

FOOD SECURITY CRISIS PREPAREDNESS PLAN

Background for Food and Nutrition Security Partners

Updated January 2023

BACKGROUND

Many countries across the globe face the threat of food and nutrition security (FNS) crises. Major shocks such as conflict, economic downturns, natural disasters, and global shocks¹ can severely worsen food and nutrition security conditions, with the poorest bearing the greatest costs. With each crisis, vulnerabilities are heightened, and those most affected are left more exposed to future shocks. Breaking the vicious cycle of repeat crises requires both scaled-up action to tackle long term drivers and well-coordinated and consistent responses that can be mobilized early when crisis risks begin to emerge.

The World Bank, in close collaboration with food and nutrition security partners, is scaling up its efforts to promote greater preparedness to major food and nutrition security crises. This work supports the World Bank's broader commitments to increase the crisis preparedness and response capacities of its client countries.² In particular, the development and operationalization of **Food Security Crisis Preparedness Plans (FSCPPs)** will be supported in select countries (see Annex 1) that have received support from the World Bank's Early Response Financing (ERF) modality of the Crisis Response Window (CRW).³

- 1 Government owned and led
- 2 Focused on major food and nutrition security crises
- 3 Evidence-based
- 4 Pre-arranged, operational, and timely
- 5 Holistic
- 6 Do No Harm
- 7 Living

1 Examples include the 2007-2008 world food price crisis, COVID-19 pandemic, and the war in Ukraine.

2 IDA20 - Building Back Better from the Crisis: Toward a Green, Resilient and Inclusive Future (English). IDA20 Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/163861645554924417/IDA20-Building-Back-Better-from-the-Crisis-Toward-a-Green-Resilient-and-Inclusive-Future>.

3 All countries receiving support from the CRW ERF are required to put in place FSCPPs. Additional information about the CRW ERF can be found at <https://ida.worldbank.org/en/financing/crisis-financing/crisis-response-window>.

WHAT IS THE FOOD SECURITY CRISIS PREPAREDNESS PLAN?

The FSCPP is a national operational plan that defines what constitutes a major food and nutrition security crisis for a country. The plan also explains how crisis risks are actively monitored and identified, and details step-by-step protocols, roles, and timelines for mobilizing additional funding and early action. The FSCPP brings together these preparedness elements into a cohesive operational framework to support the systematic recognition of an emerging crisis and prompt timely joined-up action across government, humanitarian, and development partners to prevent and mitigate the impacts of future food and nutrition security crises. While the FSCPP is a World Bank requirement associated with receiving support from the ERF, the FSCPP extends beyond the World Bank's engagement and represents the country's national plan.

FSCPP guiding principles:

1. Government owned and led:

Where possible, the government should be at the center of developing and managing the FSCPP across all relevant national and local institutions and agencies.⁴ Existing and relevant government systems should be leveraged fully and complemented, where needed. In contexts in which a government may have limited operational capacity to lead the FSCPP, these functions should be supported by the international community – with responsibilities shared across humanitarian and development partners – until the government's capacity builds.

2. Focused on major food and nutrition security crises:

In any given year, a country may face numerous shocks affecting food and nutrition security, some of which may have localized and limited impacts while others can lead to widespread and severe impacts affecting many people across the country. The FSCPP is focused on these latter shocks which extend beyond and exacerbate existing chronic issues and threaten to lead to a major food and nutrition security crisis.⁵

3. Evidence-based:

The FSCPP should be anchored by rigorous, well vetted, and timely food and nutrition security data and analytics. Given the many drivers and shocks that can lead to a major FNS crisis, there is a need to consolidate and analyze this disparate information as part of regular risk reporting to provide a comprehensive view of emerging and major risks. Where available, existing early warning systems such as the Integrated Food Security Phase Classification (IPC), Cadre Harmonise, and the Famine Early Warning Systems Network (FEWS NET) provide a strong foundation for this analysis and identifying a potentially emerging and major crisis.

Additionally, to complement these early warning systems and to help fill gaps between major reporting cycles, high frequency data and analysis produced by individual FNS partners and other sources (e.g., market surveillance information, verified news reporting, weather forecasts, hydromet systems, satellite imagery, etc.) should be consolidated regularly and integrated into FSCPP arrangements.

4. Pre-arranged, operational, and timely:

The FSCPP moves beyond just risk monitoring activities and requires that 3 interlinked operational elements be in place. This includes: i) operational arrangements for continuously monitoring and quickly identifying major food and nutrition security crises; ii) operational arrangements for convening programmatic leads across government, humanitarian, and development partners to assess emerging crisis risks and scale up early action; and iii) in the event a major crisis may be emerging, operational arrangements and protocols for convening senior officials to collectively recognize the crisis, bridge operational and funding gaps, and promote well-coordinated and holistic responses across government and its humanitarian and development partners.

5. Holistic:

Major food security crises extend beyond the response capacities of any single entity. If a major crisis is identified, activities should be scaled up quickly and coordinated across the fullness of government, humanitarian, and development partners. Comprehensive responses should utilize the comparative advantages of all supporting partners to tackle immediate needs to protect lives and livelihoods and address underlying drivers to build greater resilience to future shocks.

⁴ Where government capacity may be limited, the international community comprised of humanitarian and development partners can temporarily support FSCPP elements until the government is ready to lead the FSCPP.

⁵ Acute food insecurity is measured and classified according to the Integrated Food Security Phase Classification (IPC) 5-phase scale, namely: IPC 1 (minimal), IPC 2 (stressed), IPC 3 (crisis), IPC 4 (emergency), and IPC 5 (catastrophe/famine) conditions. While the definition of a food and nutrition security crisis may differ across countries, a major crisis is typically signified by the occurrence of an acute shock (or shocks) which threatens to significantly push populations into more severe crisis, emergency, and catastrophe/famine acute food insecurity conditions corresponding with the aforementioned IPC phases or other relevant food and nutrition security data.

6. Do No Harm:

The FSCPP should be underpinned by the principle of do no harm. This requires that the FSCPP carefully take into consideration country and local contexts and account for how responses may interact and affect existing economic, social, and political dynamics.⁶ This principle is particularly important in Fragile and Conflict-affected Situations (FCS).

7. Living:

While the occurrence of major food and nutrition security crises can be reduced over time, especially as development goals are reached and resilience builds, it is impossible to completely eliminate the risk of all future crises. This is in part due to the numerous drivers and shocks that can lead to a major food security crisis. Crisis preparedness is a continuous activity requiring steadfast maintenance and investment so that operational arrangements are up to date and can be activated quickly to ensure timely responses to mitigate impacts. The FSCPP, therefore, serves as a living document that should be revisited and updated regularly to ensure it remains fit for this purpose. Additionally, the FSCPP serves as an efficient means of retaining institutional knowledge about food and nutrition security crisis operational arrangements. In this regard, the FSCPP serves as an important resource to agencies and supporting partners managing staff changes, helping to smooth transitions and promote continuity.

OPPORTUNITIES FOR TECHNICAL COLLABORATIONS

In contexts with well-established food and nutrition security crisis response systems, FSCPPs provide an opportunity to review these systems and further strengthen their crisis preparedness elements (see Annex 2 for an overview of the FSCPP's elements and general considerations). In contexts where existing systems may only partially cover crisis preparedness elements, the FSCPP provides an important means for identifying critical gaps and setting the stage for filling these gaps over time.

FSCPP development will be a government-led and owned process, where possible. Given the critical roles played by humanitarian and development partners supporting food and nutrition security crisis responses in many countries, the FSCPP also provides an opportunity for these stakeholders to contribute to the FSCPP. Depending on the context, contributions from partners could range from participating in technical consultations and working group meetings to help develop the FSCPP to supporting the operationalization of the FSCPP in collaboration with government and other supporting partners.

For illustrative purposes, indicative steps for developing FSCPPs and potential entry points for partners to collaborate are outlined in Table 1. The specific development processes will be different for each country based on their respective capacities, needs, and priorities. As a starting point, country level partners interested in being part of these efforts are encouraged to contact the World Bank's respective technical teams listed in Annex 1. Additionally, the World Bank will be promoting collaborative efforts at the global and regional levels to support the development of FSCPPs. This includes leveraging its key partnerships with the Global Alliance for Food Security (GAFS)⁷ and Global Network Against Food Crises⁸ and building on longstanding collaborations with United Nations organizations such as the Food and Agriculture Organization (FAO), Office for the Coordination of Humanitarian Affairs (OCHA), the United Nations Children's Fund (UNICEF), and the World Food Programme (WFP) as well as with the International Committee of the Red Cross (ICRC), donor partners, and non-governmental organizations (NGOs).

6 For examples of Do No Harm principles, please see: CDA (<https://cdacollaborative.org/what-we-do/conflict-sensitivity>); Oxfam (<https://www.oxfamnovib.nl/kenniscentrum/resources/blog-kenniscentrum/the-do-no-harm-approach-how-to-ensure-that-our-work-contributes-to-peace-not-conflict>); Center for Global Development, IRC, and Mercy Corps (<https://www.rescue.org/sites/default/files/document/4291/theroleoftheworldbankinfragileandconflict-affectedsituations-002.pdf>).

7 <https://www.gafs.info/>

8 <http://www.fightfoodaises.net/>

Table 1: Indicative steps and timeline for developing FSCPPs
(for illustrative purposes only)

Step	Description	Estimated Time
FSCPP Drafting Stage		
1. Initial government preparations	<ul style="list-style-type: none"> Government consulted on FSCPP and planning process for drafting the FSCPP is designed. Government technical focal points, including across relevant ministries, are appointed. Additional technical support, including consultants, onboarded. 	~3 months
2. Stocktaking, early bilateral consultations, and initial drafting of FSCPP	<ul style="list-style-type: none"> Diagnostic and stocktaking is conducted of existing food and nutrition security-related crisis risk monitoring systems and efforts, financing, and coordination / operational response structures across government as well as humanitarian and development partners (as relevant). Bilateral consultations with key stakeholders and partners to inform stocktaking efforts and initial drafting of FSCPP. 	~2 months
3. Technical working group meetings and refinement of draft FSCPP	<ul style="list-style-type: none"> Working group meetings organized with technical focal points from government as well as humanitarian and development partners (as applicable) to discuss and refine the draft FSCPP. FSCPP operational working arrangements, e.g., step-by-step protocols, roles and responsibilities of supporting agencies and partners, and operational timelines, defined and agreed upon by technical focal points. 	~6 months
4. FSCPP finalization, formal endorsement, and operationalization	<ul style="list-style-type: none"> FSCPP to be finalized and submitted to the World Bank for technical review.⁹ FSCPP to be formally endorsed by relevant government ministries as well as supporting operational partners. 	~1 months
FSCPP Maintenance Stage		
5. FSCPP maintenance and updating	<ul style="list-style-type: none"> As a living document, the FSCPP should be updated as needed and on a regular basis to ensure it remains fit for purpose. This process should incorporate lessons learned, reflect changes in institutional arrangements, strengthen collaborations among supporting partners, and further the ownership and capacity of government to lead food and nutrition security crisis preparedness efforts. 	<i>Updated regularly and on an ongoing basis as defined by leading agencies</i>

⁹ The FSCPP is a legal requirement for countries utilizing support from the World Bank's Early Response Financing (ERF) modality of the Crisis Response Window (CRW). To fulfill this requirement, the FSCPP must be submitted to the World Bank on a non-objection basis and reviewed by its Technical Expert Group on Food Security (TEGFS). The TEGFS considers the technical rigor and operational readiness of the FSCPP and determines whether the plan is acceptable to the World Bank. Key areas of focus considered by the TEGFS are provided in Annex 2.

ANNEX 1: Indicative List of Countries Developing FSCPPs

The following countries are expected to develop FSCPPs. In some countries, especially those that received support from the CRW ERF in the IDA 19 cycle (CY 2020-2022), FSCPP development may already be underway and/or in more advanced stages. Specific drafting processes and timelines will vary by country and are dependent on each country's individual capacities, needs, and priorities. Specifics regarding the status of the FSCPP as well as expressions of interest to be included in FSCPP-related dialogues can be directed to the respective World Bank technical team member(s) indicated in the table below. Additionally, please include the World Bank's FSCPP Global Coordination Team (FSCPP@worldbank.org) in all communications.

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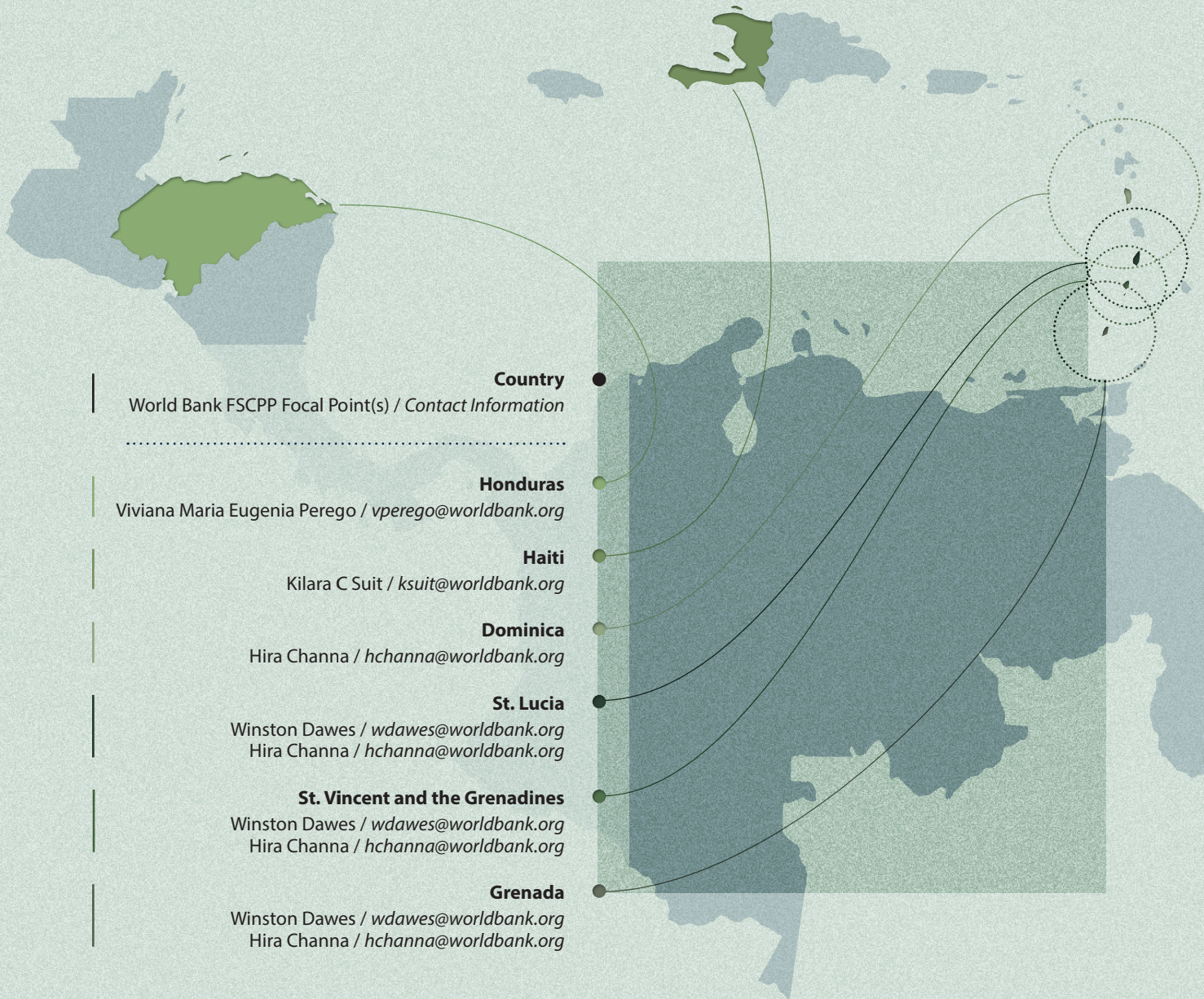
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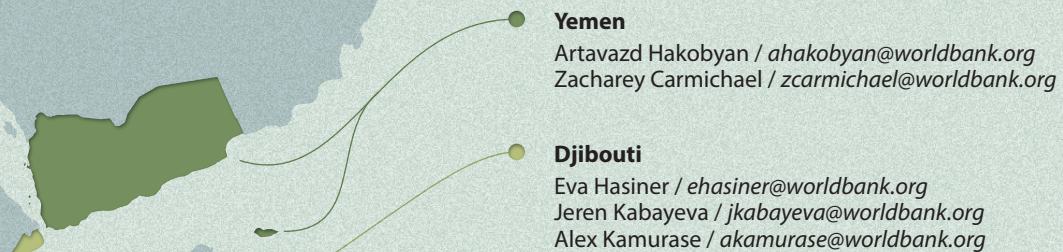
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ANNEX 2: FSCPP – General Considerations and Guiding Questions

The following provides a general overview of the technical content and elements that should be addressed by FSCPPs.

A. FSCPP Objectives and Priorities

The FSCPP should set out the objectives and priorities for mobilizing early action to prevent and mitigate future food and nutrition security crises.

Guiding question(s)

A.1. Does the FSCPP clearly define its objectives and priorities for promoting early action to prevent and mitigate the impacts of future food and nutrition security crises in the country?

B. Operational Arrangements

The FSCPP should detail the operational arrangements – including specific roles and responsibilities of government agencies and food and nutrition security partners, timelines, protocols, etc. – for monitoring food and nutrition security crisis risks, scaling up programmatic responses to prevent and mitigate food and nutrition security crisis conditions, and escalating additional financing and programmatic needs to senior officials.

B.i. Operational arrangements for monitoring and identifying food and nutrition security crisis risks

The FSCPP should detail the operational arrangements – including specific roles and responsibilities of government agencies and food and nutrition security partners, timelines, protocols, etc. – for monitoring food and nutrition security crisis risks for the country.

Guiding questions(s)

B.i.1. Does the FSCPP identify the country's major food and nutrition security crisis risks and drivers? Key factors to consider include acute shocks (extending beyond and exacerbating existing chronic issues) which severely impact one or multiple food and nutrition security dimensions, including food availability (e.g., imports, production, etc.), food access (e.g., food prices, incomes and remittances, etc.), food stability (e.g., market functionality, macro stability, climate, conflict, etc.), and food utilization and dietary quality (e.g., malnutrition, etc.). Framing the likelihood / frequency of a given food security driver occurring as well as the potential severity of its impacts can help prioritize the country's risk monitoring efforts, especially in contexts where risk monitoring capacity is limited (see diagram below for an example). It is also helpful to integrate seasonal calendars as part of this analysis.

		Likelihood of Food and Nutrition Security (FNS) Driver Occurring		
		Low	Medium	High
Severity of Impact	Low	Risk Monitoring Priority 3	Risk Monitoring Priority 3	Risk Monitoring Priority 2*
	Medium	Risk Monitoring Priority 3	Risk Monitoring Priority 2*	Risk Monitoring Priority 1*
	High	Risk Monitoring Priority 2*	Risk Monitoring Priority 1*	Risk Monitoring Priority 1*

* Events potentially likely to lead to a major FNS-related crisis. The FSCPP primarily focuses on scaling up action to these events.

B.i.2. Does the FSCPP sufficiently explain the country's official process for monitoring and reporting major food and nutrition security crisis risks and drivers in a consolidated and timely manner? Key considerations include identifying which government agencies and humanitarian and development partners (including specific focal points) are responsible for leading and supporting the process of monitoring, consolidating, verifying, publishing, and disseminating risk-related information and under what timeline and frequency. Additionally, critical data gaps which may hamper crisis risk monitoring and efforts and timelines to fill these gaps should be identified.

B.i.3. Does the FSCPP clearly define what constitutes a major food and nutrition security crisis for the country and how such a preliminary determination is recognized and communicated as part of risk monitoring activities to relevant government ministries and food and nutrition security partners? Key considerations, for instance, include the process for assessing whether evidence demonstrates that the country is facing a major / acute shock(s) (extending beyond and exacerbating existing chronic issues), documenting the evolution of the acute crisis, and assessing if the shock(s) are affecting multiple districts and/or governorates, threatening to push populations into more severe crisis, emergency, and catastrophe/famine acute food insecurity conditions corresponding with IPC phases or other relevant food and nutrition security data.

B.ii. Operational arrangements for scaling up programmatic responses to prevent and mitigate major food and nutrition security crisis conditions

The FSCPP should detail the operational arrangements – including agency specific roles and responsibilities, timelines, protocols, etc. – for scaling up programmatic responses to prevent and mitigate major food and nutrition security crisis conditions.

Guiding questions(s)

B.ii.1. Does the FSCPP specify a dedicated body or forum and timebound protocols for bringing together relevant food and nutrition security programmatic leads – including across government (national and local), humanitarian and development partners, private sector partners (where relevant), etc. – to review collectively updated food and nutrition security crisis risk analysis (the output from B.i. operational arrangements), assess existing capacities to respond, and collaborate on enhancing the coordination of food and nutrition security responses in the country? Key considerations include defining members, when and where partners meet, their roles and responsibilities, etc. Areas of collaboration may include, for example: working together to identify and map humanitarian and development interventions and pre-arrangements that can be used to prevent and mitigate the impacts of each major food and nutrition security shock the country faces; maintaining information about active and planned food and nutrition security projects and activities supported by respective organizations – detailing what is being done, where the activities are located, the targeting criteria being used, the implementation and financing timeline, ongoing / planned collaborations with partners, and the capacity to scale up in the event of an acute shock; etc. Additionally, links should be made, where possible and relevant, between these efforts and preparedness efforts for other crises, e.g., One Health / Health Emergency Plans, etc.

B.ii.2. Does the FSCPP generally define potential response options to an emerging and major food and nutrition security crisis and targeting criteria that can be used to help guide interventions? Key considerations include: specifying what criteria will be used to identify populations that will be targeted (and which populations may not be targeted) for crisis response activities (e.g., proxy means testing, etc.) and rationale as to why those criteria are being used.

B.ii.3. Does the FSCPP define pragmatic ways for enabling access to the most vulnerable populations – especially pregnant women and young children as well as those experiencing displacement and/or are located in conflict-affected areas – to ensure food, nutrition, and health responses reach these populations?

B.ii.4. Does the FSCPP detail additional / contingency financing potentially available to scale up responses to an emerging and major food and nutrition security crisis? The FSCPP should seek to maintain a list of contingency resources potentially available across partners, detailing information about the eligibility process for accessing such funds, how such funds might be used and limitations associated with these funds, the timeline for mobilizing such funds, and other related matters.

B.iii. Operational arrangements for escalating additional financing and programmatic needs to senior officials

The FSCPP should detail the operational arrangements for escalating additional financing and programmatic needs to senior officials.

Guiding questions(s)

B.iii.1. Does the FSCPP specify a dedicated body or forum and timebound protocols for bringing together relevant and specified senior officials – including across government, humanitarian and development partners, etc. – to be briefed on emerging crisis risks and informed of major financing and programmatic gaps?

B.iii.2. Does the FSCPP specify protocols for senior officials to recognize emerging crisis risks formally and collectively (e.g., via joint statements) and to promote the mobilization of additional support, including by activating specific policies, programs, and drawing upon contingency financing (where available)?

B.iii.3. In the event a crisis is collectively recognized by senior officials, does the FSCPP specify how scaled up financing and action will be monitored and coordinated by senior officials to ensure a comprehensive and timely response across government, humanitarian, and development partners?

C. FSCPP Operational Status and Maintenance

The FSCPP should explain the state of its operationalization, confirm buy-in and endorsement by key government agencies leading its various elements and support provided by partners, and explain the process for reviewing and evaluating the performance of the FSCPP on a regular basis.

Guiding questions(s)

C.1. Is the FSCPP fully operational, and if not, what are the next steps and timeline for ensuring the plan becomes fully operational?

C.2. Has the FSCPP been endorsed by government and shared with food and nutrition security partners leading programmatic responses in the country, where relevant, e.g., United Nations agencies, humanitarian and development partners, etc.?

C.3. Does the FSCPP define the process for reviewing and evaluating the performance of the FSCPP on a regular basis? Generally, pertinent updates to the plan (e.g., updating focal points, reflecting changes in institutional structures and responsibilities, etc.) should be integrated on an ongoing basis (at a minimum of once per year) whereas more comprehensive performance evaluations should take place intermittently (at a minimum of once per 3 years). Given that the FSCPP is a living document, establishing indicators to help track FSCPP performance is an important consideration to help course correct and strengthen FSCPP arrangements over time.

Food Security Crisis Preparedness Plan

Background for Food and Nutrition Security Partners

Updated January 2023