



SAVING
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WFP's Institutional Plan & Programme Offer on Internal Displacement

May 2023

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1. Background

The United Nations Secretary-General's Action Agenda on Internal Displacement: Institutional plan for the World Food Programme

THE ACTION AGENDA

The United Nations Secretary-General's [Action Agenda on Internal Displacement](#), launched in June 2022, outlines 31 commitments for the UN to advance solutions to internal displacement, prevent new displacement and ensure that internally displaced people (IDPs) receive better protection and assistance. It stresses the importance of Government ownership, of the role of UN Resident Coordinators to lead on solutions and drive joined-up UN approaches at country level, and of development actors' need to take a stronger role in solutions. The World Food Programme (WFP) is a signatory to the agenda, and this document sets out our commitments in line with our mandate.

Millions of IDPs face limited or no access to social sector services, poor health, nutrition, food insecurity, and crowded conditions as well as declining hope for the betterment of the lives of their children and families. Although IDPs are citizens or residents in their own countries, they are often denied basic rights (housing, health and education, decent employment, etc.); face violence (including gender-based violence), exploitation and other human rights abuses; and have lost valuable assets, land, savings, and livestock.

Large numbers of IDPs remain displaced for protracted periods of time often with little or no knowledge of their rights, while durable solutions to their plight remain elusive. As IDPs fail to find solutions in their home country, they may decide to cross the border and seek refuge or asylum in other countries.

THE CHALLENGE OF DISPLACEMENT

Today, more than one percent of the world's population is displaced: UNHCR estimates that 101.1 million people are forcibly displaced worldwide as of mid-2022, 60 million of whom are internally displaced.¹ As a result of the war in Ukraine and other conflicts around the world, the number of IDPs is estimated to be approaching 70 million.² Climate change, the financial consequences of the Covid-19 pandemic, protracted conflict and violence, increased frequency and severity of natural disasters and climate shocks, and low socioeconomic levels of development in many parts of the world have contributed to unprecedented movements – growing numbers of IDPs as well as refugees are in found in urban and peri-urban settings.

¹ [United Nations High Commissioner for Refugees. Refugee Data Finder. Data Insights](#). June 2022.

² Ibid.

2. How do food security and displacement relate to each other?

Displacement, like food insecurity and hunger, has multiple and overlapping drivers that often mutually reinforce each other. Natural hazards, conflict and economic shocks are the primary drivers of displacement.

Conflict remains the **main driver of hunger**, with 70 percent of the world's hungry people living in areas afflicted by war and violence. Displaced people are forced to abandon their agricultural livelihoods and cultivation of their land, increasing the overall food insecurity situation of a community or even a country. For example, satellite-based analyses conducted in October 2022 by WFP in hard-to-reach areas in Burkina Faso indicate the significant reduction in agricultural activities after local population were displaced due to the conflict.³ Lack of access to food in areas of origin represents a barrier for displaced people to return.

Extreme weather events lead to crop failure and livestock deaths, disrupting agricultural and pastoralist livelihood activities. These events and shocks worsen food insecurity and **drive significant internal displacement**, as people abandon failed farmlands and exhausted pastures. In 2021, 23.7 million people were displaced by climate shocks.⁴ Among these, more than 1.5 million drought-affected people have been displaced and migrated in search of water, pasture, or humanitarian assistance between late 2020 and mid-2022 in Ethiopia and Somalia.⁵

Economic shocks (including the socioeconomic impacts of COVID-19 and the repercussions of the war in Ukraine) became the main driver in 27 countries with 83.9 million people in IPC/CH Phase 3 or above or equivalent – up from 30.2 million people in 21 countries in 2021. The economic resilience of poor countries has dramatically decreased, and they now face extended recovery periods and less ability to cope with future shocks.

Food insecurity is both a driver of displacement and one of the most **prevalent consequences of displacement**, as 80 percent of displaced populations face acute food insecurity.⁶ As global food insecurity reaches unprecedented levels in many parts of the world, with 345 million people expected to be acutely food insecure in 2023,⁷ the number of IDPs was also at its highest in 2022.⁸ In 2021, **nearly ninety percent of displaced people lived in countries affected by acute hunger and malnutrition**, many of which were facing climate and other disaster risks. The countries with the highest numbers of IDPs in 2021, Syria, Afghanistan, the Democratic Republic of the Congo, Yemen, Ethiopia, and Sudan, were also among the ten facing the largest food crises.⁹

Displaced people – whether internally or across international borders, and whether for short or protracted periods – are often **more vulnerable** to suffer hunger and malnutrition:

- Displaced people have lost their livelihood and resort to negative coping mechanisms.¹⁰
- Displaced populations have already suffered often perilous journeys, sold or left assets behind and face separation from family and community networks.
- In contexts with more severe restrictions, they may lack access to employment, land, freedom of movement and basic social services.
- Shrinking economies and growing food insecurity in many hosting communities lead to greater competition from locals for unskilled jobs which for many IDPs is the only accessible sector of labour markets.
- Displaced populations thus become even more dependent on humanitarian assistance to meet their basic needs.¹¹

3 [World Food Programme, 2023, Burkina Faso: Cropland change detection analysis in hard-to-reach areas](#)

4 Internal Displacement Monitoring Centre. Global Internal Displacement Database – Disasters Data, 2022

5 [GREC, July 2022](#).

6 IFPRI, Global Food Policy Report, [Rethinking Food Crisis Responses, 2023](#)

7 World Food Programme, [Global Operational Response Plan](#), February 2023.

8 Internal Displacement Monitoring Centre, [Global Report on Internal Displacement](#), 2022.

9 Norwegian Refugee Council, [Hammer-blow report, 2022](#)

10 [GREC, July 2022](#)

11 [GREC, July 2022](#)

Due to these vulnerabilities, **IDPs are more likely to be affected by new external shocks**, for example the ongoing global economy decline. Supply chain disruptions and inflation driven up by increasing fuel and food prices have disproportionately affected IDPs and countries affected by displacement.¹²

Anecdotal evidence from various displacement contexts shows that **food insecurity** can also contribute to **driving new and repeated displacement**, as it can aggravate the conditions in which IDPs find themselves and prevent them from reaching durable solutions.¹³ Slow and sudden-onset hazards can cause significant crop damage and losses, effecting people's livelihoods and forcing them to flee. In turn, **displacement can reinforce drivers of food insecurity** for both **displaced and non-displaced** communities, destabilising entire societies and economies in the longer term and undermining prospects to achieve durable solutions for those displaced.

The disruption can leave many without the means to **afford food**. This can fuel discontent among vulnerable communities who cannot afford the basic food basket and increase the risk of **civil unrest and conflict** that can drive displacement (e.g., Syria).

Tensions may arise between displaced and host communities when not enough resources are available for all. Be it as a result of climate shock or conflict, many pastoral communities settle in already occupied farming land, sometimes clashing with established farmers and fuelling violence and further displacement (e.g., Nigeria). In addition, when mass displacement occurs, **host communities** may also find themselves in a situation of not having enough food to feed an ever-increasing population, making it challenging for IDPs to integrate locally.



12 Food and Agriculture Organization, [Impact of the Ukraine-Russia conflict on global food security and related matters under the mandate of the Food and Agriculture Organization of the United Nations](#), 2022.

13 <https://www.internal-displacement.org/expert-opinion/global-food-insecurity-is-on-the-rise-so-is-internal-displacement-what-is-the>

3. WFP's engagement in addressing internal displacement

WFP's multidimensional mandate brings strengths and capabilities to the United Nations system's efforts to help countries respond to the urgent needs of those furthest behind and achieve the Sustainable Development Goals (SDG 2 – Zero Hunger and SDG 17 – Partnerships for the Goals).

[WFP's Corporate Strategic Plan 2022–25](#) reaffirms the organisation's commitment to partnering with others to support displaced populations. Almost one third of WFP's support goes towards displaced populations: IDPs, refugees, and returnees.¹⁴ **In 2021 WFP assisted 18.9 million IDPs.**¹⁵

WFP has a critical role in providing solutions to the prevailing IDP crisis - in terms of immediate response, supporting efforts to address the root causes of displacement and hunger, and contributing to the prevention of future displacement. WFP brings to the table a set of comparative advantages which it can leverage to meet the SG's ambitions and goals:

- An extensive network of offices, staff, assets and partners in deep field locations in over 80 countries - including in all but one of the 16 countries identified as priority for the SG's Initiative.
- Demonstrated analytical capacities and evidence generation on drivers of food insecurity and multidimensional vulnerability that can inform decision-making among the UN and partner Governments.
- Flexible use of multipurpose cash, vouchers food, specialized nutritious commodities, and innovative transfers such as micro-insurance and climate-related financing tools such as anticipatory action. These have been deployed at scale with local and national partners, including governments.

- Strong partnerships and engagement with affected communities to better understand their needs, risks, and capabilities—enabling WFP and partners ensure that programmatic responses aim to reduce dependency on humanitarian assistance and offer pathways towards sustainable livelihoods and food systems.

- Long-term relationship building efforts with local governments - including strengthening local administrative capacities for emergency preparedness and response, delivering last-mile services to local constituents, and supporting the expansion of national social protection systems and safety-nets to reach the most vulnerable in remote areas.

¹⁴ World Food Programme. [Strategic Plan 2022-2025, Box Three: People on the Move](#). Page 21. November 2021.

¹⁵ World Food Programme. Annual Performance Report for 2021. Section 2.1, WFP's Reach: Beneficiaries and Transfers. Page 16. June 2022.

4. WFP's Commitments under the Action Agenda

The 31 commitments of the Action Agenda are grouped into 11 clusters. WFP has signed up to two 'clusters', and is also able to contribute to commitments in other clusters (Table 1). Sixteen pilot countries, Afghanistan, Central African Republic, Chad, Colombia, Ethiopia, Iraq, Libya, Mozambique, Niger, Nigeria, Philippines, Somalia, South Sudan, Sudan, Vanuatu and Yemen, have been selected by the Special Adviser for implementing these commitments and solutions. WFP has a presence in all of these countries except Vanuatu (which is covered under WFP's Pacific Multi-Country Strategic Plan).

Table 1. WFP's commitments

Cluster	Commitments	
Cluster commitments		
Commitments on understanding risk intersection, planning, and financing	20	Integrate risks (climate, conflict) in policies and investment decisions
	21	Investments in forecast-based financing and anticipatory actions
	22	Holistic understanding of displacement and risk intersections
Commitments related to institutional strengthening / accountability on protection to and assistance of IDPs	27	Review of humanitarian response to internal displacement
	29	Accountability to IDPs and host communities
	30	Work with/through local systems, local authorities and CSOs
	31	Lay the foundation for solutions earlier in the response
Other relevant commitments (though not a signatory)		
Commitments related to prevention of displacement crises, focusing on conflict/HR violations	14	Address root causes of displacement
Commitments to advocacy for better protection and assistance of IDPs	24	Access to public systems and services for IDPs of all ages, genders and diversities

Please see Annex 1 (Table 2) for WFP's Implementation Plan to drive a step change in our impact on the challenge of internal displacement. Implementation actions focus on five core areas:

- i) Institutional capacity,
- ii) Partnerships,
- iii) Knowledge and learning,
- iv) WFP Programming and technical offer,
- v) Monitoring and reporting.

WFP already works to meet/prevent IDP needs through the three goals outlined in the Action Agenda:

1. Help IDPs find a durable solution to their displacement.
2. Prevent new displacement crises from emerging.
3. Ensure those facing displacement receive effective protection and assistance.

Recognising these goals are interlinked, WFP works towards prevention, response and solutions simultaneously as part of a comprehensive approach.

1. HELP IDPS FIND A DURABLE SOLUTION TO THEIR DISPLACEMENT

In line with WFP's Protection and Accountability policy (2020) and WFP's Community Engagement Strategy for Accountability to Affected Populations (2021), WFP is committed to ensure strong and inclusive participation of IDPs and local communities in all our solutions, including by promoting strengthened use of community-based planning and by facilitating the active involvement of people of all ages, genders and diversities in decision-making.

Recognising that for IDPs to regain their self-sufficiency, they need jobs, livelihoods and access to income and social protection systems, WFP contributes to laying the foundation for longer-term internal displacement solutions through system strengthening, resilience building, and supporting access to education: strengthened public services are the key to both prevention and durable solutions. Enhanced investment in WFP's 'enabling' work supporting capacity strengthening of governments and other national and local actors is embedded in all our programmatic offerings, paving the way for greater local and national ownership and stewardship of food security outcomes.

WFP will work with the broader multilateral system, Member States, and financial institutions to advocate for enhanced financing of operations that involve displaced populations. This includes extending the coverage of social protection systems to IDPs. Additional actions will reinforce these investments (See table 2).

1.1 Strengthening National Systems: Social Protection and Supply Chains

In 2022, **WFP transferred over \$3bn in humanitarian cash to 56m people across 72 countries**. Of the total number of people reached, approximately ten percent were internally displaced. WFP has decades of experience in humanitarian cash and has been a core member of the UN Common Cash Platform and Cash Working Group.

The ability to set up and scale cash transfers is an area of work in which WFP has invested considerably since 2006. These investments have combined traditional WFP programming tools such as targeting, eligibility criteria, and enrolment on digital systems to contracting of financial service providers and retailers through whom eligible participants can receive their entitlements.

These investments and 'know-how' have been leveraged alongside our expertise in in-kind transfers,

school feeding programmes and other analytical and operational capacities to support Government efforts to **develop or expand the reach of national social protection systems and safety net programmes**. This has been demand-driven with WFP being requested by Governments and the World Bank to provide technical, advisory, and operational support.

Reinforcing social protection systems creates the necessary incentives, in addition to security and safety considerations, for safe return and reintegration, prevents future displacement, and assists those currently displaced. Many governments in low- and middle-income countries are making considerable investments in social protection, with annual government expenditure of over \$2 trillion: social assistance programmes alone have resulted in an estimated 36% reduction in extreme poverty, an extraordinary achievement which has already contributed substantially to the prevention of displacement.

WFP works together with national governments and local partners to improve the coverage, adequacy, comprehensiveness and quality of national social protection programmes. This includes support to programmes that may help IDPs re-integrate back into their communities of origin, assuming it is safe to do so. Social protection schemes, through regular and predictable assistance delivery, prevent future displacement by acting as an economic stabiliser and building resilience to the external shocks that cause displacement. Lastly, WFP's work in assisting the population of IDPs currently displaced involves increasing incomes to meet essential needs, reducing reliance on humanitarian assistance, and is an entry point for referral to other types of services, including health, education, housing, etc.

Underpinning such social protection transfers are **robust and agile supply chain systems** that WFP develops by utilising local banking or financial service provider networks to deliver the cash to IDPs often helping them to obtain banking and financial services for the first time.

In the most challenging of IDP settings where supply chains are weak or absent, WFP then contracts transporters and local retailers to establish reliable supplies for social protection systems. This introduces the local private sector into the equation and stimulates economic growth to and from areas where IDPs have settled.

When WFP is contracting retailers to dispense in-kind or cash transfers it monitors the market prices of goods to safeguard IDPs' purchasing power and assess nutritional value, and calorific profiles so that IDPs have access to diverse nutritious options. WFP is conscious

of the **Food Safety and Quality** of those food options. WFP incentivizes retailers to improve standards and by working with private sector partners like DSM, Sodexo, DNV to influence food related policies and the regulatory environment we spur the local adoption of improved standards and enforcement systems. Sourcing commodities locally - for in-kind or for CBT - incentivises small holder farmers to supply better quality, and, with a more stable predictable level of demand farmers can choose to adjust their production plans and diversify what they produce.

1.2 Livelihoods support

Working closely with national and local counterparts along with other partners, WFP supports interventions that can help IDPs in protracted contexts **protect, restore, create, and enhance key assets, human capital and basic community infrastructure—strengthening livelihoods as well as food security and nutrition.**

For example, asset creation activities can support IDPs and host communities to (i) enhance and diversify local food production and livelihood options, (ii) reduce hardships, threats and protection-related risks pertaining to specific activities such as water, firewood and fodder collection (by creating water points, planting fodder, forestry, and alternative energy development), (iii) protect displaced populations' settlements, assets and livelihoods from specific natural shocks, (iv) maintain, rehabilitate and improve natural resource base and landscapes through land rehabilitation, water management, and (agro) forestry schemes; v) rehabilitate or develop specific community and social infrastructure such as community access roads, schools, health centres, and other community infrastructure; and vi) build social cohesion.

In **Mozambique**, in response to the crises in Cabo Delgado, WFP supports IDPs facing limited prospects for durable solutions through a 'local integration and asset creation' approach that support both displaced and host communities diversify their sources of income to ensure that their basic food and nutrition needs are met—creating an environment for increased self-reliance. Between November 2021 and June 2022, WFP's Emergency Livelihoods response provided kits of agricultural tools combined with asset creation activities to 8,000 families in six districts, targeting both IDPs and their host communities and employed intensive labor schemes to improve community assets, such as access roads to markets and relocation sites, construction of market areas, irrigation schemes, and clearing of agricultural land. This approach allows IDPs to meet their food security and nutrition needs on their own, with dignity, and in a sustainable manner.

The **Integrated Resilience Programme in the Sahel**, which currently supports 3 million people across the region, benefits IDPs wherever they are integrated with the local/host communities, such as in **Chad, Burkina Faso, Niger and Mali**. In urban contexts with displaced populations, WFP and partners typically use household and individual skill and income-generating activities as an entry point for building human capital and enhancing livelihoods.

In **Colombia**, where socio-economic integration is a priority of the Colombian Government, WFP in partnership with a range of public-private actors, supports almost 10,000 IDPs with activities, which focus on strengthening socio-economic integration.

1.3 Education

Education is a core building block for long-term IDP solutions. All children require sufficient and nutrient-dense foods for cognitive growth and development. School meals are the bedrock of educational opportunity. School feeding helps to address both immediate hunger and nutritional needs of children and lays foundations for developing human capital. WFP has six decades of supporting governments with their school meals programmes and a track record in more than 100 countries to set up sustainable national programmes.

School feeding programmes are recognized as one of the largest safety nets in the world. They can be positioned as contributing to: 1) helping children to meet their food security, nutrition and associated essential needs; 2) helping people to manage risks and shocks; 3) facilitating stronger economic linkages between schools and local communities through the production and procurement of local foods for use in school meals programmes. In the context of displacement, the programmatic response calls for flexibility and adaptation to prepare for and cope with shocks and crisis and ensuing scale-up. Children that become vulnerable in crisis can therefore be quickly covered by expanding the existing programmes, relying on the same school infrastructure and delivery mechanisms. Where needed, additional safe education spaces outside of the traditional education system can be identified with UNICEF and supported through school meals.

Schools and other "safe spaces" can contribute positively to meeting child protection needs, building social cohesion and school feeding can provide an effective incentive for parents to send children to school and to support children in staying enrolled. This is particularly true for children who are displaced by various shocks.

2. PREVENTING NEW DISPLACEMENT CRISES FROM EMERGING

WFP reduces the displacement risks posed by climate change and disasters by strengthening early warning, preparedness, and anticipatory action; by protecting livelihoods and food systems; by promoting community resilience and coping capacities and social cohesion; and by supporting equitable access to social protection and other basic services. As noted earlier, the conditions that facilitate durable solutions to current displacement are also likely to contribute to prevent future displacement.

2.1 Strengthening early warning, preparedness and anticipatory action

Building on years of experience and leadership in food security assessments and analysis, and leveraging WFP's extensive **data collection and analytical capacity**, from field assessments to near real-time monitoring to machine-learning-based predictive analytics and access to satellite imagery, WFP helps governments and partners to bridge data gaps, support joint assessments, access 'hidden population groups' and profile IDPs and host communities to strengthen early warning systems and optimize predictability and response.

While this knowledge is already shared at country level and informs shared analysis (Common Country Assessments), joint programming and joint packages of support with other actors, WFP's nuanced understanding of the root causes of displacement crises, intersectional risks and vulnerabilities can be further leveraged and harnessed to inform national policies, plans and responses to reduce displacement risks, understand the costs of inaction and build the resilience of the most vulnerable. At country-level, WFP is ready to support internal displacement data working groups to coordinate and promote greater transparency and coherence in data efforts

Recognizing that most climate-related crises are predictable, WFP has continued to scale up its development of climate risk management programmes such as its **anticipatory action, forecast-based financing, and climate-risk insurance** tools to support vulnerable populations, including IDPs, to prevent and/or mitigate the impact of predictable climate shocks. These programmes provide cost savings when compared to a more traditional emergency response model. Anticipatory action saves lives, upholds the dignity of people, and makes financial sense. In Bangladesh and Nepal, anticipatory action investments have reduced humanitarian response costs in affected areas up to 50 percent.

Anticipatory action/forecast-based financing systems can play an important role in supporting the goals outlined in the Action Agenda on Internal Displacement by helping to prevent displacement, reducing impacts, and improving the effectiveness and efficiency of humanitarian response. Anticipatory action systems can help reduce the number of people who are forced to flee by ensuring communities have access to the resources they need to prevent extreme weather events from turning into humanitarian disasters, such as skillful early warnings; prearranged finance; and pre-agreed anticipatory action plans. While not all anticipatory action programs specifically target internally displaced people, they are designed to help prevent displacement and minimize its impact on populations, including those who are internally displaced.

In Ethiopia in 2022 ahead of a predicted drought, WFP's anticipatory action programme provided cash transfers, early warning information to vulnerable populations based on pre-agreed and pre-financed anticipatory action plans. Similarly **in Somalia in 2022**, WFP supported the delivery of anticipatory cash transfers to over 200,000 people as a vertical expansion of the government's national social safety net (Baxnaano) and disseminated early warning information to 1.2 million people with US \$7.9 million in pre-arranged finance ahead of predicted drought.

In Niger, WFP supported the development of the CERF Anticipatory Action Framework for drought, which utilizes the trigger model developed by the government with WFP support. In 2022, WFP delivered anticipatory cash transfers, early warning information, drought-tolerant inputs, and small-scale water catchments to 162,249 people with US\$ 2.5 million in prearranged financing.

In addition to anticipatory action, WFP has developed **macro insurance solutions** to finance early action, right after the shock, particularly in the case of catastrophic events. WFP initiated the ARC Replica programme, in partnership with the Africa Risk Capacity and with StartNetwork and is now operating in **8 African countries**. WFP buys insurance policies, which in case of drought or tropical cyclone trigger a payout paid to WFP. WFP then implements an early response, which can be integrated to shock responsive social protection activities and lean season assistance. These actions can contribute to preventing internal displacement. Since 2019 (the first year WFP purchased a Replica policy), WFP has received 8 payouts, which are slightly higher than premium paid. But in the case of severe events, payouts helped WFP respond earlier than usual:

1. Mali 2021: after paying a 1 m USD premium, WFP received in November 7.1 m USD to support 200,000 people in food insecurity, through cash transfers, nutrition support and asset creation.

2. Mali 2022: after paying a 2.15 m USD premium, WFP received in November 8 m USD to support 300,000 people through food assistance and nutrition support.

Similarly, WFP uses climate risk insurance and financial inclusion to build financial protection at community level, which has a positive impact on livelihood protection, investment and food security which can reduce or even prevent internal displacement.

1. Madagascar: during the 2021 drought, WFP supported 3,500 households to access microinsurance. All received 2 payouts after each rainy season. Following extreme drought conditions, all the insured beneficiaries received a payout for a total of around US\$140, which supported their capacity to buy food and inputs, improve their food consumption, and maintain their livelihoods through investments in agricultural production and livestock, including replanting for the following season.

2. Kenya: in 2017 after a strong El Nino event with a long dry spell, 5,000 insured participants received a US\$100 payout that enabled adequate food consumption, protection of livestock and payment of school fees. WFP was working with 5000 households on risk reduction activities. Participants were also supported in improving their financial inclusion through Village Savings and Loans (VSL), building their capacity to save, absorb smaller but more frequent shocks, and invest in income generating activities.

3. Ethiopia: between August 2021 and February 2022, 28,297 pastoralist households received payouts totaling US\$1.8 million over three rounds of consecutive distributions as drought persisted in the region. Surveys conducted after the disbursement of payouts revealed that 70 percent of the pastoralists utilized their assistance within the first week, with 48 percent of the payout going towards protecting livestock. This shows how index-based livestock insurance can help families to maintain their herds through the harsh drought conditions. Moreover, the percentage of households migrating due to the drought reduced from 18 percent to 5 percent following the two years of intervention.

2.2 Protecting livelihoods and food systems

Leveraging the demand created by WFP's food assistance interventions and combining this with complementary supply-side programmatic activities, WFP can enhance the efficiency and fairness of local value chains, and strengthen local food systems, benefitting both host and IDP populations.

For example, WFP and partners provided vocational training and agricultural development to IDPs and host communities to enhance their resilience through income generation. These activities helped to improve local food systems and agricultural productivity and support Iraq's fight against climate change, not only in the areas where IDPs are returning but also in southern Iraq, where climate change impact is severe. WFP's [EMPACT programme](#) has also been training and equipping vulnerable youth with digital and English language skills since 2017. The programme has supported IDPs, refugees, returnees, and host communities, providing them with equal access to learning and financial support. Monitoring results showed the success of the training programme, with 39 percent of male and 32 percent of female participants securing full-time formal or informal employment and an increase in income.

2.3 Promoting community resilience and coping capacities and social cohesion

Over the past decade, WFP has progressively strengthened its resilience programming portfolio, capacities, and resources. As reflected in its current Strategic Plan (2021-25), WFP puts emphasis on integrated resilience-building programmes, which brings together multiple activities and partners into a sequenced and aligned programme. Tools used to support integrated resilience, such as Seasonal Livelihoods Planning and Community-Based Participatory Planning, have been used successfully in contexts with IDPs/host communities to support the planning process for integrated programming whilst simultaneously enhancing peaceful cohabitation.

In the Sahel, WFP's integrated resilience programmes reinforce communities' ability to adapt to ecosystem degradation, climate change and other vulnerabilities. By investing in sustainable natural resource management and ecosystem restoration activities, WFP's programmes increase land productivity and farmer incomes while building resilience to climate shocks and stressors.

Recent evidence suggests that asset creation, land rehabilitation, and integrated resilience building programmes lead to 1) better protection against climate hazards and restored environments, 2) new income/value chain/job opportunities among vulnerable communities and groups – focusing on youth in particular, thus reducing distress and environmental displacement.

WFP also works with national and international actors to ensure displacement risks and associated protection and assistance needs are systematically considered within national and sub-national strategies and action plans. WFPs' deep field presence and close relations with local governments across countries provides an influential entry point to engage in local solutions to prevent displacement.

3. ENSURE THOSE FACING DISPLACEMENT RECEIVE EFFECTIVE PROTECTION AND ASSISTANCE.

Displaced populations are at high risk of food insecurity and malnutrition and face critical gaps in protection. Access to food is at the heart of most humanitarian crises, and WFP's expertise, agility and operational presence make it an undisputed leader in addressing acute food needs of affected populations while ensuring to prevent and respond to protection risks associated with hunger in all contexts, and to achieving successful food security and protection outcomes for affected populations.

In line with the humanitarian principles of humanity, neutrality, impartiality and independence, WFP provides urgent food, cash, and nutrition assistance—targeting those most vulnerable with speed, at scale and with the quality of support needed. WFP's 'package' of support seeks to be as integrated as possible to ensure 'life saving' food and nutrition outcomes in the short-term and prevent deterioration of the food security situation among affected communities and households.

Noting that the unique protection and assistance needs of IDPs are not always sufficiently distinguished from those of other members of crisis-affected populations, WFP will further promote a nuanced understanding of context and safety and security issues facing IDPs and support the articulation of collective outcomes that promote the protection of IDPs and support progress towards durable solutions.

WFP is committed to laying the foundations for solutions for internal displacement as early as possible and ensuring humanitarian response creates a pathway for solutions – for example by, as far as possible, investing in working with and through national and local systems and services rather than creating parallel systems for service delivery. Through this, WFP strengthens national institutions. In 2022 WFP contributed to the strengthening of national social protection systems in 88 countries, of which it supported cash transfer programmes in some 72 countries.



5. A reflection on capacities, partnerships, and operational decision-making within WFP

INSTITUTIONAL CAPACITY

Supporting displaced populations is a core part of WFP's mandate. This is the case across functions (programme, supply chain, partnerships, common services), at all levels (global, regional, country), and in most contexts.

However, because of the very decentralized nature of WFP, organization-wide commitments need to be nested in Country Office realities.

WFP decision-making and prioritization processes for programming at country level are informed by a timely and thorough context analysis that looks at the intersection of gender, protection, conflict sensitivity and migration (among others) to ensure a socio-political demographic vulnerability lens; robust assessments, that are programme, context and population specific; and people-centred standards. Programme response models vary across country offices and decision-making is not always systematic and uniform. Country-specific decisions are not always readily visible at global level, which can make corporate-level analysis and reporting challenging.

WFP's need to deliver and partner effectively in both humanitarian and development contexts requires a diverse and skilled workforce with the strengths and capacities necessary to respond to emergencies and able to play capacity building, capacity strengthening and technical advisory roles. WFP recognises we will require dedicated staff with the profiles and skills to systematically address the concerns, aspirations and needs of IDPs, and to properly engage with national governments and the Resident Coordinators Office. A more systematic and strategic approach to workforce planning will help get this balance right.

Being a voluntarily funded organization, donors that traditionally fund WFP operations will need further prompting to allocate the necessary resources to fulfil WFP's obligations under the SG Agenda. These resources would need to go beyond the delivery of food assistance, to ensure augmented capacities for strategic and

financial planning at the macro/national level and for local level analysis and planning with IDPs, themselves, alongside local government administration and civil society.

PARTNERSHIPS AND FINANCING

WFP's commitment to partnerships and its central role in contributing to the achievement of the 2030 Agenda is clearly articulated in its Strategic Plan (2022-2025). As a voluntarily funded organization with a food assistance and food security mandate, WFP must balance the assistance it provides to IDPs with the resources that donors make available and the needs of other food insecure populations. Decisions on how donor contributions are programmed are delegated to the country level and, as such, the organization is not able to provide a 'global guarantee of adequate IDP coverage' given the high prevalence of acute food insecurity as a result of conflict, climate, COVID and the fall-out from the Ukraine war.

WFP's Country Strategic Plan (CSP) approach offers opportunities to develop extensive and diverse relationships with United Nations agencies, local non-governmental organizations (NGOs), government counterparts and partnerships with the private sector at country level to better support IDPs. The mid-term review of WFP's previous Strategic Plan (2017-2021) highlighted that strengthened joint action with advocacy and operational partners needs to be proactively pursued with a mindset shift - within WFP and among its donors - to promote and invest in strategic partnerships and long-range results, alongside emergency action.

As part of UN reform, UN country teams have committed to shifting their focus to collective planning and implementation. The UN Sustainable Development Cooperation Framework (UNSDCF) forms the centre-piece of the relationship between the UN and host governments, led by empowered Resident Coordinators (RCs), and delivery of WFP's activities in coordination with UN partners is imperative.

Active engagement in the related UNSDCF Results Group, in which UN agencies develop their joint workplans and coordinate and review their respective activities will be key to provide support and services with respect to the evidence, policy and programming options available to prevent, assist and find solutions to internal displacement. WFP will support Resident Coordinator's Offices and governments with respect to the evidence, policy, and programming options available to prevent, assist and find solutions to internal displacement.

At the same time, it is incumbent on RCs to demonstrate their new empowered role by not relegating the plight of IDPs as a 'humanitarian problem'. Rather, IDPs should be recognized as citizens who face the most extreme forms of deprivation and exclusion in a given country context. It is critical that the UN and RCs use the UNSDCF to not only prioritize actions and collective commitments towards IDPs but also ensure that there is a realistic financial costing and analysis of the required investment by Government and the international donor community.

Of particular importance is the trade-off that Governments will face with regards to how nationally led solutions will be financed. With national budgets considerably stretched due to the socioeconomic fall-out of COVID and war in Ukraine, the role of international financial institutions (IFIs) and private creditors is likely to be viewed with some caution by host governments given their current debt levels and the current debt-service payments. The latest data from the IMF and World Bank indicate that total debt service payments on public and publicly guaranteed (PPG) external debt of the poorest countries rose to over \$50 billion in 2021, with repayments now representing 11.3 percent of government revenue in the poorest countries, up from 5.1 percent in 2010. UNICEF notes that this level of debt-servicing among most developing countries now exceeds expenditures on health, education, and social protection combined. The real challenge will not be finding the right technical solutions to meeting the needs of IDPs, but rather the political and financial challenge of sustaining the SG's Agenda over time.

KNOWLEDGE AND LEARNING

There has been a continued growing momentum of knowledge management in WFP, including through a practical global framework to empower a 'Next Generation of Knowledge Management' which should be leveraged for this IDP initiative. Contributing to the research and evidence-building agenda around displacement is also a priority for WFP in 2023/2024.

New investments in data, research and evidence generation are required to make displacement issues more visible. WFP analyses will need to better disaggregate data for IDP tracking, decision-making purposes, and reporting purposes. Evaluations can also contribute to a better understanding of how WFP, and its partners in the UN and Government, have been able to address the plight of displaced populations. WFP also sees opportunities to collaborate further with other agencies to map available data and identify data gaps and contribute to the generation of evidence and knowledge products to enhance understanding of the issues facing IDPs and possible solutions.

WFP PROGRAMMING AND TECHNICAL OFFER

There is room for WFP to further promote, incentivise and support programmatic innovations that build on WFP's enabling capabilities and leverage strategic partnerships to strengthen national systems and sustainable solutions for IDPs. WFP's CSPs offer the opportunity to design more coherent, integrated, longer-term strategies that address the underlying causes of vulnerability and food insecurity and displacement. WFP is in the process of adjusting the analysis, design, implementation and monitoring of its operation in order to contribute more effectively to collective outcomes as envisaged by the UNSDCFs.

WFP's commitment to cross-cutting concerns such as adherence to humanitarian principles, environmental sustainability, gender equality, inclusion, beneficiary protection and accountability to affected populations and conflict sensitivity remains strong and guidelines are continuously updated. However, increasingly complex operational contexts can make the adherence to cross-cutting principles challenging and their full understanding and implementation is still uneven across WFP operations.

MONITORING AND REPORTING

Data and evidence are key for advancing solutions to internal displacement. WFP is working constantly to improve its performance management and monitoring systems, and recognizes more broadly the need to prioritise the use of monitoring to inform decision making and learning, invest in staff capacity and skills for monitoring and prioritise resources for monitoring. WFP should make greater use of its monitoring data for learning and programme adaptation beyond its use for reporting.

WFP also recognizes the need at both the country and corporate levels to expand qualitative data collection, analysis and reporting.

Although progress has been made in reporting WFP's performance by strategic results, further work is needed to facilitate WFP's commitment to report on how it delivers results at country level, as part of inter-agency efforts. Enhanced tracking arrangements to monitor how WFP contributes to solutions to internal displacement in specific contexts going forward will need to be explored – including ensuring data is disaggregated for IDP tracking and decision-making purposes, and in capturing a more nuanced understanding of IDPs' priorities, capacities, and concerns. This would enable better planning for the needs of the affected populations in order to deliver timely, effective interventions. The food security cluster, which leads global efforts to monitor the food security status of populations in acute food insecurity and advocate for their needs, could also provide an opportunity to advocate for the heightened vulnerabilities of IDPs.

AN APPROACH FOUNDED ON PARTNERSHIP AND ACCOUNTABILITY TO AFFECTED POPULATIONS

The challenge of internal displacement requires a **people-centred, nationally-owned approach** to facilitate durable solutions and to recognise IDPs as equal citizens of the country and as important contributors to their economies and societies. As part of the preparation of the new WFP Strategic Plan, affected communities—

including IDPs— were engaged in Colombia, Central African Republic, Malawi, Zimbabwe, and South Sudan to elicit their views and preferences on how WFP could better support food security and livelihood outcomes. Community engagement and feedback is a global policy priority for WFP with country offices developing context-specific strategies to include affected populations throughout the programme cycle.

WFP is working with partners, including national/local, to: standardise processes that facilitate community utilisation of timely, culturally appropriate and locally relevant programme information to enable affected people to make informed decisions and claim their rights; allow the learning from community-based data (consultations / interviews / feedback / issue trends) to be taken and fed into a broader standardised system for informed programmatic decision-making, including on targeting and transition, at the agency and inter-agency levels; and community confirmation of their participation in programme design and adaptation.

Engagement and partnerships – WFP will extend its trusted partnerships with national and local governments and affected communities and will expand partnerships with donors, sister UN agencies and development finance actors (such as IFIs), including with the private sector and civil society to support solutions.

WFP welcomes opportunities to strengthen the effectiveness of the international humanitarian system in contexts of internal displacement. WFP is supporting the 2023 IASC independent review of humanitarian response to internal displacement (as part of the Selection Group and most recently the Reference Group).



Annexes

Annex 1

Table 1. WFP's commitments

Investment	Action	Commitment
A: Institutional Capacity		
Coordination & Staffing	<ul style="list-style-type: none"> • Establish an inter-divisional/departmental 'operations team' to follow-up on the WFP Institutional plan for IDPs and provide global guidance and direction for the SG Initiative commitments. • Reinforce existing capacities of the Emergencies and Transitions Unit of the Programme Division • Establish dedicated capacity in at least four country offices to focus on the social protection pathways for displaced populations 	14, 21, 22, 27, 29-31
B: Partnerships		
Joint action	<ul style="list-style-type: none"> • Pursue—and, where appropriate, lead—joint action with advocacy and operational partners on issues relating to the prevention and resolution of displacement, and support to IDPs, where WFP's added value has been identified. Includes coordination with other UN signatories to the Action Agenda as well as in other forums • Provide support and services to RCOs and governments with respect to the evidence, policy and programming options available to prevent, assist and find solutions to internal displacement 	22, 24, 27
C: Knowledge and learning		
Vulnerability assessments	<ul style="list-style-type: none"> • At country level, and where possible and appropriate, ensure that WFP food insecurity and vulnerability analyses have data disaggregated for IDP for tracking and decision-making purposes. 	20, 21, 22
Research and evidence generation	<ul style="list-style-type: none"> • Participate in evidence synthesis activities with other agencies, such as IOM and IDMC, including mapping of available data and identification of data gaps. • Ensure up to date global numbers of food insecurity and track number of food insecure IDPs. • Generate evidence and develop knowledge products (e.g., data analysis, research, case studies, evaluations, policy briefs) on internal displacement—including the links with food insecurity—drawing on lessons from WFP's own programming as well as from its support to government programmes that prevent, address and resolve internal displacement 	20, 21, 22

Investment	Action	Commitment
Evaluation	<ul style="list-style-type: none"> • Ensure that evaluations of WFP's programmes, and of our contribution to government system-strengthening, include consideration of the impact on displacement in countries where relevant. To include quantitative and/or qualitative methodologies 	20, 21, 22
Communications and advocacy	<ul style="list-style-type: none"> • Deliver external communication and advocacy activities (e.g. webinars, blogs, conferences, training) on knowledge acquired • Participate in forums / knowledge exchanges to contribute actively to enhanced understanding of the issues facing IDPs and possible solutions 	20, 21, 22
D: WFP programming and technical offer		
Policy adherence and coherence	<ul style="list-style-type: none"> • As part of WFP's humanitarian mandate, ensure that global protection and conflict sensitivity policy commitments are implemented to ensure that food assistance is designed and delivered in a manner that is safe and accessible to IDPs. • Include explicit consideration of IDPs in relevant policies and strategies (either new, or those being updated), including, but not limited to, those relating to climate action and/or resilience 	22, 31
Addressing root causes	<ul style="list-style-type: none"> • Intensify investments in actions to tackle the root causes of displacement, including support for strengthening national social protection systems, including school feeding, building climate resilience, enhancing livelihoods and promoting climate action and anticipatory approaches, in contexts where WFP's added value has been identified 	14, 20, 21, 24, 30, 31
Effective programming	<ul style="list-style-type: none"> • Support country offices to assess and select entry points for work likely to have a direct impact on reducing or resolving displacement or supporting IDPs and incorporate relevant activities into Country Strategic Plan design and proposal development across the strategic outcomes, integrating all relevant technical and functional areas • Include consideration of IDPs in conflict-sensitivity analyses where relevant • Continue interventions that can lead to solutions for internal displacement, such as support for resilience-building, assistance to IDPs to obtain missing IDs etc. 	14, 21, 22, 29, 30, 31
E: Monitoring and reporting		
Monitoring	<ul style="list-style-type: none"> • At country level, and where possible and appropriate, ensure that WFP food insecurity and vulnerability analyses have data disaggregated for IDP for tracking and decision-making purposes. 	20, 21, 22
Reporting	<ul style="list-style-type: none"> • Include information on IDPs in WFP flagship publications and updates, and work to ensure its integration into external publications 	20, 21, 22

ASSUMPTIONS:

The success of the Implementation Plan Strategy above rests on three overarching assumptions:

- **Sufficient commitment from the national governments:** National governments need to support the Action Agenda on Internal Displacement and engage in constructive policy dialogue on adapting legal and policy frameworks to allow for greater opportunities and long-term solutions to address displacement and its root causes.
- **Adequate investment and flexibility from donors:** The operationalization of the Action Agenda on Internal Displacement will require a significant, upfront investment that is sustained in the medium-term. This will imply ensuring that the donor community provides States, UN agencies and other partners with adequate, predictable and multi-year financial assistance.
- **Realistic expectations:** Even with the necessary political commitment and financial support, it will be challenging in some contexts to address the root causes of displacement (e.g., the localized effect of global climate change, which is a significant driver of displacement likely to further amplify in the absence of effective climate change mitigation efforts). It is therefore important to have a shared recognition of the challenges as well as the opportunities going forward.

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