

WFP STRATEGIC PLAN (2008–2011)
DRAFT STRATEGIC PLAN WORKING PAPER



INFORMAL CONSULTATION

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WFP Strategic Objective 1: Meet Emergency Needs

Goals:

1. *To reach refugees, internally displaced persons (IDPs), populations affected by pandemics and those threatened by acute hunger with life-saving assistance*
2. *To reduce and stabilize malnutrition below emergency levels*
3. *To protect livelihoods and enhance self-reliance in emergency situations*

Main Tools:

- *Vulnerability analysis and mapping*
- *Emergency needs assessments*
- *Emergency logistics and information and communications technology (ICT) capacity*
- *United Nations cluster leadership for logistics and ICT*
- *Targeted food distribution and emergency nutrition interventions*
- *Capacity sustaining and reinforcing for emergency response*
- *Policy advice and advocacy*
- *Deep field staff presence*

Partnerships:

- *National and local governments and communities*
- *United Nations System and other international agencies*
- *Community, national and international non-governmental organizations*
- *The private sector*

E. STRATEGIC OBJECTIVE TWO

WFP Strategic Objective 2: Invest in the Prevention, Mitigation and Adaptation to Disasters and Climate Change to Prevent Famine, the Outbreak of Acute Hunger and the Resumption of Conflicts

Goals:

1. *To support mitigation and adaptation to climate change and reduce vulnerability to disasters*
2. *To make effective prevention investments in nutrition, health, and education focused on vulnerable groups*
3. *To assist local institutions and markets to facilitate food access and availability and enhance community livelihoods*

Main Tools:

- *Vulnerability analysis and mapping, early warning, preparedness and risk mitigation systems*
- *Programmes to help communities rebuild their food security ecosystems and vital infrastructures*
- *Mother-and-child health and nutrition programmes*

- *School feeding programmes*
- *Purchasing power*
- *Policy advice and advocacy*
- *Deep field staff presence*

Partnerships:

- *National and local governments and communities*
- *United Nations System and other international agencies*
- *Community, national and international non-governmental organizations*
- *The private sector*

F. STRATEGIC OBJECTIVE THREE

WFP Strategic Objective 3: Restore and Rebuild Lives and Livelihoods in Post-Conflict or Post-Disaster or Fragile-State Situations

Goals:

1. *To support the return of refugees and IDPs and the re-establishment of livelihoods for recovering communities*
2. *To re-establish food supply and delivery systems and food security ecosystems of countries and communities affected by crises*
3. *To assist in establishing or rebuilding capacities of countries and communities affected by crises*

Main Tools:

- *Targeted programmes that facilitate the re-establishment of livelihoods*
- *Special operations to rebuild essential hunger-related infrastructure*
- *Leveraging purchasing power*
- *Food distribution and/or voucher and cash programmes that facilitate reconstruction and re-establishment of food access*
- *Capacity-strengthening for the re-establishment of community services infrastructure*
- *Policy advice and advocacy*
- *Deep field staff presence*

Partnerships:

- *National and local governments and communities*
- *United Nations System and other international agencies*
- *Community, national and international non-governmental organizations*
- *The private sector*

G. STRATEGIC OBJECTIVE FOUR

WFP Strategic Objective 4: Reduce Chronic Hunger and Undernutrition in Developing Countries

Goals:

1. *To bring undernutrition rates below critical levels*
2. *To address inter-generational undernutrition, specifically in mothers and children*
3. *To meet food and nutrition needs of schoolchildren and of those affected by HIV/AIDS, tuberculosis and other pandemics*

Main Tools:

- *Mother-and-child health and nutrition programmes*
- *School feeding programmes*
- *Programmes addressing and mitigating HIV/AIDS, tuberculosis and other pandemics*
- *Community-based programmes to establish and/or strengthen food supply delivery systems and ecosystems*
- *Develop strategies with governments and communities to address chronic hunger and undernutrition*
- *Design and implement coherent multi-agency interventions aimed at reducing hunger and undernutrition*
- *WFP's technical capacity and expertise*
- *Capacity-strengthening for the design and management of hunger reduction programmes*
- *Policy advice and advocacy*
- *Deep field staff presence*

Partnerships:

- *National and local governments and communities*
- *United Nations System and other international agencies*
- *Community, national and international non-governmental organizations*
- *The private sector*

H. STRATEGIC OBJECTIVE FIVE

WFP Strategic Objective 5: Use Purchasing Power to Support the Sustainable Development of Food Security Systems

Goals:

1. *To purchase food and food services locally to support national agricultural sectors, with a special focus on smallholder farming*
2. *To strengthen local transport and communication services and networks through local purchases*
3. *To drive and deepen partnerships and investments to strengthen food supply capacities*

Main Tools:

- *WFP's procurement activities*
- *Pilot initiatives to explore innovative tools to achieve the above goals*
- *Vulnerability analysis and mapping and market analysis tools*
- *Policy advice and advocacy*
- *Deep field staff presence*

Partnerships:

- *National and local governments and communities*
- *United Nations system and other international agencies*
- *National and international non-governmental organizations*
- *The private sector*

A. CONTEXT

1. WFP's Strategic Objectives are derived from the Mission Statement and mandate adopted by the Executive Board, the Millennium Development Goals agreed to by all United Nations Member States, and the comparative advantage of WFP as the largest and most operational, field-based United Nations humanitarian agency, with key roles and functions in the efforts to enhance coherence and reform in the United Nations humanitarian and development system, and to address the causes and consequences of hunger and undernutrition, adaptation to global climate change and other emerging challenges.
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 peacebuilding 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. 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 about 12,000 women and men, 90 percent of whom are deployed in the field, often under difficult conditions, where security threats and risks to personal safety are considerable. WFP as well as other global actors who are on the front line of humanitarian and other crises face critical challenges regarding the deployment, security and family concerns of staff. Maintaining the excellence and motivation of staff must remain a top organization priority. Both ensuring the quality and motivation of staff and keeping a global deep field presence depend on the availability of predictable, multi-year funding.

B. OVERVIEW

5. The Strategic Plan Working paper contains the core issues and the key choices of the Strategic Plan 2008–2011, including the proposed Strategic Objectives. This document builds on the previous discussions at the two “informal consultations”

as well as at the October Board meeting and inputs from the discussion held on 19 November with WFP's partners from the non-governmental organization (NGO) sector. The Strategic Plan Working Paper includes as annexes three background papers. The first is the background paper "The External Environment" that was discussed at the 28 August meeting. The second is the background paper "WFP Tools and Approaches to Hunger" that was discussed on 5 October. The third is a background paper on "WFP's Strengths, Weaknesses and Comparative Advantage" requested by the Executive Board during the last consultation.

6. The challenges that humanitarian and development actors face are growing more complex. The increasing availability of food assistance resources in the form of cash offers important flexibility and new opportunities – including for local purchases. On the other hand, rising demand from emerging economies, biofuels production and other factors have led to soaring commodity costs and tightening food stocks. Climate change is causing increasing shocks and vulnerability. The impact of HIV/AIDS threatens countries' and communities' development. All of these factors, together with the rising number of hungry, create a "hunger gap". At the same time, there is a global decline in the resources provided for food assistance.
7. Hunger, like poverty, is the result of a combination of factors such as inadequate nutrition, poor health, lack of education, low income and insecure environments; its eradication requires comprehensive efforts to address these factors. The identification of hunger as an entity separate from poverty in Millennium Development Goal 1 was a landmark in international thinking that acknowledged that hunger must be tackled directly and not left to trickle-down effects of economic growth. It is known that hunger in fact inhibits poverty eradication through the nexus of risks, vulnerabilities and negative coping strategies adopted by poor people, but there are still significant gaps in knowledge of how best to eradicate hunger. To contribute to global efforts to end hunger, WFP must use partnerships in research and advocacy to share understanding of the needs of beneficiaries and the combination of interventions most likely to bring them out of hunger. This is especially true in new areas such as transition situations and HIV-related programming.
8. WFP works in the milieu of hunger crises. Sometimes these crises are transitory and sometimes they are chronic. Often the two intersect. Emergency humanitarian crises are not always one-off events caused by nature and which have a clear start and end, such as the Asian tsunami. Most often, humanitarian crises have multiple causes and may last for decades, for instance in Afghanistan, the Democratic Republic of the Congo (DRC) and the Sudan. Such crises are typically characterized by uneven progress along the "hunger value chain" coupled with reversals; and what may be possible to do in one area of the country today may not be possible tomorrow. More and more, due to rapid urbanization in the developing world, those crises can affect urban as well as rural dwellers. The challenge is to deliver life-saving assistance on time and in ways which introduce sustainable solutions at the earliest stages. Making the first steps towards recovery and development is too urgent a task to wait for peace or recovery, and traditional development partners are not always present at this stage.

9. These circumstances too often lead to a chasm in the uneven progress of the transition from relief, rehabilitation and reconstruction to development. There are many reasons why this is so. Because humanitarian crises seldom have a clear end and there is always the risk of reversal, it is difficult for more traditional development agencies to know when to start, hence the chasm opens. A typical development project preparation cycle takes 18 months or more, before the implementation begins. In post-conflict situations this means that tangible dividends of peace may be too slow in coming. These institutions do not find it easy to make rapid disbursements to countries and communities emerging from crisis. Finally, there is often the harsh reality that funding may be more readily available in the immediate aftermath of a major crisis than for the later reconstruction and rehabilitation phase, especially as many donors maintain separate budget lines to fund these activities. All of these considerations raise challenges to bridging the chasm and reaching the ideal of a seamless hand-over.
10. Moreover, it may not be possible to dramatically reduce the hunger and undernutrition vulnerability of the affected populations even after long periods of time. Refugee and internally displaced person (IDP) populations in camps are unable to engage in productive employment and are by the nature of their circumstances dependent on others to meet their vital needs. Often, the most effective interventions by WFP are those that leverage its work to enhance health, nutrition and education activities that prepare these people for eventual return to their places of origin.
11. The WFP Strategic Plan must be considered in the context of United Nations coherence and reform. In addition, there is a significant change in the funding environment for United Nations Funds and Programmes, especially those engaged in humanitarian action, including prevention, mitigation and post-crisis hand-over. The Central Emergency Response Fund (CERF) and Common Humanitarian Funds have emerged as major funding sources and presage reduced direct funding to individual agencies. Moreover, there is a clear movement towards common funding at country level for jointly prepared (or common) United Nations programmes, with the same effect. Additionally, there are an increasing number of global and regional funds to support particular themes such as the Global Fund to Fight AIDS, Tuberculosis and Malaria, the Global Environment Facility and the Human Security Trust Fund, and expanding possibilities for South–South and triangular cooperation. More donors are providing direct budget support to national governments. Inevitably, this means that the programme categories and funding windows that have served as the cornerstone of WFP’s financial framework for the past decade will need to be re-visited to accommodate this changed landscape and to reflect the compact with the Membership on the nature and content of WFP operations and programmes and how these will be funded in the future. No less importantly, the issue of predictability of funding needs to be addressed as a key issue for WFP’s capacity to respond to crises.
12. *External environment.* During the past years, the external environment in which WFP operates has drastically changed. There have been significant shifts in the food assistance and funding environment. There is an impact from the effects of climate change, more frequent and more severe natural disasters and conflict –

which cause population displacement within and between countries. In addition, skyrocketing prices for food crops, urbanization, economic inequalities and pandemic diseases, in particular HIV/AIDS, are also growing challenges. Understanding and – when possible – anticipating these changes are critical enablers for WFP to rethink and reshape its current activities in order to bridge the chasm and address acute hunger in humanitarian response and to help countries achieve the Millennium Development Goals.

13. *WFP tools and approaches.* In its long experience on the front line of the battle against hunger, WFP has developed and implemented a wide and formidable array of tools and approaches to respond to beneficiaries' hunger-related needs. In some cases the existing toolbox is the right fit for WFP's mission, bearing in mind, of course, that those tools always need regular improvement, review and adaptation to meet changing situations. In other cases, new and/or better tools are required in order to achieve the proposed objectives. Besides the tools, partnerships are critical to accomplish WFP's mission. WFP's contribution in the fight against hunger is an important component of the overall response, but needs to be integrated into a broader effort led by national governments and also involving WFP and other key partners.
14. *WFP's strengths, weaknesses and comparative advantage.* In order to prepare its strategy for the future and reach its objectives, WFP has identified the components of its comparative advantage, assessing its strengths and weaknesses with regards to each of these components. This analysis will help WFP understand in what areas it is best positioned to intervene. It will also be a critical input to WFP's partnership strategy with the overall goal to ensure its own intervention is complemented by other essential components so as to have the best possible impact. Finally, it is also crucial to identify other areas of importance in the fight against hunger in which WFP's programmatic and operational support may be the key to the success of other national and internationally supported efforts.
15. The Strategic Plan will not only lay out WFP's proposed strategy for the planning period (2008–2011), but will also suggest – based on an analysis of WFP's comparative advantage as well as strengths and weaknesses – in what areas WFP needs to reinforce its capacity in the coming years if it wants to live up to the expectations of national governments, partners and beneficiaries and achieve its strategic goals.
16. *Next steps.* A first draft of the Strategic Plan 2008–2011 will be circulated to WFP's membership before the February Executive Board meeting. Before that, two more informal consultations with the WFP membership will be held, one in December and one in January. The next document will be circulated before the January consultation, and will include the membership's comments to this Strategic Plan Working Paper.
17. In addition to the discussions involving WFP's membership, strategic discussions at senior level will also be convened with WFP's main United Nations System partners – including the Office for the Coordination of Humanitarian Affairs (OCHA), the United Nations' Children's Fund (UNICEF), the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Health Organization (WHO), the Food and Agriculture Organization of the United

Nations (FAO), the Department of Peacekeeping Operations (DPKO), the International Fund for Agricultural Development (IFAD), the Joint United Nations Programme on HIV/AIDS (UNAIDS), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Development Programme (UNDP) and the World Bank. As noted above, consultations on the Strategic Plan were held on 19 November 2007 with the leadership of some of WFP's key NGO partners.

C. OVERARCHING APPROACH

18. This Strategic Plan is based on WFP's core principles whereby its activities, including emergency interventions, shall be:
 - (1) as sustainable, efficient, effective, demand-driven, developmentally beneficial as possible;
 - (2) as targeted and connected as possible to the needs of the most vulnerable and national government priorities, programmes and strategies; and
 - (3) 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.
19. 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 aimed at saving lives and livelihoods in humanitarian emergencies and crises as well as promoting longer-term solutions to hunger and humanitarian suffering.
20. 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.
21. 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.

22. 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. 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, peacebuilding, development, humanitarian assistance, human rights, and the United Nations Charter.

D. STRATEGIC OBJECTIVE ONE: MEET EMERGENCY NEEDS

23. *Background.* Conflict and war can disrupt peoples' access to food and trigger hunger crises. Civil strife and political and economic turmoil can also lead to conflicts and major displacement of populations who become refugees or IDPs in need of humanitarian assistance, often for long periods of time. Natural hazards such as droughts, floods, hurricanes, earthquakes, tidal waves, locusts and other such phenomena continue to devastate human communities. Climate change may bring even more frequent and severe droughts and floods. Population growth and the spread of communities into increasingly marginal and disaster-prone areas have increased the number of people who are vulnerable to such hazards. In addition to these threats, pandemics such as HIV/AIDS and pandemic threats such as human avian influenza can dramatically affect food security.
24. Preparedness for and resilience to natural and human made disasters should be a high priority for all concerned – including WFP. WFP's task will be to address the needs of victims of disasters whenever communities or governments are not able to cope with the emergency or the disasters. In emergency situations, WFP's cutting-edge VAM and needs assessment capacities are a key strength for the adequate and timely targeting and distribution of food and non-food assistance, thus contributing to saving lives and livelihoods. WFP has a clear comparative advantage in assessing hunger needs in crisis situations, and the organization will strengthen its leading role in hunger needs assessment in humanitarian crises.
25. *WFP Strategic Objective 1: Meet Emergency Needs.* Through this Strategic Objective, WFP will strive to meet emergency needs by providing life-saving assistance to refugees, IDPs and all those threatened by acute hunger. WFP will seek to reduce and stabilize malnutrition below emergency levels. While the initial response will necessarily focus first and foremost on keeping people alive, a key additional goal is to protect people from the necessity to engage in negative coping strategies that erode assets central to sustaining livelihoods. Because people affected by crises often face threats and deprivation that come with displacement or damage to local support structures, WFP needs to continue to ensure that it provides emergency assistance to crisis-affected people in ways that are consistent with humanitarian principles and contribute to their safety and dignity. WFP will also strive to strengthen countries' and communities' emergency response capacities.

Goals:

26. *Goal 1: To reach refugees, IDPs, populations affected by pandemics and those threatened by acute hunger with life-saving assistance*

The first and most immediate priority after a shock is to save lives. WFP will continue to make the use of its emergency response capabilities to bring relief in humanitarian crises its top priority.

27. *Goal 2: To reduce and stabilize malnutrition below emergency levels*

WFP will seek to reduce undernutrition levels, where the degree or extent of the problem requires urgent action to avoid irreparable harm to health or lives.

28. *Goal 3: To protect livelihoods and enhance self-reliance in emergency situations*

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 – especially of vulnerable groups – has repeatedly been pointed out as a strength of the organization. WFP in many emergency situations helps refugees' capabilities to produce their own food.

Main Tools:

29. *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 likely set of interventions in the event of a shock. This VAM work, undertaken in partnership with national governments, may well be supplemented by contingency planning activity and an assessment of logistics capacities and constraints. In a number of countries, this work is further supplemented by detailed market analyses to show the extent of market integration in the country (or region of it) to guide the structure of a WFP intervention, for example in terms of local purchase capability. To a greater or lesser extent, therefore, WFP's emergency response in that country will build on a solid analytical base, grounded by years of experience in the remote and often more disaster-prone areas.
30. *Emergency needs assessments* are critical for a swift and adequate emergency response. WFP sends assessment teams immediately after a shock to analyse the extent of the disaster, its effects on populations as well as what is most needed to redress the situation. Based on this information, WFP mobilizes resources and implements a response. A good and accurate emergency needs assessment is a prerequisite for an adequate response.
31. *Emergency logistics and ICT capacity.* In addition to WFP's experience in and ability to plan, fund 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. WFP keeps strategic humanitarian depots in different parts of the world and has acquired an enormous expertise on sea, air and road transport management. WFP uses as much as possible transport and service capacities available at the local level, thus supporting local economies.

32. *United Nations cluster leadership for logistics and ICT.* WFP's role as leader of the United Nations logistic cluster is to coordinate logistics 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) serve WFP's and the broader humanitarian community's needs. WFP is the custodian of UNJLC, whose role is to optimize and complement the logistics capabilities of cooperating agencies within a well-defined crisis area for the benefit of the ongoing humanitarian operation. UNHAS (or WFP-HAS) is a service that WFP provides for the humanitarian community during emergencies that includes direct, reliable and safe air transportation. Both UNJLC and UNHAS have been crucial enablers of the overall success of United Nations system-wide interventions in disasters. Finally, on the ICT side, FoodSat is a critical means to establish communication links between regular WFP offices and makeshift centres of operation for the humanitarian community in disaster areas.
33. *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 disaster strikes. The nutritional quality of the food provided is often especially significant in emergency situations. In many situations, general rations are used to support the nutritional needs of populations completely dependent on food assistance for survival, and to maximize the lives saved it is particularly critical that rations deliver the proper balance of energy, protein, fat and, specifically, micronutrients. As a situation evolves from the initial, critical emergency response, the targeting methodology becomes increasingly refined according to the vulnerability of those affected. It may also be phased out in favour of programmes, which, in addition to providing food, more directly contribute to beneficiaries re-establishing their livelihoods. Likewise, the most appropriate first response is often a distribution of nutritional support in the form of commodities or micronutrient-fortified foods. WFP needs to have at its disposal a range of tools each geared to the context-specific circumstances. This toolbox could include cash, coupons and vouchers.
34. *Capacity sustaining and reinforcing for emergency response.* WFP will provide capacity sustaining and reinforcing assistance, whose pace will be dictated by country-specific capabilities. WFP will emphasize handing over management of the emergency response; supporting a locally devised and owned recovery plan; and, to the extent possible within an emergency response, strengthening local and national capacity to respond to future crises. Capacity sustaining and reinforcing assistance in emergencies – including efforts to enhance or rehabilitate physical and institutional infrastructure that is essential to the success of a humanitarian response – should feed into longer-term national disaster risk reduction plans.
35. *Policy advice and advocacy.* WFP will provide policy advice to national governments and other partners to help improve their quick response and coordination capacities and their ability to meet emergency needs. WFP will also raise awareness about critical hunger-related emergencies through its advocacy and communications efforts.

36. *Deep field staff presence.* In emergency contexts, where high insecurity and an adverse geographic environment often place an additional burden on operations and may even hamper their full deployment, dedicated and motivated field staff that are willing to work at the epicentre of the crisis are of prime importance. Often this means staff working for long periods of time in harsh and inherently insecure circumstances, and away from their families – conditions that very few other staff within the United Nations system ever face. As WFP duty stations have become increasingly weighted towards emergencies, the cumulative burdens and pressures placed on staff have dramatically increased. In many cases, staff move from one emergency to another with little or no time in between. WFP will maintain and develop the strong skills and high commitment of its field staff and of its emergency roster in order to be able to meet emergency needs in a timely and effective manner. At the same time WFP will continue to prioritize the need for a better and more sustainable work and life balance for its staff, which is essential in order for the organization to maintain its high level of performance and effectiveness.

Partnerships:

37. *National and local governments and communities.* National governments have the primary responsibility for meeting the needs of groups or individuals who require life-saving support in emergency situations. Local communities are the first affected and are often the main actors of the immediate response and mitigation.
38. *United Nations System and other international agencies.* In support of governments and communities, meeting emergency needs requires the establishment of a number of effective partnerships. For example, efforts to preserve and protect the humanitarian space and humanitarian access and to ensure that the international response actions are coherent and coordinated require close and effective partnerships with OCHA, the International Committee of the Red Cross (ICRC) and others; efforts to address the emergency needs of refugees and IDPs require a close and effective partnership with OCHA, UNHCR and others; efforts to address the critical needs of children require a close and effective partnership with UNICEF and others; efforts to ensure that essential health concerns relating to hunger are properly addressed require close and effective partnership with WHO and others. The IASC is a United Nations General Assembly authorized mechanism for bringing together United Nations humanitarian agencies, NGOs and Red Cross Organizations. WFP supports the IASC as the most appropriate body for agreeing on a division of labour among partners in humanitarian response and will seek to carry out effectively those response areas for which the IASC endorses WFP leadership.
39. *National and international non-governmental organizations.* International non-governmental organizations (NGOs) have an essential role to play, including in assessment, targeting, the selection of the appropriate response and the distribution and delivery of assistance – particularly in situations where national capacity in humanitarian response is limited. Local NGOs are especially important partners, and together with governments, they are key and necessary partners in any strategy for delivering aid and strengthening country emergency response capacities.

40. *The private sector.* Private donors make a difference in WFP's efforts to meet emergency needs. Local, as well as global corporations can strengthen WFP's response by providing critical material assets such as trucks, airplanes, or ICT equipment at the onset of an emergency, through pre-arranged partnership structures. Moreover, they may provide specialized personnel support in areas of their expertise that link to WFP's operational needs.

E. STRATEGIC OBJECTIVE TWO: INVEST IN THE PREVENTION, MITIGATION AND ADAPTATION TO DISASTERS AND CLIMATE CHANGE TO PREVENT FAMINE, THE OUTBREAK OF ACUTE HUNGER AND THE RESUMPTION OF CONFLICTS

41. *Background.* Climate change threatens to destabilize food security infrastructure from the village level to continental level. Worldwide, the number of disasters has been trending upward in recent years. According to the Centre for Research on the Epidemiology of Disasters, the number of natural disasters has increased from 200–250 per year in the mid-1990s to 400–450 per year between 2000 and 2005. Increasingly, these crises may be caused or aggravated by natural hazards caused by global climate change. Disasters occur when hazards encounter vulnerability. With deeply rooted vulnerability in many rural as well as urban areas of the developing world, WFP must be prepared for a growing number of natural disasters in the coming years – and position itself ahead of the curve.
42. In the developing world, repeated disasters borne of widespread vulnerability reverse hard-won development gains. The long-term impact of quick- or slow-onset disasters primarily depends on countries' and communities' vulnerability and mitigation capacities. Reducing this vulnerability and enhancing these mitigation capacities primarily rest on helping individuals establish and preserve their livelihoods, and on enhancing their nutritional, health and education status to prevent them from falling into "hunger traps" when shocks occur.
43. In some cases, states that have re-established a fragile stability in the aftermath of conflict or civil strife struggle to consolidate food security and prevent the slide back into crisis. Safety-net systems – such as school feeding and productive investments – using food, vouchers and cash for the most vulnerable populations can play a vital role in giving countries and communities the time they need to re-establish effective institutions and economies. This can prevent the slide back into conflicts and lay the foundations for longer-term sustainable development.
44. At issue is community, national and global preparedness to cope with a range of hazards. Two aspects of preparedness are relevant: first, preparedness for emergency response, which considers actions from the perspective of shorter-term emergency situations; and, second, preparedness as risk reduction, which considers action from a longer-term perspective of addressing risk patterns.
45. *WFP Strategic Objective 2: Invest in the Prevention, Mitigation and Adaptation to Disasters and Climate Change to Prevent Famine, the Outbreak of Acute Hunger and the Resumption of Conflicts.* WFP will pursue this Strategic Objective by working to ensure that effective investments and programmes in prevention are made in community-level infrastructure and in women's and children's

nutrition, health and education; that countries and communities are better able to minimize the impact of shocks on lives and livelihoods; and that local institutions and markets facilitate food access and availability and enhance community livelihoods.

46. Communities at village level are better prepared to deal with natural disaster and other climate changes consequences. Construction of small dams and dykes and the planting of trees are all activities that local communities embark upon to build up resilience against natural disasters like droughts and floods. WFP will continue to support national and community efforts to reduce vulnerability to climate change and natural disasters and to promote mitigation.
47. The five action areas set out in the Hyogo Framework for Action are logical starting points for WFP interventions, namely: (1) ensuring that disaster risk reduction is a national and local priority with a strong institutional basis for implementation; (2) identifying, assessing and monitoring disaster risks and enhancing early warning; (3) using knowledge, innovation and education to build a culture of safety and resilience; (4) reducing the underlying risk factors; and (5) strengthening disaster preparedness for response at all levels.

Goals:

48. *Goal 1: To support mitigation and adaptation to climate change and reduce vulnerability to disasters*

Countries and communities must take the lead in working to reduce vulnerability to disasters and supporting adaptation and mitigation to climate change. WFP will strengthen and adapt its early warning systems, contingency planning approaches and vulnerability analysis and mapping capabilities to ensure that they are effective, people-centred mechanisms for identifying vulnerabilities and informing responses by a range of potential actors. WFP will support communities in enhancing food security ecosystems at community and village level.

49. *Goal 2: To make effective prevention investments in nutrition, health, and education focused on vulnerable groups*

Taking advantage of the “windows of opportunities” within a life-cycle approach has long been shown to be crucial to hunger reduction. Women and children are highly vulnerable to a range of hazards leading to disasters with long-lasting impacts. Improved nutrition, health and education for these groups can greatly enhance community and national resilience to shocks. WFP will strive to reach these groups through targeted hunger-reduction investments, focusing on children less than 5 years of age, pregnant and lactating women and primary school-age children.

50. *Goal 3: To assist local institutions and markets to facilitate food access and availability and enhance community livelihoods*

Hungry people, especially in rural areas, usually lack access to input and output markets, as well as financial and labour markets. This greatly reduces their ability to prepare for and accommodate shocks. Poorly functioning markets are a high risk factor for the most vulnerable and undermine their capacities to cope.

Main Tools:

51. Through its *vulnerability analysis and mapping, early warning, preparedness and risk mitigation systems*, WFP helps communities to understand, anticipate, protect themselves against and respond to the consequences of disasters. These capacities also render communities less risk-adverse, which can increase productivity and enhance income.
52. WFP has an array of *programmes to help communities rebuild their food security ecosystems and vital infrastructures* impacted by conflict, disasters and/or climate change. These community-based programmes, using food for work and for assets, help communities create the most appropriate social and economic infrastructure through activities – such as repairing or building small dams or dykes or planting trees – that strengthen livelihoods, putting communities in a better position to cope with whatever shocks may arise.
53. Through its *mother-and-child health and nutrition programmes*, WFP can protect infants from malnourishment through direct nutrition enhancement as well as health and nutrition interventions for pregnant and lactating women. In areas where populations lack access to food containing key nutrients needed for growth and survival, investments must be made to ensure that such nutrients are available. The majority of stunting, underweight and child mortality occurs during the first two years of life – an important period of physical growth and cognitive development.
54. Through its *school feeding programmes*, WFP can meet humanitarian safety-net needs and contribute to preventing hunger by helping to address key micronutrient deficiencies, facilitating the access to education of children and especially girls, improving learning and helping to spread knowledge about good nutrition and health practices, which will enable them not to fall into hunger or poverty traps. 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 to 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.
55. Through its *purchasing power*, WFP is generating demand and thus developing output markets for small farmers. WFP also uses innovative ways to procure that help connect small farmers to markets, and promote community services infrastructure, including in areas such as transport, warehousing, processing etc.
56. *Policy advice and advocacy*. WFP will give policy advice to national governments and other partners, including local communities, to help them put in place systems that help analyse, prevent and respond to disasters (including those related to climate change) and hunger. WFP will also advocate for greater attention being paid to the building and reinforcement of food security ecosystems, which underlie countries' and communities' capacity to prevent and mitigate disasters as well as adapt to climate change.

57. *Deep field staff presence.* Prevention, mitigation and adaptation require expert technical skills, including knowledge of the different facets of prevention, the consequences of disasters and the impact of climate change on development processes. WFP will keep and attract the best field staff available in those areas and train its other field staff to provide them with the necessary knowledge and skills to help countries and communities deal effectively with the prevention and mitigation of disasters, as well as with the ability to adapt to climate change.

Partnerships:

58. *National and local governments and communities.* National governments should take the lead in setting the broad framework for emergency preparedness and response, coordinating among actors, providing assets and services where capacity exists and developing contingency plans. The first responders in disasters are usually individuals, then communities, then national governments, and then international actors. Given its wide and deep field presence, WFP is well-placed to ensure that the real “leaders” in disaster preparedness and responses – namely individuals and communities – are provided with the resources they need to make the decisions that will increase their abilities to adapt to hazards and thus prevent disasters. Efforts to integrate traditional community knowledge systems about hazards and potential impacts (especially those linked to natural phenomena) with science-based systems broaden and deepen the coverage of early warning systems. How families and communities perceive threats, understand warnings and know the appropriate action constitute but a few of the factors that influence whether correct action is taken. This will require that WFP invest in developing new partnerships at the national level, especially in the private and civil-society sectors.
59. *United Nations System and other international agencies.* WFP should work with a wide range of United Nations and international organizations in prevention, mitigation and adaptation to natural disasters and climate change. UNDP, the International Federation of Red Cross and Red Crescent Societies (IFRC) and the World Bank should become significant partners in disaster risk reduction and mitigation efforts. FAO, IFAD and the World Bank are natural partners of WFP in food, agricultural and rural development sectoral work on prevention. Stronger partnership between the United Nations Environment Programme (UNEP), UNDP and WFP can form the cornerstone of a comprehensive United Nations strategy on adaptation to climate change, with WFP focusing on the operational, community-based aspects of adaptation. When dealing especially with issues related to families and population, UNFPA has a particularly important and relevant role to play, and WFP needs to ensure close cooperation and partnership in this regard.
60. *National and international non-governmental organizations.* A community-focused disaster prevention and mitigation strategy will require WFP to work closely with local and international NGOs that have strong local bases, long-term sustainable commitments to the communities and recognized roles in national government disaster reduction and adaptation plans.

61. *The private sector.* Many corporations are willing to leverage their technical expertise to make WFP a stronger and more effective institution. In the area of nutritional security, for instance, WFP partners with corporations that develop ways to improve micronutrient fortification, increase the level of micronutrients and extend the shelf life of fortified foods. Corporations also directly support WFP's efforts to further improve and extend the reach of its food security analysis and vulnerability assessments.

F. STRATEGIC OBJECTIVE THREE: RESTORE AND REBUILD LIVES AND LIVELIHOODS IN POST-CONFLICT OR POST-DISASTER OR FRAGILE-STATE SITUATIONS

62. *Background.* Although the international community has made significant progress in better addressing urgent humanitarian needs in times of crises, the investment to rebuild societies, support peace agreements and rebuild social systems is often absent in the aftermath of conflict and disaster situations. In many fragile-state and post-conflict situations, there is an urgent need to focus on demobilization and reintegration. In particular, former child soldiers need tailored training programmes to re-establish their links to communities as well as their skills and livelihoods. The lack of early investment in recovery can lead to a faltering of the peace process or a resumption of conflict.
63. It is crucial that WFP remains engaged in these periods and contributes to re-establish social systems like education, agricultural markets, basic infrastructure and food security systems. Human security is about avoiding conflict and disaster, and also about ensuring sustainable livelihoods, including in transition situations. WFP will work with governments, international financial institutions, other United Nations agencies and NGOs to ensure that what is done in this phase is sustainable and is consistent with national priorities especially as embodied in peace agreements. WFP's work will promote human security through the restoration and rebuilding of lives and livelihoods, which enhance food security and human fullfilment
64. *WFP Strategic Objective 3: Restore and Rebuild Lives and Livelihoods in Post-Conflict or Post-Disaster or Fragile-State Situations.* 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.

Goals:

65. *Goal 1: To support the return of refugees and IDPs and the re-establishment of livelihoods for recovering communities*

Once the immediate response has enabled people to survive, it is important to enable them to get back on their feet. WFP's programmes can provide a significant contribution to this by preserving and strengthening human assets through nutrition, education or training, and helping create newer, productive assets through works schemes. Reclamation of farm land and rebuilding of small dams, schools and health centres are examples of activities WFP has carried out with success in many countries. These activities can be particularly important in fragile-state situations and in providing an environment in which refugees and IDPs are able to return to their communities.

66. *Goal 2: To re-establish food supply and delivery systems and food security ecosystems of countries and communities affected by crises*

WFP is present during the often long and iterative path from instability to peacebuilding. How WFP does this work can materially improve the prospects for peace. In southern Sudan, for example, WFP has constructed more than 2,000 km of all-weather road, thereby providing year-round access for the delivery of food assistance and lowering the cost of the humanitarian intervention by decreasing reliance on expensive airdrops. Roads also open up the area for the commercial movement of food, reducing commodity prices, which means fewer people need food assistance. Crucially, roads are a tangible dividend of peace in an area where peace is still fragile.

67. *Goal 3: To assist in establishing or rebuilding capacities of countries and communities affected by crises*

At both the micro and macro levels, WFP aims to empower communities and countries to successfully manage the transition from emergency through recovery back to sustainable livelihoods. WFP's long experience can be leveraged to add value to help communities and national governments take over rebuilding activities themselves.

Main Tools:

68. *Targeted programmes that facilitate the re-establishment of livelihoods.* WFP has joined national governments and other partners in many countries to use aid, be it cash or commodities, as a critical enabler of re-establishing livelihoods through safety nets. In Ethiopia, for example, food and cash are both being distributed through the Government's Productive Safety-Net Programme (PSNP). WFP's decade-long pioneering work with the Ethiopian Government and communities on participatory watershed development within a different programme has served as a critical inspiration for this large-scale safety-net programme. WFP is also providing most of the food component. The programme has illustrated how food and cash can complement each other successfully.
69. *Special operations to rebuild essential hunger-related infrastructure.* WFP has developed the tools to provide assistance to beneficiaries under even the most difficult circumstances. A number of tools such as the UNJLC and UNHAS have helped

WFP and others to overcome obstacles in operations such as in the Sudan and after the Indian Ocean tsunami. Special operations have been and will continue to be central pillars of enabling assistance to get through to disaster-stricken populations. They 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.

70. *Leveraging purchasing power.* WFP operations require significant quantities of food. In recent years the share of donations provided to WFP in cash for the purchase of food has exceeded 50 percent. WFP can have a significant positive impact on recipient countries through local purchase and the way it procures commodities. Local economies and markets can benefit from WFP interventions. By buying food locally from small farmers through cooperatives, WFP can contribute directly to enabling them to improve their livelihoods and increase their resistance to shocks.
71. *Food distribution and/or voucher and cash programmes that facilitate reconstruction and re-establishment of food access.* 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. Later, 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 to 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.
72. *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. WFP can also support countries in designing food security infrastructures or improving those that already exist.
73. *Policy advice and advocacy.* WFP will use its unique experience and expertise in recovery and rebuilding contexts to provide national governments and other partners with policy advice on how to re-establish food supply delivery systems and ecosystems to promote stability and longer-term sustainability. Furthermore, WFP will raise awareness on the need to fill gaps, including funding gaps, in the sometimes overlooked transition period between emergency and development.
74. *Deep field staff presence.* To restore and rebuild lives and livelihoods in post-conflict or post-disaster or fragile-state situations, WFP often needs to fill the human resource gap between humanitarian workers and development experts. WFP will maintain and develop the specific, broad set of skills and knowledge that its field staff must deploy – for example to re-establish livelihoods, food supply delivery systems and ecosystems as well as to rebuild capacities.

Partnerships:

75. *National and local governments and communities.* Communities and national government are the leaders in recovery and rebuilding following a crisis, and WFP's task is to be as good a partner as possible for communities and national governments.
76. *United Nations System and other international agencies.* Both the Cluster Working Group on Early Recovery (led by UNDP) and the UNDG/ECHA Working Group on Transition Issues (led by OCHA and the UNDG Office) provide support to national governments and to Humanitarian Coordinators/Resident Coordinators for strategic planning, management and resource mobilization for recovery. The World Bank and other multilateral financial institutions are key partners of the United Nations organizations in undertaking post-conflict and post-disaster needs assessments and in supporting national governments to articulate and finance integrated recovery planning. For longer-term livelihood support, FAO and IFAD will be close partners. WFP will work with the relevant peacekeeping operations and the United Nations Department of Field Support to ensure complementarity with United Nations mission peacekeeping teams.
77. *National and international non-governmental organizations.* NGOs with proven track records in post-disaster livelihood programmes, using both cash and food, are logical partners for WFP under this strategic objective. Choices of NGO partners for these types of activities will need to remain decentralized to WFP country operations as capacity and success in livelihood programmes is very context-specific.
78. *The private sector.* Many private-sector partners are willing to leverage their technical expertise to make WFP a stronger and more efficient institution. They are partners in advocacy and awareness-raising to build support for policies and programmes that address the roots of hunger – a role played admirably by the Japanese Advertising Council. Finally, private donors may directly support WFP operations and programmes in developing countries, such as for example the American Red Cross donation for post-tsunami support to Indonesia, Sri Lanka and the Maldives to purchase enough food locally to help over 2 million people.

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

79. *Background.* The vast majority of hunger-related deaths occur in situations of chronic hunger and undernutrition. Preventing deaths related to chronic hunger and undernutrition is one of the biggest humanitarian challenges of our time. Hunger is a complex, multi-dimensional challenge with factors that include marginalization of women, conflict and peacebuilding, competition for resources, food security and other political, economic and social factors, and disease.
80. The number of chronically hungry people worldwide remains high at around 854 million. Chronic hunger hinders economic growth by reducing productivity, preventing children from benefiting from education and contributing to the disease burden in developing countries. In the developing world, undernutrition causes millions of child and maternal deaths. Vitamin A deficiency is a major

cause of child mortality and blindness. Iron deficiency impairs the intellectual development of children. Iodine deficiency causes the mental retardation of babies. Furthermore, the chronic lack of quality health and education is an important factor in the perpetuation of the inter-generational cycle of hunger.

81. Women may be denied access to food or adequate nourishment – particularly pregnant women and nursing mothers – often perpetuating the intergenerational reach of hunger. The increasing marginalization of vulnerable populations, especially women, has social, economic as well as geographic dimensions that reinforce each other. The hungry poor – in particular women – typically have diminished access to productive resources, and this prevents them from reaching their full potential and undermines their economic prospects. As a result, the hungry poor and other vulnerable groups often lack a sustainable source of income or livelihood. Increasingly they are forced to rely on disaster-prone pieces of land and/or land that is often not reached by basic services, such as health and education. All these factors combine to make marginalization, especially of women, a particular hunger-related concern.
82. A well-functioning national or local food distribution system is a key tool in the fight against hunger. When those systems work poorly or break down, a hunger-related crisis is likely to follow. In circumstances in which chronic hunger, undernutrition and mortality reach higher levels, humanitarian responses are needed to avoid emergency crisis. Accordingly, food distribution systems need to be dealt with as a priority as part of any prevention or response action. These systems rely on a complex set of institutional, logistics and policy-making capabilities; their design and management therefore call for broad and deep expertise in hunger-related issues. Accordingly, WFP has an important role to play in transferring its knowledge to and supporting governments, as it is already doing in Egypt and India for example.
83. Ensuring that food commodity value chains and underlying agro-ecosystems function in ways that promote rather than undermine food security is essential. It is also vital for countries to put in place policies and programmes that protect against hunger-producing shocks and promote livelihoods and welfare of poor and vulnerable people, thereby building their resilience to such shocks. Such policies and programmes are crucial to vulnerable individuals who face a range of risks linked to natural disasters and market failures.
84. Chronic hunger in urban settings is a rising challenge. As a result of rapid urbanization in the developing world, it will be crucial to consider the situation in the suburbs and slums of many cities of the developing world. The main issue at stake is often the access to, rather than the availability of food.
85. Despite the proven dramatic consequences at macro level (such as loss of economic growth) and at individual level (such as increased vulnerability to illnesses, reduced productivity and reduced intellectual performance), chronic hunger and undernutrition do not currently receive the attention and support that would be needed from both national governments and the international community.

86. *WFP Strategic Objective 4: Reduce Chronic Hunger and Undernutrition in Developing Countries.* Within the architecture of the United Nations Delivering as One, WFP will contribute to national and international efforts to reduce chronic hunger and undernutrition in developing countries by supporting national and regional efforts to prioritize and develop strategies to address hunger and undernutrition. WFP will reinforce the capacity of governments and local communities to design and implement strategies and programmes that focus on addressing chronic hunger and undernutrition. When requested by governments, WFP will provide expert support services for national hunger-related programmes, with the aim of preparing for, implementing and handing over sustainable hunger solutions.

Goals:

87. *Goal 1: To bring undernutrition rates below critical levels*

High rates of hunger and undernutrition are a cause of high mortality and hamper certain countries' and communities' development prospects. In particular, they require specific interventions by governments and their partners focused on short-term needs. As such, high prevalence of hunger and undernutrition often needs to be considered as an urgent development priority and in some cases as an emergency situation. WFP will advocate for and – when governments cannot do it and request WFP to intervene directly – implement activities that aim to get undernutrition rates below critical levels.

88. *Goal 2: To address inter-generational undernutrition, specifically in mothers and children*

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 continue to work with governments to help them implement – and sometimes directly implement – programmes that prevent the inter-generational cycle of undernutrition from perpetuating itself.

89. *Goal 3: To meet food and nutrition needs of schoolchildren and 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 and the UNAIDS coordination mechanism. It is also responsible for meeting the food and nutrition needs caused by tuberculosis and other pandemics. 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.

Main Tools:

90. A defining characteristic of the tools typically found in this category is partnership – with government, with agencies, with non-governmental partners and with civil society – and consistent application of strategies for handing over WFP activities to partners as soon as it is feasible and responsible to do so.

91. *Mother-and-child health and nutrition (MCHN) programmes.* MCHN programmes aim to improve nutritional status of children less than 5 years of age and pregnant and lactating women. The main element of the programme is supplementary feeding given through the local health clinics. The food component is essential not only as an incentive to bring children to health centres, but also because of the nutrition and micronutrients that are directly provided to the beneficiaries.
92. *School feeding programmes.* WFP partners with national governments and communities on school feeding programmes that enable more than 20 million children 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.
93. *Programmes addressing and mitigating HIV/AIDS, tuberculosis and other pandemics.* Through its HIV/AIDS programming, WFP can contribute to reducing health risks associated with poor nutrition and low food consumption. In high endemic countries both HIV/AIDS and tuberculosis can be a severe shock to families and communities, hindering their ability to secure their nutrition and food needs and putting them at greater risk of contracting the virus. Through HIV/AIDS interventions targeted at affected families and children WFP can assist families to meet their food needs, thereby helping to prevent risky behaviour. HIV/AIDS programmes can avert child malnutrition in HIV/AIDS affected households, help keep children in HIV/AIDS-affected families in school, maintain better health in HIV-positive individuals and help parents survive to transfer agricultural knowledge to orphaned children, thereby mitigating some of the worst effects of HIV/AIDS in poor communities. WFP has also done important work on issues related to mitigating the potential hunger-related harm to vulnerable communities that could result from the outbreak of a pandemic health crisis such as human avian influenza.
94. *Community-based programmes to establish and/or strengthen food commodity value chains and agro-ecosystems.* In many cases these deep field efforts may involve large scale participation efforts rooted in communities and driven by community initiatives and experiences. A key aim of such programmes must be to abate risks at household and community levels. Potential mechanisms include input supply,

credit, insurance, village grain banks and a range of food assistance-based schemes aimed at generating employment while protecting and restoring key public goods.

95. *Develop strategies with governments and communities to address chronic hunger and undernutrition.* When governments have made the fight against hunger and undernutrition a top priority, clear progress has been 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 is addressed. Instead, specific measures are required to integrate hunger-reduction measures into broader growth and poverty reduction strategies. WFP will work closely with other partners to raise awareness about hunger and to help governments and communities recognize the importance of prioritizing the eradication of hunger and undernutrition.
96. *Design and implement coherent multi-agency interventions aimed at reducing hunger and undernutrition.* Where the will to address hunger problems is there but capacity and/or knowledge on how to do so is lacking, WFP can complement the efforts of other United Nations agencies and other partners to strengthen capacities or fill particular gaps in a range of areas related to hunger and undernutrition – including by specific hunger-related measures – for example, to support education and school attendance, and to ensure that schoolchildren have food to learn; as well as by meeting nutritional needs related to HIV/AIDS and other pandemics. Partnerships are also essential as WFP supports community efforts to build community-based food supply delivery systems and ecosystems. WFP’s community-based approach provides practical guidance on what works for communities, and its deep field presence provides direct, on-the-ground validation of what is happening to improve the nutritional status of the chronically hungry and address intergenerational chronic hunger, specifically mother and child. WFP will focus particular attention on addressing situations where chronic hunger is large-scale and severe.
97. *WFP’s technical capacity and expertise.* Drawing upon its wide community-based experience and deep field presence, WFP has expertise in a number of areas where governments may have an interest in utilizing WFP services to fill critical gaps in their own efforts and capacities to address chronic hunger and undernutrition. This includes, for example, WFP’s vulnerability analysis and mapping, needs assessments, logistics skills, technology tools and programming techniques. WFP’s aim will be to hand over to countries the specialized skills, knowledge and techniques required to effectively reduce hunger and undernutrition rates in countries and communities.
98. *Capacity-strengthening for the design and management of hunger reduction programmes.* WFP’s technical expertise is grounded in deep field experience, and includes, for example: 1) analysis of countries’ food-insecurity situations, including vulnerability analysis and mapping, needs assessments and analysis of food markets; 2) assessment of institutional and administrative capacities to deliver safety-net transfers effectively and efficiently at the national, regional and district levels; and 3) provision, together with partners, of technical support on a number

of issues, including selection of targeting criteria, identification of appropriate transfers (cash, food or combinations of both), design of monitoring and evaluation mechanisms, establishment of contingency plans, rolling out of capacity-building initiatives, planning of exit strategies and definition of funding modalities.

99. *Policy advice and advocacy.* WFP will leverage its expertise and its operations related to chronic hunger by providing policy advice to national and local governments regarding the most effective ways to tackle hunger issues, including institutional responsibilities and policy framework. WFP will also raise awareness for the global problem of chronic (“hidden”) hunger, which often fails to attract the policy and political attention it needs.
100. *Deep field staff presence.* Chronic hunger is a multidimensional challenge that requires multidisciplinary interventions as well as dealing with a wide range of actors, from the village level to the continental level. WFP will ensure that its field staff remain properly equipped to address chronic hunger in a comprehensive manner. WFP will also attract and develop the experts – such as nutritionists or economists – that are needed to better understand the impact of and support WFP field operations. WFP will also train its field staff to adapt their skill set to emerging issues, such as the importance of policy dialogue at country level.

Partnerships:

101. *National and local governments and communities.* WFP recognizes that sustainable reduction in the range and depth of hunger-inducing risks facing vulnerable communities hinges on national and community ownership of risk reduction policies and programmes. WFP therefore partners with national agencies charged with design and implementation of national social safety nets and social protection systems, aiming to support hunger reduction platforms within these systems. WFP’s support to the Productive Safety-Net Programme in Ethiopia and *Frente Social* (“Social Front”) in Ecuador are examples of such support. WFP will partner with sub-regional, regional and inter-governmental partners, for example in Latin America with the Caribbean Disaster Emergency Response Agency and the *Centro de Coordinación para la Prevención de los Desastres Naturales en América Central* and in Africa with the African Union and sub-regional organizations. Where social protection systems do not yet exist, WFP partners with relevant public agencies to help identify viable hunger safety-net options and catalyse their design and implementation. WFP’s work with the Governments of Kenya and Malawi are examples of such work.
102. *United Nations System and other international agencies.* Developing new tools and strategies to address hunger and undernutrition in their various forms is a major priority for WFP. Strong collaborations already exist between WFP and other United Nations agencies such as UNESCO, UNICEF, UNHCR and WHO, and have led to joint statements about the use of micronutrients and ready-to-use foods in emergencies, and more joint work on testing new approaches is anticipated. WFP is also working with other global actors such as the Micronutrient Initiative, Canada, and the Global Alliance for Improved Nutrition, Switzerland, on initiatives to strengthen fortification. WFP’s existing strong

partnerships as a co-sponsor of UNAIDS will remain essential to maximizing results in WFP's work with chronically hunger persons living with HIV/AIDS.

103. *National and international non-governmental organizations.* Effective solutions to chronic hunger and undernutrition must be primarily based on partnerships with national governments in accordance with the Paris Declaration on Aid Harmonization. Partnerships with community-focused NGOs can also be a vital element of WFP's work on this Strategic Objective when those organizations are recognized as having a significant role to play on hunger reduction in national development and poverty reduction strategies.
104. *The private sector.* Many major corporations of international repute are willing to leverage their technical expertise to ensure that WFP has access to cutting-edge private-sector approaches and techniques, as demonstrated by the long-term support from TNT, a global logistics giant, in strengthening WFP's supply chain and by The Boston Consulting Group (BCG) through the introduction of a new financial business model which is being tested with the support of the Executive Board. Food processing and vitamin/mineral producers will also be vital in improving the quality of food commodities used by WFP and ensuring that the foods WFP provides have maximal effectiveness in achieving positive nutritional outcomes among beneficiaries. Strategies being tested include "home fortification" with micronutrient powders and ready-to-use foods for supplementary feeding of young children. Moreover, private-sector partners can be engaged in advocacy for hunger solutions and they and their employees may directly contribute financially to WFP programmes and operations.

H. STRATEGIC OBJECTIVE FIVE: USE PURCHASING POWER TO SUPPORT THE SUSTAINABLE DEVELOPMENT OF FOOD SECURITY

105. *Background.* In 2006 alone, WFP purchased US\$601 million worth of food, of which US\$460 million (77 percent) was purchased in 70 developing countries. In Uganda, more than 50 percent of the food WFP buys for its programmes is purchased in-country. Altogether, WFP purchased approximately US\$685 million in transportation in developing countries. Furthermore, WFP purchased US\$326 million worth of non-food goods and services in 2005, of which 67 percent (or US\$218 million) was procured in 101 developing countries.
106. It must be understood that WFP's top priority in procurement is to address as efficiently as possible humanitarian operations. WFP is committed to utilizing such 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.
107. *WFP is a major purchaser of food and food services in the developing world.* 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. The Executive Board in 2006 established local food purchase as an important tool for WFP to use in support of development. Several external studies have shown that WFP's regional and local procurement activities have had important positive

impacts on market development in many countries by promoting competitive behaviour, raising business standards and improving the quality of food supplied by traders. WFP is developing projects to pilot innovative food procurement and market development modalities in several African countries aiming to identify best practices that can be mainstreamed in WFP's procurement practices and, more importantly, adopted and scaled up by national governments and other actors in agricultural sectors.

108. Purchasing programmes are supporting countries' and communities' capacity to enhance employment opportunities and develop sustainable livelihoods. Thousands of micro and local suppliers have benefited directly and indirectly from those programmes, including the women who produce salt that is iodized by WFP in Senegal. WFP will also partner with those who can invest in supply-side efforts to facilitate local farming such as in Laos where small farmers contribute value added to the production of corn-soya blend (CSB). In addition to the sheer impact of its commodity purchase, WFP can add value by encouraging and strengthening food processing businesses.
109. *WFP is a major purchaser of transport services in the developing world.* Air and ground transportation is another prominent component of WFP's field operation in developing countries – and of WFP's comparative advantage. Transport services have long been an essential pillar of employment, economic growth and development in many developing countries. WFP, through its spending power in the local transport sector, can play an important and positive role in building local networks and capacity. In quantitative terms, the approximately US\$685 million that WFP spent in 2006 is in and of itself a powerful incentive for local business development. In qualitative terms, WFP's standards and requirements help businesses sharpen their services and thus climb the competitiveness ladder. WFP can even use those standards as an incentive for local businesses to modernize their fleets and therefore contribute to the necessary global reduction of carbon emissions. The result can be a virtuous circle of more and better local services and more efficient WFP operations.
110. *WFP is major purchaser of other services in the developing world.* WFP's purchase footprint can have a positive impact on a wide range of sectors. WFP is not only buying local food commodities, but it is also procuring warehousing, vehicles, shelter and field equipment as well as safety and security services. Taken together, additional demands in all these sectors can give a strong push to local and national economies, allowing beneficiaries to build and/or strengthen agricultural, transport and other infrastructures that are crucial to providing a solid foundation for economic activity, employment growth and development.
111. **WFP Strategic Objective 5: Use Purchasing Power to Support the Sustainable Development of Food Security.** WFP will pursue this Strategic Objective by: purchasing food locally to support national agricultural sectors, with a special focus on smallholder farming; strengthen local transport and communication services and networks through local purchases; and the procurement of other services in a way that ensures a positive spillover effect on broader economic and market development. In each case, WFP will use its purchasing power in a way that meets the food quality standards and the operational time requirements of

WFP. The absolute priority is to reach all those in need of food of quality in a timely manner, in ways that work with local markets.

Goals:

112. *Goal 1: To purchase food and food services locally to support national agricultural sectors, with a special focus on smallholder farming*

Many of the hungry poor are small-scale farmers seriously and adversely affected by weak local market infrastructures and institutions that do not allow them to benefit from the potential demand for their produce. The majority of these small farmers, especially in Africa, are women. In line with the policy approved by the Executive Board in 2006, WFP will design its food assistance programmes in a way that generates substantial and stable demand for the food staples grown by small-scale farmers, and thereby reduce risks and improve incentives for investment in productivity-enhancing and income-increasing technologies and practices. WFP can also add value by encouraging and strengthening food processing businesses.

113. *Goal 2: To strengthen local transport and communication services and networks through local purchases*

Weak transport and communication infrastructures have long been known to impose a significant burden on the development of communities and countries, especially in sub-Saharan Africa. The low quantity and insufficient quality of roads, ports and telephone and ICT infrastructures price cheaply-produced products out of competitive international markets; they also push local prices out of the reach of the hungry poor. In many cases, these bottlenecks and inefficiencies adversely affect WFP's capacity to operate smoothly and efficiently to deliver and procure needed assistance. WFP will play a critical role in connecting local markets to other markets at national, regional and international level. WFP can and should help to strengthen local transportation and communications services through its spending power.

114. *Goal 3: To drive and deepen partnerships and investments to strengthen food supply capacities*

WFP's demand-side activities, through the use of the organization's purchasing power, will reap full benefits only if WFP's partners are supporting suppliers' capacities to improve their production in quantity and quality. Accordingly, WFP will help bring a broad range of complementary interventions that suppliers need for the sustainable development of food security. WFP will drive and deepen partnerships between WFP suppliers and others' investments in the supply side.

Main tools:

115. *WFP's procurement activities for food and non-food commodities are the central mechanisms 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 conduct procurement in a way that increases the supply side, bringing together complementary interventions by other partners such as microcredit, seeds and others.

116. Through its *vulnerability analysis and mapping* and *market analysis* tools, WFP has acquired deep knowledge of rural livelihoods, including those of smallholder farmers, addressing root causes of hunger, whether related to the lack of food or food access. Thus the tools WFP possesses enable it to direct its procurement activities in ways that are most beneficial to the hungry poor while exploiting potential for positive “spillover” benefits in the wider economy.
117. WFP will provide *policy advice to national and local governments* as well as local communities to help them put in place the conditions that enable local producers (including farmer cooperatives and small farmers) to best benefit from additional demand (including the necessary connections to local labour and output markets) and improve the quality of their products and the efficiency of their production processes. In particular, WFP food assistance interventions may provide a useful platform for the setting up of “pilot” procurement initiatives – provided these experiments do not harm the effectiveness of WFP’s operations. Furthermore, WFP will advocate for more attention being paid to those issues by its food assistance and non-food assistance partners – including United Nations agencies and NGOs – in order to channel additional purchasing power in the pursuit of WFP’s objective.
118. *Deep field staff presence.* Using WFP’s purchasing power to support progress in developing countries calls for WFP’s field staff to engage in a close and continuing dialogue with local producers (including farmer cooperatives and small farmers), to understand their specific constraints and cost structures, and to know how they will best benefit from additional demand for their production – including the possible need for better connections to labour and output markets. The fact that all these dimensions are highly country-specific will also influence the staff profiles that WFP is looking for. WFP will maintain and attract field staff and work with partners that have a sound knowledge of practical rural development and capacity-strengthening issues.

Partnerships:

119. *National and local governments and communities.* Meeting this Strategic Objective entails the need to forge new partnerships in the public and the private sectors. National ministries of agriculture, education trade and finance are likely to be central actors in most countries. National governments must take the lead in the design and implementation of activities that develop and strengthen food market institutions and infrastructures as well as transportation and other services. At the same time, those services must be provided at the sub-national level and thus require strong commitment from local governments and communities. In all its activities related to its local purchase power, WFP will ensure that the specific needs and situations of local populations are taken into account.

120. *United Nations system and other international agencies.* WFP will partner with the World Bank, which has expertise both in agricultural development and in the role of transport services in development processes. WFP will also partner with FAO and IFAD and other agencies that have long experience and substantial knowledge of agriculture and of the supply-side investments that are needed to respond to purchasing-power incentives.
121. *National and international non-governmental organizations.* Farmer and trader associations are likely to be increasingly important as implementing partners.
122. *The private sector.* WFP coordinates and cooperates with a range of private-sector initiatives and organizations in procurement and supply chains. Established relationships with private actors in agricultural, transport and communications sectors must be deepened. WFP is already working closely with partners such as 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.

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