



**STRENGTHENING CAPACITIES**  
in Food Security and Nutrition in Latin America and the Caribbean  
**ANALYSING THE PAST, BUILDING THE PRESENT, LOOKING TO THE FUTURE**



**World Food Programme**



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Firstly, we wish to acknowledge the contributions of our partners from Government institutions. This document is a retrospective on the road travelled together in the Americas in terms of Capacity Development. Its ultimate aim is to foster intensified cooperation in this area of work in the coming years.

We would also like to thank the WFP offices in Bolivia, Colombia, Cuba, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Nicaragua, Panama<sup>1</sup>, Peru, and Dominican Republic for their commitment and efforts to reflect on the role that WFP has played in the region to strengthen capacities in the area of food security and nutrition. This compendium covers their experiences, lessons learned, challenges, and reflections and as such echoes their work and dedication over many years.

Lastly, we want to thank the people in the communities we serve. They are the first and last link in the chain of process strengthening, leaders in creating a healthier, more productive region: a region without hunger and malnutrition.

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1. Country-level activities in Panama are carried out from WFP's Regional Bureau for Latin America and the Caribbean, which is located in Panama.

## Acronyms

AECID	<i>Agencia Española de Cooperación Internacional para el Desarrollo</i> Spanish Agency for International Development Cooperation
BCIE	<i>Banco Centroamericano de Integración Económica</i> Central American Bank for Economic Integration
CAC	<i>Consejo Agropecuario Centroamericano</i> Central American Agricultural Council
CCAD	<i>Comisión Centroamericana de Medio Ambiente y Desarrollo</i> Central American Commission for Environment and Development
CD	Capacity Development
CDEMA	Caribbean Disaster Emergency Management Agency
CEPREDENAC	<i>Centro de Coordinación para la Prevención de los Desastres Naturales en América Central</i> Coordination Centre for Natural Disaster Prevention in Central America
CONAN	<i>Consejo Nacional de Alimentación y Nutrición</i> National Council on Food and Nutrition
CONASAN	<i>Consejo Nacional de Seguridad Alimentaria y Nutricional</i> National Council for Food Security and Nutrition
CRID	<i>Centro Regional de Información sobre Desastres</i> Regional Disaster Information Centre
ECLAC	Economic Commission for Latin America and the Caribbean
EPCI	<i>Índice de Capacidades Nacionales de Respuesta</i> Emergency Preparedness Capacity Index
EFSA	Emergency Food Security Assessment
FAO	United Nations Food and Agriculture Organization
FITTEST	Fast Information Technology, Telecommunications Emergency and Support Team
FSN	Food Security and Nutrition
GAD	<i>Gobierno Autónomo Descentralizado</i> Decentralized Autonomous Government
GDP	Gross Domestic Product

HGC	Hunger Governance Capacity
ICBF	<i>Instituto Colombiano de Bienestar Familiar</i> Colombian Institute for Family Welfare
IDB	Inter-American Development Bank
IFRC	International Federation of the Red Cross and the Red Crescent Societies
IFPRI	International Food Policy Research Institute
IIIA	<i>Instituto de Investigaciones para la Industria Alimenticia</i> Research Institute for the Food Industry
IMF	International Monetary Fund
INDECI	<i>Instituto Nacional de Defensa Civil</i> National Civil Defense Institute
INHA	<i>Instituto de Nutrición e Higiene de los Alimentos</i> Institute of Nutrition and Food Hygiene
IOM	International Organization for Migrations
MAECH	<i>Mancomunidad de Alimentación Escolar de Chuquisaca</i> Chuquisaca Commonwealth for School Feeding
MAGA	<i>Ministerio de Agricultura y Ganadería</i> Ministry of Agriculture and Livestock
MARN	<i>Ministerio de Medio Ambiente y Recursos Naturales</i> Ministry of Environment and Natural Resources
MDG	Millennium Development Goals
MIDIS	<i>Ministerio de Desarrollo e Inclusión Social</i> Ministry of Development and Social Inclusion
MINSA	<i>Ministerio de Salud</i> Ministry of Health
MoU	Memorandum of Understanding
MSPAS	<i>Ministerio de Salud Pública y Asistencia Social</i> Ministry of Public Health and Social Assistance
MSPS	<i>Ministerio de Salud y Protección Social</i> Ministry of Health and Social Protection
OAS	Organization of American States
P4P	Purchase for Progress
PCGIR	<i>Política Centroamericana de Gestión Integral del Riesgo de Desastres</i> Central American Policy on Comprehensive Disaster Risk Management

PINE	<i>Programa Integral de Nutrición Escolar</i> Integrated Programme on School Nutrition
RAE	<i>Red de Alimentación Escolar para América Latina</i> Latin American School Feeding Network
REDHUM	<i>Red Humanitaria para América Latina y el Caribe</i> Humanitarian network for Latin America and the Caribbean
SAC	<i>Sistema Arancelario Centroamericano</i> Central American Tariff System
SATCA	<i>Sistema de Alerta Temprana para Centroamérica</i> Early Warning Network for Central America
SDG	Sustainable Development Goals
SEN	<i>Secretaría Nacional de Emergencias</i> National Secretariat for Emergencies
SENAPAN	<i>Secretaría Nacional para el Plan de Seguridad Alimentaria y Nutricional</i> National Secretariat for the Food and Nutritional Plan
SESAN	<i>Secretaría de Seguridad Alimentaria y Nutricional</i> Secretariat for Food Security and Nutrition
SICA	<i>Sistema de Integración Centroamericano</i> Central American Integration System
SICA-PRESANCA	<i>Programa Regional de Seguridad Alimentaria y Nutricional</i> Regional Programme on Food Security and Nutrition for Central America
SINAPRED	<i>Sistema Nacional para la Prevención, Mitigación y Atención de Desastres</i> National System of Prevention, Mitigation and Response to Disasters
UNASUR	<i>Unión de Naciones Suramericanas</i> Union of South American Nations
UNDAC	United Nations Disaster Assessment and Coordination
UNFPA	United Nations Population Fund
UNGRD	<i>Unidad Nacional para la Gestión del Riesgo de Desastre</i> National Unit for Disaster Risk Management
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UTSAN	<i>Unidad Técnica de Seguridad Alimentaria y Nutricional</i> Technical Unit on Food Security and Nutrition

VAM Vulnerability Analysis and Mapping  
WB World Bank  
WFP World Food Programme

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## FOREWORD

Since 1963, when WFP began working in the Americas, the Latin America and the Caribbean region has challenged us to demonstrate our competencies. WFP's work in the region mirrors our organizations' past and evolution, but above all, the particular context in which we have been allowed to develop activities constitutes an outstanding stage from which to visualise the organization's future. In Latin America and the Caribbean, the political, social, cultural, demographic and environmental realities require a versatile and tailored approach and demand that we corporately adapt in order to be able to provide adequate responses. This task is neither small nor simple. It is a major challenge.

In the Americas, WFP works every day with governments that have developed strong social protection systems and disaster management mechanisms. Our value added consists of accompanying them to further enhance programme quality and transparency; our aim is to jointly devise efficient and innovative models, from the operational to the strategic level, and vice versa. In the end, we work hand in hand to have a stronger impact in support of the people we serve.

*"Strengthening capacities in food security and nutrition in Latin America and the Caribbean: Analysing the past, building the present, and looking to the future"* is a different way of approaching who we are, what we do, and how we – as WFP - wish to continue to strengthen the Latin American and Caribbean region in a joint effort with governments, communities, and other strategic partners. It explains how WFP endeavours to combine its responsibilities in terms of delivering a humanitarian response with strategic engagement with governments to assist them in consolidating their social protection systems, making them more robust, inclusive, focused, efficient, sustainable and measurable.

Throughout this document, we will be presented with outstanding examples of capacity development, undertaken at various levels, in partnership with governments and communities. The analysis of those examples will be instrumental to refine our assistance when supporting partners to build a region, a region that is much less vulnerable, a region that is much less vulnerable and more resilient, and as such enables the achievement of food security, including adequate nutrition, within the framework of the Sustainable Development Goal 2 and the Zero Hunger Challenge.

We trust that this publication will contribute to the dialogue and reinforce our alliances, based on the valuable experiences that were obtained on the road that we have travelled together.



Miguel Barreto

Regional Director for  
Latin America and the Caribbean

## EXECUTIVE SUMMARY

This document “*Strengthening capacities in Food Security and Nutrition in Latin America and the Caribbean: Analysing the past, building the present, and looking to the future*” shows a less known part of WFP’s work, which goes beyond its traditional role as a reliable partner that purchases, transports, and distributes food in conflict and other emergency situations; or in the context of chronic crises. In the region, WFP has become a relevant player in the area of Capacity Development (hereinafter, CD) and has profiled itself as an actor that helps to reinforce national strengths in the field of Food Security and Nutrition (hereinafter, FSN).

*This document presents an analysis of capacity development activities undertaken between 2011 and 2015. The activities cover all WFP’s key thematic areas and are outlined following the dimensions of the Hunger Governance Capacity Index.*

Over the past years, the CD provided by WFP has covered a large variety of topics, ranging from technical support to institutionalize national school feeding programmes, to the strengthening of disaster preparedness and response, including activities fostering community resilience to climate change. Similarly, CD has encompassed efforts to develop the capacities of smallholder farmers, making them better equipped to commercialise their crops in the formal market. CD activities have also endeavoured to include a nutritional dimension in national poverty reduction programmes. Finally, as part of the CD activities conducted in the region, it is worthy to mention the joint efforts that have been undertaken between WFP and national entities to enhance the provisions for supply chain management.

The overarching objectives of this compilation include its contribution to organisational learning and accountability, through the demonstration of recent results of WFP’s CD work in the region. Beyond providing a mere description of the work that has been undertaken, parts of the document enter into an analysis regarding the scope, the opportunities and the challenges of CD; and identify lessons learned from WFP’s support to FSN under this modality of work. In doing

so, this document intends to enhance strategic and operational design of future CD activities, to allow for further consolidation of WFP’s alliances with governments and other partners.

This document reconstructs the work undertaken, including its relevance and the implementation arrangements that were applied. It also analyses the role that WFP has played in order to offer the reader an impression of the impact of the CD work referred to. The compilation has been developed using mixed methodologies, based on primary and secondary data that have been collected as part of a consultation exercise.

Although the timeframe of the document covers the years between 2011 and 2015, the processes described in it have been reconstructed and analysed by bringing in data from before that period. It is noteworthy to mention that despite the retrospective character of the document, its content is predominantly descriptive and therefore is not to be considered an evaluation.

In terms of its structure, this compilation has been divided into four thematic chapters. The first introductory chapter is followed by a second one, entitled “*Capacity strengthening in Latin America and the Caribbean: a process underway*” which offers an overview of the background and milestones that originated WFP’s CD portfolio and the exogenous and endogenous factors that condition and shape it. The two main sections of chapter three read “*Strengthening disaster preparedness and response and community resilience*” and “*Consolidating social protection systems and production processes*” respectively, and tackle the four thematic components of Emergency Preparedness and Response, School Feeding, Nutrition and Purchase for Progress-P4P (benefiting smallholder farmers and local markets). These components incorporate cross-cutting themes such as CD inputs developed by the agency’s VAM and M&E Units. Inside the four components, key experiences are described using the 5 dimensions of the corporately used Hunger Governance Capacity Index. The index constitutes a core reference in other parts of the report as well.

## How has WFP approached the strengthening of capacities in the region?

WFP's technical cooperation has focused on the provision of tools for FSN vulnerability analysis, the generation of evidence and has contributed to enhanced emphasis being given to public policies. Furthermore, CD support has been instrumental to polish the design of social protection programmes, for instance by accompanying existing transfer modalities or fostering new ones. All of these initiatives, carried out in close collaboration and as a joint effort with governments, have been conducive to install numerous capacities.

Functioning CD strategies are based on the premise that WFP's support to the development and implementation of national programmes leverages the compilation, fine-tuning and approval of public policies and the consolidation of social protection networks and systems. Despite the fact that WFP is not a specialist agency in terms of public policy development, the significant impact of its collaborative food assistance over the past 50 years put in evidence the prevailing need to create legal frameworks, provide funding, strengthen institutional capacities and improve programme design and implementation.

### Modalities for Strengthening Capacities

WFP has engaged in CD through various modalities that can be classified in four main categories, as indicated below. The modalities should not be considered mutually exclusive nor rigid, as they take different shapes according to the type of initiative and the national context. The following descriptions intend to create understanding on WFP's ability to frame its support to governments and communities based on an integrated model of assistance.

#### **CD Modality 1: Strengthening of capacities alongside direct and operational WFP-supported activities (that are based on direct transfers to beneficiaries).**

This first modality has most frequently been explored in the region's lower middle income countries, although not exclusively. WFP under this modality has exerted strong influence

at the national level in relation to all the five dimensions of the Hunger Governance Capacity Index, yet at different levels of intensity. As part of this modality, activities to strengthen capacities are not WFP's sole or main focus but rather an element that has been incorporated into the more traditional assistance through the delivery of food and cash-based transfers. The implementation of this CD modality constitutes what could be considered an 'on-the-job' CD with high potential for hand-over to national programmes. It has been applied for a broad range of activities, aiming for example to obtain enhanced efficiency of food distributions that are targeted to reach the most vulnerable populations, even when living in remote, hard-to-reach areas. The modality has also been instrumental to enhance national monitoring mechanisms, measuring the effectiveness of food deliveries, and has been used to strengthen other elements in the supply chain and in operational implementation.

A substantial part of WFP's portfolio in Latin America and the Caribbean makes use of this modality. Examples include the experience gained by WFP in Honduras regarding the School Feeding Programme; the work done in Dominican Republic with the Progressing with Solidarity programme; the support provided to Guatemala in the field of nutrition; community work on HIV in Bolivia; and the support provided to Haiti.

#### **CD Modality 2: Strengthening capacities through technical accompaniment and advocacy, with little or no direct transfers to beneficiaries.**

This second modality refers to processes that are primarily geared towards the CD of our partners. Food and cash-based transfers may form part of them, but do not constitute the core of the initiative, yet are rather a complement to incentivise the CD. Under this scenario, CD has been mostly used in areas 4 and 5 of the *Hunger Governance Capacity Index* (see page 16), of which Bolivia with the MAECH (Chuquisaca Commonwealth for School Feeding) experience, and Ecuador with *Carchi Productivo*, are prime examples, as described in chapter three of this document. Significant experiences have also been gained in Panama, El Salvador, Nicaragua, and Cuba. Various among them use a combination of

modalities. Colombia is an example of a country where the use of the first CD modality has been integrated with this second one. This might however be subject to change. With prospects of a potential post-conflict scenario, WFP in the country could well decide to limit the implementation of CD activities under modality two only. In Peru already since a number of years ago, WFP's support has been completely (100%) categorized under this modality of CD-specific support, with zero distribution of food nor cash-based transfers. WFP assistance under this type of CD modality is often generated by an institutional demand and orientation.



### **CD Modality 3: Strengthening of capacities through inter-governmental institutions at sub regional levels**

The strong inter-governmental dynamics at the regional level constitute an asset for the effective undertaking of CD. This third modality has mostly impacted dimensions 1 and 2 of the *Hunger Governance Capacity Index* (see page 16). Significant examples of WFP's CD portfolio under this modality comprise the following: the Humanitarian Module initiative of CEPREDENAC (Coordination Centre for Natural Disaster Prevention in Central America) created within the framework of the Central American Policy on Comprehensive Disaster Risk Management (PCGIR, in Spanish), which WFP has accompanied since its start; WFP's participation in SICA (Central American Integration System)-PRESANCA (Regional Programme on Food Security and Nutrition) related to the efforts that have been undertaken by the Regional Working Group for the Integrated Classification of Food Security in Phases (which in this region initiated in 2010); and the Alliance for Central America's Dry Corridor, amongst other processes.

### **CD Modality 4: Strengthening of capacities by fostering South-South and Triangular Cooperation**

Finally, South-South and Triangular Cooperation are considered an essential part of WFP's trademark activities in terms of CD in the region. Several major initiatives deserve to be highlighted, among which the portfolio of activities undertaken by WFP's Centre of Excellence against Hunger, which opened in Brazil in 2011 and is the source of knowledge exchange with other countries and regions, notably those in Africa, but also within Latin America. Worth mentioning under this modality as well is the role that WFP has assumed as a facilitator, enabling activities in support of disaster preparedness and response among Caribbean states (Haiti, Dominican Republic and Cuba); and by assisting the Latin American School Feeding Network (La-RAE), that was originally created by WFP.

### **Pathways towards effective CD in the region**

Firstly, high level advocacy has been, is and will continue to be, in the medium and long term, a relevant factor sustaining the CD-centred FSN agenda in the region. At a given point (2005-2010), WFP's diplomacy in support of FSN in the region paved the way for the structuring of a new regional agenda, mainly in the field of child malnutrition and with regards to the development of national policies and the strengthening of technical capacities.

In consequence of the evident and potential negative effects of climate change on food insecurity, transfer-based emergency response activities may once again gain importance, to the detriment of efforts in terms of national capacity building. It is therefore essential that advocacy is undertaken to underline the achievements of CD and to share evidence on the need for response mechanisms to be oriented towards structural, sustained processes within the regional context.

A second way to effectively enhance national and community capacities is through the development of a regional vision. Cartography does not define the boundaries of risks and vulnerabilities, which must, in effect, be assumed and approached through CD

strategies that reach beyond the national vision. In this regard, WFP should consider the development of additional well-grounded regional projects that seek to bolster national efforts in this context of middle income countries. Currently active regional projects and those undertaken in the past have demonstrated to catalyse national synergies in both policy and programme development. At the same time, the projects have leveraged strategic and political positioning of WFP. Regional projects 10421 and 10411 (2005–2010) are milestones in WFP's history in Latin America and the Caribbean.

Consultations and research feeding into this document have been instrumental to identify pathways towards successful capacity development approaches.

A third course of action towards successful CD in the region has been and will be through South-South and Triangular Cooperation. Under this CD modality, WFP operates as a facilitator of political and technical dialogue among governments in Latin America and the Caribbean, a region with great potential for being self-sufficient and capable of exporting knowledge. WFP's presence in many countries within and outside the region positions the organization very well to facilitate FSN-related knowledge exchange. In order to develop the CD modality, centres of reference such as the Centre of Excellence in Brazil represent a key asset for WFP's medium and long term CD agenda.

A broad partnership vision constitutes a fourth element with potential to boost regional CD processes. Any strategic alliance could be of added value, but regional and national public-private associations are of particular interest.

In order to add value to CD, it is vital for WFP to have its own agenda that is publicly recognized and that governments can easily relate to. Very atomised agendas do not nurture CD. In that regard, WFP's support for nutrition-sensitive social protection networks represents a noteworthy experience. WFP's work in Guatemala, focusing on the fight against child malnutrition, is an example that demonstrates how to concentrate and prioritize efforts.

Fifthly, the application of a versatile approach, moving swiftly from national level work to local accompaniment, should be central to CD. CD merits simultaneous, sustained efforts in the national sphere and at the local level, a balance only achievable by having a permanent presence at the local level. WFP's response in Colombia has displayed such an approach, combining humanitarian response activities in the context of an armed conflict with a steady advocacy effort and multi-level CD engagement in a complex political, technical and community-oriented dialogue .

High level advocacy; the development of a regional CD vision, which among other elements includes ideas on partnerships between public-private alliances; the intensification of south-south and triangular collaboration; versatility between national and local CD; and, lastly, the packaging of a CD agenda that government partners can easily relate to, are all considered key elements for successful CD in the region.

### **How can WFP's value added to CD, in the regional context, be consolidated in the medium term?**

To achieve WFP's general objective (i.e. to support national governments in improving food security and nutrition and lowering the impact of emerging crises, natural disasters, and climate change among vulnerable populations), CD in the region must be present in all strategic priorities and operations, whether it regards a traditional transfer-based operation, a specific response to a crisis or whether it relates solely to assistance for long term development. In other words, there is no justification to develop a regional FSN agenda if CD is not a core pillar, even in response actions, and independently of the context.

Latin American and the Caribbean, composed by predominantly middle income countries, are fertile ground for the adoption of CD as a cross-cutting pillar of WFP's assistance in the medium and long term. Integrating CD in all WFP' undertakings in the region is a means of consolidating its strategic position as a facilitator of processes aimed at enhancing and consolidating social protection systems at the technical and operational levels, and holding them to high standards.

WFP's CD-based support to social protection programmes in the region will become central to its portfolio in the coming years and may pave the way for significant contributions to states for the attainment of SDG 2.

WFP must continue to strengthen both national as well as sub-national capacities in order to bridge the gaps that remain between project design and effective implementation. Evidence has demonstrated that states with solid social protection systems more adequately mitigate the impact of a disaster. Two examples at opposite ends of the scale are Chile and Haiti.

In terms of CD, this means that the organization should continue to accompany processes at the macro level, as outlined in dimensions 1, 2, 3 and 4 of the HGI (see page 16). Above all, in this region, it is appropriate to preserve and expand WFP's presence in instances where FSN-relevant public policies are discussed; and to intensify the organizations' technical assistance with respect to targeting and analysis, thereby enabling governments to duly implement their programmes at the local level.

CD activities offer a window to strengthen evidence bases. Lack of reliable and comparable data that can inform decision-making also contributes to inequity throughout the region. WFP's teams in charge of Vulnerability Analysis

and Mapping (VAM) have been great allies helping governments to profile their needs and focus their FSN-related public policies, a field that demands for new tools that are in line with the region's new paradigms, resulting from the effects of climate change.

On the other hand, CD should also capitalize on WFP's traditional strengths, such as its deep field presence amidst communities and local authorities (HGI 5). As we have seen, communities are the starting or final points of any CD process. Value is multiplied to the extent community capacities in FSN are developed or strengthened. WFP's local presence is an asset for CD, and in this particular regional context with its elevated levels of social inequality and inequity.

Finally, all of the above should be embedded in duly planned medium and long term processes, and not be framed as alone standing activities. This has implications on project management, in terms of expiration of funds and the planning and purpose of results measurements, both internally in WFP and externally among governments and other partners. If the aim is to improve medium and long term outcomes, we must be aware that the development of institutional capacities and community resilience in the region cannot be approached in similar ways as is done for traditional projects.



## I. INTRODUCTION

The mission of the United Nations' World Food Programme (WFP) is to end hunger in the world. Addressing this challenge implies the use of multiple approaches, doses of integration and the application of various response modalities. Not all humanitarian and development contexts are the same and not all of our governmental, civil society, and community partners have the same capacities to face and overcome adversities. There is not one unique recipe leading us to the achievement of our mission.

*"Strengthening capacities in Food Security and Nutrition in Latin America and the Caribbean: Analysing the past, building the present, and looking to the future"* is a publication that strives to share that other facet of WFP which goes beyond its traditional role as a reliable partner that purchases, transports, and distributes food in conflict and other emergency situations; or in the context of chronic crises. In the region, WFP is more than only that. After 50 years of work, WFP has become a major player in the strengthening of capacities, contributing on a daily basis to the improvement of national strengths in the field of Food Security and Nutrition (FSN).

When using the concept of CD, from the WFP perspective, we are referring to the facilitation of processes, the strengthening of systems, and the provision of support to national and sub-national institutions, allowing social protection networks to contribute more effectively to people's food security, with the goal of ending hunger in all its shapes.

The CD being provided by WFP and complemented with that of other allies, covers a broad range of topics, from the provision of technical support for institutionalising national school feeding programmes, to the strengthening of disaster preparedness and response. It also includes efforts for increased community resilience to climate change. Similarly, CD has encompassed efforts to develop the capacities of smallholder

farmers, making them better equipped to commercialise their crops in the formal market. CD activities have also endeavoured to include a nutritional dimension in national poverty reduction programmes. Finally, as part of the CD activities conducted in the region, it is worthy to mention the joint efforts that have been undertaken between WFP and national entities to enhance the provisions for supply chain management.

All of the before mentioned undertakings, some of which are interconnected, share the objective of contributing to the consolidation of social protection programmes that are comprehensive and inclusive in terms of their coverage, that are legally and financially stable, and that operate through the application of high standards. Achieving this objective requires the development of very specific CD modalities, including advocacy, evidence building, accompaniment at operational levels, technical assistance and cooperation among countries, among other elements.

As explained in WFP's Strategic Plan, the strengthening of capacities is a cross-cutting priority for WFP as it seeks to contribute to the achievement of the agency's Strategic Objectives<sup>2</sup> to fulfil the Zero Hunger Challenge<sup>3</sup>, and to align itself with SDG Goals 2 and 17<sup>4</sup>.

### Reinforcing national capacities

WFP strengthens various dimensions of national FSN capacities, categorized according to WFP's corporate Hunger Governance Capacity Index, that feeds into the so-called National Capacity Index. The latter measures a state's ability to guarantee FSN for its population.

As conceptualized by WFP Headquarters, the 5 dimensions measuring State's Hunger Governance Capacity<sup>5</sup> include the following (in summary):

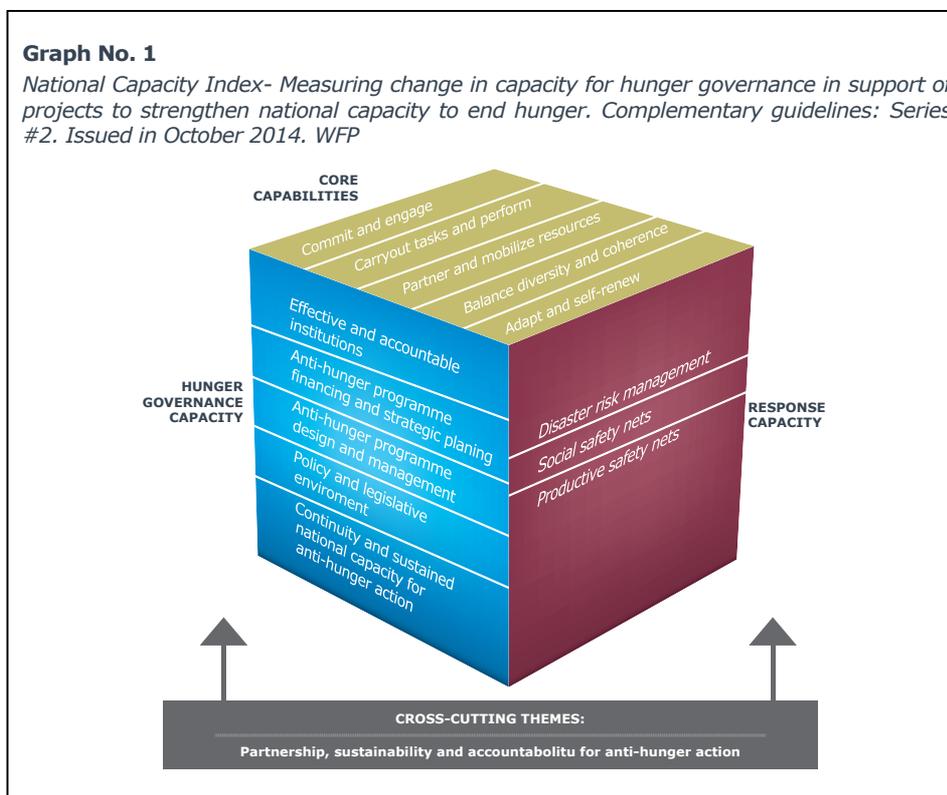
- 
2. <https://www.wfp.org/about/strategic-plan>
  3. <http://www.un.org/en/zerohunger/>
  4. SDG 2 seeks to end hunger, achieve food security and improved nutrition, and promote sustainable agriculture. SDG 17 endeavours to strengthen the means of implementation and revitalize the global partnership for sustainable development.
  5. In its Complementary Guidelines to the National Capacity Index, WFP defines 'Hunger Governance' as "the obligation of nations to their citizens to guarantee freedom from hunger, undernutrition and harm caused by disasters, (...)."

-  **1. Develop legal frameworks and public policies**

 **2. Establish financial sustainability**

 **3. Develop institutional capacity**
-  **4. Design, manage and implement programmes**

 **5. Civil society and community participation**



After more than five decades of working hand-in-hand with governments in the region, WFP has become a key partner for the strengthening of national, sub-national, and community capacities and has positioned itself in privileged political and technical spaces. Thanks to this institutional opening, WFP has contributed to the creation and consolidation of processes and institutions and to the development of more robust legal frameworks that in turn have fostered inter-institutional coordination and have contributed to enhance the comprehensiveness of social protection networks and to the effectiveness of mechanisms for disaster preparedness and response.

WFP is perceived to be a technically competent partner that can accompany governments when they design, programme, implement, monitor and evaluate their social protection programmes. As new paradigms in humanitarian response and in relation to approaches to FSN

have arisen, WFP has been offering innovative solutions, leaving behind food delivery as the sole response modality. WFP's technical cooperation in the region has increasingly focused on providing tools in support of vulnerability analysis, evidence building, focalising policies and actions, linking social protection schemes with local production chains, accompanying existing transfer modalities, and promoting new ones. Undertaken in close collaboration with governments, these developments are today part of the many capacities that have been installed and led by national institutions.

The before mentioned results have also been yielded within the context of refugee scenarios, as in the case of Ecuador and in the midst of armed conflict with more than 6 million displaced persons in Colombia. This reinforces the position of WFP as a valuable partner, with technical resources, for the facilitation of processes in situations of crises, even when

those are affecting upper middle income countries as the mentioned two.

**Graph No.2**

*Classification of countries in Latin America and the Caribbean*

Countries	UNDP IDH 2015	World Bank (Income Level)
Bolivia	119	Lower middle income
Colombia	97	Upper middle income
Cuba	67	Upper middle income
Ecuador	88	Upper middle income
Guatemala	128	Lower middle income
Haiti	168	Low income
Honduras	131	Lower middle income
Nicaragua	125	Lower middle income
Paraguay	112	Lower middle income
Peru	84	Upper middle income
Dominican Rep.	101	Upper middle income
El Salvador	116	Lower middle income

Sources: The World Bank and UNDP.

Finally, WFP is a player with a clear operational footprint, always close to communities, trying to support, empower, and make them more resilient, so that they can be the protagonists of their own future and engender changes.

To summarise, the comprehensiveness of processes at the macro level and of specific actions at the micro level have favoured the consolidation and implementation of important national programmes relating to disaster response, social protection and production processes.

**Objectives, structure, and methodology**

The purpose of this document is to provide a strategic compilation of the milestones in the journey of WFP and its partners in the field of CD. It also aims to identify some lessons learned in the Latin American and Caribbean region in this respect.

This compilation defines CD as the support provided by WFP -mainly aimed at governments at all levels, civil society, and communities-, for the improvement and consolidation of strong

and sustained capacities in the development of policies, programmes and projects, that foster and contribute to food security, including nutrition.

This document emphasizes the organizational/systemic dimension of CD. It does not pretend to offer an evaluation of the processes that have been undertaken. Instead, it reconstructs how and why they were developed, the role played by WFP, and gives an appreciation on the impact those processes may have had.

The experiences that are described in this document have been developed between 2011 and 2015, although data have been brought in from before that period, to allow for better understanding. It is noteworthy to mention that despite the retrospective character of the document, its content is predominantly descriptive and therefore is not to be considered an evaluation.

This document has the following objectives:

- Demonstrate WFP’s specific results in the field of CD, focusing on both internal and external audiences.
- Provide a compendium of main lessons learned in the field of CD in Latin America and the Caribbean.
- Contribute to WFPs internal debate, shaping corporate strategy development in the field of CD.
- Present a broad overview of the type of CD undertaken (without seeking to provide a comprehensive baseline) that may impulse monitoring and evaluation of Country Offices activities and promote the short-term fine-tuning of indicators to measure the effectiveness of CD.
- Show accountability vis-à-vis governments and strategic partners, in order to buttress partnerships.

This analytical compilation is divided in four thematic chapters. After the present introductory chapter, chapter two is entitled “*Strengthening capacities in Latin America and the Caribbean: an ongoing process*”. It offers an overview of the background and milestones that originated the CD agenda for the Americas

within WFP. This chapter offers an analysis of the exogenous and endogenous factors that condition and shape the development of a CD agenda in the region.

The two main sections of chapter three read: “*Strengthening disaster preparedness and response, and community resilience*” and “*Consolidating social protection systems and production processes*” respectively, and tackle the four thematic components of Emergency Preparedness and Response, School Feeding, Nutrition and Purchase for Progress-P4P (benefiting smallholder farmers and local markets). Those components incorporate cross-cutting themes such as CD inputs developed by the agency’s VAM and M&E Units. Inside the four components, key experiences are described using the 5 dimensions of the corporately used Hunger Governance Capacity Index. The index constitutes a core reference in other parts of the report as well.

The final chapter “*Looking to the future*” provides a set of conclusions to encourage a debate, internally and with partners, on how to proceed in order to continue building a better, more robust CD agenda in the region.

The document is complemented by a series of country factsheets that help to understand the focus of CD work being done in WFP’s Country Offices in the region.

The preparation of this document was coordinated by the Monitoring and Evaluation team of WFP’s Regional Bureau for Latin America and the Caribbean, with support from the FSN Reference Group that was created at the Regional Bureau to accompany the components of technical analysis in the compilation.

Eleven WFP Country Offices in the region participated in the compilation of this publication. Firstly, an extensive desk review of key documents was carried out, based predominantly on documentation that had been identified as relevant by staff of the Regional Bureau and Country Offices. Thereafter, over 75 national and international professionals were interviewed, either in person or by telephone. Conversations also took place with governmental, civil society, and community partners, to obtain an appreciation on their qualification of the joint CD work undertaken and to better understand how precisely CD processes have contributed to country’s public policies, programmes and living conditions. Interviews with partners were mainly held during four field missions to Colombia, Nicaragua, Peru and Dominican Republic. Visits to communities, that were part of the missions, allowed for more detailed understanding of CD dynamics at the local level.

The guiding thread of this compilation which integrates the Hunger Governance Capacity Index, includes: adequate political and legislative environment (1); budgetary sustainability (2); adequate institutional capacity (3); effective and efficient design, management and implementation of programmes (4); and an adequate engagement of communities and civil society.



## II. STRENGTHENING CAPACITIES IN LATIN AMERICA AND THE CARIBBEAN: AN ONGOING PROCESS

### Background

Looking back, two major milestones allowed WFP to ground its work in the field of CD and made a significant contribution to the regional agenda of FSN.

These milestones are Regional Project 10411.0 "Capacity-Building in Support of Food-Based Social-Protection Programmes" and Regional Project 10421.0 "Capacity-Building of Integrated Micronutrient Programmes in Central America and Belize", both of which were launched in 2005.

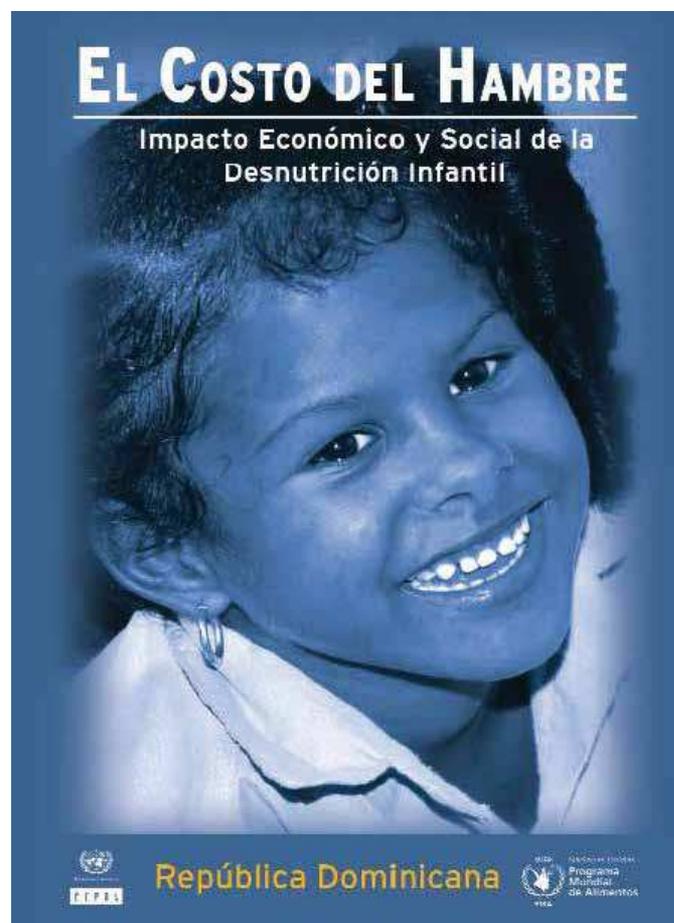
The objectives of these two regional initiatives were, on one hand, to increase the capacities of governments to reduce hunger by means of food-based social safety nets, and on the other hand to support governments in their efforts to reduce malnutrition, through the design and implementation of social programmes that organize and oversee micronutrient distributions and target vulnerable groups.

The two projects were highly effective considering that they were instrumental to put the need for the provision of micronutrient on the political agenda of social protection programmes in the region. The Anti-Hunger diplomacy facilitated by WFP in the Americas throughout the years reached the 4th Plenary Session of the Organization of American States (OAS), held in Panama in 2007, which approved the Resolution "Supporting efforts to eradicate child malnutrition in the Americas" and granted WFP the role of facilitator of the process throughout the region.

Under a joint initiative with governments, evidence was gathered on the social cost of hunger through the undertaking of far-reaching regional studies. With ECLAC, "The Cost of Hunger" was put together advocating for the fight against malnutrition in Central America, Dominican Republic, the Andean region and Paraguay. In collaboration with Tufts University, WFP compiled the "Atlas of Hunger and Malnutrition" that covers Dominican Republic, Ecuador, and Panama, amongst other countries. The studies provided evidence on the elevated social and economic

impact (on productivity, health and education) of hunger and malnutrition in the countries of the region, reaching rates of more than 6% of GDP in some cases.

The two projects pioneered work in the areas of advocacy and evidence building; information system development; and facilitated the establishment of FSN networks, both regionally and globally. Both had a direct and tangible impact on public policies, on plans and on programmes related to the fight against hunger and child malnutrition.



The progress was reinforced at the Ministerial Meeting held in Santiago, Chile, in 2008, entitled "Towards the eradication of child malnutrition in Latin America and the Caribbean", which was sponsored by WFP and the corresponding governments. For the first time ever, the

Santiago Declaration, signed by 33 countries, generated commitments to eradicate child malnutrition in the region from a South-South perspective and represented a boost for the agenda that is currently being implemented by governments, various United Nations' agencies, NGOs, and other players.

Related to WFP's endeavours in terms of political incidence, two other efforts warrant being mentioned. Firstly, the development of the study "*The Nutritional Dimension of the Social Safety Nets in Central America and the Dominican Republic*"<sup>6</sup> was crucial in presenting the shortcomings of the social safety nets that existed at the time of its publication, as far as their nutritional approaches and the level of prioritization of most vulnerable groups were concerned. The other effort worth highlighting was WFP's advocacy during the first Meeting of Social Development Ministers that was called together by the OAS and held in Viña del Mar, Chile, in 2008, to discuss matters related to social cohesion. At the meeting, not limited to only Ministries of Health anymore, WFP introduced the topics of adequate nutrition and hunger eradication as determinants for social cohesion.

Since then, almost 20 countries have revised and improved their national plans and have acceded to integrate nutrition as a cross-cutting element in their social protection programmes. In Latin America and the Caribbean, public policies regarding FSN have been significantly transformed. Those two early WFP-sponsored projects contributed to the cementing of paradigms and a new *modus operandi*.

## A changing context

The region of Latin America and the Caribbean registered vast macroeconomic growth between 2003 and 2012, with rates above 5.5%<sup>7</sup>. In the past few years (2013–2015), however, the rate of growth has slowed down to levels closer to 2%. The period of economic prosperity – which reached its zenith of 19.1%<sup>8</sup> in 2013 – led to an increase in the share of social expenditures as part of public expenditures overall and of GDP.

Social protection programmes and public policies, including FSN, have generally shown sustained budgetary increases. Nevertheless, poverty

still affects 167 million people (28% of the population) and extreme poverty has been evidently on the rise in the past two years, by more than 3 million. According to ECLAC, the region has 71 million people who live in conditions of extreme poverty. Those data tell us that there is an increase in the category of most vulnerable people in the region and also reveal that the economic deceleration is already affecting social public expenditure. Therefore, presumably, FSN policies and budgets will be negatively affected as well.

When observing this changing and uncertain economic and social environment, we should include analysis on the political context, which has undergone a profound transformation. It is evident that governments in the region wish to move towards decreased dependency on international cooperation. Accordingly, they have taken ownership and have upgraded their development and humanitarian agendas, shaping them according to their own priorities.

For some 15 years now, the region has been moving towards a higher degree of institutionalisation of FSN-related work, which has come with an increased level of exigencies from all involved. There is now a broad mosaic of interlocutors (even within the same government), which has accentuated the risk of atomization and has led to increased competition, thus forcing all to have a broader vision of actions. There is, on the other hand, a more advanced level of decentralization within states, and this has been translated into a transformation of the demand towards more structural and targeted actions, as opposed to traditional disaster response-oriented activities.

The need for a multi-faceted dialogue (political-technical-community) poses a major challenge for humanitarian and development players working in the region. However, it represents a favourable environment for the development of a comprehensive CD agenda in the field of FSN.

## Food Security and Nutrition: from temporary to structural

The region's humanitarian and development agenda is also undergoing a transformation. This change is based on the modified characteristics and the intensity of the disasters that the

6. [http://es.wfp.org/sites/default/files/descargue\\_el\\_informe\\_subregional\\_0.pdf](http://es.wfp.org/sites/default/files/descargue_el_informe_subregional_0.pdf)

7. <http://www.worldbank.org/en/region/lac/overview>

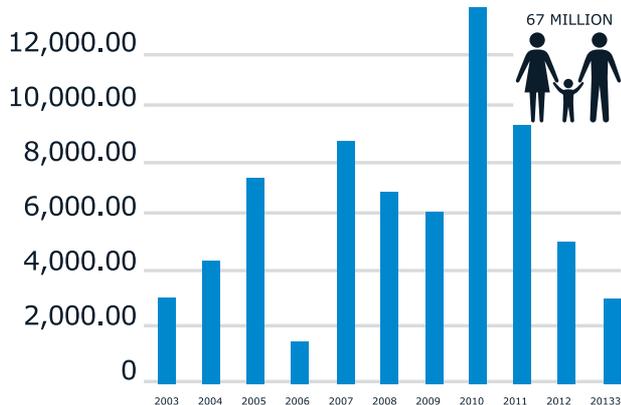
8. Perspectivas Económicas: las Américas, IMF 2015.

region has faced over the past 5 years. In those years, the meteorological, hydrological and epidemiological characteristics seem to have surpassed the geophysical ones, which is altering the pattern of the humanitarian impact of disasters on FSN.

On the other hand, the perception related to the geographic location of humanitarian developments being situated outside the region, and the related shortage in terms of the availability of funding<sup>9</sup> are factors that are increasingly constraining the humanitarian agenda in Latin America and the Caribbean. Only Guatemala and Honduras appeared in the United Nations Strategic Response Plan for 2015, and met only 46% and 53% respectively of their funding requirements, up to the drafting of this document. We are dealing with the marginalization of the Latin American and Caribbean humanitarian agenda by donors and organisations themselves, which are prioritising their interventions outside the region.

In general terms, except for 2010 (due to the earthquakes in Haiti and Chile), the humanitarian situation in the region has not been critical when compared to other contexts, such as those of Africa and the Middle East.

**Graph No 3.** Estimated number of persons affected by disasters in Latin America and the Caribbean, in the period 2003-2013



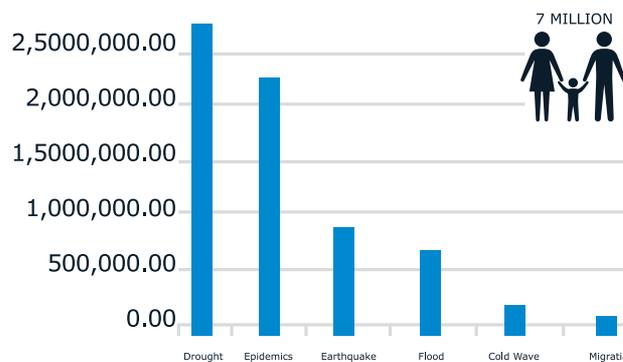
Source: OCHA LAC Report 2014

The regional trend shows a predominance of chronic crises and their structural effects in comparison to the occurrence of sudden-onset disasters. Not surprisingly, chronic slow-onset developments are less visible than the

last mentioned sudden-onset disasters. Yet, drought and epidemics arising from climate change are becoming stronger and have a sustained humanitarian impact, with long term adverse effects on FSN.

In 2014, the El Niño phenomenon, coffee rust and the Chikunguña virus affected more than 4.8 million<sup>10</sup> people in the region, with FSN being among the hardest hit aspects. As a result of drought, for example, more than 2.5 million people in Honduras, Guatemala, and El Salvador have seen a decrease in FSN, with losses approaching 75% of maize and beans crops. The coffee rust has affected more than 2 million Central American people who are directly dependent on this crop; and has led to the alleged displacement of more than 350,000 workers. These situations have had a high humanitarian impact, slowing down development and, as pointed out by ECLAC and The World Bank, have generated millions in losses<sup>11</sup>.

**Graph No 4.** Number of people affected in Latin America and the Caribbean in 2014, per type of disaster.



Source: OCHA LAC Report 2014

Amid this scenario, the traditional humanitarian agenda (preparedness and response) is losing ground, unless it is conceived as an integrated element that forms part of a disaster risk management policy<sup>12</sup>. The ever present risk of the advent of a disaster of great magnitude can however not be dismissed. To the contrary, the uncontrolled urbanization in the region has increased *urban risk*, thus adding to the complexity of preparedness and response to disasters in large cities such as Lima, Bogota, Santiago, Chile, Mexico DF, Managua, San

9. [https://fts.unocha.org/reports/daily/ocha\\_R21\\_Y2015\\_asof\\_\\_2\\_July\\_2015\\_%2803\\_02%29.pdf](https://fts.unocha.org/reports/daily/ocha_R21_Y2015_asof__2_July_2015_%2803_02%29.pdf)

10. OCHA LAC Report 2014

11. Refer to Peligros naturales, desastres poco naturales: El aspecto económico de una prevención efectiva. ECLAC 2010.

12. The region has fostered the agenda of the Hyogo Action Framework 2005–2015 with uneven results and is now in the process of assimilating the new commitments under the Sendai Framework 2015–2030. [http://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf)

Salvador, or Santo Domingo, to name a few examples.

From the point of view of development, the region shows several common denominators with regards to the FSN situation:

- The region has decreased hunger and underfeeding<sup>13</sup> by half, fulfilling one of the Millennium Development Goals (MDG).
- There is a robust and consolidated FSN agenda and significant alliances at the sub-regional, South-South and Triangular Cooperation levels<sup>14</sup>.
- Malnutrition is mostly chronic in character<sup>15</sup> and is exacerbated under certain crisis scenarios and according to internal inequalities in certain countries.
- There has been a noticeable increase in the double burden of malnutrition<sup>16</sup> (undernutrition – obesity) added to prevailing micronutrient deficiencies affecting a large part of the population.
- The impact of climate change is already noticeable in the region, engendering rising food insecurity levels and affecting negatively assets, production<sup>17</sup>, as well as food prices. The instability in the markets caused by these changes have a direct effect on the most vulnerable families.

The CD agenda on FSN gains relevance in present and future scenarios. Accordingly, CELAC (Community of Latin and Caribbean States) has been promoting a *Plan for Food Security, Nutrition, and Hunger Eradication*

2025<sup>18</sup> with the support of ECLAC, ALADI (Latin American Integration Association) and FAO. WFP's strategy for the region is perfectly aligned with this initiative. Its CD approach should be aiming at the consolidation of comprehensive social protection mechanisms. Those mechanisms should be shock responsive and propose sustainable alternatives for improved risk management, approaches towards enhanced resilience and improved productive safety nets, thus ensuring FSN in all respects.

### **Strengthening capacities in middle income countries: WFP's approach in Latin America and the Caribbean**

Latin America and the Caribbean as a region is composed by predominantly middle income countries, yet there are important contrasts among those countries and differences related to their internal social inequalities. We are not referring to a homogenous context in national capacities. In that scenario, WFP has been carrying out activities at various levels, all focusing on the consolidation of existing food-based social protection systems.

This vision is based on the conviction that the accompaniment of programme development and implementation; as well as the generation of evidence, constitute vehicles for advocacy and political incidence. They are also pathways towards the consolidation of social safety nets and of other social protection programmes, through a top-down and bottom-up dialogue. In other words, without being an agency that specialises in the development of public

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13. See Panorama de la Seguridad Alimentaria y Nutricional en América Latina y el Caribe 2014. FAO. According to FAO's State of Food Security in the World (SOFI 2014), there are 37 million people (6.1% of the population) suffering from hunger.

14. For instance, the Latin-American Parliament, among many other initiatives, has come up with a Legal Framework for the Right to Food Security and Food Sovereignty in 2012 and another Legal Framework for School Feeding in 2013.

15. According to UNICEF, in Improving child nutrition. The achievable imperative for global progress, the region exhibits the lowest rate of child malnutrition globally. Some 12% of children under 5 suffer chronic malnutrition (7.1 million). Some 44.5% suffer from anaemia (22 million). At the time of the compilation of this report still, Guatemala still had a child malnutrition prevalence reaching over 45%.

16. Some 7% of children under 5 (3,8 million) are overweight or obese. In this respect, refer to FAO, PAHO, ECLAC, and IICA, Una mirada integral a las políticas públicas de agricultura familiar, seguridad alimentaria, nutrición y salud pública en las Américas. 2014

17. Refer to Fifth Assessment Report Climate Change: impacts. Adaptation and vulnerability. IPCC 2014. www.ipcc.ch/report/ar5/ G See also El Quinto Reporte de Evaluación del IPCC: ¿Qué implica para América Latina?. 2014. The forecasts of various studies (Warren, 2008 and others) indicate an increase of 26 million people with undernutrition by 2050 and 85 million by 2080, in the region. According to other studies (Brown, 2008), global fluctuations in the price of agricultural production will reach up to 30%. The Caribbean, Haiti, Bolivia, Nicaragua, and Honduras would be the most affected countries in the region. According to other studies (Lobell, 2008) 12 regions in the world will face serious FSN challenges, taking into account their diet, their productive and agricultural systems, and their rates of malnourished population. In the region, we are speaking of the Caribbean, Central America, the Andean axis, and Brazil.

18. Refer to Plan para la Seguridad Alimentaria, Nutrición y Erradicación del Hambre 2025. CELAC 2014.

policies, WFP's operations, implemented in close relationship with governments and communities, manage to have significant impact, and as such demonstrate the need to create normative frameworks, to provide funding, to strengthen institutions and to improve programmes.

**How has WFP gone about CD in the region? Given the heterogeneous context, there is no single format, but rather 4 modalities, which are not mutually exclusive.**

**CD Modality 1:  
Strengthening of capacities alongside direct and operational WFP-supported activities (that are based on direct transfers to beneficiaries).**

This first modality has most frequently been explored in the region's lower middle income countries, although not exclusively. WFP under this modality has exerted strong influence at the national level in relation to all the five dimensions of the before mentioned Hunger Governance Capacity Index, yet at different levels of intensity. As part of this modality, activities to strengthen capacities are not WFP's sole or main focus but rather an element that has been incorporated into the more traditional assistance through the delivery of food and cash-based transfers; as well as of the distribution of micronutrient supplementation, among other actions. Except for Cuba, this is the modality used for most of Central America and the Caribbean. Practical examples include the experience gained by WFP in Honduras regarding the country's School Feeding Programme; the work done in Dominican Republic for the 'Progressing with Solidarity' programme; the support provided to Guatemala in the field of nutrition; community work on HIV in Bolivia; and WFP's support provided to Haiti.

**CD Modality 2:  
Strengthening capacities through technical accompaniment and advocacy, with little or no direct transfers to beneficiaries.**

This second modality refers to processes that are primarily geared towards the CD of our partners. Food and cash-based transfers may form part of them, but do not constitute the core of the initiative, yet are rather a complement

to incentivise the CD. Under this scenario, CD has been mostly used in areas 4 and 5 of the *Hunger Governance Capacity Index*, of which Bolivia with the MAECH experience, and Ecuador with 'Carchi Productivo', are prime examples, as described in chapter three of this document. Significant experiences have also been gained in Panama, El Salvador, Nicaragua, and Cuba. Various among them use a combination of modalities. Colombia is an example of a country where the before described modality one has been integrated with this second one. This might however be subject to change. With prospects of a potential post-conflict scenario, WFP in the country could well decide to limit the implementation of CD activities under modality two only. In Peru already since a number of years ago, WFP's support has been completely (100%) categorized under this modality of CD-specific support, with zero distribution of food nor cash-based transfers. WFP assistance under this type of CD modality is often generated by an institutional demand and orientation.

**CD Modality 3:  
Strengthening of capacities through inter-governmental institutions at sub regional levels.**

This third modality has mostly impacted dimensions 1 and 2 of the *Hunger Governance Capacity Index*. Significant examples of WFP's CD portfolio under this modality comprise the following: the Humanitarian Module initiative of CEPREDENAC, created within the framework of the Central American Policy on Comprehensive Disaster Risk Management (PCGIR, in Spanish), which WFP has accompanied since its start; WFP's participation in SICA-PRESANCA (Regional Programme on Food Security and Nutrition) related to the efforts that have been undertaken by the Regional Working Group for the Integrated Classification of Food Security in Phases (which in this region initiated in 2010); and the Alliance for Central America's Dry Corridor, amongst other processes.

**CD Modality 4:  
Strengthening of capacities by fostering South-South and Triangular Cooperation.**

South-South and Triangular Cooperation are considered an essential part of WFP's trademark activities in terms of CD in the region. Several major initiatives deserve to be highlighted, among which the portfolio of activities undertaken by WFP's Centre of

Excellence against Hunger, which opened in Brazil in 2011 and is the source of knowledge exchange with other countries and regions, notably those in Africa, but also within Latin America. Worth mentioning under this modality as well is the role that WFP has assumed as a facilitator, enabling activities in support of disaster preparedness and response among Caribbean states (Haiti, Dominican Republic and Cuba); and by assisting the Latin American School Feeding Network (LaRAE), which creation had originally been stimulated by WFP.

With reference to the development of the before mentioned four modalities of CD, there are some common patterns in WFP's actions that have encouraged the development of the CD agenda:

- **Strategic advocacy:**

Strategic advocacy is an essential element for the positioning of the CD agenda in the region. It involves the implementation of activities with a focus on medium term processes instead of short-term results. Noteworthy examples of strategic advocacy already engaged in by WFP include the promotion of the application of the SABER<sup>19</sup> methodology, as a strategy to assess, in a comprehensive manner, the state of art of national school feeding programmes in Bolivia, Guatemala, Haiti, Honduras, and Peru. Good examples of advocacy for FSN, both with respect to nutrition and to disaster preparedness, can be found in Dominican Republic, Panama, Guatemala, and Cuba. Another one is WFP's support for the Alliance for the Dry Corridor, in the area of climate change adaptation and for community-level resilience building. Finally, the HIV and nutritional component in Bolivia, Honduras and the Dominican Republic, has also been positioned by means of strong advocacy, analysis and awareness building.

- **Agenda with its own identity (packaging)**

CD needs to demonstrate its added value by being packaged under its own agenda, one that is easily recognised and related to by governments. A notable experience in this regard has been WFP's regional strategy to promote nutrition-sensitive social safety nets. As safety-nets are being developed, it is important to ensure their linkage with local production processes, by conceptualizing nutritional value chains that envisage improved

performance on nutritional indicators, income generation and enhanced productivity. This package is a trademark of WFP's work in the region in respect to CD. WFP's endeavours in Guatemala, which revolve around the fight against child malnutrition, exemplify how to concentrate efforts and prioritize. Another properly packaged CD portfolio is the one that WFP implements in partnership with INDECI in Peru. CD activities with this institution are progressively carried-out under a clear, precise, and robust agenda.

- **Developing capacities through our own capacities**

Training does not involve as many resources as the activities that are undertaken as part of a regular operation, but it does require a high level of expertise in a given topic. WFP continues to strengthen its own internal capacities in order to offer high quality and CD that truly adds value. An example of technical assistance based on sound know-how is WFP's support for the creation of local production networks for the aim of increasing the resilience of communities in El Salvador and Guatemala (P4P Purchase for Progress initiative); and the extensive training process for disaster preparedness and response that was conducted in Nicaragua and El Salvador. Those are all good examples of technical accompaniment with an important added value, that has not required major investments.

- **Versatile CD: national endeavours with local accompaniment**

CD demands to be undertaken simultaneously at the national and local levels. Such modus operandi can only be achieved by having a permanent local presence. WFP has gained good experience in the region in this regard. An example is WFP's work in Colombia, scenario of armed conflict, where the organization's portfolio represents a mixture of local level humanitarian response, high-level advocacy and CD activities at various managerial levels.

## **Continuity and sustainability**

Without guaranteed continuity, CD is not a process but an activity and therefore will have a limited ability to create real change over time. As described, the continuity of CD processes largely depends on political commitment, resources and on an appropriate level of community engagement and empowerment.

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19. [http://wbgfiles.worldbank.org/documents/hdn/ed/saber/supporting\\_doc/Background/SHN/Framework\\_SABERSchool\\_Health.pdf](http://wbgfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/Background/SHN/Framework_SABERSchool_Health.pdf). What matters most for school health and school feeding: A Framework Paper. WB 2012. It is worth mentioning that Bolivia was the first country in the region to adopt this methodology.

Considering the regional context as described before, with all its variables, it is possible to have access to funding that can ensure a proper CD agenda. There must be a disposition to diversify the portfolio of donors and partners. In Latin America and the Caribbean, traditional donors are changing their regional objectives and priorities in tandem with the agendas that the region's governments wish to implement. Understanding the scenario, it will not be difficult to converge: it is a matter of showing and measuring results and of communicating them adequately.



Furthermore, the current need to align to public policies as promoted and implemented by governments turn them into partners in terms of resourcing. This modality has diversified further with the ongoing decentralisation processes in the countries of the region and with the increase in the number of players. Obviously, in this context, we should not forget the private sector. The dynamism of this key partner is an ally in the CD for FSN in the region.

In terms of sustainability, CD should be assumed under the budgetary provisions at various levels of government. Similarly, WFP itself has been evolving, by upgrading its corporate financial framework so as to allow the organization to explicitly budget for CD inputs.

To enhance CD, there is scope to improve on administrative efficiency. For WFP and its partners, this would involve the synchronisation of internal and external rules by, for example, reducing administrative schedules<sup>20</sup> when signing Technical Cooperation Agreements; and by adapting fiscal periods and accountability requirements to more flexible arrangements that better align with CD. As part of this logic, it would be necessary to obtain mechanisms for medium term implementation, moving away from short term (annual) frameworks. Doing

so, time restrictions can be avoided, which will be instrumental to help the organization moving away from an activity-oriented approach to a process focus, in terms of CD.

Capacity development in FSN also requires planning and continuity. The region has the ability to further consolidate those aspects, despite the fact that in practice realities on the ground at times thwart progress. FSN surely is a cornerstone for all countries in the region, which facilitates the cementing of national agendas as well as stable funding. Nevertheless, some specific programmes continue experiencing certain degrees of volatility in terms of their sustainability, in consequence of structural changes or modifications in planning and programme design. Those changes negatively impact CD processes. And while it is true that the institutionalisation of FSN has stepped up, it is also evident that frequent staff turnover still prevails, limiting fluid progress towards CD goals.

Finally, the existing high levels of competition for the development of a FSN-related agenda have to be considered a positive phenomenon, provided that that competition is managed properly. However, if that is not the case, competition can turn into a problem, when it impedes institutions to organize their agendas and when it leads to duplications; poor coordination; erroneous interpretation of organisational mandates; and when it culminates in a fight to obtain resources. Such competition does not favour CD in FSN, yet it fragments processes and makes them less specialized, generating a distorted reading of the available capacities within the region. Hence, it is necessary to make persistent efforts so as to turn competition into an added value for governments.



20. WFP Country Offices in the region have documented that the administrative process required for the signing of a Framework Agreement between WFP and a national government can take more than 75 working days, not counting the time spent on political and technical negotiations.



The next chapter provides examples of experiences in CD that WFP has acquired through joint collaboration with governments, in various key thematic areas.

### III. CONCRETE EXPERIENCIES IN LATIN AMERICA & THE CARIBBEAN RELATED TO WFP'S WORK IN CAPACITY DEVELOPMENT

CATEGORIZED IN VARIOUS THEMATIC AREAS:

A. PREPAREDNESS, DISASTER RESPONSE AND COMMUNITY RESILIENCE

B. CONSOLIDATING SOCIAL PROTECTION SYSTEMS AND PRODUCTION PROCESSES

1. School Feeding
2. Nutrition
3. Smallholder Farmers and Local Markets



1. Public Policy and Financial Sustainability



2. Institutional Capacity



3. Design, Management and Implementation



4. Civil Society and Community

## A. STRENGTHENING PREPAREDNESS, DISASTER RESPONSE AND COMMUNITY RESILIENCE

WFP has been working with Civil Protection entities and sub-regional institutions to improve preparedness and disaster response. As one of WFP's pillars in the region, this agenda has been complemented, over the past few years, with specific actions aimed at reinforcing community resilience. The latter gained relevance as a result of the challenges to maintain adequate FSN levels in consequence of the effects of climate change.

WFP has accompanied government institutions to establish conditions in the region that make countries more resilient to the impact of disasters. The following are some examples of CD related to public policy and financial sustainability; institutional capacity; and the design, management and implementation of programmes undertaken with civil society and communities.

### Public policy and financial sustainability

The region's advanced levels of institutionalization with regards to the preparedness and disaster response function; and its well acknowledged political, economic, and social relevance, have favoured its broad sectorial integration. The area of disaster preparedness and response nowadays is an essential axis of government institutions and policy across the board. A good example is the Central American Policy for a Comprehensive Management of Disaster Risk (SIGLA). The Policy demonstrates that disaster risk management is a self-sustaining dossier in international relations in Latin America and the Caribbean. The trans-border cooperation efforts being made within UNASUR (Union of South American Nations) confirm this affirmation.

Throughout the regional transformation process of the past 20-years, WFP has been a key partner for governments and the international community, in relation to both the conceptual and strategic definition of policies; and related to the operational components of the undertaken initiatives.

In the absence of a unique way to engage in the area of disaster preparedness and

response, WFP has and will continue approaching work in this field at various levels of public governance, covering multiple themes. Several processes at national and regional level are worth highlighting. All of them have had good results in terms of public policy formulation.

To be ready to face a disaster, it is necessary to improve legal preparedness or, in other words, to advocate for states to have better laws and norms that can facilitate the internal response capacity, international assistance and trans-border cooperation. Therefore the technical and financial support being provided by WFP, in coordination with CEPREDENAC (Centre for the Prevention of Natural Disasters in Central America), in relation to protocol development, is worth mentioning. More specifically, the initiative regarded the development of the '*Central American Protocol for Delivery, Reception and Transit of International Humanitarian and Technical Assistance in the event of Disasters/Emergencies*'.

### 1. Strengthening legal and operational preparedness for disasters in Central America

During the XLI Regular Meeting of the Heads of State and Governments of the countries belonging to SICA (Central America Economic Integration System), held in San José, Costa Rica, in July 2013, CEPREDENAC (Central American Coordination Centre for Natural Disaster Prevention) was called to propose a regional instrument for the facilitation and regulation of humanitarian assistance among the Central American countries in the event of disasters, as well as to update national legislation to facilitate coordination for the provision, receipt and transiting of relief items.

WFP and the International Red Cross and Red Crescent Movement (IFRC) have supported the technical validation, by the Central American countries, of the Humanitarian Assistance Module and Protocol. This instrument will facilitate sending humanitarian assistance among countries with more favourable custom entities and will assign special and differentiated customs coding for those goods to be used as humanitarian assistance in the region. This will be done on the basis of Chapter 98 of the Central American Tariff System (SAC).

At country level we can mention the technical support provided by WFP to the Chamber of Senators and the Vice Ministry of Civil Defence in Bolivia when developing *Law 602 on Risk Management*<sup>21</sup>, which was passed in November 2014. Throughout the process, WFP ensured that elements for early warning,

preparedness and response, linked to FSN, were duly included in the law's articles. Likewise, WFP in the Dominican Republic supported the submission of the 2013 draft bill of the National System for Integrated Disaster Risk Management.

## 2. Peru: comprehensive strengthening of food and emergency assistance

### Promoting the development of an appropriate legal framework

Since 2013, WFP in Peru has been collaborating with INDECI (National Institute for Civil Defense) on a strong advocacy and technical support process to consolidate a comprehensive framework for food and emergency assistance. The first element of this collaboration consisted of WFP's technical advisory in support of the *Directive on standards for the procurement, storage and distribution of food in the context of emergency assistance*. As the name of the Directive suggests, the objective is to unify criteria in relation to procedures and competencies of INDECI, local and regional government authorities and the other actors of SINAGERD (National System for Risk and Disaster Management), with regards to food acquisition, storage and distribution.

### Developing a standardized nutrition-sensitive response

As part of the above described process, WFP has promoted the inclusion of a standard of 2.100 Kcal and has advised on how to introduce a nutrition perspective in the mentioned Directive. In addition, WFP and INDECI developed GOASE, a *Guide for the Orientation of Food Assistance in Emergency Situations*.

### Ensuring financial predictability

WFP's advocacy for the purpose of ensuring adequate budget allocations and sustainable planning for the local level deserves specific mentioning, as it conducted to enhanced capacities at the municipal level for the management of Budget Allocation PP068 (emergency response). The Primer on Funding Mechanisms for Food Assistance in Emergencies that has been developed, guides municipalities how to budget resources for disaster preparedness and response.

With regards to Ecuador, it is important to stress the development of the *Regulation for the application of standards in humanitarian assistance in relation to food, kitchen, home, and cleaning*<sup>22</sup>, which was developed by the SGR (Secretariat for Risk Management) with WFP and IOM (International Organisation for Migrations) support. Implemented in 2011, this regulation is the operational benchmark for all actors and has enabled the unification of criteria for interventions. With respect to food assistance, this Regulation has enabled the establishment of a national standard for

the calculations of rations; identifies factors to be taken into account when preparing food; and consolidates a set of scenarios for estimating medium term food needs in the wake of a disaster. The regulation has been made operational through the development of a Standard Food Kit that provides approximately 2,000 Kcal/person/day. WFP has provided support to the Secretariat with all its technical acumen and has disseminated information regarding the mentioned instruments among its local counterparts.

21. <http://www.boliviarrural.org/images/documentos/L602.pdf>

22. [http://www.gestionderiesgos.gob.ec/wp-content/uploads/downloads/2012/07/MANUAL\\_OIM.pdf](http://www.gestionderiesgos.gob.ec/wp-content/uploads/downloads/2012/07/MANUAL_OIM.pdf)



As for *El Salvador*, WFP's political advocacy at the departmental level deserves to be highlighted. In coordination with the Technical Sectorial Commission for Shelters, 14 new departmental governors and deputy governors, as well as their respective technical teams, were benefited by WFP coordinated training in 2014. The trainings resulted in greater empowerment in the field of preparedness for disasters and fostered the sustainability of local efforts that were ongoing. For WFP, it is a priority to prevent a breakdown of CD processes in the region in consequence of political change and turnover of managerial and technical staff, something that can be achieved through greater institutionalization and process registration.

In *Colombia*, important work is being done with local governments to strengthen their capacity for preparedness and response to disasters or emergencies. The Specific Cooperation Agreement with the Atlántico Department (*Convenio Específico de Cooperación con el Departamento de Atlántico*) developed in 2012, geared towards the strengthening of capacities for preparedness and response through the development of an Operations Centre and the creation of REDEMAT (Network of key stakeholders) for the purpose of improving the coordination and flow of FSN-related information.

In a middle income scenario like Latin America and the Caribbean, decentralisation processes are of increased importance and they must be accompanied by strong technical support in the field of FSN. It is strategically important to identify CD opportunities at decentralized levels of governance and make them visible. Involvement at decentralized levels also constitutes an alternative means for the diversification of financial resources.

From the perspective of building resilience to climate change, WFP is a frontline player in the region. By generating evidence, facilitating partnerships, and promoting specific actions - as we shall later see with respect to the Central American Alliance for the Dry Corridor- WFP is placing this agenda at the highest decision-making level. Since the phenomenon of climate change does not differentiate between the humanitarian and

the developmental, WFP works at different levels and through different processes.

As indicated, one means of influencing public policy is to generate evidence, in particular on the relation between the effects of climate change and FSN, a reality that affects millions of people around the world. A key achievement in this regard has been the development of the *Andean Atlas on Food Security, Disasters and Climate Change*<sup>23</sup>, in 2014. The Atlas represents a major WFP contribution to the assesment of vulnerabilities in this sub-region.

Another good mechanism to elevate the importance of the tripartite agenda of resilience, climate change and FSN in Latin America and the Caribbean is through the building of partnerships. Within Central America and as mandated by the Central American Presidents, WFP and FAO have been working with SICA and other partners on the initiative "*Building Resilience in the Central American Dry Corridor*"<sup>24</sup>.

### 3. Promoting policies to adapt to climate change in Central America

Since 2012, under the leadership of CEPREDENAC, the Central American Council for Agriculture (CAC), the Central American Bank for Economic Integration (BCIE), and the Central American Commission on Environment and Development (CCAD), WFP has been promoting the adoption of a **strategic agenda to combat food insecurity**, one of the repercussions of climate change. The agenda in reality encompasses 3 agendas: one that is political, the other that is technical, and a third one regarding cooperating partners.

This Central American agenda has 4 components that relate to the restoration of ecosystems, focusing on watersheds at community level, a strong CD process at the local level; improvements in production systems; sustainable livelihoods and commercialization; and knowledge development and management in 18 thematic areas of intervention. This agenda lies at the heart of the resilience building processes that are being carried out by WFP in Guatemala, Nicaragua, Honduras and El Salvador.

23. [http://es.wfp.org/sites/default/files/es/file/andean\\_map\\_final\\_es\\_96px.pdf](http://es.wfp.org/sites/default/files/es/file/andean_map_final_es_96px.pdf)

24. Construyendo Resiliencia en el Corredor Seco Centroamericano. December 2014. Version 1.0

## Institutional capacity

Laws, policies, and resources will prove insufficient if not accompanied by strong institutions that can operationalize them nation-wide. Activities for the strengthening of institutional capacities and for the coordination among the stakeholders of the national preparedness and response systems must be undertaken before, during, and after a disaster. Hence the need for enhanced internal information management; increased political and technical (meaning 'scientific', in the field of FSN) dialogue through formal platforms expressly created for that purpose; constant theoretical and practical training; and for the evaluation of capacities. WFP collaborates with governments, other agencies and international organisations in all of these areas.

WFP has made a decisive contribution to information management in the Central American region. The SATCA<sup>25</sup> (Central American Early Warning System) initiative has pioneered a mechanism for strengthened early warning systems by using an online regional platform for real-time monitoring in El Salvador, Honduras, Guatemala and Nicaragua. SATCA has the capacity to integrate all available early warning data, using multiple technical and scientific sources. The system ultimately should allow for the mitigation of impacts caused by shocks, through the provision of timely information that can improve the preparedness of institutions and communities. The system has also been effective to leverage complementary information to enrich other regional information platforms, such as RedHum (Humanitarian network for Latin America and the Caribbean) or CRID<sup>26</sup> (Regional Centre for Information on Disasters), and has been passed-on to governments, which have replicated the initiative with assistance from WFP's country offices. Challenges remain in terms of the comprehensive functioning of such platforms, including functionalities for the analysis of the warnings that they detect and for the identification of the variables that can impact FSN.

It is important to highlight the progress on SATCA - known as the Environmental Observatory - that is being achieved in *El Salvador* by MARN (National Service of

Territorial Studies, Ministry of the Environment and Natural Resources). The Observatory combines the analysis of meteorological, hydrological, geological, oceanographic data and risk analysis to facilitate real-time monitoring of the development of several types of threats.

In *Peru*, WFP assists the development of an initiative that is similar to that of SATCA, through the provision of support to INDECI's CEPIG (Centre for Processing Geospatial Information). The intention is to develop an application that enhances the analysis of early warning information. The application will enable INDECI to consolidate information from the various dispersed multi-risk alerts and information systems operating across the country.

With regards to CD for Emergency/Disaster Preparedness and Response, WFP has been particularly effective in the areas of Information Management; Interinstitutional Coordination and self-Evaluation.

As stated before, being well prepared is to be well trained. In *Nicaragua*, with financial assistance from AECID (Spanish Agency for International Development Cooperation), WFP has given support to the SINAPRED (National System for the Prevention, Mitigation and Response to Disasters) Work Plan since 2012, through a broad CD process<sup>27</sup> that focuses on theoretical and practical training for improved local and community responses, bringing on board the required FSN variables as part of the approach.



25. <http://www.satcaweb.org/alertatemprana/inicio/alertatemprana.aspx>

26. <http://www.cridlac.org/index.sh> toneladas toneladasl , <http://www.redhum.org/>

27. 845 members of the FFAA, UMGIR (Municipal Units for Integrated Risk Management, COMUPRED, CODEPRED, and communities have been strengthened through training in mechanisms for preventing, preparing, and responding to disasters in the North Caribbean Coast, South Caribbean Coast, Mining Triangle, and San Juan River, amongst others.

#### 4. Strengthening eight (8) of Managua's central markets to face earthquakes and fire

Following a major disaster, food markets, as well as hospitals or schools, become society's pillars and essential referents. A key means of speeding up adequate recovery is to mitigate the impact of disasters on such markets. In Managua, WFP has assisted a major process to strengthen capacities for this purpose.

**Contingency Plans.** COMMEMA (Municipal Corporation of the Markets of Managua) developed a contingency plan for each market together with technicians and experts of the implementing institutions and WFP's accompaniment. Each operational plan contains a basic characterization of each market and identifies critical points, staff, shops, threats, vulnerabilities, and risks.

**Internal organization and training.** Thirteen (13) response brigades have been established, comprised of 10 volunteering shopkeepers and their relatives. The brigades received first aid and evacuation training during a 5-day workshop, following which market administrations were provided

with basic equipment. In each market, a management committee of 5 members upon its composition was trained in the practical aspects of managing and responding to disasters, encompassing prevention, mitigation and rapid response.

**Simulation/Drills.** The Interinstitutional Commission in charge of Mass Population Centres for Population Vulnerable to Risk, working with SINAPRED and WFP, organised drills in Managua's 8 central markets. Interdisciplinary teams included specialists from various institutions: SINAPRED's Executive Secretariat, Chiefs of the Civil Defence section in Nicaragua's Army, the Nicaraguan Red Cross, Directorate General of Firefighters, National Police, Military Units, ENACAL (Nicaraguan Company for Aqueducts and Sewers), and ENATREL (National Company for Electric Transmission). Over 15,200 individuals participated in this initiative, which has paved the way for a more predictable and coordinated response in the 8 main markets of Nicaragua's capital city.

WFP has been a key player in the areas of institutional coordination and for the consolidation of platforms, thus fostering national efforts and dialogue, both within institutions and among United Nations agencies. Guatemala, Honduras, Nicaragua, Dominican Republic, and Peru are examples of countries in which WFP has co-chaired Sectorial Working Groups on FSN with the respective governments and/or the United Nations Technical Emergency Teams at a country level (UNETE).

In *Peru*, as previously mentioned, WFP is assisting the development of a new structure for emergency food aid that is motivating INDECI to create a Unit for Emergency Food Aid. In *Colombia*, WFP has supported the Intersectoral FSN Commission since its creation

in 2009 and, most recently, during the crisis, in terms of food security and nutrition, in the department of Guajira. WFP also assists through the FSN cluster, which is very active in the country and in which WFP and FAO play important roles. In *Guatemala*, WFP's support to SESAN (Secretariat for Food Security and Nutrition) as leader of the Interagency FSN Workgroup is essential to the development of joint projects and to engage the international community in the government's Zero Hunger initiative.

In *Ecuador*, within the framework of the Committee for Integrated Care for the Population, led by the Ministry for Economic and Social Inclusion, WFP has been able to reinforce coordination with other actors by developing

specific products, such as the Food Kit and the methodology for FSN-assessments in emergencies or EFSA-72 hours. The Joint Work Plan with the SRM (Secretariat for Risk Management) was instrumental to involve other agencies, such as UNICEF and UNFPA, in this dialogue and coordination exercise with government. WFP also plays a role for the strengthening of the National Decentralized Risk Management System, by training staff of its main integrating institutions and coordinators of technical committees.



Coordination also involves the identification of available resources in the private sector, particularly in the context of middle income countries, where currently invisible capacities should be evaluated and incorporated into the efforts of the public sector. In acknowledgement of the potential of private sector partnerships, in Peru, WFP has supported the development of *Inventories of Resources for a Food-based Response in Emergencies, within the framework of the Emergency Information Response System*. The inventories allowed for the identification of private companies that signed 16 agreements with provincial governments and INDECI to provide a joint response in the event of disasters.

In terms of analysing the state of art of national preparedness and response capacities, WFP has carried out exercises in various countries in the region that indicate the level of commitment that governments have with respect to capacity development, starting with the assessment of those capacities. The first assessments were done in Peru and Guatemala, among other countries, and involved preparing the Emergency Preparedness and Response Capacity Index (EPCI<sup>28</sup>), a refined WFP

corporate methodology. The second exercise was carried out in Peru, Dominican Republic and Haiti in 2013, with telecommunications' capacities assessed by the Fast Information Technology Telecommunications Emergency and Support Team (FITTEST<sup>29</sup>). In Haiti, the installation of four radio stations at the premises of the Civil Protection entity has resulted in improved telecommunications and coverage of almost 40% of the national territory. Both assessments (EPCI and FITTEST) have highlighted strengths, but also major gaps, which the governments are working on, with WFP support.

One of the CD modalities most encouraged by WFP in the region is South-South Collaboration. An important sub-regional initiative<sup>30</sup> under this cooperation modality was launched by the governments of Cuba, Dominican Republic and Haiti, in 2014, to improve their communication channels. The first meeting, held in Havana, produced an Action Plan that identified three areas for joint collaboration. The first area relates to enhanced CD for risk reduction; the second area regards the need to improve humanitarian coordination and logistic capacities among the three countries; and the third area emphasises the promotion of a shared vision and actions regarding resilience, with FSN standing at the core. This exercise, the first of its kind, was accompanied by CEPREDENAC and the CDEMA (Caribbean Disaster Emergency Management Agency), as well as by the IFRC. The first steps to operationalize the Action Plan were taken in the second half of 2015, aiming at strengthened early warning systems between the Dominican Republic and Haiti. With the support of CEPREDENAC and WFP, a similar initiative has been launched between Central America and Cuba. WFP facilitated this process in response to requests from the Central American governments, which were officialized by the CEPREDENAC Executive Committee in early 2015.

Also from a regional perspective and in coordination with CEPREDENAC, WFP has provided various trainings in the area of supply chain management and logistics, including an introductory *Module to the Humanitarian Supply Chain*, conducted in August 2013 in Guatemala. This process was complemented with a package of three trainings in the following

28. [http://www.wfp.org/sites/default/files/WFP-LAC\\_DEPR\\_May%202014.pdf](http://www.wfp.org/sites/default/files/WFP-LAC_DEPR_May%202014.pdf)

29. <http://www.wfp.org/emergencies/fittest>

30. <https://www.youtube.com/watch?v=yApAvmDr5sM>

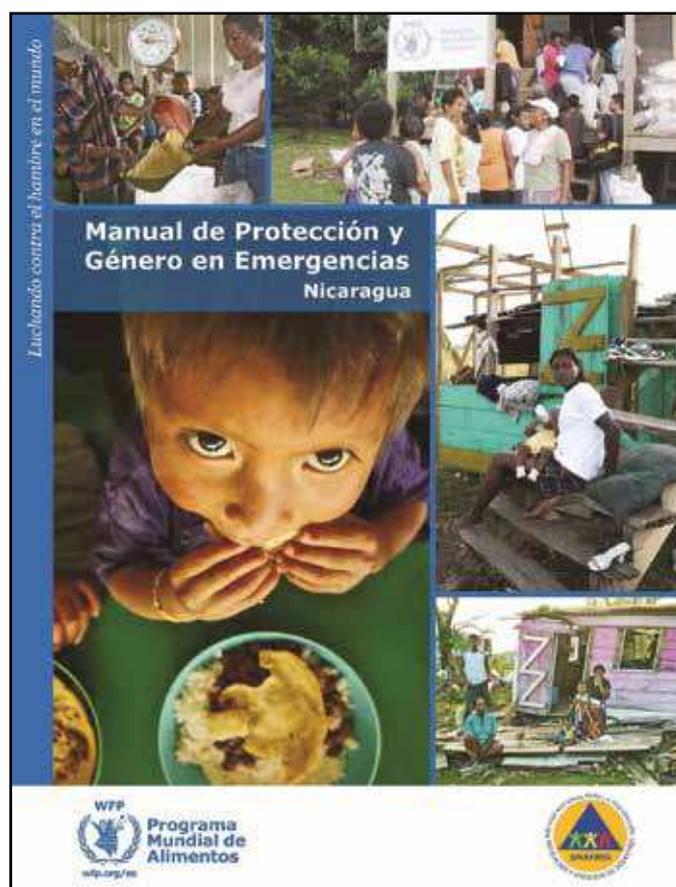
subjects: Introduction to the Logistics Cluster, *Warehouse Management and Assembly of Emergency Response Support Equipment*. These trainings were held in Panama City in July 2014 and counted on participation of members from CONRED (Guatemala), COPECO (Honduras), SINAPRED (Nicaragua), CNE (Costa Rica), SINAPROC (Panama), Civil Protection (El Salvador) and Civil Defence of the Dominican Republic and Mexico. The same process was developed with INDECI in Peru in 2014.

Continuing the regional efforts in Central America and as a part of WFP's commitment to train and prepare both its own staff and government counterparts to address emergency situations, the organization's Logistics Unit organized a certification course in Honduras, covering food handling and fumigation techniques. The initiative was undertaken with the support of the Pan-American School *El Zamorano* in 2014. Logistics staff from Guatemala, Nicaragua, Dominican Republic and Honduras, as well as 4 participants of the Permanent Commission of Contingencies (COPECO), the Honduran Institute of Agricultural Marketing (IHMA) and the Food Bank benefited from the learning. During the course, participants received theoretical and practical knowledge on the stages of grain production and post-production, sampling techniques, temperature and humidity control, identification and control of pests as well as topics relevant to warehouse inspection.

In Nicaragua, the National System for Prevention, Mitigation and Response to Disasters (SINAPRED) and WFP joined forces to build a warehouse of 316m<sup>2</sup> with storage capacity for 500Mt of food and other necessities, to allow for a rapid response during an emergency. The Logistics team in WFP Nicaragua also provided continuous capacity development to members of SINAPRED, through various workshops related to the Evaluation of Food Security in emergencies; Transportation, Storage and Handling; and Risk Assessment. Similarly, WFP Nicaragua supported SINAPRED for the rehabilitation of the drainage system of the emergency warehouse, as a preventive measure against possible flooding.

## Design, management and implementation

WFP in the region is providing technical assistance to governments in both disaster preparedness and for the development of initiatives that build resilience to climate change through the review of their response plans and protocols, by improving their capacity to analyse and evaluate FSN, and by developing climate change adaptation projects, that increase community resilience.



In the classical sphere of comprehensive disaster preparedness, another substantial exercise warrants mentioning. The exercise was carried-out with SINAPRED in Nicaragua and comprised the updating and approval of the 2014 General Action Protocols for the Sectorial Working Commissions<sup>31</sup>. The effort focused on the review of the country's protocols for Floods, Hurricanes, Earthquakes, Landslides, Pandemics, Forest Fires and Volcanic Eruptions, which were consolidated in a Protocol *Handbook for Disaster Response* at the national level. Similarly, since 2012,

31. The commissions are: Health, Information and Education, Natural Phenomena, Security, Water and Sanitation, Consumer Protection, Agriculture and Forestry, Environment, Infrastructure and Energy.

WFP in *Haiti* accompanies the Ministry of the Interior as it prepares and disseminates its *Annual Contingency Plan for the Hurricane Season*.

Another regular line of CD support provided by WFP is the strengthening of national capacities to enable an efficient and effective provision of food assistance in emergencies. Here it is important to highlight the development of the *Educational Module on Food Assistance with INDECI in Peru*. Aimed at training INDECI staff working in regions and municipalities, the learning material encompasses a facilitation guide and 5 training modules (food in emergencies, key concepts in disaster management and food security and nutrition, steps to provide food assistance in emergencies, and financial provisions for food aid in emergencies). This is a significant WFP contribution to the CD efforts being made by INDECI and local agencies in charge of food-based emergency response. It complements normative and organizational steps that envisage to consolidate INDECI into a structure that is capable of providing food assistance under optimal standards, as shown at the beginning of this chapter.

In the areas of disaster preparedness and response and resilience, WFP has assisted Governments primarily with the review of their plans and protocols, the strengthening of their capacities in food security and nutrition analysis, and with the development of interventions for climate change adaptation.

### Strengthening national capacities related to emergency needs assessments

States have developed their own methodologies and tools to assess damages and analyse the needs arising in the wake of a disaster. Through the EFSA methodology, WFP has bolstered this aspect of FSN.

El Salvador stands out because of WFP's endeavours to empower CONASAN (National Council on Food Security and Nutrition) in the use of the EFSA tool<sup>32</sup>. Submitted as the report on *"Impact of the drought on food security in El Salvador"*, the EFSA indicated that 85,000 people (18,000 homes) were moderately or severely food insecure because of the impact and loss of basic grains. As expressed by the Director of CONASAN,

the transfer of this tool *"is very important and provides elements that enable us to secure resources and identify gaps"*.

Extensive training in the use of EFSA has also been undertaken in Bolivia, specifically in Santa Cruz and El Beni. In Guatemala, the EFSA methodology has been transferred to the government and has become an essential instrument. An example of the use of the basic EFSA methodology in that country is the *Diagnosis of families affected by the prolonged drought and perspectives for grain reserves*, undertaken by SESAN in 2014. In Peru, the use of the EFSA methodology has been enhanced through alliances with academia. The Postgraduate School of the Continental University (Universidad Continental-EPGUC), WFP, and INDECI have developed a Diploma in Emergency Food Security Assessments. The Diploma was offered under a semi-virtual modality covering over 136 lecture hours, and was geared at 44 workers and officials of entities in charge of/related to emergency prevention, preparedness and response within INDECI and other government institutions. In *Colombia*, training in the use of EFSA is also a cornerstone of the Memorandum of Understanding (MoU) signed between WFP and UNGRD (National Unit for Disaster Risk Management) in 2014.

In *Ecuador*, the approval of the Methodology for Initial Needs Assessments in Adverse Events is noteworthy. The WFP-EFSA based Methodology was prepared within the framework of the Joint Working Plan between WFP and SGR in 2014 and has become the national instrument for analysing FSN needs in the event of a disaster.

In *Haiti*, WFP is also a partner collaborating with Civil Protection Programmes related to the development of a FSN assessment package in the event of national emergencies. This initiative, at the time of the compilation of this report, is still under development.

### Diversifying response modalities: cash-based transfers

The region has extensive experience in the implementation of 'cash-based transfers' as part of social protection programmes. The challenge lies in transferring the related

32. <https://www.wfp.org/content/manual-para-la-evaluacion-de-la-seguridad-alimentaria-en-emergencias-segundaedicion>

know-how to national and local disaster response mechanisms. The development of local capacities in terms of the distribution of cash-based transfers, has not only been done 'on the job', but also through efforts at the side of the cash-based transfers in communities.

WFP is undertaking a vigorous advocacy process vis-à-vis national response systems so that they become more flexible when used at the local level. In *Peru*, for example, WFP has partnered with INDECI for a feasibility study, outlining the use of cash-based transfers as a response mechanism, when facing major events in Lima and El Callao.

In countries such as *Bolivia, Guatemala, and El Salvador*, work has been done with governors' offices or local governments on activities that are part of the project cycle when using cash-based transfers: selection of beneficiaries, registration, organisation of cash transfers, asset creation and process monitoring. By carrying out these exercises, local governments have become directly empowered in terms of applying new transfer modality types, thereby bolstering their leadership and ownership as the entity in charge at the local level.

In *Guatemala*, WFP works on cash-based transfers with MIDES (by virtue of its experience with transfers based on vouchers and cash in its own social programmes) and with MAGA (Ministry of Agriculture and Livestock) and CONASAN in project implementation (technical assistance and monitoring of assets created, etc.). Such coordination (a solid asset in activities under this type of modality) facilitates the connection among national institutions, thereby reinforcing their ability to work together when responding to a food crisis.

The response to the *coffee* rust has represented a major challenge<sup>33</sup> for the governments of *Honduras and El Salvador*. Since 2014, WFP is providing assistance to both countries through projects using vouchers in exchange for food. In *El Salvador* for example, 'Proyecto Progresando' is assisting 52,720 persons in 20 municipalities<sup>34</sup>, using this modality.

In Honduras, some 5,000 persons<sup>35</sup> are being assisted on the basis of a similar response strategy. Although at first sight the effort represents an example of a traditional response, it actually leverages strong CD in relation to family economics, livelihoods and community assets, all gearing towards improved coping mechanisms and strengthened resilience of communities that are or might become affected by climate change. The recent experiences with WFP-supported cash-based transfers demonstrate how governments can be exposed to new response instruments, with WFP support.

WFP in Latin America and the Caribbean has been operational in many response exercises throughout the past 50 years. A recent experience for the response to floods in Paraguay in July 2014, however, was one with a steep learning curve for all involved. The use of cash-based transfers in both rural and urban areas was an important learning exercise for government partners (SEN, National Secretariat for Emergencies), communities, and WFP itself. It was the first time that WFP used this type of response to face a sudden-onset disaster in the Latin America and Caribbean region. The intervention was coordinated with SEN through the United Nations Technical Emergency Team and WFP's Country Office in Bolivia.



33. The Honduran Coffee Institute (IHCAFE) estimates that, between 2012 and 2013, some 44% of coffee production was lost.

34. Beneficiary numbers mentioned in the text represent those processed in the third quarter of 2015 and are likely to have increased since.

35. Idem

WFP also fostered the use of cash-based transfers in *Colombia*, where it constituted an innovative mechanism to respond to internal displacement and emergency situations. Major operational challenges were encountered during implementation. For instance, the redemption of vouchers has been affected by mobility restrictions in some communities, impeding beneficiaries to reach the selected retailers. Those beneficiaries have suggested to include rural businesses, such as smallholder associations, as providers where vouchers can be redeemed. Participants have pointed

out that the new transfer modality has built awareness on nutrition, and has been conducive towards a more responsible use of vouchers, given that people are now cognizant of the importance of dietary diversity.

From the monitoring perspective, the initiative related to the SMART platform<sup>36</sup>, which was developed in Ecuador, is intended to be passed-on to Colombia, so as to enhance the all-encompassing management of response interventions.

## 5. Cash-based transfers as a response mechanism to flooding in Paraguay in 2014

**Impact.** In 2014, over 230,000 persons were affected by flooding caused by the overflow of the Paraguay and Paraná rivers, both in urban areas around Asunción and in rural areas of Alto Paraguay, Presidente Hayes, Boquerón, Central, Misiones, and Neembucu. The difficulties in accessing food and the serious impact on livelihoods that had been previously identified by the UNDAC team triggered the implementation of an EFSA.

**Assessment.** The assessment that was coordinated with the National Health Institute and SEN, determined that about 30% of the affected people had food consumption scores below the poverty line. About 65% of those affected were relying on negative coping strategies, such as the sale of assets, procurement of loans on disadvantageous terms, emigration from the affected areas, and the selling of their land. Some 30,000 persons were identified for receiving support under the cash-based transfer modality. Jointly with SEN, a parallel study was carried out regarding the market's absorption capacity in case a cash-and voucher- based operation would be initiated.

**Vouchers in rural areas.** In close collaboration with SEN and relying on a network of local supermarkets in the affected areas, a \$67 per month voucher was introduced, which was redeemable for 25 food items. WFP and SEN jointly monitored the implementation of this new modality.

**Vouchers and cash in rural areas.** A WFP-FAO-MAG (Ministry of Agriculture) joint analysis concluded that the most cost-effective method for the municipalities affected in Neembucu Department

was to combine the cash and voucher transfers. The cash could be spent in local stores providing a readily available supply of staple foods, with support coming from the Adventist Aid and Development Agency, which has good knowledge of community dynamics. WFP and MAG worked with CEPACCOP, a smallholder association, to implement the voucher system. Together they established that there was sufficient and structured demand for 7 fresh products (fruits and vegetables) that could be acquired using vouchers. The association's participation helped to stimulate the local market.

**Gender.** In this first experience, women have played an essential role by organizing the community and by facilitating the adoption of vouchers. WFP in Paraguay has always strived to place women at the core of its interventions. As indicated by Marta Malgarejo, coordinator of a shelter at Mbigua, "the vouchers have been crucial for women, who have been able to continue with their lives and go shopping at the supermarket".

WFP has set a regional precedent with this experience. There is great margin to customize cash-based interventions. Countries like Peru (INDECI) are analysing with WFP how to incorporate cash-based transfers into their toolbox for urban response (in for example El Callao or Lima).

In Paraguay, SEN has worked hand in hand with WFP and other social and private organisations to introduce a new response mechanism that provides a modicum of development for the country.

36. This is the WFP platform for registering information on beneficiaries, monitoring, analyses, and reports on transfers.

Perhaps the biggest challenge in *Colombia* is to link transfers to local production. The issues of land tenure and exploitation in areas severely affected by the conflict (where food insecurity indexes are higher) remain unsolved. In this country, WFP has a great opportunity to analyse how transfers can be incorporated in land restitution schemes as mechanisms for increasing local production, ensuring FSN, invigorating the local economy, and simultaneously become tools that can be used to accompany communities that have been compensated. That is one of the contributions that WFP can make to achieve territorial peace in Colombia.

The use of new transfer modalities offers a different perspective on operations and generates new learning opportunities as it demands new monitoring strategies and technical support. As was noted before, in Paraguay and El Salvador this model involved other social players, such as university students.

### **Building community resilience, adapting to climate change**

With regards to the adaptation to climate change and resilience building, WFP is involved in significant national initiatives with the governments of Honduras, Ecuador, Guatemala and Peru<sup>37</sup>, in addition to the Regional Alliance mentioned earlier in this document.

In 2010, *Honduras* saw more than 49,000 hectares of beans and rice being damaged, causing enormous loss. Inadequate soil use and increased deforestation have been aggravating people's vulnerability to FSN. To accompany the National Institute for Forestry Development and Conservation, Protected Areas and Wildlife (ICF), WFP is developing a CD project (within the framework of the Agroforestry and Adaptation to Climate Change project) targeting more than 12,000 smallholder farmers in 3 departments (Choluteca, Sur de El Paraíso, and La Paz).



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37. The Tyndall Centre for Climate Change Research has indicated that Peru and Honduras, together with Bangladesh, are the world's countries that are most vulnerable to climate change. <http://www.tyndall.ac.uk/>

## 6. Developing the capacity to build resilience in FSN to counter climate change

The CD Programme of the Agroforestry and Adaptation to Climate Change developed by WFP and the ICF is intended to last 5 years and includes capacity development in 8 domains, depending on the needs and context of the area:

1. Agroforestry production systems
2. Good practices in the protection and restoration of micro-watersheds
3. Sound production practices
4. Disaster risk reduction
5. Management of adaptation measures

6. Preparation of plans for farms
7. Plans for participatory CD
8. Micro-watershed conservation and management plans

In association with CARE Honduras and Oxfam Quebec, the linked initiative to set-up a Centre for Resilience in the Pacific Coast of Honduras, is being developed in the municipality of Lejera Blanco, Department of Marcovia, with the goal of becoming a reference point in CD and resilience building in southern Honduras.

In *Ecuador*, since 2011, Project FORECCSA is being implemented to support the Ministry of the Environment (Under Secretariat for Climate Change), Ministry of Agriculture, Consorcio de la Cuenca del Río Jubones, and the Government of Pichincha. With resources from the Adaptation Fund<sup>38</sup>, 50 parishes (150 communities) are being assisted to strengthen the capacities of 15,000 smallholder farmers in adapting to climate change and to manage the FSN in consequence of the new context of prolonged drought and lack of rain. WFP and its partners have designed a double-pronged approach, based on an analysis of the microsystem and communities. As indicated earlier, there have been diverse outcomes that align perfectly with the type of incidence that the Atlas on Food Security, Disasters, and Climate Change wants to have in the Andean region.

With respect to CD at the central level, WFP is using this experience to strengthen the Under Secretariat for Climate Change and

to jointly develop the *FSN-Climate Change-Rural Development-Gender* methodologies and indicators that will be useful for future projects.

From the community and local perspective of this initiative, about 45 of the 50 parishes have developed their adaptation plans. More than 3,000 persons have been trained in topics related to FSN and Climate Change (53% of them women) and more than 2,000 families have worked on seed recovery, use of organic fertilizers, and the creation of family embankments. Furthermore, early warning systems have been developed in the watershed of Jubones River and a climate information system is being developed in Pichincha.

As part of the *Agenda to Strengthen Food Security and Nutrition, Adaptation to Climate Change, and Risk Reduction in Central America*, it is important to mention the *Resilient Communities* project that is being developed by WFP in Guatemala since 2013.

38. This is an investment of over 7.4 million over 5 years.

## 7. Building Resilient Communities (ComRes) in Guatemala

Since 2013, WFP in Guatemala has been coordinating with MAGA, DICORER, MIDES, FAO, COCODES and the commonwealths to develop the ComRes project in 162 communities (8 municipalities, 2 departments).

**Main objective:** on the long term, the project aims to reduce negative effects of climate change on FSN; and to build more resilient communities.

**Components:** 1) Reduce Vulnerability; 2) FSN at the level of Local Institutions; and 3) Knowledge generation, Innovation, and Dissemination.

**Activities:** WFP is using transfers for Training and for Asset Creation, using food, vouchers and cash; combined with a strong component of community participation and technical assistance, as resilience drivers.

**Seasonal Livelihood Programming consultations (CMEV):** WFP accompanies this inter-institutional and community exercise to define the type of response modality, the required technical support, and the identification of complementary activities.

**Community Participatory Planning (PCP):** WFP at community level facilitates the identification, selection and planning of works or improved structures to build resilience.

**WFP sponsored activities to build resilience:** soil conservation on hillsides, reforestation and agroforestry, food production, construction of basic infrastructure, water and sanitation, and training at various levels.

**Technical Assistance:** WFP has developed specific methodologies to determine the amount of food that must be provided in exchange for asset creation, based on the average number of days that it takes to build the respective asset. The tools have been adopted by Oxfam, ACH, VISAMAGA and others. Likewise, WFP has developed Handbooks on Maize and Bean Cultivation for different parts of the country, as a way of supporting MAGA.

It is worth noting that Guatemala's national Programme **Operation Opportunity** is based on WFP's ComRes Initiative.

In the case of *Peru*, work remains more focused on evidence building than on the development of field projects. WFP and the National Centre for Estimating, Preventing and Disaster Risk Reduction (CENEPRED) have prepared a *Map of Vulnerability to Food Insecurity in the face of recurring natural phenomena*. This initiative is linked to the Andean Atlas mentioned before in this publication. It is the first comprehensive diagnostic on Peru and has become a reference document for municipal assessments and for the development of joint actions, as in Honduras and Ecuador. Throughout 2015, CENEPRED and WFP updated the Map of Vulnerability to Food Insecurity in the face of recurring natural phenomena, which involved an Inter sectoral Committee comprised of the ministries of Health, Agriculture, Culture, Social Inclusion, and the Chairmanship of the Council of Ministers. The map, which studies

32,000 population centres and 1,800 urban centres at the level of each block, has become the country's most powerful targeting tool.

Finally, the support that WFP is providing to the government of Cuba deserves being highlighted. The two have established a technical partnership to continue enhancing the system, particularly in terms of guaranteeing FSN and mitigating adverse effects. The process focuses on making FSN a cross-cutting axis in risk analysis and information management; and to ensure emergency food assistance with high quality standards.

In Cuba, CD related to emergency preparedness and response, encompasses 5 interconnected activities. One is the preparation of *studies on risk* with regards to drought and tropical cyclones,

using FSN indicators (in 26 municipalities). The purpose of the studies is to measure the possible impact of disasters on food security which in turn informs the decision-making processes of local governments related to their disaster risk reduction efforts. The second activity seeks to reinforce the *integration of early warning systems for drought* by strengthening hydro-meteorological vigilance and its links to decision-making. The activities also use information from the before mentioned studies on risks. With the third activity, CD strives to empower national offices that work with statistics and other information with WFP's *EFSA methodology* (tailored to the Cuban context) as a technical referent when evaluating how FSN is affected by the impact of extreme disasters. The fourth activity is to preposition rice and beans donated by the Government of Brazil, which will allow for a quicker provision of food assistance in disaster situations. Finally, there is an interest in improving the capacities for *the handling of food by key players* linked to the mass preparation of food during disasters, by training them in good practices and providing them with kitchen equipment that ensures food safety at the time of an emergency.

Through these experiences, WFP is becoming a solid and trustworthy partner for governments and communities in the region on a vitally important issue: climate change. Adapting FSN to the huge challenges posed by this phenomenon, through the undertaking of specific actions is not an option: it is the region's number one priority.

## Civil society and community

Communities are the first element in the chain of disaster preparedness and response and when creating safer and more resilient environments. The success of policies developed at other levels, also depends on the perception of risk at the level of the communities, and on how they handle that risk. WFP and governments in the region have been extensively working on multiple initiatives to reinforce the capacities of communities.

In *Nicaragua*, communities are an essential pillar of the national system. With WFP support, SINAPRED has embarked in a huge

training process. Through Municipal Units for Integrated Risk Management, a total of 7,800 community and religious leaders in 14 departments have been trained to prepare family and neighbourhood response plans, thereby helping to reinforce their understanding of risks. In addition, community based mechanisms for early warning and evacuation have been strengthened

In *El Salvador*, several activities have been implemented, including: the development of the Community Plan for Disaster Prevention and Mitigation jointly with the General Directorate of Civil Protection; the bolstering of training programs in food handling, hygiene, and preparation of food at MEGA Shelters such as the one in Jiquilisco<sup>39</sup>; and working on risk education, giving presentations<sup>40</sup> to students on Tsunamis to operationalise SAT Tsunami-Jiquilisco, a vital axis on the coast of El Salvador. In addition, the country's first tsunami drill was carried out with community leaders, municipal, departmental and Civil Protection leaders, and with the participation of more than 500 individuals residing in the peninsula of San Juan del Gozo.

Capacities have also been enhanced by generating and disseminating knowledge on disaster risk management, in collaboration with universities and civil society. In *Honduras* a WFP supported Diploma in Risk Management is offered at the Autonomous National University (Universidad Nacional Autónoma), while technical courses on the Adaptation to Climate Change have been made available at its Forestry University (Universidad Forestal). Besides, a Diploma on EFSA, developed with EPGUC, is now part of the academic offer in Peru.



39. The Mega Shelter of Jiquilisco can accommodate 800 people.

40. The activity starts with a video presentation called "Lessons that Save Lives", which narrates the experience of the 12-year old girl Tilly Smith, who survived the 2004 tsunami in Indonesia as a result of the training she had received in school. The learning was put in practice to save almost one hundred people.

<https://www.youtube.com/watch?v=LYjFtoIcoKw>

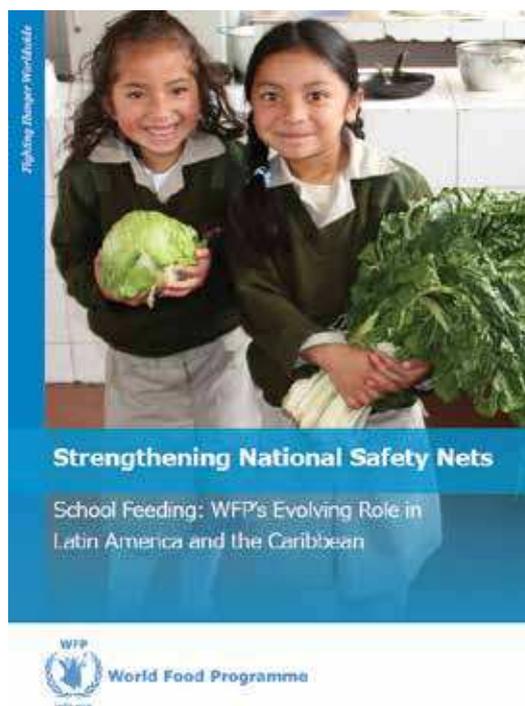
## Lessons learned

- In Latin America and the Caribbean, WFP's disaster agenda has been evolving, from a traditional food-based response, to the development of capacities for a smoother adaptation to climate change and to increase community resilience. This has paved the way for the development of a technical assistance agenda that is tailored to the needs of governments.
- This strategic shift in favour of CD has made it possible to institutionalize FSN elements, which used rarely to be present in public policy frameworks and programmes; nor or in the regional and national agendas on disaster risk management. Nowadays, the mainstreaming of FSN in preparedness, response, rehabilitation and recovery policies and activities is much more frequent.
- The evolving role of WFP towards CD is grounded in a strategy that is more focused on processes than on activities, thereby opening opportunities for CD as a major axis of the proposed activities.
- WFP's experience with CD in the field of disaster preparedness and response, as part of a broader disaster risk management policy, has been predominantly based on technical assistance and much less on financial provisions. The strategy has been complemented with a set of partnerships and projects with differing profiles.
- Projects and resource mobilization under a regional vision have been instrumental in making CD more sustainable and strategic in the field of disaster preparedness and response. This is due to fact that subregional dynamics have an important weight at the national level, particularly in Central America.
- South-South and Triangular Cooperation are assets that WFP has used to improve CD in sub-regional preparedness and response activities, through specific partnerships and technical developments, such as the early warning mechanism that has been replicated in several countries.
- With regards to preparedness and response, advocacy as an instrument for promoting CD has become more strategic, because it builds on a WFP toolkit that is more comprehensive and targets more structural components.
- In the context of disasters, climate change and FSN, the CD has been able to strike a balance between the theoretical and the practical. Combining national and local CD allows for the equilibrium and synergy needed to guarantee a larger impact in preparedness.
- CD has been and remains grounded on an understanding of the heterogeneity of contexts. There is no unique CD model in relation to the effects of disasters or climate change. Rather, CD is an adaptable toolkit at the service of governments and communities.
- The use of virtual platforms has been crucial and must be enhanced. Every CD process must incorporate this component in order to attain a multiplier effect.
- New disaster response models, that are cash-based, are being used in various countries. WFP should continue to advocate for the development of such models, speaking to their cost-effectiveness. WFP could shape the CD related to this topic, by fostering exchange of experiences among countries as a way of breaking the resistance to change.

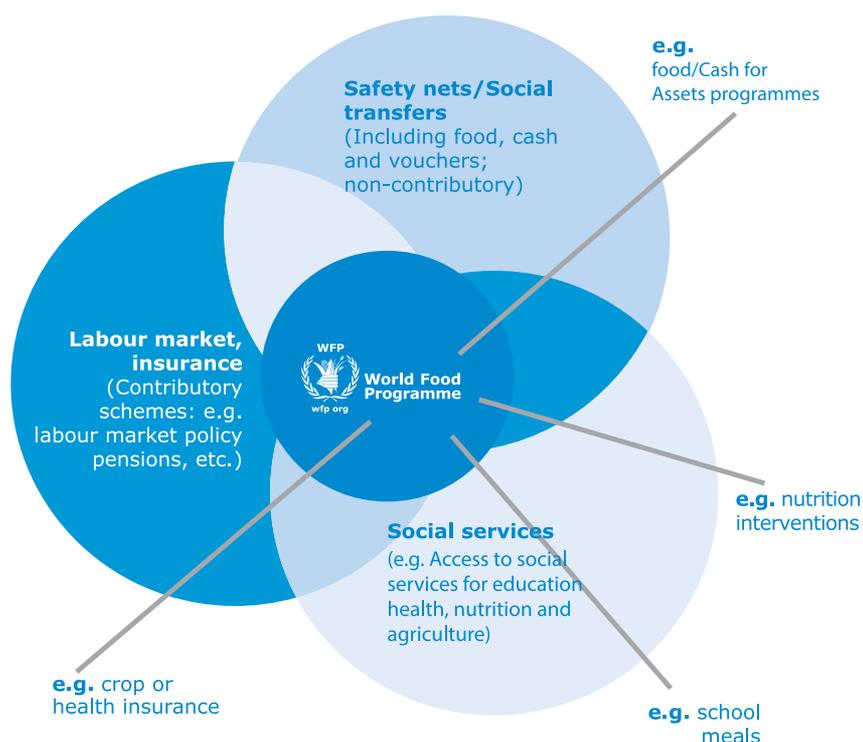
## B. CONSOLIDATING SOCIAL PROTECTION SYSTEMS AND PRODUCTION PROCESSES

WFP has over 50 years of experience in designing and implementing food and nutrition safety nets around the world. It was one of the first agencies to develop a specific policy framework for safety nets, which defined the principles of and linkages between food assistance and social protection. This policy framework informed WFP's Guidelines for Social Protection and Safety Nets<sup>41</sup>.

A multidimensional approach is necessary in order to consolidate social protection systems<sup>42</sup>. In collaboration with its government partners, WFP in Latin America promotes and facilitates an integrated vision of public policies with regards to FSN, by considering nutrition, school feeding, asset creation programmes, family-based agriculture, and market access programmes to create pillars of social protection systems<sup>43</sup>.



**Graph No.5** Components of a social protection system



Source: WFP Safety Nets Guidelines.

41. See WFP Safety Nets Guidelines: [http://docustore.wfp.org/stellent/groups/public/documents/manual\\_guide\\_proced/wfp266430.swf](http://docustore.wfp.org/stellent/groups/public/documents/manual_guide_proced/wfp266430.swf), <http://www.wfp.org/content/update-wfps-safety-net-policy> or request information through [HQ.safetynets@wfp.org](mailto:HQ.safetynets@wfp.org)

42. <http://www.wfp.org/content/update-wfps-safety-net-policy>

43. WFP Social Protection: <https://www.wfp.org/social-protection>

In Latin America and the Caribbean, social protection systems are highly institutionalized. As previously noted, expenditures for social transfers in Latin America and the Caribbean tripled between 2000 and 2010. Social protection programmes such as *Oportunidades in Mexico*, *Chile Solidario*, and *Bolsa Familia in Brasil*, or the Cuban approach to social protection, have produced internationally recognized results: they limited people's reliance on negative coping strategies and interrupt the inter-generational transmission of poverty.

Overall, social protection systems in the region focus on social safety nets rather than productive safety nets, and are based on principles of human rights and equality. In a context of high inequality, this has led to universal programmes and high levels of institutionalisation in recent years, beyond the specific political contexts of their introduction. Despite the strong level of community and civil society organization in the region, programmes are not fully integrated into other public policies, lack certain inter-sectoral linkages, and present implementation gaps by the government.

One example of WFP's crosscutting support to an emerging social protection system, is WFP's work with Haiti's Ministry of Social Affairs and Employment (MAST). Under the Kore Lavi project, WFP assists MAST in creating a nationwide database for the targeting of vulnerable households for social protection programmes. WFP's technical assistance is

intended to increase MAST's decentralized capacities to identify needy households and to guarantee a continuous update of beneficiary identification.

## 1. School Feeding

As per WFP's *State of School Feeding Worldwide* (2013), every day in Latin America and the Caribbean, almost 85 million girls and boys receive a breakfast, snack, or lunch in school from their governments.

School Feeding is one of the cornerstones of WFP's CD in the region. Despite the fact that most countries are now managing their own School Feeding programmes, WFP still plays a role in guiding their implementation to ensure quality and sustainability, by helping to construct cost-effective models and generate evidence. WFP also works to strengthen institutional capacities and to link school feeding to family-based agriculture, which represents one of the key lines of action for the short and medium term<sup>44</sup>.

WFP supports capacity development in the area of School Feeding through South-South Cooperation. The collaboration between the Latin American School Feeding Network (La-RAE) and WFP is a good example of efforts made to enhance the exchange of experiences among countries. Another successful example of South-South Cooperation supported by WFP is the Centre for Excellence located in Brasilia, Brazil.



44. In the period 2009-2014, WFP's P4P Initiative helped 34,000 farmers sell almost 70,000 tonnes of food in the formal markets (USD 40 million). Approximately 33% of the products were linked to national school feeding programmes.

## 8. La-RAE: Fostering Regional Cooperation To Improve School Feeding

Launched in 2004 as an initiative of the Government of Chile and WFP, mission of the Latin American School Feeding Network (La-RAE) is to consolidate and broaden the number of healthy and safe school feeding programmes for all girls and boys in Latin America and the Caribbean. La-RAE supports knowledge sharing, technology development, advocacy, quality, sustainability, and institutionalisation of School Feeding programmes in Latin America and the Caribbean and has organized with WFP three congresses and seven seminars.

In the past few years, seminars were held in *Mexico (2014) and Peru (2015)*. The first seminar,

*Towards the Strengthening of Healthy and Safe School Feeding*, was organized by Mexico City's DIF CDMX (System for the Comprehensive Development of Families) with the support of WFP and La-RAE. In August 2015, WFP and La-RAE supported the Government of Peru in the organisational and technical development of the VII Seminar on *School Feeding for Latin America and the Caribbean*, held in Lima under the title *School feeding: a social protection tool for sustainable development and inclusion*. In both seminars, more than 200 representatives from 18 countries participated.

Another regional project worth mentioning is WFP's Strengthening Capacities in School Feeding in Latin America and the Caribbean programme (2011-2014). This CD initiative aimed at supporting governments in their efforts to improve the quality and sustainability of their national programmes. The project included activities and studies in several countries (Peru, Bolivia, Panama, Ecuador, and Guatemala just in 2014), as well as initiatives for regional exchanges. It promoted school feeding objectives and the strengthening of policies and programmes as part of broader national social protection systems. Technical inputs provided by this project have been incorporated to country-level processes spearheaded by national school feeding programmes.

### Public Policy and Financial Sustainability

WFP's endeavours in school feeding and the development of public frameworks and policies in the region are coordinated with other major regional initiatives, such as those of CELAC and its Plan for FSN and the Eradication of Hunger and FAO<sup>45</sup>.

WFP's work has been instrumental in consolidating, institutionalizing, universalizing, and strengthening National School Feeding programmes (NSF) within the region and in launching *new models linked to local production, family agriculture, and nutrition-sensitive programmes*.

Additionally, implementation of the *Systems Approach for Better Education Results (SABER)*<sup>46</sup> in the field of school feeding, aligned to the five dimensions of the Hunger Governance Capacity framework, is contributing to the assessment and strengthening of national school feeding policies and systems and making them more sustainable.

CD in the field of School Feeding is a process. School Feeding Programmes have different characteristics and CD must be tailored to each social and institutional context. There is a panoply of programmes: centralised or decentralised, universal or targeted, focused primarily on the nutrition and health of school children and/ or on educational and retention indicators, prioritised for primary school level or extended to secondary schools, and linked to local agriculture or integrated into other social protection programmes.

45. <http://www.fao.org/school-food/es/>

46. <http://saber.worldbank.org/> SABER was developed by The World Bank, together with WFP, PCD and other partners, as part of the Bank's wider effort to share the best practices in this field and to define baselines for several of the sub-systems within the education sector. It is aligned to WFP's HGI framework, which has 5 domains: 1) legal and policy frameworks, 2) financial capacity, 3) inter-sectoral coordination and inter-institutional capacity, 4) design and implementation, 5) and community participation.



*Honduras* represents the largest school feeding programme implemented by WFP in the region, serving more than 1,300,000 boys and girls in approximately 18,000 schools. It is the only national programme in the world that WFP manages through a Bilateral Agreement<sup>47</sup>. For WFP, it also represents an example of how CD can be promoted within the framework of direct management, representing one of the four CD modalities identified earlier.



Since 1998, WFP and the government in Honduras has made significant efforts to consolidate the NSF programme from a public policy and funding perspective. WFP's work has contributed to making it part of the country's public life in many areas, gradually building the conditions whereby it can be transferred to the government in the medium term.

Looking back, significant changes have occurred over the years. In 2006, with strong advocacy and WFP support, the Honduran Congress approved the Law on School Feeding, although it was not passed by the Executive Branch. Currently there is a bill in Congress on the Organic Law on School Feeding, a key element for moving forward within a sustainable transfer framework. In terms of financial sustainability, the Government has been gradually assuming the programme's funding since 2004: in 2015 it contributed USD 26.4 million, compared to the USD 1.4 million it contributed in 2004.

In *Nicaragua*, despite not having a framework law, the issue of School Feeding is specifically mentioned in the National Human Development Plan 2012-2016 (heading 63)<sup>48</sup>. WFP's work since 1994, managing the NSF programme directly until 2007<sup>49</sup>, has helped to position school feeding as a key pillar of the national strategy for poverty reduction. About 85% of the programme costs are now borne by the government. In terms of financial sustainability, in 2012, besides the regular budget allocated, the Government of Nicaragua contributed USD 3 million to WFP's Country Programme to enhance the provision of a school breakfast during the period 2013-2015.

The NSF programme in *Haiti* is less well developed than in other parts of the region and requires broader support. WFP and the government have worked hand-in-hand to define a public policy on school feeding based on a comprehensive system and relying on substantive CD from institutional to community levels. As part of the process, the Government of Haiti, with WFP support, is spearheading a Working Group on School Feeding<sup>50</sup> that includes several ministries, United Nations agencies, and donors. The Group has developed the country's first school feeding policy as part of a broader vision of school health, and a roadmap for its implementation. The SABER Workshop, held in August 2015, has been promoting the cause among the government and its partners, as a way of moving forward to prepare a National School Feeding Programme linked to family agriculture.

WFP's endeavours have been vital for the consolidation, institutionalization, expansion and strengthening of national school feeding programmes in the region, as well as to give an impulse to new programmatic models that are linked to local production networks, family agriculture and that are nutrition sensitive.

47. Under this scheme, the host government funds WFP assistance. Co-financing with external donors is, however, a much more common option.

48. <http://www.pndh.gob.ni/documentos/pndhActualizado/pndh.pdf>

49. Nowadays, WFP handles 15% of Nicaragua's NSF programme, which is managed by PINE-MINED (Integrated Programme on School Nutrition – Ministry of Education) and supports approximately one million participating boys and girls.

50. Ministry of Education and Vocational Training (MENFP), the Ministry of Agriculture's Natural Resources and Rural Development (MARNDR), the Ministry of Public Health and Population (MSPP), the Ministry of Social Affairs and Labor (MAST), the National School Feeding Program (PNCS), WFP, Canada, World Bank, the United Nations Children's Fund (UNICEF), and the United States Agency for International Development (USAID) among others.

As evidence of its commitment to gradually provide more resources to the National Programme, the Government of Haiti destined USD 5.6 million during the period 2013-2015.

WFP is supporting the government's efforts to assess what resources would be necessary to consolidate an intervention within a definitive public policy framework.

## 9. Public Policy on School Feeding for Haiti

In Haiti, the Working Group on School Feeding was created by the Ministry of Education in 2015. This group has developed the first proposal for a school feeding policy. A workshop was held to validate the policy, review and finalise the Implementation Plan. It is likely that the process will develop along the following stages, until it fulfils the government's vision of a National School Feeding Programme linked to family agriculture by 2030.

### Phase 1 (2016-2020)

#### First policy implementation phase – Developing the systems

1. Establish the basis for developing and implementing the national school feeding policy, with support from donors and external partners.
2. Articulate the institutional structure, inter-sectoral coordination mechanisms, community participation, and gradual harmonization of existing programs around a national model.
3. Develop a set of operational tools for the future national programme.
4. Increase the Government of Haiti's budgetary allocation.
5. Pilot and gradually widen school feeding initiatives using local products.

### Phase 2 (2021-2026)

#### Second policy implementation phase – Testing and consolidating systems

1. Increase the participation of decentralised government agencies in the management of the school feeding programme.
2. Focus on menu planning, supply chain, programme design and implementation, and M&E.
3. Increase local purchases and links with family-based agriculture.
4. Increase community participation and enhance synergies with other social protection programmes and networks.
5. Increase the funding for GoH.

### Phase 3 (2026-2030)

#### Third Phase of Policy Implementation – Transitioning to a National Programme

1. Slowly integrate externally supported programmes to the national programme.
2. Work with external partners that continue to provide technical assistance and complement the government programme in the most vulnerable areas with interventions.
3. Strengthen community empowerment, with support from decentralised structures.
4. Increase funding by GoH and achieve a stronger participation of the local private sector.
5. Focus further on local purchases and links to family-based

To consult the policy please refer to: <http://menfp.gouv.ht/Doc-Alimentation-Scolaire.html>

*Bolivia* is an important example of a school feeding programme linked to local production processes. Upon government request, WFP provided legal and technical advice to the Parliamentary Front for Food Sovereignty and Good Living in Bolivia in the development of Law No. 622 School Feeding within the Framework of Food Sovereignty and the Plural Economy, which was passed in 2014. This legal framework promotes “healthy, timely, and culturally adapted school feeding”. As will be seen later in this document, the Chuquisaca Commonwealth for School Feeding that WFP has supported since 2008 is a best practice and a regional reference for the school feeding –local production model.

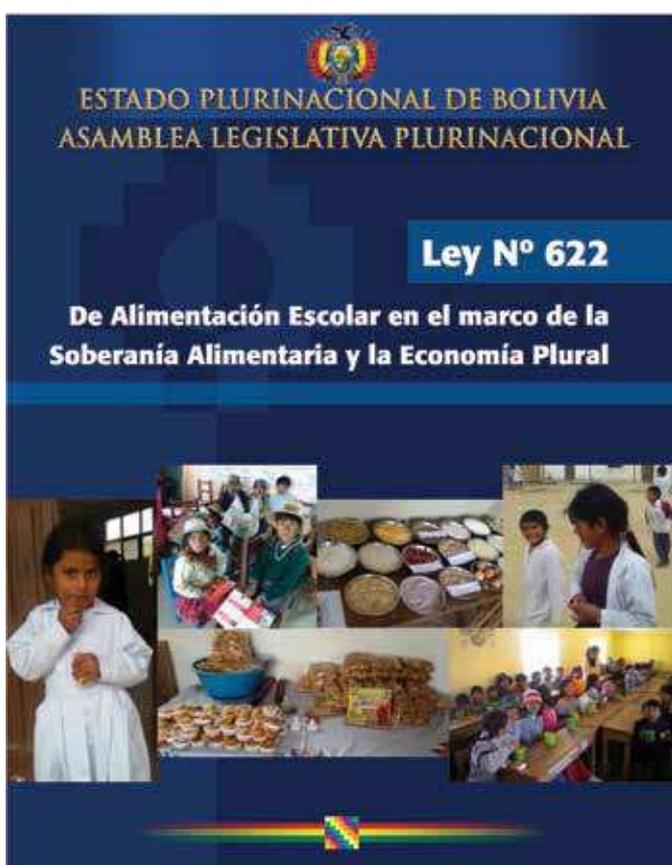
budget, since the current SFP budget is tied to VAT income and therefore fluctuates. WFP’s second contribution has been to advocate for an increase in the programme’s daily cost per child<sup>51</sup>, striving to equalize the budgetary allocation to municipalities that are part of the Zero Hunger Programme. The bill was submitted for review by the National Congress in 2015 and WFP is closely following the process. The SABER methodology promoted by WFP in Guatemala will also provide a conceptual, strategic, and operational boost to the SFP.

Following the transfer of the SFP from the traditionally entrusted institution ICBF (Colombian Institute for Family Welfare) to the Ministry of Education, *Colombia* has entered a key stage to develop a more efficient and better targeted SFP. Government proposals to improve the education system include the transition to a full school day in public institutions and highlighting problems of food insecurity in armed conflict and border areas. These shifts have pointed towards the needs for a detailed assessment and reflection on how to enhance the efficiency and targeting of SFP. WFP and the Ministry of Education have signed an agreement defining action lines for strengthening the efficiency, efficacy, and sustainability of the SFP in Colombia through a cost-efficiency and cost-effectiveness analysis of the current operational model. The agreement also refers to the implementation of pilot projects relying on local purchases to benefit the area economy; strengthening targeting systems using new criteria and methodologies; developing a monitoring and evaluation component; and finally, as the key component of the process, defining a School Feeding public policy suited to the current situation and following international standards.

### Institutional Capacity

Generating solid capacities within the institutions in charge of the school feeding programmes is one of the pillars of WFP’s regional CD in the field of SF.

In *Honduras*, WFP fully manages the programme, ensuring the quality of the process for government agencies. The aim is to transfer management capacities of an inter-institutional and decentralised programme to



In *Guatemala*, WFP supports the consolidation of the SFP public policy. Although the SFP is managed by the government, WFP has provided support in various areas and at different times since 1980. On the legal side, WFP has been providing technical recommendations to the Parliamentary Front Against Hunger with respect to two issues since 2013. The first is related to the search for stable funding via an allocation from the Ministry of Education’s

51. There are currently three modalities of child-per-day allocation. Schools are allocated USD 0.15 in urban areas, USD 0.22 in rural areas, and USD 0.27 in municipalities under the Zero Hunger Programme. WFP is advocating a raise to USD 0.30 for all municipalities.

the government. WFP is working to improve coordination and integration among sectors (health, social inclusion, agriculture, and livestock) to foster the comprehensive development of SFPs. The Forum on School Feeding organised by the Government and WFP in April 2015 recommended reinstating the *Inter-ministerial Committee* and using the SABER methodology to continue improving the various dimensions of the SFP.

In Honduras, at the *decentralised level* there are still many challenges in trying to develop capacities in the programme's departmental and municipal directorates, which are largely the implementing bodies. Therefore, WFP's has been providing continuous CD.

In Haiti, the constitution of the *Working Group on School Feeding* that the government, WFP, and other partners promoted is, in itself, a strong element of support for the development of a national policy on school feeding. The group faces two main challenges. The first is in identifying and determining who will implement the programme and defining institutional and functional structures at the national and sub-national levels. The second challenge lies in developing an inter-institutional coordination structure tailored to the Haitian context.

In El Salvador, despite the fact that the SFP was fully transferred to the government in 2013 (after more than 15 years of WFP management), the coordination arrangements remain based on the structure designed in 2005 by WFP and the Ministry of Education's School Feeding Management. It is a cascade structure, from the national to the departmental to the municipal level, with four departmental offices of the Ministry of Education linking with school directors at the municipal level. The government has also kept the original purchasing system, distribution model, and teacher training process, much as has happened in Nicaragua, Guatemala, Bolivia, and Panama, where WFP continues to provide CD to institutions in charge of the SFP.

## Design, Management, and Implementation

In order to function, SFPs need an adequate targeting system; robust design, planning,

and management; very good monitoring and evaluation systems; and a well-articulated supply chain, increasingly linked to local production. Throughout the region, WFP has strengthened these aspects to address national capacities and the gaps in implementation processes. Furthermore, WFP has fostered the introduction of nutrition-sensitive<sup>52</sup> SFP.

## Fostering appropriate targeting systems

Most SFPs in the region are universal, with an almost national coverage or aspiring to such. Most programmes target pre-primary and primary school children and follow government-defined education objectives, such as retention or class attendance.

In 2014, WFP and the government of Haiti agreed to prioritize public schools in the most vulnerable areas of the country, often the ones with the least resources, compared to those of religious or privately-run schools. Together with local representatives, WFP visited and assessed all public schools in the nine departments prior to their inclusion in the programme.

## Supporting Programme Design, Planning and Management

In this area, WFP collaborates with governments in developing nutritionally and culturally appropriate menus and in linking national programmes to family-based and local agriculture. Some examples are provided below.

WFP has given substantive legal advice to the government of Guatemala. It has also developed a strong relationship with the SFP's Technical Directorate within the Ministry of Education, with which it has worked to develop new more diversified school menus that rely on fresh products. National and various regional menus have been developed. Due to the high rates of malnutrition in children under 2 years of age in Guatemala—up to 45% nationally and 82% in departments like Totonicapán—it is essential to mainstream nutrition-sensitive strategies and actions in all social protection programmes and WFP projects.

In Honduras, WFP is providing support to the government for the design of a school

52. <https://www.wfp.org/stories/global-forum-nutrition-sensitive-social-protection-gFSNsp> o <https://www.wfp.org/social-protection/nutrition-sensitive>

feeding scheme to be increasingly linked to local markets and family-based agriculture through the purchase of fresh products using cash transfers. Pursuant to the government's decentralisation policy and WFP's school feeding policy, fresh vegetable and egg producers are contributing to the food basket offered to school children since 2015.



In *Haiti*, WFP and the Ministry of Agriculture are making significant efforts to link school feeding to local agriculture. In 2014, thanks to a specific agreement signed with the Ministry of Agriculture, WFP purchased almost 2,000 metric tonnes of rice for the school feeding programme, from smallholder associations. WFP is further planning to purchase 500 metric tonnes of maize in the Southern region of Haiti. Simultaneously, WFP is working on dietary diversification. Under a trust fund agreement with the Government of Brazil and using cash transfers to schools, a SFP in the Department of Nippes relies on a menu based on local products.

In *El Salvador*, WFP helps the government to improve the supply chain and the quality of rations in SFP. WFP and the government are designing a specific CD plan and an improved monitoring system for the SFP. In addition, there is a process underway to assess the current programme with respect to the handling of the nutritional component up to now and what connection might be established with family-based agriculture in the future. As is now the case in *Nicaragua*, these programme transfers are complicated

and require implementation in government institutions over many years before attaining peak performance.

In *Peru*, in addition to its policy contributions, WFP has provided substantial technical resources to strengthen the national school feeding programme, *Qali Warma*. WFP has financed the development of a methodology for CD in Food and Nutrition and a materials kit for training social promoters working with *Qali Warma*, both of which have been transferred to national ownership. One of the greatest challenges remains the consolidation of a regulatory framework for the programme's sustainability, a task in which WFP is actively supporting.

Strengthening the design, planning, and management of SFP, has resulted in other successful initiatives such as *Carchi Productivo* in Ecuador or the *MAECH* (Chuquisaca Commonwealth for School Feeding) initiative in Bolivia.

### **Fostering Monitoring and Evaluation Systems**

Monitoring and evaluation systems enable the analysis of indicator performance and the integration of information to improve programme delivery; they are therefore key in ensuring the quality of SFPs.

Although it must be acknowledged that there are still internal and external challenges to the development of these systems, steps are being taken in the right direction.

*Honduras* provides an interesting example of how to link such instruments to more comprehensive management tools to achieve multiple benefits.

## 10. Innovation for Improving Management, Monitoring and Evaluation of School Feeding in Honduras

The comprehensive management of the SFP in Honduras is a work in progress and part of it is CD, with the ultimate goal of transferring management to the GoH. A School Feeding Module is being developed through a Unit of the USINIEH (National System for the Management of Educational Information) as part of the SACE (Education Centres' Management System). SACE is an interactive online system that significantly improves the management, monitoring, and evaluation of the SFP. The advantages of this process include the following:

- Greater accountability
- Improved programme efficiency
- Reduced administrative and operational costs
- Integration of SACE's education statistics variables to those of School Feeding
- Systematization of planning, control and monthly monitoring of the food inventory processes in each school
- Inclusion of reports from various user levels (schools, providers, departmental directorates, etc.)

In *Nicaragua*, following the transfer of 85% of the programme management to the government (including all the operational guidance) in 2007, WFP continued to support to the Integrated School Feeding Programme (PINE-MINED). With respect to design, 2014 and 2015 have been key years for promoting a logical framework within PINE-MINED to encompass indicators of retention, attendance, and enrolment. This logical framework can improve information processing, as well as the monitoring and evaluation scheme.

In *Colombia*, WFP has worked with ICBF to improve the SFP. In 2009, technical assistance was supported by Brazil, aiming at improving the programme's cost-effectiveness and incorporating an intersectoral perspective. WFP and ICBF worked in two phases to carry out a full review of international experiences with information systems, systematize the services being provided by the SFP in Colombia, and design a proposal for a follow-up, monitoring and evaluation model. The model was designed so that ICBF and the education community could have an overview of the process, similar to the before mentioned SACE in Honduras. The model incorporates not only resource allocation and coverage elements, but also targeting, quality of food inputs, measurement of absentee or retention rates, human resource performance and capacities, and other variables.

Also in *Colombia*, WFP has played a crucial role in ensuring school feeding in *boarding schools*, mainly in the department of Putumayo. This intervention has evolved from food aid to food assistance, as a child protection strategy in an area where minors are being actively recruited by armed forces. The intervention strives to diversify the diet; encourage the purchase of local food products; support production through school orchards; improve the management of smallholder associations; and strengthen community participation. Today, these interventions receive funding from the municipalities, which complement WFP support in order to guarantee children's FSN in targeted boarding schools. In 2015, almost 15,000 students benefitted of the WFP-led programme.

### Strengthening the Supply Chain

The SFP supply chain is the crucial link between programmatic and operational aspects of programmes and guarantee the appropriate purchase, transportation, and distribution of inputs. Some of WFP's CD endeavours in the region are listed below.

In *Nicaragua*, WFP fully managed transportation until 2014 when it was transferred to the government. Despite trainings undertaken before, during, and after the handover, there

are still gaps in transport coordination, cost adjustments, and the handling of food losses, amongst other issues. WFP continues to provide technical assistance to minimize the negative effects on the programme. Such difficulties are common after a transfer of this type of programme, and provide evidence that significant time is needed to ensure adequate national capacities and a long-term commitment.

for MEDUCA (Ministry of Education) staff; and development of a communication package for MEDUCA's field staff and communities receiving the assistance, amongst others.

WFP continues to provide technical support on supply chain in *Ecuador*, *Guatemala* and in the *Dominican Republic*.

## Civil Society and Community

Communities are an essential link in SFP processes in the region. In countries such as Nicaragua, Honduras, El Salvador, or Peru, community involvement is critical for the effective implementation of SFPs, as their participation brings unique technical knowhow. The communities' involvement also demands CD in food handling and preparation and in nutritional education. Bolivia has developed an interesting model that goes beyond community organisations. The effective role that communities provide ensures sustainability, social audit, and feedback mechanisms. Communities are key actors of interventions.

In *Nicaragua*, the process of institutionalising the CAE (School Feeding Committees) has been running for more than 10 years since they were initially formed by WFP. The CAE are today a cornerstone of the PINE-MINED strategy, having developed Methodological Guidelines<sup>53</sup> for their organization and operations. For a school to be part of the National Programme, it must have a CAE in place.



In *Panama* and in *Peru*, WFP is likewise accompanying the national school feeding programmes to improve their logistics chains, in both transportation and supply, to increase operational efficiency in remote areas where the vulnerable population is located. In the case of *Panama*, high priority actions have been identified to improve the supply chain through: mapping of school locations and the delivery network; assessment of logistical capacities; inclusion of a detailed plan of deliveries and cost allocation as part of supplier offers; arrangements for a shared supply chain service; development of supply chain training

53. See *Guide for the Operation of a School Feeding Committee and Notebook for the Control and Monitoring of the School Feeding Component (in Spanish)*. Ministry of Education. Integrated School Nutrition Programme.

## 11. CAE Filemón Rivero Quintero: School Feeding in an Urban Setting

This school is located in district 5 of Managua. Every day, the school's CAE takes care of boys and girls in two shifts of 500 and 600. The CAE strives to achieve the goal of providing a daily ration of 145 grams of food to supply at least 30% of the children's nutritional requirements, using the food supplied by the National Programme in 3 annual distributions.

The Coordinator and the Head cook face major difficulties because of the large number of students who receive school breakfast every day. Dietary diversification is a source of concern which they try to overcome with parental support.

As with the rest of the 9,000 CAEs that comprise the PINE-MINED School Feeding Programme in Nicaragua, the

role of this urban CAE goes beyond the school breakfast offered at school. The CAE have become the vertebrae of the educational community and institutional actors. They act as social overseers that look for alliances when there is scarcity, ensure the good use of the resources available, and promote better hygiene and sanitary conditions in the school environment. They also have access to the services of a PINE-MINE Technician for the Territory, who serves as the institutional link with the community and as a programme monitor. WFP has been working to train them in food handling, warehousing, and nutritional education for over 10 years.



In *Honduras*, in addition to the CAE, which function similarly to their Nicaraguan counterparts, there is an important WFP-supported initiative called Day of the School Meals. Decreed by Congress in 2003, together with the Law on School Feeding, the day is a "national holiday" called *Catrachilandia*<sup>54</sup>. Celebrated every year on the fourth Friday of July, the holiday aims to raise the awareness of civil society (including the private sector) about the importance of keeping and extending the country's largest social protection programme, the SFP. This educational and popular day is an essential platform for resource mobilisation and the empowerment of local authorities and schools involved in the process, and for setting up new national and international alliances. It is an innovative, civil society-sponsored initiative that has been calling the entire country to rally in support of the School Meal and of the right of girls and boys to have access to food for 12 years now.

In *Bolivia*, the experience of the MAECH (Chuquisaca Commonwealth for School Feeding) is one of the good examples of WFP's support in the region. This initiative is linked to the Social Protection Programme and smallholder associations.



54. 'Land of the catrachos', as Hondurans are known in the region.

## 12. Building School Feeding Together in Bolivia

Creating a commonwealth means uniting and associating with others. This concept is guiding a very successful model of School Feeding in which 100% of the food provided SFP is locally produced.

Background - MAECH was created in 2008, with legal status granted by the Office of the Governor of the Department of de Chuquisaca.

WFP has provided technical assistance for the development of this initiative by promoting organic horticultural production among the Educational Units through the introduction of school orchards. This has enhanced self-development and self-reliance; increased the capacity of local food producers and their associations to achieve sustainability; and favoured the link between food producers and the municipalities that are part of the Commonwealth.

MAECH's founding municipalities are Poroma, Icla, San Lucas, Presto y Mojocoya. Zudañez,

Tarabuco, Machareti, Villa Vaca Guzman, Villa Abecia, and Las Carreras joined later. Today, the participating municipalities cover 300 schools and reach over 30,000 boys and girls. More than 25 smallholder associations have united to provide food for the schools, with funding from the municipalities. These include Anuasa Women's Association in San Lucas, which has been providing granola made of wheat, maize, and honey for over 4 years now.

MAECH manager Luis Erquicia and WFP Monitor Gonzalo Vega share the following reflection: *"This is a national example from all points of view. It is a process that goes beyond food sovereignty and into school feeding as the basis for a very powerful local and cultural vision. We have gained solvency and our target is to cover 80% of the department in the next 2 years. Together we can achieve it"*.

The Bolivian experience with MAECH can be useful in other countries and contexts. In Guatemala, for example, WFP is exploring the potential for supplying public schools under the SFP with fruits and vegetables in the department of Chiquimula. The Educational Councils (a function body similar to that of the CAE, although with more responsibilities) are currently having trouble justifying the purchase of fresh food in informal markets and, as discussed earlier, the resource allocation per child per day is not enough to diversify the diet. In search for solutions, WFP's Purchase for Progress (P4P) know-how is being used to assess alternatives whereby local producers and the department's Educational Councils can work together, at least in form of a pilot project.

One of the challenges that SFP faces in urban settings is the availability of CAE members to help prepare the daily meals and the associated responsibilities. Among other factors, work responsibilities, home chores, and distances between home and the school affect their availability. As a solution to this issue, WFP in *El Salvador* developed a micro-business of 260 women that allowed for the outsourcing of cooking services between 2011 and 2013. Over 36 micro-businesses were created and members trained in food handling within a school setting. It was an innovative solution that generated jobs for women and ensured that the SFP worked in the schools.

## Lessons Learned

- The SABER methodology is a great asset for CD in several areas: it makes it easier to follow national programmes and establishes opportunities for knowledge exchange as well as improvement measures for countries in similar settings and context.
- Linking school feeding with local agriculture under the *Home Grown School Feeding* initiative provides an exceptional opportunity for CD that reaches beyond the incorporation of small farmers to SFP and can link up to cash-based transfers. Although this is a new approach, there is a significant potential for its development in the region.
- La-RAE and WFP-sponsored regional seminars are other assets for CD and for promoting cooperation in school feeding among countries in the region.
- Regulatory framework development in school feeding is important for SFP sustainability. Countries that have consolidated a framework law (meaning a package that lays out a specific public policy, responsibilities, roles, and functions) and funding capacity within public budgets are better prepared to take over a programme. The participation of WFP and other partners in the development of national legal and regulatory processes, facilitated the medium-term handover or joint management of programmes, and strengthened national capacities.
- Almost all SFPs in the region have been transferred to their respective governments. The establishment of a gradual handover plan outlining specific CD and their consolidation, has favoured the transition process and adjustments.
- WFP's experience in the region indicates that institutional fragmentation in SFP distorts CD processes. By embedding SFP management and CD processes within the educational programmes in the areas of planning, implementation, monitoring and evaluation, WFP promotes intra- and inter-institutional coordination for a more integrated SFP.
- Innovation within SFP, such as integration with other programmes (e.g., utilizing the same platform for transfers, mobile data collection devices, and monitoring and feedback mechanisms) have proven positive. Such experiences should be strengthened and replicated.
- Incorporating nutrition as an essential component of SFP (to counterbalance the double burden of malnutrition and obesity) requires strong advocacy at the local and community levels.
- Developing specific CD plans in nutritional education in projects that join local producers, associations, schools, families, and local authorities in SFP ensure that the intervention gets the most traction.
- The flexibility and adaptability of SFPs to provide assistance and protection to shock-affected communities, has been developed based on a strong CD component.

## 2. Nutrition

As mentioned earlier, since 2009 and as a result of efforts expended through *Regional Project 10421.0* (this project has had a constant impact on national processes during the past few years), WFP has significantly influenced public policy developments in child nutrition throughout the region.



After receiving the mandate of the *XXI General Assembly of the National Health Sector Network for Central America and the Dominican Republic (RESSCAD)* in 2005, WFP developed many good practices, working together with governments.

In the field of nutrition, WFP facilitated *South-South and Triangular Cooperation (SSTC)* with significant support from Chile and Mexico. As a mechanism for supporting national CD processes, SSTC has assisted projects and actions in food fortification (Panama), bio fortification (Ecuador, Guatemala, Nicaragua, Panama, and Peru), supplementary feeding (Bolivia and Central America), and micronutrient supplementation (Cuba, Dominican Republic, Ecuador, Guatemala, and Peru). One of the best examples is Guatemala's development of the Integrated Strategy on Governance and Communication for Development on FSN, led by SESAN and supported by WFP and UNICEF, which relied on much of experience gathered from the South-South Cooperation with Chile.

WFP has also facilitated technical exchange to promote the incorporation of nutrition as a key element for the treatment and care of people living with HIV. In this regard, it is worth noting the development of a regional

diploma programme on Nutrition and HIV by WFP, INCAS, and APEVIHS in 2014-2015<sup>55</sup>. The experiences of Bolivia and Dominican Republic in this field will be discussed later on.

### Public Policy and Financial Sustainability

Working together with Ministry of Health (MINSa) and the Inter-American Development Bank (IDB) in Nicaragua, WFP helped to develop the National Programme for the Eradication of Chronic Malnutrition 2008-2015. This advocacy document complemented by technical support, continues to help operationalizing the National Strategy on FSN. The strategy defines action lines such as: reducing chronic malnutrition for children under five and reinforcing the diet of children under two, with an additional focus on exclusive breastfeeding, and the prevention and control of micronutrient deficiencies. Additionally, the Ministry of Health and WFP developed a Compulsory Technical Regulation on Rice Fortification for Nicaragua, which was passed in September 2011. Other members of the Technical Committee on Food were MINSa's Directorate for Nutrition, PAHO, INCAP, UNICEF, PATH, DSM, Ministry of Development, Industry, and Trade, and the Association of Rice Producers of Nicaragua.

With encouragement from WFP's Regional Bureau, work of a similar nature has been carried out throughout Central America and the Dominican Republic.

In the *Dominican Republic* in 2009, for example, WFP responded to a government request for assistance to develop a nutritional component for the programme *Progresando con Solidaridad*<sup>56</sup>. The inclusion of a nutritional component into this national programme, which has broadened its scope within the context of the fight against poverty, can be attributed to WFP's impact and technical capacity on capacity development, nutrition education, community-based nutrition counselling, and prevention and control of micronutrient deficiencies. It is an example of WFP work connected to that of the primary healthcare units and represents a great example of how broadly scaled social protection programmes can be nutrition-sensitive.

55. The contents of the diploma programme focus on incorporating clinical nutrition and FSN into the HIV response. <http://www.paho.org/nutricionydesarrollo/wp-content/uploads/2014/09/Programa-Diplomado-VIH-nutricion-y-alimentacion.pdf>

56. <http://progresandoconsolidaridad.gob.do/nosotros/que-hacemos/>

Although there is no WFP country office in *Panama*, the organization advocated for FSN and engaged with the government at high levels through its Regional Bureau, which has positively influenced national public policy. WFP played a noteworthy role in the drafting and passing of Law No. 36<sup>57</sup>, whereby SENAPAN (National Secretariat for the Food and Nutritional Plan) was created and, likewise, its advocacy for Law No. 33<sup>58</sup>, which created the National Rice Enrichment Programme in 2009.

With technical support from WFP, the Government of Panama drafted national plans on the Prevention and Control of Micronutrient Deficiencies (2008-2015), Fighting Child Malnutrition (2008-2015), and Food Security and Nutrition (2008-2015). After conducting an assessment, WFP played an advocacy role in 2005 with respect to public funding, helping MINSA increase its budget for the Complementary Feeding Programme, from USD 1.9 million to USD 5 million. This was another successful instance of advocacy for CD.

In *Honduras*, WFP assisted in the development of the National FSN Strategy 2010-2022, which then led to the passing of the Law on FSN in 2011<sup>59</sup>. The process of preparing the bill was funded by WFP and involved extended advocacy work and technical consultations with the Parliamentary Front Against Hunger and the National Congress. The law provided for coordination structures such as UTSAN (Technical Unit on Food Security and Nutrition), which is today one of the pillars of the Central American Alliance for the Dry Corridor and also financially supported by WFP.

In the case of *Bolivia*, WFP has been instrumental in developing public policies and national plans in the field of nutrition that have paved the way for various government programmes. A further outcome of the dynamism generated by the regional programmes for eradicating child malnutrition was the passing of the Multi-sectoral Programme on Zero Malnutrition in 2007<sup>60</sup>. WFP was an active player with its technical contributions to CONAN (National Council on Food and Nutrition) and the implementation of its key programmes: *Chispitas*

and *Nutribebé*. Both programmes continue to be central to Bolivia's social protection schemes. WFP influence in Bolivia was also important in formalising the process for flour and vegetable oil fortification, a joint effort by the government and the industrial sector. Lastly, WFP has assisted the formulation of a strategy on HIV and Nutrition that has a strong community component and has achieved national impact.



*Guatemala* offers another excellent example of how regional developments (Regional Project 10421.0 on Micronutrient Supplementation, 2005) inform the country's agenda and lead to positive change. Like in Nicaragua, WFP supported the government in achieving further progress following approval of the National Programme for the *Eradication of Chronic Malnutrition (PRDE) 2006-2008*. The lessons learned from PRDE implementation, promoted by WFP in 2006, have impeded enhanced activities and laid the groundwork for more recent accomplishments, such as the creation of the Hunger Zero Plan<sup>61</sup> in 2012.

WFP made two significant contributions to the Hunger Zero Plan. First, WFP encouraged incorporating the *Scaling up Nutrition*<sup>62</sup> initiative, which can be used as a benchmark for measuring Guatemala's progress against its international commitments in this field. Secondly WFP's advocacy has increased visibility of the importance of complementary feeding during the first 1,000 days of a child's life.

57. SENAPAN was created through Executive Decree No. 171, of 18 October 2004 and Law No.36, of 29 June 2009.

58. [http://www.gacetaoficial.gob.pa/pdfTemp/26314/GacetaNo\\_26314\\_20090630.pdf](http://www.gacetaoficial.gob.pa/pdfTemp/26314/GacetaNo_26314_20090630.pdf)

59. Law on Food Security and Nutrition. Legislative Decree No. 25-2011 <https://extranet.who.int/nutrition/gina/sites/default/files/HON%20Ley%20de%20SAN.pdf>

60. <http://snis.minsalud.gob.bo/aplicacionesweb/pmdc1/index.php?ID=Inicio>

61. <http://www.sesan.gob.gt/index.php/pactohambrezero>

62. <http://scalingupnutrition.org/> Guatemala joined the initiative in 2010.

With respect to funding, WFP's advocacy in support of SESAN has been instrumental to include specific allocations for nutrition within the national budget. With support from SESAN's Technical Table and WFP's leadership within the Inter-agency Group on FSN, the cost of nutritional interventions in 166 municipalities was determined and submitted to the National Congress. The result was a budget increase starting in 2013 and continuing to current day.

In the region of Callao, district of Ventanilla in *Peru*, a project by WFP and the Spanish company Repsol in 2011 supported the development of the National Plan for Reduction of Chronic Child Malnutrition and Anaemia Prevention 2014 – 2016. An assessment revealed high rates of anaemia (65%) and the need to create a healthcare model based on local health posts or centres. The model developed by WFP, UNICEF, and the Ventanilla health authorities produced a National Plan and a directive for universal micronutrient supplementation. Furthermore, MINSA committed to pay for the purchase of micronutrients in Callao. This is an example of gearing specific actions toward evidence generation and regulatory development.

In *Cuba*, there has also been a process to influence public policies similar to that undertaken in Peru. Through a pilot project developed in conjunction with the Institute for Nutrition and Hygiene between 2010 and 2011 in the municipality of Calixto García (province of Holguín), the government introduced the distribution of micronutrient powders as part of the Integrated Plan for Iron Deficiency Anaemia Prevention and Control. This pilot project resulted in a reduction of anaemia among 80% of the 572 participating children aged 12 to 24 months. This intervention demonstrates yet again how the first type of CD mentioned earlier works through specific actions, operations, or pilot projects to allow WFP to influence public policy development.

Since 2009, WFP has played a key role in the development of the public policy on FSN in Colombia through a strategic alliance with the Ministry of Health and Social Protection (MSPS) comprising four Technical Cooperation Agreements. These agreements have allowed for the implementation of certain components

of the policy on Food and Nutrition Security at the national and territorial level by strategy and programme implementation.

Among the many actions undertaken as part of this process, the following examples are particularly noteworthy in terms of support to public policies. WFP supported the design of the National Plan for Food and Nutritional Security (2012-2019); preparation of the Ten-Year Plan on Breastfeeding (2010-2020), development of technical guidelines for the implementation of the strategy on breastmilk banks; drafting of guidelines for implementing the strategy on micronutrient powders; and drawing up of the National Strategy for the Prevention and Control of Micronutrient Deficiencies. All of this support has further been accompanied by CD actions for the benefit of national institutions and generated several initiatives and projects. Technical cooperation provided in this context has produced significant results.

In addition to the work on developing national public policies, MSPS and WFP have geared their efforts to CD for sub-national (departmental) entities.

The support of WFP to the development of public policies and national, departmental and local plans have contributed importantly to the sustainable presence of action lines, in social protection programmes, aiming at reduced chronic malnutrition and fostering the prevention and control of micronutrient deficiencies.

In the Colombian case, the participation of governors was particularly helpful in the process. 2013 marked the creation of the FSN Council of the Caribbean and Chocó region, during which the actions on FSN were designed in the region itself by DPS (Department for Social Welfare) in coordination with WFP.

Together with ICBF, WFP has also carried out strong advocacy work with Congress, to influence greater budgetary allocations for the fight against malnutrition. This approach was successful in 2009, when a modification to Royalties 756 and 141 was passed. This modification stated that *“the resources from royalties and monetary compensations distributed to the municipalities must assign*

(...) a minimum of 1% of such resources to investment projects in nutrition and food security by signing inter-administrative agreements with ICBF <sup>63</sup>.

### 13. Underpinning Public Policy on FSN at Departmental and Municipal Levels in Colombia

The decentralisation of FSN policy implementation within the region has led to challenges in building the technical and management capacities of staff at the sub-national level. These are the entities charged with transforming national regulations into specific local programmes and activities.

The *Guide for the Integrated Management of Food and Nutrition Security Plans* prepared in Colombia by WFP and MSPS in 2010 is a good example of how to strengthen the capacities of local authorities so that they can better implement FSN policy and, furthermore, formulate public policies tailored to each department.

The Guide has 5 chapters outlining the technical process for building a plan. It covers sensitization and transmission of basic competences (why invest in FSN and how to create technical teams); identification of opportunities and limitations; elements of plan design, formulation, presentation, and approval; implementation aspects; and a specific chapter on monitoring and evaluation and measures for correcting the plan.

32 departments in Colombia were trained on how to use the guide to prepare their departmental plans.

### Institutional Capacity

In *Nicaragua* in 2012, MINSA and WFP organised a programme of International Conferences on Nutrition. The teleconferences were offered by WFP and regional experts with the goals of sharing current scientific knowledge; contributing to a more comprehensive integration of nutrition (focusing on child nutrition) in the clinical/hospital setting and primary healthcare; updating nutritionists

on how to manage nutrition prevention; and the treatment of different conditions.

In *Guatemala*, WFP provides permanent advice to SESAN, the National FSN Council, and the Interinstitutional Technical Council of the Zero Hunger Programme. WFP is a trusted partner and an essential ally in a country where over 45% of children are malnourished.

63. Congress of Colombia. Law No. 1283 of 5 January 2008, whereby "modifications and additions are made to article 14 of Law No. 756 of 2002, which in turn modifies section a) of article 15 and articles 30 and 45 of Law No. 141 of 1994".

## 14. Scaling Up Nutrition through Networks in Guatemala

Network development is essential in order to eradicate child malnutrition. In Guatemala, WFP and SESAN have worked to create a network of various actors known as the Multi-sectoral Platform.

This platform, which follows SUN (Scaling Up Nutrition) guidelines, includes participants from civil society through INCOPAS, the private sector through Alianza por la Nutrición, SESAN, and United Nations agencies.

In addition to fostering this space, WFP's role has been to monitor the progress of the SUN initiative, analyse progress and limitations, foster knowledge sharing and strengthen alliances with national networks.

### Design, Management, and Implementation:

#### Strengthening Assessment and Targeting

As part of the CD process undertaken with countries in the region, Vulnerability Analysis and Mapping (VAM) tools have been well received. This methodology strives to answer the following questions: Who is food insecure or vulnerable? How many are there? Where do they live? Why are they food insecure or vulnerable? What is the best way of responding to their food and nutrition needs? Beyond proposing useful advocacy and decision-making tools, VAM results have also paved the way for developing strategies and programmes. The VAM methodology and analytical approach to analysing food insecurity has proven to be a great source of support for governments in the region. VAM tools are gradually finding their way into, and complementing, national methodologies.

Before reviewing some examples, it is important to note the reason why VAM is included in

this chapter on nutrition. VAM assessments provide the data needed to inform WFP's evidence-based programmes and support the adoption of certain WFP interventions.

The use of VAM tools in *Bolivia* began in 2003. The process was resumed in 2012 when the Ministry of Rural Development and Tenure became interested in the process of transferring the methodology. The assessments carried out by the VAM Unit in Bolivia (2003, 2012) represent an example of the flexibility of these tools. Naturally, the methodology in 2012 was different from that used in 2003, particularly with respect to the use of information from many sectors. Administrative records enabled the Government of Bolivia to update instrument results in shorter periods of time, as it was no longer dependant solely on census information. Besides calculating the global vulnerability index, the methodological design also allows for the calculation of vulnerability sub-indexes, per food security component, for the country's 339 municipalities.

*Peru* has also made full and sustained use of the VAM process.

## 15. 15 Years of VAM in Peru

WFP has fostered the use of VAM in Peru since 2000, and developed Maps of Vulnerability to Food Insecurity and Chronic Child Malnutrition in 2007.

Throughout this 15-year process, WFP has promoted, transferred, and is now providing technical assistance for the strengthening of capacities of government officials. There are sufficient numbers of trained officials now to enable the implementation of the methodology and the development of the indexes, which has contributed to the targeting of social protection programmes.

VAM in Peru is also being adopted by academia and the technical sector. Evidence of definite adoption came in 2010, when the then-MIDES (Ministry of Women and Social Development) published the Food Security and Vulnerability Atlas. This atlas was updated in 2012 by MIDIS (Ministry of Development and Social Inclusion) and published with the support of the MDG-F Joint Programme "Improving Nutrition and Food Security for the Peruvian Child: a Capacity Building Approach". Furthermore, Ministerial Resolution 004-2012-MIDIS approved the *Guidelines for the Integrated Inter-Sectoral and Inter-Governmental Management* aimed at reducing chronic child malnutrition within the framework of Development and Social Inclusion Policies. These latter policies were developed as a result of the VAM process carried out in the country.

Malnutrition in Peru demands an annual investment of USD 1.4 million, which is targeted using WFP's Food Insecurity and Climate Change Vulnerability Index and other social indicators.

Additionally, in *Guatemala*, there has been widespread use of the VAM toolkit for since 2002. The methodology has been crucial in the targeting of interventions by the government and the international community. A large part of the targeting for the Zero Hunger Agreement is based on VAM tools for targeting and analysing variables.

### Nutrition-Sensitive Social Protection Programmes and Specific Programmes

In addition to transfer-based nutritional interventions, WFP's CD in nutrition has focused on ensuring that social protection programmes incorporate the nutritional perspective as a core part of their activities.

In the *Dominican Republic*, the government and WFP have succeeded in incorporating nutrition as an essential part of the country's biggest social protection programme

*Progresando con Solidaridad*, which has managed to reduce anaemia by 50% in children aged between 6 and 24 months since 2010.



## 16. What Are the Success Factors for a Nutritional Component Within a Poverty-Reduction Programme? The Case of the Dominican Republic

- Consolidating a direct dialogue and a strategic alliance between the Public Health Ministry, the *Progressing with Solidarity* programme, and WFP.
- Not only distributing in-kind transfers (as in *Chispitas Solidarias* and *Progresina*), but also promoting educational, training, and monitoring activities.
- Providing steady training and orientation to the various implementing partners in order to increase the mainstreaming of the nutritional component within poverty-reduction programmes.
- Developing impact evaluations that highlight results of the nutrition component in order to prove its relevance within a poverty-reduction oriented social protection programme.
- Conditioning food assistance to the family's participation in programmes dealing with child care, nurturing, and development and expecting them to regularly attend Primary Healthcare Units.

As indicated earlier, WFP's work in *Colombia* has been truly important to the formulation of public policy on nutrition and particularly to the use of micronutrients to reduce anaemia. The uniqueness of WFP's work in this country is derived from the focus of support mainly being departments and municipalities. Although the process hasn't been uniform throughout, the experience gained from local pilot projects in la Guajira, Atlántico, Guaviare and Cesar contributed to the consolidation of experiences and institutional knowledge for broadening the scope of this type of interventions, so as to encompass other departments. This process also led to the development of national guidelines on the delivery of micronutrient powders, as seen earlier. Micronutrient powders have been included as key elements in early childhood programmes focused on reducing anaemia and preventative interventions to support healthy growth and development.

All of this was work done in a rural setting and was subject to the rigors and constraints of an internal armed conflict. The instability of the Colombian context hindered access to the

communities and an institutional presence, which could impact the sustainability and results of the process.

In 2014, WFP partnered with the Office of the Governor of Bolívar to implement an anaemia reduction programme for children between 2 and 5 years old in the department's 45 municipalities. This intervention reached more than 61,000 boys and girls and reduced iron deficiency by 14%. These results were achieved thanks to the interest and funding provided by the Office of the Governor of the Department; good relations between local entities; strong outreach campaign at departmental and municipal levels; WFP's technical logistical expertise; and the communities themselves. One other key to success was the continuous support by WFP in monitoring and evaluating results of the programme. The Bolívar experience has been a rewarding CD process that could be replicated other departments of Colombia.

In *Ecuador*, WFP has been working with the Colombian victims of the armed conflict living on

the border areas, as well as the host population. This support has been carried out through a nutrition-sensitive intervention<sup>64</sup> that has contributed to dietary diversification by linking to local production in five of the provinces. In addition to improving the nutritional status of the target population, the intervention has helped to strengthen the formal market and served as a catalyst for enhancing relations and reducing social tensions between the Colombian and Ecuadorean populations. As a protection strategy, the project was carried out jointly by WFP and UNHCR.

In the case of *Cuba*, WFP has supported strengthening the national intervention scheme for the prevention and control of iron-deficiency anaemia in children under 5<sup>65</sup>. This CD was aimed at improving the access to information regarding the prevalence of anaemia, while simultaneously introducing fortified rice flour.

The introduction, promotion and national production of fortified rice flour is a major accomplishment, and has proven to be highly beneficial in those communities where it is consumed. This initiative took place under the leadership of IIIA (Research Institute for the Food Industry) and INHA (Institute for Food, Nutrition and Hygiene), with WFP support and has led to national formulation and production of this food. The pilot project undertaken with WFP support in the communities of Las Margaritas and San Pedro (Municipality of Bauta) reduced the prevalence of anaemia from 14% to 3%, among 274 children older than 6 months. This reduction marked a turning point for the development of a national programme in the medium term. The intervention with the fortified food has been complemented with the production of training manuals on the treatment of anaemia for local healthcare providers, health promoters, and health brigades that have influence at the community level.

Effectiveness of WFP supported nutrition sensitive interventions has gone beyond dietary diversity, catalyzing for instance the strengthening of market capacities and enhancing targeting capacities of social protection programmes.

WFP has also provided long-term support to the Cuban Government to improve and widen SISVAN (Food and Nutrition Surveillance System)<sup>66</sup> by including monitoring of anaemia through the Primary Healthcare system. The design and implementation of this system providing up-to-date information on the prevalence of anaemia at the community level, has helped to prioritize government actions.

In *El Salvador*, WFP's Social Protection Unit introduced a new voucher transfer that can be exchanged for Super Cereal Plus to widen the coverage of MINSAL's 1,000-day supplementary Feeding Programme. The private sector is playing an important role by supplying this commodity to different population strata. This modality is being implemented as part of the national Social Protection Programme based on conditioned transfers, as a nutrition-sensitive programme.

In *Panama*, the 2005 assessment of the SFP, led by WFP, influenced the resizing of the supplementary feeding Programme. Based on recommendations from the assessment, the universal distribution of *Nutricereal* was added to the programme and 30 additional nutritionists were hired. The approval of Law No. 33, has led to the launch of the National Bio-Fortification Project *Agro Nutre Panamá*, jointly promoted by WFP and national institutions such as IDIAP (Agricultural Research Institute), National Trust for Nutrition, National Commission on Micronutrients, MIDA (Ministry of Agricultural Development), MEDUCA (Ministry of Education), MINSA (Ministry of Health), and the University of Panama. The goal is

64. To learn more about this process, see *How WFP Supported Dietary Diversification of Vulnerable Ecuadorians and Colombian Refugees. A Case Study In Nutrition-Voucher Sensitive Programming In A Middle Income Country*. WFP

65. Within the framework of Project 10589 – Support for the National Anaemia Prevention and Control Plan for the five Eastern provinces of Cuba.

66. In the process of being consolidated between 2015 and 2018.

to promote the inclusion of biofortified food in social protection programmes to combat micronutrient deficiencies.

In *Bolivia*, WFP promoted the development of a nutritional supplement called *Nutribebe*<sup>67</sup>, the first in the region containing animal protein (milk) and exclusively produced nationally. WFP experts provided technical assistance to MINSa to develop the Guidelines on Technical Specifications for the supplementary Food Nutribebé. WFP also played a key role in the programme's good implementation from the start through its sub-offices. For example, WFP developed the *Manual for the Storage and Transport of Nutribebé*, and used the manual to train local authorities in how to handle the product.

*Colombia's* experience with *Chispitas de Vida* in Bolivar has demonstrated that the transfer of stable programmes to sub-national government entities can be adequately implemented at the district level with WFP support. As in Peru's experience in Ventanilla, WFP provided key technical assistance for the project's design and implementation. WFP worked with the district to identify the components for improving micronutrient intake, nutritional habits, and access to water and hygiene. Additionally, WFP supplied more than 1.75 million micronutrient sachets for distribution at the 14 healthcare posts where the intervention was based.

Perhaps the best example of WFP's most comprehensive support to a government in the region is the technical assistance on nutrition in Guatemala. WFP's new nutrition policy sets forth a plan covering 5 aspects of CD: strategic alliances, capacity development in nutrition, tools for situational analyses and programme design, monitoring and evaluation, and access to nutritional food. The policy aims to accelerate the achievement of nutrition objectives with WFP's support. Such is the case in Totonicapán.



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67. <http://nutribebe.com/>

## 17. From Vitacereal to Mi Comidita: Increasing the Impact in Guatemala

WFP and the Government of Guatemala are working with the department of Totonicapán to reduce child malnutrition, which is over 82% in children under 2 years of age.

The current intervention targets 17,000 boys and girls and 2,500 pregnant or lactating women. This is a broad type of intervention being developed with the Ministry of Public Health and Social Assistance and SESAN. Ultimately, the goal is to implement the intervention nationally and increase its impact. *How is WFP providing support?*

**From Vitacereal to Mi Comidita (Supercereal).** Following a lengthy technical process, WFP and the Government of Guatemala are distributing a new, nutritional supplement that is better suited for children under 2 years of age. This new fortified blended food is produced in Guatemala and contains milk, sugar, and oil. The local production of Supercereal should make it cheaper and encourage the participation of local family-agriculture and smallholder farmers in providing the necessary inputs.

**Strengthening the local capacities of Ministry of Public Health and Social Assistance (MSPAS).** WFP is assisting health officials at the local level by helping with the logistics of implementation and through a strong, comprehensive training in nutritional and public health education. This training is then shared with mother counsellors in order to bolster the food assistance by changing nutritional habits and behaviour at home.

**Special research.** This type of intervention needs to generate evidence and impact and measure achievements or deficiencies. WFP sponsors comparative studies among boys and girls; analyses nutrient gaps during 24-hour periods; undertakes studies on the costs of diet; and evaluates conditional transfer modalities in order to increase efficiency in distributing Supercereal.

The implementation of this intervention began in 2013; achieving results will take time as well as integrated, well-executed interventions.



## Civil Society and Community

As indicated before, community organization is essential in order to improve nutrition and educate mothers on best practices. In *Guatemala*, WFP and MSPAS have been promoting the figure of the Mother Counsellor as an agent of change for nutritional habits. Mother Counsellors are trained in lactation, supplementary feeding, growth and development monitoring, and hygiene, particularly with respect to the 1000 day window. It is essential that the volunteer mothers learn about these topics and then share them with the community through Support Groups. These groups provide a forum for exchange of mothers' experiences as they care for their babies, generating knowledge about how to handle care by providing practical guidance. The Mother Counsellors are also *an important inter-community network* for mothers to help each other and offers an opportunity for greater monitoring by basic healthcare providers.

WFP is constantly trying to innovate in order to reach more people and create alliances with civil society associations to improve nutritional habits. There is no better example in the region than that of Peru, where sophisticated nutritional awareness raising could rely on the countries' rich gastronomy and native foods to influence populations. The recipe book *Recetario quinoa y otros productos nativos del Perú*<sup>68</sup>, prepared by WFP in association with the Gastronomic Institute Le Cordon Blue in

2013, demonstrates efforts by WFP to improve nutritional education through the proper use of native foods. Traditional foods, so often undervalued, not only define the identity of the Andean and jungle communities but are also highly nutritious and are already culturally accepted. This publication also strengthens the collective identity of communities by emphasizing the symbols of their identity. Bolivia also provides an example of WFP's use of this approach.

*Public-private alliances* constitute another way of working with civil society and the business sector. In addition to being a mechanism for diversifying income sources, they are a good channel for raising awareness and empowering sectors that are traditionally uninvolved with nutrition and FSN in general.

In *Colombia*, WFP has been working with Acción Social (now called Department for Social Prosperity), and Cerrejón Company Trust System (Sistema de Fundaciones Cerrejón) in the department of la Guajira. Located in the Caribbean part of Colombia and the historic home of the Wayúu people, this department exhibits the highest rates<sup>69</sup> of malnutrition in the country. The high rates of malnutrition are a result of numerous political, social and environmental factors that have affected the population, combined with recurring crises and the lack of long-term interventions.

WFP has been working to develop quick response actions and also medium-term CD actions with the communities and local authorities. Among the latter, it is important to note the creation of an alliance in 2010 whereby 23 communities were able to increase their knowledge of environmental issues, focusing on water (a scarce resource in the area) and sanitation. Furthermore, community members have been trained at the Finca Cerrejón Fundación Indígena in the use of solar technology to increase their water supply. WFP also undertook a major assessment of the FSN capacities and investment opportunities in the municipalities of Maicao and Uribia in preparation of local

68. [http://documents.wfp.org/stellent/groups/public/documents/liaison\\_offices/wfp254633.pdf](http://documents.wfp.org/stellent/groups/public/documents/liaison_offices/wfp254633.pdf)

69. According to ENSIN 2010, the department of la Guajira shows a prevalence rate of 27.9 % of chronic malnutrition and of 11.2% of global malnutrition in children under 5. Food insecurity stands at 59.1%. According to UNICEF, the municipality of Uribia is one of Colombia's municipalities with a risk of death due to malnutrition. UNICEF. *Nutritional situation of some Wayúu indigenous communities in the villages of Nazareth and Cabo de la Vela, municipality of Uribia, La Guajira. March 2014. See Characterization of the health status of the indigenous Wayúu population affected by the emergency due to lack of water, fuel, and food, in prioritized villages of the municipality of Uribia, La Guajira, Colombia, March 2014. See WFP Results of the Emergency Food Security Assessment, Uribia . Alta Guajira. February 2014.*

level FSN development plans in Colombia, as mentioned earlier. Territorial Plans could pave the way for FSN projects to be carried out with the Royalties Fund that was created as a result of WFP and ICBF advocacy.

These experiences illustrate the work done by WFP in Colombia at various levels and with different players. Firstly, the advocacy before Congress led to the allocation of 1% of investments in FSN at departmental level as per the Law on Royalties. Second, the national strategy for improving institutional capacity for the preparation of local FSN plans, jointly prepared by WFP and MSPS. Finally, the development of public-private alliances between a national company (Sistema de Fundaciones Cerrejón), a social programme (Acción Social), and the communities.

### **Incorporating an HIV Component into Nutritional Interventions**

In fulfilment of its inter-agency mandate, WFP has made significant processes to ensure that people living with HIV are adequately nourished, as well as acknowledged within society. Actions have ranged from providing support for greater social inclusion, to expending efforts to break down social barriers and eliminate stereotypes, to the improvement of their nutritional status and their integration into different types of social protection programmes. WFP advocated throughout the region to consider the HIV and nutrition as part of a rights-based approach, leading to regional and national initiatives. Given the

strong organisation of civil society in the region, WFP's most salient experiences in supporting individuals living with HIV are at community level in the form of pilot projects.

*Bolivia* provided the earliest WFP experience with CD related to nutritional interventions for people living with HIV. The first phase of the intervention was a study with the RAND Corporation, titled *Formative Research on the Role of Food and Nutrition in the Care for People living with HIV in Bolivia*. In collaboration with the National Programme on STDs and HIV, the exercise provided the groundwork for a pilot project called *Nutritional Support*, which reached 800 people living with HIV in La Paz, El Alto y Santa Cruz. The pilot project was comprised of two strategies. One was to diversify the basic food basket of people living with HIV to improve their nutritional status; the other was to develop nutritional counselling. Among the pilot project's most significant results can be mentioned:

- Introduction of soybeans as new food in the diet,
- Development of new recipes by the beneficiaries, and
- Preparation of products at three fairs in La Paz y El Alto.

The process undertaken by WFP with the Ministry of Agriculture and the National Council on HIV/AIDS in *Dominican Republic* is also worth mentioning.



## 18. Integrated Response to HIV through a FSN Approach

According to official figures published by UNAIDS, the prevalence of HIV in Dominican Republic is 0.8-1.5% of the population between the ages of 15 and 49. Adequate nutrition is essential to maintaining good immunological conditions and mitigating the adverse side effects of antiretroviral drugs.

WFP In Collaboration with Government:

- Prepared the study *“Impact of FSN on Adherence to Antiretroviral Treatment Among People Living with HIV”*.
- Prepared the feasibility study on urban gardens for food insecure women living with HIV Developed partnerships with the Ministry of Agriculture, CONAVIHSIDA, and the Integrated Healthcare services to implement and monitor the process.
- Introduced 76 family gardens and 1 pilot community orchard.
- Carried out workshops on the adequate use and preparation of fresh food.
- Ministry of Agriculture technicians monitored implementation and expanded coverage.

In *El Salvador*, MINSAL’s National Programme on HIV/SIDA was supported by WFP to develop the first set of evidence on food security and nutrition among people living with HIV that

attend healthcare services. This evidence informs decision-making in order to enhance the care provided to this population.

## Lessons Learned

- Social protection and anti-poverty programmes are vehicles for improving people's nutritional state. WFP successfully advocated for the inclusion of nutrition considerations as part of programmes in the region and in the field of CD, paving the way for improving the quality of interventions.
- Advocacy has been the cornerstone of the strategies to ensure that social protection and anti-poverty programmes incorporate cross-cutting nutritional elements and secure funding. This advocacy effort has been successful, both at high level discussions and for community level pilot projects. WFP has worked on top-down and bottom-up processes, supporting governments in developing nutrition-sensitive social programmes with special CD components, as appropriate for each context.
- Regional programmes have been instrumental in creating more dynamic regional and national agendas on nutrition and in augmenting the capacity of institutional and community counterparts. These regional programmes added significant value when focused on technical assistance, especially to governmental social protection programmes. Furthermore, they offer a mechanism for scaling-up programmes and foster the development of replicable intervention models.
- Development of these medium term (5 years) projects is an excellent strategy for developing public policies and national plans, and has paved the way for WFP's strategic positioning over the past few years.
- South-South and Triangular Cooperation have been pillars of CD in this area. There are different capacity levels in the region, and WFP has facilitated the passing-on of experiences from one country to the other.
- The measurement of the impact of pilot projects through intermediate and final assessments has increased government interest and ownership of interventions using micronutrients. This increased government involvement has resulted in the strengthening of existing programmes and improvement of public policy components. Evidence generation has become a double asset. From the point of view of CD, it helps to reorient actions and foster greater capacity development. On the other hand, it is a tool to strategically reposition WFP in the context of Middle-Income Countries.
- The utilisation and transfer of WFP's VAM methodology has helped to strengthen governmental capacities in nutrition and FSN in general, while improving targeting within social protection programmes and the associated nutritional components.
- The primary healthcare structures have played a crucial role in CD plans to develop the nutritional component.
- WFP's constant and sustained presence at the local level has proven essential to the build-up of community strengths and to close the gaps between programme design and implementation capacity that national programmes still face.
- Building intra-community networks has been essential in increasing the impact of institutional interventions. In this regard, CD in the field should continue to be accompanied by WFP monitors and liaison staff to guarantee that objectives are met through adequate monitoring.

### 3. Smallholder Farmers and Local Markets

Helping smallholder farmers to become part of the supply chain of social protection programmes and formalise their links to the formal market is a powerful tool to overcome poverty, improve FSN, and diversify the access of families and communities to basic goods, healthcare, and education.

Linking family-based agriculture and smallholder associations to social protection programmes is a strategy that WFP promotes in the region and which is beginning to provide evidence of good practices and positive results.

#### Public Policy and Financial Sustainability

Working on CD with associations demands an integrated approach of internal and external aspects, such as the ability to: create associations, improve production and quality, apply appropriate technologies, and develop business plans and feasible marketing strategies, amongst other factors, are all necessary. Capacity development in this context takes time to see results.

WFP's interventions in *Ecuador*, in response to the daily difficulties of life for Colombian refugees living in the Colombian-Ecuadorian border, is one of the best examples of a process of this nature. WFP has been working in partnership with the Decentralised Autonomous

Governments (GAD) of Carchi, Imbabura, Esmeraldas, Sucumbíos, and Pichincha to incentivise smallholder associations to increase production, foster their participation in the formal market, and become providers of goods for social protection programmes. These incentives have now been extended and broadened as part of local policy.

This development and empowerment of GADs would not have been possible without WFP's well-structured advocacy at the highest levels, which focussed on three pillars. The first pillar is broad dialogue and joint needs assessment at the local level. The second, an objective valuation of WFP Ecuador's added value in the trans-border context, combining a humanitarian with a development vision. The final pillar is development of a continuous strategic presence on the ground, through decentralised offices. This last pillar has been the engine driving the success of the Ecuadorian process, as will be described later.

Furthermore, research and evidence generation has enabled WFP and the GAD to strengthen their model by taking into account which transfer modalities are most suitable for the context and the vulnerable refugee population. As noted earlier, generating evidence is a recurrent means used by WFP to undertake CD in the region.



## 19. Research and Evidence for Greater Efficiency: the Case of Ecuador

WFP, together with the International Food Policy Research Institute (IFPRI), developed a multi-country experimental analysis (Ecuador, Uganda, Yemen, and Niger) to determine what transfer modality (food, vouchers, or cash) was most cost-effective, while considering how to link the transfers up with local production.

Results showed that the modalities implemented need to take the FSN context into account, and consider the functioning of grain and other fresh food markets. In the case of Ecuador, specific conclusions included:

- Developing the programme through vouchers was more efficient.
- Some 60% of assistance in 2014 was provided using bar-coded vouchers.
- Vouchers had to be restricted to nutritious foods.
- This transfer modality should be conditional to participation in educational, nutritional, and health and hygiene trainings that improve the participants' dietary habits and behaviour.
- Women's participation is key to ensure that models for adequate nutrition at household level work with any of the modalities.

One of the most outstanding and visible findings is the crucial role that women play in the producer-community-family scheme. In fostering the role of women, it is important to note the technical and financial support provided by WFP to MAGA in Guatemala, for developing the Institutional Policy on Gender Equality and the Strategic Implementation Framework 2014-2023. This policy encompasses five strategic dimensions that cover: the institutionalisation of the gender focus within MAGA; implementation of agricultural production models on an equitable basis; promotion of the empowerment of women in rural development; fostering of associations in agricultural chains; and training and the strengthening of SNER (National Rural Extension System) using gender criteria. This development will mean a significant boost to strengthen the link between P4P and gender that WFP is promoting in Guatemala. WFP brings operational evidence that can then support public policies—specifically, in gender and family-based agriculture in this case.

South-South and Triangular Cooperation is exemplified in the partnership between the

governments of Brazil and Colombia, FAO, and WFP to develop a project for increasing the competitiveness and market access of Colombian smallholder farmers. The main goal is to provide support for smallholder associations to be able to produce sufficient amounts of quality food to be purchased by institutional programmes.

### Institutional Capacity

In *Guatemala*, support for public policy has meant a strengthening of MAGA's and SESAN's Gender Units. WFP is contributing via technical support in three pillars of action: strategy, institution and operations. WFP is also assisting in the operational aspect through its support for the Municipal Bureaus for Women found in several municipalities.

Through its pilot project in *Cuba*, WFP has been able to encourage greater coordination among the public institutions that are part of the bean value chain, mostly at the local level. After a supply-chain gap assessment, which was carried out with the support of all key actors, there have been regular



meetings among cooperatives, seed companies, state agricultural companies, technical and training service providers, and representatives of social protection networks (health, education, and commerce sectors). Nationally, WFP collaborated with FAO and UNDP, to transmit its experiences in maize and beans value chains to the Ministry of Agriculture's Agro-industrial Beans Group.

### Design, Management, and Implementation

WFP has been working on P4P in Guatemala since the end of 2008. During this time, more than 15,000 smallholder farmers have been involved in the pilot. WFP has strengthened their capacities by supporting the design and implementation of commercialization and business plans. It has also worked to empower women to become the core of this initiative, adapt technology, and generate a change of mentality among smallholder farmers.



P4P activities in Guatemala have in some ways guided the government's development of its Dignity Triangle (*Triángulo de la Dignidad*) programme. Launched in 2012 and linked to the Zero Hunger Plan, this government initiative focuses on improving smallholder production, commercialization of surpluses, and increasing access to credit. WFP has provided technical and operational assistance for this "Guatemala P4P". Based on lessons

learned with P4P in the region and the country, the government has provided WFP with more than USD 3 million to: stimulate the purchase of surpluses; improve business management (purchase, sales, strengthening of cooperatives, gender, markets, fiscal aspects, etc.) under the MAGA programme; and foster strong CD for local officials. This exemplifies WFP's ability to assist in the development of new government programmes based on national and regional experiences.

In *Cuba*, WFP is providing technical assistance to actors of the bean value chain. This work aims to adapt and include locally produced, fortified beans in the various long-running social protection programmes that have won the government international acclaim. Through this broad assessment of the value chain and CD, WFP is reinforcing the connection between the bean value chain and various social protection networks to enhance efficiency, innovation, and sustainability. This nascent *P4P in the Cuban context*<sup>70</sup> includes training of more than 12,000 people to improve the management of cooperatives; increase commercialization and quality standards; strengthen logistics capacity; reduce risks to production; and identify opportunities for investment. Approximately 75 agricultural cooperatives and 18 agricultural state companies will benefit directly and more than 635 cooperatives (approximately 70,000 farmers) will indirectly benefit from this WFP-supported government effort.

The work involves a strong component to identify *new technologies* that can be tailored to the local context in order to increase productivity and yields. The government has shown great interest in learning about the methodology used to assess the supply chain and the lessons learned of the WFP-led process. This is why the Ministry of Agriculture is now applying the same CD process used for the bean value chain to those of rice and coffee, in a scheme that can be linked to the social protection networks and also to the internal market.

This WFP supported initiative in Cuba is particularly important within the current country context. The Cuban government has prioritized the

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70. Activities began within the context of a pilot project to support food security and nutrition in two Cuban provinces and have continued under the current Country Programme 2015-2018.

sustainability and efficiency of its successful social programmes; in order to reach that goal, the country needs to reduce its dependence on imported foods. Furthermore, in order to reach national targets for social and economic development, it will be essential to increase smallholder production by stimulating strategic value-chains; improve agriculture and raise family income by developing markets at an appropriate scale; and foster a gradual decentralisation process with local governments in order to identify and take advantage of opportunities.

From the perspective of South-South and Triangular Cooperation, it is important to note programmes being run in Guatemala and Honduras through an association between WFP and AGCI, supported by INDAP, and financed by the Government of Chile. These programmes seek to: enhance the capacities of smallholder farmers and their organisations to improve productivity and the production of surpluses; and expand access to formal markets. Chilean professionals contribute their expertise and knowledge in agriculture and market access.



## 20. How can the CD of Productive Chains and Links to Smallholder Farmers ensure Social Protection Schemes?

Together with its experience with MAECH in Bolivia, WFP's experience in Ecuador is an excellent example of the comprehensive engagement in linking food sovereignty, food security, social programmes, local production and nutritional education. How has this been achieved?

**Tailoring know-how to the Ecuadorean context.** The provinces of Carchi, Sucumbíos, Imbabura, Pichincha, and Esmeraldas have a different geography. WFP was able to work with each GAD to establish specific models for each one, though they share the same objectives. The feasibility of these initiatives was ensured by virtue of the flexibility built into the programmes.

**Creating alliances with the GAD.** By signing framework agreements, and annual work plans it was possible to work with the authorities and define a sustainable model that could be wholly transferable.

**Supporting school feeding.** Schools are the best entry points to communities because they bring together not only the educational community, but also parents (many of them farmers) and community leaders. Ultimately, these are the community members with whom alliances must be made when launching an initiative of this sort. This is why WFP started off working in schools, providing fresh foods, influencing family nutrition practices through children, and identifying potential partners for linking local production to school feeding.

**Linking producer associations and schools.** Carchi was the first province in Ecuador to link school feeding to smallholder produce. A 2011 poll carried out by GAD gave WFP an indication of the capacities of local producers and of how to link them to the schools. The second step was to select a few associations (mainly associations composed of women) and link their fresh food produce to schools. WFP funded food costs through its PRRO and carried out a comprehensive CD process in schools and among producers, students, and families.

### **Linking family-based agriculture and schools.**

Because Sucumbíos had no producer associations, work focused on families with orchards with the capacity to produce surpluses. The activities took place along the Putumayo River, the natural border between Colombia and Ecuador. Family production consisted of vegetables that were complemented with WFP-provided staples. The local government took charge of transportation to remote areas, where schools received the transfers. Producer families were compensated with a WFP voucher that could be traded for products needed to bolster the family basket, such as milk, oil, and meat.

### **Developing points of food sales for the community.**

Points of Sale for the community were the natural result of the process, as it was clear that the programme could not be limited to schools. The virtuous cycle comprising schools, communities, and smallholder farmers allowed for the creation of Points of Sale provided by producer associations and managed by the government, where WFP beneficiaries (using vouchers) and the entire community (using cash) could purchase fresh products. This is how the *Carchi Productivo* selling point was formed.

**Strengthening Points of Sale.** In order to participate in the programme, community points of sale must meet certain requirements. A market study determines location, products offered, their quality and price. If the supermarket of grocery store complies with the requirements, its staff is trained in the use of the SMART system, developed by WFP in Ecuador. This application allows online monitoring of WFP's voucher programme and sends consumption and expenditure reports.

**Promoting changes in nutritional behaviour** through a broad training programme in nutritional education, food preparation, and healthcare at home.

In Ecuador, this programme has been working for more than 3 years and involves 108 schools and 11 points of sale. More than 14,500 children benefit from the process, many of them victims of the armed conflict in Colombia.

## Civil Society and Communities

Small communities in the region, mainly composed of smallholder farmers, are the focus of WFP's CD efforts. The priority is to increase their resilience in the face of disasters and adverse climate change. Furthermore, linking smallholder farmers to the structured demand of social protection programmes is the way to build a comprehensive system. As Luis Erquicia, MAECH manager in Bolivia states, *"Parents reap, mothers plant, municipalities purchase, and children consume. It is an integrated model that bolsters the food sovereignty of our communities, guarantees the sustainability of school feeding, and ensures the adequate development of our girls and boys under the appropriate nutritional standards. WFP has been a key partner in developing this model"*.



In *Nicaragua*, WFP provided support to the Nicaraguan Institute of Agricultural Technology (*Instituto Nicaragüense de Tecnología Agropecuaria*) and to the farmers' cooperative *Cooperativa de Campesinos Activos de Jalapa*. This small cooperative is made up of 687 associates<sup>71</sup>, mostly maize producers. Before they received WFP support, they did not commercialize their products, access to credits and service was limited, and infrastructure was severely lacking. Furthermore, the association had not developed the culture needed to formalise their activity based on market demands. Following a thorough CD process offered by WFP on the topics of quality, productivity, collection, etc., they now sell 367 tonnes per year (55% more than in 2012). The initiative is being linked to WFP purchases for the School Feeding Programme. It is also influencing the Ministry of Education's National

School Feeding Programme, into which this model could be gradually incorporated.

In *Honduras*, more than 15,000 smallholder farmers provided more than 40,000 tonnes of maize and beans through the P4P pilot programme. This created a connection between the Productive Safety Net and the School Feeding Social Protection Network, the latter of which now provides food to more than 1.3 million school children on a daily basis.

*Guatemala's* Association of Agricultural Producers of Laguna del Hoyo (*Asociación de Productores Agrícolas de la Laguna del Hoyo - APALH*), located in the municipality of Monjas, department of Jalapa is another notable association that has benefited from WFP's support. This organisation was created in 2010 and comprises 111 farmers (83 men and 28 women). WFP provided technical assistance and goods while promoting demonstration plots. On 9 April 2015, Gilda Zepeda, a member of APALH board of directors, was recognised by DISAGRO agronomy services for having improved the yield of maize crops, from 90 qq/Bl in 2011 to 170 qq/Bl in 2012. This performance was made possible by sharing of good agricultural practices as part of the technical assistance that WFP provided to improve productivity levels and post-harvest handling.

In *El Salvador*, WFP has also carried out a strong CD process with several producer associations through the P4P initiative. The work done since 2009 represents more than USD 8 million in sales to the internal market. WFP has also promoted the exports of four associations, which have added 45 tonnes, valued at USD 46,000 to international markets. WFP has fostered access to private and public credit for over USD 1 million. Whereas at the onset only one of the 20 participating associations had its own warehouse, today all 20 have obtained this asset, representing a 96% increase in warehousing and processing capacity. The increased capacity has had a noticeable effect on the quality of produce. Work done with the Ministry of Agriculture and Livestock has provided an opportunity for formal business, which has in turn directly improved the resilience of smallholder farmers who are currently impacted by a prolonged drought.

71. 191 women and 496 men



## 21. Strengthening Local Market Access in El Salvador

Since 2012, the 800-member cooperative Asociación Cooperativa de Aprovisionamiento Agropecuario, Ahorro, Crédito y Consumo de Responsabilidad Limitada (ACAASS) has been working with WFP technical and financial assistance to commercialise the surplus of smallholder farmers in the local market. How has WFP contributed to the strengthening of ACAASS?

- **Capacity assessment**, commercial needs assessment, market and price studies.
- **Training** of the Board of Directors on associative, organisational, fiscal, legal and other mechanisms.
- Support in creating the Association's **Business Plan**
- **Improvement of the aggregation centre**, incorporating reception standards (quality control and analysis with laboratory equipment), fumigation treatments, product cleaning and classification, packaging processes, and equipment for these activities.
- Create a **registered trademark**, DON VICENTE

Since 2012, WFP has been ACAASS's main customer. The first time they sold 8,000 quintals. "Having WFP as a buyer has given us great credibility. Now we are producing 50,000 quintals", says manager Cecilia Flores. In June last year, ACAASS signed an open-ended contract with supermarket chain Walmart to sell 335 quintals of its Don Vicente trademark beans per week, at competitive prices, which gives producers a healthy profit margin. The association is now starting to also offer its members financial tools, such as savings accounts, at better rates than those of commercial banks, and credits for diversifying their agricultural and livestock raising activities.

## Lessons learned

- The most strategic means of positioning public policies and/or national programmes relating to local production and their link to social protection networks/systems and formal markets is through the development of small scale pilot projects.
- CD for local governments has been both a priority for the development and transfer of these processes, and also a means of incorporating goals and results into their territorial plans and social protection and poverty eradication programmes. This bottom-up process of CD is increasingly gaining attention at the national level.
- CD has focused on developing an associative vision among smallholder farmers. Overall, this type of focus enhances product quality and quantity, diversification of produce offered, and reduced operational costs (transport, warehousing, and distribution). Likewise, the formation of associations improves their negotiation position vis-à-vis the markets and their participation in social protection systems.
- CD at the level of associations has focused on promoting the participation of women. As much as possible, targeted associations should be composed of women. Their leadership and training has guaranteed better results and greater impact at home, both economically and with respect to child malnutrition and intra-family relationships.
- CD requires a solid component of technology and management training to optimise resources invested and generate greater managerial self-sufficiency in the medium term.
- Processes seeking to link family-based agriculture to social protection networks/systems and markets must encompass comprehensive CD with respect to nutrition education within associations, families, teachers, and local authorities in order to guarantee a healthy demand and supply.

## IV. LOOKING TO THE FUTURE

The following are some general conclusions regarding WFP's experience with CD in the Latin American and Caribbean region:



Above all, ensuring FSN in the region will certainly involve examining the effects of climate change on FSN and building the national and community capacities required to mitigate its effects: the negative effects of climate change can compromise livelihoods and the future of communities, social protection systems, and social stability.

The experience and knowledge gained by WFP in the region on CD in FSN provides a window of opportunity for strategies and initiatives to be developed and validated and eventually exported to other regions where they could be replicated in the medium term.

Within the regional context of cooperation with largely Middle-Income Countries, CD is the most appropriate cross-cutting pillar of WFP's work in the short and medium term. Strengthening WFP's strategic position as a facilitator, CD supports WFP in enhancing and consolidating high standards of technical and operational performance of social protection systems.

It is clear that lending support to social protection systems in the region will be an essential pillar for WFP in the coming years and may pave the way for major progress and contributions to government priorities as they aim to achieve SDG 2.

WFP's overarching objectives in the region include providing support to governments to improve food security and nutrition; and reduce the impact of emerging crises, natural disasters, and climate change on vulnerable populations. In order to achieve these, it will be necessary to continue incorporating CD in all strategic priorities, be it within an operational context providing food transfers, within the framework of a targeted response to a crisis, or in actions solely based on technical assistance. In other words, from this point going forward, WFP's regional agenda on FSN must include CD as core element.

Over the course of these past few years, WFP has provided significant CD to bridge the gaps between design and effective implementation of both school feeding and nutrition programmes. This role must be leveraged as a means of making a comprehensive contribution to a country's social protection system. Experience has shown that countries with solid social protection systems are more resilient to disasters. In the region, Chile and Haiti provide contrasting examples of this principle.

In terms of CD, WFP should continue to support macro-level processes (HGI 1, 2, 3, 4). WFP should have a continued and strengthened presence in discussions on public policies related to FSN in the region. Furthermore, technical assistance with respect to targeting and analysis ought to be increased in order to enable governments to best target their programmes.

Evidence generation is another aspect to be bolstered for CD. Inequity throughout the region is further aggravated by the lack of reliable, comparable data that could inform decision-making. WFP's VAM teams have been great allies helping governments profile their needs and focus FSN public policies. It is clear that VAM is an area in which WFP must invest, utilizing tools that reflect the region's new paradigms born as a result of the effects of climate change.

On the other hand, CD should also rely on WFP's traditional strengths. One of these strengths is the actual presence in communities and support

to local authorities (HGC 5). As documented here, communities are the first or last link in the chain of any CD process, and strengthening their capacities in FSN multiplies the added value. WFP's local presence is an asset for CD in parts where there is so much social inequality and inequity.

It will be crucial to add-on a Capacity Development component to any WFP intervention in future. Such component should build primarily on the classical strengths of WFP. At the same time, it should be acknowledged that there is room for further visibilization and profiling of WFP's abilities as technical assistance provider in other areas related to FSN.

### From a Strategic Point of View

The following is a set of strategic elements that favour WFP's CD work based on experience in the region:

The number one success factor is advocacy at high levels, which has been, is, and will continue to be, a relevant factor sustaining the CD-centred FSN agenda in the region in both the medium and long term. Faced with increased effects of climate change and the possible increase in food insecurity and chronic crises, it seems that an emphasis on direct food assistance may once again gain traction as the sole mechanism. This short-sighted approach would come at the cost of national capacity building and community-based coping strategies. Advocacy must bolster the achievements of CD and provide evidence that response mechanisms need to foster structural, sustained processes within the regional context.

Secondly, constructing a regional vision would ensure enhanced national and community capacities. Risks and vulnerabilities should not only be mapped, but assumed and approached through CD strategies that move beyond the national vision. In this regard, WFP must continue to bet on the development of well-grounded regional projects that seek to bolster national undertakings in Middle-Income Countries. Such an approach has shown a remarkable ability to generate national synergies, in both policy development and programme areas, as well as to strategically and politically position WFP. Regional projects

10421 and 10411 (2005–2010) are milestones in WFP's history in Latin America.

The third path to success in CD is to foster South-South and Triangular Cooperation. This CD modality allows WFP to act as a facilitator of political and technical dialogue among governments in Latin America and the Caribbean. As noted, this is a region with great potential for being self-sufficient and capable of exporting knowledge. WFP must continue to facilitate such spaces for knowledge exchange. In order to develop the CD modality, Centres of Excellence such as the one Brazil represent a key asset for the medium and long term CD agenda.



These regional processes should be boosted through a broad partnership vision. All strategic alliances can potentially fit into the process, but regional and national public-private associations should be prioritised.

Internal decentralisation processes favour a CD approach to FSN. Reaching out to these sub-national entities should be based on learning by doing. WFP now has a plethora of experiences upon which to draw-along with good practices-from throughout the region.

CD should be approached from the perspective of constructing processes, and not from that of activities. This implies changing the resourcing timeframe, planning, targeting of actions, and vision for measuring results, both internally within WFP and externally among governments and partners. Constructing institutional capacities and community resilience cannot be done using the approach of traditional projects of the region. It is necessary to carry out

an educational process within international organisations, governments, and strategic partners to review these frameworks.

Along these lines, WFP in the region needs to continue searching for a balance between funding and technical assistance, between actions grounded in food assistance and CD actions *stricto sensu*. Combining and balancing the two types action in terms of resources is a valuable exercise in finding ways to increase impact of processes.

### From a Technical Point of View

In the medium and long term, CD implies empowering institutions and communities and, in many cases, the eventual transfer of ownership of programmes. Handovers should take place on the basis of technical criteria in order to ensure the continued performance of the programme. CD is an essential asset to be used to formulate technically sustained roadmaps towards hand-over, homogenising processes to the extent possible, and certify them in a practical manner.

In this sense, internal and counterpart institutionalisation of monitoring and evaluation mechanisms should become the backbone of CD evaluations. These evaluations should then determine whether the process has been successful and whether the parties are ready to assume responsibility on their own. CD results cannot be measured in the short term.

From an implementation point of view, four elements in the Latin American and Caribbean CD agenda have had truly successful results:

- The first is making nutrition a cross-cutting component throughout the FSN process, particularly with respect to public policy formulation.
- Secondly, the use of virtual platforms as mechanisms for boosting and multiplying CD.
- Third, the development of new initiatives, regeneration of content and accelerating innovations in WFP's regional agenda.
- Finally, the role of women in ensuring the sustainability of inter-communal and family processes, with respect to

school feeding, nutrition, and production processes.

All of these aspects should continue to be strengthened as pillars of CD.

Communication is essential to show results, share experiences, and show accountability. CD deserves to have a special communications strategy that showcases its activities and its impact on all HGI dimensions.

There is, finally, the individual dimension. CD has required the use of highly qualified, multidisciplinary teams with distinct political and technical profiles suited to national and regional contexts. Furthermore, these experts must periodically engage in continued learning to update their knowledge in their field of expertise. In order to strengthen capacities, specialized individuals with strong skills are necessary.





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# Annexes

## Annex I. Graphs and boxes

### Graphs:

1. *National Capacity Index- Measuring change in capacity for hunger governance in support of projects to strengthen national capacity to end hunger*. Complementary guidelines: Series #2. Issued in October 2014. WFP.
2. Classification of countries in Latin America and the Caribbean according to the World Bank and UNDP.
3. Estimated number of persons affected by disasters in Latin America and the Caribbean, in the period 2003-2013
4. Number of people affected in Latin America and the Caribbean in 2014, per type of disaster.
5. Components of a social protection system.

### Boxes:

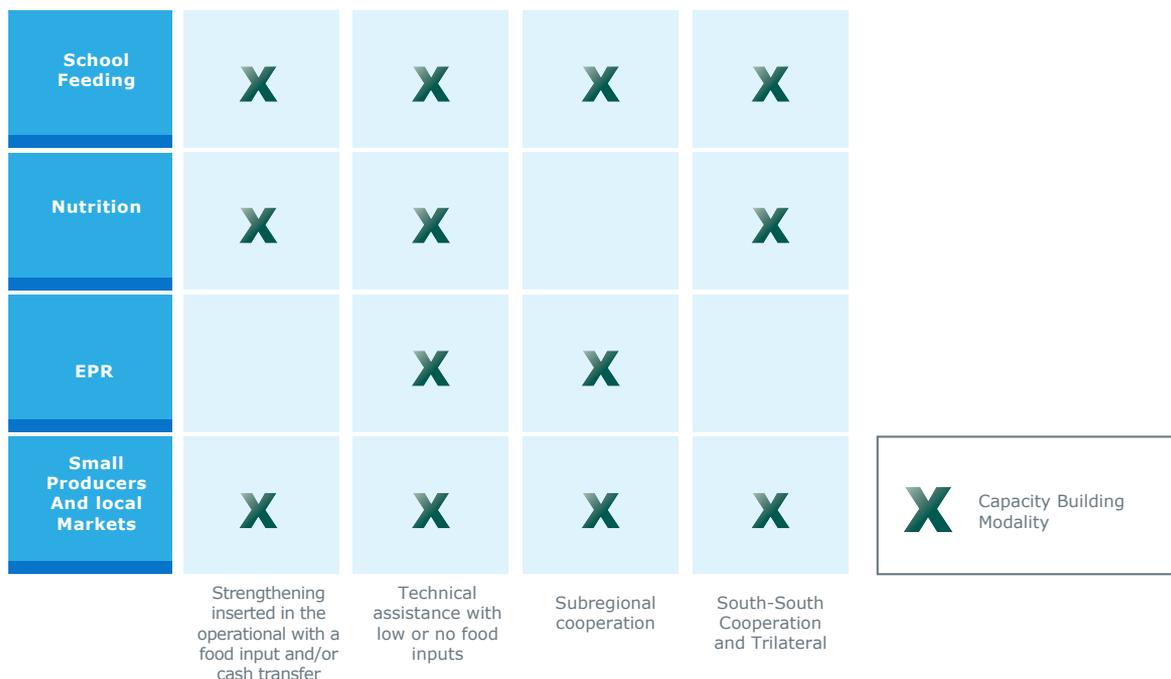
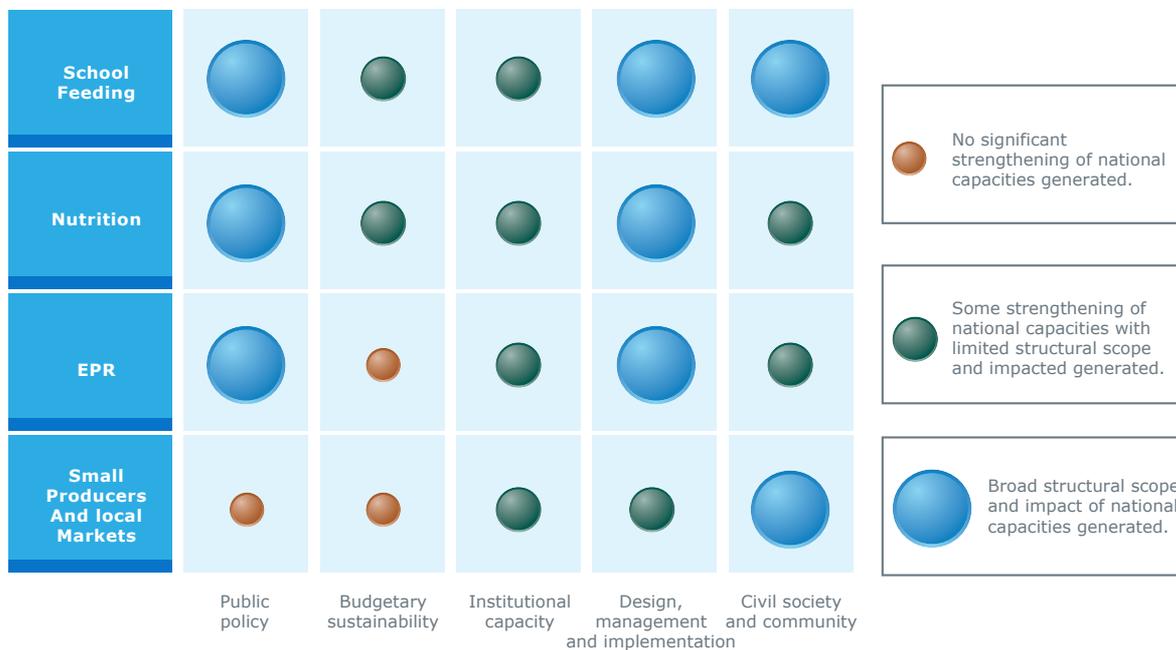
1. Strengthening legal and operational preparedness to disasters in Central America.
2. Peru: comprehensive strengthening of food and emergency assistance.
3. Promoting policies to adapt to climate change in Central America.
4. Strengthening eight (8) of Managua's central markets to deal with earthquakes and fire.
5. Cash-based transfers as a response mechanism to flooding in Paraguay in 2014.
6. Developing the capacity to build resilience in FSN to counter climate change.
7. Building Resilient Communities in Guatemala.
8. La-RAE: fostering regional co-operation to improve School Feeding.
9. A Public Policy on School Feeding for Haiti.
10. Innovation for improving management, monitoring and evaluation of school feeding in Honduras.
11. CAE Filemón Rivero Quintero: school feeding in an urban setting in Managua.
12. Building School Feeding Together in Bolivia.
13. Underpinning public policy on FSN at departmental and municipal levels in Colombia.
14. Scaling up nutrition through Networks in Guatemala.
15. 15 years of VAM in Peru.

16. What are the success factors for a nutritional component within a programme to fight poverty? The case of Dominican Republic.
17. From Vitacereal to Mi Comidita: increasing the impact in Guatemala.
18. Integrated response to HIV through a FSN approach.
19. Research and evidence for greater efficiency: the case of Ecuador
20. How can the CD of productive chains and links to smallholder farmers enhance social protection schemes?
21. Strengthening access to the local market in El Salvador.

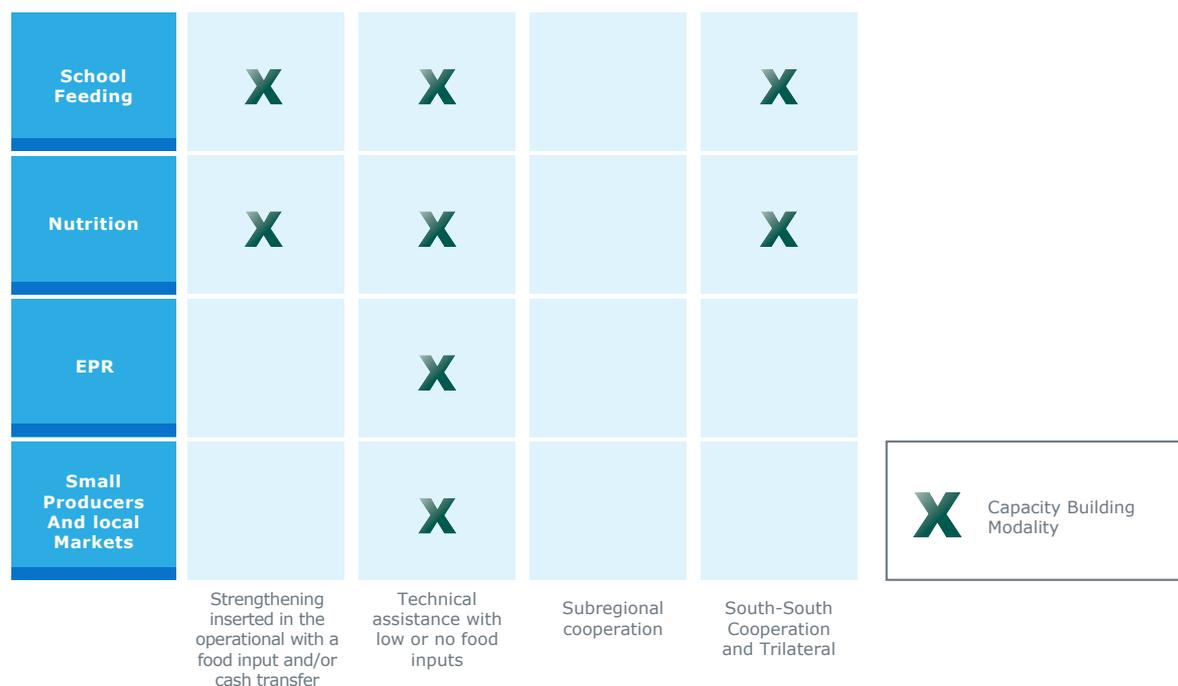
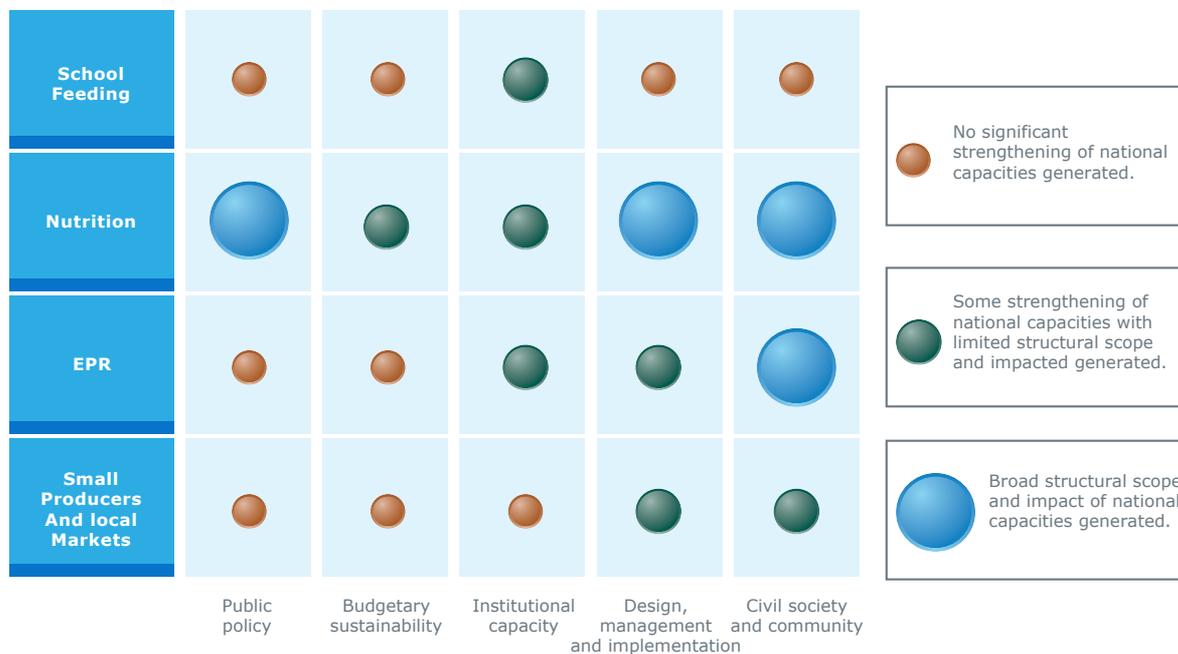
## Annex II.

### Country profiles

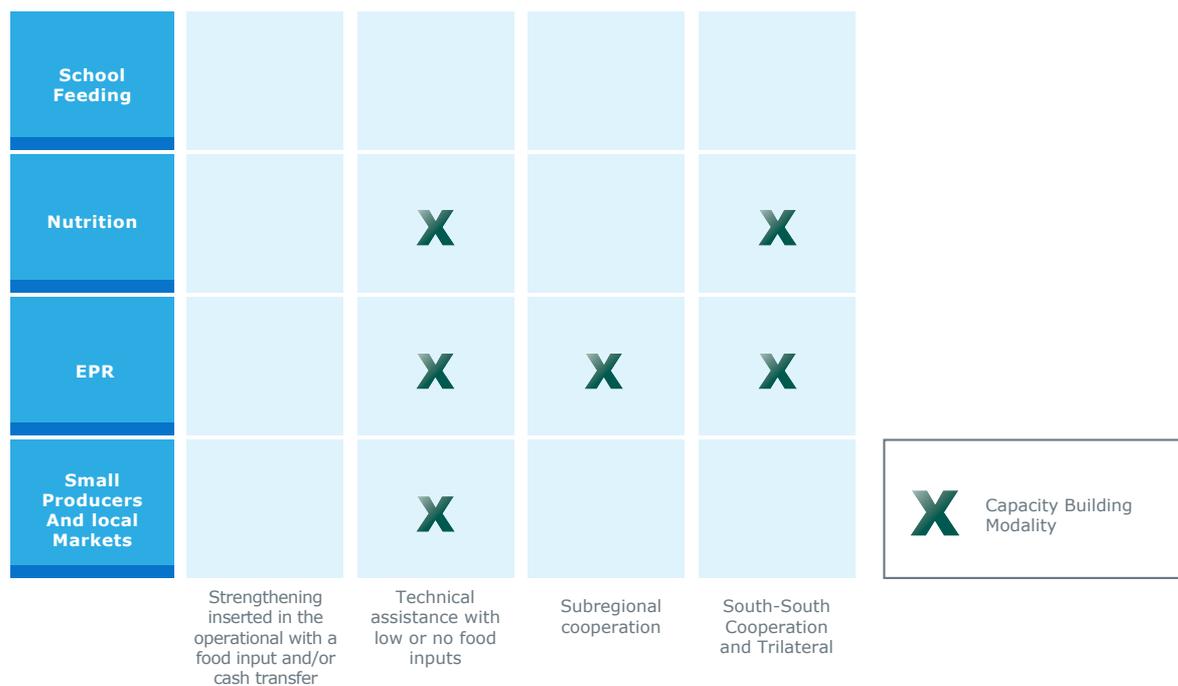
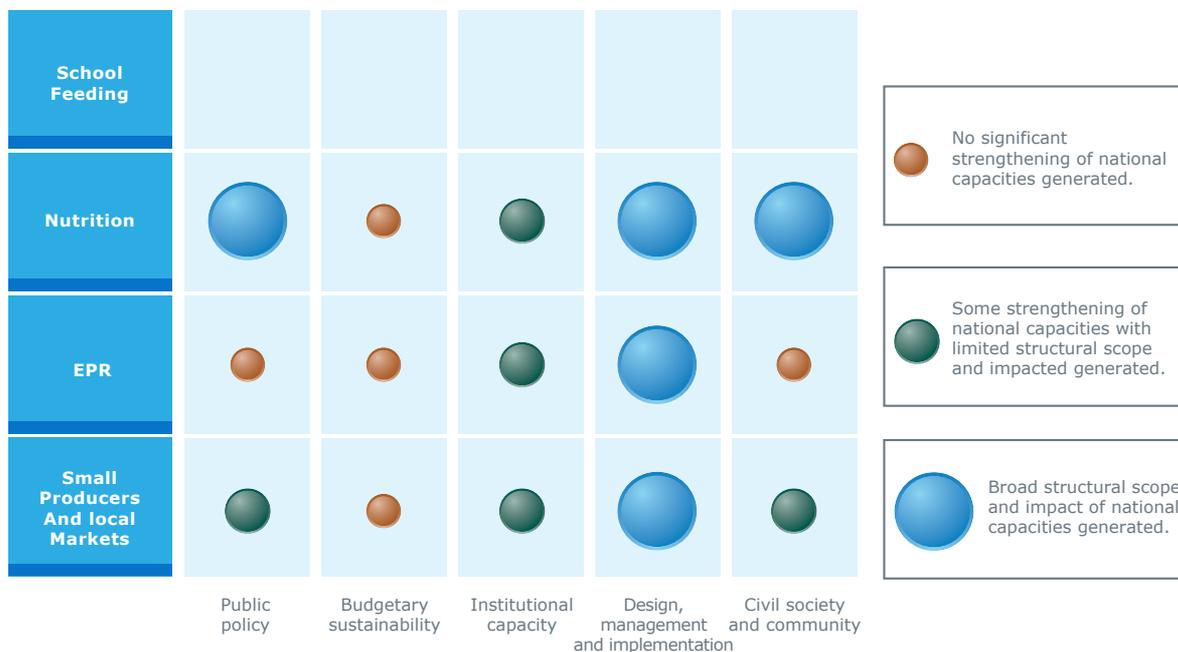
#### Capacity building in Bolivia



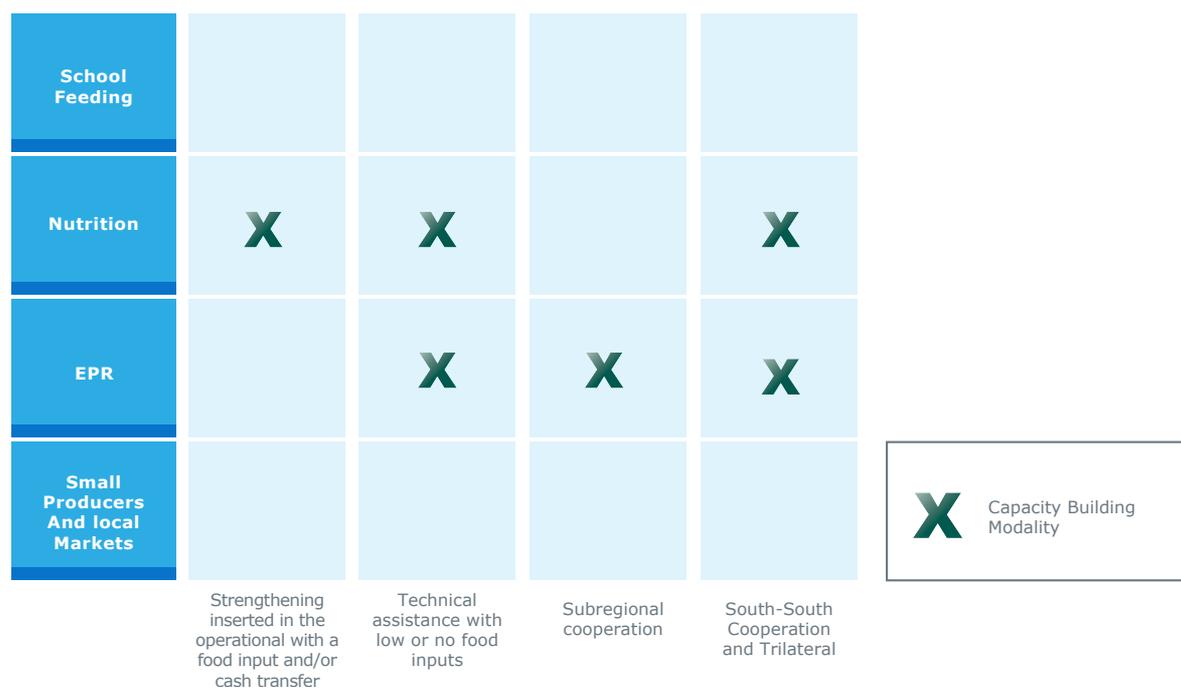
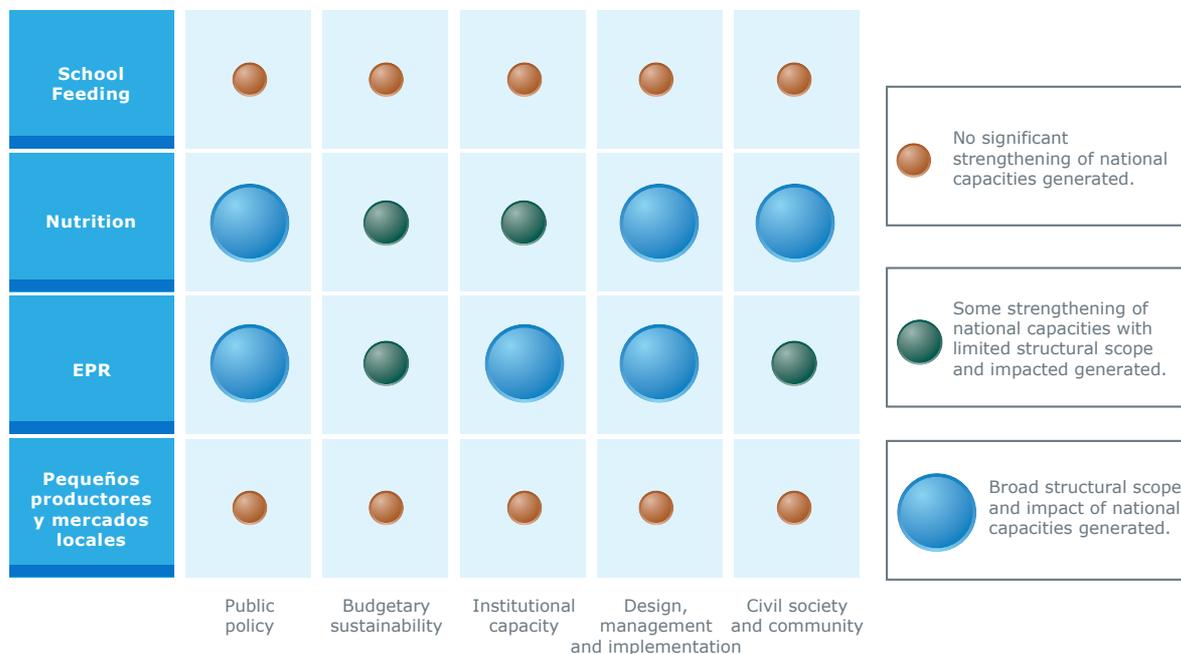
### Capacity building in Colombia



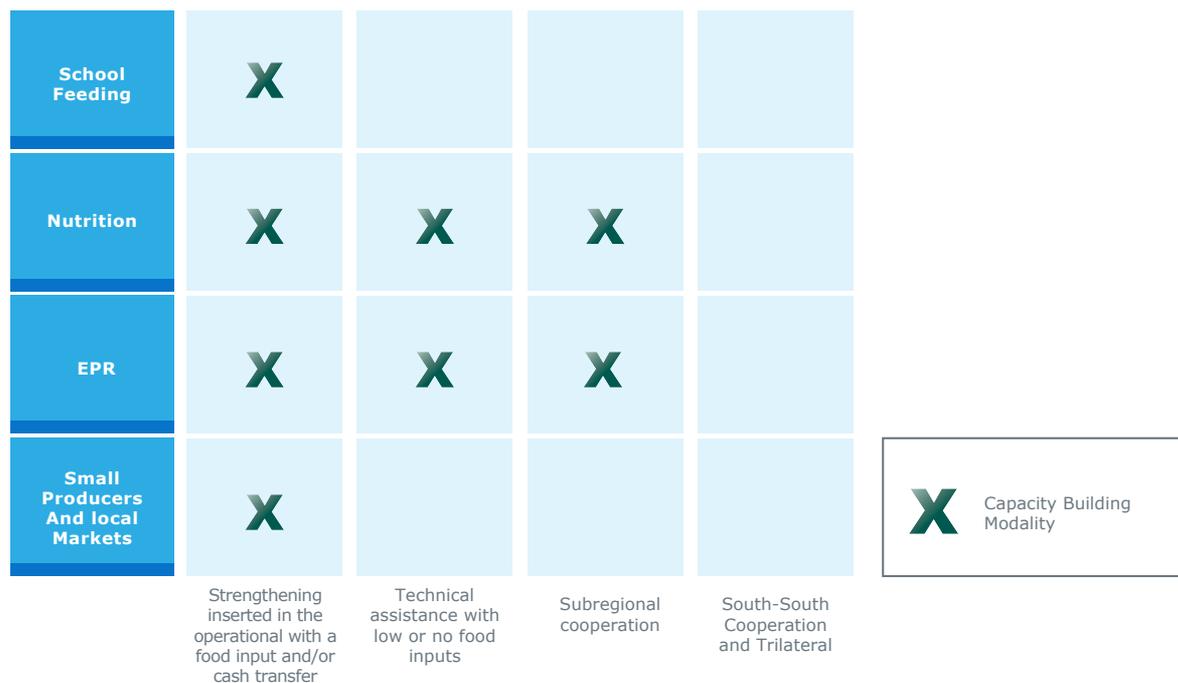
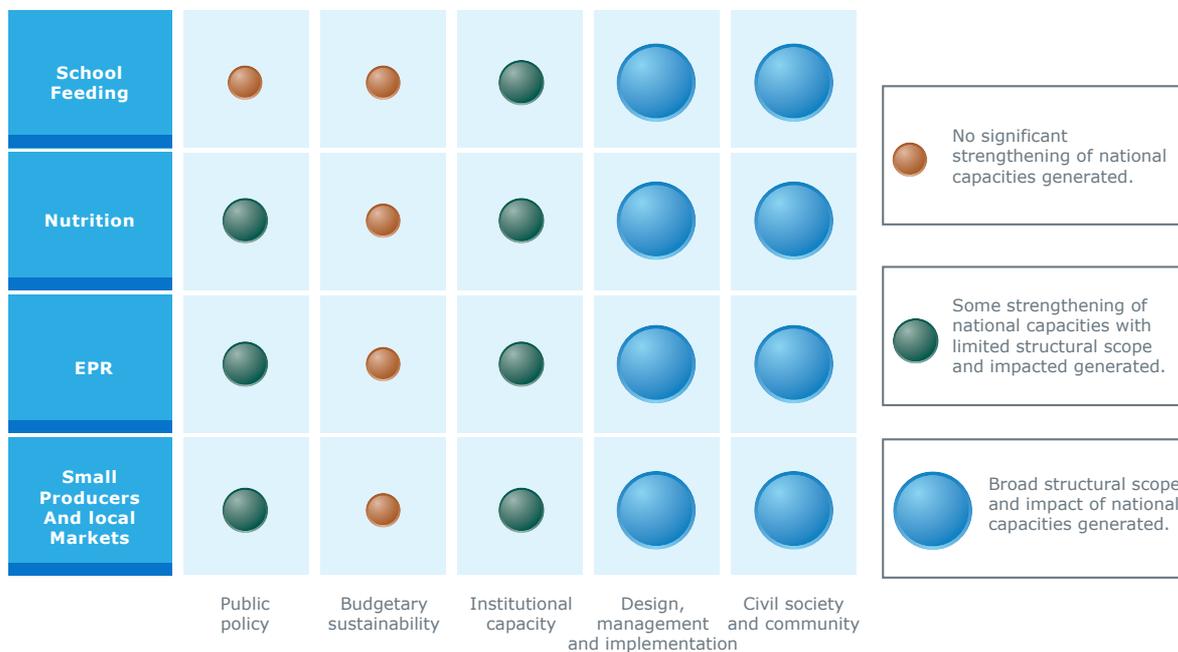
### Capacity building in Cuba



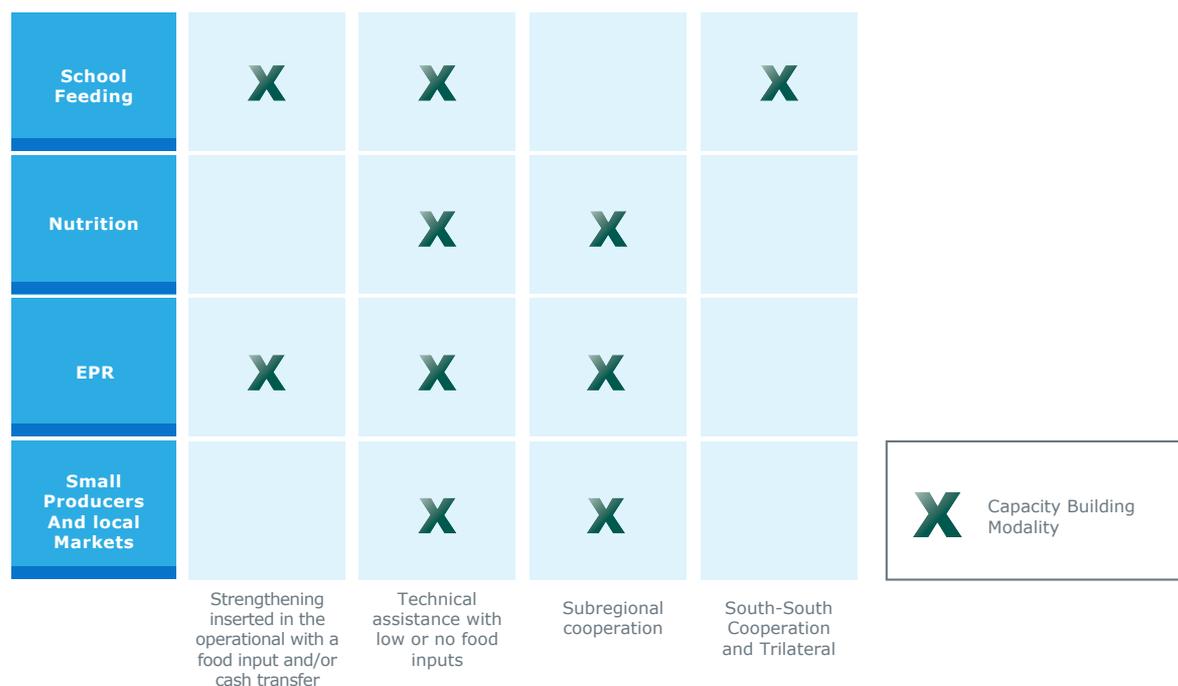
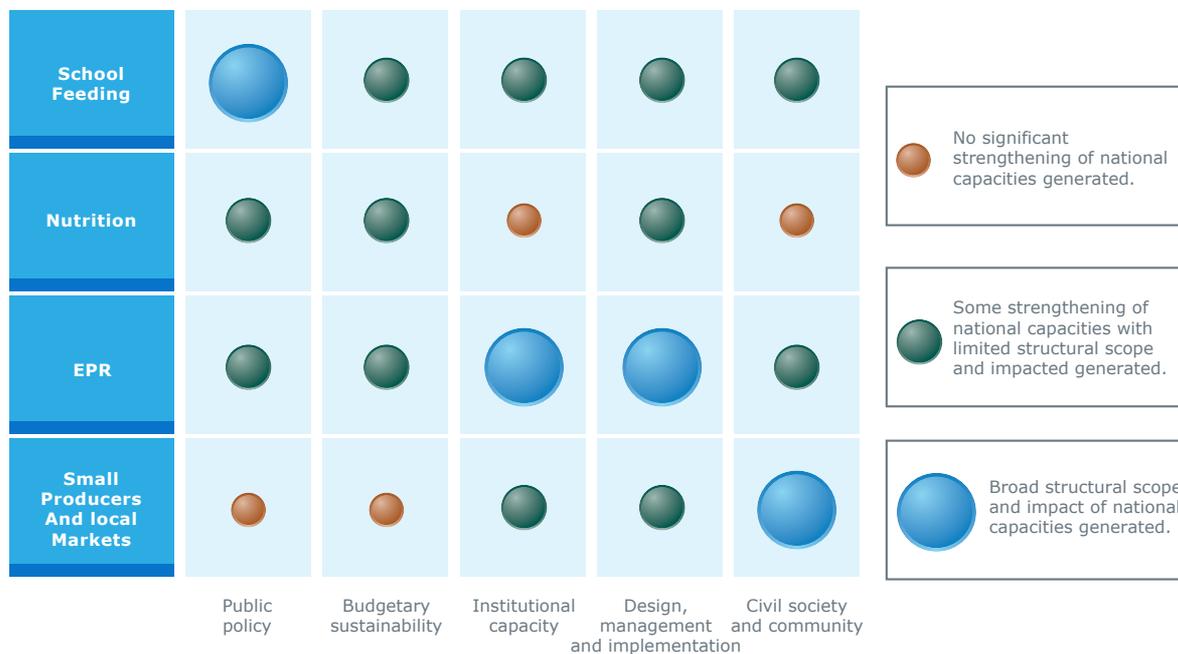
### Capacity building in the Dominican Republic



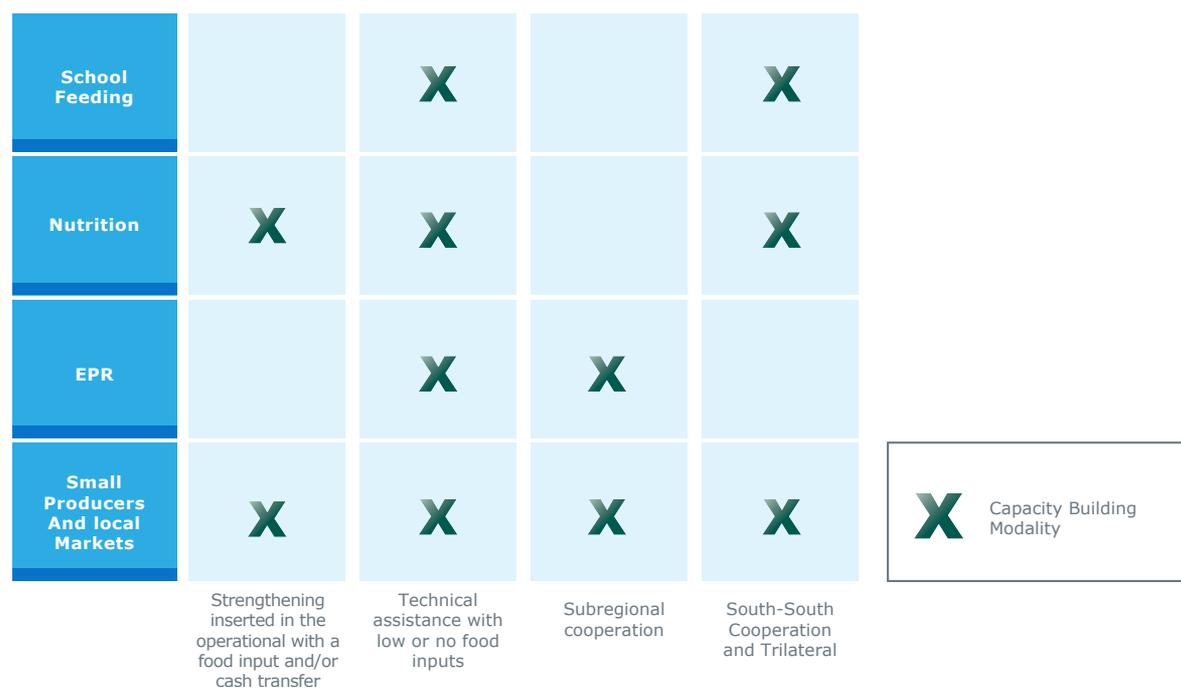
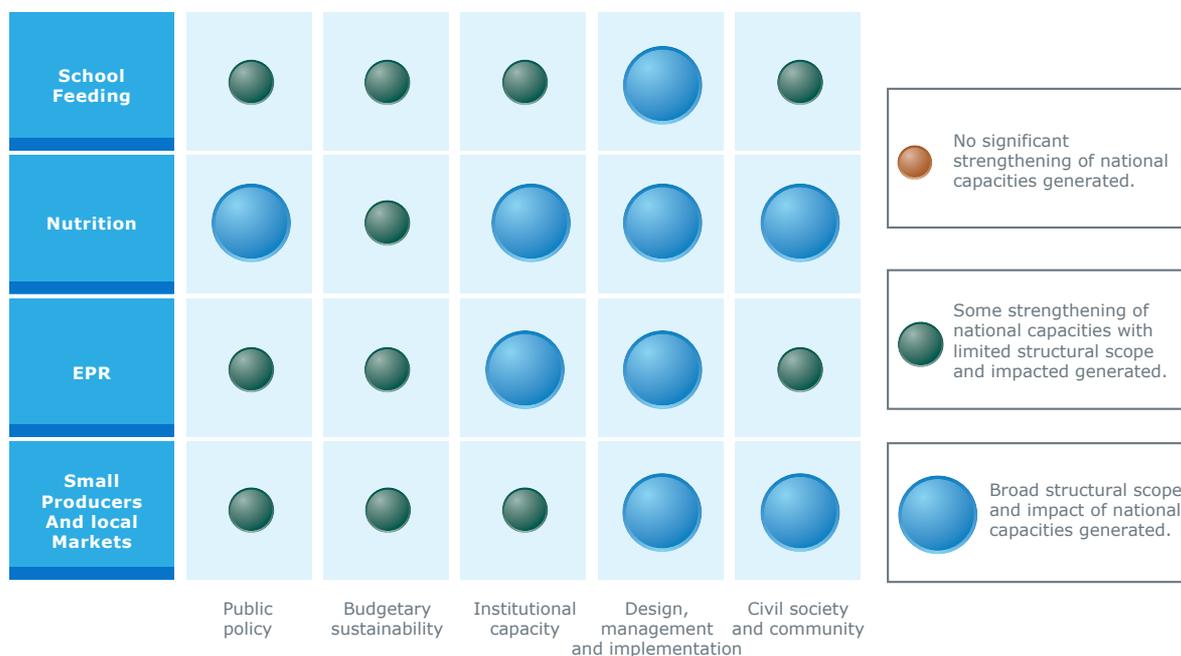
### Capacity building in Ecuador



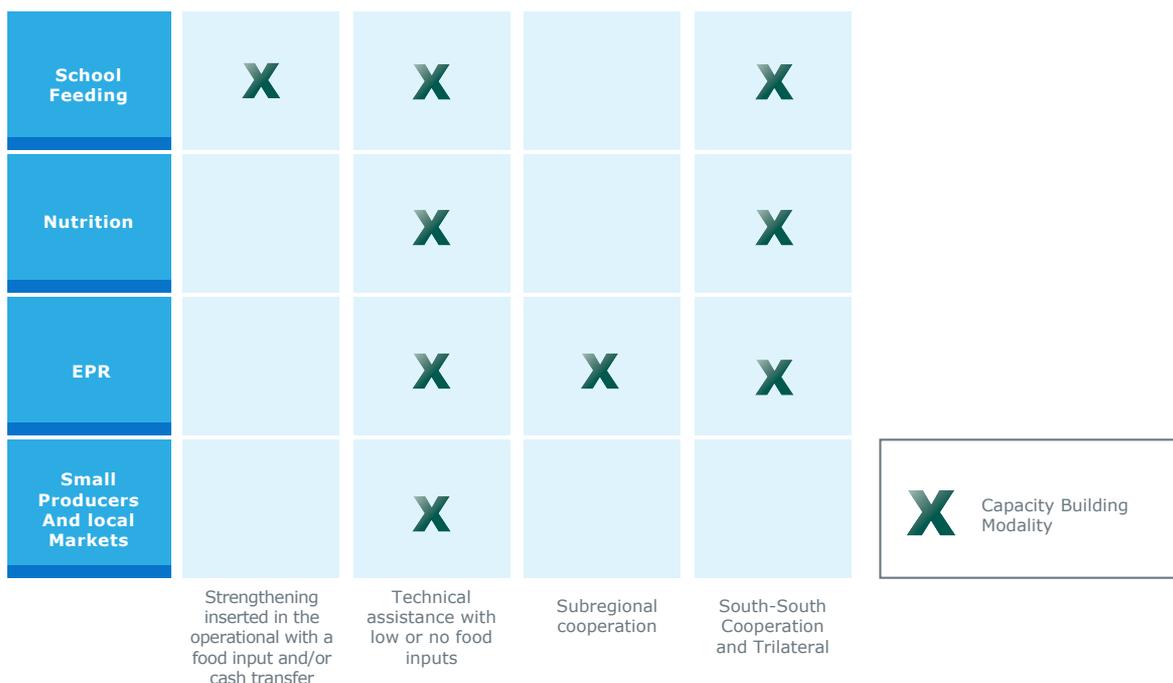
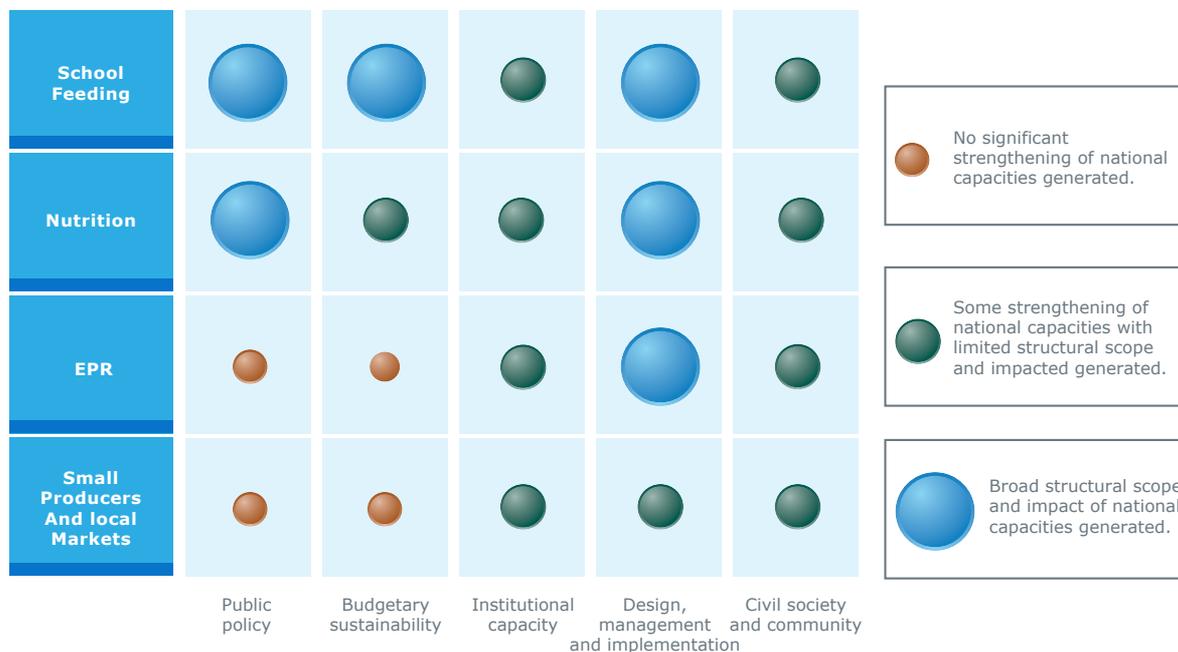
### Capacity building in El Salvador



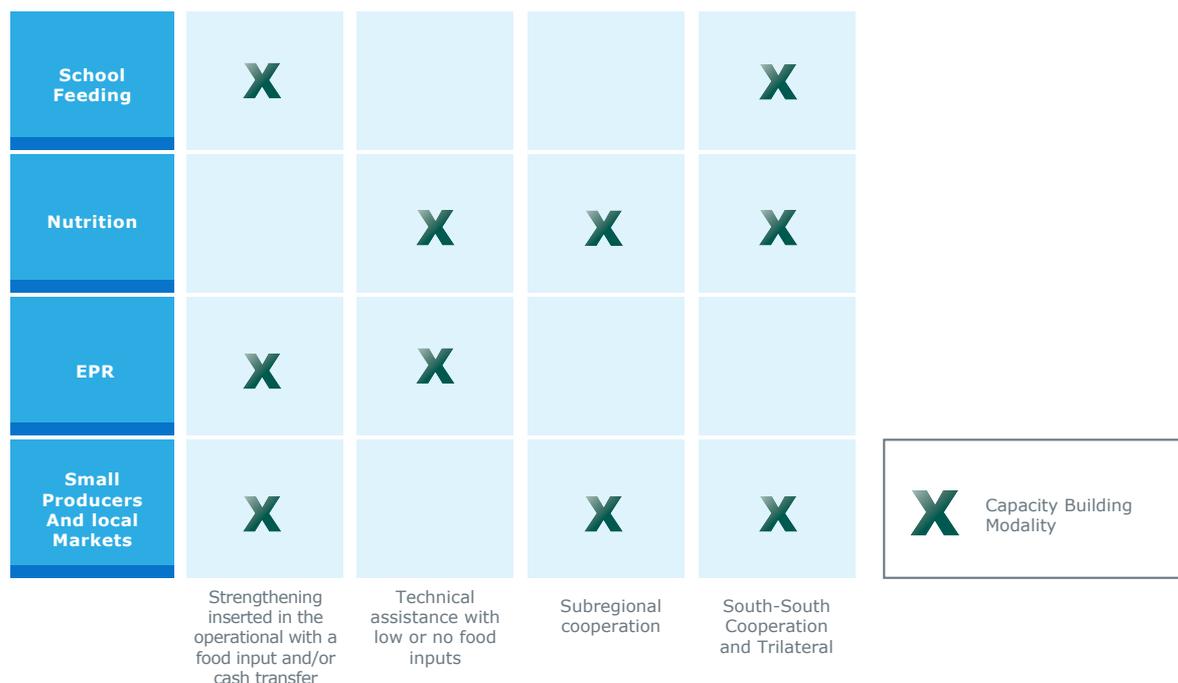
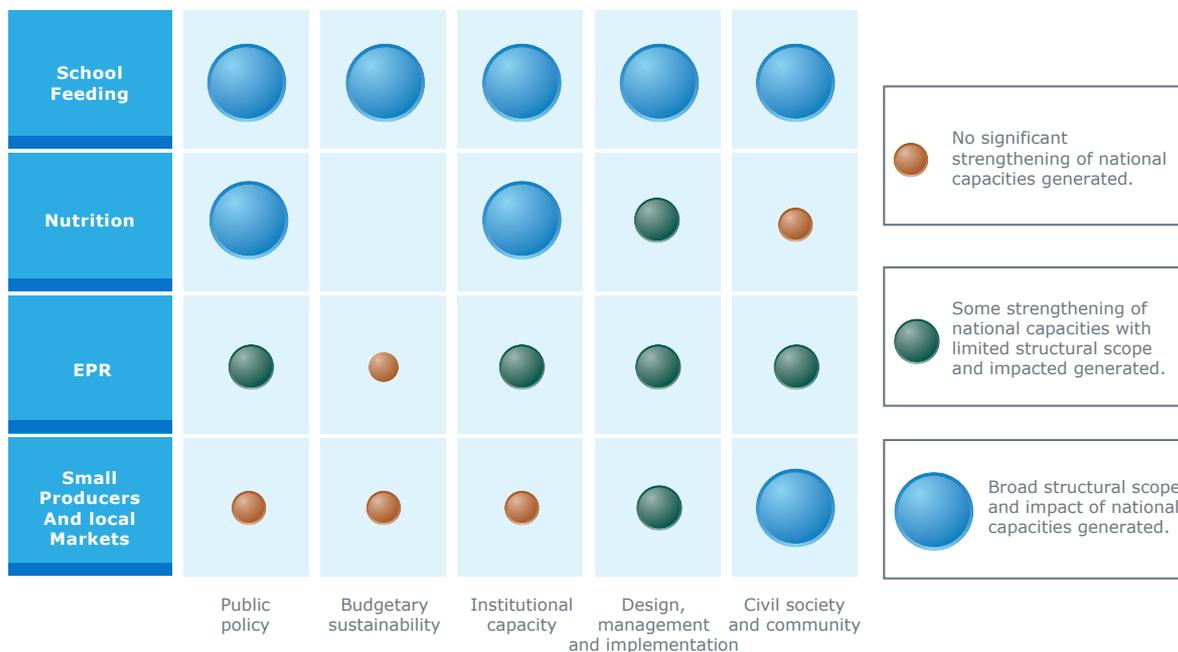
### Capacity building in Guatemala



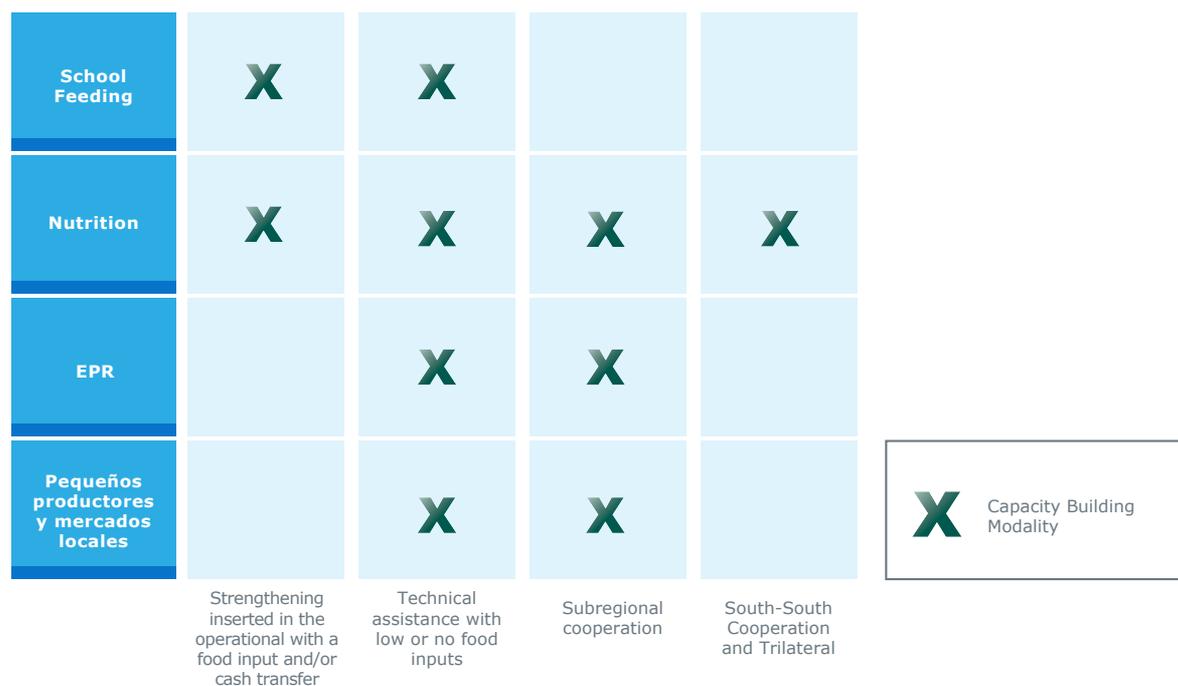
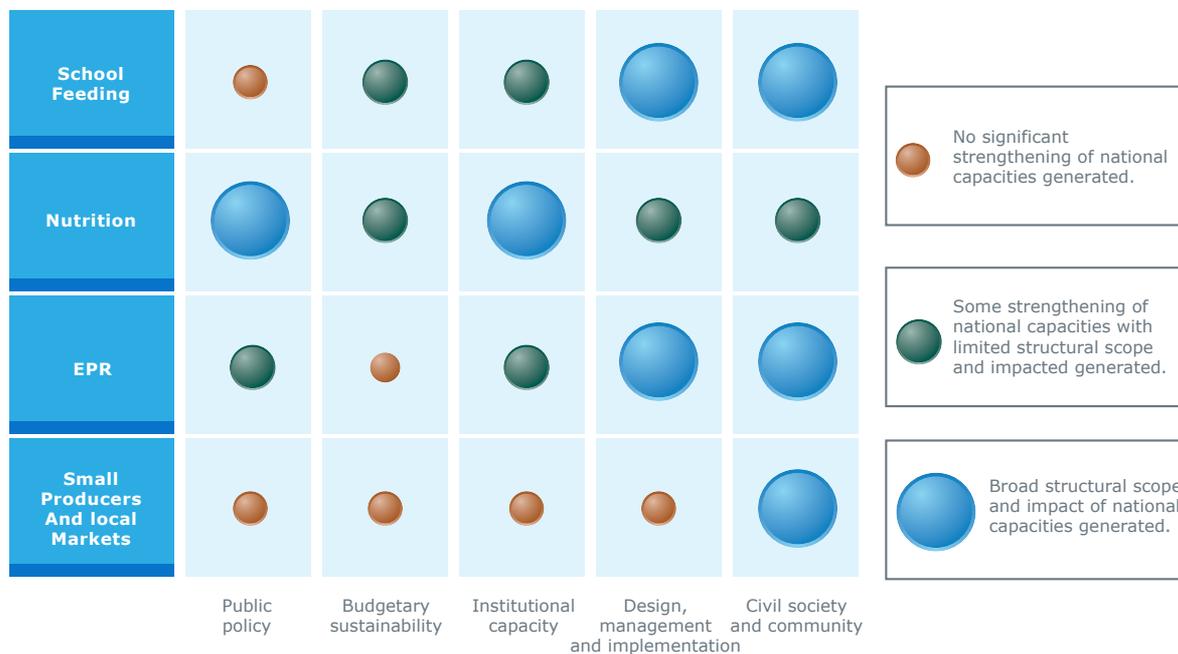
### Capacity building in Haiti



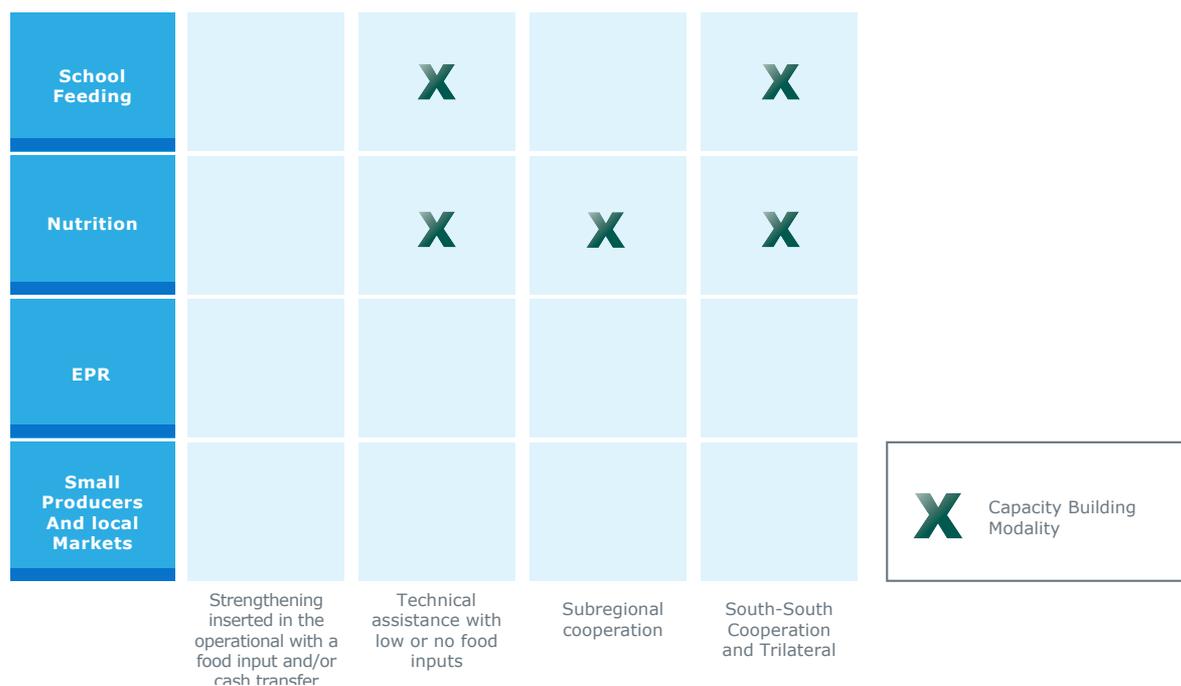
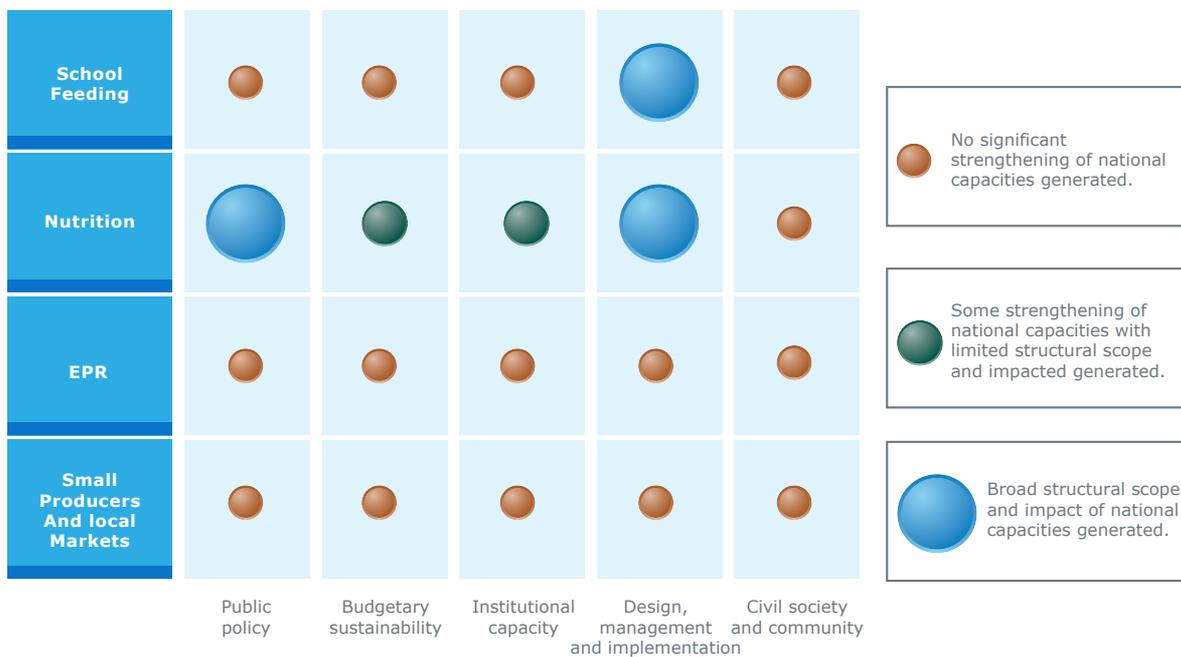
### Capacity building in Honduras



### Capacity building in Nicaragua



### Capacity building in Panama



### Capacity building in Peru

	Public policy	Budgetary sustainability	Institutional capacity	Design, management and implementation	Civil society and community	
School Feeding						No significant strengthening of national capacities generated.
Nutrition						
EPR						Some strengthening of national capacities with limited structural scope and impacted generated.
Small Producers And local Markets						Broad structural scope and impact of national capacities generated.

	Strengthening inserted in the operational with a food input and/or cash transfer	Technical assistance with low or no food inputs	Subregional cooperation	South-South Cooperation and Trilateral	
School Feeding		<b>X</b>		<b>X</b>	Capacity Building Modality
Nutrición	<b>X</b>	<b>X</b>		<b>X</b>	
EPR		<b>X</b>			
Small Producers And local Markets					

### Capacity building: Regional perspective

