



World Food Programme  
Programme Alimentaire Mondial  
Programa Mundial de Alimentos  
برنامج الأغذية العالمي

**Executive Board**  
Second regular session  
Rome, 18–21 November 2019

---

Distribution: General	Agenda item 7
Date: 18 October 2019	WFP/EB.2/2019/7-B/2
Original: English	Operational matters – Country strategic plans For approval

Executive Board documents are available on WFP's website (<https://executiveboard.wfp.org>).

---

## **Draft Caribbean interim multi-country strategic plan (2020–2021)**

Duration	1 January 2020–31 December 2021
Total cost to WFP	USD 9,025,444
Gender and age marker*	43

\* <https://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

### **Executive summary**

The Caribbean countries included in this interim multi-country strategic plan<sup>1</sup> are predominantly small island developing states, including overseas territories and three coastal countries. Although they face similar challenges they vary in size and resources. They therefore require a flexible multi-country approach that can address their individual needs and priorities while working in concert with overlapping political and economic regional initiatives to ensure successful and lasting outcomes.

---

<sup>1</sup> Anguilla, Antigua and Barbuda, Aruba, Bahamas, Barbados, Belize, Bermuda, British Virgin Islands, Cayman Islands, Curaçao, Dominica, Grenada, Guyana, Jamaica, Montserrat, Saint Lucia, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Sint Maarten, Suriname, Trinidad and Tobago, and Turks and Caicos Islands.

---

#### **Focal points:**

Mr M. Barreto  
Regional Director  
Latin America and the Caribbean  
email: [miguel.barreto@wfp.org](mailto:miguel.barreto@wfp.org)

Mr R. Chapman  
Head of Office  
Barbados  
email: [regis.chapman@wfp.org](mailto:regis.chapman@wfp.org)

---

The Caribbean is frequently exposed to natural hazards such as hurricanes, storms, floods and droughts; six Caribbean countries rank among the 30 countries worldwide most affected by weather-related disasters.<sup>2</sup> Furthermore, climate-related disasters are expected to increase in frequency and intensity, accompanied by rising sea levels. The magnitude of future events could jeopardize progress towards the 2030 Agenda for Sustainable Development and even reverse significant development gains, while paralyzing national response capacities.

The small size and heavy debt burdens of most Caribbean states mean that regional cooperation is essential for the effective management of the risks that stem from such high levels of climate vulnerability. The vulnerability of some segments of their populations must also be addressed to ensure that no one is left behind. During the 2017 hurricane response, WFP found that social protection systems offered a point of entry for assisting affected populations, but these need to be reinforced with investments in data management, targeting, delivery mechanisms, coordination and financing.

Regional approaches, such as the Caribbean Disaster Emergency Management Agency's Regional Response Mechanism, offer an opportunity to overcome the fiscal and technical limitations of individual countries in emergency response. Experience has shown, however, that there are gaps in the coordination of local, national and regional capacities, assessments and logistics and distribution mechanisms, among other things. Poverty and deep inequalities continue to affect significant sections of the populations of Caribbean countries, leaving them vulnerable to food insecurity, obesity and other forms of malnutrition. Lessons learned exercises after the 2017 hurricane season led to increased demand for WFP to engage in disaster management beyond the response phase. Initially addressed through a multi-donor trust fund, this request and initial engagement have served as the basis for the development of this interim multi-country strategic plan. The response in the Bahamas to the 2019 Hurricane Dorian makes the case for investment in preparedness and increased pre-shock engagement and partnership with the Caribbean Disaster Emergency Management Agency and national counterparts throughout the Caribbean.

This two-year interim multi-country strategic plan will serve as the framework for WFP's contribution to priority activities in the Caribbean, reflecting its dual mandate in supporting the humanitarian and development nexus. Strategic outcome 1 of the plan, aims to transfer traditional WFP emergency capacities to regional and national actors and to effect systemic changes that facilitate improved emergency response by local actors, thereby contributing to Sustainable Development Goal 17. While enhanced regional and national capacities will reduce the need for external intervention, the plan has a crisis response component to ensure the direct delivery of food assistance to affected populations (strategic outcome 2 – Sustainable Development Goal 2) as well as service provision (strategic outcome 3 – Sustainable Development Goal 17) to enhance the broader humanitarian response as needed. Any crisis response activity will maintain the capacity-strengthening emphasis of the overall plan and, where possible, these responses will be embedded within local and regional response structures so as to further support technical assistance efforts under strategic outcome 1, as was done in the Bahamas.

This interim multi-country strategic plan matches the timeline of the United Nations Multi-country Sustainable Development Framework for the Caribbean. WFP will contribute to three of the four priority areas of the framework: priority 1 an inclusive, equitable and prosperous Caribbean; priority 2 a healthy Caribbean; and priority 4 a sustainable and resilient Caribbean. The interim multi-country strategic plan is also aligned with the Small Island Developing States

---

<sup>2</sup> Note that the German Watch Climate Risk Index does not include data on the four United Kingdom Overseas Territories.

Accelerated Modalities of Action Pathway, the Caribbean Community Regional Food and Nutrition– Security Policy and action plan, the Caribbean Disaster Emergency Management Agency Regional Response Mechanism, and national development plans, particularly as redesigned around the Sustainable Development Goals. While the common outcomes have been developed to capture WFP’s work across several countries, as is the case in the United Nations framework, the outcomes apply to countries individually.

### **Draft decision\***

The Board approves the Caribbean interim multi-country strategic plan (2020–2021) (WFP/EB.2/2019/7-B/2) at a total cost to WFP of USD 9,025,444.

---

\* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

## 1. Multi-country analysis

### 1.1 Multi country context

1. The independent states and overseas territories targeted under this Caribbean interim multi-country strategic plan (IMCSP),<sup>3</sup> with their overlapping economic and political initiatives, are home to 6.9 million people and span 2,754,000 km<sup>2</sup> of sea, from the Bahamas in the north to Suriname in South America and Belize in Central America. With the exception of Belize, Guyana and Suriname, which are located on the continent, all the countries and territories covered by this IMCSP are small island developing states (SIDS) or small island overseas territories. Their demographics nevertheless vary considerably. Their populations range from 31,000 in the British Virgin Islands to 2.9 million in Jamaica, while population density varies from 4 people per square kilometre in continental Suriname and Guyana, to 664 and 1,209 people per square kilometre in Barbados and Sint Maarten, respectively. Bermuda, the Cayman Islands and Sint Maarten have entirely urban populations, while only 19 percent of people in Saint Lucia and 25 percent of people in Antigua and Barbuda live in urban areas.
2. Although the Caribbean countries and territories covered by this IMCSP have made significant progress towards achieving gender equity, women suffer from lower labour force participation and higher unemployment than men, despite having higher education levels.<sup>4</sup> Inequality in income distribution varies throughout the region but is generally high, ranging from 21.9 percent in Trinidad and Tobago to 37.9 percent in Belize.<sup>5</sup> The Gender Inequality Index ranks Caribbean countries between 60<sup>th</sup> (Barbados) and 120<sup>th</sup> (Guyana).<sup>6</sup> The region also has high rates of gender-based violence and adolescent pregnancy: 13 percent of babies are born to mothers age 18 or younger.<sup>7</sup> Grenada ranks sixth in the world in terms of women's parliamentary representation, with 46.7 percent of lower house seats and 30.8 percent of upper house seats held by women; Belize ranks 169<sup>th</sup>, with 9.4 percent and 15.4 percent, respectively.<sup>8</sup> Life expectancy at birth also varies, with men in Bermuda living on average 14 years longer and women 16 years longer than men and women in Guyana.
3. The profile of poverty differs across the Caribbean States, and vulnerability is intersectional. There are higher rates of poverty among females and female-headed households, particularly in multigenerational households. Women's responsibility for the care of children and the elderly contributes further to labour inequalities as they seek to balance home and work life. Indigenous communities are among the most marginalized in countries like Dominica, Belize and Guyana. In Dominica, for example, poverty is experienced by both men and women in the Kalinago community.

---

<sup>3</sup> This IMCSP includes members of the United Nations multi-country sustainable development framework 2017–2021, as well as all members and associate members of the Caribbean Community (CARICOM), with the exception of Haiti, which is covered under the Haiti country strategic plan.

<sup>4</sup> Baksh et al. 2016. *Country Gender Assessments Synthesis Report*. [https://www.caribank.org/sites/default/files/publication-resources/SynthesisReport\\_CountryGenderAssessment.pdf](https://www.caribank.org/sites/default/files/publication-resources/SynthesisReport_CountryGenderAssessment.pdf).

<sup>5</sup> United Nations Development Programme: Human Development Reports, 2018. <http://hdr.undp.org/en/composite/IHDI>. Using the Atkinson inequality index, the higher percentages reveal a more unequal distribution of income in a country. This indicator is used to adjust scores on the Human Development Index for the negative impact of income inequality.

<sup>6</sup> Development Initiatives. 2018. *Global Nutrition Report, 2018*. <https://globalnutritionreport.org/reports/global-nutrition-report-2018/>.

<sup>7</sup> Ibid.

<sup>8</sup> Inter-Parliamentary Union. "Women in national parliaments" webpage. <http://archive.ipu.org/wmn-e/Classif.htm>.

4. Poverty and unemployment are higher amongst youth under 30 than other productive age categories. One third (32.7 percent) of children (0-14 years) in 11 Eastern Caribbean countries experience poverty, which is more than adult poverty rates estimated at about 20 percent. Households with four or more children accounted for 46 percent of poor children.<sup>9</sup> Youth aged 15-24 experience higher levels of unemployment than other productive age groups. By 2013, youth unemployment in the Caribbean rose to 26 percent, with youth unemployment representing almost three times that of the over 30 age groups in countries like the Bahamas, Barbados, and Jamaica.<sup>10</sup> Young men demonstrate higher levels of underperformance and dropout rates relative to female counterparts and there are increasing numbers of young males that are not in employment, education or training.<sup>11</sup> In seven Eastern Caribbean countries, boys are twice more likely to repeat or drop out of primary or secondary school than girls.<sup>12</sup> Teenage mothers often experience barriers to return to school, further embedding them into a cycle of poverty.
5. At the same time, the Caribbean is an aging society with an estimated 13% of the population being aged 60 and over. Coverage for contributory pension varies across countries between 80 percent in Guyana to 22 percent in Saint Lucia, and older persons participation in the labour force is reflective of pension coverage. Within this age group, gender inequality persists with older males having higher participation in the workforce and earnings relative to their female counterparts.<sup>13</sup>
- 3-6. Climate change and natural hazards represent the greatest threat to the region. SIDS are disproportionately affected by their impacts and face annual expected losses equivalent to almost 20 percent of total social expenditures, compared with 1.2 percent in North America and less than 1 percent in Europe and Central Asia.<sup>14</sup> In the Caribbean, damage from disasters such as hurricanes, storms, floods and droughts caused USD 8.6 billion in damage between 1996 and 2015. During this period, 5 of the 18 members<sup>15</sup> of the Caribbean Disaster Emergency Management Agency (CDEMA) ranked among the 30 countries and territories worldwide most affected by weather-related disasters, although the Germanwatch Climate Risk Index does not include data on the four CDEMA members that are overseas territories of the United Kingdom of Great Britain and Northern Ireland. Two non-CDEMA members – Puerto Rico and the Dominican Republic – also rank in the top 30, reflecting the overall vulnerability of the Caribbean. This vulnerability trend has become more pronounced over time, according to the Climate Risk

<sup>9</sup> OECS Commission and UNICEF. 2017. *Child Poverty in the Eastern Caribbean Area, Final Report*. Castries, Saint Lucia: OECS Commission and UNICEF. This Report did not have data disaggregated by sex.

<sup>10</sup> Joyce Wong and Uma Ramakrishnan. 2017. "Crime and Youth Unemployment in the Caribbean." <https://www.imf.org/en/News/Articles/2017/11/13/na111417-crime-and-youth-unemployment-in-the-caribbean>

<sup>11</sup> CARICOM. 2010. "Report of the CARICOM Commission on Youth Development". <https://caricom.org/store/eye-on-the-future-investing-in-youth-now-for-tomorrows-community>

<sup>12</sup> Knight, Verna, Dr.; Ogunkola, Babalola, Dr.; Cura, Daniela; Valencia, Daniela; and Vago, Lujan. *Out-of-School Children Study in the Eastern Caribbean – Final Report*. 2017. 132 p.

<sup>13</sup> Nekehia T. Quashie, Francis Jones, Lydia Rosa Gény, and Abdullahi Abdulkadri 2018. "Population Ageing and Sustainable Development in the Caribbean: Where are we 15 years post MIPAA?" in *International Journal on Ageing in Developing Countries*, 2018, 2 (2): 128-148 <https://www.inia.org.mt/wp-content/uploads/2018/07/2.2-7-Quashie-FINAL.pdf>

<sup>14</sup> Weekes, C. and Bello, O. D. 2019. "Mainstreaming disaster risk management strategies in development instruments (II): Policy briefs for Barbados, Guyana, Saint Lucia, Suriname, and Trinidad and Tobago" in *Studies and Perspectives Series – ECLAC Subregional Headquarters for the Caribbean*, No. 75. <https://www.cepal.org/en/publications/44472-mainstreaming-disaster-risk-management-strategies-development-instruments-ii>.

<sup>15</sup> The Bahamas, Belize, Dominica, Grenada and Haiti.

Index; Puerto Rico and Dominica, both hit by Hurricane Maria, were in the top three places most affected by weather-related loss events in 2017. That year, damage and loss estimates in Dominica exceeded 200 percent of its annual gross domestic product (GDP).<sup>16</sup>

4.7. This persistent vulnerability to growing climate risks may be influencing migration patterns. Indeed, the Caribbean exhibits net out-migration, historically at a much higher rate than Latin America as a whole.<sup>17</sup> Guyana and Saint Vincent and the Grenadines have the highest rates of emigration: the emigrant population of Guyana is 58.2 percent of the size of its resident population, while that of Saint Vincent and the Grenadines is 55.5 percent. The majority of Caribbean emigrants are working-age women. There is significant economic dependence on remittances, which represent 15 percent of Jamaica's GDP and 11 percent of Guyana's. While most Caribbean emigrants move to the United States, there is also migration within the Caribbean region, driven by factors such as economic opportunity, violence and, increasingly, the effects of natural hazards.<sup>18</sup> Variation in these migration flows, particularly linked to strong weather events, could risk overwhelming the capacities of social security programmes in recipient countries. Further complicating this is the arrival of 150,000 Venezuelan migrants, largely in Trinidad and Tobago, Guyana and Curaçao.

## 1.2 Progress towards Sustainable Development Goal 2

### Targets

5.8. The Caribbean has registered steady progress in its efforts to achieve Sustainable Development Goal (SDG) 2, with the prevalence of undernourishment falling from an average of 23.4 percent between 2004 and 2006 to an average of 17.2 percent between 2015 and 2017.<sup>19</sup> Nonetheless, delivering on the 2030 Agenda for Sustainable Development will require joint cross-functional efforts to overcome food insecurity related to chronic vulnerabilities and the increasing impact of natural hazards.

6.9. *Access to food (SDG target 2.1)*: CARICOM (Caribbean Community) countries have made progress in reducing undernutrition, with Millennium Development Goals underweight targets met in Barbados, Guyana and Saint Vincent and the Grenadines.<sup>20</sup> Undernourishment generally hovers below 10 percent,<sup>21</sup> although it is more prevalent in the Bahamas (10 percent), Saint Lucia (17 percent), Grenada (25.5 percent) and Antigua and Barbuda (26.7 percent).<sup>22</sup> The CARICOM

<sup>16</sup> World Bank. *The World Bank in the Caribbean*. <https://www.worldbank.org/en/country/caribbean/overview>.

<sup>17</sup> International Organization for Migration. 2017. *Migration in the Caribbean: Current trends, opportunities and challenges*. <https://reliefweb.int/report/haiti/migration-caribbean-current-trends-opportunities-and-challenges>.

<sup>18</sup> These migration patterns mean that Antigua and Barbuda, Belize and Trinidad and Tobago are net senders of remittances.

<sup>19</sup> Food and Agriculture Organization of the United Nations (FAO), International Fund for Agricultural Development (IFAD), United Nations Children's Fund (UNICEF), WFP and World Health Organization (WHO). 2018. *The State of Food Security and Nutrition in the World 2018*. <https://www1.wfp.org/publications/2018-state-food-security-and-nutrition-world-sofi-report>. The indicator used to report the prevalence of undernourishment is an estimate of the percentage of individuals whose habitual food consumption is insufficient to provide the amount of dietary energy required to maintain a normal, active and healthy life. Energy requirements are adjusted for sex, age and physical activity.

<sup>20</sup> FAO. 2015. *State of Food Insecurity in the CARICOM Caribbean. Meeting the 2015 hunger targets: Taking stock of uneven progress*. <http://www.fao.org/3/a-i5131e.pdf>.

<sup>21</sup> FAO, International Fund for Agricultural Development (IFAD), United Nations Children's Fund (UNICEF), WFP and World Health Organization (WHO). 2018. *The State of Food Security and Nutrition in the World, 2018*. <https://www1.wfp.org/publications/2018-state-food-security-and-nutrition-world-sofi-report>.

<sup>22</sup> FAO, IFAD, UNICEF, WFP and WHO. 2017. *The State of Food Security and Nutrition in the World, 2017*. <https://www1.wfp.org/publications/2017-state-food-security-and-nutrition-world-sofi-report>.

Regional Food and Nutrition Security Policy (RFNSP) and Regional Food and Nutrition Security Action Plan (RFNSAP) for 2012–2026 highlight inadequate access to food and low dietary diversity as the most immediate concerns related to food and nutrition security, particularly for vulnerable groups.<sup>23</sup>

7.10. *End all forms of malnutrition (SDG target 2.2):* Although there are limited disaggregated data on child malnutrition, 3.2 percent of children under 5 in the Caribbean region are under weight. Underweight in the region is following a downward trend and is modest compared to rates worldwide, but it remains above average for Latin America as a whole.<sup>24</sup> Chronic childhood malnutrition in the Caribbean is in line with the continuous declining trends registered in South America over the past two decades.<sup>25</sup> Obesity and overweight are a significant concern, however, along with the growing burden from non-communicable diseases. Overweight in children under 5 has increased more rapidly than in South and Central America, from 4.4 percent in 1990 to 7.2 percent in 2017.<sup>26</sup> More worrisome still is that people are unlikely to correct overweight and obesity issues with age, leading to epidemic levels among adults in the Caribbean. Women in the Caribbean are twice as likely to be obese as men, and this notable gender disparity has repercussions for health issues through the rise in nutrition-related non-communicable diseases, which are now responsible for 60 percent of mortality in Caribbean island countries and territories; Barbados, Trinidad and Tobago, Dominica and Jamaica are among the 14 countries with the highest prevalence of female obesity in the world.<sup>27</sup> Lastly, anaemia among women of reproductive age ranged from 21.6 percent (Barbados) to 24.8 percent (Saint Vincent and the Grenadines) in 2016, corresponding to an average increase of slightly less than 1 percent for most countries in the region since 2012.

8.11. *Double the agricultural productivity and incomes of small-scale food producers (SDG target 2.3):* Poverty and insufficient access to food, rather than the availability of food, are among the main determinants of food insecurity in the Caribbean. Nevertheless, agriculture is relatively neglected as economic activity has shifted towards services, and countries have become highly dependent on food imports. With insufficient dedicated resources and limited targeted support from public funds, agriculture in the Caribbean islands is typically a marginal economic activity carried out on a small scale, accounting for less than 10 percent of GDP, compared with 30 percent on average in developing countries. More than 60 percent of the population lives in rural settings, however, and in CARICOM members almost a fifth of the population is engaged in agriculture, except in the Bahamas (2.3 percent), Barbados (2.5 percent), Trinidad and Tobago (6.2 percent) and Haiti (57.7 percent). Women are a very small part of the agricultural workforce at only 5.9 percent, compared with 43 percent in developing countries globally. While this is a reflection of traditional gender roles that contribute to systemic inequalities, such as unequal access to land and credit and the disproportionate involvement of

<sup>23</sup> In the Caribbean, vulnerability is generally linked to poverty; however, given persistent levels of inequality, women (particularly pregnant and lactating women), children, the elderly, smallholder farmers, fisherfolk and indigenous populations tend to constitute the core of vulnerable populations. Where this document singles out a different group, it will be specified.

<sup>24</sup> FAO, IFAD, UNICEF, WFP and WHO. 2018. *The State of Food Security and Nutrition in the World, 2018*. <https://www1.wfp.org/publications/2018-state-food-security-and-nutrition-world-sofi-report>.

<sup>25</sup> FAO, Pan-American Health Organization (PAHO) and WHO. 2017. *Panorama of Food and Nutrition Security in Latin America and the Caribbean*. <http://www.fao.org/3/a-i7914e.pdf>.

<sup>26</sup> FAO, PAHO, WFP and UNICEF. 2018. *Panorama of Food and Nutrition Security in Latin America and the Caribbean*. <http://www.fao.org/3/CA2127ES/CA2127ES.pdf>.

<sup>27</sup> Healthy Caribbean Coalition. 2017. *NCDs in the Caribbean*. <https://www.healthycaribbean.org/ncds-in-the-caribbean/>.

women in subsistence agriculture, which is not captured by official statistics,<sup>28</sup> it is also a reflection of the importance of the service sector to economies throughout the region and its reliance on women's labour.<sup>29</sup>

9.12. Sustainable food systems (SDG target 2.4): With predominantly small populations and service-based economies, SIDS that are members of CARICOM import an average of 71 percent of the food required for domestic consumption.<sup>30</sup> While transportation and import costs account for generally high prices, this dependence leaves the Caribbean vulnerable to external food price shocks and lower revenue in the event of a decline in global economic growth. More worrying still are the effects of climate change, including the increased intensity and frequency of climate-related shocks, which cause damage estimated at billions of dollars. Combined with existing levels of poverty and inequalities, events such as hurricanes, tropical storms, floods and droughts threaten the agricultural sector and cause immediate food insecurity, increased vulnerability and risk of malnutrition for affected populations. Women are particularly affected because of traditional gender roles.

### **Macroeconomic environment**

10.13. Caribbean countries and territories have experienced generally poor economic growth over the past several decades, lagging behind developing countries since 1970 and behind least developed countries since 1980; however, all Caribbean countries and territories covered by this IMCSP are classified as upper middle-income or high-income countries. This income status can mask inequalities. On average, 21 percent of the population lives below the poverty line. In 11 of the 18 CDEMA participating states that proportion is even higher. Poverty, growing income inequality, unemployment and systemic gender inequality disproportionately affect marginalized vulnerable groups.

14.14. Small economies in the Caribbean struggle to compete globally in most traditional trade and income-generation activities because of the changing global economy and the region's susceptibility to exogenous shocks, as seen in the impact of oil price changes, the regional debt crisis of the 1980s and the global financial crisis of 2008. Between 2013 and 2017, annual growth of these economies varied between 1.9 and 1.1 percent. Goods producers such as Belize, Suriname and Trinidad and Tobago recorded significant economic contractions following a drop in world prices for oils and other commodities in 2016, and service providers experienced sluggish growth due to a decline in tourism.<sup>31</sup>

15.15. The region also has an extremely high debt burden, which limits the funds that governments can invest in development priorities: an average of 27.4 percent of revenue was used to service debt in 2017.<sup>32</sup> The Caribbean has the highest debt-to-GDP ratio in the world, with 12 countries

<sup>28</sup> Baksh et al. 2016. *Country Gender Assessments Synthesis Report*. [https://www.caribank.org/sites/default/files/publication-resources/SynthesisReport\\_CountryGenderAssessment.pdf](https://www.caribank.org/sites/default/files/publication-resources/SynthesisReport_CountryGenderAssessment.pdf).

<sup>29</sup> Wiltshire, R. 2015. *Towards a Caribbean Multi-Country Assessment (CMCA) – a base document for stakeholder and partner consultations*. [https://caribbeanmigration.org/sites/default/files/repository/towards\\_a\\_caribbean\\_multi-country\\_assessment.pdf](https://caribbeanmigration.org/sites/default/files/repository/towards_a_caribbean_multi-country_assessment.pdf).

<sup>30</sup> FAOSTAT, 2017. <http://www.fao.org/faostat/en/#home>. The proportion is more than 80 percent for Antigua and Barbuda, the Bahamas, Barbados, Grenada, Saint Kitts and Nevis, Saint Lucia and Trinidad and Tobago.

<sup>31</sup> S. McLean et al. 2019. "Economic Survey of the Caribbean 2018" in *Studies and Perspectives Series – ECLAC Subregional Headquarters for the Caribbean*, No. 77. <https://www.cepal.org/en/publications/44478-economic-survey-caribbean-2018>.

<sup>32</sup> Ibid.

exceeding the accepted critical threshold of 60 percent.<sup>33</sup> Disaster recovery costs also contribute to debt.<sup>34</sup> If not addressed, the trends of low growth and high debt will inevitably further erode development gains over time, thus increasing vulnerabilities and inequality. Fiscal adjustments since the 2008 financial crisis have largely focused on value added tax increases on basic food items, wage freezes in the public sector and cuts to health, education and social safety net programmes. These measures have a greater negative impact on poor households and by extension on women, as households led by women are more likely to be poor than those led by men.<sup>35</sup>

### **Key cross-sectoral linkages**

~~13.~~16. *SDGs 1, 8 and 10*: As economic access is among the main drivers of food insecurity in the import-dependent Caribbean countries and territories, decent work and economic growth that equitably benefit men and women, combined with poverty reduction and redistribution strategies, are key to achieving SDG 2. Social protection programmes and sound economic policies have enabled Caribbean countries to make progress towards high- or upper-middle-income status, but further efforts through inclusive and equitable programmes are required to address persistent poverty and economic inequality.

~~14.~~17. *SDGs 3 and 4*: Education and health are important sectors given the prevalence and impact of overweight and obesity, particularly among children age 3–11 who are entering early and basic education cycles. Good quality education programmes support healthy lifestyles and open up job opportunities, helping to diversify inadequate diets and ultimately reduce the incidence of non-communicable diseases.

~~15.~~18. *SDGs 7, 9 and 13*: To safeguard and build on development gains, resilience capacities need to be strengthened, particularly among those most vulnerable to climate risks and other disasters. Measures should include the empowerment of women, young people and people with disabilities, following the principles of the Sendai Framework-. Investments in climate change mitigation and adaptation and the use of clean and reliable energy will help to reduce the impact of future shocks, as will gender-sensitive disaster risk reduction programmes and investments in resilient infrastructure. Flexible national response protocols grounded in social protection programmes that account for pre-disaster vulnerabilities will be key to delivering gender-sensitive assistance and ensuring that no one is left behind.

~~16.~~19. *SDG 5*: Progress has been made across the Caribbean in addressing gender inequalities but results are uneven: gender-based violence persists and natural hazards continue to have different impacts on women, men, girls and boys. Women's empowerment in the economic sphere is also uneven; except in Antigua and Barbuda, proportionally fewer women participate in the formal labour force than men. Women also have higher unemployment rates and face a wage gap, particularly in skilled agriculture, fishery and craft and related trades.<sup>36,37</sup>

---

<sup>33</sup> Ibid.

<sup>34</sup> Wiltshire, R. 2015. *Towards a Caribbean Multi-Country Assessment (CMCA) – a base document for stakeholder and partner consultations*. [https://caribbeanmigration.org/sites/default/files/repository/towards\\_a\\_caribbean\\_multi-country\\_assessment.pdf](https://caribbeanmigration.org/sites/default/files/repository/towards_a_caribbean_multi-country_assessment.pdf).

<sup>35</sup> Baksh et al. 2016. *Country Gender Assessments Synthesis Report*. [https://www.caribank.org/sites/default/files/publication-resources/SynthesisReport\\_CountryGenderAssessment.pdf](https://www.caribank.org/sites/default/files/publication-resources/SynthesisReport_CountryGenderAssessment.pdf).

<sup>36</sup> Baksh et al. 2016. *Country Gender Assessments Synthesis Report*. [https://www.caribank.org/sites/default/files/publication-resources/SynthesisReport\\_CountryGenderAssessment.pdf](https://www.caribank.org/sites/default/files/publication-resources/SynthesisReport_CountryGenderAssessment.pdf).

<sup>37</sup> Government of Dominica. 2017. *Post-Disaster Needs Assessment: Hurricane Maria, September 18, 2017*. <https://www.gfdrr.org/sites/default/files/publication/dominica-pdna-maria.pdf>.

As gender equality is a cross-cutting issue, inclusive and equitable programming is essential to address the diverse needs of the population, from reducing inequalities to differentiating health services and social protection programmes to meet chronic or crisis-induced need.

### 1.3 Hunger gaps and challenges

17-20. As climate events are among the greatest risks to the Caribbean, gaps in disaster risk reduction programmes threaten food security and the achievement of broader development goals in the region. While social protection systems are in place, in many countries they fall short in meeting the needs of the most socio-economically vulnerable. Findings from WFP studies conducted with the Oxford Policy Management consulting firm in Belize, Dominica, Guyana, Jamaica and Saint Lucia, combined with insights from WFP engagement in the British Virgin Islands, World Bank analyses and other assessments, indicate that social protection systems that are more adaptive to climate change or responsive to shocks may save time and financial resources during emergency responses and more importantly may better address the changing needs of vulnerable people through better planning and preparedness activities.

18-21. Given the limited government funding available, robust evidence is required to show the potential return on investment of strengthening social protection systems. Throughout the Caribbean, however, it is challenging to collect the data needed to strengthen evidence bases and inform policy and legislative frameworks, social protection and disaster management programme design and implementation. Greater efforts are required to streamline, consolidate and improve the analysis of existing data and to fill data gaps.

19-22. With some of the highest debt burdens in the world, Caribbean island states and territories have limited financial resources and capacity to manage emergency responses individually. While regional approaches such as CDEMA's regional response mechanism offer an opportunity to overcome these limitations, the CDEMA real-time review<sup>38</sup> of the regional response to hurricanes Irma and Maria identified gaps in coordination – including the international community's participation in the regional response mechanism – as well as in local, national and regional capacities, assessments and logistics and distribution mechanisms. An internal WFP lessons-learned exercise also found that to ensure effective regional coordination regional and national Caribbean authorities require capacity strengthening in food security and disaster risk management, particularly in emergency assessments, needs prioritization, the tracking of humanitarian cargo, the design and planning of relief distribution, telecommunications and the coordination of humanitarian actors. Recent experiences in the Caribbean show that current logistics and distribution mechanisms are an impediment to providing rapid and appropriate support to shock-affected populations. Continued investment in comprehensive civil-military coordination, the identification of civilian and military assets, stockpiling and pre-positioning for immediate use in an emergency affecting multiple countries is needed.

20-23. Despite their medium-to-high income status, Caribbean countries have to contend with poverty and deep inequality that affect many people, driving chronic vulnerabilities that affect food security during and outside of emergencies. These vulnerabilities come from systemic gender inequalities and inter-generational and multi-dimensional poverty, which lead to economic marginalization. In the context of import dependence and inflated food prices, vulnerable populations are put at risk of food insecurity and negative coping behaviours

---

<sup>38</sup> CDEMA. 2017. *Rapid Review of the Regional Response in the Hurricanes Irma and Maria Events*. [https://www.cdema.org/Rapid\\_Review\\_of\\_the\\_Regional\\_Response\\_-\\_Irma\\_and\\_Maria\\_Events\\_2017\\_Final.pdf](https://www.cdema.org/Rapid_Review_of_the_Regional_Response_-_Irma_and_Maria_Events_2017_Final.pdf).

because of gaps in adapted and gender-responsive social protection programmes, which should be designed to meet the differing needs of vulnerable populations and facilitate their ability to participate in economic activity. While attention has been paid to gender issues in health, family life and economic opportunities in the Caribbean, inequalities persist and only recently have gender issues been considered in relation to disaster risk management. This work has been supported by overwhelming evidence from socio-economic indicators that disasters have different impacts on men and women.<sup>39</sup>

21-24. Climate-related shocks compound the negative impact of low economic growth, high debt, inequality and poverty because they affect transport services, which are a critical lifeline for the competitiveness of small island states and territories as well as a channel for food imports. Climate shocks also reduce income revenue from tourism and push countries further into debt as they are forced to borrow to fund disaster recovery.

22-25. As highlighted in the CARICOM strategic plan,<sup>40</sup> rising obesity and persistent malnutrition point to a need to strengthen food systems and ensure that agriculture plays a stronger role in contributing to food and nutrition security and economic growth. The RFNSAP gave CARICOM members a mandate to develop policies to improve access to sufficient, nutritious and safe food for the most vulnerable groups. The strong links between agriculture, poverty and food and nutrition security in the Caribbean are well documented. A common multi-country assessment highlights the need to strengthen the enabling environment for food security and nutrition through measures such as public and private investments to raise agricultural productivity; improving access to inputs, land, services, technologies and markets; promoting rural development; promoting social protection for the most vulnerable, including by strengthening their resilience to conflicts and natural hazards; and nutrition programmes, to address problems such as micronutrient deficiencies in mothers and children under 5.

#### **1.4 Key multi-country priorities**

##### **Government**

23-26. As countries in the region are burdened by high levels of debt, low GDP growth in the last two decades and persistent levels of poverty, economic growth has featured prominently in national development plans and is listed as a priority in the CARICOM strategic plan, along with market integration and other macroeconomic concerns.<sup>41</sup>

24-27. Given their traditional exposure to recurring disasters, compounded by increasingly damaging weather events, many Caribbean countries and territories have also prioritized strengthening disaster risk management capacity, which is listed in ten national development plans<sup>42</sup> and in the CARICOM strategic plan. Goals and approaches tend to vary, however, ranging from prevention and mitigation measures to reduce vulnerability, to measures ensuring rapid response capacities or favouring community-based programming with an emphasis on marginalized groups. Highlighting the common regional dimension of disaster risk management

<sup>39</sup> Caribbean Development Bank. 2018. *Training Manual: Support the Integration of Climate Resilience in the Water Supply Sector in the Caribbean*. [https://www.caribank.org/sites/default/files/publication-resources/Task%205\\_Training%20Manual.pdf](https://www.caribank.org/sites/default/files/publication-resources/Task%205_Training%20Manual.pdf).

<sup>40</sup> CARICOM. 2014. *Strategic Plan for the Caribbean Community 2015–2019: Repositioning CARICOM*. [https://caricom.org/documents/11265-executive\\_plan\\_vol\\_1\\_-\\_final.pdf](https://caricom.org/documents/11265-executive_plan_vol_1_-_final.pdf).

<sup>41</sup> CARICOM. 2014. *Strategic Plan for the Caribbean Community 2015–2019: Repositioning CARICOM*. [https://caricom.org/documents/11265-executive\\_plan\\_vol\\_1\\_-\\_final.pdf](https://caricom.org/documents/11265-executive_plan_vol_1_-_final.pdf).

<sup>42</sup> Some national development plans are under renewal and not all overseas territories produce such plans.

is Barbados' target to develop a hazard migration policy, while Belize's national disaster management strategy is gender-focused.

25-28. Because it compounds the damage caused by weather events, climate change features in many national development plans in the Caribbean, although the focus varies. As with the CARICOM strategic plan, most Caribbean islands seek to foster broad climate change resilience through various adaptation initiatives. These can be targeted to particularly vulnerable sectors or more ambitiously mainstreamed so as to contribute to achieving development objectives, as formulated by Dominica in its plan to become the first climate-resilient nation.<sup>43</sup> Some national plans seek to strengthen regional mechanisms such as the Caribbean Catastrophe Risk Insurance Facility or other North–South–South cooperation initiatives. Other countries focus on developing green economies and renewable energy to limit their own contribution to climate change, as is the case in Suriname and Curaçao.

26-29. Social protection is another feature in national development plans. Most countries emphasize the need for inclusive programmes that support poverty reduction strategies designed to target and address the needs of marginalized populations, such as groups disadvantaged by gender inequality or minorities such as the Kalinago communities in Dominica. Some programmes – as in Trinidad and Tobago – refer to “essential needs”, including food security, while others – as in Jamaica – are geared towards economic integration of vulnerable populations. The CARICOM strategic plan explicitly mainstreams public policy inclusiveness with regard to gender, age and disability;<sup>44</sup> the organization is also developing a regional gender equality strategy.

27-30. Food security is a priority in the national development plans of the Bahamas, Barbados, Dominica and Saint Vincent and the Grenadines. Some plans focus on increasing national production either as a means of reducing dependence on food imports in island states and territories or developing export opportunities, as in Suriname. By contrast, the RFNSP and the RFNSAP, along with the national plans of Barbados and other countries, highlight food access concerns linked to poverty and inequality, as well as nutrition health issues linked to the rising prevalence of non-communicable diseases.

31. While the strategy emphasizes regional engagement, specific county-level engagement will take place in prioritized countries. In these cases, strong linkages will be made with national plans and the results of further analysis of social protection and disaster management programmes and policies as well as the results of joint United Nations mainstreaming, acceleration and policy support (MAPS) for the 2030 Agenda, including a recently completed MAPS mission in Saint Lucia.

---

<sup>43</sup> Since the damage caused by Hurricane Maria in 2017, the Government has proclaimed its goal of becoming the world's first climate-resilient nation, ensuring that the future development of all sectors across the island is in line with best practices for limiting the impact of climate change.

<sup>44</sup> CARICOM. 2014. *Strategic Plan for the Caribbean Community 2015–2019: Repositioning CARICOM*. [https://caricom.org/documents/11265-executive\\_plan\\_vol\\_1\\_-\\_final.pdf](https://caricom.org/documents/11265-executive_plan_vol_1_-_final.pdf).

### **United Nations and other partners**

28-32. Designed to support implementation of national strategic development plans and overlapping regional plans, the United Nations multi-country sustainable development framework for the Caribbean for 2017–2021 (MSDF) has four outcomes:

- *An inclusive, equitable and prosperous Caribbean.* This outcome focuses on human-centred interventions that support access to good-quality social services and education in order to address marginalization, reduce poverty and promote decent employment in an inclusive green economy aligned with the SAMOA Pathway.<sup>45</sup>
- *A healthy Caribbean.* This outcome seeks to promote healthy lifestyles, including food security and nutrition, while ensuring access to good-quality healthcare systems to prevent and treat non-communicable diseases, with an emphasis on the protection of women’s sexual and reproductive rights.
- *A cohesive, safe and just Caribbean.* This outcome involves ensuring equitable access to justice, protection and citizen security and safety by addressing the root causes of violence in conjunction with rule-of-law institutions and civil society.
- *A sustainable and resilient Caribbean.* This outcome focuses on climate change adaptation, disaster risk reduction, sustainable energy and ecosystem management by strengthening national and regional capacities to respond to the needs of the most vulnerable.

## **2. Strategic implications for WFP**

### **2.1 WFP’s experience and lessons learned**

29-33. During the devastating 2017 hurricane season, WFP’s emergency assistance was requested to address the needs of affected populations in the aftermath of hurricanes Irma and Maria. WFP provided:

- in-kind food assistance for 43,000 people;
- unconditional cash-based transfers (CBTs) for 24,000 people;
- conditional CBTs to rebuild the livelihoods of 375 farmers;
- capacity strengthening and technical assistance related to shock-responsive social protection;
- technical assistance and service provision in the field of logistics; and
- technical support for vulnerability and needs assessments.

34. By using the Government of Dominica’s flagship social protection programme – the public assistance programme – as a platform for responding to Hurricane Maria, WFP and the government were able to seamlessly mainstream gender and age considerations with an intersectional approach when looking at various ethnic groups such as the Kalinagos. As the public assistance programme was first expanded vertically to provide increased transfers to pre-existing programme beneficiaries, assistance targeted people with disabilities, elderly people and households headed by single females, among others. Similarly, through the rollout

---

<sup>45</sup> The General Assembly’s adoption of the SIDS Accelerated Modalities of Action (SAMOA) Pathway reaffirms that SIDS present a special case for sustainable development, highlighting priority actions by the international community to support their sustainable development aspirations.

of a comprehensive vulnerability needs assessment, additional data on gender and age, vulnerabilities and the impact of the hurricane allowed the public assistance programme to be expanded horizontally to include new beneficiaries of temporary cash transfers. This experience has informed WFP's literature review and country case studies on shock responsive social protection through the addition of a gender component, as well as on WFP's efforts to strengthen social protection systems to make them more shock responsive. It will also inform future responses using social protection programmes, which will consider the key recommendations from a WFP position paper on gender-sensitive social protection for zero hunger in Latin America and the Caribbean.<sup>46</sup>

35. Similarly, the 2019 Hurricane Dorian response in the Bahamas highlights the importance of stronger engagement in the Caribbean, which in that case resulted in a more timely and appropriate WFP response. WFP staff pre-deployed to the Bahamas as part of CDEMA-led rapid needs assessment teams. Following the passage of the storm, WFP was asked by the Bahamas National Emergency Management Agency and CDEMA to establish logistics hubs in the affected areas. Further support in WFP's areas of expertise, including food security and emergency telecommunications, was also requested. WFP's response was framed within the context of a government-led response and oriented to support the Government in meeting the needs of the affected population. Preparedness efforts, such as an analysis of shipping capacities in the region, also directly benefited the Dorian response and improved the timeliness of WFP common services, while government counterparts trained by WFP throughout the Caribbean have been afforded the opportunity to put that training to use.

30.36. The IMCSP builds on this experience and previous WFP efforts in Latin America and the Caribbean by incorporating lessons drawn from internal WFP reviews, a CDEMA review and a stock-taking exercise conducted in Dominica with the Government and the United Nations Children's Fund (UNICEF) that examined the joint emergency cash transfer programme using social protection systems to respond to the needs of shock-affected people. These exercises resulted in several recommendations for addressing gaps in disaster management systems and capacities, including by ensuring the adequate collection and analysis of age and gender data. The IMCSP has also been informed by WFP's gender-transformative approach, and attention to age, which constitute opportunities to achieve food security and improve resilience in the Caribbean.

34.37. Following WFP's engagement in the 2017 hurricane response, many actors recognized that there were gaps in logistics, food security programming and emergency telecommunications in the region. WFP provided direct assistance, services and technical assistance to government counterparts, which increased the demand for it to engage in disaster management beyond the response phase. The launch of a WFP multi-donor trust fund was a direct response to that call and has laid the groundwork for this IMCSP.

32.38. The IMCSP has also been informed by preliminary findings from a 2018 policy evaluation of the update of WFP's safety nets policy, along with insights from a synthesis of regional operations evaluations conducted between 2013–2017, a 2016 regional synthesis of WFP's capacity strengthening efforts, a 2015 strategic evaluation of WFP's preparedness and response enhancement programme, and several other evaluations and studies. As a result, the IMCSP prioritizes support for nationally led social protection programmes, high-level advocacy,

---

<sup>46</sup> WFP. 2017. *Gender-Sensitive Social Protection for Zero Hunger: WFP's role in Latin America and the Caribbean*. <https://socialprotection.org/discover/publications/gender-sensitive-social-protection-zero-hunger>.

partnership building and South–South cooperation and adopts an integrated approach to emergency preparedness and response.

## 2.2 Opportunities for WFP

~~33.~~39. In response to natural hazards and climate change in the Caribbean, and to support common national priorities related to chronic and shock-related vulnerabilities, WFP will pursue the following opportunities, spanning its dual humanitarian and development mandate.

~~34.~~40. *Localize WFP's core capacities within regional and national disaster management structures.* Building on WFP efforts during the 2017 and 2019 hurricane ~~response~~responses, including the channelling of cash-based assistance to affected populations through the Government of Dominica's largest social protection programmes and the embedding of WFP logistics capacities in the Government-led response in the Bahamas, the IMCSP will focus on transferring WFP operational capacities to regional and national counterparts. By increasing investments in supply chain management, telecommunications and logistics, WFP will contribute to better equipping the region to deal with the impact of extreme climate events that affect multiple countries. Investments in data management, beneficiary targeting and delivery and financing mechanisms will strengthen disaster management and social protection systems in order to maximize their contribution to addressing chronic poverty, food insecurity, inequality, climate change adaptation and other development challenges. These investments will also allow for greater integration of gender and age considerations.

~~35.~~41. *Ensure readiness to respond.* A key lesson learned from the 2017 and 2019 hurricane ~~response~~responses is that WFP's response capacities may still be required in the Caribbean in the event of a significant shock, particularly if multiple countries are affected. In 2017, WFP would have benefited from greater engagement with regional and national actors prior to the response, while in the response to Hurricane Dorian in the Bahamas in 2019 the increased engagement with CDEMA and national counterparts resulted in an improved response. The IMCSP therefore includes crisis response contingency planning to bridge the gap until capacity for effective regional and national responses to large emergencies has been sufficiently strengthened. For ~~smaller~~ emergencies, this assistance could take the form of personnel deployed to regional and national institutions, as needed.

~~36.~~42. *Support the 2030 Agenda for Sustainable Development.* As countries and territories in the Caribbean look to overcome development challenges, WFP has an important advocacy and technical assistance role to play in respect of food security to ensure that no one is left behind. For example, governments in the Organisation of Eastern Caribbean States<sup>47</sup> (OECS) are reassessing school feeding programmes and WFP can support these efforts through South–South cooperation and other initiatives. Despite the relatively high-income status of many of the countries and territories in the region, food and nutrition security remain important aspects of the development agenda because of the vulnerability to food insecurity of islands and low-lying coastal states and the double burden of malnutrition.

---

<sup>47</sup> The full member states of the OECS are Antigua and Barbuda, Anguilla, the British Virgin Islands, Dominica, Grenada, Saint Kitts and Nevis, Saint Lucia, Martinique, Montserrat, and Saint Vincent and the Grenadines.

## 2.3 Strategic changes

~~37.43.~~ In recent years, apart from its office in Haiti, WFP has not had a permanent presence in CARICOM and CDEMA members. Although the IMCSP includes contingency provisions for direct emergency response, particularly in the event of a large multi-country shock, the primary year-round focus of the plan is on capacity strengthening. This is a strategic shift from the nature of WFP operations in 2017 but is in-line with WFP's significant technical assistance role in the region, particularly with regard to strengthening the capacity of social protection systems to respond to chronic and shock-induced needs while advancing gender equality and promoting the inclusion of people with disabilities. While the focus on social protection is related to system and capacity strengthening, support for national governments, including in the context of emergency responses, will include gender and age considerations.

~~38.44.~~ This IMCSP is WFP's second experience with a multi-country framework.<sup>48</sup> This strategic plan is essential to achieving the objectives set for the region in line with common national priorities related to disaster risk management, social equity and equality. It is also key to enabling a rapid and flexible WFP response in the event of another large-scale emergency affecting several countries, or having a significant impact on an individual state, such as the 2019 response to Hurricane Dorian in the Bahamas. To implement its planned activities, WFP will combine Caribbean-wide collaboration with regional organizations such as CDEMA and OECS and country-specific activities tailored to national needs. WFP's office in Barbados will oversee all IMCSP activities, and additional country level presence will be established on a temporary basis as required, as has been the case in the Bahamas. The Barbados office will liaise with the Haiti country office on CDEMA-level initiatives and with the Dominican Republic and Cuba country offices to support regional efforts to strengthen links to CDEMA. The Barbados office is located in United Nations House and relies on back-office support from the United Nations System and the WFP Regional Bureau in Panama in order to reduce costs. WFP will monitor the findings of the regional and multi-country office review called for by the United Nations Secretary-General as part of United Nations development system reform<sup>49</sup> and will reconfigure implementation of the IMCSP accordingly.

## 3. WFP strategic orientation

### 3.1 Direction, focus and intended impacts

~~39.45.~~ The strategy underlying the IMCSP closely reflects WFP's mission statement, its dual mandate and the humanitarian-development nexus. The events of 2017 served as a reminder of the vulnerability of the Caribbean to the impacts of climate change and showed that despite strong disaster management capacities, some of the most notable gaps were in the areas of WFP's greatest expertise. The IMCSP therefore aims to transfer traditional WFP emergency capacities to regional and national actors and to effect system-level changes that facilitate improved emergency response by local actors, including by strengthening accountability to affected populations and taking into account gender-related and other needs. This strategy is designed to reduce the likelihood of countries requiring regional support in responding to emergencies and of the region requiring international support, including the triggering of strategic outcomes 2 and 3, which are planned as contingencies. Strategic outcome 1 and the

---

<sup>48</sup> The first multi-country plan is the Pacific IMCSP.

<sup>49</sup> Office of the Secretary-General. 2018. *Secretary-General's Implementation Plan for the Inception of the Reinvigorated Resident Coordinator System* (final draft). [https://un.org/me/UNDS\\_repositioning/20180831%20-%20Implementation%20Plan%20-%20FinalDraft%20\(31%20August%202018\).pdf](https://un.org/me/UNDS_repositioning/20180831%20-%20Implementation%20Plan%20-%20FinalDraft%20(31%20August%202018).pdf).

handover of capacity will become increasingly important as the need for direct emergency assistance is progressively reduced in future strategic plans. WFP's efforts will also contribute to protecting development gains and will support economic and social development.

40.46. The strategy recognizes that capacity gaps will not be resolved immediately, so the IMCSP includes a contingency crisis response component that will ensure the direct delivery of food assistance to affected populations (strategic outcome 2) and provide services to enhance the broader humanitarian response (strategic outcome 3). Any crisis response activity will seek to contribute to capacity strengthening efforts and, where possible, will be embedded in local and regional response structures. In the case of the Bahamas, WFP has embedded CDEMA staff into the logistics common service teams and is working to develop commodity management systems for the Bahamas National Emergency Management Agency that will also facilitate recovery efforts as well as future responses.

41.47. The strategy is aligned with three of the four MSDF priority areas: priority 1 on an inclusive, equitable and prosperous Caribbean, priority 2 on a healthy Caribbean and priority 4 on a sustainable and resilient Caribbean. It is also in line with the SAMOA Pathway, the RFNSP, the RFNSAP and the CDEMA regional response mechanism and comprehensive disaster management strategy, and it will remain in line with national development plans, particularly as they are redesigned for coherence with the SDGs. As with the MSDF, the common outcomes of the IMCSP have been developed to reflect WFP's work in several countries but are applied to countries individually based on individualized gap analysis and prioritization.

42.48. With support from the Regional Bureau for Latin America and the Caribbean and the United Nations system, the IMCSP will integrate gender equality and protection-related issues throughout implementation to ensure that technical assistance and capacity strengthening efforts contribute to gender-transformative results. For all crisis response activities, beneficiary data will be disaggregated by sex and age. Gender and protection-related analyses will be incorporated into evidence generation activities, including studies and assessments, and into improvements in disaster management and social protection systems.

43.49. The IMCSP will be implemented in 2020 and 2021, in line with the remaining duration of the current MSDF, with a total budget of USD 9,025,444.

### **3.2 Strategic outcomes, focus areas, expected outputs and key activities**

#### ***Strategic outcome 1: National governments and regional public institutions in the Caribbean have strengthened capacity to prepare for, increase their resilience to and respond to disasters by 2021***

44.50. By investing in the disaster risk management capacities of regional and national institutions and in social protection systems, WFP seeks to ensure that men, women, boys and girls vulnerable to shocks can meet their essential needs during times of crisis and to safeguard pre-crisis development gains. To achieve lasting results in this multi-country context, in addition to supporting regional coordination capacities strategic outcome 1 will progressively increase country-level investments in national disaster management and social protection systems. This strategic outcome constitutes a gradual handover strategy, as it is designed to strengthen the capacities of regional and national emergency responders in order to reduce the need for future WFP interventions. Gender and age considerations will be mainstreamed throughout the activities in an effort to support long-term equitable benefits for all affected populations.

**Focus area**

45.51. The focus area of this strategic outcome is resilience building

46.52. Designed to reduce the need for emergency interventions and to safeguard development gains in the context of climate change, this outcome focuses on resilience building.

**Expected outputs**

47.53. This outcome will be achieved through the following outputs:

- People vulnerable to shocks benefit from the strengthened needs assessment methods, planning processes and analysis capacities of national institutions in CDEMA Participating States, which help to protect their access to food and their livelihoods.
- Community members benefit from logistics and telecommunications augmentation through the pre-positioning of logistics equipment and supplies in the most vulnerable CDEMA Participating States, which helps to protect their access to food and their livelihoods.
- Vulnerable people affected by shocks benefit from strengthened shock-responsive social protection systems in CDEMA Participating States, which help to protect their access to food and their livelihoods.
- Community members benefit from enhanced early warning systems, insurance schemes and vulnerability analysis, mapping and monitoring tools that help to increase their resilience to climate change.

48.54. By focusing on strengthening regional and national emergency preparedness and response measures, WFP seeks to safeguard the food security of vulnerable and crisis-affected people. These investments target integrated systems such as inclusive adaptive social protection with a view to increasing the resilience of men, women, girls and boys; reducing gender inequalities; and developing long-term solutions to hunger and malnutrition in disaster-prone settings.

**Key activity**

*Activity 1: Provide technical assistance and capacity strengthening support to CDEMA and its Participating States in the areas of supply chain, emergency telecommunications, emergency food assistance, social protection, climate change adaptation and risk financing, and food and nutrition security advocacy*

- Sub-activity 1: Support the end-to-end management of relief supply chains and telecommunications augmentation, coordination and response by transferring WFP's operational expertise in food security programming, logistics and emergency telecommunications to regional and national authorities

49.55. In a context dominated by SIDS subject to recurrent disasters in the Caribbean, effective relief supply chain management is among the major challenges in ensuring that aid reaches those most affected, including in a way that accounts for differing needs. To this end, and building on strong regional cooperation and in support of the CDEMA logistics and relief management programme, WFP is investing in smart supply chain systems capable of real-time tracking and effectively coordinating all regional assets available for a response given the limited capacity available in many countries. Downstream, WFP will supplement existing assets with additional equipment, while providing training to regional and national authorities on the effective use of mobile storage units, pre-fabricated offices and generators and warehouse and

fleet management, among other things. WFP will seek to improve last-mile delivery mechanisms by strengthening capacities in targeting and distribution activities. To maximize the emergency response capacities of partners, these activities will be combined with emergency telecommunications assessments and training, focusing on equipment and protocols for facilitating the rapid reestablishment of communication in disaster-affected areas.

50-56. These efforts will emphasize the role of CDEMA's sub-regional focal point countries, namely, Antigua and Barbuda, Barbados, Jamaica and Trinidad and Tobago, which provide additional support to CDEMA in the coordination of emergency responses. Technical assistance on logistics planning at the regional, sub-regional and national levels will be provided. Complementary support will be provided to countries under each sub-regional focal point, and linkages with non-CDEMA countries will be made with regard to several aspects of end-to-end supply chain management and civil-military coordination.

- Sub-activity 2: Strengthen the capacities of national governments to respond to shocks through existing social protection systems and programmes

54-57. Social protection systems encompass the most significant assistance programmes across the Caribbean, and while they broadly serve their objectives, there are opportunities to increase their effectiveness and equity in responding to shocks and under regular circumstances. WFP efforts will focus on analysing national and regional social protection systems with a view to incorporating features that make them more gender-transformative and increase their ability to adapt to climate change and respond in times of shock.<sup>50</sup> For example, in Dominica after Hurricane Maria shelters appeared to house predominantly women, elderly people and children, highlighting the need to tailor the assistance delivered to shelters according to target populations.<sup>51</sup> Based on the Oxford Policy Management/WFP theoretical framework for shock-responsive social protection,<sup>52</sup> analysis and evidence generation will focus on data management, targeting, delivery mechanisms, coordination and financing, all with consistent gender and age analysis. This analysis will then inform government investment in these five areas and subsequent consultations with national counterparts will inform specific WFP country-level support, including modelling and testing at the community level to inform national and regional policy and legislative frameworks. Assistance to social protection systems has been identified as an area of cooperation with the World Bank and other agencies such as UNICEF, the United Nations Entity for Gender Equality and the Empowerment of Women—(UN-Women), the United Nations Development Programme and the International Labour Organization.

- Sub-activity 3: Support climate change adaptation and risk financing mechanisms, particularly through links to adaptive and shock-responsive social protection arrangements

52-58. In the Caribbean, financing can be a major constraint on the effective functioning of social protection mechanisms and disaster management, especially given that most governments have limited available resources. The recurring nature of climate shocks, and their increasing impact in the Caribbean, has led to the creation of risk financing instruments

<sup>50</sup> WFP. 2017. *Gender-sensitive social protection for zero hunger: WFP's role in Latin America and the Caribbean*. [https://reliefweb.int/sites/reliefweb.int/files/resources/social\\_protection\\_for\\_zero\\_hunger\\_gender\\_sensitive\\_engl.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/social_protection_for_zero_hunger_gender_sensitive_engl.pdf).

<sup>51</sup> Government of Dominica. 2017. *Post-Disaster Needs Assessment: Hurricane Maria, September 18, 2017*. <https://www.gfdrr.org/sites/default/files/publication/dominica-pdna-maria.pdf>.

<sup>52</sup> Oxford Policy Management and WFP. 2016. *Study on Shock-Responsive Social Protection in Latin America and the Caribbean*. <https://www1.wfp.org/publications/shock-responsive-social-protection-latin-america-and-caribbean>.

such as the Caribbean Catastrophe Risk Insurance Facility. In line with its overall capacity-strengthening approach for the region, WFP seeks to work with these regional and national mechanisms, as well as other innovative financial tools based on assessed opportunities, to extend risk financing instruments to allow for more predictable, rapid and flexible resourcing for food security. In doing so, WFP will leverage its experience in helping to develop Africa Risk Capacity (ARC), the pilot ARC Replica initiative and forecast-based financing, as well as its work in scaling up micro-insurance programmes through the Rural Resilience Initiative.

53-59. WFP will approach these efforts through systems strengthening with a two-fold strategy: advocating the enhancement of regional and national risk financing capacities to ensure that the most vulnerable populations are better protected; and enabling adequate and fast financing to reach these vulnerable populations through shock and gender-responsive systems when major events are forecast or occur. This will be done through gender and age analyses, including by linking existing analysis on disaster risk financing and social protection systems, and through training and technical exchanges. Further country-level efforts will aim at supporting national governments in modelling and testing tailored solutions, including by strengthening links to sustainable livelihoods through engagement with the green and blue economies.

- Sub-activity 4: Strengthen countries' food security and nutrition interventions and advocacy through on-demand technical support in areas of WFP expertise, including school feeding, evidence generation and social and behaviour change communication.

54-60. Building on WFP's recent emergency response to the 2017 hurricanes, the focus of this IMCSP is on strengthening disaster risk management capacities. Yet in the presence of underlying food insecurity and malnutrition, including widespread overweight and obesity, WFP will also explore opportunities for technical assistance related to school feeding programmes or the use of combined cash-based nutritional assistance with social and behaviour change communication. In addition to generating evidence of good practices in gender and nutrition-transformative programmes for policy makers, WFP will seek to facilitate South-South knowledge exchanges with countries facing similar challenges across the Caribbean, Latin America and elsewhere.

***Strategic outcome 2: Crisis-affected people in the Caribbean are able to meet their food, nutrition and other essential needs during and in the aftermath of shocks***

55-61. Given the Caribbean's exposure to natural hazards, WFP plans to assist shock-affected populations with CBTs and/or in-kind food assistance in a way that not only meets essential needs but also supports governments by strengthening their systems for future responses. WFP will strengthen the links between humanitarian and development results by considering the pre-crisis vulnerabilities and differing needs of targeted men, women, boys and girls using information and targeting management systems developed with participating ministries (strategic outcome 1) and channelling assistance through shock-responsive social protection mechanisms when feasible. If requested during small-scale emergencies, WFP could also support regionally-led responses by deploying personnel to the CDEMA response mechanism, rather than by making direct distributions. Such an approach would focus on ensuring that adequate assistance is provided to affected people while maximizing the use of resources and delivering on-the-job training. This further builds on the 2019 response to Hurricane Dorian in the Bahamas, which served as a hybrid model with WFP providing a direct response while simultaneously bolstering the government led-response and embedding CDEMA and its participating states staff in the delivery of WFP's logistics services in order to strengthen capacities through on the job training and development.

**Focus area**

56.62. ThisThe focus area of this outcome is crisis response.

**Expected output**

57.63. This outcome will be achieved through the following output:

- Affected people receive cash-based transfers or in-kind food assistance that meets their food and other essential needs and preserves their nutrition status.

58.64. While its initial focus will be on delivering unconditional food or cash-based assistance during a crisis and in its immediate aftermath, WFP will also explore the provision of conditional assistance designed to jump-start early recovery efforts, including the rehabilitation of livelihoods where gaps exist.

**Key activity**

*Activity 2: Provide emergency assistance through cash-based and in-kind transfers to shock-affected people*

59.65. Designed to provide relief in large-scale emergencies, WFP's targeting plans focus on 25,000 of the most affected people for the first phase of an emergency response, to be revised as needed. Where available, WFP will build on pre-existing vulnerability data and integrated information management systems to speed up the response, complementing them with joint post-disaster assessments, including gender and age analyses, to ensure equitable benefits for all.<sup>53</sup> After Hurricane Maria, for example, most households in shelters in Dominica were led by elderly women and registered an increase in dependants and unpaid work, while elderly men tended to be on their own and accounted for the majority of infirm persons.<sup>54</sup> WFP will seek to scale up and support social protection programmes by providing CBTs to an expanded number of beneficiaries through national distribution systems. Where in-kind food distributions are necessary due to a lack of functioning social protection systems or markets, WFP will distribute life-saving rations in the first phase of a response. As with CBTs, in-kind distributions will be delivered in coordination with national authorities and humanitarian actors, including the Red Cross Movement, providing complementary activities such as shelter and non-food items. Where appropriate, WFP will provide multi-purpose cash transfers to meet essential needs beyond food and nutrition. WFP's assistance will be combined with limited social and behaviour change communication to address affected populations' vulnerability during the emergency response, as was done in Dominica in 2017. Conditional assistance may be introduced over time, in coordination with broader recovery efforts by partners, to help restore livelihoods and reduce exposure to future shocks in a gender-equitable manner.

***Strategic outcome 3: Humanitarian and development partners in the Caribbean have access to reliable common services, including support through the logistics, emergency telecommunications and food security sectors, throughout crises***

60.66. Recognizing that logistics, telecommunications and food security coordination gaps and bottlenecks continue to hinder the delivery of effective emergency responses, particularly across multiple islands, WFP will leverage its presence in Barbados (CDEMA headquarters) to deliver these services through the CDEMA regional response mechanism using technical assistance

<sup>53</sup> The 2017 Post-Disaster Needs Assessment in Dominica identified challenges in obtaining sex-disaggregated data immediately after the impact of the shock.

<sup>54</sup> Government of Dominica. 2017. *Post-Disaster Needs Assessment: Hurricane Maria, September 18, 2017*. <https://www.gfdrr.org/sites/default/files/publication/dominica-pdna-maria.pdf>.

deployments to CDEMA's sub-regional focal points and to directly affected countries. In the case of a large-scale event that requires the activation of formal sectors or clusters, however, WFP will leverage its own operational capacities across the region and globally to provide common services directly to humanitarian and development partners in coordination with CDEMA and national governments.

### **Focus area**

61-67. The focus area of this strategic outcome is crisis response.

### **Expected outputs**

62-68. This outcome will be achieved through the following outputs:

- Affected populations benefit from logistics sector services for national disaster management cells, humanitarian agencies and partners by receiving timely life-saving food and medical supplies.
- Affected populations benefit from emergency telecommunications services for national disaster management cells, humanitarian agencies and partners by receiving timely life-saving assistance.
- Affected populations benefit from food security sector coordination and information management by receiving timely humanitarian assistance.

63-69. Common services will be provided during emergency responses, with an emphasis on transferring related capacities to regional and national responders.

### **Key activity**

*Activity 3: Provide support through WFP led or co-led sectors to CDEMA and national disaster management authorities and other relevant partners in order to improve emergency response*

64-70. Critical logistics and telecommunications infrastructure in the Caribbean is vulnerable and is often damaged or destroyed during shocks, hindering humanitarian response. Coordination is often challenging as damage in relatively small countries or islands is often widespread, affecting authorities' capacity to manage sector coordination. WFP's global cluster lead and/or co-lead in logistics, emergency telecommunications and food security will be deployed to support sector coordination with CDEMA, other regional entities and national authorities, while providing common services as needed.

- Sub-activity 1: Provide support through the logistics sector to national disaster management offices and other relevant partners in order to improve emergency logistics coordination and supply chain management, including through the provision of common services and where required emergency infrastructure repairs.

65-71. The coordination and management of humanitarian logistics operations and the provision of common services is a challenge during emergencies in the Caribbean, primarily because of the limited capacity of key logistics infrastructure and damage to sea ports, airports, warehousing and road networks. Logistics services will be needed to import relief items given the limited humanitarian and commercial stocks available on small islands. As experienced in previous emergency responses, unsolicited in-kind donations risk overrunning ports and other points of entry, which could delay the provision of emergency relief. Storage and transport services will also be integral in reaching beneficiaries in need of medicine, water and sanitation, non-food items and other humanitarian supplies. Repairing roads, bridges and other

infrastructure will benefit smallholder farmers and other isolated populations whose livelihoods are jeopardized by limited physical access to markets.

- Sub-activity 2: Provide support, through the emergency telecommunications sector, to national disaster management offices and other relevant partners in order to improve emergency communication infrastructure and coordination mechanisms.

66-72. The relatively vulnerable and disperse connectivity infrastructure in the Caribbean is likely to limit the coordination of an effective response in the event of a large-scale emergency. WFP will therefore seek to supplement existing capacities and resolve connectivity issues, establishing temporary connectivity hubs with internet and phone connectivity and radio equipment where needed for emergency responders and affected populations.

- Sub-activity 3: Provide support, through the food security sector, for national disaster management offices and other relevant partners in order to ensure effective food assistance during an emergency.

67-73. Where needed, WFP will launch coordination and food security information management services for operating partners. This will also help inform the design of food assistance, including whether to use in-kind or CBT assistance, according to needs at the country level in coordination with the CDEMA Regional Coordination Centre as required.

### **3.3 Transition and exit strategies**

68-74. In line with technical assistance objectives, the enhanced capacity of regional and national institutions to meet the diverse needs of men, women, boys and girls in emergencies will inform WFP's transition and exit strategy. To strengthen these capacities, WFP will rely on delivering emergency assistance integrated with the responses of regional and national response mechanisms, which will include on-the-job training for local partners (strategic outcomes 2 and 3), as well as ex-ante investments in partners' preparedness and response capacity throughout the year (strategic outcome 1). Components of this strategy will be handed over or discontinued as they are assimilated by local partners, with WFP's direct emergency response to be among the first elements handed over as greater emphasis is placed on capacity strengthening.

69-75. Nevertheless, WFP recognizes that the two-year duration of this IMCSP, designed to cover the remaining period of the MSDF, is a short time in which to achieve such capacity strengthening results. In light of this, while this initial IMCSP was developed based on the 2017 emergency response, WFP will participate in the next MSDF planning, including the common country analysis, in order to explore with partners complementary opportunities and activities designed to further strengthen food security systems and advance gender equality as part of a future MCSP, taking into account completed and upcoming voluntary national reviews.

## **4. Implementation arrangements**

### **4.1 Beneficiary analysis**

70-76. This IMCSP targets men, women, boys and girls in participating Caribbean countries and territories likely to be affected by recurring disasters and other crises. Its benefits are twofold.

74-77. Under activity 1, targeting methodologies designed with relevant institutions ahead of emergencies will be based on risk assessments that consider poverty, as well as gender, age and other forms of inequality among other vulnerability criteria. This allows for estimates of how many people are likely to be directly affected by future shocks and require assistance through

strengthened regional and national disaster management and social protection programmes. With this activity, WFP will support the capacity of these institutions, from disaster management offices to ministries responsible for social protection, agriculture and gender among other things. By supporting them, WFP will help to ensure more effective and equitable responses by national and regional actors. Although target populations reflect the islands' slight demographic skew towards men, women will be equitably engaged in the design, implementation and monitoring of capacity strengthening activities to ensure equal benefits.

72-78. In the event of a large-scale emergency where international assistance is requested, WFP would implement disaster relief operations, first targeting 25,000 beneficiaries from the households most in need of emergency food assistance through activity 2. Rapid assessments and subsequent revisions will ensure that this initial response is adapted to meet the additional needs of affected populations. Attention will be given to ensuring women's and men's equitable engagement in community-based responses, including in decision making, to avoid reinforcing traditional gender roles and to ensure that the particular needs of women, men, girls and boys are met.

Strategic outcome	Activity	Girls	Boys	Women	Men	Total
1	1 (indirect beneficiaries)	187 600	189 700	356 600	356 600	<b>1 090 500</b>
2	2	4 300	4 350	8 200	8 150	<b>25 000</b>
<b>Total (without overlap)</b>		<b>187 600</b>	<b>189 700</b>	<b>356 600</b>	<b>356 600</b>	<b>1 090 500</b>

\* Girls and boys are beneficiaries under 18 years old.

## 4.2 Transfers

### *Food and cash-based transfers*

	Strategic outcome 2	
	Activity 2	
Beneficiary type	Shock-affected persons	Shock-affected persons
Modality	Food	Cash-based transfers
Cereals (rice)	467	
Pulses (beans, dried)	67	
Vegetable oil	27	
Canned fish (sardines)	67	
Total kcal/day	2 287	
% kcal from protein	10.9	
Cash-based transfers (USD/person/day)		0.50
Number of feeding days per year	30	30

<b>TABLE 3: TOTAL FOOD AND CASH-BASED TRANSFER REQUIREMENTS AND VALUES</b>		
<b>Food type/cash-based transfer</b>	<b>Total (mt)</b>	<b>Total (USD)</b>
Rice, white, medium grain	350	154 110
Beans, dried	50	38 160
Vegetable oil	20	15 957
Sardines, canned in tomato sauce, drained	50	127 133
<b>Total (food)</b>	<b>471</b>	<b>335 359</b>
Cash-based transfers	-	375 000
<b>Total (food and cash-based transfer value)</b>	<b>-</b>	<b>710 359</b>

73.79. In line with previous emergency operations in the region, WFP will seek to use CBTs where market and other conditions are suitable, in keeping with the operating procedures of national social protection systems. If food availability is inadequate during the first phase of a response, WFP will provide in-kind food assistance. While the operation will take a “cash first” approach, the decision to use CBTs or in-kind assistance will be determined by principles of effectiveness, efficiency, equity, economy and safety, taking gender and age analyses into account in order to contribute to empowering women and girls and to ensure that women, men, boys and girls will equitably benefit from transfers in accordance with the “do no harm” principle. The value of the transfer will be based on previous experience and adjusted to the circumstances based on need.

#### **Capacity strengthening including South–South cooperation**

74.80. While this IMCSP retains the necessary structure to ensure WFP’s rapid response capacity for emergency relief in the region, the main emphasis will be on capacity strengthening in partnership with regional organizations and increasingly with national institutions. Capacity strengthening activities will therefore focus on emergency response capabilities in areas of WFP expertise, mainstreaming gender throughout training and technical assistance. This will include the development of a smart supply chain system for better coordinating the delivery of assistance across affected countries; more shock-responsive and resilient social protection systems, climate change adaptation and risk financing mechanisms; and enhanced and broader food security systems. The IMCSP is built upon a strategy of embedding WFP capacities and expertise in existing Caribbean systems such as CDEMA’s regional response mechanism, its logistics and relief management programme or national social protection architecture.

75.81. WFP will leverage regional structures to strengthen South–South cooperation across the Caribbean as part of its capacity strengthening efforts, particularly within the framework of strategic outcome 1. While South–South cooperation across CARICOM and MSDF countries will be essential to the effective implementation of this multi-country strategy, WFP will also seek to ensure relevant exchanges of experience with social protection, disaster risk management and climate change adaptation programmes in Cuba, the Dominican Republic and Haiti. Furthermore, WFP will seek to harness broader food security experiences outside the region to enhance systems in the Caribbean, from school feeding to cash-based nutrition assistance, with social and behaviour change communication.

### 4.3 Supply chain

~~76.~~82. The Caribbean is characterized by cities and towns with relatively low populations separated by vast stretches of water, so access to basic supplies could be jeopardized by disrupted transportation routes, which would temporarily result in prohibitively high prices. To mitigate this risk, WFP will look to establish cash-based responses using government social protection systems where market and other conditions are suitable. In addition, until regular commercial supply chains are restored, WFP will seek to support the coordination of humanitarian efforts and the distribution of emergency reserves, leveraging year-round investments in smart humanitarian supply chains with real-time information on the availability of supplies, shared warehouses and logistic assets. Where necessary, WFP will complement these efforts with in-kind distributions using local and regional procurement in conjunction with the Global Commodity Management Facility, and by chartering sea, air and land logistics assets as needed. To support humanitarian supply chains, WFP will use its partnership with CDEMA, utilizing the four CDEMA sub-regional focal points as operational hubs with WFP's office in Barbados serving as the core operational centre, supported by the regional bureau.

### 4.4 Country office capacity and profile

~~77.~~83. WFP recently reopened its office in Barbados, hiring specialized staff to engage with regional and national stakeholders across the Caribbean. The core team has 67 percent female staff; with interns and short-term technical consultants included the figure is 60 percent. The office structure is designed to meet the core functions of this IMCSP, with a focus on capacity strengthening in the areas of disaster risk management and social protection, including supply chain optimization, beneficiary and data management, climate change adaptation, and broader food security systems. In line with the planned progressive handover of core WFP capacities to regional and national institutions, the office structure will be supplemented by embedding employees with local partners, as needed. Given the limited size of the office, WFP will rely on support from the regional bureau and headquarters, particularly to ensure adequate capacity in cross-cutting areas such as gender, protection, nutrition and monitoring and evaluation, as well as for surge requirements in the event of large-scale multi-country emergencies.

#### 4.5 Partnerships

78-84. WFP engagement through the MSDF informs its own strategy, resulting in improved synergies and partnership opportunities. Under the IMCSP, WFP will coordinate and partner with several actors in the region including UNICEF, the United Nations Development Programme (UNDP) and the World Bank in areas such as policy engagement, evidence generation and investments in social protection. There are also opportunities to cooperate with the Pan-American Health Organization and the Caribbean Public Health Agency on nutrition in emergencies, given the high prevalence of obesity across the Caribbean, and with UN-Women on strengthening gender-responsive disaster resilience. Engagement in disaster management is well coordinated along sector responsibilities and WFP works closely with the United Nations and the Red Cross Movement in support of CDEMA and national governments.

79-85. Having recently re-established a presence in the Caribbean following the emergency relief operation in 2017, WFP will explore opportunities to partner with sister agencies and other organizations, including those dedicated to women's rights and men's engagement, in order to help achieve the 2030 Agenda. Such opportunities may encompass broader development initiatives in food security, including nutrition and school feeding, complementing the efforts of the Food and Agriculture Organization of the United Nations (FAO). WFP will also contribute to joint proposals and programming with sister agencies to ensure that the implementation of the IMCSP takes an SDG-wide approach, with a clear division of labour and added value of the role of WFP.

86. The emphasis on partnership is captured through WFP engagement in two joint programmes: The Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean project led by UNDP with WFP and UN-Women<sup>55</sup> and a WFP/UNICEF co-led joint SDG Fund project that also includes the International Labour Organization, UNDP and UN-Women.<sup>56</sup> These projects will allow WFP to ground its efforts in shock-responsive social protection in the actions of sister agencies around the Caribbean.

87. Building on the 2017 response to hurricanes Irma and Maria and the 2019 response to Hurricane Dorian, WFP will continue to strengthen its partnership with the private sector, particularly with regard to logistics assets and capabilities and responses, including by working with CDEMA and national disaster management actors to address the issue of unsolicited relief items that could significantly reduce the logistical burden during emergency responses and help to ensure the sustainability of WFP efforts under the IMCSP.

88. Through the MSDF, WFP coordinates with the United Nations system throughout the Caribbean, including with six United Nations country (or subregional) teams and five resident coordinators. WFP is the lead of the United Nations Emergency Technical Team for Barbados and the OECS. WFP works closely with the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), UNICEF, UNDP, the resident coordinator Offices and other development partners in coordinating support for CDEMA. During any emergency response, WFP coordinates with CDEMA, the national government, OCHA and the humanitarian community.

<sup>55</sup> The project covers Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines and Suriname.

<sup>56</sup> The project, still pending final approval, includes Barbados, Saint Lucia and the OECS secretariat.

## 5. Performance Management and Evaluation

### 5.1 Monitoring and evaluation arrangements

~~80-89.~~ This IMCSP will ~~establish~~ employ a rigorous monitoring system, built on the experience of the Barbados country office since its inception, for continuously assessing WFP's contribution in the Caribbean and ~~to make~~ making programmatic adjustments as needed. Strategic outcome 1 will be monitored to assess regional and national capacities to effectively, equitably and efficiently respond to shocks. Technical support to WFP's counterparts will be tracked and analysed. Strategic outcomes 2 and 3 will be measured by gauging the direct changes for assisted populations and the quality of services provided. As with the 2017 hurricane response operation in Dominica, all process and outcome monitoring will be gender and age-responsive, designed to ensure accountability to all affected populations, differentiating the positive and potential negative impacts for all targeted beneficiaries. In this multi-country context, WFP's approach will rely heavily on strong partnerships, and the IMCSP will ensure joint monitoring of activities, particularly with national counterparts in order to strengthen their monitoring and evaluation capacities. Where necessary, the WFP Barbados office will also rely on supplementary monitoring and evaluation expertise in the regional bureau.

~~81-90.~~ Lessons will be drawn from any emergency responses implemented under strategic outcomes 2 and 3. At least one decentralized evaluation on capacity strengthening in disaster management will be conducted in the second year of the IMCSP to facilitate learning, enhance accountability to government counterparts and donors and analyse WFP's contributions to the region under the IMCSP and its precursor trust fund.

### 5.3 Risk management

~~82-91.~~ WFP maintains and monitors a risk register, including mitigation measures, in order to respond to changes in regional circumstances. Key risks are discussed below.

#### ***Strategic risks***

~~83-92.~~ *Increasingly frequent and extreme climate shocks and disasters:* The Caribbean countries are among those most exposed to climate-related risks such as rising sea levels, tropical cyclones, increasing air and surface temperature and changing rainfall patterns. Most of these countries have limited operational and financial capacity to carry out large-scale disaster risk management individually. The risk of a large-scale regional disaster is significant and strategic outcome 1 is effectively a mitigating measure, with increased national and regional capacity allowing for a more rapid joint response.

~~84-93.~~ *Insufficient funding:* The inability to raise funds to strengthen disaster preparedness may reverse progress made in enhancing the ability of Caribbean countries to respond to a large-scale disaster. In the event of funding shortfalls, WFP will review and prioritize CDEMA and individual country activities. The regional bureau in Panama will support fundraising and the diversification of the donor base.

~~85-94.~~ *Host governments and other partnerships:* WFP is recognized as a key actor in the Caribbean risk management system, in which it supports national and regional capacities. However, in times of crisis, the policies and strategies of partners and donors could result in a multitude of offers to assist the region, some of which may overlap with WFP support and present barriers to effective implementation. As a mitigation measure, WFP will support strategic and operational partnerships to avoid overlaps and strengthen complementarities. At the same time, WFP will maintain enough flexibility to adjust to changing partnership landscapes and support needs.

**86-95. Gender and age considerations:** A failure to pay attention to gender and to understand the social norms and context for women, men, girls and boys would pose the risk of not achieving the intended benefits for all and could potentially cause unintended harm to segments of the population.

### **Operational risks**

**87-96. Timely delivery and targeting:** Based on recent experiences in the region, such as the responses to Tropical Storm Erika and hurricanes Matthew, Irma and Maria, challenges related to logistics and distribution mechanisms represent a significant impediment to providing rapid and appropriate support to shock-affected populations. Existing social protection systems in several countries could benefit from improved targeting mechanisms that enhance their ability to deliver assistance to those most affected. Strategic outcome 1 attempts to mitigate these risks by addressing the gaps in national systems and regional response mechanisms.

### **Fiduciary risks**

**88-97. Fraud:** WFP will take every precaution to prevent fraud and corruption in its operations, both with regard to year-round capacity strengthening and during influxes of international assistance for emergencies. To do so, WFP will ensure adequate training and sensitization for its own staff, while also establishing rigorous monitoring processes.

**89-98. Safety:** In most circumstances, Barbados and most Caribbean states are stable and largely safe countries, although they can experience violent crime. WFP will ensure its staff is adequately protected and able to avoid these risks, particularly while on deployment for emergency or capacity-strengthening missions.

### **Financial risks**

**90-99. Exchange rate and pricing:** The exchange rates tend to be stable in most Caribbean countries, although prices can be volatile during emergencies. To avoid the inefficient use of resources, WFP will seek to secure agreements ahead of time, benefitting from its recently established presence in Barbados.

## **6. Resources for results**

### **6.1 Country portfolio budget**

<b>Strategic outcome</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Total</b>
1	3 123 516	2 619 232	<b>5 742 748</b>
2	235 243	1 552 679	<b>1 787 923</b>
3	431 035	1 063 739	<b>1 494 774</b>
<b>Total</b>	<b>3 789 794</b>	<b>5 235 650</b>	<b>9 025 444</b>

**94-100.** Over the course of this IMCSP, the majority of the budget will be allocated to strategic outcome 1, reflecting the priority given to capacity strengthening. By coordinating through the MSDF and in collaboration with CDEMA and other regional or subregional entities such as OECS, WFP will work to ensure that all countries in the Caribbean benefit from this technical assistance, that actions are adequately sequenced and that duplication of efforts is minimized.

Strategic outcomes 2 and 3 are designed to ensure rapid response to the immediate needs of the most affected populations in the event of a large-scale emergency, although WFP expects to revise any such response as needs evolve. WFP will ensure an adequate allocation of resources to gender equality components in all its activities, whether for year-round capacity strengthening or for emergency response.

## **6.2 Resourcing outlook**

~~92.101.~~ Despite having limited recent experience in the Caribbean, WFP's emergency response to hurricanes Irma and Maria in 2017 and Dorian in 2019 received substantial funding, some of which also translated into multi-year funding contributions to support system-level improvements in disaster risk management. While forecast resources are lower for long-term capacity strengthening in preparedness, so are the resource requirements. WFP has a positive track record of funding effective technical assistance programmes in the region.

## **6.3 Resource mobilization strategy**

~~93.102.~~ WFP engaged with donors throughout the development of this IMCSP and will continue to demonstrate results in its efforts to strengthen its partnership with existing donors and broaden its outreach to new multilateral and bilateral donors. WFP's resource mobilization strategy will also target new funding streams such as the private sector and foundations. WFP will use innovative ways to communicate and showcase the results of its capacity strengthening activities, periodically updating its resource mobilization strategy in partnership with the regional bureau and other technical units.

**ANNEX I****LOGICAL FRAMEWORK FOR CARIBBEAN INTERIM MULTI-COUNTRY STRATEGIC PLAN (2020–2021)**

**Strategic Goal 1: Support countries to achieve zero hunger**

**Strategic Objective 1: End hunger by protecting access to food**

**Strategic Result 1: Everyone has access to food**

**Strategic outcome 2: Crisis-affected people in the Caribbean are able to meet their food, nutrition and other essential needs during and in the aftermath of shocks**

Outcome category: Enhanced social and public-sector capacity to assist populations facing acute, transitory or chronic food insecurity

Focus area: crisis response

**Assumption:**

National and regional actors allow WFP intervention in the aftermath of an emergency

**Outcome indicators**

Consumption-based coping strategy index, reduced CSI (rCSI)

Food consumption score

**Activities and outputs**

**2. Provide emergency assistance through cash-based and in-kind transfers to shock-affected people (URT: Unconditional resource transfers to support access to food)**

Affected people receive cash-based transfers or in-kind food assistance that meets their food and other essential needs (SR 1) and preserves their nutrition status (SR 2). (A: Resources transferred)

**Strategic Goal 2: Partner to support implementation of the SDGs****Strategic Objective 4: Support SDG implementation****Strategic Result 5: Developing countries have strengthened capacity to implement the SDGs****Strategic outcome 1: National governments and regional public institutions in the Caribbean have strengthened capacity to prepare for, increase their resilience to and respond to disasters by 2021**

Outcome category: Enhanced capacities of public- and private-sector institutions and systems, including local responders, to identify, target and assist food-insecure and nutritionally vulnerable populations.

Focus area: resilience building

**Assumptions:**

Regional and national actors participate effectively in the activities promoted through the IMCSP

**Outcome indicators**

Emergency preparedness capacity index

Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening

## Activities and outputs

### 1. Provide technical assistance and capacity strengthening support to CDEMA and its Participating States in the areas of supply chain, emergency telecommunications, emergency food assistance, social protection, climate change adaptation and risk financing, and food and nutrition security advocacy. (CSI: Institutional capacity strengthening activities)

Community members benefit from enhanced early warning systems, insurance schemes and vulnerability analysis, mapping and monitoring tools that help to increase their resilience to climate change. (C: Capacity development and technical support provided)

Community members benefit from logistics and telecommunication augmentation through the pre-positioning of logistics equipment and supplies in the most vulnerable CDEMA Participating States, which helps to protect their access to food and their livelihoods. (C: Capacity development and technical support provided)

People vulnerable to shocks benefit from the strengthened needs assessment methods, planning processes and analysis capacities of national institutions in CDEMA Participating States, which help to protect their access to food and their livelihoods. (C: Capacity development and technical support provided)

Vulnerable people affected by shocks benefit from strengthened shock-responsive social protection systems in CDEMA Participating States, which help to protect their access to food and their livelihoods (C: Capacity development and technical support provided)

## Strategic Objective 5: Partner for SDG results

### Strategic Result 8: Sharing of knowledge, expertise and technology strengthen global partnership support to country efforts to achieve the SDGs

**Strategic outcome 3: Humanitarian and development partners in the Caribbean have access to reliable common services, including support through the logistics, emergency telecommunications and food security sectors, throughout crises** Outcome category: Enhanced common coordination platforms

Focus area: crisis response

## Assumption:

National and regional actors request enhancement of common services

## Outcome indicators

User satisfaction rate

### Activities and outputs

#### **3. Provide support through WFP led or co-led sectors to CDEMA and national disaster management authorities and other relevant partners in order to improve emergency response. (CPA: Service provision and platforms activities)**

Affected populations benefit from emergency telecommunications services for national disaster management cells, humanitarian agencies and partners by receiving timely life-saving assistance (H: Shared services and platforms provided)

Affected populations benefit from food security sector coordination and information management by receiving timely humanitarian assistance (H: Shared services and platforms provided)

Affected populations benefit from logistics sector services for national disaster management cells, humanitarian agencies and partners by receiving timely life-saving food and medical supplies. (H: Shared services and platforms provided)

- - - - -

**Strategic Goal 1: Support countries to achieve zero hunger****C.2. Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity****Cross-cutting indicators**

C.2.2: Proportion of targeted people receiving assistance without safety challenges

C.2.3: Proportion of targeted people who report that WFP programmes are dignified

C.2.4: Proportion of targeted people having unhindered access to WFP programmes

**C.3. Improved gender equality and women's empowerment among WFP-assisted population****Cross-cutting indicators**

C.3.1: Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality

C.3.2: Proportion of food assistance decision-making entity – committees, boards, teams, etc. – members who are women

C.3.3: Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex and type of activity

REVISI

## ANNEX II

INDICATIVE COST BREAKDOWN BY STRATEGIC OUTCOME (USD)				
	Strategic Result 5 SDG Target 17.9	Strategic Result 1 SDG Target 2.1	Strategic Result 8 SDG Target 17.16	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	
Focus area	Resilience building	Crisis response	Crisis response	
Transfer	4 583 793	1 391 650	1 226 588	<b>7 202 031</b>
Implementation	598 594	229 130	126 122	<b>953 847</b>
Adjusted direct support costs	209 864	58 020	50 834	<b>318 718</b>
<b>Subtotal</b>	<b>5 392 251</b>	<b>1 678 800</b>	<b>1 403 544</b>	<b>8 474 596</b>
Indirect support costs (6.5 percent)	350 496	109 122	91 230	<b>550 849</b>
<b>Total</b>	<b>5 742 748</b>	<b>1 787 923</b>	<b>1 494 774</b>	<b>9 025 444</b>

## Acronyms used in the document

ARC	African Risk Capacity
CARICOM	Caribbean Community
CBT	cash-based transfer
CDEMA	Caribbean Disaster Emergency Management Agency
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
IFAD	International Fund for Agricultural Development
IMCSP	interim multi-country strategic plan
MSDF	United Nations multi-country sustainable development framework <u>for the Caribbean for 2017-2021</u>
OECS	Organisation of Eastern Caribbean States
PAHO	Pan-American Health Organization
RFNSAP	CARICOM Regional Food and Nutrition Security Action Plan
RFNSP	CARICOM Regional Food and Nutrition Security Policy
SAMOA Pathway	SIDS Accelerated Modalities of Action
SDG	Sustainable Development Goal
SIDS	small island developing states
<u>UNDP</u>	<u>United Nations Development Programme</u>
UNICEF	United Nations Children's Fund
WHO	World Health Organization