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COMPENDIUM OF WFP POLICIES RELATING TO THE STRATEGIC PLAN

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INTRODUCTION

1. At the request of the Board at EB.2/2010, this “Compendium of WFP Policies Relating to the Strategic Plan” has been completely rewritten and re-organized, highlighting policies that are relevant to WFP's Strategic Objectives, while noting potential gaps and policies that are in need of updates. Following the Board's request, this compendium is intended to serve as a strategic guiding document that can inform the thinking and planning of the Secretariat and the Board.
2. In order to make it more accessible, and to help clarify which policies are relevant to the Strategic Objectives of the Strategic Plan 2008–2013, this Compendium includes a chart, followed by summaries of those policies. Policies covering the internal workings of WFP – finance, management, resource mobilization and administrative matters were omitted.
3. This document mentions a number of policies currently before the Board, or under development. These include:
 - FAO/WFP Joint Strategy on Systems for Food and Nutrition Security: EB.2/2011;
 - WFP Policy on Disaster Risk Reduction: EB.2/2011;
 - Policy on Nutrition: EB.1/2012;
 - Policy on Protection: EB.1/2012;
 - Safety Nets Policy Update: EB.A/2012;
 - Policy on Climate Change and Hunger: EB.2/2012;
 - The Role of Food Assistance in Transition Contexts: EB.1/2013;
 - Emergency Response Framework: framework is being elaborated by the Operations Department;
 - Urban Food Insecurity: this paper needs to be further elaborated with the latest research and WFP's experiences in recent urban disasters.
4. This Compendium will be updated on an annual basis, and be available on the Executive Board and Policy sections of the WFP website, as requested by the Board at EB.A/2002.

CHART OF POLICIES RELATING TO STRATEGIC OBJECTIVES (2008–2013)

5. This chart shows policies that underpin each of the Strategic Objectives (2008–2013) included in the WFP Strategic Plan (2008–2013).

- **Green (G)** with solid background indicates the policy has been recently updated; **green** with diagonal lines indicates the policy is scheduled to be updated.
- **Yellow (Y)** indicates the policy is still applicable.
- **Red (R)** indicates the need for a new policy or update.
- **Blue (B)** indicates a policy gap.

Policies that Address Multiple Strategic Objectives

2009	Gender Policy (potential evaluation: 2013–2015)	G
2004	Food-Based Safety Nets Policy (evaluation of programmes: 2011)	G

An updated food-based Safety Nets Policy will be presented at EB.A/2012. If approved, it will replace the 2004 policy.

2011	Policy on Vouchers and Cash Transfers (potential evaluation: 2012–2014)	G
2009	School Feeding Policy (evaluation: 2012)	G
2011	Disaster Risk Reduction Policy (potential evaluation: 2013–2015)	G

The Disaster Risk Reduction Policy will be presented at EB.2/2011.

2012	Policy on Nutrition (potential evaluation: 2016–2018)	G
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A new Policy on Nutrition will be presented at EB.1/2012.

2004	Humanitarian Principles	Y
2012	Policy on Protection	G

The Policy on Protection will be presented at EB.1/2012.

Strategic Objective 1

Save lives and protect livelihoods in emergencies.

2004	Emergency Needs Assessments (evaluation: 2008)	Y
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The Joint FAO/WFP Strategy on Information Systems for Food and Nutrition Security will be presented at EB.2/2011. The Compendium will supplement the 2004 policy.

2006	Targeting in Emergencies (evaluation of approach, not policy: 2007)	Y
2004	Nutrition and Emergencies: Experiences and Challenges	G

WFP is updating its Policy on Nutrition and will present a comprehensive Policy on Nutrition at EB.1/2012. This policy will supersede the 2004 policy which focused on emergencies.

2005	Exiting Emergencies	Y
2010	WFP's Role in the Humanitarian Assistance System	G
2003	Food Aid and Livelihoods in Emergencies: Strategies for WFP	Y
2002	Urban Food Insecurity: Strategies for WFP	R

The urban food insecurity documents need to be further elaborated in a formal policy that draws on the latest research and WFP's experiences in recent urban disasters.

2006	Humanitarian Access and its Implications for WFP	Y
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⇒ Potential Gap

(Date not set)	Comprehensive Emergency Preparedness and Response Policy	B
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WFP is developing a new emergency preparedness and response framework that can evolve to become a formal policy. WFP is also developing a new framework on strategic engagement with national disaster management organizations, which, in consultation with the Bureau, could be submitted for approval when and if the Board decides.

Strategic Objective 2

Prevent acute hunger and invest in disaster preparedness and mitigation measures.

2012	Policy on Climate Change and Hunger	G
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The Policy on Climate Change and Hunger will be presented at EB.2/2012.

Strategic Objective 3

Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

1998	From Crisis to Recovery	G
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The From Crisis to Recovery Policy from 1998, and the note on Transition from Relief to Development from 2004, will be superseded by the Policy on Stabilization in Transitions, which will be presented in 2013.

Strategic Objective 4

Reduce chronic hunger and undernutrition.

2004	Micronutrient Fortification: WFP Experiences and Ways Forward	Y
2010	HIV and AIDS Policy (potential evaluation: 2014–2016)	G

Strategic Objective 5

Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase.

2006	Food Procurement in Developing Countries	Y
2009	Capacity Development and Hand-Over (potential evaluation: 2013–2015)	G

SUMMARY OF POLICIES RELATING TO THE FIVE STRATEGIC OBJECTIVES

Cross-Cutting Issues

- Gender
- Nutrition
- Safety nets
- Vouchers and cash transfers
- School feeding
- Disaster risk reduction
- Humanitarian principles

Gender Policy¹

6. Gender inequality is a major cause and effect of hunger and poverty. WFP's gender policy aims to create an enabling environment in WFP for promoting gender equality and the empowerment of women reflected in policies, programmes and actions that support partner countries in addressing food and nutrition challenges. Its policy is to mainstream gender more fully in WFP's policies and programmes at all levels.
7. Priority areas of action include:
 - Incorporate a gender-sensitive perspective and take into account the different contexts in which WFP operates – ranging from complex emergencies to more stable conditions.
 - Promote the protection of its target population and staff members.
 - Work to prevent violence against women, girls and children.
 - Support capacity development through WFP staff members, in United Nations country teams, and in supporting governments and partners to incorporate a gender perspective in their national food and nutrition plans, policies and programmes.
 - Improve accountability systems so that gender perspectives are included in work plans, risk management profiles, monitoring and evaluation and performance indicators, as well as with partners.

¹ “WFP Gender Policy” (WFP/EB.1/2009/5-A/Rev.1).

- Use WFP's extensive field presence and network of partners to advocate at different levels to raise awareness.
- Mainstream gender in WFP operations.
- Develop partnerships to address gender issues and knowledge sharing.

Nutrition

8. WFP's overall nutrition policy is being reviewed and updated, to be submitted to the Board in 2012. The issue has taken on new urgency since *The Lancet* medical journal published findings on the importance of nutrition for children under 2 years of age. In addition, there have been new breakthroughs in targeted nutrition products, packaging and support from donors and the private sector. In response to these developments, the Executive Director signed a Nutrition Improvement Strategy in 2009. Based on this strategy, and the new science, WFP has been active in scaling up nutrition interventions in emergencies – notably in response to the drought in the Sahel, the Pakistan floods, the Haiti earthquake, the drought in the Horn of Africa – and in other operations. These experiences will be reflected in the new nutrition policy.

Safety Nets²

9. WFP's safety net policy, from 2004, is being updated in light of a renewed international interest in expanding the scope and reach of safety nets, as well as an increased emphasis on supporting country-led food security and nutrition approaches. It will also take into consideration the latest research; South–South solutions and examples such as Brazil, Mexico and others; programme methods; and hand-over strategies. It is expected to be submitted to the Board in 2012.
10. A well-designed safety net helps distressed households cope with shocks and meet their minimum food and nutrition needs. It can also make a significant contribution to promoting the livelihoods of poor and vulnerable people by taking into consideration gender roles in the society and the access and use of benefits. Food-based safety nets provide food to beneficiaries either directly (in kind) or through vouchers. Cash increases recipients' purchasing power, enabling them to improve their food consumption.
11. Good safety net design and programming follows these basic principles:
- Safety nets are adapted to the unique constraints faced by the target population, taking into account gender considerations; they are integrated into a coherent national strategy and are developed in partnership with both national governments and donors.
 - Safety nets are targeted to those most in need.
 - Safety nets are available during periods of need.
 - Safety nets take a long-term perspective in order to build resilience and improve the livelihoods of poor people, and help them cope with seasonal fluctuations in food security on their own.
 - Safety nets should be as predictable as possible so beneficiaries know they can rely on them in the event of shocks.

² “WFP and Food-based Safety Nets: Concepts, Experiences and Future Programming Opportunities” (WFP/EB.3/2004/4-A).

- Recognizing that 60 percent of chronically hungry people are women and girls, positive measures for women must be part of safety net programmes and the programmes aim to equalize the relationships between genders and within families.¹

Cash Transfers and Vouchers³

12. Cash transfers provide beneficiaries with money and vouchers that enable beneficiaries to access food for a pre-defined value or quantity in identified outlets. Both of them are market-oriented forms of assistance that are becoming central elements of responses in emergencies and protracted crises, and for national social protection and safety net systems. WFP has rapidly expanded cash and voucher programmes, an increase enabled by changes in the financial framework that contribute to increased transparency, enhanced planning and management, and clearer links to performance indicators for various activities.⁴

13. Cash and voucher programmes should take into consideration:

- how markets are functioning;
- the availability of financial systems and delivery mechanisms;
- security conditions;
- efficiency;
- expected impacts and effectiveness;
- gender. Women should benefit equally with men without negative implications such as domestic violence. A monitoring system should be in place to ascertain whether women are empowered by these programmes. It is important to recognize that issuing benefits in women's names does not necessarily give them control over household rations because control is determined by the capacity to negotiate and decide on the use of food.¹
- nutritional impact – whether the programme can increase dietary diversity and enable the purchase of nutritious food such as dairy products that normally cannot be distributed in large feeding programmes;
- beneficiary preferences;
- information to weigh the costs and impacts relative to other tools and methodologies; and
- the role of technology and how the rapid expansion of technology and infrastructure can support these programmes, including through the use of mobile phones, mobile banking and smart cards, and online, digital or biometric solutions for verification of beneficiary identification, implementation and monitoring.

14. WFP's policy supports a number of priorities regarding cash and vouchers, which will be operationalized under the Cash for Change initiative. These include:

- Ensure programming is based on assessments so that the use of food, cash transfers and vouchers is informed by credible and context-specific evidence with needs assessments, market analysis and information on the delivery context information.

³ "Update on the Implementation of WFP's Policy on Vouchers and Cash Transfers" (WFP/EB.A/2011/5-A/Rev.1). This supersedes "Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges" (WFP/EB.2/2008/4-B).

⁴ "Financial Framework Review" (WFP/EB.2/2010/5-A/1).

- Develop protocols and controls to scale up voucher and cash transfer programmes, including expanding and refining programme guidance; designing and implementing a capacity development programme for WFP; and refining tools and systems for results measurement and accounting for resources.
- Improve management of cash transfer and voucher activities using the most effective and efficient solutions available to monitor them, control unit costs through the supply chain and manage risk. Technology can be part of the solution for effective delivery and oversight of these programmes.
- Strengthen management for results so that expansion of these programmes increases impact.
- Forge strategic and technical partnerships with non-governmental organizations (NGOs), the World Bank and others with experience in this area.
- Ensure proper integration of cash transfer and voucher programmes with national social protection and safety net systems.

School Feeding⁵

15. WFP provides school meals to an average of 22 million children each year, about half of whom are girls, in about 70 countries. An estimated US\$3.2 billion is needed to reach the 66 million children that attend school hungry in developing countries. School feeding programmes help reduce vulnerability to hunger and protect and promote livelihoods by investing in human capital through better health, nutrition and education. School feeding can be valuable:
- during a crisis or emergency;
 - in post-conflict, post-disaster or transition situations; and
 - under stable country conditions.
16. In emergencies, school systems can provide an effective way to scale up existing safety nets and can provide a means through which to give households a food value transfer in exchange for children remaining in school. In post-conflict, post-disaster and transition situations, school feeding programmes can support the demilitarization of children and help internally displaced children and their families return home. It also helps re-establish normalcy for children after periods of disruption. In more stable situations, school feeding programmes can become increasingly integral safety nets of government policies and strategies to alleviate hunger, undernutrition and poverty.
17. Guiding standards for school feeding include:
- i) sustainability must be built into school feeding programmes from the outset. It is important that sustainability is embodied in a transition strategy agreed by the government, WFP and stakeholders, that includes timing, targets and benchmarks for achievement;
 - ii) sound alignment with national policy frameworks;
 - iii) stable funding and budgeting ;
 - iv) needs-based, cost-effective quality programme design;
 - v) strong institutional arrangements for implementation, monitoring and accountability;

⁵ “WFP School Feeding Policy” (WFP/EB.2/2009/4-A).

- vi) strategy for local production and sourcing;
- vii) strong partnerships and inter-sector coordination; and
- viii) strong community participation and ownership.

Disaster Risk Reduction and Preparedness⁶

18. The 1998 “Crisis to Recovery” policy will be superseded by the “Policy on Stabilization in Transitions”, which will be presented to the Board in 2013. It will be based on the latest research on the issues, developments in the United Nations system and WFP’s work in the field.
19. Responding to disasters and helping communities and nations reduce the risk of disasters has been part of WFP’s work from its inception. For WFP, disaster risk reduction means responding to emergencies complemented with targeted prevention and preparedness activities. Prevention and preparedness are increasingly important given the rising number of people affected by natural and climate-related disasters, the rising cost of responding, and a growing consensus and political will to mitigate risks for the most vulnerable and to support communities in building resiliency before emergencies occur. Gender considerations are crucial in disaster risk reduction. In inequitable societies, women are more vulnerable to natural disasters than men because of socially constructed gender roles and behaviours that affect their access to resources.⁷
20. WFP’s comparative advantage for prevention and preparedness work to reduce acute hunger and loss of lives and livelihoods in disasters derives from its operational nature, field presence, experience in disaster management, local knowledge, and its early warning capability and understanding of vulnerability.

Humanitarian Principles⁸

21. At the request of the Board in 2004, WFP produced a summary of its humanitarian principles, which provides a framework to guide humanitarian action, justify why WFP works in a particular way, and ensure quality of assistance and accountability.

⁶ “WFP Policy on Disaster Risk Reduction” (WFP/EB.1/2009/5-B).

⁷ “WFP Gender Policy” (WFP/EB.1/2009/5-A/Rev.1), citing Neumayer, E. and Pluemper, T. 2007. The Gendered Nature of Natural Disasters: The Impact of Catastrophic Events on the Gender Gap in Life Expectancy, 1981–2002. *Annals of the Amer. Ass. of Geog.*, 97(3):551–566.

⁸ “Humanitarian Principles” (WFP/EB.A/2004/5-C).

Strategic Objective One

Save lives and protect livelihoods in emergencies

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

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

Goal 3: To reach refugees, internally displaced persons (IDPs) and other vulnerable groups and communities whose food and nutrition security has been adversely affected by shocks.

Responding to Emergencies

22. WFP's emergency policy is based on 50 years of experience in responding to disasters, conflict, droughts and displacement. The policies reflect lessons learned regarding responses to challenges of factors such as urbanization, HIV and AIDS, new scientific findings on the importance of nutrition for children under 2 years of age, the role of livelihood preservation, and how to effectively reduce malnutrition and hunger rates, particularly for young children. WFP is developing an Emergency Response Framework which could be shaped into a policy, and a framework for engagement with national disaster management entities. The sections below reflect current policies already approved by the Board.

Emergency Needs Assessment⁹

23. In emergency situations, WFP determines whether external food assistance is needed to preserve lives and livelihoods. Emergency needs assessments must neither underestimate needs, leaving people at risk; nor overestimate needs, misallocating scarce humanitarian resources.

24. Needs assessments seek to gather information regarding:

- the number of people affected;
- the magnitude and location of the crises;
- the gap people face in meeting minimum nutritional needs;
- differences in vulnerability among men, women, children and other populations;
- existing local capacities, capabilities and livelihood systems;
- household coping capacities, measured in terms of ability to produce food or access it through purchase, barter or other means;
- the extent to which food needs can be met through market interventions, existing safety net programmes or other means; and
- when livelihoods can be expected to return to normal.

25. Assessments are made using rapid assessment missions, crop and food supply assessments and joint assessment missions.

⁹ "Emergency Needs Assessment" (WFP/EB.1/2004/4-A).

26. Sound assessments should take into account:

- Pre-crisis information is important. Conducting regular assessment missions to crisis-prone areas improves the quality of assessments when a crisis has struck.
- Inadequate local knowledge of local and regional markets, trade and other economic data can be a significant impediment.
- Assessments must be insulated from political pressures.
- Estimating numbers of internally displaced people and pastoralists is challenging.
- Carrying out nutrition and food security assessments separately creates challenges for targeting, programme design and outcome metrics.
- Assessments should be a regular part of country office duties, for ensuring strong data before a crisis and for adjusting programmes and targeting during a crisis.

Targeting in Emergencies¹⁰

27. Targeting entails finding the right balance between inclusion errors (when people receive food) and exclusion errors (when people who need the food, and are eligible for it, do not receive it).

28. Targeting involves two major activities: i) identifying and selecting communities and people in need of food assistance; and ii) selecting delivery and distribution mechanisms to best ensure that targeted women, men and children are reached with assistance at the time they need it.

29. The Board has given clear guidance on targeting during acute emergencies, inserting the following text into the WFP policy: “In acute emergencies, inclusion errors are more acceptable than exclusion errors. Other targeting objectives include providing a safe environment for food deliveries and maintaining flexibility to adapt to rapidly changing situations. Targeting costs increase in proportion to the level and detail of targeting approaches. WFP should analyse benefits and budget for costs associated with different targeting approaches, keeping in mind that cost-efficiency for WFP may imply increased transaction or opportunity costs for recipients.”¹¹

30. General principles and practices for targeting include the following:

- Strive for a balance between inclusion and exclusion errors.
- Base targeting decisions for an intervention on a full resource scenario, but be ready to make adjustments for reduced or delayed resources by establishing priority objectives. Clearly communicate these priority objectives to all stakeholders early so that priorities are understood.
- Be flexible in adjusting WFP practices according to each situation and in conjunction with project objectives. As emergencies evolve and population needs change, targeting processes must also evolve.
- Use vulnerability analysis and mapping (VAM) and other assessment and early warning tools to set targeting parameters. Use these tools regularly to detect changes, from the planning phase through the programme cycle.

¹⁰ “Targeting in Emergencies” (WFP/EB.1/2006/5-A).

¹¹ From the Executive Board Addendum for the approval for the “Targeting in Emergencies” policy (WFP/EB.1/2006/5-A).

- Monitor non-targeted areas closely to ensure that emerging needs are assessed.
 - Analyse the costs and benefits associated with different targeting approaches, the potential costs of leakage and the costs borne by beneficiaries.
31. It is critical that WFP works to prevent violence against women, girls and children in its operations, particularly in complex emergencies.¹ It should:
- reduce the burden on, and improve the safety of, women and girls in camps;
 - ◊ for example, firewood is often collected exclusively by women and girls, who may walk long distances outside the camps with heavy loads and at personal risk – WFP can provide fuel-efficient stoves to the most vulnerable women;
 - use food assistance programmes to support income-generating activities for women and girls;
 - support the creation of safe and private spaces for women and girls;
 - facilitate the formation of women’s support groups in camps to enable women to make decisions and be heard, especially concerning food and nutrition security.

Protecting Livelihoods and Enhancing Self-Reliance¹²

32. WFP’s policy on livelihoods is premised by the fact that people will go to great lengths not only to protect their lives and those of their families, but also to protect their livelihoods. People affected by crisis are not passive victims and recipients of aid; they rely primarily on their own capabilities, resources and networks in order to survive and recover. Unfortunately, many of these coping strategies for meeting current food needs can undermine people’s health and well-being, along with their ability to meet future food needs.¹³
33. WFP can play a role in protecting livelihoods by directing food to those whose livelihoods are threatened, to prevent negative coping strategies; targeting women, to meet their nutrition needs and those of their children; and supporting community programmes for improving community infrastructure and providing opportunities for income generation. These include school feeding, local bakery, food-for-assets and food-for-work programmes. In addition, it is important for women and men to participate equally in identifying food-for-work and food-for-training activities on the basis of different needs and priorities, and women and men should have equal access to the benefits of livelihood programmes.¹

Nutrition in Emergencies¹⁴

34. As noted, WFP’s overall nutrition policy is currently being reviewed and updated, for submission to the Board in 2012. Its most recent policy on nutrition in emergencies (from 2004) focuses on raising the number of commodities in the food basket during emergencies, the energy (kilocalorie) content of the food, and the nutrient composition of the food. WFP’s nutrition practices have evolved significantly since then; for instance, its nutrition response in emergencies has taken on new urgency since *The Lancet* medical journal published findings on the importance of nutrition for children under 2 years of age.

¹² “Food Aid and Livelihoods in Emergencies: Strategies for WFP” (WFP/EB.A/2003/5-A).

¹³ “Food Aid and Livelihoods in Emergencies: Strategies for WFP” (WFP/EB.A/2003/5-A), and “Enabling Development” (WFP/EB.A/99/4-A).

¹⁴ “Nutrition in Emergencies: WFP Experiences and Challenges” (WFP/EB.A/2004/5-A/3).

In addition, there have been breakthroughs in targeted nutrition products, packaging and support from donors and the private sector.

Humanitarian Access¹⁵

35. The primary responsibility for providing humanitarian assistance to the population lies with the State affected by a crisis. When a State is unable to provide such assistance, the government of the country concerned may submit requests for consideration by WFP. WFP may also provide emergency food aid and associated non-food items and logistics support at the request of the United Nations Secretary-General. In order to carry out effective and timely assessment, delivery, distribution and monitoring of food aid and to ensure the safety of its personnel, WFP requires safe and unhindered humanitarian access. Humanitarian access is a precondition to humanitarian action.
36. It is not possible to standardize a WFP approach to access. Each access challenge is situation-specific, demands flexibility and creativity and must balance civilian needs with staff and beneficiary safety. Ensuring safe access requires sound situation analysis, security management and awareness, adherence to international law and humanitarian principles, coordination and partnerships among stakeholders, and advocacy at various levels.

WFP's Role in the Humanitarian Assistance System¹⁶

37. WFP's Strategic Plan 2008–2013 clearly states that WFP's partnerships with United Nations agencies, NGOs and other partners are central to all its work. The Strategic Plan also emphasizes that WFP will continue to contribute to effective partnerships and coordination at the country level, to identify gaps and avoid overlap.
38. WFP supports and is an active member of the cluster system, which was created to address gaps in the immediate response to humanitarian crises, aiming to improve the accountability of leadership and predictability in the delivery of assistance in situations where the population has been internally displaced. The cluster approach is based on a two-tier system:
- At the global level, clusters focus on developing standards and normative guidance, building capacity to improve response, and providing operational support through preparedness and advocacy activities.
 - At the country level, clusters seek to support a coherent and effective humanitarian response, limit overlap and facilitate the prioritization of available resources among all humanitarian actors contributing to a specific area of need.

Exiting Emergencies¹⁷

39. Decisions regarding “when” and “how” to exit an emergency can be as important as the decision to enter one. WFP exits from emergencies in one of two ways: i) it phases out, withdrawing resources from an operation or from a country; or ii) it transitions from an emergency response to longer-term programmes that protect and improve livelihoods and increase resilience. Transition frequently, but not always, corresponds to moving from an emergency operation (EMOP) to a protracted relief and recovery operation (PRRO).

¹⁵ “Note on Humanitarian Access and Its Implications for WFP” (WFP/EB.1/2006/5-B/Rev.1).

¹⁶ “WFP's Role in the Humanitarian Assistance System” (WFP/EB.1/2010/5-C).

¹⁷ “Exiting Emergencies: Programme Options for Transition from Emergency Response” (WFP/EB.1/2005/4-B).

40. Exiting means withdrawing food, financial support, staff and other emergency-related resources. It presents opportunities for a transition to early recovery activities, but also introduces challenges for the communities affected. Exits require careful planning and executed strategies.
41. A good exit strategy should involve:
- clear criteria for exit;
 - measurable benchmarks for assessing progress toward meeting the criteria;
 - steps for reaching the benchmarks, and identification of the people responsible for pursuing these steps;
 - measures for the periodic assessment of progress towards criteria and for possible modifications based on analysis of potential risks;
 - a flexible timeline specifying when benchmarks should be reached and when assessments will be conducted; and
 - clear triggers based on progress towards objectives, improvement in the humanitarian situation, government capacity to meet needs, diminished donor contributions for the emergency, or willingness to transition funding to a recovery programme.
42. Exit strategies are best executed when the emergency response has longer-term objectives built into its design. The exit strategy should be aligned with government plans or donor priorities, when possible.

Strategic Objective Two

Prevent acute hunger and invest in disaster preparedness and mitigation measures

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

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

43. The policies in this section are summarized under the “Cross-cutting Policies” section. They include:
- Gender Policy;
 - Safety Nets;
 - Vouchers and Cash Transfers;
 - Disaster Risk Reduction.

Strategic Objective Three

Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations

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

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

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

Recovery¹⁸

Please note that the Crisis to Recovery policy will be superseded by the Policy on Stabilization in Transitions, which is scheduled to be presented to the Board in 2013. The following summary is of the Crisis to Recovery Policy from 1998.

44. WFP's extensive experience in protracted or complex emergency situations has demonstrated that traditional relief responses are often inadequate in addressing the real needs of people who are trying to stabilize and secure their livelihoods. Emergency responses are abnormal short-term events, distinct from development. Development activities in support of a humanitarian effort can help prevent further deterioration in social and economic structures, establish foundations for recovery and reconciliation, and help to avert future conflict-related emergencies. Features and elements of a recovery strategy include the following:

- A recovery strategy will mirror the country strategy outline and the country programme and will explain the rationale for operating in protracted relief and recovery situations. It should define where food aid is an appropriate response and where it can be used effectively.
- Situational analysis of the political, economic, social, security and environmental context should be undertaken, taking into consideration gender issues and including populations with specific food and nutrition needs.
- Risk assessments are necessary to ensure that interventions help beneficiaries to recover from losses, overcome tensions and begin recovery and reconciliation.
- Longer-term objectives should be identified so that programmes can be designed to support sustainable recovery.
- Clear indicators should be identified to measure: i) results such as the capacity of women and men to meet their own needs over time; ii) WFP's ability to meet recurrent needs and obtain funding; and iii) the feasibility of exit strategies.
- Interventions should build and utilize local capacities at all levels, including government, local NGOs and beneficiaries, taking into consideration local priorities, objectives and needs.

¹⁸ "From Crisis to Recovery" (WFP/EB.A/98/4-A).

Strategic Objective Four

Reduce chronic hunger and undernutrition

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

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

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

HIV, AIDS and Tuberculosis¹⁹

45. Of the 2 billion people suffering from micronutrient deficiencies, many are in countries with high HIV and TB prevalence and high levels of malnutrition. Both diseases exacerbate existing malnutrition and food insecurity and lead to symptoms of wasting in those infected, with particularly negative consequences for children, among whom wasting is often combined with stunting.
46. WFP's HIV and AIDS Policy guides its interventions as part of the overall United Nations response and in line with the five-year Strategic Plan (2011–2015) of the Joint United Nations Programme on HIV and AIDS. WFP aims to ensure that food-insecure people receiving anti-retroviral treatment in low-income countries receive nutritional support and that people affected by HIV or tuberculosis do not resort to negative coping mechanisms to address increasing household expenses and reduced income. To meet these obligations, WFP will:
- support nutritional recovery and treatment through nutrition and/or food support;
 - mitigate the effects of AIDS on individuals and households by developing or reinforcing sustainable safety nets;
 - use its food assistance to increase awareness of the links among HIV and AIDS, gender inequality, gender-based violence and food insecurity, and work with partners to promote the involvement of men and boys in HIV and AIDS prevention, mitigation, treatment, support and care-giving.¹

¹⁹ “WFP HIV and AIDS Policy” (WFP/EB.2/2010/4-A); and “Update on WFP's Response to HIV and AIDS” (WFP/EB.A/2011/5-E).

Strategic Objective Five

Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase

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

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

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

Local Procurement²⁰

47. WFP has long used its purchasing power to build local capacities in agriculture, food production, handling and storage. Each year, WFP purchases approximately 80 percent of its food in developing countries. It is now more than halfway through the pilot phase of the Purchase for Progress (P4P) initiative, which uses WFP's purchasing power and its expertise in logistics and food quality to provide smallholder farmers with access to agricultural markets, so they can become competitive players in those markets and thus improve their lives. The five-year pilot initiative in 21 countries links WFP's demand for staple food to the expertise of a host of partners supporting farmers involved in producing food surpluses and selling them at fair prices. By raising farmers' incomes, P4P turns WFP's local procurement into a vital tool for building local capacity to address hunger.
48. In addition, the advance purchase facility was piloted in 2008, and the Board increased the advance purchase authorization from US\$180 million to US\$507 million, which may have implications and generate lessons learned for local purchase and general procurement in the future. Lessons learned and experience gained through P4P, the new Financial Framework and other innovations in procurement practices will inform an updated policy in the future.

Capacity Development and Hand-Over

49. WFP's 2009 Policy on Capacity Development²¹ has been supplemented by an action plan,²² submitted to the Board in 2010. This emphasizes that the shift from "food aid" to "food assistance", detailed in the WFP Strategic Plan (2008–2013), reflects a new vision for WFP, and recognizes that WFP must partner communities and countries to reduce hunger. This requirement is met through two pathways: i) by providing direct capacity to respond to hunger when such capacity is missing or inadequate; and ii) by facilitating the capacity of countries to reduce hunger and improve food security by supporting anti-hunger policies, institutions and programmes. Five priority areas of engagement can be leveraged through renewed partnerships:

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

²¹ "WFP Policy on Capacity Development" (WFP/EB.2/2009/4-B).

²² "Action Plan for the Implementation of the Capacity Development and Hand-Over Components of the WFP Strategic Plan (2008–2013)" (WFP/EB.2/2010/4-D).

- investing to strengthen disaster risk management, safety nets, recovery and growth opportunities;
- strengthening effective and accountable anti-hunger institutions;
- strengthening and supporting anti-hunger strategic plans and joint programmes of action;
- strengthening anti-hunger policies and legislative capacity; and
- handing over sustained national capacity to manage anti-hunger strategies.