A Guide on

Food

as an incentive to support vulnerable households and communities in securing and improving their assets

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Foreword (to be agreed between WFP and ILO but should contain an agreement/statement of support from ILO on the content and use of the guide)

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Definitions

**Assets:** Physical objects (e.g. tools, roads) or human attributes (e.g. health, skills) which people own or enjoy, and which they may use to maintain or improve their lives. In the context of EMOPs the term "assets" will most likely refer to physical assets, such as housing or livestock. In the development context, the term will also cover non-physical benefits such as education and improved health. It is important to ensure that assets which result from WFP interventions are owned or enjoyed by the poor.

**At risk:** A term used for areas, communities, groups that are exposed to known threatening events, and are likely to become negatively affected.

**Beneficiaries:** Someone targeted and fed by a WFP intervention.

**Coping mechanisms:** The methods by which households try to deal with a crisis. At times of severe food insecurity households may (a) make greater use than normal of wild foods, (b) plant other crops, (c) seek other sources of income, (d) rely more on gifts and remittances, (e) sell off assets to buy food and (f) migrate. Coping mechanisms should be discouraged if they lead to disinvestments, if they reduce a household’s capacity to recover its long-term food security, and if they harm the environment. Others may be encouraged and strengthened.

**Community-managed:** The community and those food-insecure households within the community, through a community-managed project have an opportunity to determine priorities, manage the available resources including food, use and control any created assets, agree on recurrent costs and maintenance activities and participate in the monitoring of the development process and results.

**Development:** The category of food aid programmes and projects that support economic and social development. This category includes rehabilitation and disaster preparedness projects and technical assistance to help developing countries establish or improve their own food assistance.

**Dietary support:** Food to supplement what households cannot acquire themselves.

**Disaster management:** A term covering all aspects of planning and response to disasters, including disaster preparedness, prevention, early warning and mitigation, as well as post-disaster assistance.

**Disaster mitigation:** Measures taken to minimize the destructive and disruptive effects of threatening events, thus lessening the magnitude of a disaster. Such measures can be of different kinds, ranging from physical measures such as flood defenses or safe building design, to legislation, training and public awareness. Mitigation can take place at any time: before disasters occur, during an emergency, after a disaster, and during recovery and reconstruction.

**Disaster preparedness:** Measures that ensure the readiness and ability to forecast a threatening event and take precautionary action. Respond to and cope with the effects of a disaster by organizing and delivering timely and
effective assistance.

**Evaluation:** A periodic examination of the efficiency, effectiveness and results (intended and unintended) of interventions in relation to their objectives.

**Food security/insecurity:** Food security is the ability of a household to acquire enough food to ensure an adequate diet for all its members. Food insecurity is the inability of households to acquire adequate food. Households may be continuously 'food insecure'; their food security may also worsen as a result of events (‘shocks’) which reduce their normal access to food. **Chronic food insecurity** is an inadequate diet resulting from the continual inability of households to acquire needed food. Chronic food insecurity is rooted in poverty. **Transitory food insecurity** is a temporary decline in a household’s access to needed food. In its worst form, transitory food insecurity can result in famine.

**Gender analysis:** A study of a social process which considers (a) how socio-economic and environmental factors variously affect women and men, and (b) the different roles played by women and men in areas such as the division of labour, productive and reproductive activities, access to and control over resources and benefits. In WFP, gender analysis is applied throughout the project cycle (during appraisal, monitoring and evaluation), as well as to any other assessment or analysis of benefits, beneficiaries or executing agencies. It is also applied in the design and implementation of policies, in the development of human resources, training, etc.

**Hazard:** This is an event or occurrence that has the potential for causing injury to life, or damage to property or the environmental on which a community depends for its social and economic existence. Some examples of relevant hazards in Southern Africa include drought, civil unrest/conflict and epidemic dysentery.

**Impacts:** The long-term changes brought about by an intervention, usually at regional or national level. They are the highest order of results in the sequence: outputs, outcomes, impacts.

**Implementing partner:** Usually a recipient government, although implementing partners may also be other UN agencies, NGOs, other multilateral agencies or, rarely, bilateral agencies. All WFP-supported food aided activities are carried out by implementing partners. Legal title may or may not pass to the implementing partners, depending on the specific arrangements.

**Incentive:** In terms of food support, an incentive is the provision of food to enable a member of a food-insecure household to participate in the improvement or creation of assets, which will be of direct benefit to them. It is neither a wage nor remuneration for employment.

**Indicators:** Signs of progress throughout an intervention. Qualitative or quantitative indicators may be chosen to assess the provision of inputs, the success of a process (that, is the transformation of inputs into outputs), and the outputs themselves, as well as outcomes and impacts. Indicators may be either direct or indirect (proxy), but they should be such as to allow reasonable independent observers to agree whether progress has or has not been made as planned.
Labour-based methods: a work method which combines labour and non-labour inputs (equipment, tools, materials) giving priority to labour. Light equipment supplements the labour where necessary, for reasons of ensuring quality or reducing costs of the resulting physical asset.

Labour market displacement: The potential discouragement of beneficiaries to seek/develop alternative sources of employment in the private/public labour market.

Livelihood: a livelihood comprises the capabilities, assets (stores, resources, claims and access) and activities required for a means of living; a livelihood is sustainable which can cope with and recover from stress and shocks, maintain or enhance its capabilities and assets, and provide sustainable livelihood opportunities for the next generation; and which contributes net benefits to other livelihoods at the local and global levels and in the long and short term.

Mitigation: All measures taken to reduce damage, disruption and casualties, including preparedness and preventive measures.

Monitoring: The continuous oversight of the implementation of an activity, which seeks to ensure that input deliveries, work schedules, desired outputs, outcomes and other required actions are proceeding according to plan.

Natural disaster: Threatening event bringing about a serious disruption of the functioning of society, and causing widespread human, material and environmental losses, which exceed the ability of the affected society to cope using only its own resources.

Preparedness: Awareness of the likely effects of a disaster or emergency, and the readiness to respond rapidly.

Participatory approach: Seeking the involvement of participants in devising, designing, implementing and evaluating an intervention in a manner that lets them influence and share control over the intervention.

Risk: Understanding this term is critical to reducing the effects of natural and other threats. Theoretically, a risk = hazard + vulnerability + elements at risk. It is the anticipated losses (lives lost, numbers injured, property damage and disruption of economic activity from the impact of a given hazard on a given element over a specific period of time.

Safety nets: Temporary food assistance to complement coping strategies, where and when needed, to address periodic shortages without losing assets or reducing assets or consumption to an unhealthy level.

Socio-economic cost-effectiveness of food aid: The decision to use food aid as the optimum means to restore/strengthen livelihoods and self-reliance involves more than just assessing the cost per ton of delivering food and should include the cost, per beneficiary, of providing a development opportunity.

The social cost-effectiveness of food aid considers:
- Reaching the intended beneficiaries i.e., disadvantaged women
- Promoting their options and opportunities through participation in the
management of food and control over the utilization of the assets created.

**Economic cost-effectiveness of food aid considers:**
- Food aid compared to other resources leading to the same benefit to the same target group
- The value of the food to the beneficiary in the local market compared to the cost to WFP and the Government of delivering food aid
- Influence on food and labour markets

**Targeting:** The process by which areas and populations are selected to receive a resource and given it. A targeting system comprises mechanisms to define target groups, to identify members of the target group and to ensure that assistance reaches intended beneficiaries and meets their needs.

**Task rate:** for daily task rates, the worker receives one days wage (or incentive) for the completion of a set amount of work. On satisfactory completion of the task, the worker is free to leave the site and attend to other obligations such as household tasks or farming.

**Technical assistance:** External specialist help in the design or implementation of WFP interventions.

**Vulnerability:** The extent to which an individual, a household, a community, a socio-economic system or a physical infrastructure is likely to be adversely affected by a foreseeable bad event. It is the product of exposure to risk and the inability to cope with it. For WFP’s purposes vulnerability is a measure of the degree to which a household or a population or region risks being unable to meet its minimum food requirements. See also: vulnerability analysis

**Vulnerability analysis:** For WFP’s purposes, vulnerability analysis is the systematic analysis of people’s food security and their ability to cope with the effects of disasters and emergencies. Some analysts propose a distinction between baseline (chronic) vulnerability and current vulnerability. "Vulnerability Analysis and Mapping" is both a process and the name given to organizational units within WFP headquarters and some country offices.

**Worknorm:** Used in the planning of the labour content for infrastructure works. It is an amount of work expressed in time (such as 1 hour, 8 hours, 1 week, etc.) in relation to a quantity of physical result/output (such as 1 km of road constructed/rehabilitated, 3m³ of earth excavated, 100 m² of land cleared, etc.) The worknorms would be 1 km of earth road/ 1600 workerdays or 3m³ of excavation/workerday, or 100m²of land cleared / per 3 hours per worker.
1 Introduction

This Guide is meant to assist WFP field staff, their counterparts and implementing partners to support poor, food-insecure households and communities in making investments, which will help them in the longer term. Specifically, this guide will focus on supporting food insecure households and communities, through the provision of food-aid, in the creation and improvement of sustainable physical assets including those aimed at mitigating the effects of natural disasters.

The immediate results of any well-designed activity should be an improvement in temporary food security for participating vulnerable households. The longer-term result at household and community level should be access to useful physical assets leading in turn to increased food-security and sustainable livelihoods.

The policy background in section 2 below explains how the use of food as an incentive, to support community self-help initiatives, is intended to help change the living conditions of the food-insecure. Part 3 explains how through proper targeting, consultations, planning, designing and monitoring, the food security and asset base of the targeted households can be improved. Part 4 provides a summary of the steps to be taken in designing and implementing a food-assisted development activity.

The 📘 symbol is used for definitions or to highlight points worthy of study.
2 Policy Background

This section of the guide sets out the WFP policy principles for development activities, and outlines appropriate responses to food insecurity. This is followed by a description of the main characteristics of a development activity designed to assist beneficiaries in securing their assets and their livelihoods.

The vision of the World Food Programme is that of a world in which every person has access at all times to the food needed for an active and healthy life. Therefore, the policies governing the use of WFP aid are directed towards the goal of eradicating hunger and poverty.

The core policies and strategies that govern WFP activities are to provide food aid:

- to save lives in emergency situations;
- to improve the nutritional status and quality of life of the most vulnerable people at critical times of their lives; and
- to help build assets and promote the self-reliance of poor people and communities, particularly through labour-intensive work programmes.

WFP should provide assistance only when and where food consumption is inadequate for good health and productivity. If there is no problem of food consumption, then food aid is not needed.

2.1 New Policy Direction for Development

In 1998, WFP launched a review of the role of food aid in development. WFP and its executive board members have established a new policy orientation for development food aid in an effort to focus development interventions towards those for whom food aid, as opposed to other forms of assistance, is the most appropriate resource. The new policy directives highlight the importance of placing food aid interventions within a broader development assistance framework, with a particular focus on long-term food security.

Each and every WFP development intervention will use assistance with food consumption to encourage investment, and leave behind a lasting asset – a physical asset or human capital – which will help the community or household after the food is gone.

The new policy directing WFP assistance is set out in the “Enabling Development” document available from the WFP.

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1 In the development context, the labour-intensive works programmes will be at community level, and not large-scale public works activities
2 “Enabling Development” can be downloaded at http://www.wfp.org/index.asp?section=policies
2.1.1 Gender Policy within WFP

The WFP Policy Commitments to Women: 1996 – 2001, outlines WFP’s commitment to use its resources in interventions that seek to reduce gender-related inequalities. This policy is augmented by a circular from the Executive Director, ED2001/010 – 15.11.2001, which addresses women’s access to assets including land, in WFP-assisted activities. The purpose of this circular is to ensure that women have access to all privately owned assets created through any WFP-assisted activities.

Both of these policy documents are supported by Gender Guidelines also available in the Programme Design Manual of the WFP.

2.1.2 Focus on development

From the core policies and strategies of the WFP, as described in section 2.1 above, part of the food aid remains focused on social and humanitarian protection (emergencies and recovery/safety-net programmes), part as a pre-investment in human resources (school feeding and training programmes) and part to help build the community/household infrastructure necessary for sustained development (food as an incentive).

While certain recommendations within this Guide may be appropriate for dealing with emergencies and recovery situations, the content of the guide is centred on providing direction for food as an incentive for sustained development.

WFP supported development activities are considered well targeted when they have:

a) Enabled poor households to invest in human capital through education and training
b) Made it possible for poor families to gain and preserve assets
c) Mitigated the effects of natural disasters, in areas vulnerable to recurring crises of this kind
d) Enabled households, which depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.

This guide does not address assets in terms of investment in human capital, although every food-assisted activity should make use of opportunities for awareness raising and informal training. This guide is specifically targeted towards description b above, with many of the examples also addressing issues of sustainable livelihoods described under d.

2.2 How to effectively reach the intended beneficiaries and improve their

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The WFP policy commitments to women can be downloaded at http://www.wfp.org/indexasp?section=6
**food security and asset base.**

In order to be able to address the needs of vulnerable households and communities, an analysis is needed of the exact nature of the food insecurity and vulnerable conditions they are facing. WFP has developed an information tool, Vulnerability Analysis and Mapping (VAM) to support programme decision-making in the design and management of WFP relief and development food-oriented activities.

One of the primary functions of VAM is to understand why conditions of food insecurity and vulnerability exist at any given time in WFP-supported countries. The results provide the base line and current vulnerability status in the country, analysis of risk and coping ability, area profiles, and preparedness in terms of disaster mitigation.

At country level, the programming section in collaboration with the VAM officer should be in a position to develop options on appropriate responses for vulnerable groups and areas identified in the analysis, and to identify where food aid is an appropriate intervention.

Table 1a below is a simplified look at the nature of the food insecurity combined with other factors to suggest appropriate responses:

<table>
<thead>
<tr>
<th>Identified problem</th>
<th>Additional factors</th>
<th>Intended beneficiaries</th>
<th>Suggested response</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Areas with a high incidence of malnutrition in expectant mothers and young children</td>
<td>Malnourished nursing mothers and younger children</td>
<td>Community nutrition project</td>
<td></td>
</tr>
<tr>
<td>2 Areas with household food-insecurity and child malnutrition</td>
<td>Poor school attendance of female children</td>
<td>Female children from food-insecure households, and where appropriate, their families</td>
<td>School Feeding Project</td>
</tr>
<tr>
<td>3 Areas with seasonal Household food-insecurity</td>
<td>Illiteracy and lack of skills especially among women</td>
<td>Women from food-insecure households in need of skills and training</td>
<td>Food for Training Project</td>
</tr>
<tr>
<td>4 Areas with seasonal household food-insecurity</td>
<td>Food-insecurity due to the area being drought-prone</td>
<td>Households vulnerable to food-insecurity through drought</td>
<td>Food incentive as support to community-managed improvement of the agricultural asset-base directed towards mitigating the worst effects of drought</td>
</tr>
</tbody>
</table>

Response 4 in the table 1a would be typical of a proposal to use food as an incentive to support vulnerable households and communities in improving

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An overview of VAM is available within the Programme Design Manual of the WFP. A new draft guide is also under preparation by the WFP VAM unit.
their asset base, thus reaching food-insecure households with an appropriate intervention to improve their longer-term food security and coping mechanisms. Therefore the food acts as a support to households and communities engaged, on a self-help basis, in projects addressing their own identified needs. This type of activity will be the main focus of this guide.

Table 1b below provides an overview of the results that a well-designed development project should produce, and some of the strategies or methods that could be adopted to reach the intended beneficiaries and create sustainable assets.

Table 1b Options where food insecurity exists

<table>
<thead>
<tr>
<th>Activity Results and How to Reach Them</th>
<th>What Should Be Achieved</th>
<th>How It Should Be Achieved</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Food only provided where there is a problem of food; Women's access to food and asset benefits assured; hungry poor families assisted to invest in preservation or building of assets.</td>
<td>Target households with food consumption problems, emphasising the needs of women; ref. to existing WFP documents on participatory approaches and beneficiary selection</td>
</tr>
<tr>
<td>2</td>
<td>The real needs of the community addressed; &quot;ownership&quot; of assets kept in the hands of the poor and commitment developed to ongoing maintenance; capacity for self-reliance and women's management developed.</td>
<td>Have beneficiaries, particularly women, plan and manage the food, activities, and assets</td>
</tr>
<tr>
<td>3</td>
<td>Complementary assistance, including non-food resources optimised; durability and replicability of activity benefits reinforced; an enabling policy environment advocated.</td>
<td>In all possible ways, work with and strengthen the existing community-, government structures and non-governmental organisations in the planning, implementing and monitoring of activities</td>
</tr>
<tr>
<td>4</td>
<td>A determined need met with no negative or disincentive effects.</td>
<td>Use food assistance at critical times and in quantities appropriate to the objective of the activity</td>
</tr>
<tr>
<td>5</td>
<td>Negative coping strategies altered; assets preserved or gained; recurring crises avoided.</td>
<td>Create or improve capacities, assets, or economic opportunities</td>
</tr>
<tr>
<td>6</td>
<td>Benefits optimised; community resources effectively used to achieve the planned output; and realistic worknorms in use to ensure productivity and quality of outputs.</td>
<td>Have and use all necessary non-food inputs, including technical support and training</td>
</tr>
</tbody>
</table>

Table 1b continued
2.3 **Description of the main characteristics of an activity designed to assist beneficiaries in securing their livelihoods.**

A well-designed and implemented activity should include the following elements:

- Appropriate and transparent targeting of beneficiaries which is gender sensitive, to define the geographical area, communities within the area, and households within the communities, which require assistance in addressing their food insecurity;
- Effective partnership with the beneficiary households and communities, in all aspects of planning, implementing and monitoring of their project, with special attention to the role of women in this process. The project should be community-managed with support from external agencies;
- Verification that the asset to be created or improved is indeed addressing a priority of the participants and their community;
- Effective partnerships with local and international partners in supporting the targeted households and communities in creating sustainable assets;
- Food of an appropriate type and quantity is received by the beneficiaries, when their accessibility to food is inadequate, and in such a way as not to interfere with other obligations or coping mechanisms;
- The planned assets will directly benefit those engaged in the work. The assets can also benefit the community where participants live, as long as those engaged in the asset creation have guaranteed access to it. The asset must be owned by the community or a sub-group of the community which includes those who participated in the asset creation;
- Verification that the planned asset is appropriate for and affordable by the poorest sections of the community;
- All necessary non-food items are available to create a well designed, good quality and lasting asset for the beneficiaries;
- An appropriate operation and maintenance plan is developed together with the beneficiaries and then implemented;
- Opportunities for health and nutritional training have been incorporated;
A well-designed and implemented activity should not include the following elements:

- An asset that is for general public use and not for the sole benefit of those engaged in the work, and their community (no public works);
- An asset built on land where access is not legally or traditionally assured for women and men actively involved in creating the asset;
- Maintenance or recurrent operations, as these are an unsustainable form of budgetary support.

Every attempt must be made to include, as fully as possible, all the positive characteristics described above so as to achieve the best outcome for the beneficiaries. Any constraints faced in meeting these characteristics must be clearly indicated in the activity design. This will facilitate discussion on whether to proceed or whether there is a more appropriate method of addressing the needs of the vulnerable households.

2.4 Community-managed activities

The above section suggests that community management is critical to achieving the desired results for the targeted households and communities. The people that need assistance are the ones that should have an opportunity to determine priorities, use and control the benefits of the activities, and agree to take on any recurrent costs or tasks to maintain the benefits.

The reason for WFP support to community-managed activities rather than supporting public works needs explanation, and its implications understood, also to prevent activities with public works characteristics from being called community-managed for the sake of legitimisation.

The reason that WFP has decided to adopt this approach is that “a people-centred strategy for eradicating poverty should start by building the assets of the poor”. “The focus in helping the hungry poor has to shift from the mechanism – temporary employment- to the asset. At the completion of every WFP intervention of this kind, the poor community or family should have the lasting asset.”

WFP provides a temporary food input as an incentive to cover an immediate food shortage and at the same time to assist the community in their own efforts to create useful assets aimed at preventing future food shortages or to mitigate against the impact of future risks. The size and

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5 Where complex tenure system exist, negotiations with community leaders and participants should ensure that the benefits emanating from the assets created are shared equally with those who are the most food insecure, vulnerable and exposed to risk.
6 This type of activity may be justifiable in terms of emergencies and safety-net programmes but is not acceptable in a development context.
7 To focus attention on the very active role that the community should play, the phrase “community-managed” is used instead of “community-based”.
8 Communities are not homogeneous in nature and care must be taken that all sections of the community have a voice in their own development.
9 “Enabling Development” - WFP
duration of the food incentive in community-managed activities is based on the community's food needs. The community will organise and fund the operation and maintenance using resources raised by the community. The community should therefore be supported in managing all aspects of the planning, implementation, operation, maintenance and monitoring of the asset creation.

Although the decisions on the use of food aid will be made at community level after proper consultations, it does not preclude addressing assets belonging to specific vulnerable groups within the community or individual households. These groups or households would then become responsible for maintaining their own asset.

In Nicaragua, women have been supported to plant seeds for a variety of vegetables. These women are now in a position to grow, plantains, tomatoes, green and red peppers, etc. In some cases they have expanded their activities to include fruits and fruit trees. The plots and produce are not community owned, but are owned by the individual women for the benefit and improvement of the food security of their individual households.

The community managed, "people-centred" approach is not compatible with public works schemes. In the case of public works, the government owns the asset and is responsible for its maintenance and operation, i.e., the sustainability of the scheme. The implications are that persons working on public works are to be considered "employees" in terms of national laws and regulations. Therefore a wage payment is required on the basis of minimum wages, with at least 50% payable in money - not 100% in kind (food). Additionally, WFP does not undertake budgetary support and public works can be seen as a form of budgetary support.

In exceptional settings (non-developmental), programmes of food assistance may be linked to the creation or maintenance of public assets. As these public works are by definition managed by central authorities and not local communities, there is a risk that they do not correspond fully to WFP's stated long-term policy objectives. This risk includes:

- the possibility that food assistance will become a budgetary supplement for the country involved, leading to dependency;
- that food-insecure workers are not using the resulting assets to improve their situation; and
- that the assets created with food support are unsustainable.

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9 This statement is based on the ILO Convention on protection of wages, and reinforced in a WFP/ILO policy agreement originating from this convention.
3 Major Issues To Be Considered When Supporting Households And Communities With Food To Improve Their Asset Base And Livelihoods

This section of the guide deals with individual issues critical to the planning, design, implementation, monitoring and maintenance of a food assisted development activity. These include targeting, management of the activity, partnerships, agreements, the appropriateness of food in terms of quantity and timing, creation of quality assets, planning and implementation of the physical works, maintenance and monitoring.

3.1 Targeting of food insecure households.

As already mentioned, one of the fundamental prerequisites for the success of food-supported activities is that food is a real need: WFP should provide assistance only when and where food consumption is inadequate for good health and productivity. If there is no problem of food consumption, food aid is not needed.

Targeting is a means by which areas and vulnerable households most in need of food as well as longer-term assistance are identified.

Targeting implies selection of 1) areas of intervention at the national, regional or district level, and 2) participants at community and/or household level. The targeting methodology can be used to justify difficult decisions, and therefore requires participation of the stakeholders at the various levels in order to achieve:

- transparency/accountability for the collection, analysis and presentation of data;
- ownership of the criteria for inclusion or exclusion of areas/participants
- effectiveness (both for problem identification and implementation).

A typical targeting process is described in table 2 below.
The stages in the above cycle should be carefully monitored by all partners, especially WFP, to ensure that the intended beneficiaries are indeed the ones being targeted. An expanded explanation of the above table follows:

### 3.1.1 Profile of vulnerability and capacities

The aim of a vulnerability and capacity analysis of people and their resources is to identify when and where people's capacity to cope with risks is adequate, and when food as an incentive for community projects is appropriate.

Vulnerability analysis looks at the probability of people being exposed to risks of food insecurity—such as drought, conflict and extreme price fluctuations.

> For example, throughout the world, many families are living in villages in semiarid zones, where drought is a recurrent threat. In some communities, agricultural extension workers provide support and training in drought tolerant seed cultivation. Others, which are isolated far from district service centres, may be excluded from both the technical support and the availability of drought tolerant seed. They are therefore more vulnerable to the effects of drought.

Capacities are a set of positive features, including productive and capital assets, social/human resources and entitlements that increase a person's ability to deal or cope with a threatening event.

> Drought prone communities that have experience in and are aware of the benefits of growing more drought resistant crops, perhaps have a greater capacity to cope with repeated rainfall failure. Similarly, those communities who have the social / organisational and technical capacity to run a revolving seed bank can also cope better.

The vulnerability analysis serves to produce the information needed to prepare for activities to reduce the effects of food shortages on
communities and participants.

Vulnerability analysis has to be gender-sensitive, because the differences (often unequal) in distribution of resources and activities between women and men directly affect their individual vulnerability and capacity to cope with problems. Strengthening women’s capacities is key to ensuring household food and nutritional security.

Geographical targeting is used to decide where to concentrate resources in food-insecure areas within recipient countries. Generally speaking, these will be low productivity rural areas, areas prone to recurring natural disasters, and areas vulnerable to wide fluctuations in production and periodic food shortages. WFP can also work, in urban and peri-urban areas where there are high concentrations of malnutrition.

Information preparedness is the key to successful targeting, whether in situations of natural disaster, recovery or development. The information gathered should be gender disaggregated to the maximum extent possible, to ensure that constraints faced by women as well as men are addressed.

There is a growing capacity to make relevant data available for geographical targeting to help WFP country staff plan for, and respond to, critical period of food insecurity. For example:

- **Food security profiles**: from the national and provincial down to the district level, and sometimes further to the community level, are increasingly available from food security units or disaster management authorities or teams.

- **Vulnerability Analysis and Mapping (VAM)**: within WFP VAM provides available data on:
  - **why** conditions of food insecurity and vulnerability exist;
  - **who** are most likely to face these conditions;
  - **where** the hungry poor and vulnerable populations are located; and
  - identifying **sectors of interventions** where food aid has a comparative advantage

- **Vulnerability Analysis Groups**: consisting of relevant ministries, NGOs, United Nations agencies and those preparing early warning systems, which are concerned with preparedness to and reduction of risks to hunger and food insecurity

- **Government statistics**

An overview of Vulnerability Analysis and Mapping is available from WFP. This is an important subject in its own right, and therefore it is recommended that the current VAM publications be used rather than

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11 New VAM Guidelines are under preparation and should be issued early in 2002. This section highlights important areas of the VAM but does not capture all the elements of the VAM, which should be separately consulted.
developing a shortened overview within this guide.

There is however one area of assessment, which deserves special attention, and that, is the gathering of data together with communities.

The use of participatory rural appraisal (PRA)\textsuperscript{12} tools (by trained staff) could add the needed precision or accuracy at local levels, without being too lengthy and thus not useful. PRA tools include interviews/discussions, (community, personal, institutional) maps, (problem, preference, wealth) ranking, and (historical, seasonal, daily) trend analysis. Use is made of visual aids and symbols, which overcomes basic communication problems.

1. Analysis of typical needs for current risks/disasters can be developed with different groups of key informants.
   - **Seasonal calendars** can show when various groups in communities have food, when they need support and when they can contribute, or when droughts, flood, etc. strike;
   - **Community maps** of resources can show gaps in resources and services possibly to be filled through food supported asset creation;
   - **Resource profiles for categories of households** show differences in wealth patterns and can indicate who (female/male) lost what and who still has their basic resources.

2. Role and function of food aid
   - **Activity profiles** describe people’s activities throughout the day, differences between women and men, their availability for participation, etc.
   - **Proportional piling** can show the relative importance or use of different sources of food, ways of acquiring food, or food preferences.

3. Response capacity: Maps of government and non-governmental services, combined with “community” histories can show the planning/response capacity of such services. Venn diagrams can show which local and external organizations exist in target communities and work with women and/or men.

An fair distribution of all benefits resulting from the activity\textsuperscript{13} is not likely if there is not a focus on women’s priorities and their priority needs. Needs assessment reports should clarifying whether and how the intended groups benefit. The outcome of the vulnerability and capacity analysis should clarify patterns of whom among the women and the men use and/or control food, assets or economic opportunities, or improved skills.

This understanding can be used to determine:

⇒ Whether there should be gender equality in the opportunities to benefit as participants in a food aid supported community improvement, i.e., percentage of women, groups of women who need the work in order to obtain access to the food.\textsuperscript{14}

⇒ Whether in the household of the person working for food there is a

\textsuperscript{12} New Participatory Techniques and Tools Guide is under preparation within WFP

\textsuperscript{13} WFP expects at least 25 percent of resulting benefits to be controlled by women.
fair distribution among family members of the food thus earned
⇒ Whether there is gender equality in the distribution of assets
(ownership and/or use), economic opportunities and skills: the outcome
at the end of food assistance.

3.1.2 Identification of participants in food supported self-help activities

Criteria to select participant households include:
- Their level and duration of food shortage and immediate need of food
  for consumption
- The household providing the participant (one member only) should be
  the user of the asset or economic opportunity created or developed
- The participating household member is unemployed/not engaged in
  other productive activities for the period and/or timing of the asset
  creation activity

A choice has to be made regarding who will be responsible for the
selection of the beneficiaries.

Geographical/administrative targeting means the selection of
beneficiaries (at whatever level) by outsiders working usually for the
government or non-governmental agencies using indicators, which are as
objective, standardized and measurable as possible.

Community targeting means that community members or their
representatives, that is, insiders or potential beneficiaries, make
decisions regarding selection. The selection of beneficiaries is made on
the basis of communities’ prior knowledge and understanding of the
community members’ situation. This knowledge can be shaped into
selection criteria, and indicators of vulnerability and capacities, to be
applied by the community.

Self-targeting means that workers, rather than external pre-selection
criteria, decide whether or not to take advantage of the assistance
offered. This mechanism for selection has often been associated with less
preferred activities and commodities, selecting only those who had no
alternatives, and were willing to do the work on offer. This guide
promotes an appropriate choice of activities so that women and men from
households, which are food insecure, actually work for something that
interests and directly benefits them. Self-targeting will only function
where everyone has free access to information and freedom to control
their own choices.

The application of selection criteria is promoted by this guide, but of
paramount importance is, that sufficient information is available within
the community, both to women and men, on the nature of the selection
criteria and the time and place for the registering of participants. This
will help guard against any forms of discrimination (i.e. exclusion on ethnic
or religious grounds) and assist those who are not chosen as beneficiaries
to understand the reasons for their exclusion. Should there be a need
for rotation of participants, the reasons for this and the phasing in and phasing out of the participants should be well explained and understood by all the community - participants and non-participants alike.

3.1.3 Vulnerable groups within the community where special considerations are needed

As part of its management of the activity, the community must address in advance a policy on expectant mothers and children at the work site. Several factors may be considered in establishing such a policy; these include:

- **Women may be a targeted group** ⇒ a rule which would lead to the exclusion of expectant mothers from participating in an activity could leave them food-insecure during a critical period ⇒ if possible engage these women in another food or non-food assisted programme.

- **Harm may come to the mother-to-be and unborn child** ⇒ make alternative, less demanding work available within the activity and set a rule of no work after a certain point before the anticipated delivery date.\(^{14}\) Could an adult relative be substituted during the critical period to ensure that the food incentive was still being received?

- **Harm may come to the new mother and newborn child** ⇒ a time should be set after delivery of the baby, before which women should not work;\(^{15}\) account should be taken of possible complications in delivery. Could an adult relative be substituted during the critical period to ensure that the food incentive was still being received?

- **The policy should take account of nursing** ⇒ proximity of the child and/or location of work in relation to a child at home is a critical issue.

Community education, before the work begins, may be needed to:

- increase awareness of the risk of having small children accompanying adults onto the site; and

- **to ensure that no child under the age of 14 (or the national minimum age for work, if it is higher) should be working on a work site, and that no young person under the age of 18 should be assigned tasks hazardous to his/her safety and health.**\(^{16}\)

Before the work begins the community should consider:

- whether a possible solution for the safety of younger children is assigning a beneficiary (receiving a food ration) to care for the

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\(^{14}\) The international labour standard for this is 6 weeks in advance of delivery under normal circumstances. It may well be prudent to increase this time, taking into account the physical nature of the work and medical/nutritional condition of the women concerned.

\(^{15}\) The international labour standard for this is six weeks after delivery.

\(^{16}\) If child-headed households are identified as food insecure, then some other mechanism should be used to assist them such as Food For Training, as children below the national minimum age for work should not be working.
children of other beneficiaries during working time;
- if there are no alternatives for arranging child care, how to prevent
  that women in the target group are denied an opportunity to
  participate, due to their responsibility for caring for young children;
- whether coordination with other development activity programmes is
  possible, to be able to offer an alternative to women with children.

Although there is no “employment” relation in a self-help community
project, some of the International Labour Standards, and ILO
Conventions17, relating to employment, do provide valuable guidance on
good practice. In any setting, respect for the fundamental principles and
rights at work, in particular, equality, freedom from forced labour,
freedom of association, and elimination of child labour, are important.
They can also contribute to assuring transparency in a community-managed
asset creation project.

3.2 Beneficiaries, particularly women, plan and manage the food, activities
and assets

Assessments of available local capacity, e.g. staff for registration and
verification, budget, and political and social/cultural circumstances will
determine which targeted group is capable of designing and planning work,
and how much support they will require with this task.

Communities, particularly women and representatives of disadvantaged
groups, should ideally take part in:
- identifying the problem;
- deciding on the approach to solve the problem; and
- preparing, organizing and managing the activities and the food
  support.

Such participation can ensure that activities address the real needs of
the community; will develop “ownership” resulting in a better commitment
to future maintenance; and will develop capacity for self-reliance and
management in women.

Supportive action to ensure women’s participation includes:
- Activity design and monitoring activities should cover: (1) how
  women participate in all aspects at each stage of the activity; and
  (2) how they share in the distribution of benefits;
- Ranking and selection of activities with the participation of women;
- Location of the planned assets to suit women’s needs, especially
  the needs of the women working on the asset creation;
- Reviewing the potential for activities leading to a saving in time or
  labour for women;
- Training women in specialist and/or leadership skills;
- Providing information to women, at all stages, in local languages and

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17 The ILO Conventions can be viewed on [http://ilolex.ilo.ch:1567/english/convdisp1.htm](http://ilolex.ilo.ch:1567/english/convdisp1.htm).
They are also available in other languages through the ILO website [www.ilo.org](http://www.ilo.org)
at times and places which are easily accessible;

- Creating appropriate working conditions for women;
- Giving support to membership in productive associations;
- Supporting women in acquiring and financing productive assets;
- Supporting women's ownership and user's rights.

WFP's Commitments to Women require that WFP activities ensure a lead role for women within local decision-making committees managing the asset creation activity, managing the food distribution, and in the future management of the assets created. To do this, the role of women within community organizations needs to be reviewed. Relevant groups, communities and partners can consider the appropriateness of:

- quotas for women's representation in organizations;
- engaging women's community organizations only;
- reviewing community organization membership requirements; and
- requiring women representatives on decision-making committees.

Women in many cultures are responsible for the (provision), handling and distribution of food. WFP and Governments took up a commitment to support women as they carry out this role in food aid assistance programmes. This can help strengthen their organizational capacity and facilitates handing over accountability for the food to those members of the community who have a direct interest in its use for the household. This is particularly relevant in development activities.

Such arrangements must be made taking into account beneficiaries' obligations, local conditions and the intended use of the food.

Depending on the asset to be created, it may be more important that women have a say in the management of the activity, the use of the asset, and the siting of the asset, than that they participate in the actual physical implementation. This is particularly true where there are other able-bodied adults in the food insecure households. However, women from food insecure households should be assured at all times of their right to participate and access the food incentive.

3.3 Strengthening communities and improving results through partnerships with government structures and non-governmental organizations

Partnerships with Community Based Organizations (CBOs), government organisations, NGOs and donors should be developed from the start of the activity's design. This will provide better opportunities to maximize complementary assistance, including non-food resources, and reinforce the durability and replicability of community-managed activities.

This guide promotes the use of agreements with/between the various stakeholders in order to increase accountability for the planning and implementation of the activity.

Standard WFP agreements, which form the basis for co-operation in
developing and implementing an activity, are: the Country Programme (CP) document, basic CP activity documents, plans of operation, and Memoranda and Letters of Understanding (MOUs and LOUs). With the focus on the vulnerable households and communities it is strongly recommended that additional agreements are prepared and signed at the community level.

3.3.1 Participation of non-governmental and multilateral and bilateral partners

Plans of operation signed with government counterparts and MOUs or LOUs signed with NGOs provide details on the pre-conditions for appropriate activity implementation.

The standard text of the Plan of Operations, specifies on country level:

- The nature of participation in problem analysis, and selection of beneficiaries and activities;
- Contributions of non-food items and transfer of ownership;
- Specialized support and training requirements;
- Number of "legalities" that are critically important for the success of an activity, such as arrangements for passage of title or rights of use, legality or legalization of areas where activities will be implemented, i.e., unplanned settlements;
- Environmental issues.

Community agreements should be referred to in MOUs and LOUs so that the commitments to the beneficiaries are recognized and also mention is made of the community contribution in terms of their role and responsibilities towards improving their own assets and food-security. Community Agreements should also refer to and be in line with the Plan of Operation.

Since WFP normally provides only food, the designers of activities to create assets using labour-based methods, could look for assistance from various Line Ministries, National programmes, United Nations agencies and other donors to arrange or provide complementary non-food inputs.

Multilateral and bilateral partners could participate by providing:

- Technical advice and personnel
- Financial resources
- Tools, equipment and materials
- Direct linkage and cooperation with other complementary projects

There is scope for joint cooperation with United Nations agencies, financial institutions and bilateral agencies such as the ILO, the World Bank, IFAD, European Union, UNICEF, UNIFEM and GTZ.

Some of these resources such as technical advice, and tools, equipment and materials, could also be available from Government or local and international NGOs. However, care must be taken that the capacity and inputs do exist within the partner organisations/government departments.
and that this capacity is available in suitable quantities and at the correct time to provide reliable inputs and support to the communities. (I.e. the capacity really does exist “on the ground”, and has been accurately assessed, so that it is not existing only on paper in the LOU/MOU.)

3.3.2 Community agreements and contracting

An activity *implementing agreement*, which sets out what each partner expects the other to do, and what they are committing themselves to undertake, helps to:

- formalize the community’s and beneficiaries involvement and give legitimacy to the activity;
- define the maintenance and ownership of assets deriving from the activity before the activity begins;
- define the roles and responsibilities of partners outside the community; and
- sets out joint monitoring of the implementation and results of the activity.

A community can take up various responsibilities; they can even act as a contractor. Such an agreement would be called a “community contract”.

In community contracting, the Community-based Organisation (CBO) acts as the contractor and is responsible for managing part of or all the inputs, as well as for the quality and quantity of outputs. The use of community contracting depends on the existing capacity within the community, and the level of support that can be expected from the various partners.

WFP has supported the Food-for-Roads project in Lesotho since 1965. Many work gangs worked for more 16 months and participants developed a variety of supervisory and technical skills.

Government has to organise maintenance in the isolated areas where these roads were built and is reviewing options:

◊ There is the private sector.
◊ Members of the community can become community contractors, in cases where they agree with the community to take responsibility for carrying out works.
◊ Or there might be community contractors that hope to become small enterprises.

Training to develop the skills of women supervisors or gang leaders in community contracting is being proposed and scheduled as part of the project activities to ensure sustainability of activities from the beneficiary point of view.

3.3.3 Selection of the appropriate partners to support communities

The supporting partner(s) should be selected on the basis of their knowledge of and responsiveness to targeted groups, as well as their technical capacity to implement the activity. Capacity building for the partner organisations may be included in the activity’s design as necessary. The need for capacity building should be identified during the screening of implementing partners. The prospective partners should have the following characteristics:
• apply participatory approaches in needs assessment and all aspects of implementation;
• the capacity to support integrated activities which have originated from the communities;
• to support community organization;
• use targeting strategies to effectively reach intended beneficiaries;
• to have confirmed (or can secure) and can manage funds to cover non-food inputs to activities;
• be able to assess specialized support and training needs for activities;
• regularly evaluate the effectiveness of their services to beneficiaries;
• have an adequate food management capacity and accept WFP’s food aid modality;
• to have or establish functional links with relevant line ministries and local government;
• to have an understanding of labour-based methods;
• be able to supervise on-site activities;
• be able to monitor technical and social indicators of activity progress;
• to have appropriate reporting capacity; and
• absence of negative factors, i.e. association with rival groups, perceived partiality or self-interest, etc.

As gender-responsive community development is anticipated in all activities, the following characteristics should be added when identifying implementing partners:
• experience in the geographical area of the community;
• experience with the particular community concerned;
• availability of gender analysts, and of female facilitators;
• capacity in local language;
• skills in building women’s capacity in community-managed work planning and organization, and monitoring;

It may not be possible to identify one partner who can fulfill all the requirements and it may be necessary to have more than one partner working with the WFP and the community for the planning and implementation. I.e. One organization conversant with participatory approaches, gender equity, capacity building and food management, and another able to provide tools, equipment, materials and technical advice. It is important that, if separate organizations are used, there is complete integration of community participation and the physical implementation.

3.4 Food assistance for critical times and in quantities appropriate to the objective

Timeliness of food aid is a crucial element in being effective and efficient
to help food insecure households build assets. Staff, counterparts, partners and communities as well as beneficiaries need to be clear on:

- when food is needed;
- when food is to be phased out;
- how much food is needed to meet a specific need;
- when the provision of food has a negative effect.

### 3.4.1 Critical times

Ideally, WFP should support food insecure households at an early stage before they need to sell assets and before lasting damage is done to natural resources.

The choice of activity and the timing and duration of food assistance should be tailored to suit the needs of the recipients by:

- matching the period of work with the critical period of food insecurity;
- building an asset in that period, which helps improve longer-term food security.

For example:

- Where a village needs food to complement food shortages for two months a year, and the building of a community center takes six months to construct, the activity is not appropriate. The center would meet some of the community’s development needs but is not suitable for addressing the short-term food insecurity. In this case an alternative priority of the community and vulnerable households would need to be addressed, which would better match the period of food shortage.

- If a critical hunger period lasts eight months and individual activities on average do not take more than three months to implement, then several consecutive activities would have to be planned to provide food over the required eight months.

### 3.4.2 Setting the size of the food rations and checking with existing norms

Where participants benefit by receiving a food incentive and they benefit from the assets, several approaches are possible for determining the size of the food ration/food incentive. These include:

- setting the size of the food ration in accordance with food needs against a dietary standard; i.e. the amount of food consumption that is necessary to maintain a healthy condition which cannot be obtained by the household itself;
- setting the size of the food ration on the basis of a dietary standard and checking this against the prevailing wage-rates using the cash value of the resulting food basket.

The most appropriate approach can be decided by considering:

- the objective of the food provision ⇒ safety net, livelihood recovery, income transfer or incentive, capacity-building (in the case of this guide, as an incentive for support to community-managed asset creation in food insecure communities);
- the situation in which activities are undertaken ⇒ food availability
and access, market and trade conditions, households own food and non-food resources; and
- the relative value of food in comparison with local wage levels.

Table 4 - Role of food aid in different settings

<table>
<thead>
<tr>
<th>ROLE OF FOOD AID</th>
<th>NATURAL DISASTERS</th>
<th>RECOVERY</th>
<th>DISASTER MANAGEMENT/DEVELOPMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Safety net</td>
<td>Safety net</td>
<td>Safety net</td>
<td>Prevent/mitigate disasters:</td>
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<tr>
<td></td>
<td>Restore/</td>
<td>improve</td>
<td>· Combat socio-economic problems</td>
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<tr>
<td></td>
<td>livelihood</td>
<td></td>
<td>likely to cause or worsen food crisis</td>
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<tr>
<td></td>
<td>Capacity-building</td>
<td></td>
<td>· Capacity-building</td>
</tr>
</tbody>
</table>

| FOOD AS          | Dietary support  | · Incentive |
|                  |                   |            |

<table>
<thead>
<tr>
<th>CONSIDERATION S BEFORE DECIDING ON THE USE OF FOOD AID</th>
<th></th>
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<tbody>
<tr>
<td>· Market food prices</td>
<td></td>
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<tr>
<td>· Development of market mechanisms</td>
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<tr>
<td>· Labour market displacement</td>
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<tr>
<td>· Existing coping mechanisms</td>
<td></td>
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<tr>
<td>· Cost-effectiveness</td>
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</tbody>
</table>

If the aim of food aid is to meet the special nutritional and related health needs of malnourished people, then food as an incentive to support beneficiaries to create assets is not the appropriate modality. Food aid in the form of an incentive serves to cover a shortfall in consumption / dietary needs, and the supported activity aims at enabling the household to produce, purchase or obtain food for itself in the future.

Once the optimal size and content of the food incentive has been agreed, every community member (beneficiaries and non-beneficiaries) should be informed of the result.

3.4.3 Food incentives and unpaid labour

There are many "self-help" projects, similar to the community activities supported by food aid. Often, the community members are expected to contribute by providing unpaid labour with no food incentive support. Such schemes usually receive external support in the form of material and technical inputs only. These schemes and activities may occur at the same time and in the same geographical area as a WFP food assisted development activity. Community activities supported by food aid should not interfere with initiatives that rely on unpaid labour. To achieve this, agreements with communities and/or supporting partners should be clear on the role of food aid as an indispensable support to carrying out the activity, and equally clear on the duration of such support.

For example:
Discussions within a community may result in the decision to repair the roof of a community school using unpaid community labour because the labour input required involves only a few days of work by a small group of community members.

The same community may propose that the construction of a terracing on hillsides as soil erosion protection. This will need a food incentive because the labour input involves full-time work for a large group of community members. The community may not be able to provide such a large input of unpaid labour because community members need to pursue their own livelihoods and coping strategies. Ownership and access to use of the improved land will need to be agreed upon before the activity starts.

3.5 Creation or improvement of capacities, assets, or economic opportunities for the benefit of food insecure households

Ideally, food supported activities should help a household to avoid loss of assets, and to recover, replace or create assets, especially those directed at improving food security.

Food-for-work (FFW) implemented as a cover for practically free food distribution, that is, without the creation of good quality assets for the beneficiaries and without the expectation of reasonable levels of productivity, detracts from the image that food aid can be a useful development instrument. Therefore this is not the type of FFW that the WFP or this guide is promoting.

A description of the main characteristics of an activity designed to assist beneficiaries in securing their livelihoods was introduced in section 2.3 of this guide. Below is a closer examination of some examples of choices of interventions.

Activities supported by WFP should produce at least one of the following results:

- Improvement of the capacity of beneficiaries to cope with or prevent vulnerability to food insecurity through training and education linked to the creation of the asset and the community management capacity.

  For example, by:
  - improving technical or entrepreneurial skills: brick-making, masonry, carpentry or administration, organization (through food and activity management);
  - improving organizational skills, which can in turn be used, post project, in co-operatives and other grass roots organizations;
  - developing the community’s information and/or organization ability to prepare for or avoid threatening situations;
  - developing beneficiaries organizational capacity to manage maintenance contracts themselves; or
  - opening a community access road/track, thus creating an opportunity to market products or reach health services;
  - link food with health and nutrition training.

- Improvement of the capacity of beneficiaries to take measures to cope, reduce and alleviate the impact of disaster before a disaster can happen (disaster preparedness);
For example:
- Water harvesting
- Collection and storage of fuel
- Improved storage of surplus harvest e.g. silos
- Early warning systems awareness and application training
- Targeting & vulnerability awareness and application training

- **Strengthening the capacity of beneficiaries to reduce the impact of a disaster (before, during and after) (Disaster Mitigation)**

  For example:
  - Construction of water-pumps/taps
  - Building of pitched roof houses
  - Fire belts and other environmental protection
  - Forest and soil conservation measures including alternative fuel use, such as biogas plants
  - Clearing of crucial community access tracks
  - Construction of crucial community access roads
  - Planting of drought resistant seeds/crops
  - Community leaders disaster mitigation training
  - **Public awareness campaigns**

- **Make it possible for poor households to gain or preserve assets**

  For example, activities that:
  - are directly productive in the short or long term (fish ponds, productive tree plantations, vegetable plots, etc.);
  - support productive activities in the short or long term or improve their quality, (e.g. design of swamp land drainage systems, community access roads/tracks, potable water wells, schools, clinics).
  - Provide users with legitimate ownership, skills, etc to produce results; e.g. upgrading of unplanned settlements, safe use of water resources; and

- **Enable households, which depend on degraded natural resources for their food security to shift to more sustainable livelihoods.**

  For example, environmental protection activities:
  - Water retention/harvesting activities
  - Riverbank protection
  - Sand dune protection
  - Training/demonstration in land reclamation activities (tree planting, managed grass harvesting, terracing).
  - Training in organizational capacity and other life skills as a step towards new economic activities.

The types of training activities included in the examples above, must be "on-the job" and closely linked to supporting the community and households in the creation, optimal use, and protection of their assets, but they should not become confused with separately initiated *Food for Training* activities.

In several programmes, Food For Training has been used to extend the benefits and improve the livelihoods of women and men in targeted communities, especially women. This has taken the form of more "formal" training in skills and business management, and can be supported with access to credit.
An example of food for training: The WFP in India has assisted in establishing training centers where women from targeted communities learn new income generating skills such as bee keeping, mushroom cultivation, and poultry rearing.

3.6 Ensure all necessary non-food inputs are available to support the vulnerable households and communities in successfully creating quality assets

WFP’s strategy is to provide a food incentive to targeted numbers of participants as a support for them during the creation or improvement of assets identified by them and their community. The provision of the food incentive should be timed to coincide with periods of food shortages. The created assets will in the future be used and maintained by the same households and communities as were involved in their planning and implementation. Therefore the more appropriate the design and the construction techniques, the greater the involvement of the community in their own development, and the better their ability to ensure the correct operation and maintenance of the asset.

This guide recommends as essential, the use of appropriate construction methods in order to achieve optimal benefits to the vulnerable households and communities, and to assist them in the efficient use of community resources to achieve the planned output. Labour-based methods have been used in many countries in order to make maximum use of labour while supporting the labour with appropriate tools, equipment, materials and technical advice to create a quality asset.

Labour-based works require proper design and planning, as for any other construction project. With the use of labour-based methods, labour and non-labour inputs (machines, tools, materials) are combined in such a way as to minimize the cost and optimize the quality of the resulting physical asset. For estimating the size of the labour input the major planning tool is the use of realistic and fair worknorms. Worknorms are further explained in section 3.6.3 below.

Once the priorities of the vulnerable households and community have been identified through a participatory process, then the priorities that lend themselves to labour-based implementation must be identified. The following information is needed when considering which priority to address:

- **Labour content** ⇒ the amount of labour needed to carry out the activity in relation to other inputs should be high. This will allow for the participation of a larger number of food insecure households, while keeping to a minimum the need for external resources.

I.e. the extension of an irrigation scheme through the digging of additional channels, requires considerable labour and few materials and would therefore be a suitable activity. On the other hand the provision of electricity to a community would involve high material costs and require little labour, and would therefore be unsuitable. (not to mention the question of affordability of access to the asset among poor households).
• **Availability of labour** ⇒ Is there enough labour in the immediate community to carry out the activity or is it too large a project for the community to tackle?

• **Time frame** ⇒ the activity should not take such a long time to complete as to lead to loss of interest, *nor should it be planned during a period that would interrupt other activities related to food security.*

• **Location of the activity** ⇒ Where should the asset be located in relation to the beneficiaries, particularly women.

• **Type and technical complexity** ⇒ what type and complexity of asset should be created in relation to the implementation capacity.

• **Capital cost** ⇒ what is the capital cost in relation to the funds available or anticipated?

• **Quality of the work** ⇒ what specifications are available to ensure that the resulting asset successfully performs the function for which it was originally designed?

• **Overall cost-effectiveness** ⇒ in relation to the use of other resources leading to the same benefits for the same beneficiaries is food aid support to labour-based self-help initiatives cost-effective?

• **Operational and maintenance requirements** ⇒ operational and maintenance of the asset. Is it achievable and affordable?

Applying labour-based methods involves working efficiently and cost-effectively. Applying labour-based methods does not preclude the use of equipment to increase the quality of the end product or to avoid that labour is used ineffectively. An example would be the use of tractors and trailers to bring gravel, soil or stones to the work site where distances from the material source to the site are too great for the transporting of materials by headpns or wheelbarrows.

The tasks in preparing and executing a labour-based project are outlined below.

### 3.6.1 The labour requirements for the activity

The labour requirements should be calculated bearing in mind the following:

• **the need to accommodate seasonal (and daily) employment demands** ⇒ so as not to disrupt local employment patterns and take into account (wo)men’s needs;

• **the need for rotation of participants, if any** ⇒ in order to increase the number of those who benefit from the participation in the activity;

• **the type of activity** ⇒ to consider the differences in requirements for complementary skilled labour or equipment inputs);

• **the number of working hours per day or days per week** ⇒ which may increase the number of participants needed if the activity is to be
completed within a given time-frame;

- the level of labour expertise and familiarity with labour-based construction which can affect the level of productivity and quality of work; and
- the prevailing social conditions which can likewise affect participation, productivity and the use of labour.

The labour required must always be measured against the actual number of food insecure households that have been identified within the community, and the pattern of attendance preferred by the participants.

3.6.2 Selection of participants and the absorption capacity of the chosen activity

The number of food-insecure households within any particular identified community who will have the opportunity to participate in the asset creation activity will have been determined. There are also a fixed number of workdays that are needed to build or improve a physical asset. An imbalance in these numbers can create difficulties.

For example,

The households of demobilized soldiers are targeted for food assistance as needs assessments show the households to be extremely poor and food-insecure. If there are 100 able-bodied persons in the targeted households in a community, and an estimated 50,000 workdays are needed to conclude the proposed activity, 500 days per person —more than 2 years—would be required to complete the activity, if only targeted persons participate. If persons not targeted are included, then the objectives of the activity are compromise, and therefore the activity does not seem appropriate.

Where the activity’s objective is to provide many people with a food incentive and the activity cannot accommodate the number at one time, it might be desirable to rotate the work opportunities through:

- a limitation on the length of time an individual can participate (two months, for example); and/or
- periodic selection for participation through a lottery process.

Rotation can have an effect on productivity where new participants are less experienced and therefore produce less output. This should be acknowledged, but should not hinder the possibility of using a rotation system. What needs to be considered is - will the number of food incentives received due to fewer days participation, be sufficient to cover the vulnerable household’s food shortage. If it is insufficient, then it is preferable to plan a series of activities within the one community.

3.6.3 Planning with Worknorms

The terms worknorm and productivity are important in project planning and design when an estimate has to be made of the amount of food necessary to successfully complete the assets, of the required number of participants and of the duration of the activity.
The term **work norm** means an amount of work expressed in time (such as 1 hour, 4 hours, 8 hours, 1 week, etc.) in relation to a quantity of physical result/output (such as 1 km of access road constructed/rehabilitated, 3 m³ of earth excavated, 100 m² of land cleared, etc.) The work norms would be 1 km of earth road/1600 workerdays or 3 m³ of excavation/workerday, or 100 m² of land cleared / per 3 hours per worker.

They are set out:

- in terms of the amount of output which can be produced by an average participant (or group of participants) within a **period of time** (5 workers for 2 days to excavate 25 m³ of drainage/irrigation channel); or

- as the total number of workdays it takes to **complete a piece of work**—which in some cases could be an entire activity. (15000 workerdays for a 10 kilometer engineered community access earth road)

Deciding how much labour, typically expressed in terms of workdays[^18], will be needed in a particular activity depends on the productivity of the labour. Based on well-documented experience, the productivity of labour for different types of outputs is known and is expressed in terms of worknorms.

**Example of the use of worknorms:**

Within a community 50 households have been identified as in need of food aid for a minimum of two months. At the same time these households could improve their agriculture by having a controlled water supply to their fields, so canals need to be dug to bring the water to the fields. In order to plan the activity, the number of working days needs to be estimated.

Assume the worknorm for excavation is 3 m³/day based on an 8-hour day, and that 1800 m³ needs to be excavated to complete the canals. Therefore, 1800 divided by 3 gives 600 working days to complete the canals. Thus, the community and WFP know that this activity needs 600 days of input to be completed. If an able-bodied adult from each of the 50 targeted household participates, then the number of days for each participant is 600/50 is 12. This falls short of the food insecure period of two months and therefore the implementation of a further priority of the vulnerable households and community would need to be planned.

It is likely that worknorms exist in the country in which the activity is being carried out. They are usually kept with the relevant government department responsible for the different types of infrastructure. There are sometimes worknorms set for skilled workers, but they are usually only set for work done by unskilled workers.

When applying the existing work norms, consideration should be given to the circumstances and the setting in which an activity takes place. This can have a positive or negative influence on the actual productivity. For example, a community, which is inexperienced in labour-based methods,

[^18]: Not number of individual workers.
will most likely have lower productivity than provided by the standard worknorm. Therefore the worknorm needs to be lower than that for an experienced workforce. The considerations should also include the following:

- the type of activity and how it is organized;
- the strength, health conditions, sex and age of participants;
- the motivation (which can be influenced by remuneration) and experience of the participants in labour-based construction;
- the quality and types of tools and small equipment available;
- the level and quality of supervision; and
- the environment where the activity is carried out (i.e. climate, topography, etc.).

The worknorm should be discussed with the community, as they should be involved in deciding how much a participant should reasonably be expected to do in order to receive a food incentive. They should be encouraged to reflect on the level of work required in other daily activities of the community or on the inputs required in local work opportunities. (I.e. worknorms agreed upon for the clearing of land for a crop demonstration plot, should bear a close relation to that which would be achieved by a worker if hired on a casual basis by a nearby farmer for land clearing - as long as this type of local employment is not exploitative.)

Much study has gone put into setting worknorms. One recent report looks at the variation in worknorms applied to various construction activities in different countries.\(^\text{19}\) Some data from this report is reproduced in table 5 below.

<table>
<thead>
<tr>
<th>ACTIVITY</th>
<th>LABOUR INPUTS</th>
<th>ACTIVITY</th>
<th>LABOUR INPUTS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Site clearing - Dense bush</td>
<td>Low</td>
<td>100m$^3$</td>
<td>Low</td>
</tr>
<tr>
<td>Medium bush</td>
<td>Low</td>
<td>100m$^3$</td>
<td>High</td>
</tr>
<tr>
<td>Light bush</td>
<td>Low</td>
<td>200m$^3$</td>
<td>High</td>
</tr>
<tr>
<td>Grubbing</td>
<td>Low</td>
<td>350m$^3$</td>
<td>High</td>
</tr>
<tr>
<td>De stumping</td>
<td>Low</td>
<td>175m$^3$</td>
<td>High</td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td>By experience</td>
<td>High</td>
</tr>
<tr>
<td>Excavation - Soft</td>
<td>Low</td>
<td>5.0m$^3$</td>
<td>Low</td>
</tr>
<tr>
<td>Medium</td>
<td>Low</td>
<td>3.5m$^3$</td>
<td>Low</td>
</tr>
<tr>
<td>Hard</td>
<td>Low</td>
<td>3.0m$^3$</td>
<td>Low</td>
</tr>
<tr>
<td>Very hard</td>
<td>Low</td>
<td>2.0m$^3$</td>
<td>Low</td>
</tr>
<tr>
<td>Rock</td>
<td>Medium</td>
<td>0.8m$^3$</td>
<td>Low</td>
</tr>
<tr>
<td>Wheel barrow haulage</td>
<td>0-20m</td>
<td>Low 8.5m$^3$</td>
<td>Low 18 Ex,7Load</td>
</tr>
<tr>
<td></td>
<td>20-40m</td>
<td>Low 7.0m$^3$</td>
<td>Low 11 Ex,4Load</td>
</tr>
<tr>
<td></td>
<td>40-60m</td>
<td>Low 6.5m$^3$</td>
<td>Low 7 Ex,3Load</td>
</tr>
<tr>
<td></td>
<td>60-80m</td>
<td>Low 5.5m$^3$</td>
<td>Low 5 Ex,2 Load</td>
</tr>
<tr>
<td></td>
<td>80-100m</td>
<td>Low 5.0m$^3$</td>
<td>Low 4 Ex,2 Load</td>
</tr>
<tr>
<td></td>
<td>100-150m</td>
<td>Low 4.5m$^3$</td>
<td></td>
</tr>
</tbody>
</table>

\(^{19}\)Productivity Norms for Labour-Based Construction, ILO/ASSIST, 1998.
Calculating a work norm based on actual observation is a tedious and time-consuming exercise. The only case in which it would be recommended is that of a completely new task or working environment.

An example of how table 5 can be used is:
A community has decided that the extension of a water-pan would increase its capacity to cater for water consumption needs of the entire community during the dry season. The major task in improving this asset will be excavation of 300m³ of medium soil, removal of the soil to a distance of 150m and then spreading it out in the new area away from the water-pan.

<table>
<thead>
<tr>
<th>Activity</th>
<th>Quantity (m³)</th>
<th>Worknorm (m³/day)</th>
<th>Total Number of days</th>
<th>No. of persons per day for 10 days</th>
<th>Handtools required</th>
</tr>
</thead>
<tbody>
<tr>
<td>excavation</td>
<td>300</td>
<td>3</td>
<td>100</td>
<td>10</td>
<td>10 hoes²⁰ and shovels</td>
</tr>
<tr>
<td>loading</td>
<td>300</td>
<td>8.5</td>
<td>36</td>
<td>4</td>
<td>4 shovels</td>
</tr>
<tr>
<td>Transporting by wheelbarrow</td>
<td>300</td>
<td>4.5</td>
<td>67</td>
<td>7</td>
<td>Minimum 7 wheelbarrows Optimally¹⁴</td>
</tr>
<tr>
<td>spreading</td>
<td>300</td>
<td>13.5</td>
<td>23</td>
<td>2</td>
<td>2 hoes and 2 rakes</td>
</tr>
<tr>
<td>Sub-total</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>226</td>
</tr>
<tr>
<td>10% contingencies</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>23</td>
</tr>
<tr>
<td>Total (say 250)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>249</td>
</tr>
</tbody>
</table>

If 10 people are excavating, then 4 people are needed for loading, 7 people for transporting the soil with the wheelbarrows, and 2 people for spreading. 23 people could achieve this activity over a period of 10 days. It is always recommended to allow 10% extra during planning as often it takes a little time to organize the activity and to reach the required productivity levels. This means that any small number of extra days, required to complete the asset, are covered in the planned food allocation. 250 food incentives would be required for the physical asset creation.

This plan anticipates that the correct type and number of good quality tools and equipment will be available for each operation, and that the haulage route for the wheelbarrows will be at a reasonable gradient and relatively smooth.

3.6.3.1 Outputs based on productivity

It is essential to have realistic estimates of expected labour productivity in order to plan and carry out labour-based works effectively. As mentioned in the former section, the worknorms are an essential tool in planning and designing labour-based activities. During implementation, the

²⁰ Hoes will need to be supplemented or replaced by picks or mattocks in hard ground
participants are normally given tasks and the provision of the food incentive takes place based on the successful completion of these tasks. The task-rate can be slightly higher or lower than the worknorm, depending on for example actual soil conditions, which can make the work slower or faster than the planned worknorm. However, in general the average task-rate should more or less correspond to the worknorm set during planning.

Three systems of productivity-based working methods are used in labour-based implemented activities.21

- **Individual Task-Work**: In this system, the worker/participant receives one day's wage or one incentive for completion of a set amount of work. Each worker is given a task to complete and when this is done, s/he is free to leave the site - once the work has been approved. This is then counted as a full day of work for payment purposes. The worker's motivation is not that s/he can earn more, but that s/he can finish work earlier. Task-work is effective when time is valuable to the workers, that is, when they have additional obligations, such as farming or household activities.

- **Group Task-Work**: The individual task-work system is adapted such that a group of workers/participants are given a certain volume of work to be completed during a specific number of days (normally one day). If the group so decides to complete the works in a shorter time than allotted, they will still receive payment for the originally estimated number of days and are also free to attend to their own obligations.

- **Piecework**: In this system the worker is paid a fixed amount per unit of output (i.e. per m$^3$ or per m$^2$). The daily output is left to the decision of the individual worker, the more s/he produces, and the more s/he gets paid. The motivation is then that if the worker decides to work harder or work longer days, s/he receives more in remuneration. Piecework is not advisable for food aid activities as it encourages the worker to complete more tasks per day and therefore to receive for example two or more food rations a day. It also makes the supervision of the activity more complicated, and can lead to self-exploitation by the worker/participant.

It is therefore strongly recommended to use individual or group task-rates for food-supported labour-based methods. Although the use of tasks for labour-based works has been developed for paid-labour works, the site organization principles remain valid for the creation of community assets through self-help, supported by a food incentive for participants.

Under task-work, it is important that a trained supervisor sets the size of

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the task. Setting an individual’s task size on a day-to-day basis is based both on established worknorms and on site conditions (i.e., digging in particularly hard soil on a particular day will reduce the quantity that can be excavated on that day, and therefore the task-rate should be reduced etc.).

The use of worknorms in planning, and task-rates in implementation, assists the implementing partners in:

- predicting inputs
- monitoring inputs and resulting outputs (also to ensure that there are sufficient inputs to finalize the work)
- improving the organization of the work site, which will normally result in better quality assets

**Examples from various regions**

*Example of a dilemma: It is known that an average team of 20 workers can clear a 20-km long, one-meter wide footpath within four 8-hour workdays. But, if the community wants to make sure that its members have time to sow seeds and tend their fields after a recent drought, payment on a daily attendance basis of 8 hours was not appropriate.*

The decision to work on a task-rate and to complete this activity in the community’s own determined time was welcome. (I.e. the community could agree to come for eight half days to complete one task, or to participate for two full days work per week only, leaving the other days free for their own obligations) The community would receive the food after the task was completed. This assumes that the period of food insecurity is relatively brief.

Although the community may organize the attendance at site to suit their other obligations, it is important that tasks are still set and completed, and that all participants have a clear understanding of the size of incentive they are to receive for each task completed. (I.e. if the task is halved to suit half-day working, it must be understood that the incentive will likewise be halved, or alternatively that the full incentive will be due on completion of two half tasks.)

There are possible disadvantages of allowing the work to be stretched over a longer period of time, such as, the food and supervision also being stretched out over a longer period. Also, record keeping of attendance and therefore number of incentives due to each beneficiary may become more complicated. There is also the possibility that the most vulnerable households will not receive sufficient quantities of food during their most food insecure period.

3.6.4 **Location of the activity, type and technical complexity, and capital cost**

It has already been identified that the community, and women in particular, should identify the location of the asset to be created. There
may be sound technical reasons why the location preferred by the beneficiaries is unsuitable for the siting of the asset to be created. In such a case it will be important that the designer meets with the beneficiaries, especially women, to agree on a more technically suitable and socially acceptable site. Every design and location of a proposed asset should be checked for the impact it may have on the environment, in order to avoid any negative effects of what should be an improvement for the communities or households.

Specialists with experience in labour-based methods can be requested to assist beneficiaries in:

- designing the activity's technical aspects. The possible site inspection, investigations on, for example, soil and terrain;
- assessment of any possible negative environmental impacts and measures to mitigate against them;
- organization of 1) activity management and 2) supervision;
- physical inputs, such as material and equipment; and
- specialized support, training in the various aspects mentioned in this guide.

Ideally, beneficiaries will take part in *activity management*. Activity management includes the following:

- resolving any difficulties related to the design and implementation of the activity within the community (i.e. seeking compromises);
- deciding the worknorms and task-rate sizes;
- deciding who, from within or outside the community, supervises work;
- actually supervising the construction or improvement of the asset;
- selecting the participants;
- setting and overseeing the incentive to be received by the participants;
- managing food; and
- learning and understanding how the assets are constructed so as to assume responsibility for operating and maintaining them.

The workplan can detail how beneficiaries are, or ultimately will be, involved in activity management and what will be done to make sure that the beneficiaries are trained and supported to manage the activity.

*Supervision* arrangements must be clear on:

- how the construction will be supervised; and
- who will do the supervision.

Normal supervision includes the following:

- overseeing the health and safety conditions of the participants at site;
- overseeing the fair distribution of tasks and maintaining good relations with the participants;
- minimizing disruption to public and private sector services;
• setting the specific tasks to be carried out;
• ensuring quality and technical control;
• monitoring progress;
• overseeing the distribution of the food incentive in relation to attendance and progress;
• measuring the physical progress on site;
• ordering and tracking of tools, equipment, construction materials and supplies; and
• recording and reporting.

In planning the requirements of physical inputs, such as tools and materials, one needs to:
• determine the required quantities and quality of the various items;
• specify the engineering specifications and details;
• verify who is responsible for mobilizing the non-food items.

3.6.5 Quality of the asset

Technical specifications and bills of quantities enable the works to be carried out to an appropriate standard, the project outputs to be measured, distribution of food, and payments (i.e. for tools and materials) to be administered correctly.

There are many design standards available for civil engineering works, which cover all aspects of construction, whether it is roads, buildings, irrigation schemes or water supplies. It is suggested that the specifications adopted by the country in which the activity is undertaken be applied wherever appropriate. If adaptation of the standard designs is necessary, these should be discussed with the beneficiaries and the relevant planning authorities, especially if the infrastructure is to be jointly maintained with the authorities or linked directly to their services.

For example:
• An urban food-insecure community has chosen to improve their living conditions by constructing a low-cost sewage system for their unplanned settlement. The system may need to be connected into the city council’s main sewage system, and therefore, it is important that the city engineer has agreed to the standards being adopted for the settlement, otherwise the connection might be refused; but
• for a similar food insecure community in a remote rural setting, a waste water removal system using urban designs may result in an, “over-designed” higher cost solution, which is not necessary. This could result in no asset being created as the cheaper solution, acceptable to the community, is rejected in favor of adherence to unrealistic standards at high costs.

Care should always be taken that the designs are appropriate, that the use of the asset to be created is affordable by the beneficiaries, and that where possible, it can be maintainable by them alone.

As well as designs, line ministries and development agencies present in country, often have standard specifications and bills of quantities covering a wide range of civil engineering building and construction works,
appropriate for the area where an activity is planned. These can be referred to and used as appropriate. The principles of using technical specification and bills of quantity remain valid where other (non-construction) types of activities are involved, i.e. forestry, soil conservation, fish ponds, etc. The responsibility for identifying suitable specifications, or drawing them up if they are unavailable, is with the partners providing specialized technical support to the activity.

3.6.6 Risks at the work site

No participant in a community-managed food-supported activity should be put at risk during the physical work of creating the asset. All measures to ensure safe conditions on site should be met. Advice on issues (i.e. the safe depth for excavations without support in different soil conditions) should be sought from the partner providing the technical advice.

All sites should have a first-aid kit as part of the regular tool supplies, and all sites should have safe drinking water available for those engaged in the works.

Issues relating to expectant mothers on site and children on site have been dealt with in section 3.1.4.

3.7 Arrangements for recurrent activities, including maintenance through self-help

Food aid, which is provided only when there are problems of food consumption, cannot cover the long-term operation and maintenance costs. Therefore, for WFP food-supported activities there needs to be an assurance that suitable arrangements are made - before commencement of each community activity - for recurrent operating costs e.g., maintenance and repair of water points, and activities such as clearing of channels, and solid waste collection. Recurrent costs can include skilled and unskilled personnel as well as tools and equipment.

The arrangements determine the sustainability of the created asset or economic activity. Implementing partners should assist communities in preparing and establishing suitable arrangements for recurrent activities. Operation and maintenance cost time and money. The community needs to agree how they will carry out these recurrent activities, and needs to address questions such as:

- **ownership**: who or what entity will own the asset after it has been created or improved;
- **inputs required**: who will provide
  - labour ⇒ skilled and unskilled workers, leading hands and supervisors;
  - funds ⇒ as a contribution instead of labour;
  - materials ⇒ construction, small tools, equipment, pumps and fittings, fuel, fertilizers, seed, etc. and,
- services ⇒ technical assistance, etc.

3.7.1 Transfer of tools and equipment

There is an important difference between tools (hammers, shovels, wheelbarrows, etc.) and equipment (vehicles, machinery, etc.). There are more direct costs related to equipment - fuel, spare parts, skilled labour for repairs, etc. When first arranging non-food inputs for the activity, the longer-term ability of counterparts to use and maintain the equipment must be considered and the handing over arrangements for tools and equipment defined in LOUs and community agreements.
3.8 Monitoring of inputs, activities and outputs and levels of participation

The monitoring and evaluation (M&E) of activities produces information required to (re)direct WFP's food assistance to the food-insecure households and communities in their creation of useful assets. The systems are to serve as a regular check on progress as compared to plans; help identify problems and plan for corrective action; and ensure appropriate productivity and quality of outputs. In particular, stress should be placed on monitoring, not only the inputs and outputs, but also the process of actually establishing the various components which have been brought together to prepare and implement the activity.

Monitoring and evaluation of activities should be "people-centered", not only by involving beneficiaries and communities in the mechanisms of M&E, but more importantly, focusing M&E on the results of activities in terms of the alleviation of food shortages in the short term, and livelihoods and food security in the longer term.

Monitoring is a management tool designed to provide feedback, which in turn should lead to improve decision-making. Along with following the progress, measured against a baseline situation, monitoring is concerned with the efficiency with which that progress is being made. Monitoring of an activity will keep track of progress in:

- successful targeting of the women and men from food-insecure households;
- participants planning and managing food, activities and assets;
- the role and function of food aid in solving a problem of food shortage;
- successfully securing non-food inputs;
- gender equality in distribution of food and non-food benefits;
- the quality of and access by the beneficiaries to the created asset;
- existence of maintenance arrangements;
- Cost-effectiveness of the activities.

The monitoring system builds on the existing system of counterparts or implementing partners, complemented by WFP's specific requirements.

In 1998 India introduced a “food security card” to food-for-work implementers, which tracks on a sample basis the number of workdays per participant and the male/female participation. They also designed a “village report format”, which tracks participating and decision-making in village meetings by gender and stakeholders, and activities controlled by and directly benefiting women.

WFP has 5 modules of self-briefing that explain the principles of WFP's information system and monitoring, and reporting requirements and techniques. The modules also explain the principles of logical framework

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22 Food Aid, Preserving Livelihoods, Mitigating Hunger. Success Stories of Food Aid in India, WFP, 1998
design.

3.8.1 **Indicators**

The parties involved in activity monitoring develop and use agreed upon measurable indicators in order to track the progress. The definition of indicators is as follows:

**Indicators:** Signs of progress throughout an intervention.

- Qualitative or quantitative indicators may be chosen to assess the provision of inputs, the success of a process (that is, the transformation of inputs into outputs), and the outputs themselves, as well as outcomes and impacts.

- Indicators may be either direct or indirect (proxy), but they should be such as to allow reasonable independent observers to agree whether progress has or has not been made as planned.

<table>
<thead>
<tr>
<th>Table 6 – types of indicators for log-frame</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Input indicators</strong></td>
</tr>
<tr>
<td>Concerning the human, physical and financial resources used in the project</td>
</tr>
<tr>
<td>Accounts, administration Records, monitoring</td>
</tr>
</tbody>
</table>

Objectives must state clearly who is to benefit from the outputs and outcomes of various categories of activities, and whether indicators are to be used. Indicators should correspond to the objectives. Indicators should also be linked to results in order to track progress on participation and the creation of Assets and sustainable livelihoods.
<table>
<thead>
<tr>
<th>CONDITIONS</th>
<th>DISASTER MANAGEMENT/DEVELOPMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Prevention/mitigation of disasters</td>
</tr>
<tr>
<td></td>
<td>Addressing socio-economic problems likely to affect causing/worsening of food crisis</td>
</tr>
<tr>
<td></td>
<td>Capacity-building</td>
</tr>
<tr>
<td>REACHING THE FOOD INSECURE</td>
<td>Actual: planned no. of beneficiaries by gender</td>
</tr>
<tr>
<td></td>
<td>Percentage of drop outs</td>
</tr>
<tr>
<td></td>
<td>Percentage of beneficiaries from most vulnerable groups</td>
</tr>
<tr>
<td>BENEFICIARY PLAN AND MANAGE</td>
<td>Percentage of women managing food, activities, assets</td>
</tr>
<tr>
<td>INSTITUTIONAL LINKAGES</td>
<td>No. of LOUs signed</td>
</tr>
<tr>
<td></td>
<td>No. of community contracts signed and functioning</td>
</tr>
<tr>
<td></td>
<td>Roles and responsibilities of partners outside the community formalized</td>
</tr>
<tr>
<td>FOOD AID FUNCTION</td>
<td>Delivery times of food</td>
</tr>
<tr>
<td></td>
<td>Value of food basket against market wage rate or prices</td>
</tr>
<tr>
<td></td>
<td>Actual: planned commodity use and outputs</td>
</tr>
<tr>
<td></td>
<td>Dates asset came to productive use and last date of delivery of rations</td>
</tr>
<tr>
<td>DISINCENTIVES TO USE OF FOOD AID</td>
<td>Percentage of food deliveries affecting local market</td>
</tr>
<tr>
<td></td>
<td>Fluctuations of potential in private market</td>
</tr>
<tr>
<td></td>
<td>Percentage of available labour-market places not absorbed by participants</td>
</tr>
<tr>
<td></td>
<td>Cost-effectiveness of food aid to WFP/Gov. and beneficiaries, etc.</td>
</tr>
<tr>
<td>CAPACITIES, ASSET ECONOMIC OPPORTUNITIES</td>
<td>Percentage share of benefits controlled by women</td>
</tr>
<tr>
<td></td>
<td>Percentage of assets performing their function according to set criteria (See Table 8)</td>
</tr>
<tr>
<td></td>
<td>Percentage of training courses completed by category of participants</td>
</tr>
<tr>
<td>NFI</td>
<td>No. of agreements signed on ownership of tools and equipment</td>
</tr>
<tr>
<td></td>
<td>No. of meetings between technicians and women beneficiaries or between representatives, community rep. and technicians</td>
</tr>
<tr>
<td>Monitoring and reporting (M&amp;R)</td>
<td>Baseline data established</td>
</tr>
<tr>
<td></td>
<td>Percentage of timely &amp; quality reports delivered</td>
</tr>
<tr>
<td></td>
<td>Percentage of proposed corrective measures implemented</td>
</tr>
<tr>
<td>Maintenance arrangements</td>
<td>No. of maintenance and ownership of assets agreements defined before activity begin</td>
</tr>
</tbody>
</table>

The quality of construction is satisfactory where the resulting asset successfully performs the function for which it was originally designed.
Examples of the types of indicators for a typical community access road and for a typical small-scale irrigation activity are given below.

Table 8 - Examples of criteria and indicators on quality of assets

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Quality Indicators</th>
<th>Criteria</th>
<th>Quality Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>COMMUNITY ACCESS ROADS PROJECT</strong></td>
<td></td>
<td><strong>SMALL-SCALE IRRIGATION PROJECT</strong></td>
<td></td>
</tr>
<tr>
<td>Serviceability</td>
<td>· Passable all year</td>
<td>Serviceability</td>
<td>· Hydraulically efficient</td>
</tr>
<tr>
<td></td>
<td>· Reduced travelling times</td>
<td></td>
<td>· Simple to operate</td>
</tr>
<tr>
<td>Structural integrity</td>
<td>· Line and level</td>
<td>Structural integrity</td>
<td>· Line and level</td>
</tr>
<tr>
<td></td>
<td>· Pot holes and settlement</td>
<td></td>
<td>· Water tightness</td>
</tr>
<tr>
<td></td>
<td>· Frequency of wash-outs and erosion</td>
<td></td>
<td>· Cracking and settlement</td>
</tr>
<tr>
<td>Economic viability</td>
<td>· Increase in commercial activity</td>
<td>Economic viability</td>
<td>· Increased crop yields</td>
</tr>
<tr>
<td></td>
<td>· Reduced transportation costs</td>
<td></td>
<td>· More employment opportunities</td>
</tr>
<tr>
<td>Longevity</td>
<td>· Maintenance demands</td>
<td>Longevity</td>
<td>· Operation demands</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>· Maintenance</td>
</tr>
</tbody>
</table>

3.8.2 Baseline data

The starting point for any M&E exercise is to understand and document the initial situation of all the important aspects (related to the objectives and outputs) before the activity begins.

Examples of the type of data, which should be recorded for a typical community access roads project and a typical small-scale irrigation project, are given in table 9:

Table 9. Examples of baseline data

<table>
<thead>
<tr>
<th><strong>COMMUNITY ACCESS ROADS PROJECT</strong></th>
<th><strong>SMALL-SCALE IRRIGATION PROJECT</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Length of road and number of days in a year it is impassable</td>
<td>Current crop types and cropping patterns</td>
</tr>
<tr>
<td>Number of existing culverts and bridges, and number of days in a year they are impassable</td>
<td>Volume of agricultural inputs and crop yields</td>
</tr>
<tr>
<td>Volume of agricultural and commercial inputs and outputs using the road</td>
<td>Number of cropping seasons per year</td>
</tr>
<tr>
<td>Average journey time from community to typical commercial and social centers and to market outlets</td>
<td>Number of users and their inputs</td>
</tr>
<tr>
<td>Average number of traffic movements along the road by type</td>
<td>Farm gate prices</td>
</tr>
</tbody>
</table>

3.8.3 Means of verification

Information on indicators is gathered in a Quarterly Progress Report and Activity Implementation Reports. Only key indicators are reflected in Country Office Progress Report (COPR) or situation reports (SITREPS).
In the COPR, the section entitled indicators, contains quantitative data normally generated semi-annually, providing information on progress in the process of participatory planning of activities, and/or the outputs of the project. The section on beneficiaries comprises quantitative data on the percentage share of female/male recipients of a food incentive for each objective.

The narrative section should be used to report on efforts made to monitor the process of establishing the activity. The section should include measures proposed or agreed upon with a government to address any problems, from delivery of non-food items to imbalances in social and gender equality in the distribution of benefits to beneficiaries.

3.8.4 Tools to be used

Besides conventional tools, such as administrative records and surveys, Participatory Rural Appraisal (PRA) tools can be used to monitor quantitative and qualitative indicators in order to track equality in participation and benefits from WFP support.
### Step-by-Step Summary for Food as an Incentive to Support Vulnerable Households and Communities in Improving Their Asset Base

This section provides a step-by-step guide through the process of designing an activity with checks on the information needed, analysis of the information, the need for internal WFP or external support and remarks and reminders. At the end of the section is a final checklist covering specific items that should be found within the activity proposal and the community agreement.

<table>
<thead>
<tr>
<th>Step</th>
<th>Desired Result</th>
<th>Information</th>
<th>Analysis or Actions</th>
<th>Support Required</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>A clear indication of the geographical areas within a country where households are affected by food vulnerability and food insecurity</td>
<td>Use country VAM report and other relevant nationally existing data</td>
<td>From the report decide on the areas within the country most in need of assistance</td>
<td>Support from the VAM officer or VAM unit</td>
<td>Use of other agency reports where applicable</td>
</tr>
<tr>
<td>2</td>
<td>The nature of the food insecurity determined within the identified areas</td>
<td>Use country VAM report and other relevant nationally existing data</td>
<td>Decide on type and severity of vulnerability and food insecurity</td>
<td>Support from the VAM officer or VAM unit</td>
<td>Use of other agency reports where applicable</td>
</tr>
<tr>
<td>3</td>
<td>The types of assistance best suited to addressing the needs of the food insecure households in the identified areas</td>
<td>The results of step 3</td>
<td>From 2 decide on the target group and the type of intervention that would best address their needs (i.e. school feeding or asset creation etc.)</td>
<td></td>
<td>Are there any other programmes addressing the same areas and target groups</td>
</tr>
</tbody>
</table>

The remainder of this table assumes that for specific geographical areas, assistance to food insecure communities and households to improve their assets through food support to self-help activities has been identified, and has subsequently been included in the country programme.
<table>
<thead>
<tr>
<th>Step</th>
<th>Desired result</th>
<th>Information</th>
<th>Analysis or actions</th>
<th>Support required</th>
<th>Remarks</th>
</tr>
</thead>
</table>
| 4    | Partners identified and secured | - Main target groups  
- An outline of possible types of activities  
- Main programme indicators | - Prepare an outline of the activity with areas to be targeted, and specific groups as appropriate, and the expected number of beneficiaries  
- Use the outline to discuss with potential partners | | Approaches to local and international partners.  
Approaches to multi- or bi-lateral donors could be reinforced at international (HQ) level |

The steps below could form part of the work of an activity formulation/appraisal mission

<table>
<thead>
<tr>
<th>Step</th>
<th>Desired result</th>
<th>Information</th>
<th>Analysis or actions</th>
<th>Support required</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>The food insecure communities identified within the geographical or administrative area</td>
<td>Information below a certain administrative level may not be available</td>
<td>Primary data on the sub-district/community level food security needs to be collected in the field</td>
<td>Training and guidance of counterparts and food monitors in this type of information gathering</td>
<td>This may have been done by an NGO or other organisation. If so a random check on their data should be made</td>
</tr>
</tbody>
</table>
| 6    | Confirmation of timing and duration of food insecurity | From field data or other government or agency sources  
Data can be gathered at the same time as step 5 | Compare with VAM and also use to identify the most vulnerable households and communities within the administrative areas | The trainer may continue to support the data collection and analysis of the resulting data | Use gender disaggregated information gathering techniques at all stages |
<p>| 7    | The food insecure households within the communities targeted | Information on the profile of the communities and households within the communities to be gathered during step 5 | Produce an estimate for each community identified as vulnerable as to the number of households that would benefit from food during their period of food shortage, and what length of time and period of the year this occurs | |  |</p>
<table>
<thead>
<tr>
<th>Step</th>
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<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>8</td>
<td>The constraints faced by the community in achieving sustainable livelihoods</td>
<td>Community identified constraints</td>
<td>A participatory approach is required to identify the main constraints in achieving sustainable livelihoods</td>
<td>Support may be required from an organisation or persons experienced in participatory approaches</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>The specific constraints faced by women and the food insecure households</td>
<td>Women and other vulnerable groups in the community especially consulted on their needs</td>
<td>Extract information particularly relating to women</td>
<td>Support may be required from an organisation or persons experienced in participatory approaches</td>
<td>Ensure that the analysis retains the gender disaggregation which should be present in the data</td>
</tr>
<tr>
<td>10</td>
<td>Prioritised list of constraints</td>
<td>A listing of all the different constraints including the groups who identified them</td>
<td>Together with the communities discuss the major constraints from all groups and try to establish a common list</td>
<td>Support may be required from an organisation or persons experienced in participatory approaches</td>
<td>Ensure that the priorities reflect those especially of women and the most vulnerable groups in the community</td>
</tr>
<tr>
<td>11</td>
<td>A prioritised list of activities identified which will improve or create assets belonging to the community or groups within the community</td>
<td>Once the constraints have been established, they can be used as a basis to discuss activities to alleviate them</td>
<td>Together with the community look at the interventions which would be needed to remove or diminish the constraints they are facing</td>
<td>Support may be required from an organisation or persons experienced in participatory approaches</td>
<td>It may not be possible to address some of the constraints through asset creation</td>
</tr>
<tr>
<td>Step</td>
<td>Desired result</td>
<td>Information</td>
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<td>Remarks</td>
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<tr>
<td>12</td>
<td>A list of activities suitable for execution using labour-based, self-help approaches supported by a food incentive</td>
<td>A list of activities to create or preserve assets which can be achieved through food supported self-help using labour-based methods</td>
<td>From the prioritised list identify, together with the community those that it is possible to address with food aid using labour-based methods. Those activities not suitable for implementation through either food aid or labour-based methods should be passed on to the appropriate authorities for inclusion in other development programmes.</td>
<td>Technical inputs may be required to prepare a check list of activities.</td>
<td>The check list should be seen as a guide and not adhered to too rigidly as communities may propose an activity that was not thought of when the list was prepared.</td>
</tr>
<tr>
<td>13</td>
<td>Food committee at community level established</td>
<td>Once the prioritised activities have been agreed upon, the modalities of food supported self-help should be clearly explained to the communities or community groups</td>
<td>After the explanation, food committee members should be proposed by the community. Women’s representation should be guaranteed, as established by the WFP country office and partners.</td>
<td>The committee will need guidance and training in their new role from the WFP staff.</td>
<td>Women should be supported in playing as large a role as possible in the management of the activity and the food.</td>
</tr>
<tr>
<td>14</td>
<td>Potential difficulties relating to use and ownership of the assets identified (particularly for women beneficiaries)</td>
<td>The type and location of all proposed activities</td>
<td>Particularly with agricultural improvements it is important to establish ownership of the asset and access to it especially for the more disadvantaged sections of the community.</td>
<td>Assistance from traditional authorities or administrative authorities in establishing ownership and access to assets.</td>
<td>This must be satisfactorily completed before any work on the activity begins.</td>
</tr>
<tr>
<td>Step</td>
<td>Desired result</td>
<td>Information</td>
<td>Analysis or actions</td>
<td>Support required</td>
<td>Remarks</td>
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<td>----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
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</tr>
<tr>
<td>15</td>
<td>Possible partners for co-funding and implementation identified</td>
<td>Government presence and capacity in the area. Presence of NGOs and other development programmes</td>
<td>The possibility of creating linkages to other programmes or government departments</td>
<td>From national departments in supporting their decentralised offices in participating, or from other development programmes at national level</td>
<td>It may not have been possible to identify partners at national level to cover all geographical areas or to cover all aspects of the programme and therefore local-based partners should be sought.</td>
</tr>
<tr>
<td>16</td>
<td>LOUs signed with external partners</td>
<td>Exact capacity and resources of the partners to ensure delivery of the promised inputs (Community participation, technical advice, tools equipment, materials or funds)</td>
<td>From the various activities that have been identified a rough estimate of total inputs for the geographical/administrative area can be established. An agreement can then be prepared and signed by the partners</td>
<td>In preparing a rough estimate of food and other inputs, needed for standard assets</td>
<td>This must be compatible with any MOU signed with Government at national level and with any LOU signed with a major partner at national level. It should also make reference to the community agreement which will be signed later</td>
</tr>
<tr>
<td>17</td>
<td>Designs prepared including maintenance plan</td>
<td>Site survey and standard designs, where appropriate</td>
<td>Prepare or adapt designs to suit the actual site and requirements of the community with regard to the asset to be created</td>
<td>Technical advice from suitably qualified persons or organisations</td>
<td>Agricultural design and expertise is as vital as that for civil engineering activities if an asset of good quality is to remain with the community</td>
</tr>
<tr>
<td>18</td>
<td>Individual activities planned in terms of food, materials, tools and technical advisory input</td>
<td>The design and material and tool quantities, and an estimate of the duration and participation based on worknorms</td>
<td>Prepare a plan looking at the timing of all inputs including critical periods for technical advice or equipment use or supply of agricultural inputs</td>
<td>Technical advice from suitably qualified persons or organisations</td>
<td>This must be done for each activity or project to be undertaken by the community</td>
</tr>
<tr>
<td>Step</td>
<td>Desired result</td>
<td>Information</td>
<td>Analysis or actions</td>
<td>Support required</td>
<td>Remarks</td>
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</tr>
<tr>
<td>19</td>
<td>Activity size and number appropriate for the level of need in the community and the duration of food insecurity</td>
<td>The targeted number of beneficiaries and the duration of the period of food insecurity</td>
<td>Compare the needs with the planned activities and see if they correspond. If not either the number of activities needs to be increased, or alternatively the size of the identified priority reduced, or another priority addressed</td>
<td>The number or size of activities will depend on the number of beneficiaries to be targeted and the duration of their food insecurity</td>
<td></td>
</tr>
<tr>
<td>20</td>
<td>Signed commitment for non-community inputs (i.e. teachers)</td>
<td>Identification of any external input that is required to enable the asset to operate</td>
<td>Discuss with relevant authority and agree on a letter of commitment from them</td>
<td>Particularly in urban areas services may need to be linked to the municipal services and this must be agreed before the project starts</td>
<td></td>
</tr>
<tr>
<td>21</td>
<td>Maintenance and operation plan developed</td>
<td>All necessary operation and maintenance tasks</td>
<td>Preparation of a plan including inspections, organisation of maintenance and cost estimates prepared jointly with the community or community group</td>
<td>Technical input may be needed on the frequency, timing and cost of operation and maintenance of an asset</td>
<td></td>
</tr>
<tr>
<td>22</td>
<td>Community Agreement signed</td>
<td>All information regarding the specific assets to be created within the community including the operation and maintenance</td>
<td>The information must be in a form that can be understood by the community and cover their inputs and responsibilities, but also those of the other partners including WFP</td>
<td>It is vital that a proper operation and maintenance plan forms part of this agreement</td>
<td></td>
</tr>
<tr>
<td>Step</td>
<td>Desired result</td>
<td>Information</td>
<td>Analysis or actions</td>
<td>Support required</td>
<td>Remarks</td>
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</tr>
<tr>
<td>23</td>
<td>Training for food management and activity implementation</td>
<td>The plan for the implementation and the procedures to be adopted</td>
<td>Training the committee in all aspects of the activity implementation including the management of the food</td>
<td></td>
<td>The committee must be responsible for all aspects of the activity therefore the training cannot be limited to food management alone</td>
</tr>
<tr>
<td>24</td>
<td>Reconfirmation of the targeted households who will be participating in the activity</td>
<td>The number of vulnerable and food insecure households identified at the earlier community discussions</td>
<td>Prepare criteria together with the community and committee for selecting the most vulnerable families in a transparent manner. Explain the size and content of the food incentive, and the system of tasks to be used for the work organisation</td>
<td>Support for this could come from the WFP food monitors</td>
<td>This is an opportunity to check that no-one has been left out and to explain to those who are not selected why they do not qualify</td>
</tr>
<tr>
<td>25</td>
<td>Work well organised on site including health and safety issues</td>
<td>All inputs for the start of the activity delivered, accounted for, and available for use</td>
<td>Setting out and allocation of tasks</td>
<td>Technical assistance in setting out and supervising the works</td>
<td>Time should be taken to explain to the participants the principles of working with tasks</td>
</tr>
<tr>
<td>26</td>
<td>Food delivered to beneficiaries in a timely fashion consistent with progress</td>
<td>Up-to date records of progress and attendance</td>
<td>Timely requests and response for food</td>
<td></td>
<td>When dealing with vulnerable food insecure households delays in the delivery of the incentive may have very negative effects</td>
</tr>
<tr>
<td>Step</td>
<td>Desired result</td>
<td>Information</td>
<td>Analysis or actions</td>
<td>Support required</td>
<td>Remarks</td>
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<td>--------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>27</td>
<td>Monitoring carried out on all aspects</td>
<td>Information on all aspects of the activity and on the spot checks</td>
<td>WFP together with all partners will have agreed on a monitoring framework</td>
<td></td>
<td>Monitoring should pay special attention to whether the intended beneficiaries are being reached in terms of food and assets</td>
</tr>
<tr>
<td>28</td>
<td>Asset created and food provided to vulnerable households</td>
<td>Report at the completion of the community activity</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>29</td>
<td>Operation and maintenance assured</td>
<td>Operation and maintenance plan</td>
<td>Ascertain if there is a need for any special training in operation and maintenance</td>
<td>Technical advice from suitably qualified persons or organisations</td>
<td></td>
</tr>
</tbody>
</table>
4.1 Checklist for what should be included in proposals and agreements

Does the activity proposal:

- clearly define the responsibilities of the different partners and provide mention of other relevant agreements such as the use of community agreements?
- clearly state who or what entity will own the asset after it has been created or improved?
- clearly define the role of women in decision-making, management of the food and activity, participation in creation of the asset, their access to the finished asset, and their role in operation and maintenance?
- determine how material and labour inputs, and physical outputs will be tracked and measured?
- determine how the time and duration of work for a beneficiary relates to the critical period of food insecurity?
- determine that the size and composition of the incentive is related to the needs of the participants?
- specify how and when food assistance will end?
- determine how that period is sufficient to help improve chances of improved food security?
- set out the worknorms that will be applied?
- say what will be done with tools and equipment after the activity has ended?
- Describe the indicators for the process and impact of the activity, and ensure that they are gender disaggregated wherever necessary?
- set out an appropriate and realistic arrangement for Operation and Maintenance (O&M)?
- specify what resources will be used to carry out O&M, and where those resources will come from?
- how food will be distributed to the participants, in the proper amounts, and at the proper time? Are small food deliveries anticipated? If so, does the activity proposal specify what arrangements have been made for delivery?
- make provision for the health and safety of persons engaged in creating the asset?
- include a statement of the likely work associated health and safety risks, especially for vulnerable groups such as expectant mothers, and indicate how such issues are going to be handled?
- specify what the minimum age for work will be and what steps will be taken to make sure that people under that age will not be engaged as participants?
- make provision for WFP, NGO, or government staff training? If so, are proposals based on assessment of institutional capacity related to activity implementation? Have appropriate arrangements been made to provide the training required?
- specify whether training in construction, maintenance and/or use of the asset will be given? If so, does it give details including whether specialized training inputs will be needed and where they will come from?
• specify the different partner's roles in monitoring and evaluating the activity

**Does the community agreement:**
• specify the responsibilities of the community and of the food committee?
• specify the responsibilities of the other partners to the agreement?
• contain a set of technical specifications and a bill of quantities for the activity?
• specify that real worker-level output is going to be measured in order for an incentive to be given? If it does, does it say how works will be supervised to assure this?
• say what will be done with tools and equipment after the activity has ended?
• clearly state who or what entity will own the asset after it has been created or improved?
• clearly define the role of women in decision-making, management of the food and activity, participation in creation of the asset, their access to the finished asset, and their role in operation and maintenance?
• set out an appropriate and realistic arrangement for Operation and Maintenance (O&M)?
• specify what resources will be used to carry out O&M, and where those resources will come from?
• how food will be distributed to the participants, in the proper amounts, and at the proper time?
• make provision for the health and safety of persons engaged in creating the asset?
• include a statement of the likely work associated health and safety risks, especially for vulnerable groups such as expectant mothers, and indicate how such issues are going to be handled?
• specify what the minimum age for work will be and what steps will be taken to make sure that people under that age will not be engaged as participants?
• specify whether training in construction, maintenance and/or use of the asset will be given?
• specify whether other awareness or life skills training will be provided?
• specify how persons will be selected to receive training?
• specify the different partner's roles in monitoring and evaluating the activity

Six leaflets have been prepared to compliment this Guide. The leaflets provide basic guidance on a number of subjects relating to the planning and implementation of community-managed food supported activities, and are meant to assist those in the field responsible for organizing and supervising these activities. The leaflets are available from Alimond - ILO.