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## **POLICY ISSUES**

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## **WFP STRATEGIC PLAN (2008–2011)**



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## NOTE TO THE EXECUTIVE BOARD

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

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

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## EXECUTIVE SUMMARY

The Strategic Plan (2008–2011) lays out a framework for potential action for WFP. The Strategic Objectives reflect the changing nature of food aid and hunger, and WFP's history, experience and comparative advantages. They also reflect the continued importance of coherence in United Nations delivery at the country level.

The Strategic Plan (2008–2011) marks a historical shift from WFP as a food aid agency to WFP as a food assistance agency, with a more nuanced and robust set of tools to respond to critical hunger needs. Its overarching goal is to reduce dependency and to support governmental and global efforts to ensure long term solutions to the hunger challenge.

The global context in which WFP operates is rapidly changing. One example of this is the rapid globalization of the hunger challenge, including the recent market shocks and the challenges presented by climate change. Deploying WFP most effectively within this broader global context is what the Strategic Plan is all about.

WFP will focus on five Strategic Objectives:

- save lives and protect livelihoods in emergencies;
- prevent acute hunger and invest in disaster preparedness and mitigation measures;
- restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations;
- reduce chronic hunger and undernutrition;
- strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase.

Not all Strategic Objectives will apply to all situations and all countries. Specific priorities will be set based on the specific needs and priorities in a country or region and in accordance with the comparative advantage that WFP can bring in a particular time and place.

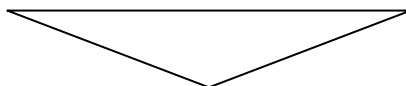
WFP will continuously assess and align its approaches to changes in the external operating and funding environments, and develop its range of tools in order to meet hunger and humanitarian needs in ways that are as sensitive as possible to local conditions, for example by using vouchers and cash when appropriate, as an alternative or addition to food commodity responses.

Be it in precursor efforts, emergency response or during the transition to sustainable solutions to hunger, success will depend not only on WFP's own capacity, but also on the extent to which WFP manages to be a partner for others – national governments, other United Nations organizations, non-governmental organizations or the private sector. WFP's effort is an important building block in the fight against hunger, but its effectiveness will be maximized only if it is accompanied by other actors' efforts or integrated into a broader alliance. Partnerships are also crucial for an effective handing over of WFP's activities.



WFP will continue to be accountable for the efficient and effective use of the resources entrusted to it by closely monitoring and evaluating the outputs of its activities and measuring the outcomes and impact that can be attributed to them.

## DRAFT DECISION\*



The Board approves the WFP Strategic Plan (2008–2011) presented in WFP/EB.A/2008/5-A/1/Rev.1, in accordance with General Rule VI.1.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document (WFP/EB.A/2008/16) issued at the end of the session.



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2. *To protect livelihoods and enhance self-reliance in emergencies and early recovery*
3. *To reach refugees, internally displaced persons (IDPs), and other vulnerable groups and communities whose food and nutrition security has been adversely affected by shocks*

#### *Main Tools*

- *General and targeted food assistance and emergency nutrition interventions*
- *Emergency needs assessments*
- *Emergency logistics, special operations, and information and communications technology (ICT) capacity*
- *United Nations cluster leadership for logistics and emergency ICT*

### D. STRATEGIC OBJECTIVE TWO: PREVENT ACUTE HUNGER AND INVEST IN DISASTER PREPAREDNESS AND MITIGATION MEASURES

#### *Goals*

1. *To support and strengthen capacities of governments to prepare for, assess and respond to acute hunger arising from disasters*
2. *To support and strengthen resiliency of communities to shocks through safety nets or asset creation, including adaptation to climate change*

#### *Main Tools*

- *Vulnerability analysis and mapping*
- *Early warning products and tools*
- *Disaster preparedness and mitigation programmes*
- *Programmes to help communities reinforce their essential food and nutrition security systems and infrastructures, as well as their adaptability to climate change – including voucher, cash and food-based safety nets*

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



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

#### **Main Tools**

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

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2. *To develop clear hand-over strategies to enhance nationally owned hunger solutions*
3. *To strengthen the capacities of countries to design, manage and implement tools, policies and programmes to predict and reduce hunger*

#### **Main Tools**

- *WFP's procurement activities*
- *Hand-over of WFP hunger tools*
- *Policy and programmatic advice*
- *Advocacy*



## A. CONTEXT

1. *The WFP context.* WFP's Strategic Objectives are derived from its mandate, its Mission Statement and the Millennium Development Goals (MDGs) agreed upon by all United Nations member states. The Strategic Objectives reflect the changing nature of food aid and hunger, and WFP's history, experience and comparative advantages. They also reflect the continued importance of coherence in United Nations delivery at the country level. WFP is the largest and most operational United Nations agency with a key role to play in helping to address the threat and persistent consequences of life-threatening hunger and undernutrition. WFP also has a key role to play in the efforts to enhance coherence and reform in the United Nations humanitarian and development systems.
2. The Strategic Plan lays out a framework for potential action for WFP. This Strategic Plan marks a historic shift to WFP using a more nuanced and market-sensitive set of tools to respond to critical hunger needs. The Strategic Plan is based on mapping out a "value chain of hunger" and focuses on WFP's unique expertise and role in addressing hunger as part of a coherent global strategy focused on partnerships, led by governments and including all other stakeholders. Its overarching goal is to reduce dependency and to support governmental and global efforts to ensure long term solutions to the hunger challenge. WFP will incorporate responses that strengthen local markets and capabilities whenever and wherever possible.
3. The United Nations is at the forefront of two of the defining issues of our time: climate change and high food prices. Both will be key dimensions of the future work and collaboration of the Rome-based agencies. In this sense, they provide an almost unprecedented opportunity for WFP to be an integral part of the overall United Nations system response, led by the Secretary-General of the United Nations and strongly supported by the Director-General of the Food and Agriculture Organization of the United Nations (FAO) and the President of the World Bank, among others. A sharpened focus on the MDGs, especially MDG1 and hunger, and the outcome of the *High-Level Conference on World Food Security: the Challenges of Climate Change and Bioenergy* will provide strategic policy guidance directly relevant to WFP's work. The opportunity for WFP to be a strategic partner for others has never been more present.
4. The Strategic Plan reflects the real-world challenges, including the recent increased hunger caused by soaring food prices and tight supplies, and the difficult practical choices that the organization confronts – day to day, month to month and year to year. The Strategic Plan, like WFP itself, is in part a reflection of international realities – including the gaps and deficiencies in the broader international humanitarian and development architecture. Support for recovery, in particular in critical peacebuilding situations, is often not sustained. The gap between crises, recovery and sustainable longer-term solutions is very frequently a chasm. Yet within this context, the international system also has important tools and assets. WFP is one of these assets. Deploying WFP most effectively within this broader global context is what the Strategic Plan is all about.
5. The global context in which WFP operates is rapidly changing. One example of this is the rapid globalization of the hunger challenge, including the recent market shocks and the challenges presented by climate change. The organization needs to respond in an effective manner to emerging trends and challenges. Despite progress toward halving the proportion of hungry in the developing world over the past decades, the absolute number of hungry is growing and there are new challenges before us. Economic shocks such as soaring food and fuel prices are diminishing the purchasing power of some of the most vulnerable



households, exposing many millions to greater desperation and hunger. In many regions climate change contributes to the destruction of livelihoods, reduces agricultural yields and threatens lives, pushing ever more people into desperation. Responding to those hunger challenges requires multi-faceted food assistance policies that can address food availability, food access and food utilization problems.

6. WFP will continue to emphasize national ownership and priorities, in line with widely-recognized principles.<sup>1</sup> Not all Strategic Objectives will apply to all situations and all countries. Specific priorities will be set based on the specific needs and priorities in a country or region and in accordance with the comparative advantage that WFP can bring in a particular time and place. The overall framework and direction provided by the Strategic Plan will be put in a country- and region-specific context to determine WFP programmes and courses of action. In some situations, WFP may be needed to engage in all five Strategic Objectives. In other situations, perhaps only one or two of the Strategic Objectives would be relevant to a particular country and/or situation.
7. WFP's greatest strength is its global deep field presence combined with its hunger expertise, which makes it unique in the international system. WFP's greatest asset is its staff, a strong and dedicated workforce of more than 10,000 women and men, 90 percent of whom are deployed in the field, often under difficult conditions where security threats and risks to personal safety are considerable. WFP, like other global actors on the front line of humanitarian and other crises, faces critical challenges regarding the skills development, training, deployment, security and work/life balance of its staff. Maintaining the excellence and motivation of WFP staff will remain a top corporate priority, which is essential in order for the organization to uphold its high level of performance and effectiveness.
8. WFP will continue to be accountable for the efficient and effective use of the resources entrusted to it by closely monitoring and evaluating the outputs of its activities and measuring the outcomes and impact that can be attributed to them. WFP will continue to conduct a biennial review of the Strategic Plan. WFP will also continue to manage for results at the local, country, regional and Headquarters levels. This includes a continuous careful assessment of the risks and opportunities associated with the implementation of its Strategic Plan. The frameworks for corporate results and risks will be defined in the revised WFP Management Plan in accordance with the direction laid out in this Strategic Plan. The reporting on WFP's performance against the objectives set by the Strategic Plan will be done through its Annual Performance Report. WFP will also ensure that lessons learned are fully incorporated into future policies and activities.
9. The implementation of this strategy will guide discussions on WFP's funding mechanisms, which may require adjustments. Parallel discussions will be held between the Secretariat and WFP membership to review WFP's current funding frameworks and programme categories so as to ensure Member States can fully embrace the implementation of the Strategic Plan. Funding mechanisms should allow flexibility to respond effectively to varying contexts and needs – including through greater predictability and less earmarking – while providing accountability and transparency with regard to the allocation of WFP resources. WFP will continue to follow the existing guidance of the Executive Board concerning the allocation of multilateral resources for development.<sup>2</sup> WFP will allocate at least 90 percent of such resources to countries that are least developed

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<sup>1</sup> See for example the Paris Declaration on Aid Effectiveness (2005), which many countries and development partners have endorsed.

<sup>2</sup> See "Consolidated Framework of WFP Policies" (WFP/EB.2/2007/4-D).





or low income (gross national income per capita three-year average under US\$900) and that face chronic malnutrition (measured as a 25 percent or greater rate of stunting among children under 5).

## B. OVERARCHING APPROACH

10. This Strategic Plan is based on WFP's core principles whereby its activities, including emergency interventions, shall be:
  - (1) carried out in conformity with humanitarian principles, and therefore in ways that contribute to the safety and dignity of affected populations<sup>3</sup> and good humanitarian donorship;
  - (2) as sustainable, efficient, effective, demand-driven and developmentally beneficial as possible;
  - (3) responsive to the principles related to the right to food, and based on the practical wisdom and needs of local populations wherever possible;
  - (4) as targeted and connected as possible to the needs of the most vulnerable and to national government priorities, programmes and strategies;
  - (5) based on a preventive approach, tackling whenever possible the root causes of hunger and vulnerability arising from natural and human-induced disasters as well as economic shocks;
  - (6) as innovative and accountable as possible, making use of best practices and knowledge, and enhanced by a continued process of evaluation;
  - (7) innovative in promoting and assuring the nutritional dimension of food assistance, recognizing that hunger and undernutrition are major determinants of mortality, economic growth and prosperity, and also key aspects of the intergenerational cycle of hunger;
  - (8) mindful of the powerful link between gender and hunger: WFP will continue working at programme, institutional and inter-agency levels to ensure gender sensitivity and equality in all its efforts; and
  - (9) designed and implemented to ensure the coherent and optimal use of overall resources, including through partnerships and hand-over to communities, governments, non-governmental organizations, or other United Nations agencies whenever they can meet the short- and long-term needs of the hungry poor more effectively and efficiently.
11. WFP will be guided by the best public sector and United Nations practices in governance, oversight, accountability, transparency, risk management, results-based management, evaluation and ethics, in the pursuit of proven and innovative policies, operations and programmes.
12. WFP will continuously assess and align its approaches to changes in the external operating and funding environments, and develop its range of tools in order to meet hunger and humanitarian needs in ways that are as sensitive as possible to local conditions, for example by using vouchers and cash when appropriate, as an alternative or addition to food commodity responses. Assistance and protection for refugees and IDPs and those affected

<sup>3</sup> See "Humanitarian Principles" (WFP/EB.1/2004/4-C).



by pandemics will be given special attention, and tools such as vulnerability analysis and mapping (VAM) will continue to be further developed.

## **WFP Partnerships**

13. Partnerships are essential for WFP in order to accomplish its mission and achieve its objectives. In fact, be it in precursor efforts, emergency response or during the transition to sustainable solutions to hunger, success will depend not only on WFP's own capacity, but also on the extent to which WFP manages to be a partner for others – national governments, other United Nations organizations, NGOs or the private sector. WFP's effort is an important building block in the fight against hunger, but its effectiveness will be maximized only if it is accompanied by other actors' efforts or integrated into a broader alliance. In particular, WFP will contribute to enhancing effective partnerships and coordination at the country level to identify gaps, clarify how those gaps might be best filled and ensure that overlaps are avoided. Partnerships are also crucial for an effective handing over of WFP's activities.
14. *National and local governments and communities.* The main actors – and partners for WFP – on the front line of hunger are the national and local governments as well as the local communities. Communities and governments have the primary responsibility for meeting the hunger-related needs of their populations. They also have unique depth and breadth of knowledge about their peoples, including their needs, vulnerability, customs and preferences. Moreover, they have often developed tools and policies that are country-specific and are thus the best institutional and operational starting points for complementary hunger-reduction interventions. The priority of communities' and governments' external partners should be to help them pursue their locally or nationally established priorities, without duplicating or crowding out domestic frameworks and initiatives.
15. WFP's partnerships with national governments will be implemented in a manner consistent with the widely-recognized principles of ownership, alignment, harmonization, management for results and mutual accountability<sup>1</sup>. Effective partnerships with governments allow WFP not only to maximize the effectiveness and efficiency of its activities, but also to ensure their local ownership and long-term sustainability. Indeed, in all circumstances, WFP will design and implement its interventions with a view to handing them over to country stakeholders (government, the private sector and/or civil society), who are the best judges of whether and how to continue running them. Consistent with this approach, WFP will pay ever closer attention to knowledge sharing and capacity strengthening. WFP will also reinforce countries' capacities through its local food and non-food procurement activities.
16. In emergency contexts, when national capacities might be overwhelmed, WFP can help governments act, whether through direct operational involvement or response coordination. Governments should take the lead in disaster preparedness and response, coordination among actors and contingency planning. In recovery situations, governments usually face difficult tasks with stretched capacities, and WFP can help them restore and rebuild lives and livelihoods along the priorities they define. In longer-term development contexts, all WFP interventions must be coherent with and aligned to governments' priorities and frameworks. WFP will also further engage in relevant policy dialogue at national and local levels on hunger and food and nutrition security issues.



17. *United Nations system and other international agencies.* Partnerships with United Nations system agencies and the Bretton Woods Institutions are central to WFP's work in all of its proposed strategic objectives. Timely and effective response during a humanitarian emergency requires close and effective WFP partnerships with, among others, the Office for the Coordination of Humanitarian Affairs (OCHA), the International Red Cross and Red Crescent Movement, the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), and the World Health Organization (WHO). The partnership with UNICEF is also critical to WFP's work on nutrition, education and HIV/AIDS. Other important WFP partnerships to break the chronic intergenerational cycle of hunger include the Joint United Nations Programme on HIV/AIDS (UNAIDS) of which WFP is a co-sponsor, the World Bank, the Consultative Group on International Agricultural Research (CGIAR), the United Nations Educational, the Scientific and Cultural Organization (UNESCO), the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA).
18. Partnerships with the other Rome-based agencies -- FAO and the International Fund for Agricultural Development (IFAD) -- are important across a wide range of areas because the three institutions share a common interest, with distinct but complementary mandates, in reducing hunger, food insecurity and rural poverty. WFP works closely with FAO on humanitarian programmes, for example, in the areas of needs assessment and agricultural livelihood and recovery activities. WFP's collaboration with IFAD and FAO is and will remain a central element of the Programme's partnership approach, at global, regional, and country level, for policy advocacy, analysis, and operational activities to address chronic hunger and food security problems. WFP recognizes the leading expertise of FAO on agricultural inputs, for example seeds and fertilizers, and plays a supportive role in areas such as distribution and logistics, when called upon by national governments and FAO.
19. *National and international non-governmental organizations.* NGOs are instrumental in increasing WFP's global deep field presence.<sup>4</sup> Their work is essential in both short- and long-term responses to hunger. For example, during emergency operations, their value added includes assessment, targeting, selection of appropriate responses and distribution and delivery of assistance -- particularly in situations where national capacity in those areas is limited. Also, NGOs and civil society can raise awareness on, and advocate for, long-term commitments by governments to prioritize hunger in their strategic and policy frameworks.
20. *The private sector.* Local and global businesses can strengthen WFP's response by providing critical material assets related to ground and air transportation as well as ICT at the onset of an emergency, through pre-arranged partnership structures. Moreover, corporations can provide technical expertise and specialized personnel in areas linked to WFP's operational needs -- such as nutrition security, logistics and financial business modelling. Lastly, private donors may directly support WFP operations and programmes in developing countries, as shown by the on-going partnerships with the Bill & Melinda Gates Foundation, and with the Alliance for a Green Revolution in Africa, whose goals include helping millions of smallholder farmers lift themselves out of poverty.
21. *United Nations clusters.* Priority will be given to fulfilling WFP's role and responsibilities as the cluster lead agency for logistics and emergency ICT services to the global United Nations-NGO humanitarian system. This will be done by, among other things, seeking innovative ways of financing and maintaining crucial emergency preparedness and rapid response capacities such as emergency needs assessment,

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<sup>4</sup> See "Working with NGOs -- A Framework for Partnership" (WFP/EB.A/2001/4-B).



humanitarian response depots, humanitarian air services and other logistics and transport capabilities. WFP's global leadership in addressing acute hunger predates the establishment of the cluster approach, but requires continued attention to ensure that acute hunger issues are effectively addressed and integrated into the cluster approach. The continuing fulfilment of WFP's leading role and responsibilities in the United Nations cluster system is dependent upon addressing the issues of adequate, predictable and multi-year funding. In order to meet its cluster mandate, WFP must continue to provide efficient, reliable and predictable services to the entire humanitarian community while adopting a customer service approach towards its operational responsibilities.

22. *Working more coherently together.* WFP will work with governments, NGOs and United Nations partners in the Chief Executives Board, the United Nations Development Group (UNDG), the Executive Committee on Humanitarian Affairs (ECHA), the Inter-Agency Standing Committee (IASC) and other relevant fora to promote more coherent work at capital and country level.<sup>5</sup> These efforts must be designed to ensure a more effective and efficient United Nations. WFP will ensure that its activities support overall United Nations aims and multilateral efforts on behalf of conflict prevention, peacebuilding, development, humanitarian assistance, human rights and the United Nations Charter.

## C. STRATEGIC OBJECTIVE ONE: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES<sup>6</sup>

23. When shocks or crises occur, the international community expects WFP to be ready to respond if national authorities need assistance. Governments, communities and families rely on WFP to do so quickly and effectively. This is a clear and fundamental core responsibility and expectation of the organization. In its interventions, WFP will pay particular attention to needs assessment,<sup>7</sup> targeting,<sup>8</sup> food and nutritional needs of vulnerable groups<sup>9</sup> and securing and maintaining humanitarian access.<sup>10</sup> WFP is committed to fulfilling its various United Nations cluster leadership responsibilities in order to help ensure a coordinated and optimal system response to whatever needs may arise in emergencies. In pursuing the three goals below, WFP emergency operations will, to the extent possible, engage with other partners in early recovery<sup>11</sup> interventions to prepare for a smooth response transition along the relief–recovery continuum. WFP will support early recovery activities, including for IDPs and refugees, to generate self-sustaining and resilient post-crisis recovery processes.

<sup>5</sup> See “United Nations Common Country Programme Approach – Implications for WFP” (WFP/EB.2/2005/4-H).

<sup>6</sup> See “Definition of Emergencies” (WFP/EB.1/2005/4-A): “For purposes of WFP emergency projects, emergencies are defined as urgent situations in which there is clear evidence that an event or series of events has occurred which causes human suffering or imminently threatens human lives or livelihoods and which the government concerned has not the means to remedy; and it is a demonstrably abnormal event or series of events which produces dislocation in the life of a community on an exceptional scale.”

<sup>7</sup> See “Emergency Needs Assessment” (WFP/EB.1/2004/4-A) and “Strengthening Emergency Needs Assessment: Final Progress Report on the Implementation Plan and Next Steps” (WFP/EB.2/2007/4-C).

<sup>8</sup> See “Targeting in Emergencies” (WFP/EB.1/2006/5-A).

<sup>9</sup> See “Nutrition in Emergencies: WFP Experience and Challenges” (WFP/EB.A/2004/5-A/3).

<sup>10</sup> See “Humanitarian Access” (WFP/EB.1/2006/5-B).

<sup>11</sup> See “Existing Emergencies” (WFP/EB.1/2005/4-B).



## Goals

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

The first and most immediate priority after a shock is to save lives. WFP will also seek to reduce acute malnutrition levels where the degree or extent of the problem requires urgent action to avoid irreparable harm to health or lives. WFP will continue to make use of its emergency response capabilities to bring relief and reduce malnutrition to below emergency levels. WFP will also focus on ensuring adequate micronutrient intake in emergencies as a means to prevent increased morbidity and mortality.

25. *Goal 2: To protect livelihoods and enhance self-reliance in emergencies and early recovery*

During emergencies, while some people may have lost their livelihoods altogether, others may engage in negative coping strategies such as selling their assets and going into severe debt. WFP's emphasis on protecting livelihoods<sup>12</sup> – especially of vulnerable groups – has repeatedly been pointed out as a strength of the organization. WFP will also protect livelihoods and restore self-reliance in early-recovery situations.

26. *Goal 3: To reach refugees, IDPs and other vulnerable groups and communities whose food and nutrition security has been adversely affected by shocks*

In emergency situations, particular attention should be paid to the specific needs of those vulnerable groups, such as refugees and IDPs, that are disproportionately impacted by the consequences of shocks. Reaching them often demands a field presence and logistics capacities that only WFP can offer. WFP recognizes that emergencies sometimes require the organization to support IDPs and refugees for long periods. In such cases, there is a need for well-evaluated humanitarian assistance programmes to be continuously financed through humanitarian funds.

## Main Tools

27. *General and targeted food assistance and emergency nutrition interventions* are first-response tools in situations where acute hunger is life-threatening after a shock. The nutritional quality of the food provided is also instrumental in tackling high acute malnutrition rates in emergency situations and in reducing mortality rates linked to hunger. Tools such as vouchers, cash and local procurement have proven important in many situations.
28. Accurate and credible *emergency needs assessments* are critical for a swift and adequate emergency response. WFP conducts emergency assessments and is an active partner in joint government and inter-agency needs assessments. WFP sends assessment teams immediately after a shock to analyse the nature and dimension of the disaster, its effects on populations and whether or not food and nutrition assistance is needed. Based on this information, WFP works with national authorities and others to mobilize resources and implement the appropriate response.
29. WFP's *emergency logistics, special operations, and information and communications technology (ICT) capacity* is a key part of its value-added and comparative advantage in the rapid response to shocks. In addition to WFP's experience in, and ability to plan and execute, special operations that provide the necessary infrastructure to intervene with food

<sup>12</sup> See "Food Aid and Livelihoods in Emergencies: Strategies for WFP" (WFP/EB.A/2003/5-A).



and other assistance, WFP has permanent capacity on standby to address urgent logistics and ICT needs. Essential logistics support in any humanitarian operation hinges on highly trained and mobile staff that is superbly equipped and supported by state-of-the-art systems and facilities. WFP's Logistics Branch currently runs customized training courses designed to prepare humanitarian personnel for the realities, rigours and expectations of emergency response operations. An appropriate response within 48 hours of disaster onset not only has the immediate impact of saving lives, it also sets the stage for the efficient transition from relief to recovery to sustained development.

30. *United Nations cluster leadership for logistics and emergency ICT.* WFP's role as leader of the logistics cluster and co-leader of the emergency telecommunications cluster is to coordinate services among partners and be the provider of last resort. As cluster leader, WFP must ensure efficient, reliable and predictable logistics and ICT services to the humanitarian community; a degree of flexibility, sustainability and scalability must exist in order to succeed in this endeavour. This adaptability is best symbolized by WFP's Aviation Branch, its Shipping Branch and the United Nations Humanitarian Response Depot (UNHRD) Network, initiatives that have proved crucial in serving both WFP's and the broader humanitarian community's needs. WFP's strategy of pre-positioning emergency food and support equipment through the UNHRD Network relies on five strategically located depots providing the humanitarian community with a global footprint that will drastically reduce the cost of deploying relief items, decrease response time and, most importantly, save lives.

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## **D. STRATEGIC OBJECTIVE TWO: PREVENT ACUTE HUNGER AND INVEST IN DISASTER PREPAREDNESS AND MITIGATION MEASURES<sup>13</sup>**

31. In many countries, the end of a disaster often becomes the precursor of the next one, either because the first shock has undermined the resilience capacities of countries and communities, or because there is an underlying low level of disaster preparedness. There may be other destabilizing pressures – such as financial or economic volatility and fragility, soaring food prices or reductions in contingency food stocks and reserves – that can impact resilience at its core. These factors may be exacerbated by climate change.
32. WFP already uses a wide range of tools to understand the nature and dimension of such pressures and disasters. In order to prevent outbreaks of acute hunger caused by economic shocks and disasters, WFP will support the establishment of early warning systems and vulnerability analysis capacities. Thus WFP can help communities, governments and the international community get ahead of the hunger curve – and therefore fight hunger more effectively and efficiently – by focusing particular attention on preparedness and disaster risk reduction and mitigation. WFP's specific role in disaster risk reduction will be aligned with the Hyogo Framework for Action 2005–2015 and the International Strategy for Disaster Reduction. WFP activities will be integrated wherever possible into existing frameworks and/or partners' efforts.

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<sup>13</sup> See “An Update on WFP Interventions on Disaster Preparedness and Mitigation” (WFP/EB.1/2007/5-B).



## Goals

33. *Goal 1: To support and strengthen capacities of governments to prepare for, assess and respond to acute hunger arising from disasters*

As in other areas, governments must take the lead in predicting, mitigating, assessing and responding to disasters. WFP will share its expertise related to early warning systems, contingency planning approaches, vulnerability analysis and mapping, management of humanitarian stocks and national emergency stocks, and public storage and distribution systems to inform and strengthen governments' capacity to prepare for, assess and respond to acute hunger arising from disasters.

34. *Goal 2: To support and strengthen resiliency of communities to shocks through safety nets or asset creation, including adaptation to climate change*

Communities are on the front line of shocks; thus their resilience capacities make a significant difference to the immediate and longer-term impact of a shock on lives and livelihoods. WFP will develop nutrition, school-feeding and other safety-net programmes aimed at reinforcing the resilience of communities in food-insecure areas subject to frequent disasters. WFP will build on the strengths of its food-for-asset programmes<sup>14</sup> to help communities mitigate the potential impact of shocks, especially in areas vulnerable to recurring crises. WFP will pay particular attention to the recommendations of the Director-General of FAO that WFP expands its food-for-asset programmes in support of agricultural livelihoods, for instance small-scale irrigation projects.

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

## Main Tools

36. *Vulnerability analysis and mapping* in countries where WFP has a continuing presence helps identify the hungry poor, where they are located, the nature and causes of their vulnerabilities and the most appropriate set of interventions with the right balance of food, voucher, cash and other non-food elements. WFP has the largest team of dedicated and trained vulnerability analysis officers in the humanitarian community, which represents a clear comparative advantage in analysing hunger-related issues at the field level. This VAM work, undertaken in partnership with national governments and also used by other actors, can be complemented by contingency planning activities and assessments of logistics capacities and constraints. VAM must be continually updated to take into account factors such as markets and food prices.
37. Through its *early warning products and tools*, WFP helps communities understand and anticipate shocks, including those spurred by climate change. These products and tools enable timely and informed decisions and actions that enhance preparedness and responses. These capacities also render communities less risk-adverse, which can increase

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



productivity and enhance income. Building on its expertise, WFP can also help governments put such systems in place at the national level.

38. *Disaster preparedness and mitigation programmes* are significant opportunities to enhance sustainable development. The central need is to raise awareness, bring about engagement in preparedness in all parts of society and translate assessment of local risks into protective measures.
39. WFP has an array of *programmes to help communities reinforce their essential food and nutrition security systems and infrastructures, as well as their adaptability to climate change — including voucher, cash and food-based safety nets*. These community-based programmes to build assets help communities create the most appropriate social and economic infrastructure to strengthen livelihoods and therefore put communities in a better position to cope with whatever shocks may arise. Safety nets and other programmes that make use of voucher and cash mechanisms and leverage local purchases can be designed and developed in ways that promote food and nutrition security while being linked to local investment.

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

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

<sup>15</sup> See “Transition from Relief to Development” (WFP/EB.A/2004/5-B).





## Goals

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

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

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

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

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

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

## Main Tools

46. *Targeted programmes that facilitate the re-establishment of livelihoods.* WFP has joined national governments and other partners in many countries to use food and nutrition assistance, be it cash or commodities, as a critical enabler for re-establishing livelihoods through productive safety nets. By integrating assistance into national social protection strategies, safety nets help prevent duplication of effort and assist governments in developing sustainable food-assistance systems.

47. *Special operations to rebuild essential hunger-related infrastructure.* In addition to increasing the effectiveness and efficiency of food and nutrition assistance delivery in emergency situations, WFP special operations often underpin and act as a catalyst for the recovery processes by rebuilding infrastructures that are crucial in the proper functioning of food and nutrition security systems. These operations will continue to serve the needs of WFP, the local communities and the broader humanitarian community, as their usefulness goes far beyond the capacity of transporting food and nutrition assistance.

48. *Food distribution programmes that facilitate re-establishment of food and nutrition security.* The main issues in the aftermath of shocks are often both availability and access to food. When markets have stopped functioning and infrastructure has broken down, food may not be available. Re-establishing food and nutrition security, including through targeted food distribution programmes, is often a critical priority.

49. *Voucher and cash-based programmes that facilitate food access.* As markets and infrastructure are re-established, food may be available but disaster-affected populations may no longer have the income and livelihoods that allow them to access that food. In such



circumstances, voucher and cash programmes can be highly effective tools to facilitate access to food while at the same time supporting the re-emergence of markets. These programmes are best combined with activities that help beneficiaries re-establish their livelihoods.

50. *Capacity strengthening for the re-establishment of community service infrastructure.* WFP can play a critical role in providing governments with assistance to re-establish their food delivery systems, parts of which have often been destroyed through a shock.

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

51. High rates of chronic hunger and undernutrition (including micronutrient deficiencies) are a cause of high mortality and hamper the development prospects of certain countries and communities. Preventing deaths related to chronic hunger and undernutrition is one of the greatest challenges of our time. In accordance with the requests and needs of governments and communities, WFP will partner with others to support or implement programmes that address chronic hunger and undernutrition.<sup>16</sup> WFP will particularly focus its activities on groups that are the most vulnerable to the consequences of hunger – especially children and women. In this context, WFP’s activities will always be aligned with and supportive of country-led policy and strategic frameworks, recognizing that the organization’s comparative advantages need to be well-integrated into broader national and partner efforts.

### Goals

52. *Goal 1: To help countries bring undernutrition below critical levels and break the intergenerational cycle of chronic hunger*

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

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

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

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

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

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



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

The impacts of HIV/AIDS, tuberculosis and other pandemics are reversing hard-won development gains in certain countries and communities. Under the UNAIDS division of labour, WFP is the lead agency for dietary and nutrition support among the co-sponsors, and WFP is committed to providing food and nutrition support in conjunction with partners and as an essential element to prevention, treatment and mitigation within national HIV programmes and strategies.<sup>19</sup>

## Main Tools

55. *Mother-and-child health and nutrition (MCHN) programmes.* WFP partners with governments, local communities and others to support or implement MCHN programmes that aim to improve the nutritional status of children under 5 years of age as well as of pregnant and lactating women and prevent life-long consequences of poor nutrition at the early stages of life. A key element of these programmes is supplementary feeding given through local health clinics or community-based approaches.
56. *School feeding programmes.* WFP partners with national governments, local communities and others on school feeding programmes that enable millions of children every year to concentrate on their classes rather than on hunger. Educators, politicians and economists around the world, as well as Africa's New Partnership for Africa's Development (NEPAD), have embraced school feeding – especially when food is produced and purchased locally – as an intervention that helps break the cycle of hunger and poverty. Providing meals at school encourages enrolment and attendance, particularly among girls; improves learning through better concentration, making other education instruments more effective; helps promote good nutrition; and makes it possible for poor families to send hungry children to school rather than have them look for food or work.
57. School feeding is also an ideal platform to deliver both macro and micronutrients and develop the local production of complementary foods that are crucial for school-age children to grow to their full physical and intellectual potential. Through “take-home rations”, school feeding programmes encourage families to send girls to school or to open their homes to orphans. Through its local purchases of food, school feeding can also promote sustainable development solutions by supporting the development of reliable markets for small farmers and local producers, as well as helping them access those markets. Furthermore, school feeding programmes represent a long-term and sustainable solution to hunger since their impact on education levels, especially those of adolescent girls, will help break the intergenerational cycle of hunger and undernutrition. Within this context, school feeding programmes can transform schools into “development centres” for the whole community by providing a “ready-to-use” channel through which a broader range of services can be delivered. When crises strike, school feeding programmes can also play a particularly important role as a platform to reach children in need.
58. *Programmes addressing and mitigating HIV/AIDS, tuberculosis and other pandemics.* As part of a comprehensive package of treatment, care and support for people living with HIV and/or tuberculosis, food and nutrition programmes are being implemented in many high-prevalence countries. Such programmes: (i) enable food-insecure people to seek treatment; (ii) help optimize the benefits derived from treatment; (iii) facilitate nutritional recovery; (iv) support treatment adherence, particularly during the initial vulnerable

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



period; and (v) enable children to get an education that helps protect their future. WFP works with governments to ensure that food and nutrition support is included in national tuberculosis programmes and in the budgets of their AIDS plans. WFP will work with governments, civil society and others to plan for and respond to the potential hunger-related consequences from a health crisis such as human influenza related to a highly-pathogenic avian influenza virus.

59. *Policy and programmatic advice.* The international community has strongly affirmed the primary responsibility of national governments in leading the fight against hunger and meeting the MDGs. WFP has a long and successful history of working with governments to design and manage food and nutrition assistance programmes. In the changing environment of humanitarian and development aid, this essential aspect of WFP's work is becoming even more relevant.

## **G. STRATEGIC OBJECTIVE FIVE: STRENGTHEN THE CAPACITIES OF COUNTRIES TO REDUCE HUNGER, INCLUDING THROUGH HAND-OVER STRATEGIES AND LOCAL PURCHASE**

60. When governments make the fight against hunger and undernutrition a top priority, real progress can be achieved. WFP and its partners must work with national governments to ensure that hunger and undernutrition are not viewed as mere by-products of poverty, which it is assumed will disappear if and when poverty decreases. Instead, specific measures are required to integrate hunger-reduction measures into broader growth and poverty reduction strategies. This implies sufficient policy and operational capacities at the national and the local levels. Since its inception in 1962, WFP has worked to fight hunger and promote food and nutrition security through food and nutrition assistance. The organization has therefore acquired an unparalleled experience and strong expertise in those issues, reinforced by the knowledge it has gained from close contact with beneficiaries, due to its deep field presence. Sharing this experience and knowledge in order to strengthen the capacities of countries to reduce hunger is an approach that WFP has long taken within its activities, and that will become even more relevant in the changing environment of development and humanitarian aid.
61. Food and nutrition assistance programmes can and should be designed in a way that reaps double benefits for beneficiaries – and is at the same time more cost-effective for WFP. Food and non-food local purchasing activities are supporting the capacity of countries and communities to enhance employment opportunities and develop sustainable livelihoods. WFP is committed to utilizing its purchasing power, when and where possible, to develop suppliers' capacities and build up with other partners complementary interventions aimed at reinforcing the supply side. Pilot local procurement activities can be mainstreamed into WFP's procurement practices and, more importantly, adopted and scaled up by national governments and other actors in agricultural sectors. It must be understood, however, that WFP's top priority in procurement is to address humanitarian needs as effectively as possible.



## Goals

62. *Goal 1: To use purchasing power to support the sustainable development of food and nutrition security systems, and transform food and nutrition assistance into a productive investment in local communities.*

WFP will pursue this goal by: purchasing food locally to support national agricultural sectors, with a special focus on smallholder farming;<sup>20</sup> strengthening local transport and communication services and networks through local purchases; and the procurement of other services in a way that ensures a positive spill-over effect on broader economic and market development. WFP's priority will be to reach those in need with the right quality and quantity of assistance through local markets whenever feasible, in ways that do not compromise WFP's primary objective to deliver adequate and timely food and nutrition assistance, and that transform such assistance into a productive investment in local communities. In many cases, WFP's purchasing power applied in this way could represent a useful partnership opportunity for agencies such as FAO in stimulating a supply response from small farmers.

63. *Goal 2: To develop clear hand-over strategies to enhance nationally owned hunger solutions.*

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

64. *Goal 3: To strengthen the capacities of countries to design, manage and implement tools, policies and programmes to predict and reduce hunger.*

Within the framework of the United Nations working more coherently together, WFP will use policy advice and advocacy to help countries fight hunger. WFP can do this by helping countries establish vulnerability analysis capacities at national level that permit the prioritization of hunger in national and strategic frameworks;<sup>21</sup> sharing WFP's experience in hunger reduction policies and approaches; and advocating and raising awareness in national and international fora on all forms of hunger, including chronic hunger.

## Main Tools

65. *WFP's procurement activities* for food and non-food commodities are a central mechanism through which this Strategic Objective will be achieved. Priority must be given to local purchases when this does not conflict with other requirements of WFP operations, namely the provision of adequate and timely food and nutrition assistance. Those procurement activities must also help producers and service providers develop the skills and capacities they need to produce high-quality food able to reach more developed markets, thereby promoting the sustainability of WFP's development impacts. WFP will

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

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



add value by conducting procurement in a way that strengthens the supply side, bringing together complementary interventions by other partners.

66. *Hand-over of WFP hunger tools.* WFP will design its activities from the outset for a smooth hand-over. WFP will then need to assess at the outset which partner(s) could take over the leadership once WFP disengages, as well as those partners' capacities to do so and the possible remaining gaps. WFP will budget within its programmes for capacity-strengthening activities to help partners address those gaps.
67. *Policy and programmatic advice.* The shifts in the development aid environment mean that the most effective way for WFP to help tackle hunger is often to complement and amplify the resources and beneficiary knowledge of governments and communities with WFP's own technical expertise and capacity. At the request of countries or communities,<sup>22</sup> WFP will give advice on the design and management of hunger-reduction programmes and policies. To do this, WFP will rely on its extensive experience as well as its global reach which, in particular, allows it to transfer successes and lessons learned from one country to another. Policy advice on hunger-related issues also has a role to play in emergency settings, even if that role takes a different shape that emphasizes quick response and coordination capacities and the ability to meet emergency needs.
68. *Advocacy.* Political awareness is the first step in the fight against hunger. WFP has long been confronted with this fact and has thus created a broad and successful variety of instruments to disseminate information on, explain, and mobilize resources to fight global hunger. Advocacy will continue to play a prominent part in WFP's activities at the field, regional and global levels, in order to reach the whole range of actors in the fight against hunger. Furthermore, WFP will use the impact of its advocacy in the pursuit of a variety of objectives – from fundraising for its operations to influence on broader policy issues, such as climate change – that are instrumental in affecting positively the fight against hunger.

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<sup>22</sup> See "Building Country and Regional Capacities" (WFP/EB.3/2004/4-B).



## ACRONYMS USED IN THE DOCUMENT

CGIAR	Consultative Group on International Agricultural Research
ECHA	Executive Committee on Humanitarian Affairs
FAO	Food and Agriculture Organization of the United Nations
IASC	Inter-Agency Standing Committee
ICT	information and communications technology
IDP	internally displaced person
IFAD	International Fund for Agricultural Development
MCHN	mother-and-child health and nutrition
MDG	Millennium Development Goal
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organizations
OCHA	Office for the Coordination of Humanitarian Affairs
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNHRD	United Nations Humanitarian Response Depot
VAM	vulnerability analysis and mapping
WHO	World Health Organization