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**Executive Board  
First Regular Session**

**Rome, 4–6 February 2008**

## **POLICY ISSUES**

### **Agenda item 5**

*For consideration*



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## **WFP DRAFT STRATEGIC PLAN (2008–2011): FIRST DRAFT**

“WFP Draft Strategic Plan (2008–2011): First Draft” was presented at an informal consultation with WFP membership on 21 January 2008. No changes have been made to the document presented on that date. A revised draft, to be presented during the next informal consultation, will take into account the issues raised during both the informal consultation of 21 January and this First Regular Session of the Executive Board.

This document is printed in a limited number of copies. Executive Board documents are available on WFP’s WEB site (<http://www.wfp.org/eb>).

## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for consideration.**

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

Director, OEDP\*: Mr S. Samkange tel.: 066513-2767

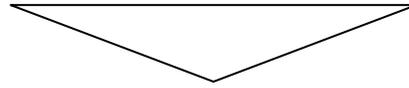
Senior Policy Advisor, OEDP: Mr N. Grede tel.: 066513-3183

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact Ms C. Panlilio, Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).

\* Policy, Planning and Strategy Division



## DRAFT DECISION\*



The Board takes note of “WFP Draft Strategic Plan (2008–2011): First Draft” (WFP/EB.1/2008/5-A) and encourages further work towards the formulation of the WFP Strategic Plan (2008–2011), in consultation with the Board and taking into account the issues raised by the Board during its discussion.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document (WFP/EB.1/2008/15) issued at the end of the session.



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- *Hand over WFP hunger tools*
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## A. CONTEXT

1. *The WFP context.* WFP's Strategic Objectives are derived from its mandate, its Mission Statement, the Millennium Development Goals agreed to by all United Nations Member States. The Strategic Objectives reflect the changing nature of food aid and hunger, and WFP's history, experience and comparative advantages. WFP is the largest and most operational United Nations agency with a key role to play in helping the world to address the threat and persistent consequences of life-threatening hunger and undernutrition in the developing world. WFP also has a key role to play in the efforts to enhance coherence and reform in the United Nations humanitarian and development systems.
2. The Draft Strategic Plan Working Paper lays out a framework for potential action for WFP. It reflects the real world challenges and the difficult practical choices that the organization confronts – day to day, month to month and year to year. The Strategic Plan, like WFP itself, is in part a reflection of international realities – including the gaps and deficiencies in the broader international humanitarian and development architecture. Support for recovery – including in critical peace-building situations – is often not sustained. The gap between crises, recovery and sustainable longer-term solutions is very often a chasm. Yet within this context, the international system also has important tools and assets. WFP is one of these assets. Deploying WFP most effectively within this broader global context is what the Strategic Plan is all about.
3. Not all Strategic Objectives will apply to all situations and all countries. Within the framework and in line with the direction that is set out in the Strategic Plan, specific priorities will be set based on the specific needs in a country or region and in accordance with the comparative advantage that WFP can bring in a particular time and place. In some situations, WFP may be needed to engage in all five Strategic Objectives. In other situations, perhaps only one or two of the Strategic Objectives would be relevant to a particular country and/or situation. In some cases, a multilateral funding mechanism may be most effective and appropriate. In other cases, country-led processes drawing upon locally available resources – including direct budgetary support, debt swaps or international debt relief mechanisms, for example – may be the most appropriate means of prioritizing and/or funding particular WFP activities in a given situation.
4. WFP's greatest strength is its global deep field presence, which makes it unique in the international system. WFP's greatest asset is its staff, a strong and dedicated workforce of more than 10,000 women and men, 90% of whom are deployed in the field, often under difficult conditions where security threats and risks to personal safety are considerable. WFP, like other global actors who are on the front line of humanitarian and other crises, faces critical challenges regarding the skills development, training, deployment, security and work/life balance of its staff. Maintaining the excellence and motivation of WFP staff will remain a top corporate priority, which is essential in order for the organisation to uphold its high level of performance and effectiveness.
5. WFP will be accountable for the efficient and effective use of its resources by closely monitoring the outputs of its activities and measuring the outcomes and impact that can be attributed to them. WFP will continue to manage for results at the local, country, regional and headquarters levels. This includes a continuous careful assessment of the risks and opportunities associated with the implementation of its Strategic Plan.
6. The implementation of this strategy may have implications on evaluating our funding mechanisms and require adjustments. Parallel discussions will be held between the



Secretariat and WFP membership to review WFP's current funding frameworks and programme categories so as to ensure member states can fully embrace the implementation of the Strategic Plan.

## B. OVERARCHING APPROACH

7. This Strategic Plan is based on WFP's core principles whereby its activities, including emergency interventions, shall be:
  - (1) carried out in conformity with humanitarian principles, and therefore in ways that contribute to the safety and dignity of affected populations<sup>1</sup>;
  - (2) as sustainable, efficient, effective, demand-driven, developmentally beneficial as possible;
  - (3) as targeted and connected as possible to the needs of the most vulnerable and national government priorities, programmes and strategies;
  - (4) as innovative and practical as possible, making use of best practices and knowledge, and enhanced by a continued process of evaluation;
  - (5) taking into account the principles related to the right to food;
  - (6) guided by gender considerations: in line with its Gender Policy<sup>2</sup>, WFP will continue working at programme, institutional and interagency levels to mainstream gender in all its efforts;
  - (7) designed and implemented to ensure the coherent and optimal use of overall resources, including through partnerships and hand-over to communities, governments, NGOs, or other United Nations agencies whenever they can meet the short- and long-term needs of the hungry poor more effectively and efficiently.
8. WFP will be guided by the best public sector and United Nations practices in governance, oversight, accountability, transparency, risk management, results-based management, evaluation and ethics, in the pursuit of proven and innovative policies, operations and programmes.
9. WFP will continuously assess and align its approaches to changes in the external operating and funding environments, and develop its range of tools in order to meet hunger and humanitarian needs in ways that are as sensitive as possible to local conditions, for example by using vouchers and cash when appropriate, as an alternative or addition to food commodity responses. Assistance and protection for refugees and IDPs and those affected by pandemics will be given special attention, and tools like vulnerability analysis and mapping (VAM) will continue to be further developed.

### WFP Partnerships

10. Partnerships are essential for WFP in order to accomplish its mission and achieve its objectives. In fact, be it in precursor efforts, emergency response or during the transition to sustainable solution to hunger, success will depend not only on WFP's own capacity, but also on the extent to which WFP manages to be a partner for others – national governments, NGOs, other UN organisations or the private sector. WFP's effort is an

<sup>1</sup> See "Humanitarian Principles", EB.1/2004/4-C.

<sup>2</sup> See "Gender Policy 2003-2007: Enhanced Commitments to Women to Ensure Food Security", EB.3/2002/4-A.



important building block in the fight against hunger, but its effectiveness will be maximized only if it is accompanied by other actors' efforts or integrated into a broader alliance.

11. *National and local governments and communities.* The main actors – and partners for WFP – on the front line of hunger are the national and local governments as well as the local communities. Communities and governments have the primary responsibility for meeting the hunger-related needs of their populations. They also have unique depth and breadth of knowledge about their peoples, including their needs, vulnerability, customs and preferences. Moreover, they have often developed tools and policies that are country-specific and are thus the best institutional and operational starting points for complementary hunger-reduction interventions. The priority of communities' and governments' external partners should be to help them pursue their locally- or nationally-established priorities, without duplicating or crowding out domestic frameworks and initiatives.
12. Effective partnerships with governments allow WFP not only to maximise the effectiveness and efficiency of its activities, but also to ensure their local ownership and long-term sustainability. Indeed, in all circumstances, WFP will design and implement its interventions with a view to handing them over to country authorities (government, the private sector and/or civil society), who are the best judges of whether and how to continue running them. Consistent with this approach, WFP will pay ever closer attention to knowledge sharing and capacity strengthening. WFP will also reinforce countries' capacities through its local food and non-food procurement activities.
13. In emergency contexts, when typically national capacities are overwhelmed, WFP can help governments act through direct operational involvement or response coordination. Governments should take the lead in disaster preparedness and response, coordination among actors and contingency planning. In recovery situations, governments usually face difficult tasks with stretched capacities, and WFP can help them restore and rebuild lives and livelihoods along the priorities they define. In longer-term development contexts, all WFP interventions must be coherent with and aligned to governments' priorities and frameworks. WFP will also engage more in relevant policy dialogue at national and local levels on hunger and food security issues.
14. *United Nations System and other international agencies.* Many members of the United Nations system have a long experience and expertise in hunger-related issues and in meeting both short- and long-term needs. For example, having a timely and effective response during a humanitarian emergency requires close and effective WFP partnerships with, among others, OCHA, the International Red Cross and Red Crescent Movement, UNHCR, UNICEF, FAO and WHO. Essential WFP partnership to break the chronic intergenerational cycle of hunger are, for example, those with the International Financial Institutions, UNAIDS, FAO, IFAD, UNESCO, UNDP and UNFPA.
15. *National and international non-governmental organizations*<sup>3</sup>. NGOs are instrumental in increasing WFP's global deep field presence. NGOs' work is essential in both short- and long-term responses to hunger. For example, during emergency operations, their value-added includes assessment, targeting, the selection of the appropriate response and the distribution and delivery of assistance – particularly in situations where national capacity in those areas is limited. Also, NGOs and civil society can raise awareness on and

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<sup>3</sup> See "Working with NGOs – A Framework for Partnership", EB.A/2001/4-B.



advocate for long-term commitments by governments to prioritise hunger in their strategic and policy frameworks.

16. *The private sector.* Local and global businesses can strengthen WFP's response by providing critical material assets related to ground and air transportation as well as ICT at the onset of an emergency, through pre-arranged partnership structures. Moreover, corporations can provide technical expertise and specialised personnel in areas linked to WFP's operational needs – such as nutritional security, logistics and financial business modelling. Lastly, private donors may directly support WFP operations and programmes in developing countries, as shown by the on-going partnerships with the Bill & Melinda Gates Foundation and the Alliance for a Green Revolution in Africa, one of whose goals is to help millions of smallholder farmers lift themselves out of poverty.
17. *UN Clusters.* Priority will be given to fulfil WFP's role and responsibilities as the cluster lead agency for logistics and emergency ICT services to the global United Nations–NGO humanitarian system, including by seeking innovative ways of financing and maintaining crucial emergency preparedness and rapid response capacities like emergency needs assessment, humanitarian response depots, humanitarian air services and other logistics and transport capabilities. WFP's global leadership in addressing acute hunger predates the establishment of the cluster approach, but requires continued attention to ensure that acute hunger issues are effectively addressed and integrated into the cluster approach. The continuing fulfilment of WFP's leading role and responsibilities in the United Nations cluster system is dependent upon addressing the issues of adequate, predictable and multi-year funding.
18. *Delivering as One.* WFP will work with governments, NGOs and United Nations partners in the Chief Executive Board, United Nations Development Group (UNDG), Executive Committee on Humanitarian Affairs (ECHA), Inter-Agency Standing Committee (IASC) and other relevant fora to promote the United Nations' "Delivering as One" at capital and country level<sup>4</sup>. These efforts must be designed to ensure a more effective and efficient United Nations. WFP will ensure that its activities support overall United Nations aims and multilateral efforts at conflict prevention, peace-building, development, humanitarian assistance, human rights, and the United Nations Charter.

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## C. STRATEGIC OBJECTIVE ONE: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES<sup>5</sup>

19. When shocks or crises occur, the international community expects WFP to be ready to respond if national authorities need assistance. Governments, communities and families rely on WFP to do so quickly and effectively. This is a clear and fundamental expectation of the organization and a core responsibility. In its interventions, WFP will pay particular attention to needs assessment<sup>6</sup>, targeting<sup>7</sup>, food and nutritional needs of vulnerable groups<sup>8</sup>

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<sup>4</sup> See "United Nations Common Country Programme Approach – Implications for WFP", EB.2/2005/4-H.

<sup>5</sup> See "Definition of Emergencies", EB.1/2005/4-A.

<sup>6</sup> See "Emergency Needs Assessment", EB.1/2004/4-A and "Strengthening Emergency Needs Assessment: Final Progress Report on the Implementation Plan and Next Steps", EB.2/2007/4-C.

<sup>7</sup> See "Targeting in Emergencies", EB.1/2006/5-A.

<sup>8</sup> See "Nutrition in Emergencies: WFP Experience and Challenges", EB.A/2004/5-A/3.



and securing and maintaining humanitarian access<sup>9</sup>. WFP is committed to fulfilling its various UN cluster leadership responsibilities in order to help ensure a coordinated and optimal system response to whatever needs may arise in emergencies. WFP emergency operations will, to the extent possible, seek to pave the way for an early recovery<sup>10</sup> and handover.

## Goals:

20. *Goal 1: To save lives in emergencies and reduce acute malnutrition caused by shocks to below emergency levels*

The first and most immediate priority after a shock is to save lives. WFP will also seek to reduce acute malnutrition levels where the degree or extent of the problem requires urgent action to avoid irreparable harm to health or lives. WFP will continue to make the use of its emergency response capabilities to bring relief and reduce malnutrition to below emergency levels.

21. *Goal 2: To protect livelihoods and enhance self-reliance in emergencies*

During emergencies, while some people may have lost their livelihoods altogether, others may engage in negative coping strategies such as selling their assets and going into severe debt. WFP's emphasis on protecting livelihoods<sup>11</sup> – especially of vulnerable groups – has repeatedly been pointed out as a strength of the organisation.

22. *Goal 3: To reach refugees, internally displaced persons (IDPs), and other vulnerable groups and communities whose food security has been adversely affected by shocks*

In emergency situations, particular attention should be paid to the specific needs of those vulnerable groups, such as refugees and IDPs, that are disproportionately impacted by the consequences of shocks. Reaching them often demands a field presence and logistics capacities that only WFP can offer.

## Main Tools:

23. *General and targeted food distribution and emergency nutrition interventions* are among WFP's oldest tools. General food distribution – and sometimes also therapeutic feeding and supplementary feeding for children – are first-response tools in situations where acute hunger is life-threatening after a shock. The nutritional quality of the food provided is also instrumental in tackling high acute malnutrition rates in emergency situations.

24. *Accurate and credible Emergency needs assessments* are critical for a swift and adequate emergency response. WFP conducts emergency assessments and is an active partner in joint government and inter-agency needs assessments. WFP sends assessment teams immediately after a shock to analyse the nature and dimension of the disaster, its effects on populations and whether or not food assistance is needed. Based on this information, WFP works with national authorities and others to mobilize resources and implement the appropriate response.

<sup>9</sup> See "Humanitarian Access", EB.1/2006/5-B.

<sup>10</sup> See "Existing Emergencies", EB.1/2005/4-B.

<sup>11</sup> See "Food Aid and Livelihoods in Emergencies: Strategies for WFP", EB.A/2003/5-A.



25. WFP's *emergency logistics and information and communications technology (ICT) capacity* is a key part of its value-added and comparative advantage in the rapid response to shocks. In addition to WFP's experience in and ability to plan and execute special operations which provide the necessary infrastructure to intervene with food and other assistance, WFP has permanent capacity on standby to address urgent logistics and ICT needs.
26. *United Nations cluster leadership for logistics and emergency ICT.* WFP's role as leader of the UN logistic cluster and co-leader of the UN emergency ICT cluster is to coordinate services among partners and be a provider of last resort. Both the United Nations Joint Logistic Centre (UNJLC) and the United Nations Humanitarian Air Service (UNHAS) have proved to be crucial in serving WFP's and the broader humanitarian community's needs.

## D. STRATEGIC OBJECTIVE TWO: INVEST IN THE PREVENTION AND MITIGATION OF DISASTERS<sup>12</sup>

27. In many countries, the end of a disaster often becomes the precursor of the next one, either because the first shock has undermined countries' and communities' resilience capacities, or because there is an underlying low level of disaster preparedness. This vicious cycle may be exacerbated by climate change. WFP already uses a wide range of tools to understand the nature and dimension of disasters. WFP will support the establishment of early warning systems and vulnerability analysis. Thus WFP can help communities, governments and the international community get ahead of the hunger curve – and therefore fight hunger more effectively and efficiently – by focusing particular attention on prevention and disaster risk reduction and mitigation.

### Goals:

28. *Goal 1: To support and build capacities of governments to predict, mitigate and respond to disasters*

As in other areas, governments must take the lead in predicting, mitigating and responding to disasters. WFP will share its expertise related to early warning systems, contingency planning approaches, vulnerability analysis and mapping as well as public storage and distribution systems to inform and strengthen governments' preparedness and response capacity to disasters.

29. *Goal 2: To support and build resiliency of communities to shocks through productive safety nets<sup>13</sup> or asset creation*

Communities are on the front line of shocks; thus their resilience capacities do make a significant difference in the immediate and longer-term impact of a shock on lives and livelihoods. WFP will build on the strengths of its food-for-asset programmes<sup>14</sup>, to help

<sup>12</sup> See "An Update on WFP Interventions on Disaster Preparedness and Mitigation", EB.1/2007/5-B.

<sup>13</sup> See "WFP and Food-Based Safety Nets: Concepts, Experiences and Future Programming Opportunities", EB.3/2004/4-A.

<sup>14</sup> Joint Evaluation of Effectiveness and Impact of the Enabling Development Policy of the World Food Programme, February 2005.



communities mitigate the potential impact of shocks, especially in areas vulnerable to recurring crises.

30. *Goal 3: To support mitigation and adaptation to reduce vulnerability to disasters and climate change*

Under the leadership of the Secretary-General, the UN system has initiated a process to align the strengths of all its organisations in coordinated action to meet the challenges of climate change, and has identified disaster risk reduction as a key priority. Helping vulnerable people to cope with the food security impacts of a changing environment is not an abstract or new line of work for WFP: the organisation has long worked with governments, such as in Ethiopia, to build of communities' resilience and adaptive capacity to climate-related disasters.

### **Main Tools:**

31. *Vulnerability analysis and mapping* in countries where WFP has a continuing presence helps identify who the hungry poor are, where they are located, the nature and causes of their vulnerabilities and the most appropriate set of interventions. This VAM work, undertaken in partnership with national governments and used by other actors, can be complemented by contingency planning activities and assessments of logistics capacities and constraints.
32. Through its *early warning products and tools*, WFP helps communities understand and anticipate shocks, including those spurred by climate change. These products and tools **enable timely and informed decisions as well as actions that enhance preparedness and responses**. These capacities also render communities less risk-adverse, which can increase productivity and enhance income. Building on its expertise, WFP can also help governments put such systems in place at the national level.
33. *Disaster preparedness and mitigation programmes* are significant opportunities to enhance sustainable development. The central need is to raise awareness, bring about engagement in preparedness in all parts of society and translate assessment of local risks into protective measures.
34. WFP has an array of *programmes to help communities reinforce their essential food security systems and infrastructures, as well as their adaptability to climate change*. These asset building community-based programmes help communities create the most appropriate social and economic infrastructure to strengthen livelihoods and therefore put communities in a better position to cope with whatever shocks may arise.

## E. STRATEGIC OBJECTIVE THREE: RESTORE AND REBUILD LIVES AND LIVELIHOODS IN POST-CONFLICT, POST-DISASTER OR TRANSITION SITUATIONS<sup>15</sup>

35. This Strategic Objective lies at the core of WFP's recovery work. Recovery situations in the transition between emergencies and development should represent a full-fledged context of intervention that involves specific needs and calls for appropriate responses. Due to the nature of its interventions, WFP brings unique capabilities – including its deep and well accepted field presence – and does crucial work in this area.
36. Through this Strategic Objective, WFP will endeavour to offer humanitarian assistance in ways that contribute to the critical efforts of individuals, communities and countries to recover and rebuild in the aftermath of an emergency. WFP can do this by supporting the return of refugees and IDPs and the re-establishment of livelihoods for recovering communities, thereby enhancing human security and helping to prevent conflicts from restarting. This will also often require rebuilding food delivery systems and community services infrastructure so that markets can gradually return to functioning and beneficiaries can return to satisfying their needs by themselves. The third critical goal for WFP in this area is to strengthen countries' and communities' recovery and rebuilding capacities.
37. WFP will deploy a range of tools to help prevent transition situations from collapsing and/or returning to conditions of conflict or instability. WFP has a strong comparative advantage working in these contexts due to its capacity to deliver assistance in poor security environments and its deep field presence and experience in these situations. Any WFP intervention in transition situations has to be context specific, fill acknowledged gaps, leverage potential partnerships as well as recruit and strengthen the capacities of national and other actors in an appropriate timeframe.

### Goals:

38. *Goal 1: To support the return of refugees and IDPs through food assistance relief*

Once the immediate response has enabled vulnerable individuals and communities to survive, it is important to help them to get back on their feet. Re-establishment of livelihoods of refugees and IDPs, supported by WFP food assistance, plays a crucial role in transition situations, helping countries and communities to kick-start longer-term development processes.

39. *Goal 2: To support the re-establishment of livelihoods and food security of communities and families affected by shocks*

After they end, emergencies often leave long-lasting destitution and vulnerability. Accompanying communities and families on the path to recovery requires WFP to shift from its mostly reactive work in the immediate aftermath of a shock to a future focused pro-active approach that helps individuals and communities gain assets and build sustainable livelihoods. In post-conflict situations, this work can bring local, and tangible peace dividends. This can be of critical importance, especially when peace is still fragile.

<sup>15</sup> See "Transition from Relief to Development", EB.A/2004/5-B.



40. *Goal 3: To assist in establishing or rebuilding food supply or delivery capacities of countries and communities affected by shocks and help to avoid the resumption of conflicts*

Food availability or access can be long hampered by weak food supply or delivery capacity at the national and local levels, even after shocks have ceased to produce their effects. WFP has a lot of experience and expertise to share with countries and communities to help them put in place systems that ensure sustainable availability of as well as economic and physical access to food throughout areas affected by shocks.

### **Main Tools:**

41. *Targeted programmes that facilitate the re-establishment of livelihoods.* WFP has joined national governments and other partners in many countries to use food assistance, be it cash or commodities, as a critical enabler of re-establishing livelihoods through productive safety nets. By integrating assistance into national social protection strategies, safety nets help prevent duplication of effort and assist governments in developing sustainable food-assistance systems.
42. *Special operations to rebuild essential hunger-related infrastructure.* In addition to increasing the effectiveness and efficiency of food assistance delivery in emergency situations, WFP special operations can support recovery processes by rebuilding infrastructures that are crucial in the good functioning of food security systems. These operations will continue to serve the needs of WFP and the broader humanitarian community, as their usefulness goes far beyond the capacity of transporting food assistance.
43. *Food distribution programmes that facilitate re-establishment of food security.* The main issues in the aftermath of shocks are often both availability and access to food. When markets have stopped functioning and infrastructure has broken down, food may not be available. Re-establishing food security, including through targeted food distribution programmes, is often a critical priority.
44. *Voucher and cash-based programmes that facilitate food access.* As markets and infrastructure are re-established, food may be available but disaster-affected populations no longer have the income and livelihoods that allow them to access that food. In such circumstances, voucher and cash programmes can be highly effective tools to facilitate access to food while at the same time supporting the re-emergence of markets. These programmes are best combined with activities that help beneficiaries re-establish their livelihoods.
45. *Capacity-strengthening for the re-establishment of community services infrastructure.* WFP can play a critical role in providing governments with assistance to re-establish their food delivery systems, parts of which have often been destroyed through a shock.



## F. STRATEGIC OBJECTIVE FOUR: REDUCE CHRONIC HUNGER AND UNDERNUTRITION IN DEVELOPING COUNTRIES

46. High rates of chronic hunger and undernutrition are a cause of high mortality and hamper certain countries' and communities' development prospects. Preventing deaths related to chronic hunger and undernutrition is one of the biggest challenges of our time. In accordance with governments' and communities' requests and needs, WFP will partner with others to support or implement programmes that address chronic hunger and undernutrition<sup>16</sup>. WFP will particularly focus its activities on groups that are the most vulnerable to the consequences of hunger – especially children and women.

### Goals:

47. *Goal 1: To help countries bring undernutrition below critical levels and break the inter-generational cycle of chronic hunger*

Within a life-cycle approach to hunger and undernutrition, WFP has long addressed those “windows of opportunities” that reap the greatest and most sustainable benefits, specifically mothers and children. WFP will support and – when governments cannot do it and request WFP to intervene directly – implement activities that prevent the intergenerational cycle of chronic hunger from perpetuating itself and bring undernutrition below critical levels.<sup>17</sup>

48. *Goal 2: To increase levels of education and basic health through food assistance and food security tools*

Poor levels of education and health strongly affect the physical and intellectual growth of individuals, and constrain the economic and social development of nations<sup>18</sup>. WFP will continue to work with governments, local communities and other partners to support and sometimes implement programmes that increase levels of formal and informal education as well as of basic health, with a particular attention given to women and children.

49. *Goal 3: To meet food and nutrition needs of those affected by HIV/AIDS, tuberculosis and other pandemics*

The impacts of HIV/AIDS, tuberculosis and other pandemics are reversing hard-won development gains in certain countries and communities, and act as big obstacles to development in many others. It has long been known that hunger, poor nutrition and poor health feed each other. WFP is responsible for the food and nutrition response to HIV/AIDS under the UNAIDS coordination mechanism. It is also responsible for meeting the food and nutrition needs derived from tuberculosis treatment. WFP will provide food and nutrition support to those in need – an essential complement to others' interventions required to bring the spread of these diseases to a halt<sup>19</sup>.

<sup>16</sup> See “Food for Nutrition: Mainstreaming Nutrition in WFP”, EB.A/2004/5-A/1.

<sup>17</sup> See “Micronutrient Fortification: WFP Experiences and Ways Forward”, EB.A/2004/5-A/2.

<sup>18</sup> See WFP, 2006, World Hunger Series – Hunger and Learning, WFP and Stanford University Press; and WFP, 2007, World Hunger Series – Hunger and Health, WFP and Earthscan.

<sup>19</sup> See “Programming in the Era of AIDS: WFP's Response to HIV/AIDS”, EB.1/2003/4-B.



## Main Tools:

50. *Mother-and-child health and nutrition (MCHN) programmes.* WFP partners with governments, local communities and others to support or implement MCHN programmes that aim to improve the nutritional status of children less than 5 years of age as well as of pregnant and lactating women. The main element of these programmes is supplementary feeding given through the local health clinics.
51. *School feeding programmes.* WFP partners with national governments, local communities and others on school feeding programmes that enable around 20 million children every year to concentrate on their classes rather than on hunger. School feeding programmes play an important role in broader safety-net systems by encouraging children to stay in school and preventing them from falling into deeper levels of poverty and hunger. School feeding is also an ideal platform to deliver both macro and micronutrients – such as vitamins and minerals – that are crucial for school-age children to grow to their full physical and intellectual potential. Through “take-home rations”, school feeding programmes encourage families to send girls to school or to open their homes to orphans. Through its local purchases of food, school feeding can also promote sustainable development solutions by supporting the development of reliable markets for small farmers and local producers as well as helping them access those markets. Furthermore, school feeding programmes represent a long-term and sustainable solution to hunger since their impact on education levels will help break the inter-generational cycle of hunger and undernutrition. Within this context, school feeding programmes can transform schools into “development centres” for the whole community by proving a “ready-to-use” channel through which a broader range of services can be delivered. When crises strike, school feeding programmes can also play a particularly important role as a platform to reach children in need.
52. *Programmes addressing and mitigating HIV/AIDS, tuberculosis and other pandemics.* High prevalence of HIV/AIDS or tuberculosis can be a severe shock to families and communities. Their ability to meet their nutrition and food needs is hindered, which in turn encourages risky behaviours and puts them at greater risk of contracting diseases. Through its HIV/AIDS programmes in particular, WFP can contribute to reducing health risks associated with poor nutrition and low food consumption. WFP will also work with governments, local communities and others on addressing the potential hunger-related consequences from the outbreak of a health crisis such as human influenza related to a highly pathogenic avian influenza virus.

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## G. STRATEGIC OBJECTIVE FIVE: STRENGTHEN COUNTRIES' CAPACITY TO REDUCE HUNGER THROUGH HANDOVER STRATEGIES AND LOCAL PURCHASE

53. When governments make the fight against hunger and undernutrition a top priority, real progress can be achieved. WFP and its partners must work with national governments to ensure that hunger and undernutrition are not viewed as mere by-products of poverty, which it is assumed will disappear if and when poverty decreases. Instead, specific measures are required to integrate hunger-reduction measures into broader growth and poverty reduction strategies. This implies sufficient policy and operational capacities at the national and the local levels. Since its inception in 1962, WFP has worked to fight hunger and promote food security through food assistance. The organisation has therefore acquired an unparalleled experience and strong expertise in those issues, reinforced by the



knowledge it gained from a close contact with beneficiaries due to its deep field presence. Sharing this experience and knowledge in order to strengthen countries' capacity to reduce hunger, is an approach that WFP has long taken within its activities, and that will become even more relevant in the changing environment of development and humanitarian aid.

54. Food assistance programmes can and should be designed in a way that reaps double benefits for beneficiaries – and is at the same time more cost-effective for WFP. Food and non-food local purchasing activities are supporting countries' and communities' capacity to enhance employment opportunities and develop sustainable livelihoods. WFP is committed to utilizing its purchasing power, when and where possible, to develop the suppliers' capacities and build up with other partners complementary interventions aimed at reinforcing the supply side. Pilot local procurement activities can be mainstreamed in WFP's procurement practices and, more importantly, adopted and scaled up by national governments and other actors in agricultural sectors. It must be understood, however, that WFP's top priority in procurement is to address as effectively as possible humanitarian needs.

### Goals:

55. *Goal 1: To use purchasing power to support the sustainable development of food security systems.*

WFP will pursue this goal by: purchasing food locally to support national agricultural sectors, with a special focus on smallholder farming<sup>20</sup>; strengthening local transport and communication services and networks through local purchases; and the procurement of other services in a way that ensures a positive spill over effect on broader economic and market development. WFP's priority will be to reach those in need with the right quality and quantity of assistance through local markets whenever feasible, in ways that do not compromise WFP's primary objective to deliver adequate and timely food assistance.

56. *Goal 2: To develop clear handover strategies to enhance nationally owned hunger solutions.*

WFP will design a clear handover strategy as a crucial component of its interventions. This will allow WFP to improve the sustainability and the efficacy of its interventions by supporting the participation of the relevant partners during the implementation phase and ensuring a progressively increasing degree of local ownership. WFP will need to assess the partners' willingness, readiness and resource availability to take over already during the design phase of its programmes. WFP will also need to better integrate its activities into national poverty reduction strategies, as well as dedicate some of its resources to strengthen partner capacities in areas where partners still show a significant gap between their current capacity and the capacity needed to successfully take over from WFP at the time of planned hand-over.

57. *Goal 3: To strengthen countries' capacity to design, manage and implement tools, policies and programmes to predict and reduce hunger.*

Within the architecture of the UN delivering as one, WFP will use policy advice and advocacy to help countries fight hunger. WFP can do this by helping countries to establish vulnerability analysis capacities at national level that permit the prioritization of hunger in national and strategic frameworks<sup>21</sup>; share WFP's experience in hunger reduction policies

<sup>20</sup> See "Food Procurement in Developing Countries", EB.1/2006/5-C.

<sup>21</sup> See "Engagement in Poverty Reduction Strategies", WFP/EB.A/2006/5-B.



and approaches; and advocating and raising awareness in national and international fora on all forms of hunger, including chronic and “hidden” hunger.

### **Main tools:**

58. *WFP’s procurement activities* for food and non-food commodities are a central mechanism through which this Strategic Objective will be achieved. Priority must be given to local purchases when this does not conflict with other requirements of WFP operations, namely the provision of adequate and timely food assistance. Those procurement activities must also help producers and service providers to build the skills and capacities they need to produce high-quality food able to reach more developed markets, thereby promoting the sustainability of WFP’s development impacts. WFP will add value by conducting procurement in a way that strengthens the supply side, bringing together complementary interventions by other partners such as micro credit, seeds and others.
59. *Hand over WFP hunger tools.* WFP will design its activities from the outset for a smooth handover. WFP will then need to assess at the outset which partner(s) could take over the leadership once WFP disengages, as well as those partners’ capacities to do so and the possible remaining gaps. WFP will budget within its programmes for capacity strengthening activities to help partners address those gaps.
60. *Policy advice.* The shifts in the development aid environment mean that the most effective way in which WFP can help tackle hunger is often to complement and amplify the resources and beneficiary knowledge of the governments and communities with WFP’s own technical expertise and capacity. At the request of countries or communities<sup>22</sup>, WFP will give advice on the design and management of programmes and policies. To do this, WFP will rely on its extensive experience as well as its global reach which, in particular, allows it to transfer successes and lessons learnt from one country to another. Policy advice also has a role to play in emergency settings even if that role takes a different shape, insisting on quick response and coordination capacities and the ability to meet emergency needs.
61. *Advocacy.* Political awareness is the first step in the fight against hunger. WFP has long been confronted with this fact and has thus created a broad and successful variety of instruments to disseminate information on, explain, and mobilize resources to fight global hunger. Advocacy will continue to play a prominent part in WFP’s activities at the field, regional and global levels, in order to reach the whole range of actors in the fight against hunger. Furthermore, WFP will use the impact of its advocacy in the pursuit of a variety of objectives – from fund-raising for its operations to influence on broader policy issues, such as climate change – that are instrumental in affecting positively the fight against hunger.

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<sup>22</sup> See “Building Country and Regional Capacities”, EB.3/2004/4-B.



## ACRONYMS USED IN THE DOCUMENT

BCG	The Boston Consulting Group
CERF	Central Emergency Response Fund
CSB	corn-soya blend
DPKO	Department of Peacekeeping Operations (United Nations)
DRC	Democratic Republic of the Congo
ECHA	Executive Committee on Humanitarian Affairs
FAO	Food and Agriculture Organization of the United Nations
HAS	Humanitarian Air Service
HC	Humanitarian Coordinator
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
ICT	information and communications technology
IDP	internally displaced person
IFAD	International Fund for Agricultural Development
IFRC	International Federation of Red Cross and Red Crescent Societies
MCHN	mother-and-child health and nutrition
OCHA	Office for the Coordination of Humanitarian Affairs
PSNP	Productive Safety-Net Programme
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHAS	United Nations Humanitarian Air Service
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNJLC	United Nations Joint Logistics Centre
VAM	vulnerability analysis and mapping
WHO	World Health Organization