies:* As the implementation of the New Deal and peacebuilding activities advance, WFP should identify ways to support these wider processes as they relate to hunger. Possible activities include participating in nationally led fragility assessments and supporting the development of transition "compacts" to ensure that they address hunger governance and fully recognize the potential of food assistance to support peacebuilding and reconciliation (see Box 5).

Box 5: New Deal support in Liberia

In Liberia WFP worked to ensure that hunger governance was incorporated into broader national peacebuilding plans, including the strategies of the Peacebuilding Support Office (PBSO) and the Peacebuilding Fund (PBF), and the New Deal architecture. While the international community had focused almost exclusively on security sector reform in Liberia, WFP recognized that to achieve real peace dividends, peacebuilding initiatives needed to consider hunger and nutrition issues and adequately fund them. WFP raised these concerns during a visit of Security Council members to the country and other fora to ensure that both the PBF and the New Deal addressed them. As a result hunger was addressed in both strategies, and WFP even received a small grant with UNICEF to support a youth project as part of the safety net in Liberia.

Working with Peacebuilding Partners in Transition Settings

35.   Peacebuilding activities may require WFP to work with new sets of partners or to engage with existing partners in new ways, from the community to the global levels.

36.   Peacebuilding and reconciliation activities force WFP to be much more aware of the dynamics at the community-level as highlighted by the "Do No Harm" approach and to recognize that local organizations and groups often take on a larger role in supporting communities when government institutions are weak. In transition settings, it is especially critical to ensure strong two way communication with all segments of affected populations, to consult them throughout the project cycle, and to actively solicit and respond to their feedback including complaints. Such engagement will ensure that WFP's efforts support peace in a sustainable manner rather than exacerbate tensions.

37.   Many of WFP's NGO cooperating partners have extensive experience supporting peace and reconciliation in transition settings. However, where traditional partners do not have these skills, WFP will seek out partnerships to ensure that the projects can be implemented effectively and in line with the other policy directions.

38.   WFP's engagement in peacebuilding extends to its inter-agency work with United Nations country teams, including post-conflict needs assessments, the establishment of national peacebuilding priorities and discussions related to United Nations integration. At the global level, WFP will need to work more closely with PBSO, the Department of Political Affairs, DPKO and other partners including international financial institutions and NGOs focused on peacebuilding issues and engaging in international discussions on the New Deal and other peacebuilding frameworks. It will continue its strong participation in the UNDG-ECHA working group on transition, the Committee on World Food Security's Agenda for Action, and the Inter-Agency Standing Committee's Transformative Agenda. It will also want to

explore with donors ways to ensure sustained support for WFP's contribution to these longer-term efforts.

BOUNDARIES OF ENGAGEMENT: DEFINING THE LIMITS OF WFP'S CONTRIBUTION TO PEACE

39.   While these directions offer a guide to WFP's involvement in peacebuilding activities, it is important to define the boundaries for its engagement. In particular, there are four areas of potential ambiguity that need to be clarified:

➢   *Hunger and peacebuilding objectives.* By supporting peace in transition settings, there is a danger that in some cases peacebuilding might become – or be perceived as – the principal focus of WFP's activities in a country. It is important to emphasize that WFP's entry point is to address hunger needs, looking for ways that hunger-focused activities might align with wider peacebuilding efforts and support reconciliation. In this context, WFP will take a support role, rather than a lead role, in developing and implementing the peacebuilding strategy within a country.

➢   *Conflicting principles and accountabilities.* In a humanitarian setting, WFP's primary accountability is to crisis-affected, hungry individuals and communities, and WFP is guided by humanitarian principles. In transition situations, the balance in accountability may shift to include crisis-affected individuals and communities in need of assistance and may involve strengthening national institutions responsible for food security. Sub-national contexts requiring humanitarian approaches may co-exist with more stable settings where development-oriented principles may apply. WFP has to recognize that in complex transition settings both of these sets of accountabilities and principles may pertain and that it will have to manage this tension rather than focus exclusively on one approach or the other.

➢   *Support to fragile governments.* There may be contexts in which WFP's support for a government might be construed as favouring one side in an ongoing conflict or unresolved political situation. In general, WFP should not proactively support peacebuilding efforts at the national level without consultations with the United Nations country team and the Resident Coordinator. In those situations, "not doing harm" or "supporting peacebuilding at the local level" would be more appropriate options.

➢   *WFP and United Nations integration.* WFP supports the principle of United Nations coherence and recognizes that there is a need for a carefully calibrated approach to United Nations integration in certain high-risk environments. Moving rapidly to structural or other very visible forms of integration at the outset in such contexts may result in greater risks to humanitarian space. Confidence in the neutrality and impartiality of humanitarian operations, once compromised, is extremely difficult to regain and can have lasting impact on WFP's ability to access affected populations and ensure their protection. Because the principle of supporting United Nations coherence is important even in contexts where structural integration or other visible forms of integration may not be appropriate, other less visible means of coherence – such as joint analysis and coordination – may be emphasized. The key is for the United Nations system to reach a common decision about the most appropriate approach.

POLICY IMPLEMENTATION AND CORPORATE IMPLICATIONS

40.   This paper suggests that WFP can make a meaningful contribution to peacebuilding – and thereby support the long-term reduction of hunger – if it consciously integrates risk analysis, conflict-sensitive programming, and engagement with peacebuilding partners in its work in transition settings. However, WFP will need to make a concerted effort to support the implementation of this new direction.

41.   *Implementing risk analysis.* WFP will integrate risk analysis into its own work and align its efforts with the wider United Nations methodologies. It will draw on existing expertise and current initiatives within WFP – especially in the VAM Unit, the Emergency Preparedness Division and the Field Security Division – and among United Nations and NGO partners.

42.   *Implementing programmatic approaches.* The primary day-to-day support for the new programming approaches will be provided by Regional Programme Advisors, backed by a small specialist team based in the Humanitarian Crises and Transitions Unit at Headquarters. Guidance and training will also be provided, because the complex nature of violent and conflict-affected situations requires WFP staff to develop specialized capacities. This training will cover strategic issues such as engagement with integrated missions and wider United Nations peacebuilding efforts, and more operational "Do No Harm" and AAP programming and monitoring tools. It will likely be integrated into a larger package of training on humanitarian programming that is under preparation. The training may be tailored to different groups within WFP: Country Directors would focus more on strategic issues, while heads of sub-offices would be equipped with more operational tools.

43.   *Implementing engagement with peacebuilding partners.* WFP at all levels will be involved in engaging with partners to ensure a common and complementary approach to transitioning to peace. Heads of sub-offices will work closely at the field level with communities and NGO partners. At the country level, senior management will participate in the United Nations country team deliberations on strategic approaches to peacebuilding and support a clear division of labour based on respective mandates. WFP's New York and Geneva offices, supported by the Humanitarian Crises and Transitions Unit, will continue to participate in the high-level United Nations-wide discussions on transitioning towards peace.

44.   It is expected that the implementation of this policy will require marginal investments in WFP's existing institutional capacities and structures rather than the establishment of entire new units or processes.

ACRONYMS USED IN THE DOCUMENT

AAP	Accountability to Affected Populations
CPA	Comprehensive Peace Agreement [Sudan]
DDR	disarmament, demobilization and reintegration
DPKO	Department of Peacekeeping Operations
FFW	food for work
NGO	non-governmental organization
OECD-DAC	Organisation for Economic Co-operation and Development
PBF	Peacebuilding Fund
PBSO	Peacebuilding Support Office
PRRO	protracted relief and recovery operation
SPLA	Sudan People's Liberation Army
SSDDRC	South Sudan Disarmament, Demobilization and Reintegration Commission
UNDG-ECHA	United Nations Development Group-Executive Committee on Humanitarian Assistance
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping

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