



Food Assistance
Convention

Food Assistance Committee
Comité de l'assistance alimentaire

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FOOD ASSISTANCE CONVENTION

NARRATIVE REPORT ON FOOD ASSISTANCE BY MEMBERS OF THE

FOOD ASSISTANCE CONVENTION

ANNUAL REPORT

2014

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ACRONYMS

ACF	Action Against Hunger
ADRA	Adventist Development and Relief Agency
ALNAP	Active Learning Network for Accountability and Performance
CaLP	Cash Learning Partnership
CAR	Central African Republic
CBOs	Community-Based Organisations
CCFC	Christian Children's Fund of Canada
CHAF	Canadian Humanitarian Assistance Fund
CHS	Core Humanitarian Standard
CIS	Commonwealth of Independent States
COHAFA	Council Working Party on Humanitarian Aid and Food Aid
CP	Country Programme
CRS	Catholic Relief Services
CTP	Cash transfer programming
CWGs	Cash Working Groups
DFATD	Canadian Department of Foreign Affairs, Trade and Development
DFID	United Kingdom's Department for International Development
DPRK	Democratic People's Republic of Korea
DRC	Democratic Republic of the Congo
EC	European Commission
ECHO	European Commission's Directorate General for Humanitarian Aid and Civil Protection
EMERCOM	Agency for Support and Coordination of Russian Participation in International Humanitarian Operations
EMOP	Emergency Operation
ERC	Enhanced Response Capacity
EU	European Union

FAC	Food Assistance Convention
FAO	Food and Agricultural Organization of the United Nations
FEWSNET	Famine Early Warning System
FFE	Food for Education
FFP	Food for Peace
FFPr	Food for Progress
FPF	Forward Purchase Facility
FY2014	Fiscal Year 2014
GHD	Good Humanitarian Donorship
HAP	Humanitarian Accountability Partnership
HFA	Humanitarian Food Assistance
HFS	Hormel Food Sales
HGSF	Home-Grown School Feeding Approach
IASC	Inter-Agency Standing Committee
ICDO	International Civil Defence Organisation
IDA	International Disaster Assistance
IDPs	Internally Displaced Persons
IFAD	International Fund for Agricultural Development
ICRC	International Committee of the Red Cross
INGOs	International Non-Governmental Organisations
IOM	International Organisation for Migration
IPC	Integrated Food Security Phase Classification
JICA	Japan International Cooperation Agency
LDC	Least Developed Countries
LRP	Local and Regional Procurement
MFFAPP	Micronutrient-Fortified Food Aid Products Pilot
MGD	McGovern-Dole
MI	Micronutrient Initiative
MSF	Médecins sans Frontières

NGO	Non-Governmental Organisation
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OCO	Overseas Contingency Operating funds
PATH	Catalyst for Global Health
PiN	People in Need
PPE	Personal Protective Equipment
PRRO	Protracted Relief and Recovery Operations
PSNP	Productive Safety Net Program
REACH	Renewed Efforts Against Child Hunger and Undernutrition
RUSF	Ready-to Use Supplementary Food
RUTF	Ready-to-Use Therapeutic Food
SDC	Swiss Agency for Development and Cooperation
SHA	Swiss Humanitarian Aid
SIDA	Swedish International Development Cooperation
SO	Special Operations
TdH	Terre des Hommes
TICAD	Fifth Tokyo International Conference on African Development
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNMEER	UN Mission for Ebola Emergency Response
UNRWA	UN Relief and Works Agency for Palestine Refugees in the Near East
US	United States of America
USAID	United States Agency for International Development
USDA	US Department of Agriculture
U5MR	Under 5 Mortality Rate
WFP	World Food Programme
WHO	World Health Organization
WHS	World Humanitarian Summit

EXECUTIVE SUMMARY

2014 saw **membership of the Food Assistance Convention (FAC) increase** by six members, with the accession of Australia, Luxembourg, the Russian Federation, Slovenia, Spain and Sweden, bringing the total membership at the end of 2014 to fourteen.

The FAC includes many of the **world's largest humanitarian donors** – together annual commitments to improving the food security and nutritional status of vulnerable populations amounted in 2014 to over **US\$2.7 billion dollars**. It is important to note that, in all cases commitments were fulfilled and in many cases, these commitments were comfortably exceeded.

In line with the objectives and principles, the FAC members have endeavoured to contribute to global food security through a modern food assistance approach and to ensure that assistance is appropriate and effective. **Innovative solutions** and responses to food and nutrition insecurity are encouraged and members benefit from the regular FAC meetings to share information on policies, trends and best practices in food assistance.

FAC members have responded to humanitarian crises throughout the world. Unsurprisingly the **Syrian regional conflict** has resulted in the largest single response. FAC members continue to seek **improvement in the effectiveness and efficiency** of their response by employing a range of delivery modalities, including vouchers, cash transfers and regional procurement. The protracted nature of the crisis has challenged the international community, which has, with the help of United Nations (UN) and other partners on the ground been able to avert large-scale food insecurity and hardship.

FAC members have also been quick to intervene to assist those affected by the outbreak of the **Ebola** virus. While the interventions of the international community could not prevent the deaths of so many, the actions and readiness of FAC members and others has at least ensured that **those who survived the outbreak have not faced food insecurity**.

The massive response of FAC members to the **crisis in South Sudan** has been instrumental in **averting a large-scale famine**. With those affected by the conflict prevented from planting or accessing their livestock, the situation has been and remains grim. It is, however, encouraging to see that such a major response has taken place in such difficult circumstances, and indeed at the periphery of media attention, and to see that FAC members have been able to work side by side to achieve this.

The diversity of the FAC membership and the ways in which assistance is provided has ensured that assistance has continued to flow to vulnerable people in countries and **situations which receive little or no media attention** and which would otherwise be forgotten. From the plight of the Saharawi refugees, to those affected by the ongoing conflicts in South Sudan and Central African Republic; from the response to drought in Latin America to resilience and livelihood support in the Sahel and the Horn of Africa; from support to vulnerable people across the Commonwealth of Independent States to continuing assistance to Palestinian refugees, FAC members are present with a combination of food assistance, livelihood and nutrition interventions, which ease the lives of those in need, often providing critical and life-saving food assistance. The **flexibility** that comes from **unearmarked assistance to UN partners**, which many FAC members now provide is also recognised. Members have also gone beyond humanitarian assistance, showing how food

assistance can be used to boost development opportunities and provide an effective bridge between humanitarian and more long-term development efforts.

Better and more effective assistance is at the heart of the FAC. Donor budgets have come under immense pressure in recent years and FAC members have looked to new and innovative approaches to food assistance. The framework that **policies on nutrition, resilience and gender** have created are fully in line with a food assistance approach, seeking to address the root causes of vulnerability and food and nutrition insecurity, while at the same time ensuring that those who need immediate help receive it. Many FAC members have adopted such policies and the forum offered by the FAC to exchange views and experiences on such developments has promoted a level of **coherence between these policies** that can only be of benefit to those at the receiving end of humanitarian assistance. Members have been exercised by issues of accountability and transparency on the one hand and on efforts to enhance agricultural productivity and value chain management. Taken together, FAC members, often working together in the same countries, work to provide a comprehensive food assistance response to those in need. Better informal coordination of these responses is one of the reasons the FAC exists and this is increasingly taking place. A fine example of how this coordination takes place in practice is to be found in **Ethiopia's Productive Safety Net Programme**, where FAC members and others are working together, with Ethiopia, to improve food security, providing a predictable safety net to the most vulnerable sections of the population.

A number of important innovations have occurred in the course of the year. With recent crises affecting middle income countries, the scope for **cash-based assistance**, whether in the form of cash or vouchers, has expanded and FAC members have been quick to recognise the potential for delivery of assistance in the way and Cash Working Groups have sprung up to facilitate the management of these programmes. Increasingly donors are working with local partners and universities to **develop adapted and often cheaper nutrition-rich foods**. Many FAC members are also looking at how to tap into existing **social protection systems** so that they can be used to scale up assistance in times of need. Recognising the need to head off disasters before they occur, FAC members are working on **disaster reduction strategies** – when these efforts are successful, we do not hear about them, which is the way it should be. Many of the areas where we work present **access difficulties**; humanitarian workers should not have to face risks to come to the assistance of those in need, but increasingly this is the case and securing access and ensuring legal certainty at least goes part of the way to protect humanitarian workers and those they need to reach. FAC members are also working to safeguard such rights. FAC members are also working with their partners to ensure that assistance gets to those who need it and the use of biometrics helps improve targeting and reduce fraud. This in turn feeds into improved management of results, providing a reassuring level of accountability to donors, the public and beneficiaries.

Members have provided a snapshot of what they regard as best practice. These are too diverse and numerous to mention in a summary. What is important is that the FAC is becoming a repository for such best practices, with the information available publicly.

This year we have tried to draw out some **trends** from the financial reports produced by members. As this is the first time that the report includes such a section, it should be seen as a **baseline**, a baseline that nevertheless comes with some caveats and some gaps. It is

hoped to build on this in future years. It is important to highlight that these trends are heavily influenced by tendencies in the United States of America (USA), by virtue of the USA representing almost 60% of total FAC commitments. In addition, a number of FAC members provide assistance to the UN in the form of an un-earmarked annual contribution. For such contributions, it would go against the principles of good humanitarian donorship to now insist on breaking down the contributions. Some aggregate level data in relation to these contributions has been made available, which do not significantly change the overall picture.

Looking at the way in which funds are allocated shows that the bulk of assistance continues to be delivered as in-kind assistance. **In kind** products, divided between food consumption and livelihood type programmes, represents approximately **76%** of food assistance provided by FAC members, with the remaining **24% delivered in the form of cash or vouchers**. Food products are provided mainly to meet consumption needs (70%), with **livelihood interventions accounting for a lower amount (6%)**. Including nutrition interventions, the amount of funding allocated to each of these categories does not change significantly, with food to meet consumption needs again accounting for the larger portion. **Nutrition interventions account for approximately 5%** of the total. It is noted that twinning operations are very limited.

It is important to note that these **trends are not homogenous** and the reader is invited to consult the financial reports of individual FAC members for further information. For some members the split between in kind and cash-based assistance is in the region of 30:70%; for others assistance is provided almost exclusively on an in-kind basis. It is also worth highlighting that there are significant differences in the costs associated with individual operations. Why this should be the case for operations in similar countries warrants further investigation and can be partly explained by programme design and the elements that are funded by individual FAC members. Some members will **include elements such as capacity building, training and education**, whereas others will provide a more limited response.

Efforts have also been made to look at the source of in-kind products. Again this gives a mixed picture. FAC members are clearly making **efforts to source products locally**, but it is still the case that significant volumes of humanitarian assistance are sourced internationally, with the attendant logistics and environmental costs.

To summarise, the financial reports of FAC members is a rich source of information on the way humanitarian assistance is currently provided. This being said, the information that can be gleaned from the reports requires a detailed understanding of the ways in which members choose to implement their programmes – these choices will reflect the historical, legislative and philosophical backdrop to humanitarian assistance in each member country. It is nevertheless clear that, if we are to improve upon the way we deliver food assistance, **greater efforts will need to be made to streamline associated costs**, to seek out the **most efficient and effective delivery modality for each context** and to increasingly source in-kind assistance close to where it is needed.

1. GENERAL CONTEXT

1.1. About the Food Assistance Convention

Following the depositing of instruments of ratification of the Food Assistance Convention (FAC) by six Parties – namely Canada, Denmark, the European Union, Japan, Switzerland and the United States of America – the Food Assistance Convention entered into force on 1 January 2013.

The FAC is the latest in a long series of such multilateral cooperation instruments in operation since 1967, and was preceded by the Food Aid Convention 1991.

The FAC expands the traditional focus of previous Food Aid Conventions that were focused exclusively on commitments of in-kind food aid for direct consumption. The new Convention includes a broader toolbox of eligible activities and food assistance products, including cash and vouchers and products intended for protecting livelihoods, a great focus on nutrition, as well as a commitment to improved transparency and accountability. The Convention also provides an important set of guiding principles for the Parties to follow in implementing their food assistance programs. Finally, Parties to the Convention now make their commitments in monetary value as opposed to metric wheat tonne equivalent.

The objectives of the FAC are to save lives, reduce hunger, improve food security and improve the nutritional status of the most vulnerable populations by:

- Addressing the food and nutritional needs of the most vulnerable populations through commitments made by the Parties to provide food assistance that improves access to, and consumption of, adequate, safe and nutritious food;
- Ensuring that food assistance provided to the most vulnerable populations is appropriate, timely, effective, efficient, and based on needs and shared principles; and
- Facilitating information-sharing, cooperation, and coordination, and providing a forum for discussion in order to improve the effective, efficient, and coherent use of the Parties' resources to respond to needs.

To achieve these objectives, FAC Parties have committed to provide a defined minimum level of food assistance on an annual basis. Additionally, Parties have embraced the notion of transparency in all food assistance operations. To support this commitment, FAC Parties will report food assistance activities publicly, by country on an annual basis. This report is the narrative component of Parties' annual reporting. It includes information on how each Party's food assistance policies, programs and operations have contributed to the objectives and principles of the Convention for the reporting year.

The FAC is also a forum for Parties to share information and best practices in food assistance delivery. Meeting twice annually, the FAC provides an open forum for Parties to discuss the most efficient and effective means of delivery of food assistance. Recognizing the changing landscape of emergencies and other assistance needs, Parties have prioritized

the consideration of new modalities for food assistance aimed at reducing associated costs, while ensuring that the most in need are reached.

The proliferation of serious and large-scale crises occurring simultaneously confirms the relevance of the FAC. Combined with ever widening gap between needs and available humanitarian funding, the incentive to develop innovative solutions is more pressing than ever. International financial commitments certainly have their part to play – they are a visible and tangible demonstration of a minimum response by the donor community and one against which members are held publicly accountable. This predictable and certain response is an important signal to our partners (UN, NGOs and others) and to those affected by crises that the international community stands with them in times of need.

Humanitarian assistance should be seen as a multi-faceted response to the human misery and suffering that results from conflicts and disaster and as a first step to reinvigorating local business and agriculture and to helping people rebuild their lives and livelihoods. The forum provided by the FAC encourages members to develop and implement innovative solutions to better respond to the real needs of affected people and to share these experiences. As humanitarian actors, we need to consistently ensure that we provide the most appropriate and effective solution to the needs of people affected by a disaster and the FAC has a key role to play in promoting best practices and in shaping policies.

1.2. Reporting on Food Assistance Operations

Following each calendar year, Parties provide a report on food assistance operations, detailing how respective commitments were fulfilled. The **commitments** of the Parties who have ratified, accepted or approved the Food Assistance Convention in 2014 are set out below, **totalling over US\$2.7 billion dollars**:

Donor	Commitments in 2014	Equivalent in US \$
Australia	A\$80m	US\$72.02m
Austria	EUR1.495m	US\$1.98m
Canada	C\$250m.	US\$226.44m
Denmark	DKK185m.	US\$27.75m
European Union	EUR300m.	US\$398m
Finland	EUR6m	US\$7.95m
Japan	JPY10bn.	US\$94m
Luxembourg	EUR4m	US\$5.3m
Russia	US\$15m	US\$15m
Slovenia	EUR30,000	US\$39,780
Sweden	SEK200m	US\$24m
Switzerland	CHF34m.	US\$37.5m
United States of America	US\$1.6bn.	US\$1.6bn

In 2014, all members not only fulfilled their commitments but some members also exceeded their commitments substantially. All members either kept or increased their commitments for

2014. Additionally, Spain became a member of the FAC. Other countries are currently considering the Convention.

In line with the Convention, members focused on addressing the food and nutritional needs of the most vulnerable populations to provide food assistance that improves access to, and consumption of, adequate, safe and nutritious food. Great care was taken to ensure that food assistance provided was appropriate, timely, effective, and based on needs in line with the principles of the FAC.

Members also placed considerable efforts on the facilitation of information sharing, co-operation and co-ordination, while also providing a forum for discussion in order to improve the effective, efficient and coherent use of the resources to respond to needs.

As per the Convention, the food assistance was delivered through: i) the provision and distribution of eligible products; ii) the provision of cash and vouchers; and iii) nutritional interventions. All funding was made in fully grant form. Nutritional interventions focused on enhancing food consumption, in particular therapeutic and supplementary feeding, enrichment and fortification, as well as the provision of micronutrients. Food assistance was delivered avoiding harmful interference with normal patterns of production in recipient countries and international commercial trade.

Food assistance operations were provided bilaterally, through intergovernmental or other international organisations, including the World Food Programme (WFP) as well as other food assistance partners.

1.3. Committee Meetings

In 2014, members convened for two meetings to review the current and prospective food situation in developing countries against the background of recent developments in world markets for grains, rice and oilseeds. Members also provided detailed information on responses to food emergencies, together with planned operations and policy developments.

During the first meeting in May 2014, members discussed a range of items, in particular minimum annual commitments under the new Convention, as well as developments in creating a new reporting system, recruitment of new members and cash-based modalities. A seminar on "Cash Transfer Programming in Food Assistance" was also held at that occasion.

The second formal meeting in 2014 took place in November and was preceded by a seminar on the topic "How is the FAC building resilience?"

More information can be found at www.foodassistanceconvention.org

2. DESCRIPTION OF OVERALL ASSISTANCE

For a second year, **Canada** exceeded its C\$250 million minimal annual commitment under the Convention and provided food assistance through seventeen different United Nations agencies and non-governmental organizations (NGO)¹. Canada's estimated contribution of funding in food assistance amounted to C\$374.8 million². The World Food Programme (WFP) continues to receive the bulk of Canada's food assistance funding, which amounted to 71% of Canada's total food assistance allocations in 2014, and Canada was WFP's third largest bilateral donor. The Micronutrient Initiative and the Canadian Foodgrains Bank received 10% and 8% of Canada's contribution, respectively and the balance was provided to UNICEF, FAO and other Canadian and international NGOs. Eligible products for food consumption remain an important portion of activities undertaken by Canada's food assistance implementing partners, accounting for 59% of eligible activities under the FAC. Cash-based programming comes second with 25% of the eligible activities (17% for vouchers and 8% for cash respectively), as well as nutritional interventions with 13% and eligible products for livelihood with 3%.

Between 2010 and 2014 **Denmark** provided almost DKK 9.2 billion in humanitarian assistance. During this period annual humanitarian funding increased by 47%, from DKK 1.5 billion in 2010 to DKK 2.2 billion in 2014. [The Strategy for Danish Humanitarian Action](#) 2010–2015 sets out the overall objectives, key directions and priorities underpinning this assistance, and the instruments used to implement the Strategy. Denmark is a leading humanitarian donor and actively supports the principles of good humanitarian donor-ship. "Danish food assistance" is thus donated as an un-earmarked annual amount to WFP of DKK 200 million and DKK 10 million is earmarked to innovative activities.

The **EU's** commitment under the Food Assistance Convention for 2013 was EUR 200 million; for 2014 it was increased to EUR 300 million. This report covers the EU's commitment, which in 2014 was exceeded comfortably. In fact, total ECHO food assistance and nutrition allocations of the European Commission's Directorate General for Humanitarian Aid and Civil Protection (ECHO) in 2014 were just under EUR 457 million, of which EUR 127 million have been allocated to nutrition-related interventions.

As the WFP accounts for the greater part of the food assistance allocations of ECHO, the majority of projects reported on are WFP-implemented projects, with the remainder coming

¹ The seventeen different partners are: Action Contre la Faim, the Adventist Development and Relief Agency (ADRA) Canada, the Canadian Foodgrains Bank, CARE Canada, Development and Peace, Christian Children's Fund of Canada (CCFC), the Food and Agriculture Organization (FAO), Helen Keller International, HOPE International Development Agency, Médecins du Monde, the Micronutrient Initiative, Oxfam Canada, Oxfam-Québec, Samaritan's Purse, Save the Children Canada, UNICEF, the World Food Programme.

² This includes reporting from the majority of our partners who implement programming eligible to be counted against our FAC annual commitment. This number will be confirmed in 2016 as partners will report then on the portion of funding from agreements signed in 2014 that was spent in 2015.

from a selection of some of the larger programmes funded by ECHO. It is important to note that EU reporting covers only programmes contracted during 2014. As many of these programmes may still have been ongoing at the end of the reporting period, planned allocations are mentioned and this will be refined on a rolling basis as projects are finalised and full disbursement data becomes available. Experience demonstrates that this will correspond quite closely to actual allocations and, in any event, the EU's contractual commitments will always be fully honoured.

The methodology used by the EU matches that of the FAC but the following points are nevertheless highlighted. Associated costs were assigned to individual products on a pro-rata basis and include only those elements foreseen under Rule 2 of the Rules of Procedure – the EU's contribution to the non-identifiable administrative costs of partners (generally 7% of the costs directly related to the programme) are excluded. Where purchase of commodities has not yet taken place, but where plans for purchase are clear, the information is included. Similarly, information on location of purchase is included where purchase has taken place and is known or where plans are sufficiently advanced to include this information with a sufficient degree of certainty.

Over the last four years total EU food assistance and nutrition allocations were as follows:

- Allocations in 2014 were just under EUR 457 million, as compared to EUR 535 million in 2013, EUR 515 million in 2012 and EUR 509 million in 2011. Of this amount, EUR 127 million have been allocated to nutrition-related interventions (in 2013 EUR 164 million; in 2012: EUR 145 million; in 2011: EUR 143 million)
- In 2014, the EU was able to reach 15.8 million beneficiaries in 53 countries, of whom 7 million were covered by nutrition interventions.
- 70% percent of ECHO's Humanitarian Food Assistance (HFA) in 2014 was implemented via three main partners: WFP remains by far the largest HFA partner, with a total allocation of EUR 158.2 million (46%). International Committee of the Red Cross (ICRC) follows with EUR 46.4 million (10%) and Oxfam International takes third place with EUR 22.3 million (7%).
- In the case of nutrition, the United Nations Children's Fund (UNICEF) was ECHO's largest partner in 2014, receiving 32% of the nutrition-related allocations or EUR 40.8 million (excluding food assistance and food related actions). Action Against Hunger (ACF) was the second largest partner, receiving EUR 14.7 million (12%) and the Red Cross Societies are in third place with EUR 9.3 million (7%).
- EU support in 2014 was concentrated in the Sahel region (including Burkina Faso, Cameroon, Chad, Mauritania, Mali, Niger, Nigeria, Senegal) with EUR 129.4 million, equivalent to 28% of ECHO's total food assistance and nutrition allocation, followed by Syria and neighbouring countries affected by the Syria crisis with EUR 73.5 million (16%) and South Sudan with EUR 39 million (9%).
- The EU recorded a slight decrease in the use of cash and vouchers: 27% of the HFA allocation, down from 34% in 2013. The figures for 2012 and 2011 were 28% and 23% respectively.

Finland delivers its food assistance mainly via WFP. There are some food assistance components included in the multi-sectoral operations of Finnish NGO's such as Fida International and Finn Church Aid. Finland provided last year funds to FAO for mainly food security related operations to the Philippines (EUR 1 million) and to Western African countries (EUR 1 million). Finland supports un-earmarked and untied humanitarian assistance. This means that Finland provides the funds at the level of country or region, which is the case with the UN organisations as well as NGO's.

Japan contributed the amount of over 184 billion yen for food assistance in 2014, which substantially exceeded the amount of its minimum annual commitment, 10 billion yen. This included bilateral food assistance projects, food assistance projects through international organizations such as WFP and the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), Grant Aid project in cooperation with WFP, contributions to WFP and Emergency Grant Aid.

Russia provides food assistance to countries in different parts of the world. The main volumes of the food assistance of Russia are accounted for the Commonwealth of Independent States (CIS) and the least developed countries (LDC). In 2014, Russia in collaboration with the WFP implemented different projects related to food assistance for the sum of more than US\$72.66 million. In addition to that Russia contributed to the WFP more than US\$14 million for other issues e.g. procurements of Kamaz trucks, fueling vehicles and mobile car workshops with sets of spare parts as in-kind contribution to the UN WFP Foundation and their integration to the regional lorry fleets of the WFP in the amount of US\$13.48 million. That contribution is aimed at the increase in the effectiveness of the WFP's facilities to realize its functions and projects. Russia also contributed US\$2.5 million to the International Civil Defence Organisation (ICDO), US\$3 million to the International Fund for Agricultural Development (IFAD) and more than US\$7 million to the Food and Agricultural Organization of the United Nations (FAO).

A number of projects were implemented on the bilateral basis. The total value of the bilateral projects is more US\$30.3 million. Total food assistance and nutrition allocations provided by Russia in 2014 were US\$97.51 million. Moreover, this sum does not include associated costs of many projects. The list of recipients contains more than 25 countries. It means that the total contribution of Russia to food assistance in 2014 exceeded minimum annual commitments (US\$15 million for 2014) more than 6.5 times. That clearly shows the importance of food assistance for Russian external policy.

In 2014, the Russian Federation provided assistance to respond to emergencies and crises disrupting food production and destroying the foundations of people's livelihoods. The emergency food assistance was provided through a variety of both bilateral and multilateral foreign assistance instruments. Russia provided a mix of in-kind food and livelihood aid, cash transfers and vouchers, food interventions in response to the emergencies. To meet the demands Russia made local, regional and international procurements.

Spain's commitment under the Food Assistance Convention for 2015 is EUR 500 000. In 2014 the amount however disbursed at the end of the year reached EUR 7 million.

WFP accounts for an important part of Spain's food assistance allocations. The vast majority of projects reported on are WFP-implemented projects, with the remainder coming from a selection of some of the larger programmes funded by Spain.

Over the last year total Spanish food assistance and nutrition allocations were as follows:

- Allocations in 2014 were just under EUR 7 million.
- In 2014, Spain was able to reach 2.7 million beneficiaries in 8 priority contexts, of whom 1 million was covered by nutrition interventions.
- 84% percent of humanitarian food assistance (HFA) in 2014 was implemented via four main partners: WFP remains by far the largest HFA partner, with a total allocation of EUR 4.1 million (56%). Algerian Red Crescent follows with EUR 1.2 million (16%), International Federation of the Red Cross take third place with EUR and Action Against Hunger take third and fourth place with EUR 0.5 million each (7%).
- Spain's support in 2014 was concentrated in the Sahel region (including the Sahrawi Refugee camps in Southern Algeria, Niger, Nigeria) with EUR 4.1 million, equivalent to 56% of the Spanish total food assistance and nutrition allocation, followed by Syria and neighbouring countries affected by the Syria crisis with EUR 1.4 million (19%) and Palestine with EUR 0.5 million (7%).
- Spain recorded an increase in the use of cash and vouchers.

Switzerland works in close partnership with international organisations on food assistance. Among all UN Agencies, the World Food Programme (WFP) receives the largest amount of Swiss Humanitarian Aid. In 2014, Switzerland contributed a total of USD 85.9 million to WFP. Switzerland provides WFP with expertise, cash and in kind contributions. Cash transfer programming (CTP) is increasingly used as a form of humanitarian response. Switzerland strengthens the capacity of selected partners by providing qualified cash secondments. In 2014, Switzerland continued its partnership with WFP, strengthened the partnership with the United Nations High Commissioner for Refugees (UNHCR) and explored new partnerships with organizations such as the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), UNICEF, the Cash Learning Partnership (CaLP), ICRC, World Bank, and Swiss NGOs. While Switzerland refrained from modality earmarking, it strongly advocated with its partners at headquarter and country level for Swiss funds to be used for CTP. CTP is challenging the established humanitarian response system because it allows beneficiaries to meet multiple objectives in one intervention, which makes it difficult to fit cash-based response into existing sector/cluster coordination mechanisms. In 2014, Switzerland therefore strongly advocated for a dialogue on multi-purpose cash interventions.

In kind contributions are provided by Switzerland in the form of dried skimmed Swiss milk. Swiss milk products are distributed to enrich food especially within school feeding

programmes and health facilities to improve the nutritional status of children and vulnerable people. For the period 2013-2016 Swiss Parliament has approved a credit of CHF 20 million per year for the purchase of in kind milk powder targeted to those most in need. The donations of Swiss milk products are distributed through Swiss NGOs and WFP, for instance in the Democratic People's Republic of Korea (DPRK) and Sudan. A review of the Swiss in kind programme is currently underway.

Switzerland contributes to WFP operations according to the following criteria: needs (affected population/urgency and financial gaps), potential synergies with Swiss programmes and presence of a Swiss Cooperation Office. Switzerland's practice is one of a light earmarking. Switzerland is thereby earmarking WFP operations (Emergency Operation (EMOP), Protracted Relief and Recovery Operations (PRRO), Country Programme (CP), Special Operations (SO) and refrains from earmarking WFP activities down to a project level. In 2014, nearly 10% of Swiss contributions have been given un-earmarked to WFP. These un-earmarked contributions allow WFP to respond swiftly to emerging or rapidly increasing humanitarian needs. Moreover, Switzerland also contributes to different nutrition and food-security programmes of NGO partners, for instance Action Against Hunger (ACF), Terre des Hommes (TdH) and Médecins sans Frontiers (MSF). Moreover, support has been provided to government-lead initiatives, for instance the "Dispositif National de Prévention et Gestion des Crises Alimentaires" in Niger.

The US' total Emergency and Development Food Assistance for the year 2014 amounted US\$ 2.592 billion. Fiscal Year 2014 (FY2014) was a year marked with large-scale food security crises. With five Level-3 corporate emergencies over the course of the year, resources were stretched to adequately respond to conflicts in Syria, South Sudan and Central African Republic, a typhoon in the Philippines, and the Ebola outbreak in West Africa. As a result of these and other crises, the total number of people displaced rose to more than 51 million in 2014, higher than any time period since World War II. The United States Agency for International Development (USAID) provided over US\$1.866 billion in emergency food assistance resources to respond to crises around the world.

The varying nature of these emergencies demanded a flexibility in response mechanisms to best respond to each of these unique crisis. The Syria regional response was USAID's largest food assistance response in FY2014 and both regional procurement and electronic vouchers were utilized in that response (see below for more specific details on the Syria regional response). In comparison, early warning systems in South Sudan, including the United States Agency for International Development's (USAID) Famine Early Warning System (FEWSNET) warned of food scarcity in South Sudan that required the use of in-kind commodities to meet people's basic food needs. Accurate and up to date monitoring of the crisis conditions and ongoing mitigation efforts in each of these contexts was critical to determining how USAID's Office of Food for Peace (FFP), the US's emergency food assistance office, would most appropriately respond with critical, lifesaving food assistance.

On the development side, US programs continued to have positive impacts on chronic hunger and poverty. USAID FFP development programs wrapped up in several countries – Chad, Burundi, Malawi, and Madagascar – with some positive results – and new programs began in some of those same countries - Burundi, Malawi, and Madagascar. In total, Food for Peace (FFP) implemented development programs in 18 countries for a total of US\$335 million combined of Title II and Community Development Fund resources. The table below breaks down how much was spent on food assistance per modality. The US Department of Agriculture (USDA) provided a total of 274,760 MT of commodities, and awarded US\$ 292.2

million in food aid grants through the Food for Progress (FFPr) and Food for Education (FFE) programs. Funding from USDA was designated for 11 organizations and two national governments to implement agricultural development, trade capacity building, and school feeding programs. More than 4.1 million people in 19 countries benefitted from USDA food aid programs.

USAID's Food for Peace Emergency and Development Programming in 2014 by Modality are shown in the table below:

Modality	FY2014	
Local/Regional Procurement	US\$ 462.6 mil	20%
Cash Transfers	US\$ 100.9 mil	4%
Vouchers	US\$ 344.5 mil	15%
In-Kind	US\$ 1.344 bil	59%
Other*	US\$ 26.2 mil	1%
TOTAL	US\$ 2.3 billion	

**Other includes: UNHAS/airlifts, resilience building programming, twinning, etc.*

3. KEY RESPONSES IN 2014

When analysing the key responses in 2014, it was noted that several FAC members supported projects in **Syria, South Sudan and Ukraine**, which will be detailed later in this section. However, a wide range of projects across a variety of contexts were supported by the FAC members.

3.1. FAC members' responses in various contexts

In 2014, **Canada** provided humanitarian assistance funding, including for food assistance, to help meet the needs of those affected by 20 natural disasters and complex emergencies in 59 countries (including conflict, food insecurity, and non-recurrent health epidemics). Similarly to last year, countries experiencing conflict, protracted crisis, suffering from chronic food insecurity, or hosting refugees such as Ethiopia, Syria, Jordan, Lebanon, Pakistan, Democratic Republic of Congo are among the top recipient countries of our food assistance funding. Overall, with Canada's support, the seventeen implementing partners conducted eligible activities and provided eligible products under the FAC that benefitted populations in 77 countries.

In addition to strong support to the Syrian crisis, Canada prioritised the situation in Iraq: since the beginning of 2014, it has committed a total of C\$107.4 million³ in humanitarian assistance funding for Iraqis affected by the violence, of which C\$27.4 million was allocated in 2014. To date, part of that assistance has helped to provide food to 1.7 million people.

³ As of May 2015.

In 2014 the key challenge for **Denmark** was the erupting new large scale humanitarian crisis (South Sudan, CAR, Ebola, Iraq) on top of the existing ones (incl. Syria, Yemen, DRC etc.) which place incredible demands on the humanitarian system and our humanitarian partners. Key responses were meeting the food needs of 80 million people while targeting the most vulnerable including children. Denmark supported WFP's activities.

Finland's main focus in 2014 for food assistance was Central African Republic (EUR 4 million) and the neighbouring countries, Sudan (EUR 3.8 million) and Yemen (EUR 2.5 million). Assistance was delivered via WFP.

Japan delivered their food assistance through a combination of bilateral food assistance projects, donations to international organisations and emergency grant aid. In the case of bilateral food assistance, Japan concluded the Exchanges of Notes (E/Ns) with 7 countries in Sub-Saharan Africa (namely, Benin, the Democratic Republic of Congo, Cote d'Ivoire, Niger, Mauritania, Mozambique and Sierra Leone, and Haiti to implement 9 food assistance projects (4.44 billion yen). Japan also worked with international organisations such as WFP and UNRWA, concluding E/Ns with WFP in response to food needs in Asia (Cambodia, Laos and Sri Lanka), Middle East (Palestinian Authority and Yemen) and Sub-Saharan Africa (Central Africa, Chad, Guinea, Guinea-Bissau, the Republic of Congo, Lesotho and South Sudan) to implement 8 food assistance projects (3.46 billion yen). Also, Japan concluded an E/N with UNRWA to provide foods to Palestinian Refugees (630 million yen). In addition to these E/Ns, Japan provided Grant Aid project in cooperation with WFP to Myanmar as Emergency Food Assistance to displaced people in Rakhine, Kachin and Northern Shan State (1 billion yen). In total, Japan contributed approximately 72.4 billion yen to WFP for the humanitarian relief efforts for conflicts and natural disasters in Sub-Saharan Africa, Middle East, North Africa and Afghanistan. Japan also provided Emergency Grant Aid in response to food and nutrition needs of refugees in South Sudan, Syria and Iraq, and Ebola Virus Disease in West Africa (USD 16.2 million).

The **Russian** emergency food assistance programs play a critical role in responding to global food insecurity in the Commonwealth of Independent States (CIS) and the Least Developed Countries (LDC), addressing the food and nutritional needs of the most vulnerable populations, stabilizing fragile situations, tackling chronic malnutrition and supporting livelihoods. Russia provided US\$20 million of regular assistance to the WFP Foundation. In 2014 this assistance for purchasing eligible products - food consumption was distributed among the following countries, with the donation being used for the purchase of wheat flour, peas, sunflower oil supplied to these countries: Tajikistan (US\$5 million); Kyrgyzstan (US\$4 million); DPRK (US\$3 million); Palestine (US\$2 million); Syria (US\$3 million); Somali (US\$1 million); Kenya (US\$2 million).

In 2014 Russian supplementary financing to the WFP was distributed for the projects in the amount of more than US\$52.65 million. This assistance includes implementing nutritional interventions, providing cash and vouchers, purchasing eligible products (wheat flour, oil, peas, canned fish, sunflower oil, buckwheat) and improvement of livelihoods. The list of

beneficiaries contained the following countries: Afghanistan (US\$2.37 million), Armenia (US\$6 million), Cuba (US\$1 million), Ghana (US\$2.8 million), Guinea (US\$1.5 million), Jordan (US\$3 million), Kyrgyzstan (US\$5.7 million), Lesotho (US\$1 million), Liberia (US\$1 million), Malawi (US\$1 million), Morocco (US\$1.5 million), Philippines (US\$1 million), Sierra-Leone (US\$1.5 million), South Sudan (US\$4.63 million), Sudan (US\$2 million), Syria (US\$2 million), Tajikistan (US\$3.7 million), Tanzania (US\$3 million), Tunisia (US\$1.5 million), Uganda (US\$1.45 million), Ukraine (US\$5 million). In addition, US\$2.5 million was donated to the International Civil Defence Organisation (ICDO) for purchasing sunflower oil and wheat flour for refugees from the Central African Republic (CAR) located in Cameroon in response to the Cameroonian government demand. On the bilateral basis in 2014 Russia provided assistance to Bosnia and Herzegovina (US\$0.2 million), DPRK (US\$13.06 million), Nicaragua (US\$16.78 million) and Syria (US\$0.26 million).

In 2014, **Spain's** food assistance was distributed as shown in the below table:

Partner	Context	Amount in EUR	SECTOR
WFP	Lebanon	400.000	720400 – Emergency food aid
DREF	Libya	15.000	5201000 – Food aid
IFRC	Madagascar	500.000	720400 – Emergency food aid
WFP	Mali	500.000	5201000 – Food aid/programs of food security
FAO	Mali	200.000	5201000 – Food aid/programs of food security
WFP	Niger	500.000	5201000 – Food aid/programs of food security
UNICEF	Niger	400.000	5201000 – Food aid/programs of food security
WFP	Palestine	200.000	720400 – Emergency food aid
FAO	Palestine	200.000	720400 – Emergency food aid
ACH	Phillipines	250.000	5201000 – Food aid
WFP	Saharwi Refugee Camps	1.500.000	720400 – Emergency food aid
Algerian Red Crescent	Saharwi Refugee Camps	1.000.000	720400 – Emergency food aid
Algerian Red Crescent	Saharwi Refugee Camps	200.000	7201002 – Medicine and health

Partner	Context	Amount in EUR	SECTOR
WFP	Syria	1.000.000	720400 – Emergency food aid
ACH	Syria	250.000	720400 – Emergency food aid
TOTAL		7.115.000,00	

Spain has kept its commitment on the humanitarian response to the Sahrawi Refugee Population crisis which appears since many years in the list of “forgotten” crisis that the European Commission Humanitarian Action and Civil Protection Office (ECHO) elaborates annually. This crisis has been rated with the highest score (11 out of 11) of the Forgotten Crisis Assessment (FCA) being noteworthy that it is the only crisis that has obtained such score in 2014 and 2015. The Spanish contribution is focused on providing food and nutrition assistance and basic goods baskets including fresh goods for the Saharawi population through the Algerian Red Crescent and the WFP.

In addition, Spain and the WFP inaugurated on July 7th 2014 a new logistics hub of the United Nations in Las Palmas. This is a key point for shipping humanitarian aid in Africa. The logistics hub of the WFP at the Port of La Luz in Las Palmas, is part of the United Nations Humanitarian Response Depot network (UNHRD), a network for global aid that can respond to any humanitarian crisis around the world in less than 48 hours. The network, managed by the WFP, comprises another five hubs in Dubai, Italy, Ghana, Malaysia and Panama. With Las Palmas, the network will be able to assist populations affected by humanitarian crises anywhere in the world in a maximum of 48 hours. With this, the WFP is able to operate from Spain on food aid with transport and conditioning of food products, and on emergency aid with non-food items: emergency logistics, medical, hygiene and shelter supplies in case of sudden emergencies.

The logistics hub, funded by Spain, seeks to provide immediate response to any humanitarian emergency, particularly those happening in Africa like the 2014 Ebola crisis. The hub has two warehouses with 1,300 square meters of indoor surface and 5.200 square metres outdoors, a space prepared to store medicines and an office from which to coordinate aid operations. The selection of Las Palmas de Gran Canaria by the WFP for the second European location of its logistics hub reflects a strategic choice to have a regional logistics hub with maximized capacity, efficiency and connectivity with the main African ports, with the firm target of responding more quickly to the humanitarian needs in that continent.

In 2014, **Switzerland** responded to four UN system wide level-3 emergencies in CAR, South Sudan, Syria and Iraq. Switzerland is however also strongly advocating for so-called “silent or forgotten” crisis. In 2014 Switzerland therefore continued to respond to crises in DPRK, Democratic Republic of the Congo (DRC), Sudan, Mali, and many more. Switzerland also responded strongly to the Ebola crisis- the Swiss Agency for Development and Cooperation’s (SDC) response focused on treatment and prevention operations to help contain the epidemic, to strengthen the local health system and to mitigate the adverse secondary effects of the crisis, including food shortages. Switzerland supported WFP in its programme

to improve food security. Additionally, SDC contributed to enhancing logistical networks: Firstly, it contributed to WFP's logistic operations for the distribution of medical supplies and secondly, it supported the United Nations Humanitarian Air Service. Secondly, Switzerland contributed to the UN Mission for Ebola Emergency Response. Further important contributions were given to Médecins Sans Frontières as well as to the ICRC. Moreover, Switzerland was supportive of prevention campaigns in countries that were potentially at risk.

Switzerland also donated to programmes in Somalia, supporting activities are focused on the areas of food security, governance, health, migration and protection of civilians. The Swiss Agency for Development and Cooperation does not implement projects directly, but works together with its international partners. In 2014, Switzerland has for example supported WFP's response in Somalia to enhance resilience of vulnerable communities, rebuild food and nutrition security and protect livelihoods during shocks. Furthermore, Switzerland has supported FAO's project, which is done in coordination with WFP and UNICEF, to support communities in priority districts to enhance income and livelihood options through improved productive sectors and capacity building in agricultural production. Switzerland also supported the Somalian government by seconding water experts, thereby contributing to food security.

The **US** has provided assistance to the emergency response stemming from the outbreak of the Ebola Virus Disease, an epidemic that started in 2014 led to a multi-faceted humanitarian emergency in the West African countries of Guinea, Liberia, and Sierra Leone. USAID partnered with WFP to provide immediate food assistance through pre-positioned commodities. USAID also leveraged existing resources in the region with its development partners ACDI/VOCA and OIC International to respond to rising emergency needs and assist the governments of Liberia and Sierra Leone in spreading Ebola-prevention messages. These initial actions set the stage for a larger USAID response to increased food insecurity across the region in FY 2015, as disrupted trade, closed borders, and government and self-imposed quarantines continued to limit household access to food.

3.2. Highlight of major common areas of response: Syria, Ukraine, South Sudan

SYRIA

In 2014, **Canada's** largest humanitarian response was to the Syria crisis. Since January 2012, Canada has committed C\$503.5 million⁴ in international humanitarian assistance funding in response to the Syria crisis. This is in addition to C\$230.7 million⁵ committed so far by Canada to support development projects that aim to strengthen government services and infrastructure stressed by the influx of Syrian refugees in the region, specifically in health, education and the delivery of basic services. In 2014, the humanitarian assistance funding

⁴ As of May 2015.

⁵ As of May 2015.

allocated in response to the Syria crisis amounted to C\$150 million. Food assistance funding and activities supported by Canada in Syria have mainly been implemented through WFP and NGO partners which reported more than C\$25 million in cash-based programming and over C\$31 million in eligible products for food consumption. Through its partnership with WFP, Russia donated C\$3 million in regular food assistance, which was later supplemented with another C\$2 million. Russia also gave C\$260,000 to Syria on a bilateral basis.

In 2014, **the EU** provided food assistance (EUR 73.5 million) to people affected by the conflict in Syria: displaced and residents within Syria, Syrian refugees in Lebanon, Jordan, Turkey, Iraq and Egypt and Palestinian and Iraqi refugees. In partnership with World Food Programme (WFP) and the International Committee of the Red Cross (ICRC), ECHO is currently, together with other donors, providing food assistance inside Syria reaching about 4 million people per month.

- Assistance within Syria has focused on addressing the immediate needs of the population, through the most efficient means (in-kind distributions, including fuel for cooking, but also vouchers and cash where feasible), from Damascus but also through cross-border operations, to facilitate the access to remote areas.
- In the countries welcoming Syrian refugees, ECHO has promoted a market-based response, considering the dynamism of local markets, offering the highest flexibility to refugees in answering to their various needs. Food and rent in Lebanon and Jordan represent the main expenditures for the refugees. The refugees are widespread in both countries and there are a wide variety of food, livelihoods and shelter solutions, which make it impossible to propose standard assistance packages. In Syria, prices of basic commodities continue to rise and the availability of food stocks in many parts of Syria is at risk.
- It became clear in 2013, that, as the crisis was becoming protracted, more effective and targeted assistance to refugees would have to be delivered. Therefore in 2014, ECHO supported the Cash Working Group in Lebanon, including UNHCR, WFP and major international NGOs, in defining the operational set-up for a multipurpose cash assistance to Syrian refugees, which allowed them to better meet their needs. The aim was to bring together all the assistance packages, which could be provided through a cash-based approach, into a single cash transfer, targeting the most vulnerable refugee households in 2014.

In 2014, **Spain** provided food assistance (EUR 1.25 million) to people affected by the conflict in Syria: displaced and residents within Syria and neighbouring countries. In partnership with WFP and Action against Hunger, Spain is currently, together with other donors, providing food assistance inside Syria reaching thousands of people per month. Assistance within Syria has focused on addressing the immediate needs of the population, through the most efficient means (in-kind distributions, including fuel for cooking, but also vouchers and cash where feasible), from Damascus but also through cross-border operations, to facilitate the access to remote areas. In the countries welcoming Syrian refugees, Spain has followed ECHO support to a market-based response, considering the dynamism of local markets, offering the highest flexibility to refugees in answering to their various needs. Food and rent in Lebanon and Jordan represent the main expenditures for the refugees.

Since the beginning of the conflict, **Switzerland** has pledged 178 million Swiss francs for the Syrian crisis; most of these funds were allocated to the provision of basic food and cash assistance to those in need; shelter support, medical assistance and protection for most vulnerable. In 2014 Switzerland implemented direct projects in Lebanon and Jordan for refugees and host communities and contributed financially to NGOs and various UN-agencies. UNHCR has received the largest Swiss contributions, followed by ICRC and WFP. The international community's humanitarian reach within Syria is limited due to insecurity and active fighting. Switzerland focuses its efforts on the protection and assistance of the affected populations inside Syria as well as in the neighboring host countries. Switzerland is following four action lines: financial and in-kind contributions to humanitarian actors (ICRC), UN agencies, international nongovernmental organizations and local charities), direct bilateral actions (with International Non-Governmental Organizations (INGOs), NGOs, Community-Based Organizations (CBOs) and government institutes), and deployment of technical experts from the Swiss humanitarian aid unit (SHA) to UN partners (secondments). For political and security reasons there was no Swiss presence in Syria in 2014.

As the conflict in Syria raged on throughout 2014, **USAID** escalated its efforts to provide humanitarian food assistance to the most vulnerable populations both inside Syria and in its neighboring countries. The ongoing fighting made delivery of in-kind food assistance within Syria impractical and dangerous, but USAID was able to use flexible funding to swiftly respond and provide life-saving assistance. USAID, through implementing partner WFP, has been reaching families inside Syria with family size packs of locally and regionally procured foods. Additionally, an innovative program sponsored by USAID helped to provide bread--a staple food of the Syrian population--to food insecure populations in and around the city of Aleppo. By purchasing and milling wheat locally in Turkey, USAID donated much needed flour to local bakeries—identified in coordination with the Syrian Opposition Coalition's Assistance Coordination Unit—who in turn sold bread at reduced cost to the local community. This system allowed the bakeries to make enough profit to pay workers and purchase additional supplies in local markets, encouraging stability and providing a sense of community to the victims of war. Additionally, USAID has been assisting Syrian refugees in neighboring countries. By January 2015, Lebanon, Turkey, Jordan, Iraq, and Egypt were providing safe haven to more than 2.1 million Syrian refugees. Over the course of FY2014, USAID provided partner WFP with US\$272.5 million to expand the successful food voucher program, enabling Syrian refugees to purchase food in local markets. This approach allowed refugees to acquire diverse food baskets and prepare meals with more nutritious, micronutrient rich and perishable commodities. The food voucher program had the added benefit of supporting the economies of the host communities. In Jordan alone, the refugee program has injected US\$100 million into the national economy. Jordanian stores participating in the voucher program are seeing increased sales of 10-20%. In total, USAID supported WFP's regional emergency program with more than US\$155 million in IDA funds, helping to reach 489,898 people in need of food assistance.

UKRAINE

In 2014, the **EU** provided food assistance (over EUR 4 million) to 160,000 people who were affected by the ongoing conflict in Ukraine. The European Union and its Member States have jointly contributed over EUR 139 million in financial aid to the most vulnerable since the beginning of the crisis. Aid is provided to all affected populations, including refugees in Russia and Belarus, and is delivered according to humanitarian principles of humanity, neutrality, impartiality and independence. ECHO alone has provided over EUR26 million to date in emergency assistance such as food, shelter, medicines and hygiene products, half of which will benefit vulnerable people in the non-government controlled areas. This relief aid targets the most vulnerable populations: female-headed households, the elderly, children and persons with disabilities. ECHO has been present in Ukraine since February 2014 and plays a key role in facilitating coordination and information sharing with other donors.

- With the EU's support, Save the Children has provided cash transfers to 10,000 vulnerable persons, helping them to buy urgently needed clothes and other items to overcome the winter months. Registered Internally Displaced Persons (IDPs) who are either single female heads of household or families with two or more children received an unconditional cash grant of EUR 235.

Supported by the EU, International Organization for Migration (IOM) has provided direct cash payments to over 6,500 vulnerable families, elderly and disabled to meet their urgent needs in Kharkiv Region, bordering with Donbas and hosting about 130,000 Ukrainian IDPs. The cash assistance gives people an opportunity to cover their needs, according to their individual choices, such as food, rent payment, warm clothes and medicines.

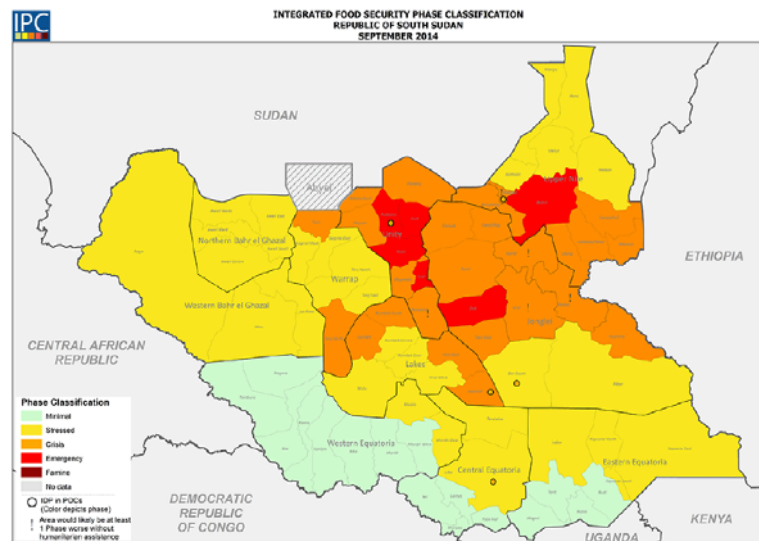
With funding support from ECHO, the Czech non-governmental organisation People in Need (PiN) has been providing help to vulnerable families, including doing basic repairs to emergency shelters, distributing food kits, and installing heating facilities. Most of those displaced are women, children, older people and those living with disability. The EU also supported WFP in distributing food vouchers to internally displaced people in northern Donetsk as part of an emergency operation to feed 120,000 people over the next six months. The families can redeem the one-off vouchers worth US\$45 from local shops in the area. This initial round of food voucher distribution has injected close to half a million dollars into the economy of local host communities.

In addition, in 2014, **Russia** donated an extra US\$5 million to the WFP Foundation which was allocated for funding costs related to humanitarian aid to the Ukrainian people. Food vouchers were distributed among the people of the country to obtain basic food products at local markets and stores. Russia also contributed US\$1 million to the International Red Cross for nutritional intervention for Ukraine.

SOUTH SUDAN

In 2014, **the EU** provided over EUR 39 million in food assistance, livelihoods programmes or nutritional interventions to 10 million people affected by the conflict in South Sudan, with the total ECHO-funded humanitarian assistance reaching over EUR 253 million in 2014. In partnership with WFP, the ICRC and various NGOs, ECHO has been providing, together with other donors, food assistance inside South Sudan and also to South Sudanese refugees across the Horn of Africa. **Switzerland** and **Russia** also strongly responded to this crisis, with Russia donating US\$4.63 million and Switzerland giving US\$ 2.8 million.

Food security and nutrition reports and assessments indicated an alarming picture of the humanitarian situation inside South Sudan in 2014 and in particular in hard-to-reach areas in Jonglei (Ayod, Duk, Uror) and Upper Nile (Nasir) where over 600,000 people were struggling to survive. Available nutritional data and observations confirmed a de-facto status of famine while lack of mortality data prevented a formal declaration of Phase 5 (Famine) of the Integrated Food Security Phase Classification (IPC) scale. In September 2014 the number of people in Phase 3 (Crisis) and Phase 4 (Emergency) through December 2014 was estimated at 1.5 million people, by the IPC analysis report, including one-third of the population of Greater Upper Nile. High insecurity made access more difficult as multiple local agreements were needed. ECHO's funding focused heavily on cash and vouchers (both in food assistance and livelihood sectors), with only a small proportion being allocated to in-kind food assistance.



Severe acute malnutrition was said to have doubled in South Sudan as a consequence of the conflict/crisis, with 235,000 people reported to be severely under-nourished while 675,400 are moderately under-nourished. Many partners reported increased numbers of malnourished children admitted to therapeutic feeding programmes, although the high recorded malnutrition was not translated into excess mortality. The UN agencies estimated that up to 910,400 children under five were suffering acute malnutrition in South Sudan, out of which 235,000 were severely acutely malnourished.

The US staged a full-throttle response to the conflict in South Sudan that erupted in December 2013. Throughout 2014, the conflict caused massive displacement. The 1.5 million IDPs were unable to plant crops or access their cattle, majorly disrupting food security throughout the country. The early months of the conflict also obstructed WFP's normal "dry season" prepositioning of relief food around the country.

In February 2014, USAID prepositioned 20,000 MT of American food in the region. By May, when UN officials alerted the world to the possibility of famine, USAID rapidly moved the food to WFP's South Sudan program. In August, USAID tapped the seldom-used reserve, the Bill Emerson Humanitarian Trust, and provided WFP with an additional US\$140 million for its emergency and relief operations in FY 2014, including 64,960 MT of in-kind food assistance. With this and other funding, WFP was able to reach 2.5 million people with lifesaving food and nutrition assistance in 2014.

USAID's development programming also shifted in response to the outbreak of conflict. Food for Peace partner Catholic Relief Services (CRS) used US\$21 million that was provided for development programs--including 5,100 MT of food commodities—to instead respond to the growing crisis. As CRS programming pivoted to address emergency needs, USAID provided additional funding in FY14 to support their work in conflict-affected Jonglei state, supporting not only food distributions, but also providing seeds and tools to help displaced families and those that return home to resume farming.

In FY 2014, USAID helped avert a famine in South Sudan by providing more than US\$307 million in food and nutrition assistance, including 119,040 MT of critical food commodities.

4. EXAMPLES OF COORDINATION AMONG DONORS

Canada takes active steps to improve the effectiveness of international humanitarian action by engaging at a global policy level. Canada remains one of the core group of donors that regularly engages with the Inter-Agency Standing Committee (IASC) Emergency Directors to support the implementation of the IASC Transformative Agenda to improve system-level coordination, leadership, and accountability, including advocating for the inter-agency Operational Peer Review process to refine Level 3 responses. Moreover, Canada is co-chairing the Good Humanitarian Donorship (GHD) Initiative with the United States for a two-year period leading up to the World Humanitarian Summit, with a primary focus on encouraging donor convergence around best practices in the implementation of the GHD principles. Both initiatives aim to improve effectiveness through increased coordination and dialogue among key donors.

Denmark coordinates in a variety of fora including the member states list system, which is part of the governance structure of WFP. Other coordination bodies where Denmark participates include GHD, ICRC donor group, COHAFA and Nordic coordination.

In terms of **the EU**, coordination operates at a number of levels – within the European Commission, some development and humanitarian policies are jointly developed. This has been the case for policies on resilience and nutrition.

Coordination with Member States takes place locally, through regular coordination meetings and in Brussels, through the Council Working Party on Humanitarian Aid and Food Aid (COHAFA), which meets monthly. More generally, coordination takes place within the OCHA Donor Support Group, which, from July 2013 to the end of June 2014, was chaired by the EU (through ECHO) with the motto "Acting together for those in need". The OCHA Donor Support Group acts as a very useful "sounding board" and a source of advice on policy, management, budgetary and financial questions. It also discusses key policy issues around the humanitarian system and its coordination. In addition, the EU (through ECHO) is an active participant in the Good Humanitarian Donorship (GHD) Initiative, having co-chaired the GHD group in 2008-09. Given that all 28 EU Member States are part of the GHD group, ECHO uses the GHD principles as an effective tool to reach out to newer humanitarian donors. The EU is strongly promoting coordination amongst donors in implementing cash transfer policies as it believes that there is significant scope for scaling up the use of multi-purpose cash-based assistance in humanitarian response.

Finland coordinates actively with other donors in different forums, also related to food assistance. These forums include COHAFA, GHD, WHS preparations, organisation specific donor groups (ICRC, OCHA, UNHCR and UNRWA), WFP and Nordic cooperation

In responding to specific situations, the **Russian** executive bodies implement projects both through bilateral and multilateral channels for a productive cooperation. Projects of food assistance on the territories of the eligible countries are implemented with the assistance of several partners, mainly through the WFP. Among the Russian governmental bodies that participate in the providing of food assistance one can mention the Ministry of Foreign Affairs, Ministry of Finance, Ministry of Emergency Situations, Ministry of Agriculture, Federal State Reserve Agency (Rosrezerv), the Agency for Support and Coordination of Russian Participation in International Humanitarian Operations (EMERCOM Agency). These bodies are responsible for different areas in the sphere of food assistance. For example, Rosrezerv is a federal executive body in Russia responsible for providing government services and managing government property in this sphere. Upon the request of the Ministry of Emergency Situations of Russia, Rosrezerv supplied eligible products for the providing to the recipient countries. In 2014, Rosrezerv participated in the providing of food assistance to the following countries: Afghanistan, Bosnia and Herzegovina, China, Guinea, Iraq, Serbia, Syria and Yemen to improve food security in the foregoing countries. EMERCOM Agency acts as an operator of Russian humanitarian aid to foreign countries through bilateral channels and through international organizations.

With regards to the **US**, the Productive Safety Net Program (PSNP) in Ethiopia is held up as an example of excellent donor coordination and is widely considered to be a good model, having been named one of USAID's 20 most successful programs worldwide. Launched in 2005, the PSNP is a multi-donor funded program that aims to reduce food insecurity in Ethiopia. The PSNP has provided a stable, predictable and cost-effective safety net for up to 8 million people, reducing the need for relief assistance in Ethiopia. The PSNP is currently in the process of transitioning from a food security program to a social protection system in order to establish integrated service delivery to beneficiaries served by multiple government programs. The donors to the program include the World Bank, the Canadian Department of Foreign Affairs, Trade and Development (DFATD), the United Kingdom's Department for International Development (DFID), the European Commission (EC), Irish Aid, RDMFARNE, the Swedish International Development Cooperation (SIDA), UNICEF, USAID and WFP, and the coordination among donors is highly organized, with a Donor Working Group and Donor Coordination Team. According to the World Bank, the donors have pooled both cash and in-kind contributions, and work together to provide advice and support to the program, aiming to reduce transaction costs and improve monitoring. According to the World Bank's Project Appraisal Document, the PSNP was cited as an example of donor coordination at the 2011 4th High Level Forum on Aid Effectiveness held in Busan, Korea.

Cash Working Groups (CWGs) In addition, as cash transfers become a more common modality for providing food assistance, it becomes increasingly important for donors to coordinate and learn from one another on how best to implement and evaluate cash interventions. In the wake of Typhoon Haiyan in the Philippines, which affected 16 million people, many agencies including USAID responded with cash transfer programs. According to the Cash Learning Partnership (CaLP) report, 40% of the disaster response was through cash transfers. The week after the typhoon hit, the CaLP organized a Cash Working Group (CWG) under the OCHA to coordinate cash interventions. The group met weekly, with 20-25 people in regular attendance. USAID's project Scaling Innovations in Mobile Money served as the designated chair from January to March 2014. The goals of the group included

information sharing, technical support, developing common approaches and requirements, and understanding lessons learned. Some participants had reported disagreements and confusion on cash transfer programs in previous disaster environments on issues such as wages in cash for work programs. Thus, participants found it very helpful to share information and discuss issues through the CWG while also feeling that the group built confidence and partnership among members. Many participants also pointed out challenges, detailed in CaLP's evaluation report, which included lack of clarity over the structure and lack of resources. One particular challenge, which surfaced in different iterations, was donors' lack of collaboration on certain initiatives. Despite the existence of the forum, stakeholders often found it easier and more efficient to operate on their own. For example, although stakeholders discussed collaborating on market assessments, assessments were eventually performed individually.

5. POLICY INITIATIVES

The narrative reports submitted by FAC members for 2014 showed a wide range of innovative policy initiatives. Many FAC members are actively engaged in developing and promoting new policy initiatives, particularly in the areas of cash, gender, humanitarian systems and humanitarian access. Some examples of this work are listed below.

Canada continues to look for opportunities to adapt, lead and find ways to better meet the needs of crisis-affected people. In December 2014, Canada, together with the Netherlands, Norway, Sweden, Switzerland and the United States, co-hosted the Montreux XIII Humanitarian Retreat. The theme of the retreat was "Game Changers: Creating a more open and adaptive humanitarian system", and participants included representatives from Member States, UN agencies, the NGO community, the Red Cross/Red Crescent Movement and policy institutions. Discussions during the two days were stimulated by the findings of research conducted by the Active Learning Network for Accountability and Performance (ALNAP) and presented in a paper entitled "Responding to Changing Needs? Challenges and Opportunities for Humanitarian Action." The retreat gave participants the opportunity to discuss changes underway in the sector, and how stakeholders are adjusting to the new humanitarian landscape. It also highlighted country-specific examples of the challenges faced and emerging strategies. Participants collectively identified ways for the humanitarian system to become more open, more adaptive, and more fully fit for the future.

Danish humanitarian assistance and especially food assistance has increased significantly over the last years. **Denmark** actively works to promote the use of Cash and Vouchers - i.e. Multi-purpose assistance - at the WFP through advocacy and board participation. At the EU level Denmark has also actively supported the adoption of Council Conclusions on 'Multi-purpose Cash-based Assistance' in order to send a clear signal of the advantages of this approach and thereby hopefully encourage partners to make more use of the approach. Amongst the new policy initiatives in the food assistance area in 2014 supported by Denmark were i.e. The WFP Gender Policy (approved and finalised in 2015) and an updated WFP policy on Resilience and Food and nutrition security.

In the case of the **EU**, ECHO promotes the use of the most effective modality to deliver food assistance. The thematic policy document on the use of cash and vouchers, published in December 2013, is now widely used by ECHO and its partners. The EU's response to the Syria regional crisis has been the catalyst to boost cash-based assistance and to refine strategic and policy thinking on its potential. Support to key partners, such as WFP and UNHCR, through the ERC (Enhanced Response Capacity) facility, has been instrumental in encouraging a shift towards cash-based assistance. The EU believes that there is significant scope for scaling up the use of multi-purpose cash-based assistance in humanitarian response. In appropriate contexts it should ensure that a maximum of the value of assistance actually gets to the beneficiaries by cutting down on transaction costs; allow beneficiaries a wider and more dignified choice of assistance; and empower vulnerable groups such as women, the elderly and people with disabilities. It can be a vital contribution to putting those affected in charge of their own destiny. Furthermore, multi-purpose cash-based assistance supports local markets and can enhance communities' economic recovery, preparedness and resilience and can in certain cases link with existing social protection systems. EU Member States recently endorsed common principles for multi-purpose cash-based assistance and it is hoped that these principles can be widely used by donors and partners in designing and implementing humanitarian programmes. The principles are also to be seen as a constructive contribution to these international processes and the World Humanitarian Summit where efficiency and effectiveness considerations will be to the fore. In addition, Gender-Age markers for all projects were introduced from 1st January 2014, aiming at improving the quality of humanitarian aid actions. This tool tracks gender and age sensitive actions and financial allocations, allowing ECHO to monitor its own performance in integrating gender and age. The Gender-Age Marker, furthermore, helps to ensure coherence with the EU's gender policy for humanitarian assistance.

Spain strongly supports ECHO's promotion of the use of the most effective modality to deliver food assistance including the thematic policy document on the use of cash and vouchers, published in December 2013 now widely used by partners such as in the case of the Syria regional crisis. Support to key partners such as WFP in Lebanon and UNHCR in Jordan has been instrumental in encouraging a shift towards cash-based assistance. Along with the EU, we strongly believe that there is significant scope for scaling up the use of multi-purpose cash-based assistance in humanitarian response. Spain together with the European Commission and EU Member States endorsed in May 2015 common principles for multi-purpose cash-based assistance and it is hoped that these principles can be widely used by donors and partners in designing and implementing humanitarian programmes. Furthermore, Spain is currently working on national Policy Guidelines on cash transfers and food assistance- these documents are not finished and will be concluded in 2015.

In light of the challenges in securing and sustaining humanitarian access and the central role access plays in contributing to humanitarian assistance and protection, **Switzerland** launched an initiative in 2009 to develop practical resources on humanitarian access in situations of armed conflict. In 2014, a handbook on the international normative framework on humanitarian access and an accompanying practitioners' manual were developed in the

context of this initiative. The aim of the normative handbook is to contribute to legal clarity in the field of humanitarian access, thereby framing humanitarian negotiations. It is complemented with the practitioners' manual, which gives a clearer understanding of dilemmas humanitarian actors are facing in the field and how to address them. It is hoped that this initiative will substantially contribute to discussions on humanitarian access. Switzerland has, by drawing on the lessons learned of said initiative, started in 2014 to assist WFP in formulating its internal approach to humanitarian access. Since 2013, Switzerland, in collaboration with Humanitarian Accountability Partnership (HAP) and People in Aid, has also supported the development of a new integrated humanitarian standard, the Core Humanitarian Standard (CHS). The CHS was first launched in Copenhagen on 12 December 2014. It will be managed by the CHS International Alliance, a new Geneva-based entity, which will be created in a merger of Humanitarian Accountability Partnership (HAP) and People in Aid. Switzerland has a strong supporting role in both the creation of the CHS and the establishment of the new CHS International Alliance. Protection of civilians in armed conflicts: Food assistance is provided in increasingly complex and dangerous places. As state party to the Geneva Conventions, Switzerland seeks to ensure the protection of civilians during armed conflicts. Switzerland became one of the first countries to adopt a strategy on the protection of civilians during armed conflicts. The strategy aims to for instance promote compliance with the normative framework and consolidate actions taken to protect people in need. Also in 2014, Switzerland continued to support the WFP in its efforts to implement its protection policy by providing qualified protection secondments. Switzerland believes that only with sufficient protection WFP assistance can meet food security and nutrition outcomes of communities.

As per the **US**, legislative changes in 2014 included the Agricultural Act of 2014, also known as the Farm Bill, contained key changes that increased the flexibility, efficiency and effectiveness of both USAID and USDA food aid programs. USAID's Office of Food for Peace has had since 2010 food assistance resources provided through International Disaster Assistance funding that allow for cash transfer, food voucher, and Local and Regional Procurement (LRP) of commodities. However resources authorized through the Farm Bill, approximately sixty percent of total Food for Peace funding, were limited to U.S. in-kind commodity based assistance. Changes in the Farm Bill last year allowed USAID to use Title II resources (those resources authorized through the Farm Bill) for the first time more flexibly (cash transfers, vouchers, and LRP). The efficiency savings from this change will increase the number of people reached by Food for Peace Title II programs by between 600,000 to 800,000 beneficiaries while also allowing more appropriate, timely and cost effective approaches. The Farm Bill also has enabled USAID to nearly eliminate the practice of monetization, which now only remains in Bangladesh. This allows for greater flexibility in USAID's development programs. Changes in the Farm Bill also included the authorization of a Local and Regional Procurement program, authorized up to \$80 million, implemented by USDA. This program would largely support the Food for Education Programs and help build more locally sustainable school feeding programs. Funding for this program may be available for the first time in FY2016.

6. INNOVATIVE APPROACHES IN PROVIDING ASSISTANCE

Canada demonstrated its international leadership in the field of nutrition and sought inventive ways to deliver the most effective and efficient humanitarian and development assistance possible. These included the following:

- ***Saving Every Woman Every Child: Within Arm's Reach Summit.*** In May 2014, the Prime Minister of Canada hosted the ***Saving Every Woman Every Child: Within Arm's Reach*** Summit in Toronto, Canada. The Summit, which gathered hundreds of global leaders and partners, successfully reignited global attention to the pressing issue of maternal, newborn and child health. At the Summit, Canada committed C\$3.5 billion to improve the health of mothers and children between 2015 and 2020. Canada will continue to target the most effective ways to reduce maternal and child deaths by prioritizing three programming areas: strengthening of health systems, improving nutrition and reducing the burden of leading diseases. On nutrition, Canada announced that it would continue to be a key partner in efforts to improve nutrition. Effective nutrition solutions will require innovative multi-sectoral partnerships. Thus, Canada will continue to work with others through the Scaling-Up Nutrition Movement in coordinated support of national governments and with the help of key partners, such as the Micronutrient Initiative, to ensure that countries can deliver integrated nutrition interventions.
- ***REACH Expansion:*** As part of its Maternal, Newborn and Child Health commitment, Canada contributed C\$5 million in 2014 to expand on a previous C\$15 million contribution to the Renewed Efforts Against Child Hunger and Undernutrition (REACH) initiative. This initiative works to build government and national capacity to effectively scale-up nutrition interventions in order to improve health and reduce mortality amongst mothers and children. REACH also acts as a coordinating mechanism of UN organizations working in the field of nutrition, including the WFP, UNICEF, the World Health Organization (WHO), FAO and the International Fund for Agricultural Development (IFAD). With this expansion, Canada is the main sponsor of REACH in 12 of 16 countries. Canada's support to REACH is an example of its strong commitment to supporting nutrition programming that contributes to reducing mortality and disease linked to nutrition for mothers and children.
- ***Canadian Humanitarian Assistance Fund:*** Canada is strongly committed to improving the effectiveness and speed of the delivery of assistance to beneficiaries. In 2014, recognizing that there is a growing number of smaller-scale, lower-profile, rapid-onset disasters that affect millions of people each year across the globe, Canada contributed C\$2 million over 18 months to pilot the Canadian Humanitarian Assistance Fund (CHAF) - an innovative humanitarian pooled funding mechanism intended to facilitate a timely and effective response to smaller-scale sudden-onset natural disasters and conflict-related emergencies. Funding has been allocated to member agencies of the Humanitarian Coalition, a coalition formed in 2005 and Canada's only joint appeal mechanism for humanitarian assistance. It comprises CARE Canada, Oxfam Canada, Oxfam-Québec, Plan Canada and Save the Children Canada. Project funding for any single project ranges between C\$100,000 and C\$350,000 and has to contribute to improved physical security, improved or

maintained health and/or improved or maintained household or community livelihoods. Local knowledge, community-level relationships and program capacity of Humanitarian Coalition members all serve to facilitate rapid and appropriate responses to localized disasters. The pilot phase of the CHAF is now complete.

- ***Strengthening the collaboration between the humanitarian and private sectors in Canada:*** Canada is also supporting the Humanitarian Coalition with a contribution of C\$125,000 over one year that aims to strengthen the collaboration between the humanitarian and private sectors and enhance Canada's overall capacity to respond to humanitarian crises. This project seeks to identify more concrete areas for collaboration between Canadian non-governmental organizations and Canadian corporations. It entails producing cross-sector research supporting collaboration between Canadian NGOs and corporations for humanitarian response; holding meetings and workshops with a range of humanitarian and private sector stakeholders; developing and launching a cross-sector platform model; and facilitating planning and negotiations for one to two innovative cross-sector partnerships initiatives. The overall objective is to improve the access to information about cross-sector collaboration opportunities, processes and challenges in the area of humanitarian response and as well as mechanisms supporting the development of cross-sector partnerships between Canadian NGOs and Canadian corporations.
- ***Support to the Forward Purchase Facility (FPF) of WFP:*** Canada has been a long-term supporter of the Forward Purchase Facility (FPF) of WFP, providing C\$20 million in 2010. The FPF is a financing mechanism that allows WFP to make advance purchases of cereals and other food items to provide for future food aid emergency needs. By having the flexibility to purchase in advance when food prices are favourable, WFP is able to reduce delivery times and achieve greater cost efficiencies. This revolutionary initiative has had significant direct operational efficiency performance improvements. This funding has produced numerous results over the years. For example, by 2013, the average supply lead time of 106 days for normal operations was reduced by 71% through the use of the FPF, which also helped to accelerate responses in sudden-onset emergencies. Channelling a larger part of WFP's food procurement through the FPF has provided the conditions to shift from a reactive approach where procurement actions are triggered only on receipt of donor funds to a proactive procurement strategy. Over the course of 2014, Canada's funds were used to support improvements in WFP's demand planning and procurement processes. These improvements have reduced the risk of commodity losses or shortages due to error in forecasting, enabling WFP to manage its USD 350 million Forward Purchase Facility with appropriate risk mitigation measures. Canada's support to WFP's procurement division has enabled the organization to achieve procurement efficiencies and to incorporate different contracting mechanisms, alternative procurement approaches, and seasonal procurement activities, as well as local, regional, international and pro-smallholder sourcing options. WFP realized commodity value savings of C\$35 million from mid-year 2013 to end 2014. Savings were achieved through seasonal purchases, maximizing local buying at post-harvest season, opportunistic buying, using market intelligence tools, and optimal contract modality, the development of appropriate contracts and price mechanisms. Thanks to Canada's support and that of other donors, WFP has been able to maximize the

impact of the FPF and has made procurement a pillar of effective and efficient supply chain and a key element of local market development. This continued support has also allowed WFP to mainstream and anchor FPF existing processes and establish solid foundations inside the organization.

Denmark softly earmarks DKK10 million to innovative work at WFP. As an example where the organisation has improved significantly and innovatively is remote food security monitoring (via mobile phones), which is most convenient in hard-to-reach or insecure areas. WFP has as well improved the modalities for cash and voucher delivery. Denmark now has fully implemented transparency around its development and humanitarian assistance. More information is available on the Danish Open Aid website⁶.

In 2014 the **EU** reasserted its commitment to working to improve nutrition in emergencies and protracted crises as well as to address undernutrition wherever it is found. The 2014 objectives consisted in (i) improving the quality and effectiveness of responses; (ii) supporting partners to develop and adopt more efficient approaches; (iii) promoting a multisectoral approach to nutrition to enhancing prevention, and (iv) moving away from the traditional divide between development and humanitarian assistance and between the different forms of undernutrition. Work will continue on many of these areas in the course of 2015.

Japan showed innovation in its approach to the Ebola crisis by providing grant assistance of 173 million yen as well as in-kind contributions such as Personal Protective Equipment (PPE), medical equipment, and etc., and dispatched an officer with a capacity of medical doctor of the Ministry of Foreign Affairs to the UN Mission for Ebola Emergency Response (UNMEER). In addition, the First TICAD V (Fifth Tokyo International Conference on African Development) Ministerial Meeting was held in May 2014 in Cameroon and discussed the development in the agricultural sector in Africa. Japan has a strong history of implementing TICAD initiatives in the past, such as the project developed by Ajinomoto Co., Inc. in Ghana for “KOKO Plus,” an amino acid nutritional supplement for infants. Malnutrition has pushed the Under 5 Mortality Rate (U5MR) of Ghana very high. To combat this problem, Ajinomoto has cooperated with a local university and other organizations to develop a nutritional supplement that can be added to *koko* (a porridge made of fermented corn), the food traditionally used to wean infants off breast milk. The Japan International Cooperation Agency (JICA) supported market research towards the commercialization and development of a business model for this product. In addition to TICAD, the Fifth Foreign Minister’s Meeting on the “Central Asia plus Japan” dialogue, held in July 2014 in Kyrgyz, adopted a Roadmap which indicated directions of cooperation in the field of agriculture in Central Asia, namely Kazakhstan, Kyrgyz, Tajikistan, Turkmenistan and Uzbekistan. Each country agreed on advancing cooperation in every step of food value chain, such as production, quality management, processing and storage in specific fields such as vegetables, seeds, livestock,

⁶ <http://openaid.um.dk/en/>

grain, sericulture, and measures against pest insects. Japan will support each country to formulate projects using Japanese technology and experience.

Russia considers WFP as an important mechanism to boost progress in several fields especially within an introduction of technical achievements and innovative approaches. The most interesting examples of technical assistance and policy initiatives in food security and nutrition in 2014 could be the following ones:

- Russia made a contribution to the WFP Foundation for funding costs related to the development and introduction of stable projects of School Feeding in the Republic of Armenia (up to US\$4 million), Deauville Partnership Countries (the Hashemite Kingdom of Jordan, the Republic of Tunisia, the Kingdom of Morocco, up to US\$6 million), the Republic of Tajikistan and the Republic of Kyrgyzstan (up to US\$7.4 million).
- Russia contributed up to US\$3 million to the World Bank for elaboration and introduction integral systems of social support aimed to create and develop feeding systems and to extend the activity of Informational Platform for Food Security and Nutrition.
- In order to reduce chronic vulnerability and facilitate inclusive growth Russia introduced integral systems of social support aimed to create and develop feeding systems to increase human capital in CIS and LDC. Russia is also actively seeking to improve related policy areas and instruments.

Spain reasserted its commitment to working to improve nutrition in emergencies and protracted crises as well as to address malnutrition wherever it is found. The 2014 objectives consisted in (1) improving the quality and effectiveness of responses; (2) supporting partners to develop and adopt more efficient approaches; (3) promoting a multi-sector approach to nutrition to enhancing prevention, and (4) moving away from the traditional divide between development and humanitarian assistance and between the different forms of malnutrition. Spain is further working on many of these areas in the course of 2015.

The **US'** Food for Peace Technical Team has been working with suppliers and other stakeholders in the United States to create a single, harmonized formula for Ready-to-Use Therapeutic Food (RUTF) and Ready-to Use Supplementary Food (RUSF) to facilitate production, particularly by smaller producers. Currently, the existence of different micronutrient premixes for RUT/SF inconveniences both small producers and suppliers. The premixes have a short shelf life, which often delays production. Small producers often will only make the premix once the product has been ordered. However, a single uniform formula can help mitigate this difficulty. So far, the draft of a single formula for RUT/SF was shared with suppliers and other stakeholders in the United States. USAID is currently refining the details of the formula with WFP and UNICEF, and plans on continuing to work with WHO on

evidence gathering for the final development of specs. Discussions are also continuing for the packaging and programming of the harmonized product.

Beginning in FY2010, USDA began implementing the Micronutrient-Fortified Food Aid Products Pilot (MFFAPP), valued at US\$10 million, under the McGovern-Dole International Food for Education and Child Nutrition Program (McGovern-Dole). Under MFFAPP, participants have access to resources to develop and field test new or improved micronutrient-fortified food aid products designed to meet the energy and nutrient needs of populations served by the McGovern-Dole funded programs. Through this effort, USDA hopes to identify new products that would be readily available for distribution through the McGovern-Dole Program. Each MFFAPP project involves medical and biochemical activities to evaluate the effectiveness of the fortified food product in improving baseline nutritional status. Additionally, the projects evaluate food products for cultural acceptability and ease of use in different settings such as homes, institutions and schools. During FY 2011 and FY 2012, over US\$10 million in MFFAPP grants were awarded to organizations to develop and field-test micronutrient-fortified products. USDA implemented six grant agreements with five organizations in Guatemala, Guinea-Bissau (where two grants were awarded), Haiti, Cambodia and Tanzania. Since 2013, five organizations have completed projects and submitted final, third-party evaluations with results of two countries shared in brief below. The sixth project will be completed by June 2016. As results of pilots continue to be analyzed these new products will be closely examined for cost effectiveness, nutritional value and quality assurance.

- Guatemala As a result of the intake of the poultry-based spread in the project conducted by Hormel Food Sales (HFS) with 200 pre-primary students, the evaluators found reductions in underweight children, improvements in iron levels, reductions in the number of days of absence due to illness, significant increases of Vitamins D and B12 blood levels and positive correlations between Vitamin D, ferritin and gains in cognitive scores. USDA has developed a draft commodity requirements document for Fortified Poultry-Based Spread based on the specifications of the Spammy™ product tested by HFS and anticipates it will be added to the USDA's approved commodity list.
- Cambodia PATH: A Catalyst for Global Health (PATH) tested its Ultra Rice product fortified with iron, Vitamin A, zinc, and B Vitamins over two years. The pilot sought to address children's anemia and other micronutrient deficiencies in one of the highest rice-consuming regions of the world. PATH distributed its product to 4,000 Cambodian school children in conjunction with the WFP assessing iron and Vitamin A levels through blood collection, height, weight and cognitive measurements. PATH's final report and third party evaluation found that children consuming its fortified rice over the six-month distribution period saw an improvement in zinc, folic acid and Vitamin A status, a decrease in the incidence of fever and diarrhea, and improved scores on cognitive tests. There was no significant change in anemia prevalence in the study group. PATH has hypothesized that greater than expected levels of quality iron in test subject diets may have caused this outcome. The fortified rice was highly accepted by the students as compared to milled rice due to an improved grain appearance that more closely mimics traditional rice. PATH was also effective in improving kernel strength which prevented breakage and further helped with grain acceptance. USDA released the revised specification for "MR24 Milled Rice and

Fortified Milled Rice” in July 2014. USDA and USAID are currently working on the first solicitation for fortified rice and anticipate programming this new commodity in future McGovern-Dole Programs.

7. BEST PRACTICES AND LESSONS LEARNED DURING 2014

For the period of 2014 and 2015, **Canada** is providing multi-year support to the World Food Programme’s school feeding activities, to provide predictable, stable funding that will better enable WFP to plan sustainable school feeding interventions. The strategic focus of this C\$50 million allocation, over two years, is to support countries that are implementing a Home-Grown School Feeding Approach (HGSF), in which school feeding programmes purchase food produced within the country to the greatest extent possible. This approach supports WFP’s most recent School Feeding Policy, which focuses on transitioning to national ownership. Furthermore, a portion of Canada’s allocation is devoted to a research component on school feeding. This research will allow WFP to create real-time, programme guidance for emergency school feeding programmes and HGSF programmes, which will be of great value to country offices that are operating in similar contexts. This multi-year support combined with a research component will allow WFP to draw lessons and identify best practices that will further improve its school feeding interventions. Canada has been one of the largest donors to WFP’s school feeding programme since 2003 and has been involved in the following international processes:

- ***The World Humanitarian Summit.*** The World Humanitarian Summit (WHS) is to be held in May 2016 in Istanbul. Canada is a member of the Steering Group for the WHS ‘Europe and Others Group’ Regional Consultation, which was held in Budapest in February 2015. Canada’s role in the Steering Group was to advise on key issues/themes for discussion at the consultation and act as a champion of the WHS by raising awareness of the event and encouraging active engagement. More specifically, Canada was part of the ‘Humanitarian Effectiveness’ thematic team, which developed material to stimulate discussion both in the lead up to, and at the consultation itself. Discussions have focused on system strengthening, accountability to effective populations and exploring a common framework for effective humanitarian action.
- ***The 15th Summit of La Francophonie in Senegal:*** On the margins of the 15th Summit of La Francophonie in Senegal, Prime Minister Stephen Harper reaffirmed Canada’s ongoing commitment to saving the lives of women and children in the developing world by announcing a renewed investment of C\$150 million for the Canadian-based Micronutrient Initiative (MI). The support will help MI deliver and administer an estimated 200 million vitamin A and zinc supplements per year to children under the age of five, as well as increase the production of iodized salt to reach an estimated 120 million people each year. It will also allow MI to administer iron and folic acid supplements to approximately 80% of pregnant women in the regions targeted by the Initiative, primarily sub-Saharan Africa and South Asia. The MI is Canada’s flagship global nutrition organization, working to improve the health and nutritional status of the most vulnerable populations through the delivery of essential vitamins and minerals including vitamin A, iron and folic acid, zinc and oral

rehydration solution, and iodized salt in more than 70 countries. Canada is the founding donor to the MI and the largest donor to vitamin A programs worldwide since 1998, significantly contributing to the dramatic reduction in child deaths over the last 15 years. Since 1997, MI has provided more than 75% of the vitamin A required for supplementation programs in developing countries.

Denmark evaluated its strategy for humanitarian action (2010-2015) in 2014. The evaluation concludes that Denmark's humanitarian actions have been a relevant response to the many crises of the past five years and recommends that further efforts are done in order to ensure reporting on effects and results⁷.

The **EU** has listed their best practices and lessons learned as follows:

- **Enhanced Response Capacity:** The overall rationale is that the investments through humanitarian Enhanced Response Capacity funding to the global humanitarian system lead to more rapid and more cost-effective humanitarian responses – to forgotten and protracted crises as well as new emergencies - allowing better and broader humanitarian coverage. In 2014, a set of new ERC Guidelines were drafted after an external evaluation of ERC funding and consultations with stakeholders. The new ERC Guidelines came into effect in 2015 for 5 years. Despite its relatively limited budget (15 – EUR 24 million per annum) as a proportion of ECHO's overall expenditure, ERC has achieved significant leverage in making systemic and structural changes to improve the global humanitarian system. For example: (i) Establishing an effective global logistics platform for humanitarian response, including regional Humanitarian Response Depots and global helicopter deployment facilities. (ii) Effective surge capacity of life-saving sectors in the context of sudden onset natural or man-made disasters (key staff arriving within 72 hours). (iii) Common approaches aiming to have a coherent response to disaster (including common needs assessment). (iv) Supporting and promoting of innovative approaches in humanitarian aid. (v) Reinforcing ECHO's major policy commitments by providing targeted funding on key issues of concern to lead agencies in the sector. The three main elements shaping the strategic outlook for ERC funding for 2014-15 are to maximise the opportunities of the World Humanitarian Summit (WHS) to improve global humanitarian aid delivery; to continue to shape and improve the machinery of the global humanitarian architecture to improve its effectiveness; to promote good practice and lesson learning.
- **World Humanitarian Summit:** Making the current aid system more effective, efficient and people-centred will be at the heart of the debate in a number of significant global frameworks and political processes which are running in parallel. These include Financing for Development with the Addis Ababa conference in mid-July, the post-2015 SDG framework, the climate change agenda, and the World Humanitarian Summit in 2016. In a context of an ever widening gap between humanitarian needs

⁷ See evaluation report at:

http://www.netpublikationer.dk/um/15_evaluation_2015_01/Pdf/evaluation_2015_01.pdf

and funding and increasing variety of actors involved in humanitarian assistance, making our humanitarian responses more effective and efficient will be at the core of the WHS. The EU, as one of the major humanitarian donors, endeavours to be a good reference and driver for best practice in advancing aid effectiveness. Its approach to humanitarian effectiveness is reflected in the European Consensus on Humanitarian Aid – notably involving issues of the speed, quality, and suitability of aid delivery in line with internationally recognised standards and principles. From the EU perspective, however, the present situation remains that the effectiveness of the global architecture for aid delivery needs to be streamlined and improved. There is a need to look also into new and innovative financing sources and modalities, including reducing transaction costs. Humanitarian actors still need to improve their situation analysis and their determining of common priority response actions. Prioritising limited resources is the pre-requisite to make gains in effectiveness and programming/operational quality. Improved coordination and accountability for the collective as well as individual performance in aid delivery thus remain primary requirements for aid effectiveness.

Heading the 2016 WHS, **Spain** seeks clear and meaningful goals to take advantage on this occasion to improve the international system of humanitarian assistance, including food assistance. The Spanish approach shared with the WHS Secretariat can be summarized as follows:

- The affected people are citizens of utmost importance as well as the tax payers their role should be central not just on identification of needs but on definition of the response, its implementation, monitoring and evaluation. A systematic participatory approach (and readiness to listen the citizens receiving assistance) should be reinforced by donors and implementing agencies.
- Spain proposes to facilitate an enlargement of the stakeholders map in humanitarian action by launching a kind of Global Humanitarian Compact to adhere by any actor accomplishing the essential humanitarian principles and good practices and not exerting an instrumental use of relief activities for other purposes. Such a mechanism should include means of verification of compliance with minimum humanitarian principles and good practices.
- It is remarkable the need of a stronger field license to operate and global support for humanitarian action, both for enabling more sustainable access and financial support from institutions and public opinion. In order to reach this a stronger and more relevant accountability is needed. Citizens, both recipient of aid and tax payers or donors together with key stakeholders require meaningful information about the use, effectiveness and impact of the aid provided. Up to now accountability has been too much donor institutions driven and too much based on financial and factual information. It is time to switch to results based information in a way that allows to both: legitimate the humanitarian action widening the space for this type of action and encourage bigger efforts to sustain it.
- Spain proposes to adopt by 2020 a harmonized system consisting on relevant, result oriented indicators, reachable and intelligible to the citizens and other stakeholders, especially receiving citizens. A mechanism similar to customers

service that would feed-back donors and implementing agencies about the degree of their satisfaction with the aid provided in order to learn lessons and give incentives to the most satisfying programs and implementing agencies channeling resources.

- WHS should consider accountability as a humanitarian principle, with the aim of developing accountability frameworks to measure progress in meeting minimum targets and with an emphasis to accountability towards citizens.
- The **resilience** approach should be incorporated systematically in the response by channeling it as much as possible through local/national/capacities and actors. The different contexts (violent, protracted, failed states, etc...) will determine the level of ambition and the goals to reach. A pro resilience approach will need strong complementarity in both, planning and implementation between development and humanitarian initiatives especially in protracted crises, avoiding just a sequence-type approach. This complementarity would require from both donors and implementing partners to concentrate on specific targets such as extremely vulnerable populations, to complement assistance interventions together with structural support (similarly as we do in our countries joining social protection measures with social and economic reinsertion of the most vulnerable populations). Resilient approach would require multilevel (local-national-regional) and multisectoral approaches.
- In order to address properly disaster risk reduction, flexible, multiyear **funding and investing in contingency planning** should be increasingly engaged by States, both from donors and affected countries. This investment is not against a reduction in response but an advanced response (prepositioned capacities) before the crises take place. Early warning systems should become a priority, placing emphasis on the improvement of participation of at-risk population and strengthening information to them. More attention should be paid to people livelihoods, how they are affected by natural disasters and conflicts and promote actions that protect and diversify people's livelihoods to enhance their resilience and reduce humanitarian assistance needs.
- Addressing chronic disasters and vulnerabilities requires long term investment and planning. It has to be embedded and part of the development agenda, promoting joint risk assessment, planning and financing between humanitarian, development and climate change actors, including through **linkages with post-2015 development and DRR processes**, including the SDGs, the HFA2, HABITAT III, and the Climate Change Conference.
- Spain points out four main axis of **innovation** in order to attain a more effective humanitarian aid: innovative information management, innovation in the human capital, innovating partnerships and operational approaches: Technological capabilities (especially ITCs), different partners' assets (local acceptance and acknowledgment, proximity, global outreach, logistic capacities, political and financial leverage...) make compulsory to work in a complementary way between large diversity of players. Networking between local, national and global players as well as between operational, economic, communication, social and political ones looks the only and most suitable approach for a varied and changing environment for humanitarian action. To make this happen, it is essential to establish humanitarian innovation funds at the national, regional and international levels, with allocations to be made available from within the existing budgets for R&D and innovation of all actors and organizations. Involvement of private sector is key for innovation. Public-private partnerships that work well in humanitarian

and development settings should be mapped and enhanced to meet humanitarian challenges, with a strong focus on humanitarian principles compliance.

- It is also necessary to prevent the use and manipulation of the humanitarian action to win political, economic or commercial advantages. This will imply to promote policy coherence between security (including counter-terrorism), stabilization and other agendas that usually coexist with the humanitarian one, advocating for a strong coordination but **clear differentiation of objectives**, approaches, tools and means between these different policies. It is the responsibility of the international community to address the political causes of this type of crises, Humanitarian Action is not, and cannot be the solution to them and its capacities are increasingly limited to address the effects these crises are provoking, it is time to shortcut this vicious circle.

USAID's Office of Food for Peace has become a strong proponent and has provided increased funding for the use of biometrics, especially in refugee settings. Over the past several years, more standard use of biometrics as a registration tool has been rolled out in an increasing number of refugee camps and host populations in order to increase targeting efficiency and better verify the recipients of food assistance. This technology mitigates against double counting and dissuades ration card theft. This in turn makes refugee counts more accurate, decreasing the number of metric tons of food required. For example, after biometric registration was rolled out the Kenyan refugee camps of Dadaab and Kakuma, food assistance needs dropped by 1400 MT and US\$1.4 million less was required per month for those operations. Additionally, biometrics technology has reduced the amount of food aid on sale in camp markets in Kenya, demonstrating improved targeting. Biometrics technology boasts added side benefits including better understanding refugee movement patterns, which can result in better future programs, and improved protection.

USDA is implementing its third year of programming utilizing a Results-Oriented Framework for both the McGovern-Dole and FFPr programs. Results-oriented programs demonstrate accountability and transparency and help ensure that decision-making about food aid programs, policies, and management decisions are driven by evidence-based strategy rather than by anecdote. It allows for organizational learning over time to ensure that intended positive impacts on the target beneficiaries are achieved. Within the results-oriented frameworks, the two strategic objectives of the McGovern-Dole (MGD) program are Improved Literacy of School Age Children and Increased Use of Healthy and Dietary Practices. The two strategic objectives of the FFPr are Increased Agricultural Productivity and Expanded Trade of Agricultural Products (Domestic, Regional and International). Each results-oriented grant must demonstrate in program outline: how selected baseline indicators of social development, nutrition, income, agronomic factors, and other areas identified by USDA will be improved, as a result of targeted activities. In practice, each grant must link project activities to the strategic objectives in either the MGD or FFPr results framework; monitor and collect data on measurable indicators; report baseline, interim, and final performance monitoring on those indicators and; conduct independent, third party, program evaluations. Evaluation findings are viewed as a tool for learning and accountability. Impact evaluations are required to include a well-defined control group to assess whether changes are a result of the program actions or the implementing environment. Evaluations also assess whether the project activities are aligned with US foreign assistance strategies and the country's development investment strategy.