

DRAFT WFP POLICY ON SOUTH–SOUTH AND TRIANGULAR COOPERATION



Informal Consultation

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EXECUTIVE SUMMARY

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

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

WFP's operations reach approximately 10 percent of the world's hungry and undernourished people. To support progress towards the objectives of the Zero Hunger Challenge and the proposed Sustainable Development Goal on ending hunger, it will be necessary to mobilize additional resources, expertise, skills, capacities and innovations in developing countries.

In line with the WFP Strategic Plan (2014–2017) and the WFP Partnership Strategy, this policy builds on WFP's current support to South–South and triangular cooperation, especially at the country and regional levels. It aims to further expand WFP's engagement mechanisms with developing countries to support progress on the objectives of the Zero Hunger Challenge and the emerging Sustainable Development Goal on ending hunger.

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

- Focus on the most vulnerable;
- Promote local ownership;
- Ensure inclusiveness and balance;
- Facilitate learning and innovation;
- Strengthen country systems and capacities;
- Emphasize complementarity;
- Add value; and
- Build on existing structures.

In line with these principles, WFP will:

- facilitate at the country level the sharing of experiences, knowledge, skills, information and practices related to ending hunger and improving food security and nutrition;
- encourage innovations, and disseminate lessons on scaling up innovative food security practices;
- enhance WFP's engagement and partnerships with developing countries that have experiences to share;
- partner with regional and subregional organizations to enhance cooperation on ending hunger and improving food security and nutrition among developing countries;
- enhance links between WFP and local research institutions and non-governmental organizations to build the evidence base for Zero Hunger activities; and

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

- integrate and align WFP's work with broader United Nations-wide initiatives for promoting South–South and triangular cooperation, including with the United Nations agencies based in Rome.

While South–South cooperation can complement North–South cooperation, WFP recognizes that North–South cooperation remains essential for achieving a world without hunger. WFP therefore supports South–South and triangular cooperation as one of a portfolio of mechanisms for enhancing its engagement with countries.

CONTEXT

1. Through the Millennium Development Goals, the proposed Sustainable Development Goals (SDGs) and the Zero Hunger Challenge, countries are prioritizing initiatives for ending hunger and improving food security and nutrition. WFP's mandate, policies and operations put it at the forefront of these efforts, whose objectives include establishing dependable access to adequate food and nutrition for all people; eliminating malnutrition; ensuring that food systems are sustainable and resilient; and supporting livelihoods that sustain the poorest and most vulnerable populations.
2. WFP's operations reach approximately 10 percent of the world's undernourished people.² For countries to establish the practices and systems required to achieve a world with Zero Hunger, it will be necessary to mobilize additional resources, expertise, skills, capacities and practices in developing countries.
3. From the perspective of WFP country offices, South–South and triangular cooperation can provide nationally owned efforts with support in three main areas:
 - *Country capacities.* South–South and triangular cooperation can enable WFP to shift more quickly from providing food aid to supporting country-owned programmes to improve food security and nutrition. By sharing expertise, tools and skills, countries can strengthen their own systems and capacities and increase their ownership of actions for food security.
 - *Funding sources.* With continuing economic crises around the world and rising demand for food assistance, there is need for new funding sources. South–South cooperation, triangular arrangements and in-kind or cash contributions through twinning are important potential funding sources.
 - *Innovation.* Many innovations that support food security emerge from practices in developing countries. South–South cooperation can facilitate the identification and testing of potential prototypes in diverse, real-world conditions.

DEFINITIONS AND KEY CONCEPTS

4. WFP's support for South–South and triangular cooperation applies the definitions and directions established by the Secretary-General's 2012 Framework of operational guidelines on United Nations support to South–South and triangular cooperation.³
5. The guidelines define South–South cooperation as:

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

² According to the current method of counting beneficiaries, which does not include all people reached through WFP's capacity-development measures.

³ http://ssc.undp.org/content/dam/ssc/documents/Key%20Policy%20Documents/SSC%2017_3E.pdf

This definition is based on the Nairobi outcome document, negotiated at the United Nations High-Level Conference on South–South Cooperation and adopted by the United Nations General Assembly in December 2009.⁴

6. The guidelines define triangular cooperation as:

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

7. WFP facilitates South–South and triangular cooperation at the request of developing countries, assisting them in exploring the complementarities and synergies among South–South, North–South and triangular cooperation in food security and nutrition.

POLICY BASIS AND OBJECTIVE

8. The objective of this policy is to expand WFP’s engagement in developing countries to facilitate progress towards the objectives of the Zero Hunger Challenge and the proposed SDGs.
9. WFP supports the objectives of South–South and triangular cooperation laid out in the Nairobi outcome document:⁴
 - a) Support national and regional development efforts;
 - b) Enhance institutional and technical capacities;
 - c) Improve the exchange of experiences and expertise among developing countries;
 - d) Respond to the specific development challenges of developing countries; and
 - e) Increase the impact of international cooperation.
10. WFP support to South–South and triangular cooperation will apply the following principles:
 - *Focus on the most vulnerable.* The main beneficiaries of WFP’s engagement in South–South and triangular cooperation should be the most vulnerable people.
 - *Promote local ownership.* WFP welcomes and supports South–South cooperation at the national, subnational and community levels.
 - *Ensure inclusiveness and balance.* South–South cooperation supported by WFP must be inclusive and based on equality. WFP recognizes that all countries – independent of their stage of development – have experiences to share.
 - *Facilitate learning and innovation.* WFP supports countries in sharing innovative practices and designing solutions with other countries.
 - *Strengthen country systems and capacities.* In facilitating South–South and triangular cooperation, WFP focuses on local systems and institutions to promote the transition to local ownership and the sustainability of food security programmes.

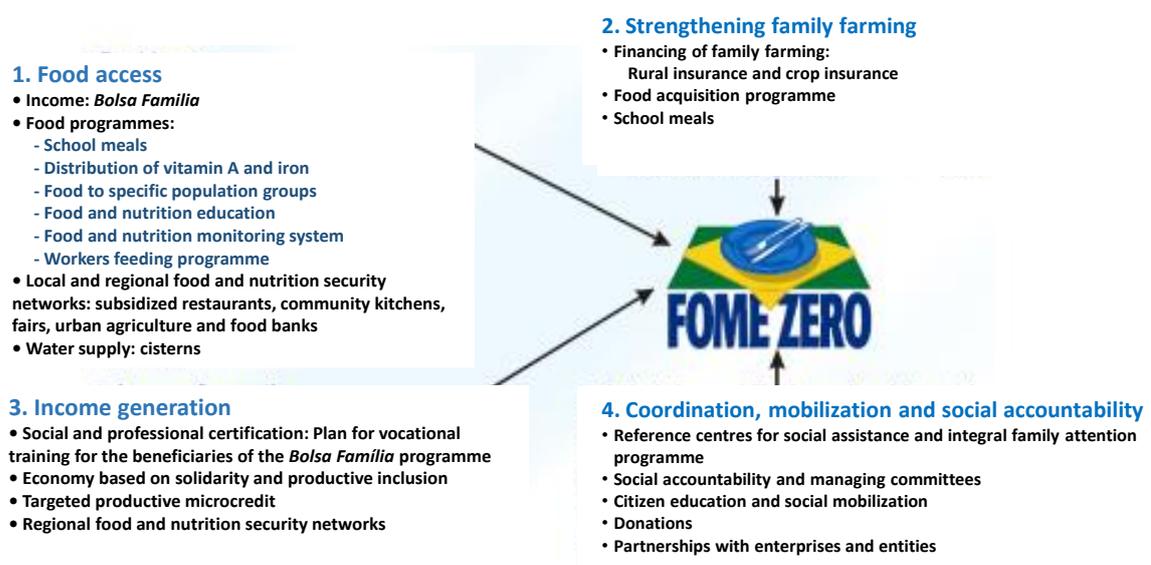
⁴ United Nations. 2010. Nairobi outcome document of the High-level United Nations Conference on South–South Cooperation. General Assembly Resolution 64/222.
<http://ssc.undp.org/content/dam/ssc/documents/Key%20Policy%20Documents/Nairobi%20Outcome%20Document.pdf>

- *Emphasize complementarity.* South–South cooperation complements but does not substitute traditional North–South cooperation. Triangular cooperation combines the advantages of both approaches.
- *Focus on adding value.* WFP engages in South–South and triangular cooperation when it can add value through its global network, expertise, cost-effectiveness and implementation capacity.
- *Build on existing structures.* As far as possible, WFP supports South–South and triangular cooperation through existing programmes and structures at the country, regional and global levels.

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

11. WFP supports South–South and triangular cooperation in its work at the policy, programming and implementation levels in a wide range of areas, including school meals, nutrition improvement, connecting smallholder farmers to markets through the Purchase for Progress (P4P) initiative, procurement, sustainable agriculture, social protection and safety nets, access to adequate food through markets, climate change services for resilience-building, and development of Zero Hunger strategies.
12. The WFP Centre of Excellence Against Hunger is a unique partnership between WFP and the Government of Brazil, which makes Brazil’s experience in addressing the Zero Hunger Challenge available to other developing countries for learning, sharing and adaptation through South–South and triangular cooperation. The centre advocates for developing nationally owned, sustainable programmes and policies for school feeding, social protection and nutrition improvement. It has strengthened WFP’s tools and capacities for engaging governments in the design and implementation of national food security and nutrition programmes.

Figure 1: Brazil’s Zero Hunger programme (*Zero Fome*)



13. WFP advocates for establishing additional centres and other cooperation mechanisms based on experiences with the Centre of Excellence Against Hunger in Brazil:
- *Systematic South–South knowledge-sharing.* WFP centres of excellence allow other governments to tap into the expertise of a pioneering country through a structured approach and methodology.
 - *Engagement with developing countries as allies for Zero Hunger.* Through centres of excellence established in cooperation with developing country partners, WFP can expand its capacity to reduce global hunger, particularly by creating incentives for changes that address hunger and food insecurity challenges and achieve impact at scale. Countries with centres of excellence may also become advocates and partners for Zero Hunger initiatives in other countries.
 - *Mutual added value.* Centres of excellence provide WFP with access to resources, expertise, knowledge and networks that enhance its ability to achieve the Strategic Objectives outlined in the 2014–2017 Strategic Plan. Developing country partners can also benefit from WFP’s networks and implementation capacity.
14. WFP supports South–South cooperation through modalities that include knowledge-sharing, technical cooperation, advocacy on policy, regional initiatives and in-kind support. The following are some examples:
- *Knowledge-sharing.* WFP contributed to disseminating practices from developing countries by facilitating knowledge-sharing related to Zero Hunger policies and programmes: the WFP Centre of Excellence Against Hunger in Brazil supported Bangladesh in developing a school feeding programme linked to local agriculture. Drawing on Brazil’s Zero Hunger strategy, Bangladesh examined ways of linking school feeding to broader policies and programmes for food and nutrition security. The findings will inform Bangladesh’s decision on whether to include school meals linked to local producers in its long-term vision and transition plans.
 - *Technical cooperation.* In Malawi, WFP built on its experience of P4P to promote food and nutrition security and income-generating opportunities for farmers and vulnerable communities. A Purchase from Africans for Africa initiative involving WFP, the Food and Agriculture Organization of the United Nations (FAO) and the Government of Brazil informed Malawi’s implementation of a national school health and nutrition strategy linked to local production. In addition, WFP’s demand for food can be used to guarantee markets for smallholder farmers.
 - *Mobilization of in-kind support.* During the 2011/12 food crisis in the Horn of Africa, WFP facilitated the delivery of in-kind contributions from countries of the Southern African Development Community – Angola, Mozambique, South Africa, the United Republic of Tanzania and Zambia – along with Cuba, Sri Lanka and the Sudan. Rice, sugar, fish, beans, meat, sorghum, rice oil, peas, coarse salt, soya and maize worth more than USD 13.9 million were distributed in Ethiopia, Kenya and Somalia.
 - *Policy advocacy.* In partnership with the International Cooperation Agency of Chile, WFP helped improve nutrition in Paraguay. Through triangular cooperation, WFP and the agency supported the restructuring of Paraguay’s national programme on nutrition and influenced health policy and strategies for reducing poverty and inequality. This resulted in the formulation and adoption of a law on the prevention of undernutrition.

POLICY IMPLEMENTATION

Priorities

15. To enhance WFP's support to country-led efforts to improve food security and nutrition in line with global and national targets, WFP will undertake the following activities in South–South and triangular cooperation:

- *Establish an effective information and knowledge-management system to facilitate knowledge-sharing among countries.* The system will provide access to best practices for improving food and nutrition security through South–South and triangular cooperation. WFP will match the needs of developing countries requesting support with the knowledge, skills, information and practices of other developing countries. WFP will encourage its own staff to form a community of practitioners for promoting South–South cooperation and to enhance internal sharing of knowledge and experiences.
- *Encourage innovation.* WFP will identify South–South and triangular cooperation initiatives embedded in its programmes that could help improve food security and nutrition. WFP will encourage planning and programme designers to consider opportunities for South–South cooperation. It will help identify ways of linking innovative initiatives to existing funding mechanisms that can support the identification and testing of prototypes for taking to scale.
- *Establish additional centres of excellence.* WFP explores different modalities for capturing and sharing country expertise. Building on experience of the Centre of Excellence Against Hunger in Brazil, WFP's establishment of new centres or similar arrangements will be guided by their potential for adding value, including by systematizing South–South knowledge-sharing, engaging developing countries as allies for Zero Hunger, and enhancing the mutual benefits to developing country partners.
- *Support regional and subregional organizations to enhance cooperation in improving food security and nutrition.* WFP's support will facilitate the sharing of expertise, information and capacities in resilience-building, emergency preparedness, disaster risk reduction and nutrition. WFP will engage regional and subregional organizations in expanding food security and nutrition initiatives, and will scale up the development of Zero Hunger strategies by assisting regional institutions in collating and disseminating lessons from national experiences of working with the WFP Centre of Excellence Against Hunger.
- *Build the evidence base for Zero Hunger activities through enhanced links to local research institutions and non-governmental organizations (NGOs) in developing countries.* Academic institutions and NGOs can have a valuable role in developing national capacities for food security and vulnerability analysis. WFP will explore opportunities for partnering academic institutions in developing countries to increase food security and vulnerability analysis and to enhance links between research and practical learning and innovation.
- *Integrate and align WFP's work with United Nations initiatives for promoting South–South and triangular cooperation.* WFP will explore opportunities for collaborating with other United Nations agencies supporting South–South and triangular cooperation in food security and nutrition, including FAO and the International Fund for Agricultural Development (IFAD). WFP will align its own efforts with the broader United Nations system through inter-agency

knowledge-sharing in coordination with the United Nations Office for South–South Cooperation (UNOSSC).

Advocating for nutrition investments through the Cost of Hunger in Africa studies

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

Initial results of the studies have enhanced policymakers’ awareness of the social and economic impacts of child undernutrition; influenced high-level political platforms; and promoted African countries’ integration of shared practices into nutrition programmes.

Main Deliverables

16. Implementation of the policy will require WFP to work in four main areas:

- *Providing country offices with guidance and support on engaging in and facilitating South–South and triangular cooperation.* More advocacy and guidance are needed on integrating WFP’s approaches to South–South and triangular cooperation into its work. WFP country offices need encouragement and capacity development to enhance their engagement in cooperation, including in countries that are interested in sharing knowledge and experience, and to locate other sources of experience and expertise.
- *Providing and/or linking to a platform for sharing knowledge on food security and nutrition.* Knowledge-sharing is central to cooperation. Governments frequently ask WFP for examples of relevant practices and experiences from other countries. However, WFP lacks an effective system for capturing lessons and best practices from around the world, and will have to enhance its information and knowledge management systems to improve its support to knowledge-sharing among countries. To avoid duplication and promote inter-agency collaboration, WFP will review the knowledge platforms and tools of other United Nations agencies, including the other Rome-based agencies, UNOSSC⁵ and the World Bank.⁶
- *Enhancing WFP’s network of expertise by establishing additional centres of excellence or other mechanisms.* WFP will explore options for establishing additional cooperation and experience-sharing mechanisms that complement existing ones and add value. As well as centres of excellence, these modalities can also include technical expert rosters, exchange visits, technology transfer, public–private partnerships and advocacy support.
- *Creating incentives for South–South cooperation on food security and nutrition issues in line with WFP’s rules, regulations and financial framework.* Mechanisms for WFP to explore include twinning and similar arrangements, linking existing funding mechanisms to innovations in South–South and triangular cooperation, and facilitating bilateral assistance programmes.

⁵ Such as the South–South Global Assets and Technology Exchange Platform (SS-GATE), a clearing-house for trilateral cooperation and South–South exchange.

⁶ Such as *The Art of Knowledge Exchange* publication and the World Bank’s work on “knowledge hubs”.

CONTEXT-SPECIFIC SUPPORT TO SOUTH–SOUTH AND TRIANGULAR COOPERATION

17. WFP recognizes that all countries – independent of their stage of development or income level – can have innovative experiences, practices and technologies to share. All countries have the potential to become providers of humanitarian and development assistance.
18. WFP needs to ensure that its own support mechanisms, including its Centre of Excellence Against Hunger, are sufficiently flexible to adapt to diverse contexts around the world. Not all practices are suitable for replication or scaling up; before facilitating a South–South exchange, WFP can assist countries in assessing their own contexts and conditions and the adaptability of potential approaches.
19. WFP recognizes that some countries are rapidly increasing their influence at the regional level. A growing number of developing countries with stronger macroeconomic indicators are both providers and recipients of assistance; some have established their own international cooperation agencies. There is need for WFP to support these countries in addressing their own food security and nutrition issues, including through technical assistance and capacity development.
20. While South–South cooperation is a valuable complement to more traditional forms of international assistance, WFP recognizes that North–South cooperation remains essential to achieve Zero Hunger.

RESOURCE CONSIDERATIONS FOR IMPLEMENTATION

21. To improve food security and nutrition through South–South and triangular cooperation, WFP will build on its capacities and structures at the country, regional, interregional and global levels. Given the link between South–South cooperation and capacity development, WFP will continue to enhance its technical assistance to country offices, building on the expertise of specialized units such as its Country Capacity Strengthening Service.
22. Implementation of this policy will require inter-agency coordination and collaboration. WFP will increase its collaboration in South–South and triangular cooperation with other United Nations agencies, particularly FAO and IFAD.

CONCLUSIONS

23. WFP recognizes the importance and potential of South–South cooperation in improving food security and nutrition, especially through enhanced country capacities and nationally owned efforts and innovations.
24. The process to develop the Post-2015 Development Agenda and the SDGs is making it increasingly clear that many developing countries possess solutions that support the achievement of Zero Hunger. WFP can add value by facilitating South–South and triangular cooperation to make these solutions more widely available.
25. In implementing this policy, WFP will focus on facilitating the sharing of country-level experiences, knowledge and skills related to ending hunger and improving food security and nutrition; encouraging programme and other innovations; fostering partnerships with regional and subregional organizations to enhance cooperation among developing countries; exploring the options for establishing additional centres of excellence and similar arrangements; building the evidence base for Zero Hunger activities in cooperation with

local research institutions and NGOs; and integrating and aligning its work with broader United Nations-wide initiatives.

26. WFP recognizes that all developing countries have experiences to share and that South–South cooperation is a valuable complement to North–South cooperation. WFP supports South–South and triangular cooperation as one of a portfolio of mechanisms for enhancing its engagement with developing countries. WFP will allow sufficient flexibility in implementing this policy to meet the context-specific needs of individual countries.

ACRONYMS USED IN THE DOCUMENT

FAO	Food and Agriculture Organization of the United Nations
IFAD	International Fund for Agricultural Development
NGO	non-governmental organization
P4P	Purchase for Progress
SDG	Sustainable Development Goal
UNOSSC	United Nations Office for South–South Cooperation