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de Alimentos

**Executive Board  
Annual Session**

**Rome, 7–11 June 2010**

## **REPORTS OF THE EXECUTIVE DIRECTOR ON OPERATIONAL MATTERS**

**Agenda item 11**

*For consideration*

# **E**

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## **PROGRAMME CATEGORY REVIEW**



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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for consideration**

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

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## EXECUTIVE SUMMARY

WFP deploys food assistance through programme categories, including emergency operations, protracted relief and recovery operations, and development programmes (country programmes and development projects). This approach has provided a sturdy foundation for WFP's work in both humanitarian and development assistance since its inception, with some modifications made over time, building on experience and best practices within the United Nations system.

The approval of the WFP Strategic Plan 2008–2013 prompted a review of WFP's financial framework and programme categories to ensure that they allowed flexibility to respond effectively to varying contexts and needs, including through greater predictability and less earmarking, while providing accountability and transparency in the allocation of WFP resources.

Early in the review, the membership emphasized the need for greater consistency in the use of programme categories and to more clearly distinguish between humanitarian and development objectives and approaches in programmes and reporting. The membership has also been mindful to ensure that WFP is responsive to government priorities and requests, and that it accesses appropriate sources of funding for transition and longer-term activities.

In order to address these issues, this paper:

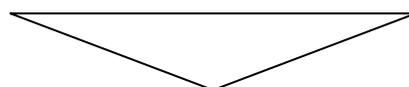
- i) **emphasizes** that emergency operations and protracted relief and recovery operations are humanitarian assistance (relief and early recovery) programme mechanisms, while country programmes and development projects are to address longer-term objectives.
- ii) **clarifies** the relationship between programme categories and WFP's Strategic Objectives:
  - Emergency operations will have as their primary objective Strategic Objective 1 – Save lives and protect livelihoods in emergencies – and when conditions on the ground permit, will transition to protracted relief and recovery operations.
  - Protracted relief and recovery operations will contribute towards Strategic Objective 3 – Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations – and to Strategic Objective 1 when the context or needs are sufficiently predictable to benefit from more sustained investments in relief and early recovery.
  - Development programmes will support Strategic Objective 4 – Reduce chronic hunger and undernutrition – and also Strategic Objective 3 where more extended recovery action is needed.

- Cross-cutting objectives may be applicable to all programme categories depending on their relevance to the context and taking into account needs, opportunities, comparative advantage and cost effectiveness. These cross-cutting objectives are Strategic Objective 2 – Prevent acute hunger and invest in disaster preparedness and mitigation measures – and Strategic Objective 5 – Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase.
- iii) **outlines** plans for revised programme guidance to ensure greater uniformity of programme category application. WFP guidance will be updated, particularly for: the selection of objectives and activities; choice of programme categories; transition from one programme category to another; and funding for longer-term objectives.
- iv) **explains** the centralized review and compliance mechanisms established to ensure greater discipline and consistency in the use of programme categories. The primary mechanism for strengthened compliance is the re-centralized Programme Review Committee, with more engagement of senior-level Headquarters staff in the review and clearance of programme documents.

WFP will be seeking expedited Board approval processes for development programmes particularly during this time of transition, when some interventions may be shifted from protracted relief and recovery operations to country programmes in keeping with revised guidance.

WFP will also continue to accelerate efforts to derive and embed its recovery and development programmes in national strategies and priorities, and will increasingly seek funding for longer-term objectives in national frameworks as well as through thematic funds and emerging longer-term funding mechanisms that are applicable to priority intervention areas.

## DRAFT DECISION\*



The Board takes notes of “Programme Category Review” (WFP/EB.A/2010/11/Rev.1) and encourages further action on the recommendations, taking into account considerations raised by the Board during its discussion.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

## INTRODUCTION

1. In 2009, WFP launched the financial framework review to improve the predictability and stability of funding, achieve a higher level of flexibility in resource usage, and reinforce transparency in allocation of resources.
2. Early in the review, issues related to programme categories were prioritized by some Board members. These issues included different interpretations of the purpose and boundaries of programme categories, the desire to see more consistency in how programme categories were being applied by WFP, and the need to more clearly distinguish between humanitarian and development activities. The protracted relief and recovery operation (PRRO) category faced particular scrutiny, with some donor members expressing concern that it increasingly included activities that would better be accommodated in the development category.
3. Through a series of informal consultations, Board sessions, working group and other meetings, the Secretariat explained – and outlined ways to improve – the use of programme categories. Within the Board, and between the Board and the Secretariat, differing views emerged regarding the definitions and linkages between relief, recovery and development, and the opportunities and dilemmas when using humanitarian funding instruments to address chronic concerns and support longer-term objectives. It has been difficult to reconcile these differing views, particularly as they also remain unresolved in the broader international community. In seeking strategic alignment and harmonization within the United Nations system, WFP also faces unique challenges: the predominance of its funding is derived from donors' humanitarian funding channels, despite its dual mandate to provide food assistance for both humanitarian and development purposes; and its programme categories are based on contexts – emergency relief and recovery, development – rather than on the themes or functional lines adopted by other agencies.
4. In February 2010, the Secretariat identified a four-pronged approach to addressing programme category issues, including:
  - i) approval by the Board of definitions for major operational contexts that are directly relevant to WFP's programme categories;
  - ii) clarification of the relationship between programme categories and WFP's Strategic Plan (2008–2013);
  - iii) outline of plans for issuance of revised programme guidance to ensure discipline and uniformity of application; and
  - iv) update on implementation of centralized review and compliance mechanisms to ensure greater discipline and consistency in the use of programme categories.
5. This paper will provide further background on the regulations, policies and guidance that inform WFP's use of programme categories, and will address three of the prongs. Progress towards defining major operational contexts remains pending, pursuant to further discussions in the Board and within the broader international arena.

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## PROGRAMME CATEGORY APPROACH

### Regulations and Rules Governing the Programme Category Approach

6. According to Article II of WFP General Regulations, “WFP shall, on request, implement food aid programmes, projects and activities:
  - (a) to aid in economic and social development, concentrating its efforts and resources on the neediest people and countries;
  - (b) to assist in the continuum from emergency relief to development by giving priority to supporting disaster prevention, preparedness and mitigation and post-disaster rehabilitation activities;
  - (c) to assist in meeting refugee and other emergency and protracted relief food needs, using this assistance to the extent possible to serve both relief and development purposes;
  - (d) to provide services to bilateral donors, United Nations agencies and non-governmental organizations for operations which are consistent with the purposes of WFP and which complement WFP’s operations.”
7. According to WFP General Rule II.2, the Board established the following programme categories to carry out the purposes of WFP:
  - (a) Development Programme Category, for food aid programmes and projects to support economic and social development. This programme category includes rehabilitation and disaster preparedness projects and technical assistance to help developing countries establish or improve their own food assistance programmes;
  - (b) Emergency Relief Programme Category, for food assistance to meet emergency needs;
  - (c) Protracted Relief Programme Category, for food assistance to meet protracted relief needs; and
  - (d) Special Operations Programme Category for interventions undertaken to rehabilitate and enhance [...]
8. Special Operations are not part of this programme category review.
9. In 1998, the Board renamed the protracted relief programme category to protracted relief and recovery operations, and established it as the mechanism through which protracted relief and recovery programme activities, developed in the recovery strategy, would be funded.<sup>1</sup>

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<sup>1</sup> See “From Crisis to Recovery” (WFP/EB.A/1998).

## Programme Categories in Practice

### ⇒ *Emergency operations*

10. Emergency operations (EMOPs) are the principal means by which WFP responds to new emergency needs.<sup>2</sup> Their initial duration is for up to one year, with the possibility of extension for up to two years, and their emphasis is to save lives, reduce malnutrition and protect livelihoods. Assistance to restore livelihoods and food supply systems, and otherwise contribute to recovery, is begun as soon as possible. In 2009, WFP implemented 35 EMOPs with a value of US\$2.8 billion, representing 43 percent of the value of the global programme portfolio. Large EMOPs included those in the Sudan, Somalia, Pakistan, Chad and Uganda.

### ⇒ *Protracted relief and recovery operations*

11. Protracted relief and recovery operations (PRROs) are the means by which WFP responds to protracted relief and recovery needs especially during and in the aftermath of complex emergencies and long-term droughts, and for long-term support to displaced people. They focus on helping to re-establish and stabilize livelihoods and food security to the extent that circumstances permit, while continuing to provide relief where necessary. Their flexibility allows adapting the balance between relief and recovery during implementation, in response to changes in the situation.
12. The policy framework for PRROs is contained in the “From Crisis to Recovery” policy and subsequent guidance. The approach draws on WFP experience indicating that treating a crisis as an abnormal short-term event distinct from development is often inadequate for addressing the needs of people who are trying to stabilize and secure their livelihoods in an emergency situation. The policy recommended that WFP formulate PRROs on the basis of a recovery strategy, which would link them to both the United Nations Development Assistance Framework (UNDAF) and the Consolidated Appeal Process (CAP); and that they include contingency mechanisms to respond to possible set-backs and new emergency/disaster outbreaks.
13. A thematic evaluation in 2004<sup>3</sup> found that the PRRO category was a relevant, innovative creation, consistent with the evolving needs of WFP beneficiaries and the nature of crises, many of which were increasingly of a protracted nature. It also found that PRROs increased the flexibility of field operations and served as a valuable programming tool, allowing WFP to capture opportunities to promote recovery and to respond to unstable situations. The thematic evaluation highlighted challenges encountered in trying to translate recovery concepts into meaningful programmes, for WFP and for the humanitarian community as a whole, and recommended additional corporate action to support recovery planning and implementation.

<sup>2</sup> Emergencies are defined as: “Urgent situations in which there is clear evidence that an event or series of events has occurred which causes human suffering or imminently threatens human lives or livelihoods and which the government concerned has not the means to remedy; and it is a demonstrably abnormal event or series of events which produces dislocation in the life of a community on an exceptional scale.” From “[Definition of Emergencies](#)” (WFP/EB.1/2005/4-A/Rev.1).

<sup>3</sup> “Summary Report of the Thematic Evaluation of the Protracted Relief and Recovery Operations (PRRO) Category” (WFP/EB.1/2004/6-A)

14. In 2009, WFP had 66 active PRROs, valued at US\$3.2 billion and representing 49 percent of the global programme portfolio. Some of the larger PRROs were implemented in Afghanistan, the Democratic Republic of the Congo, Ethiopia, Kenya and Zimbabwe.

⇒ *Development programmes*

15. WFP's development food assistance is provided at the request of the host government under a country programme (CP) or development project (DEV). Country programmes cover periods of up to five years and include several components related to development. Development projects are normally limited to a single development activity and small in value terms and they tend to complement EMOPs or PRROs and to be carried out in countries coping with protracted crises or transitioning towards development. Country programmes and development projects are developed on the basis of the common country assessment (CCA), UNDAF or Poverty Reduction Strategy (PRS) for the country, derived from one or more of the "key areas of assistance". Where a CCA, UNDAF or PRS has not been prepared, a DEV is still possible, with clear identification of the need for and role of food assistance.
16. Development programmes are based on any of WFP's five priorities for development food assistance:
- Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs.
  - Enable poor households to invest in human capital through education and training.
  - Help poor families to gain and preserve assets.
  - Mitigate the effects of recurring natural disasters in vulnerable areas.
  - Help households that depend on degraded natural resources to shift to more sustainable livelihoods, improve productivity and prevent further degradation of the natural resource base.
17. WFP is committed to implementing the CP approach as mandated by the United Nations General Assembly and endorsed by WFP's Executive Board. This approach requires that assistance to each country be provided in a way that is:
- integrated with the priorities and other activities of the country itself, as well as those of the United Nations system and other donors;
  - coherent, so that elements of the WFP sub-programmes in each country relate closely to each other to achieve a clear purpose;
  - focused on those geographical areas and households that represent WFP's target groups; and
  - flexible, so that activities may be adjusted within the programme period in line with changing circumstances.
18. In 2009, WFP had 52 CPs and DEVs requiring US\$494 million (or 7.6 percent of the overall programme portfolio). Countries with notable development programmes include: Bangladesh, Ethiopia, Kenya, Pakistan, Rwanda and Uganda.

## SUMMARY OF ISSUES REGARDING PROGRAMME CATEGORY USE

19. The financial framework review has drawn attention to the following issues related to WFP's use of existing programme categories.

### Clear and Consistent Use of Programme Categories

20. Inconsistencies have been noted in the use of the programme categories. Some WFP relief operations continue under the EMOP mechanism for many years, while others shift to a PRRO even when the crisis has not abated. PRROs normally follow on from EMOPs and provide continued support to facilitate the recovery and resumption of livelihoods of populations affected by the emergency; however, some lack a recovery strategy and corresponding interventions, while others continue past the end of the acute phase of a crisis, include longer-term objectives or assist groups of people not directly affected by shocks. Moreover, the objectives and goals of WFP activities used across the different programme categories are not always clearly stated.

### Distinguishing "Humanitarian" and "Development" Activities

21. The inclusion of long-term objectives and activities in PRROs has posed challenges for those donors who maintain a strict delineation between their humanitarian and non-humanitarian funding windows. This has led to the earmarking of funds within operations, which limits flexibility in the field to respond to dynamic situations and creates challenges for WFP response and reporting systems. At times, it is difficult to distinguish between acute and chronic needs and to determine the corresponding responses. Recent work by the International Network on Conflict and Fragility (INCAF) of the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) made the point that organizing aid around the concepts of "humanitarian" and "development" does not correspond to reality on the ground. As a result, aid agencies are left in the position of trying to create links between the two separate sets of instruments when the post-conflict transition phase requires different mixes of activities that come from both disciplines"<sup>4</sup>

### Access to funding for longer-term objectives

22. WFP has been criticized by some members for using PRROs as vehicles to attract funds intended to address urgent humanitarian action and then using the funds for longer-term objectives that would benefit from more sustained planning and support. As already stated, it may be difficult to make the distinction between those people who are affected by shock and those who are not, and to sort out the corresponding needs and appropriate responses. Even when opportunities exist to address some of the underlying causes of a crisis, development donors may not give priority to investments for the affected country or area.
23. Countries emerging from crisis often fall between the cracks: no longer eligible for large-scale humanitarian financing, they have not yet arrived at a stage to present the case for longer-term investments. In its 2008 policy paper on early recovery, the United Nations Development Programme (UNDP) draws attention to the challenge of raising long-term funding for recovery and reconstruction, particularly in the context of protracted situations such as those involving conflict or drought. The paper points out that in such circumstances, early recovery activities may represent the population's main hope for returning to a semblance of normality and stability and to avoid falling back to crisis.

<sup>4</sup> OECD/DAC Framing Paper: Transition financing procedures and mechanisms (draft), 29 October 2009.

24. As a rationale for continuing to work with PRROs, WFP country offices sometimes cite the lengthy approval process for DEVs and CPs: they require 6 and 12 months, respectively, from when the interventions have been agreed with the Government and other country-level stakeholders to when the project or programme is approved, while PRROs can be approved in a much shorter time.

## ADDRESSING PROGRAMME CATEGORY ISSUES

25. WFP has been exploring ways to address these programme category issues, mindful of the objectives of the financial framework review, and keen to retain flexibility so that country offices can be responsive to government priorities and changing needs on the ground. During the course of four informal consultations and two Board sessions, the Secretariat presented various options. In February 2010, the Board agreed to the following four-pronged approach for addressing programme category issues:
- i) approval by the Board of definitions for major operational contexts that are directly relevant to WFP's programme categories;
  - ii) clarification of the relationship between programme categories and the WFP Strategic Plan (2008–2013);
  - iii) outline of plans for issuance of revised programme guidance to ensure discipline and uniformity of application; and
  - iv) update on implementation of centralized review and compliance mechanisms to ensure greater discipline and consistency in the use of programme categories.

### Definitions for Major Operational Contexts

26. The Executive Director and the Executive Board Bureau established a fast-track working group in December 2009 to review and form a consensus on the working definitions for major operational contexts such as emergency, relief, early recovery and recovery. The group was asked to give special attention to ensuring that any updated definitions are coherent with other conceptual frameworks in the United Nations system.
27. Over the course of several meetings, the working group reviewed WFP's current definitions and their application in operations, alongside definitions in use by other United Nations agencies and the broader international community. Revised definitions for relief and recovery were proposed, which were shared with the membership at an informal consultation in April 2010. During the informal consultation it emerged that there was need for a more thorough discussion of definitions with the broader membership, also taking into account progress made on these issues in other international fora; therefore, revised definitions are not presented for consideration at this time.

### Strategic Objectives and Programme Categories

28. The WFP Strategic Plan (2008–2013) marked a historic shift for WFP from a food aid agency to a food assistance agency, with a more nuanced and robust set of tools to respond to critical hunger needs. It laid out these five Strategic Objectives towards which WFP would focus its efforts in order to best address hunger challenges:
1. Save lives and protect livelihoods in emergencies
  2. Prevent acute hunger and invest in disaster preparedness and mitigation measures

3. Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations
  4. Reduce chronic hunger and undernutrition
  5. Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase
29. The Strategic Plan emphasizes that not all Strategic Objectives will apply to all situations and all countries, and that priorities will be set based on the specific needs and priorities in a country or region and in accordance with the comparative advantage that WFP can bring in a particular time and place. It also stresses the importance of partnerships – with national governments, other United Nations organizations, non-governmental organizations, regional institutions and the private sector – to achieve success.
30. Country offices have been working with governments and other stakeholders at the country level to determine which Strategic Objectives are most supportive of country-level priorities as they relate to addressing hunger challenges, and are designing their programmes and planning their interventions accordingly.
31. During the course of the financial framework review, members requested further clarification on the link between the Strategic Objectives and WFP programme categories. Such clarity may contribute to reducing donor earmarking and promoting multilateral allocation. If so, the clarity would help ensure greater consistency in programme design and programme categorization, while retaining operational flexibility to determine which food assistance interventions best contribute towards the Strategic Objectives in a given context.

⇒ *Emergency operations*

32. The primary objective of EMOPs is **Strategic Objective 1**. This is a fairly obvious connection, as EMOPs are designed for responding to natural and human-induced disasters that gravely threaten people's lives and livelihoods and seriously disrupt the socio-economic fabric and infrastructure of affected communities. EMOPs entail assisting those experiencing: i) severe decline in food consumption; ii) extremely high or rapidly increasing malnutrition and mortality; iii) sharply curtailed purchasing power or terms of trade; and iv) excessive use of destructive coping strategies such as distress sale of productive assets, taking children out of school, or eating fewer and/or poor quality meals.
33. Emergency situations are typically fluid and characterized by high levels of unpredictability and instability. The response in such circumstances has to be quick yet flexible so as to adjust to the changing conditions on the ground. This uncertainty necessitates that EMOPs maintain a relatively short operational cycle, which is in line with the current practice of one-year projects. However, the practice of transitioning from an EMOP to a PRRO within two years, regardless of the situation on the ground, will no longer be followed. Instead, whether an EMOP has successfully met its desired purpose or needs to be extended will depend on situational analysis informed by regular monitoring of performance indicators against the targets for Strategic Objective 1. (See also paragraphs 41–43 below.)

⇒ *Protracted relief and recovery operations*

34. The preferred programme mechanism in situations where **Strategic Objective 3** is the main concern are PRROs; they will also contribute to **Strategic Objective 1**, when the situational context and/or the needs of affected people have become sufficiently

predictable for them to benefit from more sustained investments in relief and early recovery.

35. By containing both relief and early recovery components, PRROs provide a flexible and adaptable instrument for responding to divergent needs of affected communities, and for simultaneously addressing aggravating factors that persist after the initial impact of the shock has subsided. While PRROs are traditionally implemented in situations where conditions on the ground may have improved beyond emergency thresholds, many people may still be in life-threatening situations owing to a prolonged conflict, and others may have just begun to recover, but from a threshold of very low resiliency. Economic activity could be starting up again, but availability and economic access to food for many shock-affected people may still be extremely poor. The recovery process may be especially delayed in situations where national authorities lack the capacity to attend to the basic needs of those affected.
36. Situational analysis along with the assessment of performance indicators for Strategic Objective 1 and Strategic Objective 3 will determine whether or not the PRRO has successfully achieved its intended objectives. As opportunities to pursue longer-term objectives become apparent, PRRO activities will end, be taken on by other partners or become part of a CP or DEV. (See also paragraphs 41–43 below.)

⇒ *Development programmes*

37. The development programme category, including CPs and DEVs, will provide the mechanism for action towards **Strategic Objective 4**. Where more extended recovery action is needed to restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations, beyond the purview of the PRRO, development programmes may also contribute towards **Strategic Objective 3**. (See also paragraphs 41–43 below.)
38. Development programmes are designed to enable the poorest people to meet their short-term food needs in ways that build longer-term human and physical assets. Food assistance is only provided where lasting physical assets or human capital will be created and where these assets will benefit poor, food-insecure households and their communities. These interventions are intended to assist marginalized population groups that encounter sustained socio-economic disparities that result in chronic problems such as persistently high levels of undernutrition and low food consumption.
39. Development programmes are the appropriate instrument for addressing **Strategic Objective 4**, because tackling chronic food insecurity and undernutrition requires sustained interventions over longer periods. They are embedded in national food security policies, frameworks and priorities. While CPs, which include several development components, normally require relatively secure and politically stable contexts for success, a DEV may complement an existing EMOP or PRRO by supporting longer-term objectives in a more stable area of the country. Given the time- and resource-intensive nature of these interventions, development programmes normally follow a five-year implementation cycle.
40. Unlike humanitarian programmes, which are essentially needs-based, and as stipulated in WFP General Rule X.8, WFP development programmes are also based on estimated available resources including “pledges and contributions expected for the current financial period, as well as resources which can reasonably be expected to be contributed during the two subsequent financial periods including resources which could be made available by the recipient government itself or by bilateral donors”. (See also paragraphs 41–43 below.)

⇒ *Cross-cutting - Strategic Objectives 2 and 5*

41. Strategic Objective 2 and Strategic Objective 5 are applicable to the three programme categories. Whether they are to be achieved as a secondary objective of an EMOP or a PRRO or a primary objective of a development programme will largely depend on the objective's relevance to the context, as well as the scope and size of the proposed interventions.
42. Many food-insecurity situations requiring relief and recovery operations also present unique formal and informal opportunities to assist communities and local institutions in building their own resilience and capacities to deal with food security shocks. For instance, implementing food security monitoring and early warning systems, which are necessary to inform existing operations, provide opportunities to train local institutions in running these systems. Implementing an emergency school feeding activity not only ensures that shock-affected children receive at least one proper meal a day; the activity can also be used to build skills in the community to run such a programme as a safety net in the future. Leaving behind the necessary equipment, infrastructure and capacity for a nutrition programme increases the chances that a local institution will take over and continue to provide the programme's essential services.
43. Developing clear hand-over strategies that will enhance nationally owned hunger solutions is also relevant for the three programme categories. While efforts to strengthen the capacities of countries to design, manage and implement tools, policies and programmes to predict and reduce hunger is a primary objective that should be tackled through longer-term programmes, there may be opportunities to pilot such support, or enhance ongoing efforts, in the context of a humanitarian response.

## PLANS FOR REVISED PROGRAMME GUIDANCE

44. WFP's guidance for the design and implementation of programmes is contained in the web-based Programme Guidance Manual (PGM), which is regularly updated and directly accessible at all WFP work stations; staff in remote locations access it on CD-ROMs. The PGM organizes guidance by programme category and for each stage in the project preparation and implementation process. It also includes information on the policies and principles that guide programming, and other related topics of interest. Taking into account the Board's comments on this paper, WFP will update existing guidance in the PGM, particularly in the following areas:
  45. **Selection of objectives and activities:** WFP will conduct additional field work and analysis, and update the PGM to further guide country offices in selecting appropriate Strategic Objectives and corresponding interventions for their operations. These decisions should be made in consultation with governments and other relevant stakeholders and partners at the country level, taking into account:
    - Needs: These are derived from existing assessment tools which, regularly updated, form the basis of WFP programmes.
    - Opportunities: Government, United Nations and donor priorities as outlined in relevant frameworks should be taken into account.
    - Comparative advantage: This is the particular skills, experience and capacities that WFP brings to bear in addressing needs.
    - Cost effectiveness: This refers to comparing the relative cost and outcomes of the courses of action available.

46. **Choice of programme category:** WFP will revise guidance on programme categories to improve internal discipline in their application and to build a common understanding about their scope and applicability internally and among partners. It will be clarified in what way EMOPs and PRROs are to be used as humanitarian programming instruments, focused on relief and early recovery objectives. The Executive Director has already reminded country offices and regional bureaux that interventions in these categories should be clearly linked to the shock that the population is coping with or recovering from; guidance will be strengthened to emphasize this.
47. **Transition from one programme category to another:** This transition will no longer be automatic or time-bound but will depend on the performance of corporate indicators against the established benchmarks. Situational analysis including regular monitoring of programme performance indicators will determine whether a programme has achieved its intended purpose and therefore should be replaced.
48. **Funding for longer-term objectives:** WFP will emphasize the importance for managers in the field to engage in country-level strategic dialogue, and embed their strategies in national and United Nations priorities and plans. New funding windows will be explored to finance development programmes with relatively long planning horizons, with particular emphasis on thematic funds and resources that are available at the country level. This will mean tapping into funding mechanisms such as those emerging through the twin-track approach of the Global Food Security Initiative.

## STRENGTHENED REVIEW AND COMPLIANCE MECHANISMS

49. The Programme Review Committee (PRC) will be the primary mechanism for ensuring that programmes are compliant with the WFP Strategic Plan, policies and directives and that they are derived from appropriate guidance, including the revised guidance emanating from the current discussion. WFP has strengthened the PRC process in order to maintain control and consistency among WFP projects around the world. This included re-centralizing management of the PRC to Headquarters, following recommendations emerging from consultations between Regional Directors and the Chief Operating Officer, and revising its composition to ensure senior-level engagement.
50. The tasks of the PRC include:
- ensuring projects are compliant with the WFP Strategic Plan, policies and directives;
  - ensuring that appropriate WFP Headquarters divisions and services review, discuss and comment on project documents presented prior to their final submission for approval, ensuring that appropriate guidance is used;
  - making recommendations to regional bureaux and country offices on the policy, design, strategy and implementation of projects;
  - identifying and addressing potentially controversial issues; and
  - acting as a key forum for organizational learning.
51. The review of operations over US\$100 million in total value is chaired by the Deputy Executive Director/Chief Operating Officer, while those under US\$100 million total value are chaired by the Director, Programme Division. PRC members include the relevant country director and Regional Director, along with the directors of relevant

divisions, including: Programme; Policy, Planning and Strategy; Budget and Programming; Logistics; Procurement; Government Donor Relations; and Field Security.

52. The approval process provides a final opportunity to ensure compliance with existing policies and guidance. While budget revisions for projects with a food value under US\$3 million may be approved at the country or regional level, all other projects and revisions are cleared through the Budget and Programming Division, the Programme Division, and the Deputy Executive Director/Chief Operating Officer before proceeding for approval by the Executive Director if within the delegated authority,<sup>5</sup> or, if above the authority delegated to the Executive Director, to the Director General of the Food and Agriculture Organization of the United Nations (for EMOPs) and the Board (for PRROs, DEVs and CPs).
53. Normally draft CPs are submitted for consideration at one session of the Board, and then approved on a no-objection basis at the following session. Particularly during this period of transition, when WFP anticipates developing more CPs and DEVs, with corresponding adjustments in the PRRO portfolio, an expedited timeframe for approval of CPs is recommended.

<b>TABLE: PROGRAMME CATEGORY LINK TO WFP STRATEGIC PLAN (2008–2013)</b>			
<b>Programme categories</b>	<b>Strategic Objectives</b>	<b>Goals</b>	<b>Context indicators</b>
Emergency operations (and PRROs)	1. Save lives and protect livelihoods in emergencies	1. To save lives in emergencies and reduce acute malnutrition caused by shocks to below emergency levels 2. To protect livelihoods and enhance self-reliance in emergencies and early recovery 3. To reach refugees, internally displaced persons (IDPs), and other vulnerable groups and communities whose food and nutrition security has been adversely affected by shocks	Shock threatening lives and livelihoods Conflict and displacement Dynamic, unpredictable situation Seriously disrupted community and market infrastructure limiting availability, access or utilization of food Government request/inadequate capacity to respond
Cross-cutting	2. Prevent acute hunger and invest in disaster preparedness and mitigation measures	1. To support and strengthen capacities of governments to prepare for, assess and respond to acute hunger arising from disasters 2. To support and strengthen resiliency of communities to shocks through safety nets or asset creation, including adaptation to climate change	Level of Global Hunger Index (International Food Policy Research Institute [IFPRI]) Governance Status (World Bank) Performance of human development index (UNDP) Recurring shocks or persistence of aggravating factors compounding shocks Sufficient predictability to allow some longer-range planning

<sup>5</sup> The Executive Director is authorized to approve projects and budget revisions up to US\$20 million food value for PRROs and up to US\$3 million for EMOPs, DEVs and CPs (see Appendix to the General Rules “Delegation of Authority to the Executive Director” (WFP General Regulations and Rules).

<b>TABLE: PROGRAMME CATEGORY LINK TO WFP STRATEGIC PLAN (2008–2013)</b>			
<b>Programme categories</b>	<b>Strategic Objectives</b>	<b>Goals</b>	<b>Context indicators</b>
PRROs (and development programmes)	3. Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations	<ol style="list-style-type: none"> <li>1. To support the return of refugees and IDPs through food and nutrition assistance</li> <li>2. To support the re-establishment of livelihoods and food and nutrition security of communities and families affected by shocks</li> <li>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</li> </ol>	<p>Prolonged conflict or protracted impact of shock on low-resilient communities</p> <p>Restart of economic activity</p> <p>Poor food availability/accessibility</p> <p>High rate of environmental destruction in fragile, poor and populated ecosystems</p> <p>Inadequate government capacity to address needs</p>
Development programmes	4. Reduce chronic hunger and undernutrition	<ol style="list-style-type: none"> <li>1. To help countries bring undernutrition below critical levels and break the intergenerational cycle of chronic hunger</li> <li>2. To increase levels of education and basic nutrition and health through food and nutrition assistance and food and nutrition security tools</li> <li>3. To meet the food and nutrition needs of those affected by HIV/AIDS, tuberculosis and other pandemics</li> </ol>	<p>Primarily low-income, food-deficit countries</p> <p>Enabling environment for design and support of sustainable hunger solutions</p> <p>Low government capacity</p> <p>Presence of large multilateral donors (e.g. World Bank)</p> <p>Persistent high levels of chronic malnutrition, micronutrient deficiencies, low dietary diversity</p> <p>Environmentally fragile and poor market environment</p>
Cross-cutting	5. Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase	<ol style="list-style-type: none"> <li>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</li> <li>2. To develop clear hand-over strategies to enhance nationally owned hunger solutions</li> <li>3. To strengthen the capacities of countries to design, manage and implement tools, policies and programmes to predict and reduce hunger</li> </ol>	<p>Local food availability for purchase</p> <p>Conducive market for local purchases</p> <p>Government interest/willingness to invest time and resources in strengthening capacity</p>

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## ACRONYMS USED IN THE DOCUMENT

CAP	Consolidated Appeal Process
CCA	common country assessment
CP	country programme
DEV	development project
EMOP	emergency operation
IDP	internally displaced person
IFPRI	International Food Policy Research Institute
INCAF	International Network on Conflict and Fragility
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
PGM	Programme Guidance Manual
PRC	Programme Review Committee
PRRO	protracted relief and recovery operation
PRS	Poverty Reduction Strategy
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme