

DRAFT WFP POLICY ON SOUTH–SOUTH AND TRIANGULAR COOPERATION

**A GUIDING FRAMEWORK FOR IMPROVING FOOD SECURITY
AND NUTRITION THROUGH
SOUTH-SOUTH AND TRIANGULAR COOPERATION**



Informal Consultation

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EXECUTIVE SUMMARY

South–South cooperation offers real, concrete solutions to common development challenges. [...] Sharing best practices, funding pilot projects in far-flung locales, providing the capital to scale up successful projects, supplying regional public goods, developing and adapting appropriate technologies – these are the opportunities that the international community needs to better leverage.

Ban Ki-moon, Secretary General of the United Nations (2013)¹

WFP's current operations reach approximately 10 percent of the world's hungry and undernourished people. It will not be possible for countries to put in place the solutions required to achieve a world with Zero Hunger without mobilizing more resources and calling on additional expertise, skills, capacities and solutions – many of which already exist in developing countries.

In line with the Strategic Plan 2014–2017 and the WFP Partnership Strategy, this policy builds on WFP's existing support to SouthSouth and triangular cooperation, especially at the country and regional levels. The policy aims to systematize and integrate cooperation approaches into WFP's programming practices.

The policy identifies a set of guiding principles for WFP's engagement in South–South and triangular cooperation:

- Focus on the most vulnerable.
- Ownership.
- Inclusiveness and balance.
- Learning and innovation.
- Strengthening of country systems and capacities.
- Complementarity.
- Building on existing structures.

In line with these principles, WFP will seek to:

- Facilitate the sharing of country experiences, knowledge, skills, information and solutions related to ending hunger and improving food security and nutrition;
- Encourage programme and other innovations; and identify lessons on and examples of scaling up innovative food security solutions;
- Strengthen WFP's engagement and partnerships with a growing number of countries that have achieved or are approaching middle-income status;

¹ Statement of United Nations Secretary-General Ban Ki Moon on the 2013 United Nations Day for South–South Cooperation: <http://www.un.org/apps/news/story.asp?NewsID=45827>

- Enhance links to local research institutions in developing countries to build the evidence base for Zero Hunger activities;
- Partner with regional and subregional organizations to enhance cooperation on ending hunger and improving food security and nutrition among developing countries;
- Integrate and align WFP's work with broader United Nations-wide initiatives for promoting South–South and triangular cooperation, including in partnership with United Nations agencies based in Rome.

DEFINITIONS AND SCOPE

1. The operational guidelines of the United Nations Office on South–South Cooperation (UNOSSC) define South–South cooperation as:

A process whereby two or more developing countries pursue their individual and/or shared national [...] objectives through exchanges of knowledge, skills, resources and technical knowhow, and through regional and interregional collective actions, including partnerships involving governments, regional organizations, civil society, academia and the private sector, for their individual and/or mutual benefit within and across regions. South–South cooperation is not a substitute for, but rather a complement to, North–South cooperation.

This definition is based on the Nairobi outcome document, negotiated at the United Nations High-Level Conference on South–South Cooperation and adopted by the United Nations General Assembly in December 2009.²

2. UNOSSC defines triangular cooperation as:

Collaboration in which traditional donor countries and multilateral organizations facilitate South–South initiatives through the provision of funding, training, and management and technological systems as well as other forms of support.

RATIONALE

3. Through the Millennium Development Goals, the proposed Sustainable Development Goals and the Zero Hunger challenge, countries are prioritizing initiatives for ending hunger and improving food security and nutrition. WFP’s mandate, policies and operations put it at the forefront of these efforts, whose aims include establishing dependable access to adequate food and nutrition for all people; eliminating malnutrition; ensuring that food systems are sustainable and resilient; and supporting livelihoods for the poorest and most vulnerable food-insecure populations.
4. WFP’s current operations reach approximately 10 percent of the world’s hungry and undernourished people.³ It will not be possible for countries to put in place the solutions required to achieve a world with Zero Hunger without mobilizing more resources and calling on additional expertise, skills, capacities and solutions – many of which already exist in developing countries.
5. For WFP country offices, South–South and triangular cooperation can be an important source of support for nationally owned efforts and WFP’s evolving role in developing countries, especially in three main areas:
 - *Strengthening country capacities.* By facilitating countries’ cooperation with each other, WFP can shift more quickly from providing direct food aid towards supporting country-owned safety nets and programmes for improving food security and nutrition.

² United Nations. 2010. Nairobi outcome document of the High-level United Nations Conference on South–South Cooperation. General Assembly Resolution 64/222.

<http://ssc.undp.org/content/dam/ssc/documents/Key%20Policy%20Documents/Nairobi%20Outcome%20Document.pdf>;

³ According to the current method of counting beneficiaries, which does not capture all the people reached through WFP’s capacity development measures.

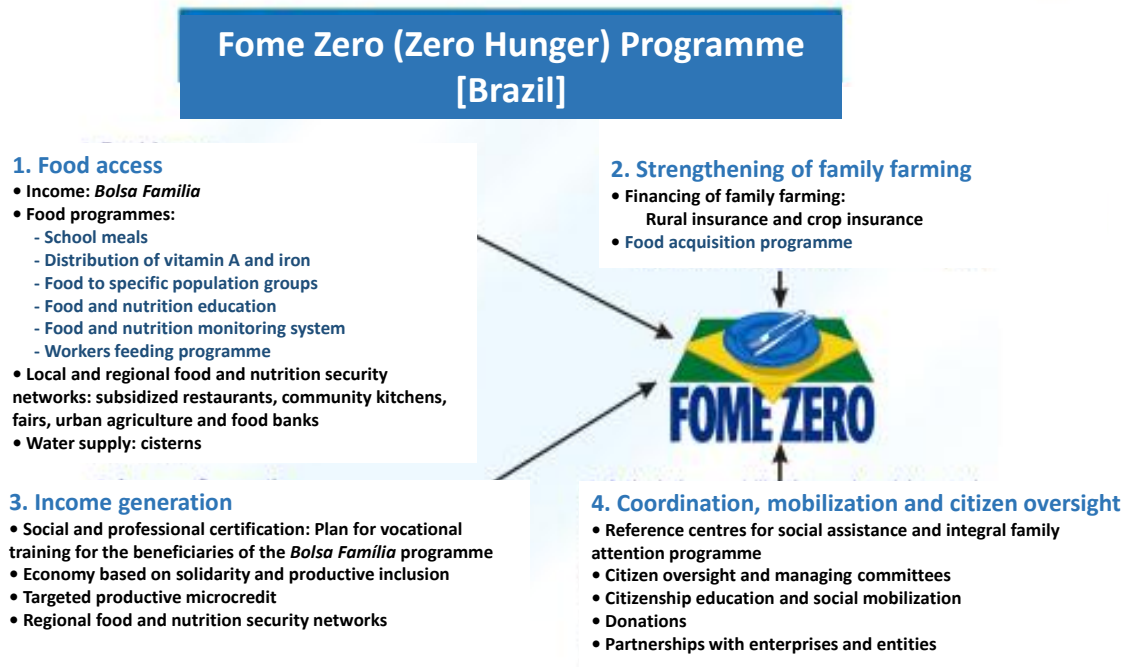
By harnessing each other's expertise, tools and skills, countries can strengthen their own systems and capacities and increase their ownership of actions for food security.

- *Tapping into additional funding sources in an increasingly competitive environment.* With continuing economic crises around the world, and rising demand for WFP's work, WFP and countries need to identify and cultivate new funding sources. Funding from South–South and triangular cooperation and in-kind or cash contributions through twinning represent a potential funding base for the future.
- *Inspiring innovation.* Innovations that support food security emerge from current practices, many of which are implemented and led by developing countries. South-South and triangular cooperation can facilitate the identification of potential prototypes and their testing in real-world conditions.

SOUTH–SOUTH AND TRIANGULAR COOPERATION IN WFP'S CURRENT PROGRAMME OF WORK

6. WFP supports South–South and triangular cooperation in many aspects of its work at the policy, programme and implementation levels. This engagement covers a wide range of areas, including school meals, nutrition, connecting smallholder farmers to markets through the Purchase for Progress (P4P) initiative, procurement, sustainable agriculture, resilience, disaster risk reduction, safety nets, and development of Zero Hunger strategies.
7. The WFP Centre of Excellence against Hunger represents a unique partnership between WFP and the Government of Brazil. It makes the Brazilian experience in addressing the Zero Hunger Challenge available to other developing countries for learning, sharing and adaptation through South–South and triangular cooperation. The centre advocates for the development of nationally owned, sustainable programmes and policies on school feeding, social protection and food security and nutrition. It has helped to change WFP's ways of operating by strengthening its tools and capacities for engaging with governments in the design and implementation of national programmes for improving food security and nutrition and ending hunger.

Figure 1: The Zero Hunger Strategy, Brazil



8. The following are examples of WFP’s support to South–South and triangular cooperation:

- *Paraguay.* In partnership with the International Cooperation Agency of Chile (AGCI), WFP helped improve nutrition in Paraguay. Through triangular cooperation, WFP and AGCI supported the restructuring of Paraguay’s national programme on nutrition, and influenced health policy and strategies for reducing poverty and inequality, leading to formulation and adoption of a law on the prevention, care and control of undernutrition. The number of beneficiaries covered by the integrated food and nutrition programme increased from 35,610 – 28,831 children and 6,779 pregnant women – in 2009, to 59,362 – 48,429 children and 10,933 pregnant women – in 2013.
- *Malawi.* Building on its experience with the P4P initiative, WFP promoted food and nutrition security and income-generation opportunities for farmers and vulnerable communities in Malawi. Through a Purchase from Africans for Africa initiative involving WFP, the Food and Agriculture Organization of the United Nations (FAO) and the Government of Brazil, Malawi learned from Brazil’s experience in implementing a national school health and nutrition strategy using local produce. This case demonstrates how WFP can support partners’ programmes by using its demand for food to provide a guaranteed market for smallholder farmers’ produce.
- *Horn of Africa.* During the 2011/12 food crisis in the Horn of Africa, WFP facilitated the delivery of in-kind contributions from countries of the Southern African Development Community – Angola, Mozambique, South Africa, the United Republic of Tanzania and Zambia – along with Cuba, Sri Lanka and the Sudan. Rice, sugar, fish, beans, meat, sorghum, rice oil, peas, coarse salt, soya and maize worth more than

USD 13.9 million were distributed in Ethiopia, Kenya and Somalia, reaching 1.4 million food-insecure people in Ethiopia alone.

- *Bangladesh.* The WFP Centre of Excellence against Hunger supported Bangladesh in exploring the options for developing a school feeding programme linked to local agriculture. Drawing on Brazil's experience with a Zero Hunger strategy, Bangladesh examined ways of linking school feeding to broader policies and programmes for food and nutrition security. The findings will inform Bangladesh's decision on whether to include school meals linked to local producers in its longer-term vision and transition plans. In this example, WFP contributed to disseminating solutions from the South by facilitating the sharing of experiences related to Zero Hunger policies and programmes.

PRINCIPLES AND PRIORITIES OF WFP'S POLICY ON SOUTH-SOUTH AND TRIANGULAR COOPERATION

9. WFP supports the objectives of South-South and triangular cooperation as laid out in the Nairobi outcome⁴ document:
 - a) support national and regional development efforts;
 - b) enhance institutional and technical capacities;
 - c) improve the exchange of experiences and expertise among developing countries;
 - d) respond to the specific development challenges of developing countries; and
 - e) increase the impact of international cooperation.
10. WFP activities in support of cooperation should apply the following principles:
 - *Focus on the most vulnerable.* The most vulnerable people are the most important beneficiaries of WFP's engagement in South-South and triangular cooperation.
 - *Ownership.* WFP embraces and supports South-South cooperation, which is propelled by developing countries.
 - *Inclusiveness and balance.* The South-South cooperation supported by WFP is inclusive and based on equality. It recognizes that all countries – independent of their stage of development – can have experiences to share and adapt.
 - *Learning and innovation.* WFP supports countries in sharing innovative practices and co-designing solutions with other countries facing similar constraints.
 - *Strengthening of country systems and capacities.* While facilitating South-South and triangular cooperation, WFP focuses on local systems and institutions to promote the transition, ownership and sustainability of food security programmes.
 - *Complementarity.* South-South cooperation complements but does not substitute for traditional North-South cooperation. Triangular cooperation combines both approaches.
 - *Building on existing structures.* As far as possible, WFP supports South-South and triangular cooperation through existing programmes and structures at the country, regional and global levels.

⁴ [Outcome Document of High-level UN conference on South-South Cooperation in Nairobi](#); The Nairobi Outcome Document was negotiated at the UN High-Level Conference on South-South Cooperation and adopted by the UN General Assembly in December 2009 (General Assembly resolution [64/222](#)).

11. Building on these principles, and to enhance WFP's effectiveness in helping countries to end hunger and improve food security and nutrition in line with global and national targets, WFP will prioritize the following activities:

- *Putting in place an effective information and knowledge management system* for facilitating the sharing of country experiences related to ending hunger and improving food security and nutrition. WFP will provide access to best practices for improving food and nutrition security through South–South and triangular cooperation, matching knowledge, skills, information and solutions to country demand. It will also encourage its own staff to form a community of practitioners for promoting South–South cooperation.
- *Capturing, identifying and encouraging programme and other innovations.* WFP will identify South–South and triangular cooperation initiatives embedded in ongoing programmes that could have significant potential for improving food security and nutrition. It will seek to ensure that planning and programming cycles take into account the opportunities for South–South cooperation. WFP will also consider mobilizing resources to establish a South–South innovation fund for providing selected country offices with seed money for initiatives that are likely to have positive impacts on food security and nutrition through South–South and triangular cooperation. These investments could be used to identify and test prototypes and select which to take to scale.
- *Identifying lessons on and examples of scaling up.* WFP's analysis of a country's food and nutrition security will include identification of innovative food security solutions that the country could either benefit from or share. WFP's information and knowledge management system will disseminate these transferable examples as part of South-South experience sharing within WFP and beyond.
- *Considering establishment of additional centres of excellence and similar arrangements.* WFP will explore different modalities for capturing and sharing country expertise and experiences.
- *Building the evidence base for Zero Hunger activities by enhancing links to local research institutions in developing countries,* and strengthening other research partnerships and arrangements for demonstrating results. Academic institutions in developing countries can play a valuable role in developing national capacities for food security and vulnerability analysis. WFP will explore opportunities for partnering academic institutions in developing countries, and will provide access to tools and methods for food security and vulnerability analysis that links research to practical results, learning and programme innovations.
- *Supporting and partnering with regional and subregional organizations to enhance cooperation on ending hunger and improving food security and nutrition among developing countries.* Regional and subregional bodies can facilitate the sharing of expertise, information and capacities across regions and the scaling up of resilience-building, emergency preparedness, disaster risk reduction, nutrition and other activities to reach the most vulnerable. They can ensure that food security issues and Zero Hunger strategies are taken into account in regional policies and frameworks and prioritized in national agendas; and they can strengthen the voices of countries when international agreements and commitments are being made. WFP identifies appropriate regional and subregional institutions and engages them in expanding initiatives for promoting food and nutrition security. WFP will scale up the development of

Zero Hunger strategies by supporting regional institutions in consolidating and disseminating lessons from national experiences of working with the WFP Centre of Excellence Against Hunger.

- Integrating and aligning WFP's work with broader United Nations-wide initiatives for promoting South–South and triangular cooperation, including in partnership with FAO and the International Fund for Agricultural Development (IFAD). WFP will explore opportunities for collaborating with other United Nations agencies on SouthSouth and triangular cooperation related to food and nutrition security. It will promote integration and alignment of its own efforts within the broader United Nations system, including in partnership with FAO and IFAD and through the inter-agency experience sharing and knowledge exchange coordinated by UNOSSC to encourage joint support for South–South and triangular cooperation across the United Nations.

Advocating for nutrition investments through the Cost of Hunger in Africa study with partners from the South

The studies on the Cost of Hunger in Africa explore the social and economic implications of child undernutrition in Africa and provide a solid case for African governments to invest in nutrition. Working with the African Union, the New Partnership for Africa's Development and the Economic Commission for Africa, WFP provided technical and field-level support for conducting the studies, transferring methodology and expertise from Latin America through its partnership with the Economic Commission for Latin America and the Caribbean.

Initial results of the studies have enhanced policy-makers' awareness of the social and economic impacts of child undernutrition. They have also influenced high-level political platforms, generating commitment from Heads of State, and have assisted African countries in learning from shared practices and integrating this learning into nutrition programmes.

TOWARDS IMPLEMENTATION OF WFP'S POLICY ON SOUTH–SOUTH AND TRIANGULAR COOPERATION

12. Implementation of the policy will require WFP to work in four main areas:
13. *Provide country offices with guidance and support on engaging in and facilitating South–South and triangular cooperation.* More advocacy and guidance are needed to ensure that WFP's approaches to South–South and triangular cooperation are integrated into its work. WFP country offices need encouragement and capacity development to enhance their engagement in cooperation, including in supporting countries that are interested in sharing knowledge and experience, and locating sources of relevant experience and expertise.
14. *Provide and/or link to an effective platform for sharing knowledge and information on hunger, food security and nutrition among developing countries.* Sharing of knowledge, information and experience is central to cooperation. Governments frequently ask WFP for examples of relevant practices and experiences from other countries, but WFP does not have an effective information and knowledge management system that captures lessons and practices from its experiences around the world. To improve its support to cooperation and experience sharing among countries, WFP needs to enhance its own information and knowledge management systems while tapping into relevant networks among its partners.
15. *Enhance WFP's network of expertise by establishing additional centres of excellence or other modalities/mechanisms.* Taking stock of experience with its Centre of Excellence against Hunger in Brazil, WFP will explore options for establishing additional centres of excellence and/or other cooperation and experience-sharing mechanisms. Any new mechanisms will have to complement existing ones and add value. Some countries may wish

to explore the approach of the WFP Centre of Excellence in facilitating the sharing of expertise, while others may be more interested in other modalities, including technical expert rosters, exchange visits, technology transfer, public–private partnerships and advocacy support.

16. *Explore ways of encouraging and incentivizing South–South cooperation on food security and nutrition issues in line with WFP’s rules, regulations and financial framework.* Mechanisms for WFP to explore include twinning and similar arrangements; establishment of a fund to support innovations in South–South and triangular cooperation; links to and facilitation of bilateral assistance programmes between countries; and potential incentives for South–South cooperation within WFP’s framework review.

MIDDLE-INCOME COUNTRIES IN SOUTH–SOUTH AND TRIANGULAR COOPERATION

17. A growing number of middle-income countries are establishing their own international cooperation agencies to facilitate the sharing of knowledge and expertise. Building on its experience of working in developing countries, WFP will seek to engage with these agencies to work towards food security and nutrition objectives in developing countries.
18. Its support to South–South and triangular cooperation gives WFP opportunities for strengthening its engagement with a growing number of countries that have achieved or are approaching middle-income status. Most of the world’s undernourished people now live in middle-income countries, and there is a clear need for WFP to support these countries more effectively in addressing hunger and food insecurity. The Secretary-General’s Zero Hunger challenge and the emerging Sustainable Development Goal on ending hunger require WFP’s full engagement. Enhanced engagement will also enable WFP to draw more support from middle-income countries while responding more effectively to their continuing food security and nutrition challenges – including through technical assistance and capacity strengthening. WFP is increasingly being asked to contribute to achievement of the Sustainable Development Goals and a world free of hunger by facilitating the exchange of experiences, learning and strategies for addressing hunger among middle-income and other countries.

ARRANGEMENTS FOR IMPLEMENTING THE POLICY

19. WFP can make a meaningful contribution to reducing hunger through South–South and triangular cooperation by building on and supporting country-led efforts to share expertise, practices, capacities and innovative solutions; supporting and partnering with regional and subregional institutions in enhancing countries’ efforts to end hunger and improve food security and nutrition; and promoting knowledge and information sharing on hunger, food security and nutrition among developing countries.
20. To improve food and nutrition security through South–South and triangular cooperation, WFP will implement this policy, building on its institutional capacities and structures at the country, regional, inter-regional and global levels as far as possible. Implementation will also require inter-agency coordination and collaboration. WFP will work with other United Nations agencies, especially those based in Rome.

ACRONYMS USED IN THE DOCUMENT

AGCI	International Cooperation Agency of Chile
FAO	Food and Agriculture Organization of the United Nations
IFAD	International Fund for Agricultural Development
P4P	Purchase for Progress
UNOSSC	United Nations Office for South–South Cooperation