



USAID
FROM THE AMERICAN PEOPLE

OFFICE OF FOOD FOR PEACE

Bureau for Democracy, Conflict and Humanitarian Assistance



2016–2025 Food Assistance and Food Security Strategy

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LETTER FROM THE DIRECTOR

Dear Reader:

I am delighted to share with you the USAID Office of Food for Peace (FFP) Food Assistance and Food Security Strategy, 2016–2025. It has been developed in partnership with our stakeholders and is the culmination of a year-long consultative process that engaged hundreds of colleagues in Washington and overseas.

Through this process, we reaffirmed our shared vision of *a world free of hunger and poverty, where all people live in dignity, peace and security* and together set out an ambitious goal for the next decade—to *improve and sustain the food and nutrition security of vulnerable populations*.

Our agenda is vitally important, whether we consider the growing impact of humanitarian crises that have displaced more people than any time on record, or the more subtle but equally intractable issues of chronic poverty and recurrent crisis which today preclude millions of people from achieving their potential.

While the challenge is great, so too is our commitment. There is unprecedented consensus that building the resilience of vulnerable communities, including their food and nutrition security, is key to our larger goals of ending extreme poverty, enhancing stability and spurring economic growth. The communities we work with, driven to improve their lives, as well as the committed governments, non-profit organizations, United Nations agencies, and private sector actors that support them agree on the urgency of this agenda.

FFP and our partners have an outsized role to play. With an annual budget of more than \$2 billion and the experience of working in both humanitarian response and development in areas of recurrent crisis, we have a unique vantage point and much to share. Our new strategy is steeped in evidence-based learning and is designed to maximize the full range of tools available to us, from much-needed American food commodities and specialized nutrition products, to locally-sourced foods, and a broad range of complementary programming to better protect and enhance the lives and livelihoods of the most vulnerable.

We extend our thanks to the U.S. Congress and the American people for their sustained support of our global efforts to end hunger. And to all of our partners, whose expertise and tireless efforts in some of the most challenging environments in the world shaped this forward looking strategy.

It is truly a privilege to be part of this community.

Sincerely,



Dina Esposito
Director
Office of Food for Peace
Bureau for Democracy, Conflict and Humanitarian Assistance



Photo credit: N. McNally

I. INTRODUCTION

Over the past 25 years, the share of the developing world’s population that is undernourished has dropped from 23.3 percent to 12.9 percent, very nearly achieving the Millennium Development Goal (MDG) target of halving the percentage of people suffering from hunger by 2015.¹ However, this global achievement masks wide regional differences and the fact that, in some parts of the world, prolonged conflict, burgeoning populations, and deeply inequitable economic growth are fueling increased hunger and poverty. It is fitting, therefore, as the international community adopts a new set of development targets, and commits itself to addressing the “last-mile” challenges to ending hunger and extreme poverty, that the U.S. Agency for International Development’s (USAID) Office of Food for Peace (FFP) review and update its own strategy and goals. FFP’s new strategy, the *2016–2025 Food Assistance and Food Security Strategy*, builds on the FFP 2006–2010 strategic plan, draws on lessons learned during its implementation, and embraces new approaches and tools that have emerged in recent years to increase the impact of U.S. Government (USG) food assistance as a critical tool in global efforts to end hunger and poverty.

The USG remains the largest donor of food assistance in the world, with FFP programming more than \$2 billion annually in Title II, International Disaster Assistance (IDA), and Development Assistance (DA) resources to meet both chronic and acute food needs in vulnerable populations. Since FFP’s establishment in 1954, the office has assisted nearly 4 billion

¹ Food and Agriculture Organization of the United Nations (FAO), International Fund for Agricultural Development (IFAD), and World Food Programme (WFP). 2015. *The State of Food Insecurity in the World 2015. Meeting the 2015 International Hunger Targets: Taking stock of uneven progress*. Rome: FAO.

people with USG food assistance resources. Over the past decade, as the number of complex conflict and climate-driven emergencies has risen, assistance has become more difficult—and more costly—to provide. Increasing the efficiency and effectiveness of every food assistance dollar and doing more with the resources available has become essential.

The new strategy provides a programming framework that captures the best of what FFP currently does, but challenges FFP and its partners to strive for greater impact with greater efficiency and sustainability. It maintains the vision of the last FFP Strategic Plan, “A world free from hunger and poverty, where people live in dignity, peace, and security,” but broadens the previous goal of reducing food insecurity to one that envisions improving food security and sustaining it. FFP’s goal also embraces “nutrition security”—deliberately signaling the importance of a wide range of nutrition, sanitation, and health factors that, together with the stable availability of and access to nutritious food, contribute to improved food security outcomes.

The strategy’s two key objectives and supporting intermediate results reflect FFP’s increasing focus on affecting change at both an individual and a systems level across the spectrum of its emergency and development activities, and its three corporate objectives ground the framework in strong accountability, learning, and leadership. This ambitious vision recognizes the importance of partnership and collective action to achieve desired results.

FFP’s new strategy:

- Contributes directly to the vision, goal, and objectives of Feed the Future (FTF) — President Obama’s signature initiative to combat global hunger, food insecurity, and malnutrition—and the USG Global Food Security Strategy (GFSS), as called for in the 2016 Global Food Security Act (GFSA).
- Maintains the centrality of the office’s commitment to working with vulnerable groups but recognizes that sustainability requires linkages to community-level and systems-oriented interventions
- Brings clarity to the office’s commitment to supporting good governance by highlighting opportunities to promote social equity and strengthen social accountability
- Strengthens the office’s commitment to providing lifesaving food in crisis settings, adding more-explicit nutrition dimensions in keeping with the growing global understanding of the consequences of malnutrition in the critical “1,000-day window” between pregnancy and a child’s second birthday
- Operationalizes the office’s commitment to providing assistance in ways that reinforce markets and promote dignity and security of beneficiaries
- Reflects a commitment to supporting household, community, and institutional capacities that contribute to resilience and reduce the need for external food assistance

- Reaffirms the office’s commitment to enhancing the productivity of resources held by smallholder producers but recognizes that diversification of livelihoods is the path to resilience for many poor households and that increased income is foundational for transformative change
- Builds on FFP’s commitment to gender equity and its growing understanding of the gender dimensions of food insecurity and the importance of engaging men, women, boys, and girls equitably in the process of advancing female empowerment and their access to economic opportunities
- Embraces a commitment to conflict-sensitive programming, acknowledging the potential of food assistance, like other resource flows, to aggravate social grievances or contribute to other unintended impacts on social cohesion. This commitment also acknowledges that the way that food assistance is delivered can have positive impacts on social cohesion and improve capacities for peace—especially important given that a significant proportion of FFP resources are programmed in contexts of fragility and conflict

FFP’s new strategy embraces the critical role of both in-kind and cash-based food assistance and is crafted to efficiently and effectively implement the authorities provided in the Food for Peace Act of the Farm Bill (the Agricultural Act of 2014) and in Section 7 of the GFSA, which authorizes FFP to implement cash-based food assistance. FFP’s expanded toolkit, which also includes IDA funds from the Foreign Assistance Act, enables it to better contribute to USAID’s mission to end extreme poverty and promote resilient, democratic societies, and to the Bureau for Democracy, Conflict and Humanitarian Assistance’s (DCHA) strategic objectives—most notably “Supporting areas of recurrent crisis to become more resilient” and “Providing timely, effective, and lifesaving humanitarian response.”

In addition to its contribution to the whole-of-government GFSS, FFP’s new strategy directly supports the Agency’s *Vision for Ending Extreme Poverty*; the *USAID Multi-Sectoral Nutrition Strategy 2014–2025*; USAID policy and program guidance on “Building Resilience to Recurrent Crisis”; USAID’s policy on Gender Equality and Female Empowerment; USAID’s policy on Youth in Development; and USAID’s *Democracy, Human Rights, and Governance Strategy*².



Ebola recovery cash transfer distribution in Sierra Leone.
Michael Stulman / Catholic Relief Services

² USAID policies, strategies, frameworks and visions can be found at <https://www.usaid.gov/results-and-data/planning/policy>.

Vision

USAID's Office of Food for Peace and its partners envision a world free of hunger and poverty, where all people live in dignity, peace, and security.

Mission

We work together with others to reduce hunger and malnutrition and to ensure that adequate safe and nutritious food is available to, accessible to, and well utilized by all individuals at all times to support a healthy and productive life.

We are committed to contributing to the achievement of the Sustainable Development Goals and to pursuing USAID's mission to end extreme poverty and promote resilient, democratic societies.

Expressing the compassion and good will of the people of the United States, we mobilize America's resources to predict, prevent, and respond to chronic and acute hunger overseas. Through our emergency programs, we strive to provide food assistance to save lives, reduce suffering, and support the early recovery of populations affected by both acute and chronic emergencies. Our development programs help reduce the long-term need for food assistance by increasing household and community resilience and by strengthening the capacity of developing societies to ensure access to and utilization of food by their most vulnerable communities and individuals, especially women and children.

Principles

In carrying out our work, we uphold these *program* principles:

- Do no harm in the process of providing food or other assistance resources.
- Keep the interests and voice of the vulnerable at the center of its work.
- Adhere to the highest standards of human rights, respect, and dignity in the provision of assistance.
- Provide access to food to those in greatest need in an impartial manner, without bias or prejudice.
- Develop local capacity and systems to establish durable means to meet local needs.

In carrying out our work, we uphold these *operating* principles:

- Keep its vision and mission at the heart of the Office's daily operations.
- Be respectful and make full use of the complementary strengths and contributions that FFP and its partners bring to bear to achieve their strategic objectives.
- Be fair and accurate in its assessment of capacities and needs and in its representation of them to itself and its partners.
- Partner for collective impact.
- Be open, sensitive, and transparent in developing and implementing policies and program directions.
- Be good stewards: Use USG resources as efficiently and effectively as possible.
- Work for improvement in all that we do to ensure better outcomes for the most vulnerable.



Photo credit: T. Beckelman / USAID

2. WHO WE ARE

Established by the Agricultural Trade and Development Assistance Act in 1954, and now housed in DCHA, FFP is the USG’s primary food assistance institution. FFP has been combating hunger and malnutrition among vulnerable groups around the world for more than 60 years. Congress authorizes the majority of FFP resources through the Food for Peace Act, a part of the Farm Bill. These funds are intended to buy and transport U.S. in-kind commodities for use in FFP’s overseas programs. In recent years, FFP has also received emergency resources through the Foreign Assistance Act. Between 2010 and 2015, FFP programs reached an average of 52 million people in 50 countries per year. FFP is unique in working in both emergency and development contexts, with emergency and early recovery programs comprising 80 percent of total spending, and the remainder supporting development programs assisting chronically food insecure populations.

FFP activities have evolved steadily over six decades; however, the scope and thrust of today’s FFP programs largely reflect the milestone changes of the early 1990s. The 1990 Farm Bill defined the term “food security” and made improved food security in the developing world the program’s overriding objective. Drawing on this and other reforms to P.L. 480,³ USAID in 1992 issued a broad definition of food security, noting that “three distinct variables are central to the attainment of food security: availability, access, and utilization,” and that these three dimensions underpin FFP’s new definition of food and nutrition security:

“Food and nutrition security is achieved when adequate, safe, and nutritious food is available, accessible to, and well utilized by all individuals at all times to support a healthy and productive life.”

³ P.L. 480 is the original authorizing legislation for the Office of Food for Peace. It was renamed the Food for Peace Act when the 2008 Farm Bill was issued.

A 1995 USAID publication entitled *Food Aid and Food Security Policy Paper*⁴ signaled the end of Title II as an agricultural commodity surplus disposal program and had far-reaching impact on how FFP implemented its development programs. These included establishing geographic and sectoral priorities, managing for results, expanding complementary activities, and strengthening food aid partner capacity. The paper prioritized placing FFP program in countries with the highest levels of food insecurity; improving household nutrition, especially of children and mothers; and alleviating the causes of hunger, especially by increasing agricultural productivity. It placed greater emphasis on expanding complementary activities and integrating with Mission strategies, and emphasized the sustainability of results.⁵

The 2006–2010 FFP strategy built on lessons learned from implementing the 1995 policy paper, lessons that were examined and documented in the 2002 *Food Aid and Food Security Assessment (FAFSA)*.⁶ Based on the findings of this assessment, the 2006 strategy expanded FFP’s conceptual framework for food and nutrition security to more explicitly recognize the importance of risk and vulnerability, noting that the inclusion of the phrase “at all times” in the 1995 food security definition required FFP and its partners not only to focus on three distinct but interrelated elements of food security—food access, food availability, and food utilization—but also to help reduce the risk of losing the ability to obtain and use food. The 2006–2010 strategy also began to shift the “food aid” lexicon toward “food assistance”—a reflection of the new tools (cash-based transfers and vouchers) and multisectoral approaches used to address all dimensions of food insecurity. Finally, the 2006–2010 strategy emphasized the importance of combining food and non-food assistance for greater, more sustainable impacts—an emphasis that anticipated the call for greater flexibility that would underpin food aid reform and FFP’s new strategic frame.

Food aid reform had its roots in 2008, when the Administration requested funding for local and regional purchase of commodities for FFP under the 2008 Farm Bill. While this effort did not move forward, a small pilot for the U.S. Department of Agriculture (USDA) was approved, as was a review of the nutritional quality of USG food assistance. In parallel, as a result of needs emerging from the global high food price crisis of 2008–2009, Congress provided significant supplemental funding to USAID, including IDA resources for local and regional procurement (LRP). These resources were programmed jointly by FFP and by the Office of U.S. Foreign Disaster Assistance (OFDA). The President’s FY 2010 budget included a request for IDA

⁴ USAID. 1995. *Food Aid and Food Security Policy Paper*. Available at: http://pdf.usaid.gov/pdf_docs/PNABU219.pdf.

⁵ DCHA. 2005. “Food for Peace Strategic Plan for 2006–2010.” Available at: http://pdf.usaid.gov/pdf_docs/PDACF038.pdf.

⁶ Bonnard, Patricia et al. 2002. *Report of the Food Aid and Food Security Assessment: A Review of the Title II Development Food Aid Program*. Available at: http://www.fantaproject.org/sites/default/files/resources/FAFSA_April2003.pdf.

resources for new approaches to food assistance, including LRP, cash transfers, and food vouchers, thus establishing FFP's Emergency Food Security Program (EFSP).⁷

At nearly the same time that the EFSP was established, FFP began to receive Community Development Funds (CDF), which are DA resources from USAID's Bureau for Food Security (BFS). Provided through BFS under FTF, these funds helped reduce FFP's use of monetized proceeds⁸ and are programmed jointly with BFS to support FFP programming in FTF focus and USAID resilience priority countries.

A different dimension in the reform of U.S. food assistance, the Food Aid Quality Review (FAQR), authorized under the 2008 Farm Bill, was released in 2011.⁹ The review identified cost-effective ways to better match the nutritional quality of U.S. food aid with the nutritional requirements of vulnerable populations. This in turn led to a revamping of the micronutrient formulation of all FFP milled and blended food products, and the addition of ready-to-use foods to treat acute and moderate malnutrition to the product line. FFP also embarked on an ambitious field-based research agenda to determine which products best address malnutrition and in what time frame. Results of this and future research will help keep FFP on the cutting edge of nutritional rehabilitation and support programming in both acute and chronic malnutrition contexts.

In 2013/2014, recognizing the value of the flexibility provided through the EFSP, the Administration again requested changes in the Farm Bill aimed at broadening the authorities of the Food for Peace Act to enable FFP to procure food in the U.S. or overseas, using whatever tool or mix of tools—cash transfer, food voucher, or in-kind food assistance—that would be most effective, efficient, and appropriate in the specific context of the need. The Agricultural Act of 2014 included some modest changes to Section 202(e), which provides resources to support Title II program implementation, including an increase in the overall availability of these resources and an expansion in the authorities to “enhance” Title II programs and to directly fund Title II development activities. These changes resulted in a significant decrease in the use of monetization and an increase in the use of market-based food assistance approaches in both emergency and development settings. Though these changes did not represent the full scale of reforms sought by the Administration, they did represent an important step forward in improving the efficiency and flexibility of the Title II program.

⁷ In July 2016, Congress amended the Foreign Assistance Act through the passage of the GFSA and formally authorized the EFSP with the IDA account.

⁸ Monetization is the process of buying food in the United States, shipping it overseas, and selling it to generate local currency to implement development activities. Ways to reduce monetization were identified inside USAID and through the new Farm Bill because the process recovered on average only 75 percent of the funds expended to buy and ship the food.

⁹ USAID was first authorized to conduct the review of product formulations in the 2002 Farm Bill; the 2008 Farm Bill strengthened that provision.

In July 2016, Congress passed milestone legislation: the GFSA. In addition to authorizing a whole-of-government initiative that has its roots in President Obama's FTF global food security initiative, it also institutionalized emergency cash-based food assistance by authorizing in the law the ongoing FFP IDA-funded program known as the EFSP.

Today, FFP's in-kind and cash-based programs comprise an increasingly diverse toolkit with which to combat hunger and malnutrition overseas. FFP's emergency and multiyear, multisectoral development programs are supported by data-driven early warning systems (e.g., the Famine Early Warning Systems Network [FEWS NET]), an improved in-kind food aid basket, and a modern supply chain management system that ensures the rapid movement of commodities. FFP coordinates its assistance efforts closely with other parts of USAID and the USG, including BFS, the Bureau for Global Health (GH), OFDA, USDA, and the State Department's Bureau of Population, Refugees and Migration (PRM).

FFP benefits from the support and input of a wide range of stakeholders, including private voluntary organizations (PVOs), nongovernmental organizations (NGOs), commodity suppliers, transportation representatives, and packaging suppliers. Each of these groups is represented in the Food Aid Consultative Group, which was mandated in the 1990 Farm Bill and which continues to provide critical input and direction to FFP programming.

The challenges of global hunger are evolving, and USG food assistance is evolving to meet them. This new strategy reflects that evolution and will help ensure that an increasingly diverse food assistance toolkit translates into ongoing USG leadership and increased USG impact in global efforts to end hunger.



Photo credit: C. Terry / WFP

3. THE EVOLVING CHALLENGE OF HUNGER

Since the early 1990s, the world has seen tremendous progress in reducing hunger and improving the lives of the most poor. In addition to nearly halving the proportion of the population who are undernourished, the proportion of those living in extreme poverty dropped from nearly 50 percent in 1990 to 14 percent in 2015. Globally, the number of people living in extreme poverty declined by more than half, falling from 1.9 billion in 1990 to 836 million in 2015. MDGs were also met for the share of people without access to improved sources of water, while child mortality was reduced by more than 50 percent and childhood stunting by 41 percent.¹⁰ These are important gains.

Progress has been uneven, however, and significant challenges remain. Some of the most serious of these are discussed below.

Conflict and Displacement: By the end of 2015, the number of people displaced by war, conflict, or persecution had reached 65.3 million, the highest level ever recorded.¹¹ In 2015, four simultaneous, conflict-driven Level 3 emergencies (the global humanitarian system's classification for the response to the most severe, large-scale humanitarian crises) strained

“In a growing number of countries, political instability and civil strife have aggravated the effects of natural disasters, resulting in numerous and significant humanitarian crises. These developments have slowed progress in reducing food insecurity in some of the most vulnerable countries and regions of the world.”

FAO, IFAD, and WFP. 2015.

¹⁰ United Nations. 2015. *Overview. The Millennium Development Goals Report 2015*. New York: United Nations.

¹¹ United Nations High Commissioner for Refugees (UNHCR). 2016. *World at War – UNHCR Global Trends: Forced Displacement in 2015*. Geneva: UNHCR.

the capacity of donors and the United Nations (U.N.) to maintain food pipelines or to meet even the minimum resource requirements for other basic needs.¹² Children accounted for half of the global refugee population under the responsibility of the United Nations High Commissioner for Refugees (UNHCR) in 2014.¹³ In Western Asia, U.N. projections indicate that between 1990–1992 and 2014–2016, the prevalence of undernourishment will rise by 32 percent due to war, civil unrest, and a rapidly growing number of refugees.¹⁴

Fragility, conflict, and violent extremism are increasingly fueling global hunger and poverty, and are common factors in the environments in which FFP implements both emergency and development programming. This challenges FFP and its partners to increase their focus on protection as it relates to food security programming, continuing to embrace the principle of “do no harm,” while more deliberately embracing conflict-sensitive approaches that maximize the potential of food security programs to positively affect local capacities for peace and increase social cohesion.

Rapid Population Growth: In sub-Saharan Africa, “[w]hile the hunger rate has fallen, the number of undernourished people has increased by 44 million since 1990, reflecting the region’s high population growth”¹⁵ [italics added]. The picture varies across sub-regions, but in several areas, rapid population growth and the pressures that this can put on scarce resources have exacerbated the impacts of other drivers of food insecurity, including environmental degradation, political instability, and limited access to services. While multiple factors contribute to rapid population growth, high fertility and unmet contraceptive need play a significant role. Both are associated with higher maternal and child morbidity and mortality, while a smaller family size allows for greater investment in health and education at both the household level and the national level.

More than 200 million women lack access to desired family planning information, services, and/or supplies.¹⁶ FFP’s new strategy promotes women’s empowerment across its entire spectrum of activities, including community-based health and nutrition activities that increase access to family planning knowledge and services and gender-equitable activities aimed at increasing the economic and social well-being of women and youth.

Youth: A burgeoning youth demographic poses significant challenges in countries struggling to provide access to health care, education, and jobs to their people¹⁷. In Niger, for example, where just 24 percent of youth were literate in 2014, the youth population is projected to

¹² For example, in Iraq, South Sudan, Syria, and Yemen.

¹³ UNHCR. 2015. *World at War – UNHCR Global Trends: Forced Displacement in 2014*. Geneva: UNHCR.

¹⁴ United Nations. 2015. *Overview. The Millennium Development Goals Report 2015*. New York: United Nations.

¹⁵ Ibid.

¹⁶ Darroch, Jacqueline E.; Sedgh, Guilda; and Ball, Haley. 2011. *Contraceptive Technologies: Responding to Women’s Needs*. New York: Guttmacher Institute.

¹⁷ For the purposes of this strategy, FFP adopts the USAID “Youth in Development Policy” definition of youth as those 10-29 years old, unless otherwise defined by the government of the country in which a program is implemented.

grow by 92 percent within the next 15 years. Angola, Burkina Faso, Chad, Mali, Nigeria, Tanzania, and Zambia, among others, are also anticipating rapid growth of the population aged 15–24 years in a context of low youth literacy rates.¹⁸ Inadequate investment in the health and education of young people limits their ability to reach their full productive potential and to contribute to economic development. This is also true when youth are unemployed, or underemployed in subsistence agriculture. Both lack of investment *in* youth and lack of employment *for* youth impede social and economic development, not just for today but also for the future, because youth who experience a delayed start in the labor force tend to continue to lag behind in terms of earnings and income growth once they become employed. The intergenerational transfer of deprivation poses a real threat to efforts to reduce poverty and hunger, and potentially to social and political stability. This is particularly sobering when considering that the youth employment situation in 2015 was most acute in Northern Africa and Western Asia, where the proportion of young people employed is only half of that of the entire working-age population.¹⁹

While the youth demographic poses challenges, it also holds promise. FFP’s new strategy promotes a focus on young people as positive change agents in their communities, and, for the first time, calls on partners to consider youth, like gender, as a cross-cutting issue and operational priority. For FFP development activities this will entail theories of change that reflect an understanding of the challenges and opportunities youth face in engaging in on- and off-farm employment, in accessing basic services, and in participating in decisions that will ultimately shape their future.

Stunting: A measure of the cumulative effects of malnutrition and infection, especially during the critical 1,000-day period from pregnancy to a child’s second birthday, stunting affected 161 million children, or nearly one in four children under 5 worldwide in 2013.²⁰ Stunting is associated with children’s increased risk of diminished cognitive and physical development, reducing productivity in their adult lives and increasing the likelihood of an intergenerational transfer of poverty and malnutrition. Although stunting rates have declined in much of sub-

“It is often said that a picture can tell a thousand words. Sometimes the same can be said for an indicator. Stunting—a measurement of chronic malnutrition—is one such indicator.... It reflects the persistent poverty of a country, the disruptive wars it has undergone, the inflictions of infectious disease, the poor health care access, sanitation, hygiene and child care, as well as the lack of access to and consumption of nutrient dense foods.”

Fanzo, Jessica and Curran, Sarah. 2013. “The Significance of Stunting.”

¹⁸ United Nations. 2015. “Population Facts: Youth population trends and sustainable development.” Available at: http://www.un.org/en/development/desa/population/publications/pdf/popfacts/PopFacts_2015-1.pdf.

¹⁹ Ibid.

²⁰ United Nations. 2015. *Overview. The Millennium Development Goals Report 2015*. New York: United Nations.

Saharan Africa²¹, rapid population growth fueled a 33 percent increase in the actual number of stunted children between 1990 and 2013.²² Increasingly, stunting is being considered as a development indicator, over and above an indicator of malnutrition.

FFP's strategy builds on an increasing body of evidence that supports the need to utilize a variety of nutrition-specific and nutrition-sensitive approaches across the project life cycle to sustain reductions in stunting. The strategy also supports the importance of providing rapid and sustained nutritional support to women and infants during emergencies to prevent irreparable damage resulting from prolonged nutritional deprivation.

Urbanization: Urbanization is increasing, with the number of those residing in urban slums expected to double by 2030 from the current level of 1 billion.²³ This places enormous pressure on governments struggling to provide access to water, sanitation, and health care. While needs related to malnutrition in rural areas still outstrip those in urban ones—a child in a rural area is twice as likely to be stunted as his or her urban counterpart²⁴—rapid urbanization sets the stage for new challenges—as well as opportunities—in the future. Increased flexibility in FFP's emergency programming has already strengthened its ability to respond effectively to emergency needs in urban contexts.

For its development programs, FFP's new strategy maintains the office's focus on rural hunger, but calls for increased exploration of opportunities offered by the rise of secondary cities and towns, rural to urban migration, and rural-urban food system linkages.

Climate Change: From increasingly irregular rainfall patterns in the Horn of Africa to glacial lake outburst floods in Nepal, climate change impacts tend to affect people who are already vulnerable and food insecure first because they are more likely to depend on natural resources for their incomes and have less capacity to adapt or recover quickly from shocks. They often live on the most vulnerable land because it tends to be the most affordable, such as in flood zones, on hillsides prone to landslides, or on farm and range land with limited water access. Agriculture-based livelihood systems that are already vulnerable to food insecurity due to climate variability and/or environmental degradation face immediate risk of increased crop failure, new patterns of pests and diseases, a lack of appropriate seeds and planting material, and loss of livestock. And climate change impacts on a vulnerable country's broader food systems will affect its urban as well as rural populations. Globally, climate change impacts are expected to push another 24 million more children into hunger by 2050.²⁵

²¹ UNICEF. 2013. *Improving Child Nutrition: The achievable imperative for global progress*. New York: UNICEF.

²² United Nations. 2015. *Overview. The Millennium Development Goals Report 2015*. New York: United Nations.

²³ UN-HABITAT. 2003. *The Challenge of Slums: Global Report on Human Settlements 2003*. London: United Nations Human Settlements Program.

²⁴ UNICEF. 2015. *Progress for Children: Beyond Averages: Learning from the MDGs*, Number 11. New York: UNICEF.

²⁵ International Food Policy Research Institute (IFPRI). 2009. *Climate Change: Impact on Agriculture and Costs of Adaptation*. Washington, DC: IFPRI.

FFP emergency and development programs largely serve populations increasingly vulnerable to climate change impacts. While FFP partners have significant experience in relevant “climate-smart” approaches to conservation agriculture and natural resource management, climate pressures will require broadened understanding of potential impacts on disease vectors, water resource availability, and the incidence of natural disasters. Executive Order 13677 on “Climate-Resilient International Development,” which mandates climate change impact analysis at the household, community, and system levels, will enable FFP partners to more strategically anticipate and plan for potential climate change impacts during year one of program implementation.

Extreme Poverty: More than 800 million people still live in extreme poverty—including 40 percent of the population of sub-Saharan Africa. The overwhelming majority of people living on less than \$1.90 a day—nearly 80 percent of the global total number of poor—reside in either sub-Saharan Africa or Southern Asia (i.e., India, Nepal, and Bangladesh).²⁶ However, the percentage of poor people in sub-Saharan Africa (41%) is more than twice as high as any other region (such as Southern Asia, with 17%).²⁷ Extreme poverty, hunger, and malnutrition are inherently linked, and children living in the poorest 20 percent of the population are more than twice as likely to be stunted as those from the wealthiest 20 percent.²⁸ While economic growth is necessary for reducing extreme poverty and undernourishment, it has to be inclusive and provide opportunities for improving the livelihoods of the poor. With the majority of the world’s poor still dependent on agriculture for their livelihoods, the importance of enhancing the productivity and incomes of smallholder family producers is key to inclusive growth. This does not mean “tying” the poor to agriculture, rather it means assisting rural households to take advantage of the on- and/or off-farm opportunities most likely to sustainably increase their productivity, food security, and economic well-being.

For development programs, the new strategy reinforces FFP’s current geographic prioritization of sub-Saharan Africa, and challenges the office to invest its resources in those communities where extreme poverty is a primary driver of chronic malnutrition.

²⁶ World Bank. 2016. “Overview.” Available at: <http://www.worldbank.org/en/topic/poverty/overview>.

²⁷ Simmons, Katie. 2015. “Sub-Saharan Africa makes progress against poverty but has long way to go.” Available at: <http://www.pewresearch.org/fact-tank/2015/09/24/sub-saharan-africa-makes-progress-against-poverty-but-has-long-way-to-go/>.

²⁸ United Nations. 2015. *Overview. The Millennium Development Goals Report 2015*. New York: United Nations.

Gender Inequality: It is estimated that 60 percent of the world’s chronically hungry people are women and girls. Women constitute 43 percent of the agricultural force,²⁹ yet women face constraints that inhibit their contributions to food security, in terms of land rights, access to inputs, discrimination, and household decision making. Key “gender gaps” for productive assets have been well documented by FAO and others, most notably in the areas of “inputs and services, including land, livestock, labor, education, extension and financial service.”³⁰ Addressing gender constraints while widening opportunities as a means of achieving equality is a central feature of equitable and expansive growth. FAO estimates that closing the yield gap between women and men producers would increase agricultural output in developing countries by 2.5 to 4 percent, and reduce the number of undernourished people by 12 to 17 percent.³¹

Agency, Empowerment, and Equity

Agency: An individual’s freedom to act and bring about change—self-determination

Empowerment: The expansion or increase of agency

Equity: The right to justice and equal opportunity to achieve economic, environmental, and social well-being

The new strategy calls on FFP and its partners to work for the empowerment and equality of women and girls everywhere, by addressing the gender inequities that undermine them. In development programming, theories of change will be validated and/or modified in relation to early gender analysis and the continuous monitoring for unintended gender impacts. FFP’s emergency programs will “put women and girls first,” using a protection lens when applicable, and take gender dynamics into account when identifying assistance modalities.

Governance: Governance underpins each of these food security challenges. Whether resulting from the lack of adequate human and financial resources or from unjust and exploitive political processes, unresponsive and/or inequitable governance can cause or exacerbate conflict, sustain gender inequalities, alienate youth, undermine the natural resource base, and limit access to the services required to fuel sustainable and equitable social and economic development. Inequities in resource allocations, geographic access, decision making, and social norms and cultural practices lead to many of the barriers that cause or perpetuate increased vulnerability to food insecurity.

A real shift in FFP’s new strategy is that, rather than treating equitable governance as a factor beyond the scope of FFP’s influence, it recognizes that, in most of the contexts in which FFP works, its programming has the potential to influence the dynamics that contribute to positive or negative change in the aspirations and empowerment of the people FFP serves, and that

²⁹ FAO. 2011. *The State of Food and Agriculture 2010–11: Women in Agriculture: Closing the gender gap for development*. Rome: FAO.

³⁰ Ibid.

³¹ Ibid.

these are the building blocks of individual agency, gender equality, social cohesion, and effective local governance³².

FFP's new strategy embraces social accountability as an operational approach to empowering vulnerable and disadvantaged populations by strengthening their ability to demand the opportunities that will allow them to improve their own food security, while facilitating greater transparency and responsiveness of the public and private institutions responsible for providing those opportunities.

³² FFP's definitions of Agency and Empowerment are adapted from "Agency and Empowerment: A Proposal for Internationally Comparable Indicators" by S Ibrahim & S Alkire, Oxford Development Studies, Vol. 35, No. 4, December 2007. Definition of Equity is adapted from discussion *the President's Council on Sustainable Development, 1996* found here: <https://clinton2.nara.gov/PCSD/Overview/index.html>.



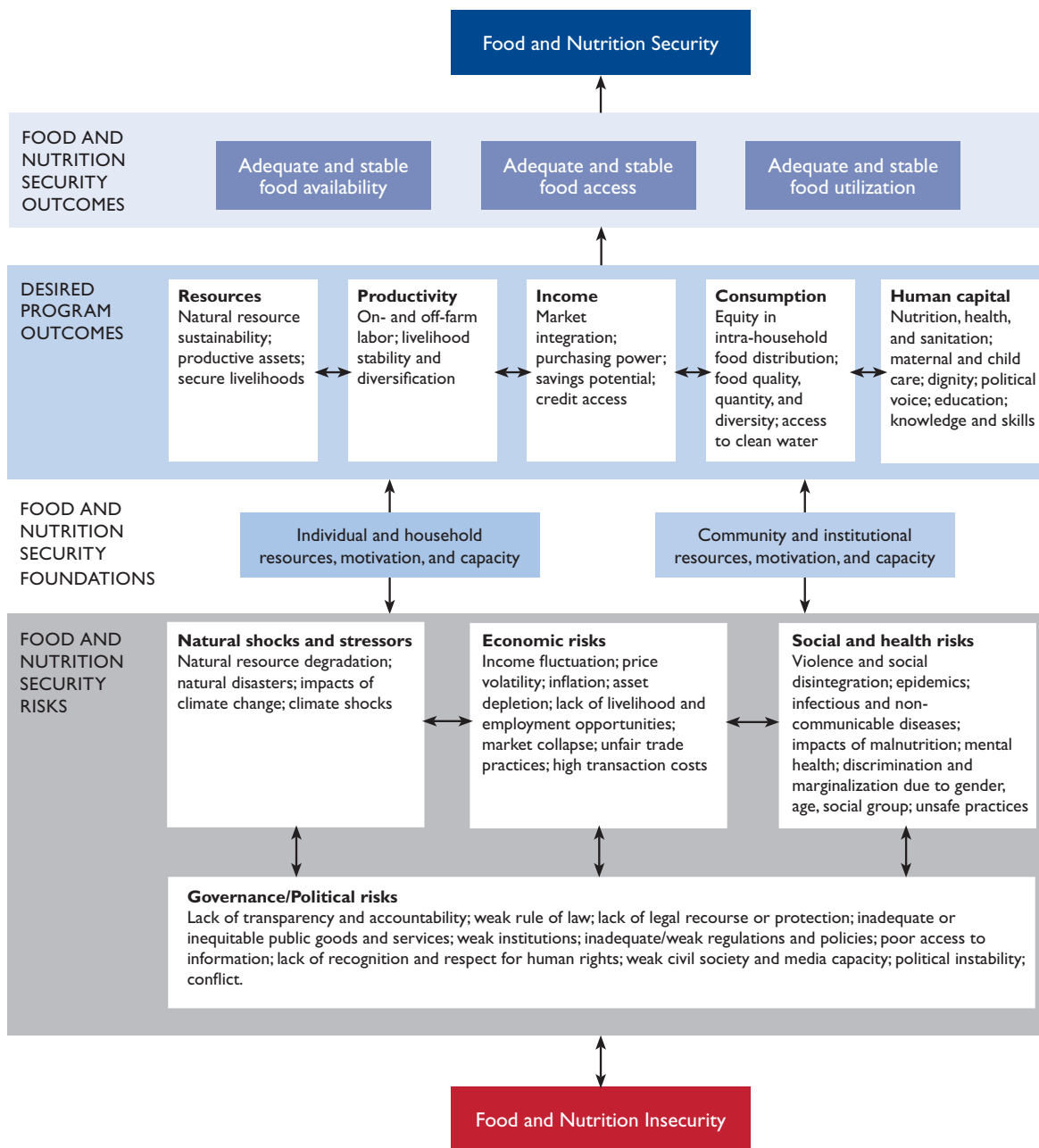
Photo credit: P. Lowe / CIMMYT

4. A REVISED CONCEPTUAL FRAMEWORK FOR FOOD AND NUTRITION SECURITY

FFP's 2006 Conceptual Framework for Understanding Food Insecurity was singular in its anticipation of the importance of the roles of governance, risk mitigation, and resilience in the food security landscape. FFP's 2016 strategy maintains the core of that framework, but updates it to better reflect emerging challenges and knowledge.

The revised conceptual framework captures the importance of nutrition-sensitive factors like water and sanitation, climate change, and off-farm, as well as on-farm, labor productivity. It also highlights what is likely to be the main difference between FFP's 2006 strategy and FFP's current thinking: the recognition that to be relevant across emergency and development contexts, stable availability, access, and utilization must refer to action/change at both an individual and a systems level. The new FFP Results Framework (RF) is an outgrowth of the revised conceptual framework and likewise reflects this significant change.

Figure I. FFP Conceptual Framework for Food and Nutrition Security³³



³³ Updated from “Figure I. A Conceptual Framework for Understanding Food Insecurity,” in: Webb, Patrick and Rogers, Beatrice. 2003. “Addressing the ‘In’ in Food Insecurity.” Available at: http://www.fantaproject.org/sites/default/files/resources/FFPOPI_Addressing_2003.pdf.



Photo credit: M. Karlsen / USAID

5. GLOBAL COMMITMENT AND PARTNERSHIPS

While significant progress has been made in reducing hunger and poverty, getting to zero will require an ambitious and sustained level of global commitment and coordination, supported by shared innovation and learning. There is reason for hope. Over the last decade, the international community has been engaged in high-level discussions over how to improve the impact, effectiveness, and sustainability of donor assistance. The 2005 Paris Declaration on Aid Effectiveness laid out five principles—ownership, alignment, harmonization, managing for results, and mutual accountability—that together represented a fundamental shift in how the international community would work in a more coordinated manner, under the leadership of national governments themselves, to tackle common development challenges. The 2008 Accra Agenda for Action and the 2011 Busan Partnership for Effective Development Cooperation took the dialogue further, recognizing the role of civil society and citizens in the development process, while also highlighting the primary need for strengthening developing country capacities as a foundation for country ownership and country-led development.

The following global, multi-donor, and multi-agency initiatives—each underpinned by the commitments made in Paris, Accra, and Busan—have shaped the development of FFP’s 2016 strategy and reflect the policy and operational context in which it will be implemented.

5.1 A Global Commitment to Humanitarian Action

Human suffering from the impacts of armed conflicts has reached daunting levels, with over 60 million people, half of them children, forced from their homes by violence.³⁴ The human and economic cost of natural disasters is also increasing: In the last two decades, 218 million people each year were affected by disasters, with an annual cost to the global economy exceeding \$300 billion.³⁵ The humanitarian system has never reached more people in so many places; however, it is becoming increasingly clear that with its current resources and structure this system is unable to adequately address the scale and complexity of the world's humanitarian needs. The 2016 World Humanitarian Summit called for greater alignment between humanitarian and development investments, deeper engagement of the Global South (including partners like Brazil, India, and China), sharper focus on broadening access to game-changing science and technology, increased efficiency in the delivery of assistance, and leveraging private sector financing. The United States joined with other governments, U.N. entities, and civil society to commit to working together differently to meet current and reduce future humanitarian need. Specifically, the U.S. committed to establish an internal process to ensure better collaboration between FFP's own humanitarian and development assistance efforts, and to expand FFP's work in building resilience in fragile communities.

With the majority of its resources provided to meet humanitarian food needs, FFP is deeply committed to increasing the efficiency and impact of its assistance. FFP's new strategy calls for sustained improvements in food security and greater accountability for those improvements—even in humanitarian emergencies. In addition to leveraging resource flexibility for more strategic and coordinated response, FFP is strengthening its monitoring and evaluation (M&E) of emergency activities, and will adopt more-sensitive and informative indicators to be used in emergency settings.

Core Humanitarian Principles

Humanity: Human suffering must be addressed wherever it is found. The purpose of humanitarian action is to protect life and health and to ensure respect for human beings.

Neutrality: Humanitarian actors must not take sides in hostilities or engage in controversies of a political, racial, religious, or ideological nature.

Impartiality: Humanitarian action must be carried out on the basis of need alone, giving priority to the most urgent cases of distress and making no distinctions on the basis of nationality, race, gender, religious belief, class, or political opinions.

Independence: Humanitarian action must be autonomous from the political, economic, military, or other objectives that any actor may hold with regard to areas where humanitarian action is being implemented.

³⁴ UNHCR. 2016. *World at War – UNHCR Global Trends: Forced Displacement in 2015*. Geneva: UNHCR.

³⁵ United Nations. 2016. Sustainable Development Knowledge Platform. Available at: <https://sustainabledevelopment.un.org/index.php?page=view&type=13&nr=1825&menu=1634>

5.2 A Global Commitment to Agriculture and Food Security

Beginning in late 2007, increases in global prices for major grains helped trigger outbreaks of civil unrest in more than 40 countries as millions of people suddenly became unable to access the food they needed.³⁶ An extraordinary gathering of world leaders in L'Aquila, Italy, in 2009, resulted in more than \$22 billion of new donor investment, and a prioritization of food security, nutrition, and sustainable agriculture as a global political agenda. While the 3-year L'Aquila commitment is finished, international commitment to agriculture and food security is not. Rather, agriculture, and particularly climate-smart agriculture, is increasingly a focus of sustainable development efforts.

The recommitment of the international development community to investment in agriculture and increased investment on the part national governments—like the Comprehensive Africa Agriculture Development Program—are critical to reducing current and future food insecurity. This is not just because of the reality of needing to feed an increasingly hungry world, but because investment in agriculture has powerful poverty reduction impacts—with growth in the agriculture sector at least twice as effective on average at reducing poverty as growth in other sectors.³⁷

FTF was launched at the 2009 G8 Summit in L'Aquila, Italy. The FTF initiative provided an overarching framework for all USG international food security programs through 2016, when Congress passed the GFSA authorizing the continuation of whole-of-government coordination of international food security efforts. The GFSA called for the development of a new interagency strategy, one that built on the lessons of FTF. Currently called the Global Food Security Initiative (GFSI), this strategy, like FTF, includes FFP's development food assistance programs and maintains a common set of indicators, including FFP's depth of poverty measure, which helps capture food security programs' impact on ultra-poor populations living well below

The Roadmap to End Global Hunger was developed in the wake of the 2008–2009 global food price crisis. This comprehensive food security strategy, which was drafted by a core group of 11 NGOs, advocacy groups, and faith-based organizations and endorsed by more than 40 other organizations, significantly influenced the design of FTF. In July 2012, the Roadmap Coalition released an updated version, the Roadmap for Continued U.S. Leadership, and, in 2015, it released a policy brief calling for a strengthened multisector approach to ending hunger that encompassed emergency response, safety nets, nutrition, and agriculture.

³⁶ Simmons, Emmy. 2013. *Harvesting Peace: Food Security, Conflict and Cooperation*. Environmental Change and Security Program Report, Vol. 14, Issue 3. Washington, DC: Woodrow Wilson International Center for Scholars.

³⁷ World Bank. 2007. "World Development Report: Agriculture for Development." Available at: <http://documents.worldbank.org/curated/en/587251468175472382/pdf/41455optmzd0PA18082136807701PUBLIC1.pdf>.

the poverty line. CDF, which continue to be provided through BFS to FFP to reduce the need to monetize Title II resources in food security focus countries, have been instrumental in improving the integration of FFP community-based activities benefiting extremely poor households into BFS “zones of influence”—as evidenced by programming in Nepal, Malawi, Guatemala, and Uganda. A renewed focus on the extreme poor and the kinds of development challenges they face underpins one of the key differences between FTF and the new GFSl: a new strategic objective aimed at achieving resilience in households, communities, and institutions. This new objective should facilitate increased coordination and integration between FFP and BFS, as well as other USAID and interagency resource streams.

In FTF and/or GFSS focus countries, the new strategy calls on FFP and its development partners to deliberately link to and/or partner with FTF/GFSS activities whenever viable strategies are identified that could increase the sustainability and impact of FFP investments and increase the reach of FTF/GFSl into vulnerable populations.



Rice processing by a women’s cooperative in Liberia during the Ebola crisis. WFP

FFP, BFS, and Whole-of-Government Food Security Efforts

In coordination with the U.S. Department of State, USAID's BFS leads the implementation of FTF and the whole-of-government GFSS. FFP's development programs support USAID's contribution to global food security efforts, sharing common goals of improving food security, building resilience, and reducing extreme poverty and malnutrition.

- **BFS works to improve the efficiency and productivity of agricultural systems, markets, and producers** using centrally managed programs and supporting Mission activities that address local, national, and regional technology, market, and policy constraints to maximize agriculture's potential to fuel more equitable economic growth and better nutritional outcomes.
- **FFP works to build the capacities of vulnerable households and communities**, providing centrally managed funding to nongovernmental partners, increasingly in FTF/GFSS focus or aligned countries. Programming often includes the provision of targeted resource transfers that enable households living far below the poverty line to take advantage of opportunities to build a foundation of productive assets, improve their nutritional status, meet their own food needs, and become more economically secure.
- **In general, FFP activities focus on the "beginning" of the value chain**, increasing household productivity, reducing post-harvest losses, strengthening or creating producers associations, and helping poor households develop alternative livelihoods/market entry points.
- **BFS activities aim to add value all along the value chain**, directly benefiting producers and entrepreneurs with the capacity to increase their investments in commercial agriculture and stimulating demand for labor and services.

When integrated under FTF/GFSS:

- **FFP agriculture and livelihood activities** aim to provide poorer households with the skills and capacities (or "push") that they may require to benefit from **FTF/GFSS value chain activities** that create demand (or "pull") for labor and smallholder producers. This "push-pull" dynamic may occur through the deliberate graduation of FFP program participants into FTF/GFSI programming or simply through their increased ability to engage in FTF/GFSI-supported activities and the opportunities they create.
- **FTF/GFSI policy and market facilitation** efforts address the drivers of chronic vulnerability by improving risk management; increasing access to improved technologies; and promoting enabling land tenure, market, and trade policies.
- **FFP's community-based nutrition, health, and water, sanitation, and hygiene (WASH)** activities reinforce FTF/GFSS's efforts to leverage agriculture for better nutritional outcomes and to deepen the initiative's ability to address both nutrition-sensitive and nutrition-specific dimensions of malnutrition.

CDF invested in FFP programs help ensure coordination and collaboration in planning and design.

Approaches to promoting complementarity and/or integration vary from country to country, but are increasingly falling under USAID's broader resilience efforts. As part of this process a FTF/GFSS Mission may expand its zone of influence (ZOI) to include FFP programming; FFP programming may be designed to complement FTF/GFSS activities in an existing ZOI; or new ZOIs may be established for new, jointly designed programming.

5.3 Global Nutrition Agenda

Global momentum around improving nutrition was triggered in 2006, when the World Bank made a plea for “Repositioning Nutrition as Central to Development,”³⁸ making a well-reasoned argument that focusing on malnutrition and specifically on the reduction of stunting had an important role in both the educability of children in the developing world and their future economic potential, which, in turn, has an important impact on a country’s economic development. This argument marked a sharp shift in focus from reduction of underweight, which had been the chosen indicator for the MDGs and was the indicator that most countries used to track nutritional status. Focus on nutrition in relationship to cognitive development was further energized in 2008 when the *Lancet* published a series of articles on Maternal Child Health and Nutrition, discussing the high burden of chronic malnutrition and the necessity to scale up interventions in country systems to address nutrition issues, particularly for women and children during the first 1,000 days between pregnancy and a child’s second birthday.³⁹ The *Lancet* series was followed by the World Bank’s “Scaling Up Nutrition: What Will it Cost?” report in 2010,⁴⁰ paving the way for the development of the multi-stakeholder Scaling Up Nutrition (SUN) movement. SUN was supported by a 2010 *Framework for Action*⁴¹ and a separate *Road Map for Scaling Up Nutrition*,⁴² generating broad consensus around the need to prioritize nutrition, a standardized set of essential high-impact nutrition actions, and the need for country-level capacity strengthening for improved nutrition service delivery.

In 2014, USAID launched its *Multi-Sectoral Nutrition Strategy 2014–2025* and identified a four-pronged approach linking across humanitarian and development contexts, as well as across sectors. The *Nutrition Strategy* seeks to increase:

- Equitable provision and utilization of high-quality nutrition services

“Malnutrition is both a cause and consequence of poverty: it negatively affects all aspects of an individual’s health and development and limits societies’ economic and social development.”

USAID. 2014. *Multi-Sectoral Nutrition Strategy 2014–2025*.

³⁸ World Bank. 2006. *Directions in Development. Repositioning Nutrition as Central to Development: A Strategy for Large-Scale Action*. Washington, DC: World Bank.

³⁹ *Lancet*. 2013. *Maternal and Child Nutrition (Series)*. Available at: <http://www.lancet-journals.com/NutritionSeries/files/assets/common/downloads/publication.pdf>.

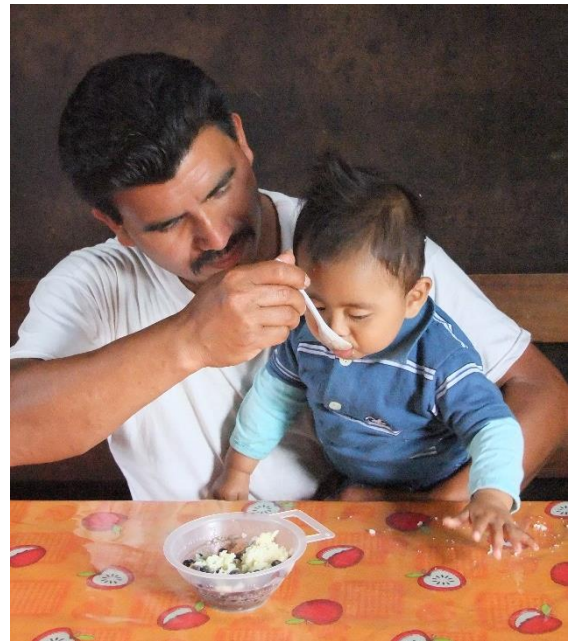
⁴⁰ Horton, Susan et al. 2010. *Scaling Up Nutrition: What Will It Cost?*. Available at: <http://siteresources.worldbank.org/HEALTHNUTRITIONANDPOPULATION/Resources/Peer-Reviewed-Publications/ScalingUpNutrition.pdf>.

⁴¹ SUN. 2010. *Scaling Up Nutrition: A Framework for Action*. Available at: http://www.unscn.org/files/Announcements/Scaling_Up_Nutrition-A_Framework_for_Action.pdf.

⁴² SUN. 2010. *A Road Map for Scaling-Up Nutrition*. Available at: http://www.unscn.org/files/Announcements/Other_announcements/FINAL_SUN_Road_Map_FINAL_dn.pdf.

- Country capacity and commitment to nutrition
- Multisectoral programming and coordination
- Global nutrition leadership

The *Nutrition Strategy* supports several important international initiatives, including SUN; the 2012 World Health Assembly (WHA) comprehensive plan on maternal, infant, and young child nutrition; and the pledging commitments under *Nutrition for Growth*⁴³, the donors' response to the WHA plan. FFP's strategy sets a vision for USAID programming to reduce chronic malnutrition by 20 percent in areas where GH, FTF/GFSS, and FFP development programs work.



A father practices complementary feeding with his child in Guatemala. Julio Quintana / Catholic Relief Services

Following the completion of the USAID Multi-Sectoral Nutrition Strategy 2014–2025, an interagency effort—the USG Nutrition Coordination Plan—was completed. This plan highlights opportunities for enhanced multiple agency coordination and establishes a multi-agency working group to coordinate and maintain accountability.

FFP has been deeply engaged in efforts to translate increased attention to nutrition into action, increasing its already substantial focus on nutrition in the first 1,000 days, taking a close look at the nutritional quality of its in-kind Title II food basket, and implementing the recommendations coming out of the FAQR. As a result, FFP's Title II food basket now has 21 products that are either reformulated with improved micronutrient specifications or are new, including specialized ready-to-use therapeutic and supplemental feeding products and fortified rice.

FFP's broad multisectoral focus has long provided an opportunity to link nutrition and water/sanitation interventions and outcomes with efforts in other sectors within a single program context. Increasingly, this capacity is being augmented through joint planning, design, and implementation with USAID Missions and other USAID Bureaus and Offices, including BFS, GH, and OFDA.

The new FFP strategy aligns closely with the USAID Multi-Sectoral Nutrition Strategy and will contribute directly to the achievement of its targets. In development settings, the new strategy challenges FFP and its partners to shift from ration-based approaches to sustainable strategies for behavior change and service delivery and to be accountable for leveraging a range of nutrition-sensitive pathways for improved nutrition impacts.

⁴³ More information on Nutrition for Growth can be found at <http://nutritionforgrowth.org/>

5.4 The New Deal for Engagement in Fragile States

With the recognition that 1.5 billion people were living in conflict-affected and fragile states and that these same countries were the furthest from achieving the MDGs,⁴⁴ the New Deal for Engagement in Fragile States (New Deal) arose out of the 2011 Busan Partnership discussions. Like the international agreements that preceded it, the New Deal underscored the necessity of coordinated and country-led pathways out of fragility, based on local context and the input of civil society, as well as the investments needed in national-level capacity strengthening to enable working through, not parallel to, local systems. The New Deal also underscored the necessity of timely and predictable aid, emphasizing that “the risk of non-engagement in this context can outweigh most risks of engagement.”⁴⁵

FFP works in several self-nominating New Deal countries: Afghanistan, Central African Republic, Democratic Republic of Congo, Liberia, Sierra Leone, and South Sudan. The 2016 strategy promotes a more deliberate and proactive approach to conflict-sensitive programming, to strengthening social accountability, to working with local partners, and to strengthening local systems. All of these align with New Deal principles.

Fragile States Principles:

1. Take context as the starting point
2. Do no harm
3. Focus on state-building as the central objective
4. Prioritize prevention
5. Recognize the links between politics, security, and development objectives
6. Promote nondiscrimination as a basis for inclusive, stable societies
7. Align with local priorities in different ways in different contexts
8. Agree on practical coordination mechanisms between international actors
9. Act fast, but stay engaged long enough to give success a chance
10. Avoid pockets of exclusion (“aid orphans”)

Organization for Economic Cooperation and Development. 2007.
Principles for Good International Engagement in Fragile States & Situations.

⁴⁴ G7+. 2011. 4th High Level Forum on Aid Effectiveness, A New Deal for Engagement in Fragile States: New Deal Document. Available at: <http://www.g7plus.org/new-deal-document/>.

⁴⁵ Ibid.

5.5 The 2030 Sustainable Development Goals

The year 2015 marked the end of the measuring period for MDGs. The eight targets, which include halving extreme poverty rates and halting the spread of HIV/AIDS, provided a road map for development that was agreed to by every country in the world, focusing global efforts to meet the needs of the world's poorest. In September 2015, world leaders met to review and adopt the next road map—a 15-year agenda for sustainable development post-MDGs, with a set of sustainable development goals (SDGs) at its core. The 17 goals were established through an extensive and inclusive consultation process engaging the U.N. system, scientists, government officials, and stakeholders. In the first *Global Sustainable Development Report*,⁴⁶ the SDGs are seen as an interlinked system in which targets are interrelated, meaning that progress toward one goal may depend on and contribute to progress toward others. While FFP's emergency and development programs potentially contribute to almost all 17 targets, 3 of them are at the heart of FFP's work: Goals 1, 2, and 5. SDG Goal 2, "End Hunger, Achieve Food Security and Improved Nutrition, and Promote Sustainable Agriculture," encompasses the global commitments to food security and nutrition discussed above. SDGs 1 and 5 are discussed below.

SDG 1: End Poverty in All Its Forms Everywhere

The success in reducing hunger and poverty in the last decade has led many nations to believe that ending extreme poverty is within our grasp. In 2013, anticipating this SDG, the World Bank's Board of Governors endorsed two goals: to end extreme poverty by 2030 and to boost shared prosperity by raising the incomes of the bottom 40 percent of populations. That same year, in his State of the Union Address, President Obama said: "In many places, people live on little more than a dollar a day. So the United States will join with our allies to eradicate such extreme poverty in the next two decades." SDG 1 calls for the eradication of poverty, now defined as living on less than \$1.90 per day, by 2030 and the halving of the proportion of people living in poverty "in all its dimensions according to national

USAID's Definition of Extreme Poverty: Extreme poverty is the inability to meet basic consumption needs on a sustainable basis. People who live in extreme poverty lack both income and assets and typically suffer from interrelated, chronic deprivations, including hunger and malnutrition, poor health, limited education and marginalization or exclusion.

USAID. 2015. *Vision for Ending Extreme Poverty*.

⁴⁶ United Nations. 2015. *Global Sustainable Development Report*. Available at: <https://sustainabledevelopment.un.org/content/documents/1758GSDR%202015%20Advance%20Unedited%20Version.pdf>.

definitions.”⁴⁷ SDG I also calls for increased access to economic resources, land, basic services, financial services, and technology for the poor.

USAID’s *Theory of Change for Ending Extreme Poverty*⁴⁸ provides a similar, multidimensional conceptual framing: inclusive economic growth supported through strong governments and capable institutions, vibrant markets, strengthened human capacity, modern infrastructure, peace and justice, and social safety nets.

While meeting the needs of the poorest has long been central to FFP’s work, the new strategy clarifies FFP’s role in global poverty reduction efforts, challenging partners to hold themselves accountable to ambitious poverty reduction targets in their development programs, to reducing risk and protecting household assets in their emergency programs, and to looking for opportunities to strengthen social safety net systems in both.

In addition to its call to end extreme poverty, SDG I also challenges the international community to “build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.” This dimension of SDG I reflects increasing donor consensus around the need that chronic vulnerability should be addressed as a development rather than a humanitarian issue, and that it should be done in a way that contributes to more-inclusive and more-sustainable economic growth.

For example, in 2012, following severe drought-induced humanitarian crises in the Horn of Africa and the Sahel, international donors and African regional institutions established a new Global Alliance for Action for Drought Resilience and Growth in the Horn of Africa and the Global Alliance for Resilience in the Sahel. These coordinating bodies have supported the development of country and regionally owned road maps to facilitate joint action and investment in drought-prone areas with high levels of food insecurity.

“[R]esilience is the ability of people, households, communities, countries, and systems to mitigate, adapt to, and recover from shocks and stresses in a manner that reduces chronic vulnerability and facilitates inclusive growth.”

USAID. 2012. *Building Resilience to Recurrent Crisis: Policy and Program Guidance.*

For its part, in 2012, USAID released its first-ever policy and program guidance on building resilience to recurrent crisis. Drawn from decades of experience providing humanitarian relief and development assistance, the guidance aims to reduce chronic vulnerability and promote

⁴⁷ United Nations. n.d. “Goal 1: End poverty in all its forms everywhere.” Available at: <https://sustainabledevelopment.un.org/sdgl>.

⁴⁸ USAID. 2015. *Vision for Ending Extreme Poverty.* Available at: <https://www.usaid.gov/ending-extreme-poverty/vision>.

more-inclusive growth in areas of recurrent crisis. Ultimately, it seeks to save and improve lives and decrease the need for repeated infusions of humanitarian assistance in these areas.

FFP programs are foundational to USAID’s resilience agenda. They offer a unique platform for other development actors working to end extreme poverty and build resilience of vulnerable communities.

FFP’s new RF operationalizes USAID’s resilience policy and program guidance by promoting context-specific and multisectoral development programming that integrates, layers, and sequences interventions—both within programs and with those of other development partners—to reduce vulnerability and accelerate growth. At the same time, it highlights the potential of emergency interventions to drive individual and system-level change that can reduce dependency and contribute to the longer-term resilience of shock-affected households and communities. Finally, it calls on FFP and its partners to broaden their conceptualization of risk to include social and political fragility, gender and youth dynamics, and climate change.

SDG 5: Achieve Gender Equality and Empower All Women and Girls

SDG 5 calls for the end of all forms of discrimination and violence against women and girls, as well as the elimination of harmful practices like child marriage and female genital mutilation. It calls for the full and effective participation of women in all forums and levels of decision making and universal access to sexual and reproductive health and rights. The goal also calls for equal access to economic opportunity, land and property, and technology.

In 2009, the World Food Programme (WFP) released a new gender policy that promotes mainstreaming gender to “create an enabling environment for promoting gender equality and the empowerment of women to support partner countries in addressing food and nutrition challenges.”⁴⁹ Likewise, in 2012, the Food and Agriculture Organization of the United Nations (FAO) released its *Policy on Gender Equality*,⁵⁰ promoting gender equality as central to FAO’s mandate “to achieve food security for all by raising levels of nutrition, improving agricultural productivity and natural resource management, and improving the lives of rural populations.”

With renewed attention to agriculture and nutrition, and recognition that women play a pivotal role in both, FFP views gender equality and inclusion as objectives of agricultural development and food security programs and critical to improving productivity and increasing the efficiency of food security investments. In 2011, FFP issued a gender integration policy paper⁵¹ that called

⁴⁹ WFP. 2009. “WFP Gender Policy: Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges.” Available at: <http://one.wfp.org/eb/docs/2009/wfp194044~2.pdf>.

⁵⁰ FAO. 2013. “FAO Policy on Gender Equality: Attaining Food Security Goals in Agriculture and Rural Development.” Available at: <http://www.fao.org/docrep/017/i3205e/i3205e.pdf>.

⁵¹ McNairn, Rosemarie M. and Sethuraman, Kavita. 2011. *Gender Integration in USAID Bureau for Democracy, Conflict, and Humanitarian Assistance Office of Food for Peace Operations: Occasional Paper #7*. Available at: http://pdf.usaid.gov/pdf_docs/PNADZ581.pdf.

for stronger M&E of gender impacts, as well piloting efforts to determine how best to empower women in food assistance programming. Also in 2011, the BFS piloted its Women's Empowerment in Agriculture Index (WEAI). Developed by USAID, the International Food Policy Research Institute (IFPRI), and the Oxford Poverty and Human Development Initiative, the WEAI tracks women's engagement in agriculture across five domains: production, resources, income, leadership, and time use. The WEAI is unique in that it also measures women's empowerment relative to men within their households, providing a more robust understanding of gender dynamics within households and communities.

USAID's *Gender Equality and Female Empowerment Policy*⁵² was released in 2012 with the cross-cutting objectives of reducing gender disparities and gender-based violence (GBV) and increasing women's control over their own lives and life choices.

Finally, over the course of his administration, President Obama and the State Department have made the empowerment and protection of women and girls a central part of U.S. foreign policy and national security. The launch of the *United States National Action Plan on Women, Peace, and Security*⁵³ and implementation of the *United States Strategy to Prevent and Respond to Gender-Based Violence Globally*,⁵⁴ each backed by an Executive Order, and the release of the *United States Government Action Plan on Children in Adversity*⁵⁵ are evidence of the Administration's sustained commitment to these issues.

FFP's new strategy embraces SDG 5 and USG gender equality and female empowerment objectives. This is reflected in an increased focus on empowerment and protection in FFP emergency activities, promoting pathways toward gender equality in all development activities and challenging partners to demonstrate their commitment to equity in their hiring and training of local staff.

⁵² USAID. 2012. *Gender Equality and Female Empowerment Policy*. Available at: <https://www.usaid.gov/sites/default/files/documents/1870/GenderEqualityPolicy.pdf>.

⁵³ White House. 2011. *United States National Action Plan on Women, Peace, and Security*. Available at: https://www.whitehouse.gov/sites/default/files/email-files/US_National_Action_Plan_on_Women_Peace_and_Security.pdf

⁵⁴ U.S. Department of State and USAID. n.d. *United States Strategy to Prevent and Respond to Gender-Based Violence Globally*. Available at: <http://www.state.gov/documents/organization/196468.pdf>.

⁵⁵ USG. 2012. *United States Action Plan on Children in Adversity – A Framework for International Assistance: 2012–2017*. Available at: <https://www.childreninadversity.gov/docs/default-source/default-document-library/apca.pdf?sfvrsn=2>.



Photo credit: J. Hartl / USAID

6. NEW LEARNING AND IMPLICATIONS FOR FOOD FOR PEACE PROGRAMMING

In addition to the strategic opportunities offered by the global commitments and collective actions described above, FFP’s 2016–2025 strategy is shaped by new learning and research, as well as new USAID program and policy guidance designed to increase the impact and sustainability of its investments.

6.1 Evidence-Based Programming

The high food price crisis that began shortly after FFP issued its last strategic plan was a wake-up call to governments, donors, and the international research community. The IFPRI partnered with the USG to lead the call for evidence-based investment in agriculture; the World Bank, WFP, and others reassessed the value of safety nets and social protection; and *Lancet* researchers changed the way the global community thought about the impacts of hunger. FFP’s new strategy has benefited from these and many other research and analysis efforts that were undertaken in the wake of the crisis, as well as from a number of internal studies the office has itself commissioned. Some examples are discussed below.

Nutrition: Since 2008, the *Lancet* Maternal and Child Nutrition Series has brought a number of key issues into sharp relief. These issues include the importance of adequate infant and child nutrition during the critical 1,000 days between pregnancy and a child’s second birthday, the impact that key essential nutrition actions and behaviors can have on preventing stunting, and,

more recently, a life cycle approach to nutrition that recognizes that good maternal and infant nutrition begins in adolescence. The *Lancet* series update of 2013 also brought into focus the highly complex and multisectoral drivers of malnutrition, pointing toward the likely importance of environmental hygiene, safe drinking water, family planning, and other nutrition-sensitive factors.⁵⁶ The following table lists nutrition-specific and nutrition-sensitive actions advocated for in the USAID *Multi-Sectoral Nutrition Strategy 2014–2025*.⁵⁷

Nutrition-Specific Actions	Nutrition-Sensitive Actions
<ul style="list-style-type: none"> • Management of severe acute malnutrition • Preventive zinc supplementation • Promotion of breastfeeding • Appropriate complementary feeding • Management of moderate acute malnutrition • Periconceptual folic acid supplementation or fortification • Maternal balanced energy protein supplementation • Maternal multiple micronutrient supplementation • Vitamin A supplementation • Maternal calcium supplementation 	<ul style="list-style-type: none"> • Family planning: healthy timing and spacing of pregnancy • Water, sanitation, and hygiene (WASH) • Nutrition-sensitive agriculture • Food safety and food processing • Early childhood care and development • Girl’s and women’s education • Economic strengthening, livelihoods, and social protection

This work validates FFP’s focus on mothers and children under 2 years old and the multisector approach to nutrition in FFP’s development programming. It pushes FFP to better address possible environmental drivers of malnutrition and to explore options to address the question of improving the nutrition of young adolescents, especially adolescent girls. It also challenges the office to determine whether it is feasible to increase coverage of the essential nutrition actions in FFP’s emergency programming.

Agriculture to Nutrition Pathways: IFPRI and the World Bank have made important contributions to better conceptualizing the link between agriculture and nutrition—two sectors that have been divided in terms of policy and programming. While their framework has been expanded by FAO and the USAID-funded Strengthening Partnerships, Results, and Innovations in Nutrition Globally (SPRING) project, their core includes guidance for a more intentional focus on nutrition in the following pathways⁵⁸:

⁵⁶ *Lancet*. 2013. *Maternal and Child Nutrition* (Series). Available at: <http://www.lancet-journals.com/NutritionSeries/files/assets/common/downloads/publication.pdf>.

⁵⁷ USAID. 2014. *Multi-Sectoral Nutrition Strategy 2014–2025*. Available at: https://www.usaid.gov/sites/default/files/documents/1867/USAID_Nutrition_Strategy_5-09_508.pdf.

⁵⁸ World Bank. 2007. *From Agriculture to Nutrition: Pathways, Synergies and Outcomes*. Available at: <http://siteresources.worldbank.org/INTARD/825826-1111134598204/21608903/January2008Final.pdf>.

- Subsistence-oriented production [of more diverse and nutritious food] for the household's own consumption
- Income-oriented production for sale in markets
- Reduction in real food prices associated with increased agricultural production
- Empowerment of women as agents instrumental to household food security and health outcomes
- Indirect relationship between increasing agricultural productivity and nutrition outcomes through the agriculture sector's contribution to national income and macroeconomic growth

FFP has traditionally focused on the first of these pathways. However, the new strategy, which calls for both an increased focus on market linkages and more deliberate approaches to empowering women and youth in agriculture, will benefit from a deeper appreciation for the potential of income-oriented production and an increased agency of women in smallholder households to positively affect nutritional outcomes.

Gender is the focus of several seminal reports that have influenced FFP's new strategy. FAO's *The State of Food and Agriculture* report for 2010–11⁵⁹ focused on empowering women in agriculture and estimated that if women's access to productive resources were equal to that of men, total agricultural output in developing countries would rise by 2.5–4.0 percent and would reduce the number of hungry people in the world by 12–17 percent. Smith and Haddad's review of data from 1970 to 2012⁶⁰ for 116 countries found that, over the last 40 years, women's education and gender equality have been key drivers of reductions in stunting, noting the positive benefits of women's control over their time and household income and gains made when women's confidence and self-esteem are improved. In emergency contexts, there are many studies that indicate that wars and natural disasters have profoundly different impacts on women and girls than on men and boys and that humanitarian response, if not based on an awareness of the gender relations in a particular location, can compound those inequalities, which may lead to unequal access to resources, increased GBV, and sexual exploitation and abuse.

The literature validates FFP's new strategy's promotion of inclusion and equity through cross-cutting (CC) Intermediate Results (IRs) that both integrate the themes of gender equity and social accountability throughout Strategic Objectives (SOs) 1 and 2 and call for specific equalizing interventions like basic literacy and numeracy for women and adolescent girls in FFP's development programs and increased attention to the issue of protection in its emergency interventions.

⁵⁹ FAO. 2011. *The State of Food and Agriculture 2010–11: Women in Agriculture – Closing the gender gap for development*. Available at: <http://www.fao.org/docrep/013/i2050e/i2050e.pdf>.

⁶⁰ Smith, Lisa and Haddad, Lawrence. 2014. "Reducing Child Malnutrition: Past Drivers and Priorities in the Post-MDG Era." *World Development*. 68: 180–204.

Social Protection and Pathways out of Poverty: In addition to the learning that is emerging from FFP partners, several significant studies supported by the World Bank, the Overseas Development Institute (ODI), and IFPRI point to the poverty-reducing potential of social protection, particularly when employing strategies that smooth consumption and mitigate risk, while “crowding in” investments that increase a household’s asset base and ability to generate or earn income. One of the more recent of these, a multicountry, randomized trial that included a FFP-supported activity in Ethiopia, found that by combining grants of productive assets, short-term cash or food consumption support, training, and other relevant services, such as access to savings and health information, lasting impacts on consumption, assets, food security, income, and revenue were achieved.⁶¹ Additional studies in Ethiopia have pointed to the effectiveness of market-based approaches to risk mitigation in pastoral communities.⁶²

FFP’s new strategy challenges its partners to embrace theories of change that clearly reflect the interconnectedness of the pathways out of poverty and the pathways out of hunger. It highlights the importance of introducing risk reduction and mitigation as early as possible in emergency and recovery activities to reduce the likelihood that households become entrenched in poverty traps, rendering them more vulnerable in the future. It also anticipates an increased role in helping countries move from ad hoc, project-based safety nets to country-owned systems of social protection.

Impact and Sustainability: Two Food and Nutrition Technical Assistance Project (FANTA) studies commissioned by FFP—the Second Food Aid and Food Security Assessment (FAFSA-2) and its associated summary⁶³ and a Study of Sustainability and Exit Strategies among development food assistance projects (Sustainability Study)⁶⁴—have fundamentally informed the strategic approaches of FFP’s new strategy. And, while both studies focused on development programming, many of the lessons are also relevant to its emergency programs.

- **FAFSA-2:** Completed early in 2013, this study examined a range of Title II development programs implemented between 2003 and 2009, and identified various technical sector models, approaches, and practices that are more likely to contribute to positive food security impacts. FAFSA-2 findings underpin many of the approaches prioritized in FFP’s new strategy, including:

⁶¹ Banerjee, Abhijit et al. 2015. “A multifaceted program causes lasting progress for the very poor: Evidence from six countries.” *Science Magazine*. Available at: <http://science.sciencemag.org/content/348/6236/1260799>.

⁶² Pantuliano, Sara and Wekesa, Mike. 2008. *Improving drought response in pastoral regions of Ethiopia*. Available at: <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/2043.pdf>.

⁶³ Van Haeften, Roberta; Anderson, Mary Ann; Caudill, Herbert; and Kilmartin, Eamonn. 2013. *Second Food Aid and Food Security Assessment (FAFSA-2) Summary*. Available at: https://www.usaid.gov/sites/default/files/documents/1866/FAFSA-2Summary_Web.pdf.

⁶⁴ Rogers, Beatrice Lorge and Coates, Jennifer. 2015. *Sustaining Development: A Synthesis of Results from a Four-Country Study of Sustainability and Exit Strategies among Development Food Assistance Projects*. Available at: <http://www.fantaproject.org/sites/default/files/resources/FFP-Sustainability-Exit-Strategies-Synthesis-Dec2015.pdf>.

- Implementing robust behavior change communication and encouraging and incentivizing the adoption of new practices
- Identifying effective “push-pull” models that prepare more-vulnerable, less-market-ready individuals to link to market-driven actors, and partnering with others to do so
- Integrating WASH to achieve improved nutrition outcomes
- Ensuring that vulnerable pregnant and lactating women benefit from behavior change efforts and have direct access to nutritious food

FAFSA-2 also recommended the widespread adoption of preventative supplementary feeding in Title II programs, based on evidence of its direct impact on project participants under the age of 2. However, subsequent learning from FFP programs has highlighted significant trade-offs (in terms of the sustainability of behavior and/or systems change) that are inherent in a ration-centric nutrition program, as well as the risk of real harm in terms of post-activity food security when implemented incorrectly.

- **Sustainability Study:** FFP commissioned this study with the objective of determining what factors enhance the likelihood of sustained project benefits to improve FFP’s guidance for future food assistance development projects. The study examined Title II partners’ exit processes and the sustainability of development project impacts at close-out and over the following 2–3 years. The study offered a new “Sustainability Conceptual Framework” and found that three interrelated and synergistic factors were critical to sustained impacts: a sustained source of resources, sustained technical and managerial capacity, and sustained motivation of beneficiaries and service providers. It also found that linkages—between community-based organizations and existing public or private institutions, for example—were also critical in many instances. One of its most interesting findings is that actions that drive big results during the life of the project may actually undermine sustainability in the long run. It raises the question as to whether FFP is willing to accept more modest results in the near term if they can be delivered in a way that will yield more sustainable gains over time.

FFP’s new strategy comes down on the side of more sustainable gains. The three core components of sustainability are now found in FFP’s “Conceptual Framework for Food and Nutrition Security.” In addition, the strategy promotes:

- Development program “theories of change” that encompass a vision for both exit and sustainability, drawing on the Sustainability Study’s conceptual framework for sustainability
- Using facilitation and/or “smart subsidies” that minimize the need for the creation of parallel and unsustainable systems and enable a gradual withdrawal of external resources
- Grounding activity design in local demand and buy-in, particularly in the development of high-quality productive assets

- Institutionalizing real-time and collaborative learning to identify unintended impacts, as well as emerging program opportunities and/or implementation constraints

FFP's new strategy calls for taking a systems approach to change that emphasizes sustainable long-term gains over unsustainable short-term wins. It aligns fully with the vision in USAID's 2011–2015 Policy Framework: "Sustainability is about building skills, knowledge, institutions, and incentives that can make development processes self-sustaining."⁶⁵

Cash-Based Food Assistance: Since its inception in 2010, the EFSP has become a staple of the FFP program, providing the office with the ability to use local and regional procurement, cash transfers, and food vouchers in FFP's emergency food assistance operations. FFP's own analysis has shown that, depending on program goals and context, these modalities can be more appropriate and more cost-effective than shipping in-kind commodities from the United States. Expanded Section 202(e) flexibility provided in the 2014 Farm Bill has enabled FFP partners to include these modalities in their development programs without monetization, opening up new possibilities for developing sustainable approaches that replace in-kind Title II contributions with nutritious locally produced foods over time. The experience of FFP partners and organizations, including Cornell University and ODI, who have both carried out substantive research on the subject, provide evidence that food vouchers, cash transfers, and local and regional procurement can have the added benefits of supporting and stimulating markets and supporting local agricultural producers and traders. Further, beneficiaries benefit from an expanded food basket and a more diversified diet, the dignity afforded by having access to culturally appropriate foods that they know how to prepare.

FFP's new strategy asks partners to carefully analyze the context in which they are proposing any kind of resource transfer to identify the resource transfer modality or blend of modalities most likely to have the desired food security impacts. This includes weighing the benefits and risks to interfamilial, community, and security dynamics, markets, and the pace of recovery.

6.2 USAID Forward

USAID Forward calls for promoting sustainable development through local solutions and supporting the government institutions, private sector partners, and civil society organizations that will form the backbone of progress toward long-term and sustainable outcomes. The *USAID Program Cycle* challenges Missions to design and implement programs in a holistic manner. Country development cooperation strategies provide a road map linking development, transition, and humanitarian objectives across sectors and funding streams to better address common goals. This work is supported through strengthened M&E and an increased focus on collaborating, learning, and adapting for improved outcomes.

⁶⁵ USAID. n.d. *USAID Policy Framework 2011–2015*. Available at: <https://www.usaid.gov/sites/default/files/documents/1870/USAID%20Policy%20Framework%202011-2015.PDF>.

FFP's new strategy reflects USAID Forward in its commitment to promoting collective action and supporting local systems for sustainability. It also emphasizes the importance of grounding FFP development programs in Mission country development cooperation strategies, identifying opportunities for joint program design and integrated program implementation to increase the impact of FFP and Mission efforts to reduce hunger and extreme poverty.

6.3 Technology and Innovation

USAID established the Global Development Lab in 2014, signaling its increasing emphasis on applying technology, innovation, and partnerships to improve efficiency and to achieve, sustain, and extend the impact of its investments. FFP partners' use of mobile technologies to distribute and monitor cash transfers and food vouchers, growing use of increasingly sophisticated biometrics (e.g., retina and fingerprint scans) to verify identity, and use of satellite data for remote sensing and forecasting are all examples of how innovation and technology are dramatically reshaping the food security field. Other examples include the road map outlined in the FAQR, which has led to continuing improvements in the formulations of Title II milled and blended commodities, as well as the development of new, ready-to-use commodities for supplementary and therapeutic feeding. New research is also under way in collaboration with the Global Development Lab to explore improved packaging to prevent commodity contamination and loss.

Finally, FFP partners, with extensive experience in conservation agriculture, are partnering with FTF/GFSS to scale up access to improved, climate-smart technologies like drought-resistant seeds and practices like farmer-managed natural regeneration and fertilizer deep placement. Given both FFP's global and local reach, it is well placed to not only promote new global technologies, but to support and scale up emerging local solutions.

FFP's 2016 strategy prioritizes partnerships with public and private sector actors to leverage new technologies and scale up successful innovations in both its development and emergency programming to increase the efficiency, effectiveness, reach, and impact of USG food assistance resources.



Photo credit: U.S. State Dept.

7. FOOD FOR PEACE STRATEGIC RESULTS FRAMEWORK

Food and nutrition insecurity robs vulnerable individuals, households, communities, and countries of productive capacity and social and economic well-being. Hunger undermines hope and frays the social fabric that is so important to community resilience in the face of social, political, or climatic threats. Malnutrition in one generation can reduce opportunity for the next, perpetuating poverty and inequitable economic growth. The goal of FFP's food and nutrition security efforts, **"Food and nutrition security in vulnerable populations improved and sustained,"** signals FFP's commitment to partnering across USAID, the USG, and the international community to support global efforts to end hunger and malnutrition.

FFP's new strategic RF supports this goal with two SOs that work in an interrelated manner across the spectrum of emergency and development programs, seeking to improve food and nutrition security outcomes at both the individual and systems levels, in support of FFP's new theory of change:

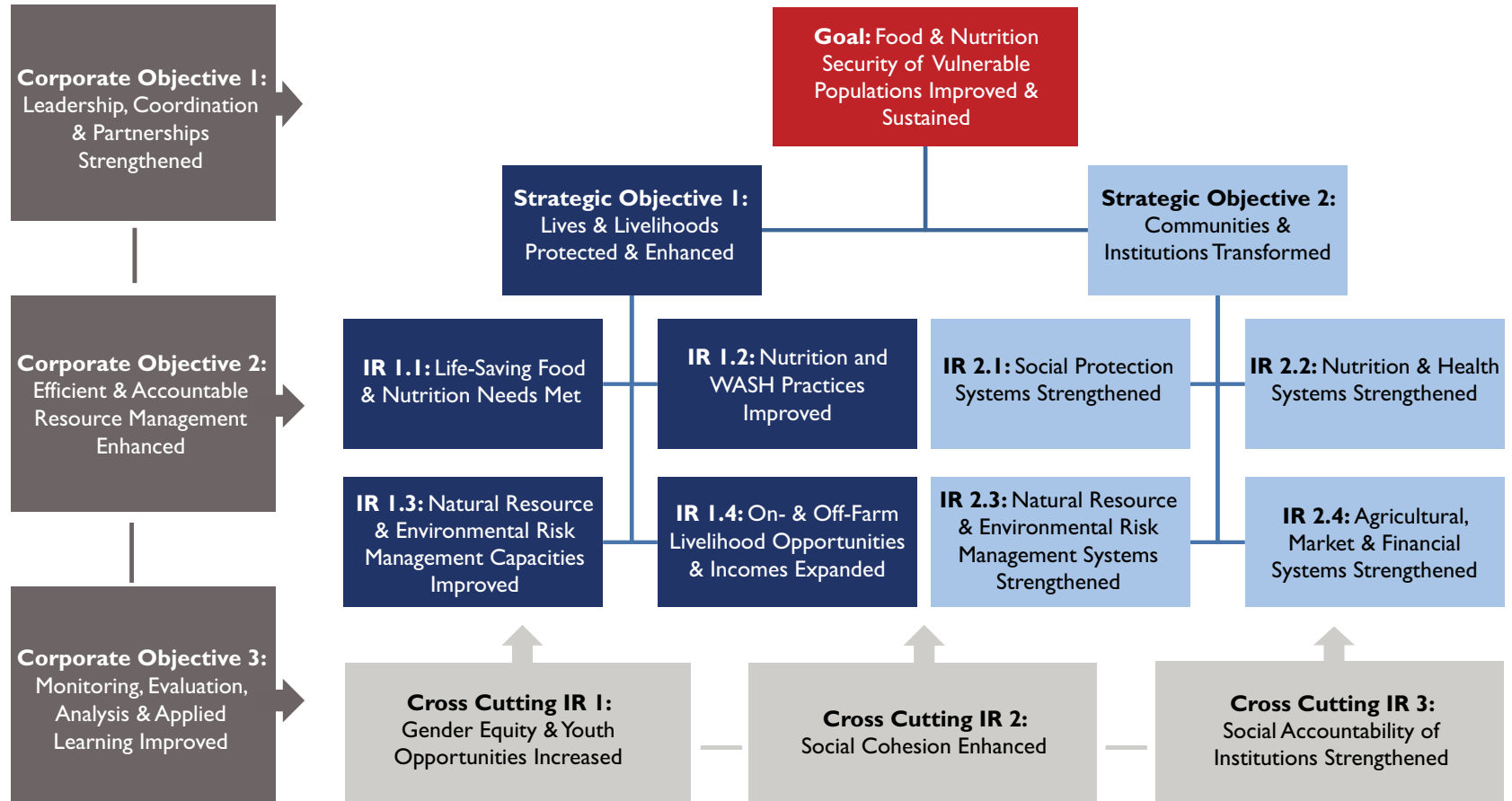
"If we focus not only on protecting and enhancing the lives and livelihoods of vulnerable populations, but also on the positive transformation of the communities and institutions which support them, we will enable greater, more sustainable improvements in their food and nutrition security."

Together, the RF's SOs and accompanying IRs address key drivers of food insecurity, creating a map of the broad platform of capabilities that FFP and its partners bring to bear in supporting improved food security for vulnerable populations. The framework includes three CC IRs that integrate the themes of gender equality and youth empowerment, social cohesion, and social accountability across both SOs. The framework is supported by three corporate objectives that address how FFP and its partners carry out their work.

The entire framework is informed by, and supports, efforts to build resilience at the individual, household, community, and systems levels, not as an objective in and of itself but as a cross-cutting set of capacities that contribute to FFP's goal of improved food and nutrition security.

The RF is not intended to define FFP partner programs, or imply that every program needs to address the same key drivers of food and nutrition insecurity. Context varies dramatically between and within countries, and between acute hunger crises and chronic vulnerability. Each program will define its RF in relation to these specific country and/or regional contexts, with FFP development programs maintaining their use of context-specific theories of change.

OFFICE OF FOOD FOR PEACE STRATEGIC RESULTS FRAMEWORK



7.1 Goal Statement

Goal: Food & Nutrition Security of Vulnerable Populations Improved & Sustained

The goal of the FFP 2016 strategy signals a continued commitment to serving vulnerable populations, but introduces the phrase “food and nutrition security” to highlight the importance of a wide range of nutrition, sanitation, and health factors that, together with the stable availability of and access to nutritious food, contribute to improved food security outcomes. The goal also shifts FFP’s focus from “reducing food insecurity” to a vision of improving the food security situation and sustaining those improvements.

A goal of improving and sustaining food security in FFP’s recovery and development activities reflects increased attention to activities contributing to resilience (e.g., community asset-building) in post-disaster settings and to the development of theories of *sustainable* change for multiyear development programs. However, the goal has relevance for FFP’s emergency programs as well. In emergency contexts, the words “improved” and “sustained” refer to the efforts required to stabilize the nutritional status of crisis-affected populations and to maintain a response capable of protecting that improvement. This has implications for targeting, choice of food assistance modalities, resource allocation, prioritization, and global and local partnerships. It also has implications for accountability, which is why FFP is increasing its focus on monitoring and measuring assistance outcomes in emergencies.

The strategy maintains FFP’s two previous topline indicators—depth of poverty and stunting—and adds a third—global acute malnutrition—to better capture evidence of change in the vulnerability as well as resilience of populations exposed to shocks.

What Is Vulnerability?

FFP identifies the most vulnerable as those populations most at risk of food insecurity due to their physiological or socioeconomic status, geographic location, or level of physical security.

Physiological vulnerability refers to populations already malnourished; those with more sensitive nutritional needs, such as pregnant and lactating women or children under 2 years of age; and those suffering from or exposed to diseases that threaten access to or utilization of food and those unable to participate fully in their local social, political, and economic systems due to age or physical or intellectual disabilities.

Socioeconomic vulnerability refers to those living in extreme poverty, and therefore lacking the means to meet minimum needs, as well as those at risk of falling into extreme poverty due to economic or price shocks or idiosyncratic shocks (e.g., illness of the household head or children left orphaned). Socioeconomically vulnerable populations also include groups with limited access to economic, political, and health opportunities due to discrimination based on cultural, social, gender, or religious norms.

Geographic vulnerability looks at areas where populations face food security challenges due to remoteness and thus have limited access to public or private service delivery, infrastructure, and input into political processes. Geographically vulnerable groups also include populations in areas exposed to droughts, floods, or other shocks due to environmental degradation or climate change.

Physical vulnerability refers to those living in areas with high rates of violence, whether as a result of crime, political insurgency, or war. Physically vulnerable populations include those facing food security challenges due to their status as refugees, internally displaced persons, or simply those with limited freedom of movement due to violence. It also addresses those subject to gender-based and other forms of violence based on identity.

7.2 Strategic Objectives



FFP’s two SOs reflect its revised conceptual framework, which describes the “foundations” of food and nutrition security in terms of individuals and households, and communities and institutions. FFP’s theory of change builds on these, positing that sustained improvement in food and nutrition security is an outcome of change at both an individual and an institutional, or “systems,” level, no matter what the operational context. For example, while greater focus may typically be placed on protecting lives and livelihoods (SO 1) during an emergency, strengthening the capacities of local partners for the delivery of assistance (SO 2) may be critical to a sustained response. In development programming, a focus on strengthening community infrastructure (SO 2) will be successful only if individual households have the means and motivation to support it (SO 1). FFP’s two SOs are relevant to both emergency and development programs, serving as simultaneous and interdependent efforts.

Across both of its SOs, FFP’s new strategy calls for a broadened conception of risk management that, in addition to natural hazards like drought and flooding, addresses risks posed by fragility, conflict, pandemic disease, and climate change, as well as idiosyncratic shocks, like the death of a household head. Working at multiple levels, protecting and enhancing the lives and livelihoods of individuals and households while also strengthening local systems, creates synergies between the two SOs and the IRs under them, as the work under one SO supports efforts under the other. It also increases the need for FFP and its partners to layer, sequence, and integrate efforts within FFP programs, as well as with other USAID and donor-funded efforts.

Strategic Objective 1: Lives and Livelihoods Protected and Enhanced

FFP works to protect and enhance the lives and livelihoods of those affected by crisis and those vulnerable to crisis due to chronic poverty and hunger. In SO 1, this work is focused on achieving change at an individual or household level. In acute emergency situations, this may be accomplished by meeting the immediate food and nutrition needs of those most vulnerable to food deficits, through in-kind food, cash transfers, or food vouchers distribution, and supplementary and therapeutic feeding with specialized, nutritious foods. Transfers may be

provided conditionally or unconditionally, depending on the nature of the emergency, and complementary activities to meet basic food security needs may be supported. In development programs, the emphasis shifts to improving the lives of chronically food insecure communities, especially those whose vulnerability to recurrent shocks leads to a regular need for humanitarian assistance. These programs invest in capacity building, knowledge transfer, household asset building, and other productive investments that enable individuals and households to better manage risk, improve their nutritional status, and increase their economic productivity.

Engagement at the household level should create a demand for improved services by addressing not only knowledge gaps but social and cultural norms that might have precluded demand in the past. At an even more fundamental level, in the chronically impoverished, crisis-prone environments in which FFP works, households may struggle to envision change or believe that it is possible for them. Strengthening a sense of agency (or empowerment) at an individual or household level often requires mobilization at a community level to demonstrate that positive change is possible and within the power of community members to bring about.

Common across SO I is the use of resource transfers. Resources in the form of food commodities, cash transfers, or vouchers can meet immediate nutrition needs, protect household assets, and/or serve as incentives or an enabler for the adoption of positive new practices. Other transfers—agricultural inputs, for example—can increase household access to productive technologies that would otherwise be out of reach. All resource transfers come with risks and benefits that can change over the course of an intervention. Understanding food assistance as a resource transfer, and understanding the risk and benefits of any resource transfer, can help ensure that it is used creatively and appropriately as a means to enable individuals and households to make strategic choices for themselves, and reduce the likelihood of dependence and/or competition or conflict over scarce resources. In its commissioned study evaluating how sustainable the results of Title II development programs are 2–3 years after project closure,⁶⁶ FFP found that “providing free resources can threaten sustainability, unless replacement of those resources both as project inputs and as incentives has been addressed.”

The Food Consumption Score (FCS) is a composite score based on dietary diversity, food frequency, and the relative nutritional importance of different food groups. The FCS is calculated using the frequency of consumption of different food groups consumed by a household during the 7 days before the survey. Scores are clustered into three groups; the results of the analysis categorize each household as having poor, borderline, or acceptable food consumption.

WFP Vulnerability Analysis and Mapping Unit. 2008. *Food Consumption Analysis: Calculation and use of the food consumption score in food security analysis.*

⁶⁶ Rogers and Coates. 2015.

Achieving change at an individual or household level often requires change at a systems level for sustainability. For example, community health services must be able to meet increased demand effectively if they are to reinforce positive behavior change, and this may require capacity building or other support (SO 2).

Strategic Objective 2: Communities and Institutions Transformed

FFP works to strengthen communities and institutions that then serve as catalysts for greater and more-sustainable change in emergency response and long-term development settings alike. Even in the most acute crisis, work that avoids doing harm and succeeds in strengthening local systems can lay an important foundation for transformative change. FFP's work with the Relief Society of Tigray in Ethiopia and the National Drought Management Agency in Kenya are good examples of this.

Transformative change is systemic change—changes to the institutions, structures, and enabling factors that affect the lives and livelihoods of the most vulnerable. SO 2 provides a pathway to address root causes and drivers of food insecurity through efforts at the community level and, where appropriate, all the way up to national policy and planning, in ways that strengthen the capacity of institutions; reduce risks; and provide engines of growth, opportunity, and change.

SO 2 provides the means to make the gains achieved under SO 1 more sustainable. Sustained capacity, resources, motivation, and linkages all require a focus on catalysts for change beyond FFP. Facilitative approaches that rely on and strengthen local actors help ensure that resource and knowledge transfers, and the incentives and linkages that support them, will be self-perpetuating beyond project end. Community groups play a key role, enabling community members to share burdens and risks, exchange knowledge, model new technologies or practices, and work for greater impact and voice through collective action.

One approach that is common across SO 2 is community-based food or cash for assets programming. Different from food or cash for work, whose main aim is to smooth the consumption of households through a conditional transfer of food or cash in exchange for labor, food or cash for assets is designed to create or strengthen transformative community assets. Examples of these include feeder roads (IR 2.4), community water systems (IR 2.2), and flood control systems (IR 2.3).

SO 2 is also supported by a wide range of approaches that partners employ to strengthen institutional capacities for service delivery, facilitate market linkages, and institutionalize participatory processes in local

Short-term results at the expense of long-term gains

There is an implicit assumption that large, short-term impacts will result in improved sustainability; however, as this study shows, the strategies used to achieve short-term impacts can actually undermine the likelihood of producing lasting results.

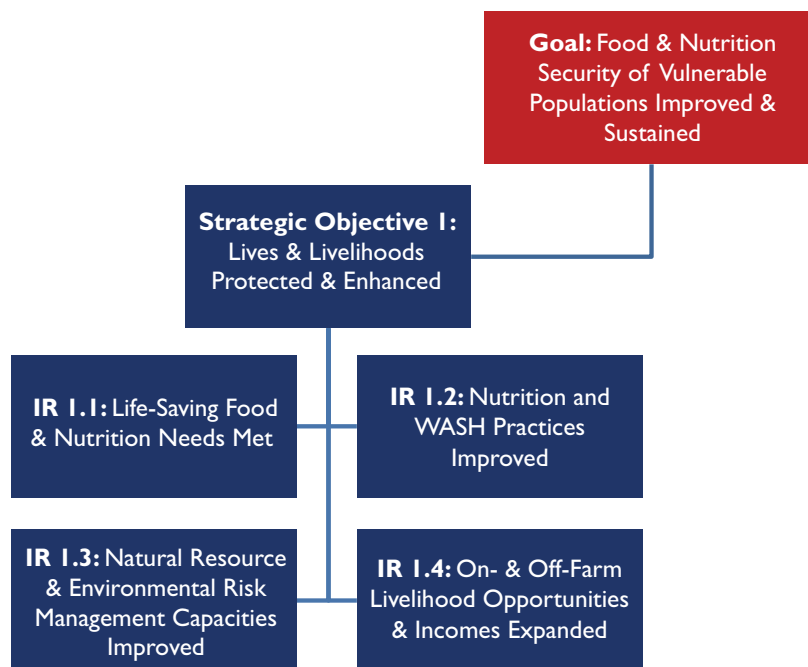
Rogers and Coates. 2015.

governance. In addition, FFP partners are increasingly linking their activities to research—creating an evidence base for advocacy and policy change.

SO 2 challenges FFP and its partners to look beyond short-term gains and instead understand the long-term trajectories of change and to value the incremental results along the way. It also challenges partners to look first to local institutions and avoid creating parallel systems of service delivery that may bring immediate results but ignore or undermine local capacities, leaving communities no better off in the long run. Sustainable, broad-based change is more likely to be achieved by supporting and strengthening existing community, private sector, and public sector mechanisms for product and service delivery, and by supporting the capacity, quality, and accountability of government institutions.

7.3 Intermediate Results

SO 1 Intermediate Results



IR 1.1: Life-Saving Food and Nutrition Needs Met

In any food security-related crisis, whether large scale or localized, saving lives means getting the right food to the right people at the right time. With increased resource flexibility, food availability and access can be improved through multiple modalities, whether through U.S. in-kind commodities, through local and regional procurement of food closer to the disaster site, or through the use of cash transfers or vouchers that enable purchase of food locally. Resource transfers can now be tailored to the local context, minimizing negative impacts on—and even strengthening—local markets, while maximizing efficiencies, effectiveness, and timeliness.

Delivery may be carried out as general food distributions, unconditional cash transfers, blanket supplementary feeding, or targeted therapeutic and supplementary feeding, or through conditional transfers like food for assets. These resource transfers play the critical role of meeting basic needs in the short term to prevent further harm; protecting household assets; and serving as a foundation for beneficiaries' recovery, resumption of livelihoods, and engagement in longer-term development activities.

FFP is committed to targeting based on need: identifying and prioritizing those who are most vulnerable to food and nutrition insecurity. Protecting dignity in a context of vulnerability is a priority. This includes recognizing cultural preferences in the choice of commodities and ensuring the safety and quality of food and nutrition products. It also implies that resource transfers will take place in an environment of respect for beneficiaries, recognizing local barriers to participation in distributions and fully addressing safety and protection needs. Dignity includes a commitment to participation, transparency, and accountability⁶⁷ throughout the planning and implementation of food assistance delivery. This ensures that beneficiary needs are taken into account wherever possible in planning responses and that decision-making processes and outcomes are clear, including decisions pertaining to ration sizes, the rationale for beneficiary selection, and the feedback mechanisms capable of signaling issues of quality, equity, safety, and other critical factors.

Activities that involve the influx of external resources, whether cash or commodities, have the potential to undermine local capacities, divide population groups, and even place vulnerable households and individuals at increased risk when poorly designed. At the same time, distribution modalities can strengthen or even create critical capacities and systems of accountability with long-term benefits to the community—potentially laying the groundwork for or reinforcing efforts undertaken under SO 2. An understanding of local political, gender, conflict, and other interpersonal dynamics underpins the “do no harm” framework and can help ensure that the activities carried out under IR 1.1 support the capacities and dignity of the people FFP serves.

Under IR 1.1, FFP will:

- Strive to stabilize global acute malnutrition prevalence at or below emergency thresholds (generally 15 percent) in acute emergency contexts.
- Continue to promote needs-based targeting and the use of biometrics to help ensure sustained support for the most vulnerable populations.
- Increase use of conflict analysis and conflict-sensitive programming in targeting and delivering assistance.

⁶⁷ Together, the principles of participation, transparency, and accountability are often referred to as “social accountability.”

- Work with partners to identify better practice in the area of protection as it pertains to the targeting, distribution, and intra-household distribution of food assistance.
- Continue to promote strong market analysis and monitoring before and during the distribution of food, cash, or vouchers
- Call for stronger analysis in the selection of food assistance modalities in emergency response, to ensure that they are appropriate to the context, taking into account gender, interfamilial, and security dynamics, as well as market impacts.
- Continue to improve the nutrition quality and appropriateness of commodities based on evolving evidence.
- Work with partners to ensure that FFP development program designs and awards reflect the program and resource flexibility required to respond to localized shocks without further award modifications.
- Conduct studies comparing the impact, effectiveness, and cost efficiencies of various lifesaving food and nutrition interventions and modalities.
- Engage more proactively with development and other actors to identify ways to differently support vulnerable groups requiring year-on-year food assistance so as to increase the agency of households and communities and reduce dependency on food assistance.



FFP response to flood-affected people in Afghanistan. WFP

IR 1.2: Nutrition and WASH Practices Improved

The determinants of malnutrition are broader than the availability and accessibility of food. Environment, care practices, food safety, water, sanitation, and hygiene all play a significant role in determining how food is utilized to support health and growth. IR 1.2 addresses individual and household practices that can help ensure better nutritional outcomes across the life cycle, with a focus on the critical 1,000 days between pregnancy and a child's second birthday. Consistent with an increased focus on risk, improving nutritional status and reinforcing positive feeding and care practices at the household level can reduce the likelihood of rapid deterioration during a shock affecting consumption levels. Because of the flexibility of FFP's emergency programming, the multisectoral nature of its development programs, and long experience working with the most vulnerable at the community level, FFP and its partners are well equipped to deal holistically with nutrition challenges, utilizing nutrition-sensitive and nutrition-specific approaches to achieve change.

The challenge of IR 1.2 is in translating these actions into individual- and household-level behaviors and demand for services, while at the same time ensuring that services are available to reinforce positive behaviors and meet demand (IR 2.2), without creating redundant or parallel systems.

Social and behavior change (SBC) and community mobilization are at the heart of this IR, requiring a thorough understanding of the dynamics of malnutrition at a community level, including the social and gender norms that influence women's consumption patterns and child feeding practices, as well as their health-seeking behaviors and demand for services. The prevalence and management of diseases like HIV, malaria, and tuberculosis in the community also play a critical role. Including a wide range of household members and decision makers (e.g., mothers-in-law, husbands, youth) in mobilization efforts for better nutrition, and reinforcing nutrition messaging in agriculture and livelihood interventions, can only facilitate and accelerate change. SBC approaches to achieving nutrition-specific behavior change aim to improve maternal nutrition, household practices around feeding infants and young children, prevention of child illness and care of sick children, and early child development. FFP's "preventing malnutrition in children under 2 approach" combines take-home rations with behavior change messaging that has proven challenging to implement effectively and has had mixed results in terms of impact and sustainability. While research is still under way, FFP is encouraging partners to continue to explore locally sustainable approaches to improving diet quality in pregnant and lactating mothers and complementary feeding in children under 2 years of age. Context-specific analysis can help clarify the cultural, social, and physical barriers to adoption of good practices (time poverty, for example), identify incentives for the adoption of new behaviors, and identify nutrient-dense and fortified foods or products that are or may be made available and accessible without the significant input of external resources.



A handwashing station set up in Indonesia. USAID

There is increasing evidence pointing to the significant influence of WASH on nutrition and health outcomes, and this is reflected in FFP's increasing focus on the sector. For IR 1.2, nutrition-sensitive WASH behavior change efforts aim to reduce the fecal-oral route of disease transmission and address environmental factors affecting food safety, nutrition, and health. Examples of the former include promoting handwashing, point-of-use water treatment, and latrines, with the last including animal penning, post-harvest storage and handling, and kitchen hygiene. Strategies addressing WASH will need to take into account households' productive uses of water (e.g., irrigation, livestock, fishponds), as these may be prioritized over domestic requirements. Household-level multiuse water systems, aimed at addressing both productive and domestic water needs, may be seen as contributing to both IR 1.2 and IR 1.4.

Other nutrition-sensitive approaches to improved nutrition practices include family planning messaging, nutrition training in schools, and home and school kitchen gardens.

Although not always possible in emergency contexts, IR 1.2 activities aimed at achieving change and/or increasing demand for services at an individual or household level should be implemented through or in partnership with those existing institutions ultimately responsible for reinforcing positive behaviors and providing services. Often, this will require supporting activities designed to strengthen the capacity of existing nutrition and health institutions (IR 2.2) and/or social protection systems (IR 2.1) that include nutrition support for mothers, infants, and young children.

Under IR 1.2, FFP will:

- Support formative research to better understand cultural, social, and physical opportunities and/or barriers to be addressed to inform the best SBC approach in any given context.
- Partner with USAID GH and BFS to ensure cross-fertilization of knowledge and learning. USAID’s Multi-Sectoral Nutrition Strategy Technical Briefs are providing a good start.
- Encourage a shift from ration-based incentives to locally sustainable approaches to better feeding practices and filling nutrient gaps for pregnant and lactating women and children 6–23 months. This would include the promotion of locally produced and/or affordable nutrient-dense complementary foods.
- Work with partners to strengthen WASH programming, including incorporating emerging evidence around environmental enteropathy.
- Promote an increased focus on healthy timing and spacing of pregnancies.
- Explore approaches to improving nutrition in adolescent girls.
- Ensure that theories of change address sustainable reductions in acute and chronic malnutrition

IR 1.3: Natural Resource and Environmental Risk Management Capacities Improved

In both emergency and development contexts, FFP programs work with communities battling increasing pressure on land and water resources, climate variability, and repeated climate shocks. Continued climate change will further increase uncertainty and exacerbate weather-related disasters, drought, loss of biodiversity, and land and water scarcity, with impacts affecting all aspects of household and community well-being. In this context, the sustainable use and management of natural resources becomes a necessary component of household and community risk management and adaptive capacity, as well as an investment in resilient and sustainable livelihoods. IR 1.3 addresses approaches to knowledge, skill, and technology transfer that will facilitate appropriate and sustainable use of natural resources, and enable individuals and households to adopt positive adaptive responses to environmental risks.

Efforts under this IR will be directly linked to IR 1.4, supporting livelihood strengthening in agriculture, livestock, and fisheries and aquaculture, as well as IR 2.3 through approaches that integrate the management of land, water, and living resources and that promote conservation and the equitable and sustainable use of natural resources.

FFP partners employ a wide range of approaches that contribute to this IR at a household and community level. These range from increasing early awareness of and appropriate response to environmental threats to protecting and strengthening the environment through activities like water catchment and storage, pasture regeneration, tree planting, soil improvement, and other conservation measures.

Enabling appropriate actions, and the individual and household behaviors and skills to accompany them, requires an understanding of local and traditional coping mechanisms, social and economic incentives, and potential disincentives that could affect uptake. For example, a national policy that prevents private ownership of trees could act as a potential disincentive to a farmer's uptake of a strategy that encourages him to plant or protect trees on his land. In fact, land and resource tenure constraints, whether formal or informal, can pose significant challenges to positive change at a household level under this IR. Wherever possible, constraints and capacities at this level should be addressed through local systems, with FFP partners focusing on strengthening the system itself (see SO 2).

Under IR 1.3, FFP will:

- Identify opportunities for natural resource and environmental management in emergency response (for example, food or cash for assets activities) where appropriate and in development programs located in areas of recurrent shocks to mitigate the impact of future shocks.
- Identify and disseminate examples of economic incentives for natural resource management uptake.
- Ensure that environmental risk management for context-specific predictable shocks (like drought) is included in development programs' theories of change.
- Work with communities to increase awareness and understanding of current and potential shocks and their impacts—recognized (e.g., cyclic drought), unrecognized (e.g., a stressor like land degradation), and future (e.g., increasing temperatures associated with climate change).

Accelerating environmental degradation

is eroding the natural asset base of poor rural people. About one billion extremely poor people, out of 1.4 billion, live in rural areas and about three quarters of them are dependent on agriculture and its related activities for their livelihoods.... They are in the front line of climate change impacts; the ecosystems and biodiversity on which they rely are increasingly degraded; their access to suitable agricultural land is declining in both quantity and quality; their forest resources are increasingly restricted and degraded; they produce on typically marginal rainfed land, with increased water scarcity; energy and agricultural input prices are on a rising long-term trend; and declining fish and marine resources threaten essential sources of income and nutrition.

IFAD. 2012. *Environment and natural resource management: Resilient livelihoods through the sustainable use of natural assets.*

- Increase cross-learning with USAID’s Office of Economic Growth, Education, and Environment in the area of natural resource management and climate change.
- Partner with USAID’s Resilience Center to share learning and best practice emerging from natural resource management programming in USAID’s Resilience Focus Countries.
- Explore opportunities for joint disaster risk reduction programming with OFDA.
- Work with partners to strengthen approaches identifying and mitigating conflict risk related to the ownership or use of natural resources.
- Work with partners to increase understanding of the gender dynamics influencing the management of natural resources.

IR 1.4: On and Off-Farm Livelihood Opportunities and Incomes Expanded

The ability to meet basic needs, accumulate assets, manage through shocks, and thrive is dependent on an individual’s or household’s ability to engage in productive, sustainable livelihood activities. The large majority of the populations served by FFP are dependent on agriculture (including agro-pastoralism and pastoralism) for their livelihoods. They often face numerous livelihood constraints, including deficits in labor, land, education, and skills. They are sometimes geographically isolated, lacking access to markets and the services required to support a healthy and productive life. The impacts of rapid population growth, climate change, and increasing pressure on natural resources are forcing households out of agriculture. Female-headed households and, increasingly, youth are particularly vulnerable in this regard, as they may face additional constraints to accessing/owning land or livestock. Internally displaced and refugee populations face additional constraints, including restriction of movement, as well as restrictions to the right to education and jobs. IR 1.4 activities undertaken with populations facing these constraints should be a part of a broader strategy of advocacy and protection (IR 2.1 and CC IR 3).

IR 1.4 aims to increase the asset and income base of vulnerable households through improving individual and household knowledge and capacity to strengthen and/or diversify the livelihoods in which they engage.

Increasing access to knowledge, supporting entrepreneurship, and creating demand for and adoption of new technologies and practices is at the heart of this IR. Skills building can occur in the context of direct capacity strengthening efforts, such as food or cash for training, which provides consumption support while also building necessary vocational, literacy, financial literacy, business planning, and labor-specific skills. Creating demand and increasing readiness to adopt new approaches can be carried out through behavior change or peer learning efforts, such as farmer field schools, demonstration pilots, or champion approaches, which seek to link more-marginalized households with market-ready actors that can serve as models of positive practices.

FFP partners are increasingly using market-based approaches to increase household resilience and earning potential. This strategy commits FFP to align its development programs with other FTF/GFSI efforts when opportunities for “push-pull” livelihood synergies exist. In this model, IR 1.4 interventions focus on the “push,” with IR 2.4 and FTF policy, market, and technology interventions strengthening the “pull.” This may mean that a FFP activity focuses on the start of a value chain—assisting producers to improve the quality of their production, for example, so that they can sell to aggregators participating in an FTF/GFSI market development activity or that a FFP activity facilitates the development of small farmers/producers associations, helping them find their voice in larger associations capable of representing their needs at a national level (IR 2.4). In both these examples, the “push-pull” dynamic can be seen as linking IR 1.4 interventions to the systems capable of incentivizing and sustaining them.

Strengthening and/or diversifying livelihoods not only serves to increase assets and income, it helps households manage risk. Increasingly, livelihood strengthening is taking into account “livelihood independence” to ensure that diversification results in income sources that are not vulnerable to the same hazards. A good example of this is occurring spontaneously in pastoral communities, with families sending one or more children for higher education and jobs that are completely independent of livestock herding. These family members send income back and act as safety valves to the household’s economic dependence on livestock. But livelihood independence does not always mean diversification away from agriculture; it may be diversifying production to protect a household from poor performance of its primary source of income (e.g., off-cycle cash crops, small livestock, fodder production). And where work migration is a prevalent diversification strategy for poorer households, FFP partners must also consider approaches that increase its safety and value, as well as mitigate its impacts on those left behind.

Understanding the on- or off-farm approaches that households are already using to diversify their incomes and manage risk is the first step in increasing their options. Identifying these options should include consideration of market demand (so that investments in training, knowledge sharing, and behavior change will be productive) and the perceptions and preferences of local communities (so that the value added of these activities is clearly recognized and sustainable after the project ends). Additional examples already employed in FFP programs include improving household access and use of market information, practicing conservation and climate-smart agriculture practices (including drip irrigation and multiuse water systems), increasing household savings, and promoting the uptake of promising services like index-based insurance.

Under IR 1.4, FFP will:

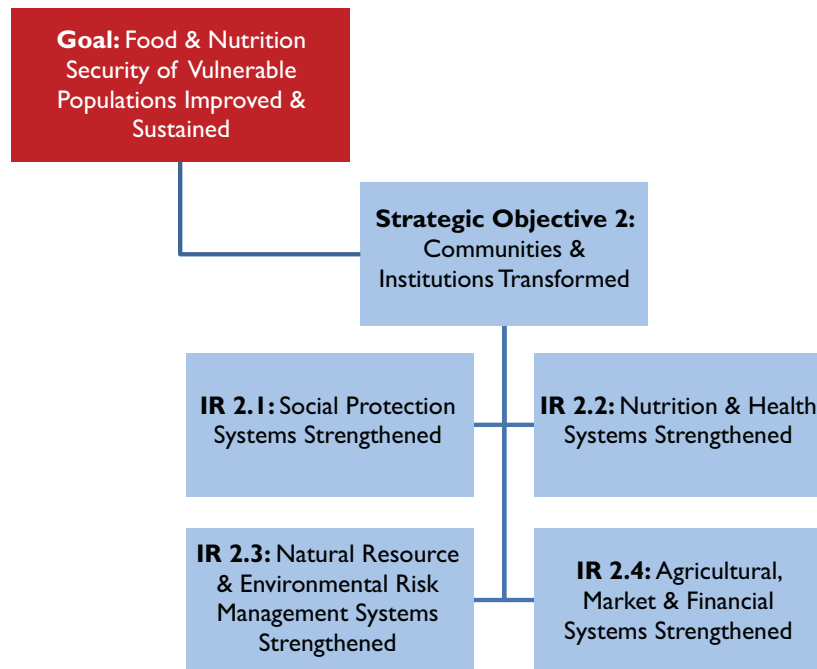
- Continue to gather learning and evidence about fostering resilient and productive on- and off-farm livelihoods, with greater attention to labor migration.
- Increase FFP’s understanding of non-farm producer livelihoods (pastoral, forest-based, coastal/fluvial fishing, etc.).

- Partner with BFS and USAID’s Resilience Center to share learning and best practices emerging from climate-smart agriculture programming in FTF/GFSI and USAID’s resilience priority countries.
- Support programs with theories of change that clearly link livelihood strengthening to both increased incomes and improved nutritional outcomes and that identify the motivations, capacities, resources, and linkages required for sustainability after program exit.
- Work with other development and relief actors to identify cost-efficient ways to strengthen the livelihoods of vulnerable internally displaced persons, refugees, and returnees, in protracted crises or recovery settings.
- Develop “push-pull” strategies that leverage FTF/GFSS investments in food security and/or resilience focus countries. In non-focus countries, look for similar opportunities to facilitate sustainable market-based strategies. This includes documenting what has been successful and what has not, and engaging in staff training to facilitate productive linkages.
- Explore ways to facilitate a successful “push-pull” system of rural-urban migration through appropriate vocational training (IR 1.4) with deliberate linkage to urban opportunities (SO 2).
- Prioritize approaches that increase life skills and livelihood opportunities for women and youth.



Aquaculture in Bangladesh. USAID

SO 2 Intermediate Results



IR 2.1: Social Protection Systems Strengthened

Economic, climatic, health, and political shocks and stressors can devastate lives and livelihoods and erode traditional support mechanisms and social networks that serve as community safety nets. The lack of systems that help countries manage risk can result in harmful coping mechanisms at the household level (e.g., selling off of productive assets) up to the national level (e.g., implementing food export bans or unsustainable subsidies). Effective social protection systems are risk management systems—they can provide governments an alternative to harmful policies, like food export bans, and help households and communities manage through shocks without resorting to harmful coping mechanisms that undermine future well-being. The most effective systems are capable of mitigating shocks that are covariate (affecting many households simultaneously), as well as idiosyncratic (affecting households independently). The use of external emergency assistance to meet predictable or chronic needs is both a symptom and an outcome of the lack of effective social protection.

For the purposes of this strategy, FFP adopts a definition of “transformational” social protection put forward by Stephen Devereux and Rachel Sabates-Wheeler:

Social protection describes all public and private initiatives that provide income or consumption transfers to the poor, protect the vulnerable against livelihood risks, and enhance the social status and rights of the marginalized; with the overall objective of reducing the economic and social vulnerability of poor, vulnerable and marginalized groups.⁶⁸

Rather than simply a source of welfare, social protection aims to:

- Provide relief from deprivation for the chronically poor to ensure that those who cannot otherwise cope will survive (Protection).
- Reduce the effects of shocks on and enable greater risk-taking for vulnerable populations at risk of falling into poverty (Prevention).
- Enhance livelihoods and other capabilities to allow dynamic positive change that reduces vulnerability and increases resilience (Promotion).

FFP partners will recognize both their emergency activities and their integrated development activities in this definition, but IR 2.1 poses a clear challenge in its focus on local and national systems: IR 2.1 focuses on *building and/or strengthening the capacities of local and national systems and institutions* engaged in the protection of lives and livelihoods, the prevention of negative impacts on households exposed to shocks, and the promotion of strategies that increase resilience and link the poor to economic opportunity.

The linkage between this IR 2.1 and SO 1’s IRs is clear, with IR 2.1 creating and/or strengthening the capacities of local institutions capable of providing relief, reducing or mitigating the impacts of shocks, and strengthening livelihoods. And because this IR is fundamentally about strengthening the systems charged with assisting those least likely to participate in the political decisions that affect them, CC IR 3—social accountability of institutions strengthened—has a particularly significant role to play in achieving positive change under IR 2.1.

Often there is no one institution acting in this space; rather, a network of actors and institutions—governmental, nongovernmental, religious—make up an ad hoc system of safety nets (formal or informal systems that provide the transfer of cash or in-kind resources to poor and vulnerable households). FFP development programs and even some emergency operations may contribute to this ad hoc system. Some provide unconditional transfers and others provide conditional transfers of food, cash, or food vouchers in exchange for work intended to create productive community assets. Some of these programs also “crowd in” training, financial

⁶⁸ Devereux and Sabates-Wheeler. 2004.

services, and other investments aimed at creating more deliberate pathways out of poverty. But all too often, ad hoc safety net interventions are implemented as parallel efforts, disconnected from each other and at risk of undermining traditional systems and/or fledgling local or national social protection efforts.

IR 2.1 is about shifting from ad hoc social protection (and particularly safety net) approaches to more-sustainable approaches. At a community level, FFP programs' best role may be supporting local actors and institutions engaged in formal or informal systems of social protection and increasing coordination between the various actors to create a more organized and predictable system of coverage. This could be possible even in the context of implementing IR 1.1. At a national level, in countries like Ethiopia, Haiti, and Kenya, FFP and its partners are working with the national government and other donors to move from project-based approaches to more-formalized safety net systems capable of smoothing food consumption, improving nutrition, reducing vulnerability, promoting more-productive livelihoods, *and* flexing to respond to emergency needs.

While safety nets are a focus of this IR, as noted above, many FFP activities may contribute to country-owned social protection efforts. Targeted vocational training and adult literacy, for example, or home-grown school feeding are examples of activities that, if strengthening the capacities of local institutions, would contribute to IR 2.1. Interestingly, the increasing use of electronic transfer mechanisms to deliver assistance under IR 1.1 may lay the foundation for accelerated progress under IR 2.1, offering an established platform for the delivery of a variety of goods and services to the same households. This strategy calls for more-deliberate learning in this area and increasing FFP staff capacity to participate in discussions around the design and financing of country-owned social protection efforts.

The Government of Ethiopia has reduced poverty through the direct transfers provided in the Productive Safety Net Program (PSNP) established in 2005. The PSNP comprised 1 percent of GDP in 2010/11, and it is the largest safety net program in sub-Saharan Africa. The immediate direct effect of transfers provided to rural households in the PSNP has reduced the national poverty rate by two percentage points. The PSNP has also had an effect on poverty reduction above and beyond the direct impact of transfers on poverty. PSNP transfers have been shown to increase agricultural input-use among some beneficiaries thereby supporting agricultural growth.

World Bank. 2014.
Ethiopia Poverty Assessment.

Under IR 2.1, FFP will:

- Assess the extent to which FFP’s emergency and development programs are strengthening existing safety net systems and identify opportunities and constraints in this area.
- Advance opportunities offered by electronic cash transfers to create more-formalized safety net systems.
- Increase staff knowledge and understanding in the area of safety nets, through training and/or other courses and learning opportunities; expand focus to include urban safety nets and their potential use during emergency response in urban contexts.
- Work with USAID’s Resilience Center to increase USAID engagement and awareness of the importance of social protection to poverty reduction efforts.
- Work to increase the relevance and contribution of both emergency and development programs to country-owned protection, prevention, and promotion efforts.
- Work to identify and document the multiplier effects of effective programming in this area.

IR 2.2: Nutrition and Health Systems Strengthened

To improve nutrition it is fundamental that families have access to strong nutrition and health services, including WASH, that both support and reinforce nutrition-specific and nutrition-sensitive activities and behaviors promoted at a community and a household level. In addition, nutrition and health systems should be able to surge in the event of disease outbreaks or the emergence of hotspots of acute malnutrition—capitalizing on community structures already in place.

Much time and effort has been invested by FFP partners in creating capacity at a community level to deliver basic nutrition and health information and services; however, linking these structures up to national health systems remains a challenge.

IR 2.2 calls for increased attention to strengthening the linkages between community-based institutions (mothers groups, community-based health workers, etc.) and local and national health and nutrition service institutions, and increasing capacity at all levels, with the aim of creating a more coherent and effective system for health and nutrition services delivery.

In many of the contexts in which FFP works, health workers in the formal system are unable to provide the coverage and care that populations need and demand. However, while there are many actions that can take place at the community and family levels (e.g., SBC for improved nutrition practices and health-seeking behaviors), there needs to be an institutional response for training, supporting, supervising, and incentivizing community outreach workers in addition to providing them with the supplies that they may need for community case management or surveillance for acute malnutrition. There also needs to be institution-based health care services for antenatal care, partum and post-partum services, and family planning services that will

support the community-based delivery of the appropriate services. The same is true for nutrition-sensitive WASH services, whether it is increasing community access to safe water or undertaking community-wide sanitation campaigns. Partners have sometimes “stepped in” to fill gaps and supply the support required at a community level, but they have found it difficult to identify exit strategies that result in sustainability.

Luckily, initiatives like SUN have brought a focus to this issue, and the majority of countries in which FFP works have plans to strengthen national health and nutrition systems and to increase both the quality and coverage of their services. These plans can provide an entry point to partners looking to strengthen the capacity and accountability of local institutions responsible for increasing community-level access to services.

Approaches currently being used by partners that are consistent with this IR include promoting the integrated management of childhood illness model (including nutrition assessment and counseling), working with local and national governments to develop appropriate training materials for community health workers (CHWs), conducting training-of-trainers with health workers supervising CHWs, exploring CHW certification, and introducing fee-for-service models to replace ad hoc incentives for CHWs. WASH activities contributing to this IR that partners have undertaken include the development of water infrastructure (including multiuse water systems) and sanitation services that are supported by users groups and/or fee-for-service and the provision of training and training materials for national and local hygiene and sanitation campaigns. There is significant room for learning in this IR.



A community health worker uses a mid-upper arm circumference tape to check for severe acute malnutrition in Madagascar. Jennifer Peterson / Catholic Relief Services

Under IR 2.2, FFP will:

- Work with partners to develop and disseminate case studies of sustainable models for health extension, including community-based veterinary worker models that may be able to inform health and nutrition extension workers.
- Promote greater integration between community-based approaches to preventing chronic malnutrition and managing and treating acute malnutrition.
- Partner with GH to identify innovative approaches to building the capacities of local health and nutrition systems.
- Institutionalize the comprehensive assessment and counseling for healthy growth in children under 5 years of age (e.g., weight-for-height, height-for-age, cognitive development/milestones).
- Support/facilitate quality improvement processes that are “owned” by local health service providers and discussed with community members
- Increase FFP’s learning about effective, community-owned WASH interventions.

IR 2.3: Natural Resource and Environmental Risk Management Systems Strengthened

Ensuring food security and sustainable rural livelihoods now and in the future will require the responsible management of natural resources and environmental risks—including those posed by climate change. Climate change is increasing the frequency and intensity of shocks like floods and droughts and decreasing access to the land and water a burgeoning global population requires to thrive. The U.N. estimates that without considerable efforts to improve people’s climate resilience, the risk of hunger and malnutrition could increase by up to 20 percent by 2050.⁶⁹

IR 2.3 focuses on identifying, supporting, and strengthening those systems charged with protecting or improving the natural resource base, as well as assisting households and communities to anticipate, respond, and adapt to climate shocks and change.

Strengthening systems that contribute to the sustainable and equitable management of natural resources, as well as the management of risks associated with those resources, begins with understanding the political economy underpinning the ownership and use of—and conflict over—natural resources in the community. It also requires an understanding of the current and/or likely impacts of climate change in a project area, as well as an understanding of how those impacts are perceived by the communities that they are likely to affect.

There may be both formal (government) and informal (customary) systems governing the use of land, water, and other natural resources. This is often the case in pastoral societies, which are dependent on a communal understanding of pasture and water rights that are unlikely to be

⁶⁹ WFP. 2016. “Climate Change: How Climate Change Affects Hunger.” Available at: <http://www.wfp.org/climate-change>.

recognized by formal systems of tenure. Climate change impacts can exacerbate the tensions that already exist in this context, but they may also help catalyze positive change—as evidenced in efforts like the communal pasture management fostered by the National Rangeland Trust and other organizations in Kenya, and community-based watershed rehabilitation undertaken as part of the Ethiopian government’s Productive Safety Net Program (PSNP).

The WFP and other FFP partners are increasingly partnering with national institutions charged with rural and agriculture development, natural resource management, fisheries and livestock, etc. to implement community-based natural resource management through food assistance (food or cash) for assets. These activities may address a variety of issues—from reducing disaster risk to increasing land productivity to attracting/preserving wildlife—but all contribute to strengthening community resilience. The sustainability of these investments most often depends on a planned system for funding maintenance and, depending on the asset, linkage back to an institution capable of providing technical assistance when required. IR 2.3 focuses on these elements of sustainability. Whether entirely in the hands of the community or linked to a formal institution, the incentives and resources necessary to maintain a community asset are part of the system that will sustain it. The lack of such systems is visible in rusted irrigation pumps, failed mangrove plantations, abandoned bore wells, eroded dikes, and silted-in fish ponds around the world.

Conflict and weather early warning systems make up another area of work that FFP partners may undertake as part of IR 2.3. Community-based early warning initiatives encounter some of the same sustainability challenges that community asset building does, and, in general, deliberate linkage to and strengthening of local and national institutions engaged in disaster risk management efforts

Tree Tenure and Farmer-Managed Natural Regeneration in Niger

Beginning with the French colonial government, farmers in Niger were discouraged from maintaining valuable trees on their property by a series of laws and regulations that made all trees state property and penalized tree felling and pruning on farms. With little incentive to invest in the protection and management of on-farm trees, farmers continued to clear new fields and overcut the remaining areas of fallow and uncultivated brush land, denuding upland watersheds and reducing soil fertility and yields. When tenure policies were reformed, farmers began allowing young seedlings and tree stumps in their fields to regrow—producing food, fodder, fuelwood, and other goods. In the past several decades, farmers have “re-greened” 5 million hectares using “farmer-managed natural regeneration.” This has increased agricultural productivity, incomes, and food security, benefiting 4.5 million people. The success of Niger’s tenure and institutional reforms—through both formal and informal mechanisms—was aided by international donor and NGO support.

Stickler, M. Mercedes. 2012. *Rights to Trees and Livelihoods in Niger*.

should be the focus of efforts under this IR. FFP partners have supported early warning systems development for floods and landslides in Asia and Latin America and for livestock-based conflict and drought-cycle management in the Horn of Africa. Facilitating collaboration between formal and traditional actors has been at the heart of these initiatives and is seen as imperative for the success of conflict early warning and mitigation, as well as dispute resolution. Newer efforts include engaging communities in climate change surveillance—increasing their ability to understand and plan for climate change impacts.

Another expanding area of endeavor that partners are experimenting with under this IR is weather-based and index-based crop/livestock insurance. Closely linked to IR 2.4 and potentially IR 2.1, increasing access to this kind of financial service specifically aims to reduce the impacts of environmental risk on vulnerable farming and herding households. USAID has supported several pilots—including through FFP development programs—yet the commercial viability of weather insurance in extremely poor populations is challenging, and this is an area where much remains to be learned.⁷⁰

Under IR 2.3, FFP will:

- Leverage expertise in other USAID offices to strengthen environmental and climate risk assessment in FFP development programs to better equip partners for advocacy, facilitation, and institutional support in this sector and increase opportunities for partners to share their experience and learning in these areas with USAID.
- Improve the quality of all food for assets programming by supporting local institutional ownership and systems for maintenance.
- Work closely with USAID’s Resilience Center to share lessons emerging from resilience efforts in the Horn and Sahel, including drought-cycle management, natural resource-driven conflict early warning and mitigation, and other environmental risk and natural resource management systems.
- Coordinate with BFS to identify opportunities to expand index-based crop and livestock insurance where appropriate.
- Explore opportunities for joint disaster risk reduction programming with OFDA.

IR 2.4: Agricultural, Market, and Financial Systems Strengthened

The extreme poor rely largely on markets for their livelihoods and for the continued availability of and access to food, agricultural inputs, and other needed goods and services. But they often face constraints that limit their ability to participate profitably in market systems, and this affects their prospects for food security. These constraints are often interdependent:

⁷⁰ More information about the Index-Based Livestock Insurance learning program can be found at <https://ibli.ilri.org/index>

geographic remoteness; lack of access to credit, resources, and knowledge; and, in many cases, restrictive or prohibitive social norms.

IR 2.4 addresses systemic constraints affecting vulnerable communities' access to effective agricultural, market, and financial systems.

While BFS's FTF/GFSI investments lead USAID's efforts to transform agricultural markets and services, FFP partners have a significant role in addressing specific constraints to market and service access for extremely poor communities. At a basic level, FFP partner activities that strengthen agriculture extension services, or support the creation of productive community assets like roads or irrigation systems, can work to overcome key input and market constraints for the most poor, especially when guided by a clear theory of change. Roads, for example, can increase access to markets for both farm and non-farm labor, reducing transaction costs and opening the door to new opportunities. Roads also bring greater access to services, education, credit, and other factors that enable transformative participation in market activities.

In addition to addressing infrastructure constraints, FFP partners are exploring more-direct approaches to market system strengthening as part of their value chain development activities. Creating "vertical linkages," working with new private sector actors, and raising their awareness of the market potential of lower-resource communities can encourage their entry into formerly isolated communities and create new rural-urban market linkages with spillover effects for both on- and off-farm livelihoods.

While strengthening public sector agriculture extension systems at a local level continues to be a focus of partners, facilitating the engagement of private sector actors can bring new sources of credit, technologies, and supplies of needed inputs and services, creating new opportunities for vulnerable populations through improved availability of business loans, productivity-enhancing farm inputs, mobile phone technologies that increase access to market information, and veterinary drug supplies and services. Bringing in new actors also opens up competition, reducing prices of inputs and services brought into the community, while increasing the negotiating power of local producers.

Partners are also strengthening "horizontal linkages," such as village savings and loan associations, rotating credit groups, producer groups, and marketing cooperatives. These groups enable information sharing about lessons learned, the relative risks of new opportunities, fair and unfair trade practices, and competitive pricing. Such groups also allow both farm and non-farm producers to share assets and risks, and together take advantage of economies of scale and negotiating power to gain better access to financial services, new markets, and favorable pricing or terms. For the sustainability of efforts undertaken at a community level, it is important that implementers act as facilitators and catalysts in the creation or strengthening of such groups, allowing their formation and growth to occur independently.

In both emergency and development contexts, understanding how to protect and/or strengthen market access as part of either the procurement process (e.g., local and regional procurement, cash, and vouchers) or the program activity design (e.g., market information, early warning, and commercial de-stocking) will help prevent unintended market impacts and contribute to more-sustainable market linkages. And, similar to its potential contribution to IR 2.1, another opportunity to explore under this IR stems from FFP’s emergency programming and the increasing use of electronic transfer mechanisms. Systems that link vulnerable households to financial institutions through the use of debit cards, for example, may serve to jump start their access to savings and credit.

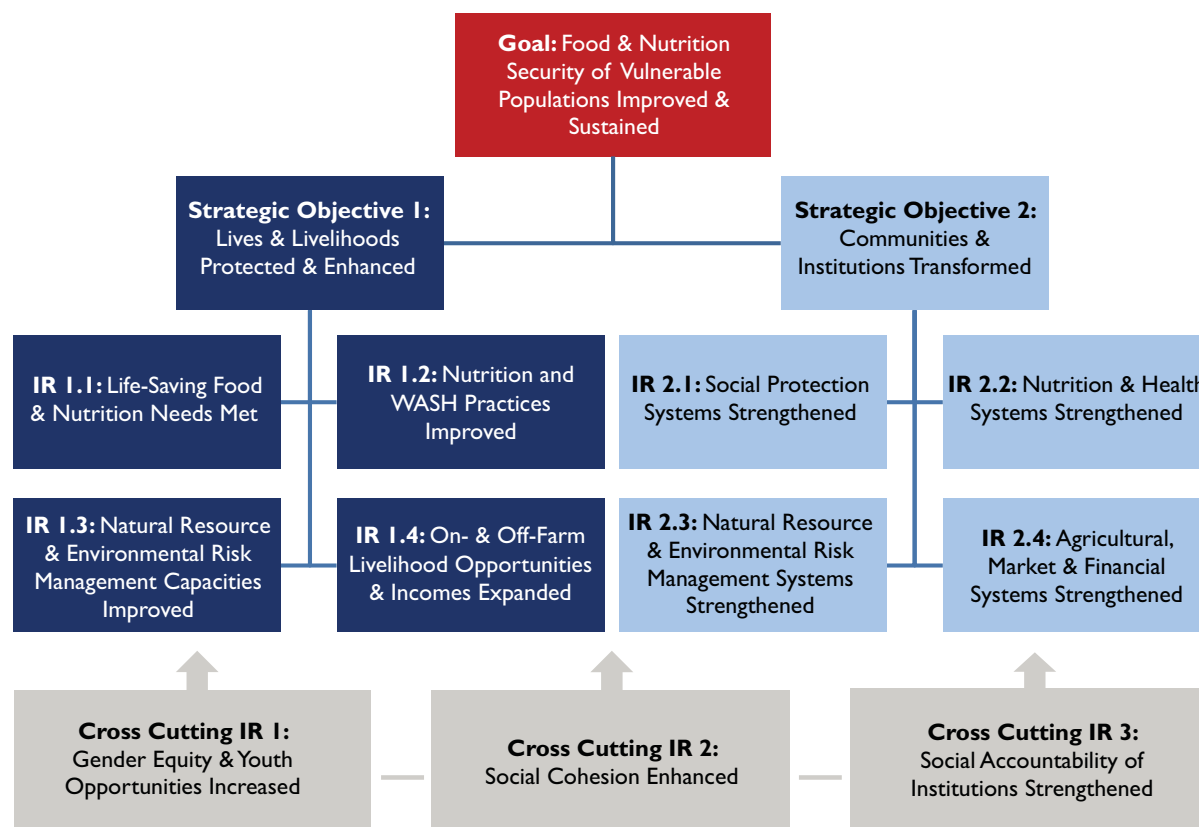


Peppers and bitterball for sale at a market in Margibi, Liberia. USAID

Under IR 2.4, FFP will:

- Work with partners to consolidate and disseminate experience and learning in the areas of market facilitation, financial services, and public-private partnerships, including village savings and loans, microcredit institutions, and commercial banks.
- Partner with BFS to link community-based productivity investments to existing extension, value chain, and market-systems strengthening efforts (“push-pull” model) and to learn from the Bureau’s ongoing work on women or youth and market participation.
- Support theories of change that address effective participation in markets as a driver for increased food and nutrition security and economic well-being.
- Work with partners to identify successful models of sustainable, affordable private sector extension services.
- Leverage the potential of electronic transfers to jump start increased access to financial services.
- Explore opportunities to leverage investment/activity in the area of energy services (e.g., Power Africa).

7.4 Cross-Cutting Intermediate Results



Three CC IRs underpin SO 1 and SO 2. They are intended to bring focus and clarity to the potential of FFP partners to positively influence the environment in which their programs are implemented by supporting the empowerment of women and youth, enhancing social cohesion, and strengthening social accountability. Each CC IR reflects the real experience of FFP and its partners. And each challenges FFP to hold itself directly accountable for achieving positive change in an area that the office has not previously attempted to measure. Work under these CC IRs should support or complement activities implemented under other IRs; however, stand-alone activities under one or more of the CC IRs may also be considered necessary to achieve a partner’s theory of change.

CC IR 1: Gender Equity and Youth Opportunities Increased

CC IR 1 operationalizes FFP’s and its partners’ commitment to reducing gender disparities and to supporting female and youth empowerment to accelerate gains in food and nutrition security. It builds on prior learning that calls for the engagement of men, boys, and other household members who influence gender relations, and challenges partners to ensure that

their theories of change reflect the role of women and youth in achieving sustainable and positive change in their communities.

While FFP partners have long been focused on the issue of gender equity and women’s empowerment, CC IR I calls for an increased commitment to closing the gap between men and women in terms of their access to the knowledge, services, and assets required for productive livelihood, necessitating new approaches to addressing women’s time-poverty while respecting the roles that perpetuate it. It appeals for a greater awareness of intra-household gender and generational dynamics. CC IR I also calls for a focus on the protection needs of displaced women and youth to ensure that FFP’s food assistance programs not only do not exacerbate GBV, but leverage opportunities to reduce it. In addition, it calls for more attention to engaging youth in agriculture and to addressing the challenge of female and youth illiteracy and the lack of remedial education and vocational training opportunities. Such opportunities can break the intergenerational transfer of poverty and provide productive alternatives for youth exposed to criminal gangs, civil conflict, violent extremism, etc.



A young girl holds an onion plant on a farm in Madagascar. Catholic Relief Services

These challenges are not new for FFP partners, but a deliberate focus on them as part of FFP food security programming will figure significantly in FFP’s learning agenda.

As a CC IR, activities under CC IR I may support those implemented under any other IR. Examples of relevant activities include developing or strengthening women or youth entrepreneur groups, integrating basic literacy and life skills into mothers’ and/or youth group activities, training CHWs to recognize and refer GBV victims, conducting peer counselor training or peer tutoring, establishing or strengthening youth associations and youth development programs, and establishing or strengthening systems for mentoring and apprenticeship.

Under CC IR I, FFP will:

- Continue to work with partners to strengthen gender analysis in both development and emergency contexts.
- More explicitly focus on time-poverty of women and how children are cared for when women are engaged in FFP-funded food security activities.

- Ensure that partners consider constraints to access to and/or use of family planning and other health services during project sustainability analysis and the development of theories of change.
- Work with partners to increase dialogue and learning around youth programming, including activities aimed at keeping youth (and particularly girls) in school until age 18.
- Increase coordination with BFS to ensure FFP-supported programs identify and disseminate best practices in supporting women and youth in agriculture.
- Work with OFDA, PRM, WFP, and other partners to ensure that food assistance activities contribute to more-effective protection of women and youth in displaced and refugee populations.
- Ensure that gender analyses include the assessment of the prevalence of GBV and its drivers, and work with partners to determine how food security efforts can contribute to its mitigation and/or prevention.
- Increase coordination with USAID’s Office of Economic Growth, Education, and Environment; USAID’s Office of Conflict Management and Mitigation (CMM), USAID’s Center of Excellence on Democracy, Human Rights and Governance, and USAID’s Office of Transition Initiatives to increase knowledge sharing and ensure that FFP country-specific information for development programming reflects the opportunities and constraints faced by youth in areas targeted for food security interventions.

CC IR 2: Social Cohesion Enhanced

Social cohesion may be thought of as “the willingness of members of a society to cooperate with each other in order to survive and prosper.”⁷¹ Social cohesion underpins a community’s resilience to climatic, economic, and political shocks. At the heart of social cohesion is trust. FFP community-based interventions have significant potential to influence this trust—or “glue” as the Organisation for Economic Co-operation and Development (OECD) calls it—whether deliberately or inadvertently. This CC IR calls for partners not only to recognize this potential, but to deliberately harness it to enhance social cohesion in and between the communities that they serve, accelerating the achievement and increasing the sustainability of gains made under SO 1 and SO 2.

Concretely, this means understanding an area’s potential social, political, and economic fault lines, as well as linkages within and between communities; identifying shared priorities that can be used to bridge differences; and reinforcing the social capital and trust that is created in the process. Facilitating connections between ethnic or religious groups in producers associations, village savings and loans, or mothers’ groups; celebrating cultural similarities and differences as part of literacy or vocational training, radio programming, etc.; or leveraging the equalizing

⁷¹ Stanley, Dick. 2003. “What Do We Know about Social Cohesion: The Research Perspective of the Federal Government’s Social Cohesion Research Network.” *Canadian Journal of Sociology*. 28(1): 5–17.

power of sports for youth are examples of opportunities to strengthen social inclusion, social capital, and social mobility—the building blocks of social cohesion. In fragile or emergency contexts, supporting social cohesion may call for helping normally cohesive communities identify and address fault lines caused by stress and anger (e.g., an uptick in GBV). Such work can also support the efforts of local institutions to address the emergency needs of the communities they serve, or facilitating inclusive community dialogue around issues of common concern (e.g., youth unemployment) to build a common understanding and identify options to address it. The linkages between social cohesion, social accountability, and female and youth empowerment are clear.

A cohesive society is one where people are protected against life risks, trust their neighbors and the institutions of the state and can work towards a better future for themselves and their families. Fostering social cohesion is about striving for greater inclusiveness, more civic participation and creating opportunities for upward mobility. It is the glue that holds society together.

OECD. 2011. *Perspectives on Global Development 2012: Social Cohesion in a Shifting World*. Paris: OECD Publishing.

Under CC IR 2, FFP will:

- Increase staff awareness of the importance of social cohesion, and work with CMM, USAID’s Office of Transition Initiatives, the Resilience Center, and partners to identify and disseminate current thinking and best practice in this area.
- Look for windows of opportunity for longer-term investment in fragile contexts in concert with BFS and other FTF/GFSI partners.
- Work with partners to identify and learn from social cohesion efforts in non-FFP-supported programs that could be applied to food assistance programming.
- Further research and learning around social cohesion and positive change in food security and other measures of well-being, including partnering with the Resilience Center to better understand how to monitor and evaluate social cohesion efforts.

CC IR 3: Social Accountability of Institutions Strengthened

Effective and equitable institutions ensure that critical services reach those who need them most. Access to education and health services, public and private extension services, financial services, and social protection are all critical to improvements in food and nutrition security in the developing world. Yet access to these services is limited, particularly in rural areas marginalized by geographic or socio-political factors. Increasing social accountability is an approach to systems strengthening that aims to increase inclusion and create demand among vulnerable communities and to stimulate responsiveness and accountability from service providers. Social accountability (or its absence) is a characteristic of all service delivery,

whether services are provided directly through national governments, the private sector, civil society organizations, or, when services are otherwise absent, through FFP’s implementing partners themselves.

CC IR 3 challenges FFP and its partners to recognize and leverage opportunities to build trust and transparency between vulnerable communities and the institutions on which they depend. These opportunities exist in all of the IRs discussed above but often require efforts above and beyond the thematically focused IRs to strengthen trust, transparency, and responsiveness in the local system more broadly.

USAID’s Center of Excellence on Democracy, Human Rights, and Governance describes social accountability through the “PITA Principles”:

- **Participation** ensures that community members, including the most vulnerable, have the opportunity to participate in decision making and feedback on community needs, desired services, and any issues regarding quality or access.
- **Inclusion** ensures that interventions promote equity of opportunity and access to public goods and services for all citizens, especially for vulnerable populations and minority and marginalized groups.
- **Transparency** ensures the availability of information so that community members can understand how and why decisions about service provision were made, how to access services, and how to provide feedback on the quality.
- **Accountability** ensures that service providers are incentivized to provide, and are held responsible for, the availability, quality, and responsiveness of services, along with equity of access.

Social accountability is a product of demand and supply. On the demand side, households and communities must gain skills to understand and advocate for the services they require to improve their food security and well-being. This should be considered part and parcel of the work carried out under SO 1, as well as with the community groups and associations supported under SO 2. On the supply side, local institutions require the skills and capacities to assess needs, plan and budget for inclusive responses, and advocate for resources—part of the systems strengthening that is at the heart of SO 2. Work carried out under CC IR 2 may be linked specifically to efforts undertaken under IRs 1.1–1.4 and IRs 2.1–2.4, or to work under the other CC IRs. In all cases, understanding local power dynamics and mitigating the physical, social, economic, and time barriers that so often hinder the participation of vulnerable households and communities will underpin effective, facilitative approaches.

In FFP’s development programming, the supply and demand of social accountability can help ensure the sustainability of activities and impacts long after a project ends. Facilitating community-based processes for the identification of opportunities, constraints, and resources; strengthening planning and budgeting; establishing individual and community feedback

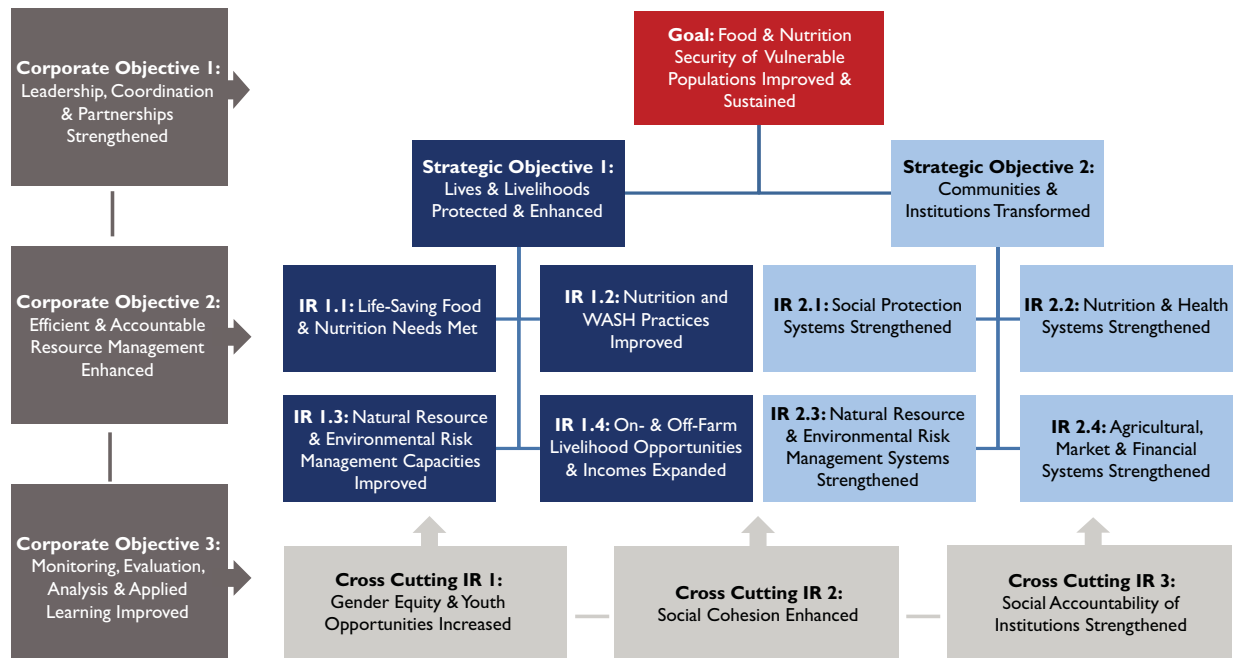
mechanisms for improved service delivery; developing community charters or contracts for the use and maintenance of natural resources; and establishing or strengthening local institutions to facilitate engagement and dialogue are just a few of the many approaches partners use in FFP projects that harness the principles of social accountability to achieve sustainable change.

Creating systems for social accountability is challenging in crisis situations, but the foundations can be laid through participatory, transparent, and accountable assistance delivery systems. Examples include identifying capacities as well as vulnerabilities in the context of needs assessments and building on those capacities and mitigating those vulnerabilities in the relief response, ensuring that those receiving assistance know what they are entitled to receive, conducting regular post-distribution in-person interviews and phone surveys; establishing feedback or complaint “hotlines” for assistance recipients; and engaging civil society early to facilitate the transition to recovery and exit.

Under CC IR 3, FFP will:

- Increase staff and partner awareness of social accountability approaches, and how they can be used to strengthen the sustainability of local institutions and services.
- Increase its understanding of social accountability in emergency settings and non-permissive environments.
- Work with partners to identify and evaluate social accountability approaches being used in non-FFP-supported programs that could be applied to its food assistance programming.
- Leverage social accountability principles in efforts to support gender and youth.
- Partner with USAID’s Center of Excellence on Democracy, Human Rights, and Governance to better understand how to monitor and evaluate social accountability efforts.

7.5. Corporate Objectives



The new strategy includes three corporate objectives (COs) designed to improve the efficiency and effectiveness of FFP’s work:

- CO 1: Leadership, Coordination, and Partnerships Strengthened
- CO 2: Effective and Accountable Resource Management Enhanced
- CO 3: Monitoring, Evaluation, Analysis, and Applied Learning Improved

With ambitious work streams under each, the FFP COs provide a road map for strengthening FFP’s influence, the evidence base behind its work, and the capacities of its staff and systems. While written as FFP management objectives, they are intended to be equally relevant to FFP partners.

To set forth real and achievable milestones, and to keep pace with new policy and partnership priorities, emerging evidence and technology, and a host of other factors, these COs will be reviewed and updated on a biennial basis.

CO 1: Leadership, Coordination, and Partnerships Strengthened

Building on decades of experience and learning, FFP’s new strategic RF offers an evolving vision for how it can further advance the work of combating global hunger and malnutrition around the world. Under this CO, FFP aims to set the direction that inspires and motivates its own staff and others to reach that vision.

With an expanding programming toolkit, and an increasingly robust body of evidence about what works, FFP has an unprecedented opportunity to lead, influence, and strengthen efforts to end global hunger. A growing number of coordination platforms—both global and within the USG—are focusing on some of the world’s most intractable challenges, including global food security, malnutrition, resilience, and doing business differently in protracted crises. FFP and its partners can bring both intellectual leadership and pragmatic approaches that are grounded in years of field experience to these forums. However, increasing engagement requires dedicated staff and adequate planning and resources.

CO 1.1: Strategic Management Strengthened

FFP’s ambitious new strategic RF creates new demands on staff and is generating new business processes. Staff will need to fully understand and embrace the strategic concepts and have time to absorb new knowledge and skills if they are to operationalize it. Under this CO, FFP seeks to ensure that its management systems are well designed to meet the evolving nature of its work; that the office structure empowers and motivates staff to achieve these ambitious results; and that staff numbers, expertise, and training are sufficient in Washington and the field to meet both its global leadership vision and the approaches and results described in the new strategic RF. This includes sufficient time to engage in new collaborations with others for improved collective impact.

In FY 2017–18, under this CO, FFP will:

- Orient FFP staff and partners to the 2016–2025 strategy and integrate new thinking and new approaches in key office policies and processes around staffing, training, outreach and communications, program design, procurement, reporting, and oversight, as well as monitoring, evaluation, and learning.
- Review development program country selection criteria and refine them as needed, ensuring they address improving food and nutrition security of vulnerable groups within the larger frames of the Agency’s FTF/GFSI, Resilience, and Ending Extreme Poverty initiatives.
- Deepen its partnership with OFDA to improve the overall coherence of DCHA food and non-food programming and related messaging in U.S. and international forums.
- Strengthen communication and feedback mechanisms across FFP divisions, between headquarters and the field, and between field offices to improve understanding of management challenges, capacity gaps, promising practices, and recommended policy changes.
- Assess and adjust staffing structure to better meet global demands and enable implementation of FFP’s new strategic focus. Clarify roles and responsibilities of each FFP Officer and better align staff-to-workload ratios.
- Strengthen FFP capacity through creation of new teams to serve as resource experts in areas of strategic importance, such as the design of development and emergency

strategies and programs, compliance and risk mitigation across all modalities, and strategic data analysis and utilization.

- Continue to prioritize staff development, improve the quality of FFP training materials, and identify training and professional advancement opportunities.
- Track and monitor staff morale, identifying management issues/concerns and acting on suggestions for improving FFP's work culture and career advancement opportunities.
- Undertake a biennial review of progress against this strategy, assessing not only progress against results but whether FFP staffing and systems are evolving rapidly enough and sufficiently to achieve them.

CO 1.2: Communications and Outreach Improved

Because part of leadership is also effectively telling the FFP story, improved communications and outreach will also be a priority. FFP's story—whether related to highlighting food security needs, providing more intimate portraits of the lives of people touched by its programs, consistently sharing data and evidence of what works, or describing how U.S. food assistance is evolving—is a powerful one. When left untold, FFP's ability to influence and promote positive change is diminished.

In FY 2017–18, under this CO, FFP will:

- Identify efficiencies in capturing and sharing information and increase the use of all forms of media to tell the FFP story and build awareness of global food security needs and potential solutions.
- Expand FFP participation in public forums, from the annual World Food Prize event to university, think tank, and other events to promote understanding of its programs and the global hunger challenges it is addressing.
- Improve communications with other USAID Bureaus and Offices and with the USG more broadly to improve understanding of FFP's new strategic approaches and evolving role in the food security universe.
- Strengthen communication and consultation with Congressional staff and members to ensure that Congressional Representatives are fully aware of its programs and their impacts.

CO 1.3: Coordination and Partnerships Expanded

Themes of coordination and partnership are woven throughout this strategy, which expressly states FFP's commitment to collective action and identifies numerous avenues to advance it, including through strengthened partnerships with other parts of DCHA, with other USAID Bureaus, and with Missions through Country Development Cooperation Strategies and joint program design, implementation, and M&E processes.

Within the U.S. interagency process, FFP will continue to highlight critical food security needs to inform and influence humanitarian and development policies and practice. FFP will play an active role in the FTF/GFSS Inter-Agency process, the USAID Resilience Center, and the DCHA/U.S. Department of State Humanitarian Policy Working Group. FFP will continue to also engage PRM on shared priorities, including biometrics and improved solutions for protracted refugee populations.

FFP will continue to collaborate with USDA on food procurements, food aid quality and safety, development of specialized food products, coordination of its respective development programs, and the Food Aid Consultative Group biannual meetings. FFP will also continue to strengthen its partnership with the U.S. Maritime Administration to align maritime capabilities with transportation requirements and on rulemaking and compliance related to Cargo Preference. FFP will continue to collaborate with commodity groups and others in the food industry in the United States on a range of efforts to continue to improve on the quality and safety of its in-kind food baskets (see also IR 2.2).

Two key multilateral forums will remain high priorities: the Food Assistance Convention (FAC) and the U.N. WFP Executive Board meetings. FFP will work to strengthen the FAC as a global platform to share information, improve coordination, and encourage robust support for food and nutrition security. FFP's early warning expertise, strong field experience, and robust programming mean that it can offer unique insights and have an opportunity to influence the growing FAC membership.

As regular participants at the U.N. WFP Executive Board, FFP will play a leadership role in shaping USG positions on the full range of issues coming before the board, especially the evolution of WFP financing; its evolving strategy to address SDGs 2 and 17; its capacity to effectively manage a growing cash-based portfolio; and its collaboration with other U.N. agencies, including UNICEF, FAO, and the World Health Organization. While partnerships with UNICEF and FAO are relatively new to FFP, the office will likewise engage with them to both convey USG priorities and support evolving partnerships as programming adapts to a changing world. In all cases, FFP will seek people-centered, efficient, and effective operations. FFP will strive to build consensus around common objectives that will help advance SDG 2.

Bilaterally, FFP will continue to strengthen relationships with key strategic partners, including the European Commission humanitarian and development organizations (ECHO and DEVCO), the Department for International Development (DFID), and the World Bank. Mutual interest in improved early warning, the use of safety nets to address the needs of the chronically food insecure, the building of resilient communities, and the importance of nutrition in food security programming have emerged as shared priorities. FFP will take advantage of these shared interests to identify potential programming complementarities and new forms of collaboration.

FFP partnerships with the private voluntary organization (PVO) community have also evolved and strengthened in recent years. New forms of collaboration have emerged, including pilot efforts at joint midterm evaluations and pilot approaches to development solicitations that offer more opportunity for FFP staff-PVO partner engagement on refining development theories of change. Cash-based programming has also resulted in PVOs becoming more deeply engaged in FFP-funded emergency responses, and the rise of the resilience agenda has led to new areas for action-based research and measurement design. In this strategy period, FFP commits to expanded dialogue with PVO partners to advance these productive new forms of collaboration.

As FFP programming evolves, especially in the areas of supply chain management, nutrition, specialized food products, electronic platforms for transfers, and M&E, there are increasing opportunities to engage in new ways with the private sector, foundations, and universities. FFP will seek out new partnerships to increase its programs' reach, impacts, and sustainability.

Finally, FFP will continue to engage with all Congressional stakeholders interested in global hunger to improve understanding and ensure that stakeholder interests are accounted for in the way FFP implements its programs.

In FY 2017–18, under this CO, FFP will:

- Advance USG commitments made during the May 2016 World Humanitarian Summit.
- Inform development of FFP's learning agenda (see CO 3) through strategic engagement that harnesses the strengths and knowledge of existing and new partners, including the private sector, universities, PVOs, and U.N. agencies.
- Encourage and facilitate greater collaboration/partnerships between FFP partners and other USAID partners in the field.
- Partner more strategically with other donors like FAO, ECHO, DFID, DEVCO, and the World Bank, using the SDGs as one framework for cooperation.
- Complete rulemaking with the U.S. Maritime Administration.
- Finalize memorandums of understanding with USDA and seek other avenues for collaboration.
- Actively engage all Congressional stakeholders, with special attention given to the next Farm Bill negotiation.

CO 2: Effective and Accountable Resource Management Enhanced

Demands on limited food assistance resources are growing. Using these resources efficiently, effectively, and accountably remains FFP's highest priority as it seeks to deliver high-quality food assistance within a global context where humanitarian need consistently outstrips the resources available for response.

CO 2.1: Food Assistance Modalities Optimized

The availability of in-kind U.S. food, cash transfers, food vouchers, and local and regional procurement modalities means that FFP and its partners can choose the approach that analysis indicates will have the greatest impact. The choice of modality, and the opportunity to mix modalities in a single response, maximizes FFP's potential to meet immediate life-saving needs, improve nutrition, and sustain livelihoods while working in ways that strengthen local systems, including markets. While this flexibility creates new opportunities for effective response, it also makes programming more complex. Speed of response, seasonality, cost-efficiency, beneficiary preferences, security, market conditions, and other factors all need to be considered. More-flexible responses require improving FFP's understanding of the local context and looking at the relative costs and impacts of various modalities and how they can be combined for best effect.

FFP has already begun to improve its guidance and analysis around cash-based programming, through new FFP Information Bulletins and refined Annual Program Statements that include new reporting requirements, such as stronger risk assessments around cash-based programming. A markets team has been hired to strengthen internal and external capacity and guidance on risk management, market assessment, and modality decision making, while a partnership with the Cash Learning Partnership, a consortium organization dedicated to advancing improved approaches to cash-based programming, has enabled training and peer learning for the implementer community.

In FY 2017–18, under this CO, FFP will:

- Improve tracking of costs associated with cash-based and Title II programming, and strengthen analysis around cost efficiency and effectiveness.
- Improve understanding of relative performance of various modalities in improving nutrition outcomes.
- Improve decision-making tools and guidance for FFP staff to help facilitate selecting the right modality or blend of modalities for the context.
- Improve training for staff on effective program design and monitoring of cash-based programs, including improved understanding of the risks and opportunities that these new programming approaches present.
- Complete an independent review of FFP cash-based programming from 2010 to date to identify what is working well and what needs improving.

- Advance its understanding of risks across all programming modalities and how to better address them.
- Continue regular stakeholder consultation to identify and address issues of efficiency and effectiveness.

CO 2.2: In-Kind Food Assistance Quality, Safety, and Management Improved

FFP has made significant changes to the Title II food aid basket, as recommended by the 2010 FAQR. In the last 4 years, FFP added vitamin A to its Title II vegetable oil and improved the micronutrient formulation of corn-soy blend (CSB) (to create CSB+) and all other blended and milled foods. FFP introduced a number of specialized food products, such as ready-to-use therapeutic foods, ready-to-use supplemental foods, and SuperCereal+. It also embarked on a set of research studies aimed at exploring the impact and cost-effectiveness of various specialized food products and programming approaches. FFP remains committed to ensuring that the Title II food basket continues to evolve as nutrition science and field experience informs its understanding of how best to address food and nutrition security.

FFP will also remain vigilant on food safety. The office actively participates in USG working groups around such issues as mycotoxin prevention. As more of its partners engage in local, regional, and community-based procurement (cash and vouchers), FFP will increase its attention and learning in this area to ensure that issues of nutritional quality and food safety are adequately addressed.

With regard to commodity procurement and management, FFP continues to seek new ways to improve speed and efficiency. It has modified its prepositioning footprint based on a recent evaluation of the prepositioning system, while maintaining its overall 100,000 MT warehousing capacity. In concert with other stakeholders, it is exploring new ways to track food parcels efficiently and new bagging technologies to reduce the need for costly fumigation. FFP is exploring new packaging to mitigate vegetable oil leakage and is working with USDA to identify opportunities for more-efficient commodity procurement processes. FFP is also developing and testing a system that will track the costs associated with shipping and internal transporting, storage, and handling that will enable better identification, analysis, and investigation of cost trends and anomalies.

In FY 2017–18, under this CO, FFP will:

- Complete a public report on results of the first FAQR and ensure that research findings translate into appropriate policy and guidance.
- Refine approaches to programming ready-to-use foods and other specialized food products, strengthening the capacity to integrate them appropriately into FFP programs.
- Establish a new prepositioning tracking system to better assess both delivery timeliness and cost-effectiveness of its current warehousing footprint.

- Expand the use of improved in-kind food tracking methodologies (including bar codes for food bags) and explore new tracking options.
- Complete research on new bagging technologies to reduce need for fumigation and continue to look for new, cost-efficient technologies that can reduce loss and spoilage.
- Explore contracting mechanisms to enable low-risk, bulk purchases of established commodities as a cost-efficiency measure.
- Track and analyze all costs related to the movement and storage of Title II commodities and initiate regular field verification visits.

CO 2.3: Information Management for Decision Making and Reporting Strengthened

FFP has been working to strengthen internal information systems and business processes to improve the availability and use of data for operational decision making and accountability. Under the last strategy, FFP identified the need for a new IT system that could be used as a management tool for tracking actions from proposals to commodity procurement to program implementation. The result was the FFP Management Information System (FFPMIS), launched in November 2012.

In addition, recognizing that technological solutions are only as strong as the business processes that support them, FFP will continue to adapt and streamline standardized policies and procedures around its financial, tracking, and resource management systems and increase its capacity to regularly analyze the information that they provide to enable the early identification of anomalies or trends.

In FY 2017–18, under this CO, FFP will:

- Expand the role of the budget and financial management team to improve budget analysis, tracking, and reporting, across funding streams.
- Improve internal data capture and sharing to facilitate real-time expenditure analysis and cross-program comparisons.
- Reassess the capacities and limitations of FFPMIS in the context of the evolution of FFP programming.
- Strengthen staff capacity for more strategic use of data in FFP’s planning, external reporting, and communication processes.
- Strengthen FFP and partner organizations by providing yearly Annual Results Report, Standard Annual Performance Questionnaire, and pipeline and resource estimate proposal guidance and training.

CO 2.4: Timely and Appropriate Responses to Hunger Strengthened

Timeliness is a central factor in effective resource management. FFP’s FEWS NET has helped save countless lives and donor resources by providing FFP with high-quality, data-driven early

warning information for decision makers. By providing FFP with food needs projections 6 months in advance, FEWS NET also facilitates the deployment of commodity resources more cost-efficiently, on regular timelines, in advance of crises. FEWS NET has been a cornerstone of food security information for decision making in the international community since 1984.

During this strategy period, a new and expanded iteration of FEWS NET will come on line. It will continue to draw on evolving innovations and technologies to forecast food insecurity in highly food insecure regions, while strengthening its focus on partnerships with USG and other donor agencies, prioritizing capacity development of national and regional partners, and further advancing its focus on deep and rigorous analysis of the causes of persistent or recurrent food insecurity so appropriate responses can be developed. Its independent, data-driven analysis will continue to serve as a strong example of FFP's commitment to building evidence-based approaches that are sensitive to local context.

In FY 2017–18, under this CO, FFP will:

- Launch FEWS NET 7 to ensure that FFP and other stakeholders have continued access to high-quality, data-driven early warning information.
- Actively engage BFS, Regional Bureaus, and the Resilience Center as stakeholders in all FEWS NET pillars.
- Continue to expand FEWS NET's role in global food security networks and processes (e.g., the Food Security Information Network and the Integrated Phase Classification process).

CO 3: Monitoring, Evaluation, Analysis and Applied Learning Improved

CO 3.1: Evidence Base and Accountability of Food Assistance Activities Strengthened

As a result of applied learning from the FAFA-2 results, FFP has taken steps to improve the technical quality of its M&E to ensure more-reliable and comparable data across programs. It has strengthened its M&E capacities, establishing a global M&E team with representation at headquarters and across regions. In 2015, FFP also issued improved and expanded guidance on how to monitor and evaluate its development programs.

FFP has developed standardized indicator definitions and data collection and sampling methodologies, increasing its ability to compare findings across development projects and country programs. These include applicable FTF standardized indicators, reflecting FFP development programs' role in and contribution to this whole-of-government initiative. FFP has begun centrally managing development baseline and final evaluations.

This strategy prioritizes a sustained focus on improving the evidence base in FFP's development programs, improving monitoring approaches (including those that are “complexity aware”) and indicators as the office learns from ongoing programs and research (including the Sustainability Study). To rise to the challenge of the 2016–2025 strategy, FFP will have to further build

capacity to assess and measure change in local systems, institutionally and across sectors, and along such dimensions as social accountability, gender equity, youth empowerment, and social cohesion (see CC IRs).

FFP will also prioritize more-rigorous monitoring efforts for emergency response, including expanded use of third-party monitoring mechanisms and tools. It will likewise prioritize more-rigorous evaluations of emergency programs in concert with partners who are increasingly focusing on questions about whether programs not only deliver results but are guided by people-centered approaches that take into account the aspirations, capacities, needs, and existing systems in the communities that they serve.

Technology also has an important role to play in improved monitoring in emergency settings or other remote locations. In recent years, FFP has tapped satellite imagery to monitor completion of public works projects, used geo-referenced photos and data to track use of these community resources, applied bar codes to food parcels to track their movement, and taken advantage of cell phone technology for more real-time and expansive market monitoring. Increasingly, partners are experimenting with using cell phones to conduct post-distribution monitoring surveys, often reaching beneficiaries directly, and to establish hotlines and email communication that allow beneficiaries to file complaints or report misuse of resources.

In FY 2017–18, under this CO, FFP will:

- Early in the strategy period, in consultation with partners, develop indicators to measure each IR identified in the FFP RF. Review these indicators on annual basis.
- Standardize the use of the Food Consumption Score (FCS).
- Work with a broad set of stakeholders to build on the existing evidence base and shape a learning agenda informed by FFP's new strategic priorities.
- Build on the Sustainability Study to inform new sustainability benchmarks and continue with additional post-project evaluations, returning to project sites a number of years after project closure to evaluate the sustainability of results and critical services and to better understand facilitating factors for success. Aim to collaborate with implementing partners and/or other donors on at least one joint evaluation per year.
- Strengthen FFP and partner capacity for context assessment and application of findings through training and partnership with other USAID operating units.
- Expand the use of third-party monitoring and review third-party monitoring tools and procedures to ensure continued value and quality as FFP scales up the practice to other non-permissive environments.
- Strengthen guidance and expand the practice of monitoring and more rigorously evaluating cash-based and Title II emergency programs with the goal of assessing outcomes of programs as well as inputs and outputs.

- Continue to identify new opportunities to harness technology to improve the speed and quality of data gathering.

CO 3.2: Application of Learning Strengthened

While access to information is clearly expanding, there is much more to be done to make better use of this information in FFP's analysis and applied learning. FFP will not only continue to improve its M&E but will also take steps to better utilize this information. This includes more-robust analysis of existing data and focused application of lessons learned. It also includes more deliberate efforts around evaluation utilization to improve policy and program guidance.

In FY 2014, to strengthen the use of evidence in program design, FFP began requiring implementing partners to develop a comprehensive theory of change for development awards. This requires a greater understanding of the local system partners are working in to identify the causal links to the development outcomes that they are seeking and the assumptions required to reach their goals. With its FY 2016 procurement round, FFP is further strengthening its focus on "fit to context" by piloting a new approach referred to as "Refine and Implement." This pilot approach builds in a longer period of contextual analysis and theory of change validation at project start-up to ensure that programs build on existing local capacities, strengths, and opportunities, while addressing locally specific drivers of food insecurity. With better grounding in the local system, the expectation is that resources will be used more strategically and effectively and that partners will deliver stronger and more-sustainable results.

While more progress is necessary, FFP is already investing more time in strengthening exchanges between field and headquarters staff; with other USAID Offices; and with implementing partners, local organizations, national governments, and key academics. Such efforts include periodic regional and global meetings that bring FFP field and headquarters staff together to learn about emerging evidence and best practice, share lessons learned from field implementation, and better understand the role of FFP in larger USAID or global initiatives. Through the expertise of a strengthened technical team, FFP has also developed technical reference chapters that capture best practices across key sectors of FFP's work.

During the last strategy period, FFP took major steps to improving cross-organizational learning by establishing the Food Security and Nutrition Network, a PVO-driven community of practice through the Technical and Operational Performance Support Program (TOPS). A consortium of PVOs, universities, and other food security experts, TOPS established an inclusive implementation-focused global platform for FFP awardees and other partners that fostered knowledge sharing, collaboration around identification of best practices and development of program support tools, capacity strengthening in prioritized focus areas, and an innovative grants program to allow partners to test promising practices and tools and share their findings with others. The midterm evaluation of TOPS highlighted the effectiveness of the approach to

building the capacity of partners. Collaborative learning of the type facilitated by TOPS will remain a key feature of future FFP capacity building and program quality improvement efforts.

In FY 2017–18, under this CO, FFP will:

- Make more-explicit use of baseline, midterm, and final evaluations and other special studies to expand staff and partner understanding of what is working and what is not working around the globe. This will involve new approaches to knowledge management and staff support to ensure that they have the time and opportunities to learn.
- Through a consultative process, work with FFP staff and partners to integrate findings of key research into improved policy, guidance, and practice.
- Expand training and guidance for the implementer community and internal FFP staff on developing and managing a comprehensive theory of change.
- Gather lessons learned from the “Refine and Implement” approach and incorporate those lessons into future solicitations.
- Create a permissive environment for adaptive management, encouraging staff to allow for relevant program adjustments and application of lessons learned from the field, including being able to “catch, correct, and learn from failure.”⁷²
- Strengthen capacity around reflection and learning practices, such as after-action reviews and scenario planning.
- Explore models for learning-focused portfolio reviews and carry out a FFP-wide review to strengthen exchange and learning across country programs.
- To support strengthened implementer capacity in line with the demands of the new FFP strategy, design and award a collaborative learning mechanism as a follow-on to the TOPS mechanism, ending in August 2017.

⁷² Edmondson, Amy. 2011. *Harvard Business Review*. Available at: <https://hbr.org/2011/04/strategies-for-learning-from-failure>.

8. ABBREVIATIONS AND ACRONYMS

AIDS	Acquired Immunodeficiency Syndrome
BFS	USAID Bureau for Food Security
CC	cross-cutting
CDF	Community Development Funds
CHW	community health worker
CMM	USAID Office of Conflict Management and Mitigation
CO	corporate objective
CSB	corn-soy blend
DA	Development Assistance
DCHA	USAID Bureau for Democracy, Conflict, and Humanitarian Assistance
DFID	Department for International Development
EFSP	Emergency Food Security Program
FAFSA	Food Aid and Food Security Assessment
FAFSA-2	Second Food Aid and Food Security Assessment
FANTA	Food and Nutrition Technical Assistance Project
FAC	Food Assistance Convention
FAO	Food and Agriculture Organization of the United Nations
FAQR	Food Aid Quality Review
FCS	Food Consumption Score
FEWS NET	Famine Early Warning Systems Network
FFP	Office of Food for Peace
FFPMIS	FFP Management Information System
FTF	Feed the Future
GBV	gender-based violence
GFSA	Global Food Security Act
GFSI	Global Food Security Initiative
GFSS	Global Food Security Strategy
GH	USAID Bureau for Global Health
HIV	human immunodeficiency virus
IDA	International Disaster Assistance
IFAD	International Fund for Agricultural Development

IFPRI	International Food Policy Research Institute
IR	Intermediate Result
LRP	local and regional procurement
M&E	monitoring and evaluation
MDG	Millennium Development Goal
NGO	nongovernmental organization
OECD	Organisation for Economic Co-operation and Development
OFDA	U.S. Office of U.S. Foreign Disaster Assistance
ODI	Overseas Development Institute
PRM	U.S. State Department Bureau of Population, Refugees and Migration
PSNP	Productive Safety Net Program
PVO	private voluntary organization
RF	Results Framework
SBC	social and behavior change
SDG	sustainable development goal
SO	Strategic Objective
SPRING	Strengthening Partnerships, Results, and Innovations in Nutrition Globally
SUN	Scaling Up Nutrition
TOPS	Technical and Operational Performance Support Program
U.N.	United Nations
U.S.	United States
UNHCR	United Nations High Commissioner for Refugees
USAID	U.S. Agency for International Development
USDA	U.S. Department of Agriculture
USG	U.S. Government
WASH	water, sanitation, and hygiene
WEAI	Women's Empowerment in Agriculture Index
WFP	World Food Programme
WHA	World Health Assembly
ZOI	zone of influence

9. GLOSSARY OF KEY TERMS

Acute malnutrition

A common term for identifying acute undernutrition, and it reflects a recent and severe process that has led to substantial weight loss and nutrient deficiency, usually associated with severe deprivation and/or disease. It includes wasting but also nutritional bipedal edema in which nutritional deficiencies lead to swelling of limbs (feet, hands) due to retention of fluids. Often used to assess the severity of emergencies because it is strongly related to mortality.

Agriculture

The science and practice of activities related to production, processing, packaging, transporting, trade, marketing, consumption, and use of food, feed and fiber including aquaculture, farming, fisheries, forestry, and pastoralism.

Agriculture and food system

This includes all people, processes, resources, and infrastructure involved in the production, processing, packaging, transporting, trade, marketing, consumption, and use of food, feed, and fiber through aquaculture, farming, fisheries, forestry, and pastoralism. The food and agriculture system operates within and is influenced by social, political, economic, and environmental contexts.

Equitable

Dealing fairly and equally with all concerned, independent of economic status, geographic location, gender, race, age or any other social characteristic.

Extreme poverty

The inability to meet basic consumption needs on a sustainable basis. People who live in extreme poverty lack both income and assets, and typically suffer from interrelated, chronic deprivations, including hunger and malnutrition, poor health, limited education and marginalization or exclusion.

Food and nutrition security

Food and nutrition security is achieved when adequate, safe and nutritious food is available, accessible to, and well-utilized by all individuals at all times to support a healthy and productive life.

Gender

The socially defined set of roles, rights, responsibilities, entitlements, and obligations of females and males in societies. The social definitions of what it means to be female or male vary among cultures and change over time.

Fragility

The extent to which state society relations fail to produce outcomes that are considered to be effective and legitimate. *Effectiveness* refers to the capability of the government to work with society to assure the provision of order and public goods and services. *Legitimacy* refers to the perception by important segments of society that the government is exercising state power in ways that are reasonably fair and in the interests of the nation as a whole

Health system

All people, institutions, resources and activities whose primary purpose is to promote, restore and maintain health.

Local system refers to those interconnected sets of actors – governments, civil society, the private sector, universities, individual citizens and others – that jointly produce a particular development outcome.

Malnutrition

Poor nutritional status caused by nutritional deficiency or excess. Malnutrition is a condition resulting when a person's diet does not provide adequate nutrients for growth and maintenance or if they are unable to fully utilize the food they eat due to illness; consists of both under- (insufficiency) and over- (excess) nutrition.

Nutrition-sensitive approaches

Interventions that address the underlying and basic determinants of malnutrition and incorporate specific nutrition goals and actions.

Nutrition-specific approaches

Programs and plans that are designed to address the immediate causes of suboptimal growth and development.

Resilience

The ability of people, households, communities, countries, and systems to mitigate, adapt to, and recover from shocks and stresses to food security in a manner that reduces chronic vulnerability and facilitates inclusive growth.

Small-scale producer

The term small-scale producer means farmers, pastoralists, foresters, and fishers that have a low asset base and limited resources, including land, capital, skills and labor, and, in the case of farmers, typically farm on fewer than 5 hectares of land.

Social accountability

Social accountability is an integral component of good governance. It relates to the enabling environment for citizens, public service users and program beneficiaries to demand better

responsiveness and accountability from policy makers, program implementers and public service providers. Four underlying principles to social accountability, the PITA principles are: participation, inclusion, transparency and accountability.

Social Protection

A set of public interventions aimed at supporting the poorer and more vulnerable members of society, as well as helping individuals, families, and communities manage risk. Social protection includes safety nets (social assistance), social insurance, labor market policies, social funds and social services.

Stunting

A condition that is measured by a height-to-age ratio that is more than two standard deviations below the median of the WHO Child Growth Standards. Stunting is a result of suboptimal food and nutrient intakes, insufficient preventive healthcare and unhygienic environments, poor maternal nutrition, and inappropriate infant and young child feeding and care by mothers and other members of the family and the community during the most critical periods of growth and development in early life. At a population level, stunting is associated with long-term poor health, delayed motor development, impaired cognitive function, and decreased immunity.

Sustainability

The ability of a target country, community, implementing partner, or intended beneficiary to maintain, over time, the programs authorized and outcomes achieved, from an institutional and programmatic perspective. Sustainability involves building skills, knowledge, institutions and incentives that can make development processes self-sustaining.

Systems thinking

Refers to a set of analytic approaches – and associated tools – that seek to understand how systems behave, interact with their environment and influence each other.

Vulnerable populations

Those populations most at risk of food insecurity due to their physiologic or socioeconomic status, geographic location, or level of physical security.



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