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## **SUMMARY OF THE WORK OF THE SECOND REGULAR SESSION OF THE EXECUTIVE BOARD, 2000**



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In accordance with the methods of work of the Executive Board, the present document reflects the main points of its deliberations to be taken into account by the Secretariat in the implementation of the Board's decisions and recommendations, contained in document WFP/EB.2/2000/11.

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## TABLE OF CONTENTS

	Page
<b>EVALUATION REPORTS</b>	
Evaluation Reports (2000/EB.2.1)	1
<b>OPERATIONAL MATTERS</b>	
Country Strategy Outline—Guatemala (2000/EB.2/2)	4
Country Strategy Outline—Bangladesh (2000/EB.2/3)	4
Country Strategy Outline—Cameroon (2000/EB.2/4)	5
Country Programme—Chad (2001–2005) (2000/EB.2/5)	5
Development Project for Executive Board Approval—Nepal 5572.01 (2000/EB.2/6)	6
Development Project for Executive Board Approval—Peru 6240.00 (2000/EB.2/7)	6
Protracted Relief and Recovery Operation for Executive Board Approval—Algeria 6234.00 (2000/EB.2/8)	7
Protracted Relief and Recovery Operation for Executive Board Approval—Georgia 6122.01 (2000/EB.2/9)	7
Protracted Relief and Recovery Operation for Executive Board Approval—India 6220.00 (2000/EB.2/10)	8
Protracted Relief and Recovery Operation for Executive Board Approval—Tajikistan 6087.01 (2000/EB.2/11)	8
Protracted Relief and Recovery Operation for Executive Board Approval—Kenya 6226.00 (2000/EB.2/12)	8
Budget Increase to a Protracted Relief and Recovery Operation for Executive Board Approval—Angola 6159.00 (2000/EB.2/13)	9
<b>REPORTS BY THE JOINT INSPECTION UNIT</b>	
Reports by the Joint Inspection Unit Relevant to the Work of WFP and the Executive Board (2000/EB.2/18)	9





## EVALUATION REPORTS

### Evaluation Reports (2000/EB.2/1)

#### ***Joint WFP/UNHCR Evaluation of Protracted Relief Operation (PRO) Kenya 4961.04—Food Assistance to Somali and Sudanese Refugees***

1. The Board considered the Joint WFP/UNHCR Evaluation Report of PRO Kenya 4061.04 and commended the excellent cooperation among the different key players (United Nations and other organizations, donors, and NGOs). Representatives expressed concern about the security of staff and refugees in this complex situation, where a durable solution was not foreseen. While lauding the efforts made in establishing an effective and accurate registration procedure, some representatives noted the complexity of this problem, arising from fluctuations in camp populations due to continuous movement and the daily influx of additional refugees. The Board also noted that, although desirable, integration with local communities was not possible.
2. The Board also expressed concern that an estimated 20 percent of WFP food rations were being marketed by the refugees and stressed the importance of monitoring in this regard. The Secretariat explained that it was not acceptable for any proportion of WFP food to be sold, because it was intended to be consumed by the refugees. However, UNHCR was not able to provide complementary commodities on a regular basis, and therefore refugees were compelled to trade some of their basic food rations in order to obtain other essential commodities such as fresh food and soap. As the extension of WFP assistance to this operation would be presented to the Board for approval under another agenda item, the Secretariat advised the Board of its readiness to discuss future operational issues at that time.

#### ***Summary Terminal Evaluation Report on Emergency Operation (EMOP) China 6045.00—Emergency Food Aid to Flood-affected People in Anhui, Hubei, Hunan and Jiangxi Provinces of China***

3. The Board commended the joint efforts of WFP and the Government of China which had led to a successful operation. Several representatives reflected on the value of applying elsewhere the lessons emerging from this evaluation and queried the mechanisms in place for doing so. It was suggested, in particular, to ensure that lessons related to planning and management capacity for disaster mitigation be transferred to and shared with other countries.
4. Some representatives questioned the need for WFP food aid, given the host Government's vast experience and capacity in dealing with such emergencies. Noting that the housing subsidies did not reach the very poor, one representative suggested that a flat rate could be used in future. Representatives proposed:
  - that non-food items be included in similar EMOPs in future to ensure that agricultural recovery was not impeded by the lack of tools and seeds;



- that WFP take account of the Sphere Project Humanitarian Charter and Minimum Standards in Disaster Response in the design of EMOP interventions; and
  - that donors ensure that transport of the donated food occurred in a timely manner.
5. The Secretariat informed the Board that a new evaluation lessons system would be made available to staff by September 2000. Regarding the need for international emergency food aid to China, the Secretariat stressed that China normally could cope with its many annual natural disasters, but the scale of the emergency and the need to assist over 230 million people were beyond the regular capacity of the Government of China. This view was confirmed by the Representative of China.

***Summary Evaluation Report on Kosovo Regional EMOP 6040.00—Food Assistance to Kosovar Internally Displaced Persons and Refugees in the Federal Republic of Yugoslavia, Albania and the Former Yugoslav Republic of Macedonia***

6. In presenting the report, the Secretariat highlighted the response by WFP management to the report's main recommendations and the progress made in their implementation. Several representatives expressed their appreciation of the report. It was noted that the findings of this evaluation would be of interest also to other United Nations agencies and to NGOs. Representatives particularly noted and supported those recommendations that related to a better framework for early warning, preparedness and rapid response, staff deployment, strategies for the coordination of food aid, and cooperation among the various agencies involved in humanitarian relief.
7. Two representatives had reservations about the recommendation for improved cooperation with the military and requested that information be provided on the legal basis for such cooperation. To that effect, the text of United Nations Security Council resolution 1244 (1999) was circulated (document WFP/EB.2/2000/INF/13). The Secretariat pointed out that the issue of WFP's working with the military was to be considered further at the Annual Session under agenda item 4-A: Emerging Issues Relevant to WFP.
8. One representative pointed out that the name of provinces of a country should always be followed by a mention of the country in question. The Secretariat agreed to extend that practice from document titles into the text.
9. The Secretariat responded to queries regarding the composition of the food basket, noting that the Programme was aiming at some standardization of basic rations for relief but that variations responding to differences in food habits were perfectly acceptable.

***Mid-Term Evaluation of PRRO Cambodia 6038.00—Food Aid for Recovery and Rehabilitation in Cambodia***

10. Representatives noted that, considering the evidence of rising rates in malnutrition and anaemia, and also the complex and long-term nature of the country's recovery process, needs in Cambodia were still great. The Board stressed the importance of the recommended measures to strengthen the PRRO's targeting practices (including more extensive use of the vulnerability analysis and mapping (VAM) system in place and the 1999 Gender Survey) and its monitoring and evaluation system, including the use of measurable indicators of impact. Greater reliance on private transport companies in the delivery of food aid was welcomed. Some representatives observed that with an increasing resettlement rate of internally displaced persons, special attention to this issue was



required. The need for greater attention to the wider role of WFP within Cambodia was also identified, including a clearer expression of an exit strategy.

11. The Secretariat provided clarifications concerning the maintenance of food-for-work assets (roads), food rations and cooperation with other agencies. It was noted that most of the recommendations made by the mission had already been followed up. For example, a planning workshop had been organized immediately after the evaluation, in which some members of the evaluation team acted as resource persons, to provide a basis for the formulation of the PRRO's expansion phase.

### ***Summary Report on the Evaluation of WFP's Project Portfolio in Peru:***

- ***Peru 2341—Food Assistance to Women's Groups for the Development of Women's Micro-enterprises***
- ***Peru 4808—Food Assistance to Pre-school and Primary School Children in Rural Areas***
- ***Peru 5162—Ecological Rehabilitation of Andean Micro-watersheds***

12. Several representatives highlighted the importance and value of lessons to be applied to other projects. The Board stressed the need for better monitoring systems, the value of VAM for acquiring baseline information, and the importance of corrective management actions during implementation. One representative asked why the recommendations made in a 1994 evaluation report on project Peru 2341 had not been implemented, and commented that insufficient information on impact was given in the summary report. Considering the low sustainability rating given by the evaluation mission, it was suggested that Peru 2341 be coordinated with the International Fund for Agricultural Development (IFAD). One representative observed that any continuation of Peru 2341 should be carefully reviewed and stressed the need for the commitment of the local government for Peru 4808. Concern was expressed by one representative for the continued high incidence of anaemia in beneficiary schools and stressed that WFP needed to consult with the Government on improving the sanitary conditions which were limiting the absorption of iron supplements among schoolchildren.
13. The Secretariat welcomed the useful observations made by the Board, in particular the emphasis on ensuring the dissemination of evaluation lessons. In response to a query on impact, the Secretariat referred to the full report and explained that the weakness of monitoring systems was the main cause for the evaluation's inability to obtain impact information in two out of the three projects evaluated. The Secretariat also highlighted the importance of sound monitoring systems in allowing management to take immediate corrective action during the implementation phase of projects.

### ***Evaluation of Country Programme—Guatemala (1998-2002)***

14. While recognizing the need to continue WFP assistance, the Board urged WFP to actively pursue solutions to the structural problem of uneven distribution of resources, in particular land, which affected the food security of the poorest segments of the population. The Secretariat affirmed that the country office would raise this issue in the course of its dialogue with the Government, also in conjunction with other agencies. It further pointed out that close collaboration and coordination with the new Government and other aid providers were taking place. Representatives were pleased to note assurances given by the representative of Guatemala that the necessary budgetary support would be provided.



15. The Board stressed the importance of improved targeting, and supported the recommended use of VAM techniques. The need for a functioning monitoring and evaluation system within the Country Programme was also emphasized. The method used by the mission in evaluating the Country Programme for Guatemala was considered appropriate. The Secretariat explained that the experience of the Guatemala mission had been used in developing standard terms of reference for subsequent Country Programme evaluations; a review of WFP's experience in evaluating Country Programmes was foreseen within the current biennial work plan of the Office of Evaluation.

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## OPERATIONAL MATTERS

### Country Strategy Outline—Guatemala (2000/EB.2/2)

16. The Board reviewed the Country Strategy Outline (CSO) for Guatemala and endorsed the strategy contained therein. It recommended that WFP, along with other United Nations system agencies, use the United Nations Development Assistance Framework process in Guatemala to work closely with the Government on the issue of land distribution and titles. The representative of Guatemala informed the Board on measures already taken towards this end.
17. The Board noted with satisfaction the disaster prevention strategy that could serve as an example to other countries. It also stressed the importance of putting into place a detailed plan for food security and partnership with FAO and IFAD in the targeting and identification of food-insecure areas in the new Country Programme.
18. The Board urged an enhanced Government commitment to allocating counterpart resources to food-aided activities.

### Country Strategy Outline—Bangladesh (2000/EB.2/3)

19. The Board supported the CSO for Bangladesh. Some representatives expressed concern regarding the proposed phase-out of the Rural Development (RD) activity. One representative noted that the 1999 mid-term review of the Country Programme had recommended continuing the RD activity, based on its past successes. A mission by members of the Executive Board had observed a number of features in the existing Country Programme that were already in line with the Enabling Development policy.
20. One Representative enquired how the proposed shift from RD to Integrated Food Security (IFS) would be implemented, and endorsed the strategy to make the overall programme, particularly food-for-work activities, more compliant with WFP's Enabling Development priorities. The representative of Bangladesh emphasized the strong institutional capacity for RD and stressed the need to use this capacity under the new Country Programme, in a way that is pragmatic, flexible and implemented at a pace that avoids discontinuity and institutional gaps. The Secretariat confirmed that the RD phase-out would be carefully implemented and monitored.
21. One representative enquired whether food for the IFS activity would be handled through the Government's Public Distribution System, and endorsed the fortification of food with micronutrients to address the nutritional needs of vulnerable groups. The representative of Bangladesh confirmed that IFS was part of the national programme.



22. Some representatives queried a proposed increase in the cash-wage component of RD activities. The Representative of Bangladesh indicated that the budgetary implications of the proposed increase needed to be further examined in the course of developing the future Country Programme. The Secretariat reaffirmed its interest in balancing the food and cash components and encouraged the Government, donors and development partners to make larger non-food contributions to RD activities in order to ensure an optimal development package.
23. One representative suggested that, in view of WFP's past active involvement in disaster mitigation and response, the next Country Programme fully capitalize on those experiences.
24. Replying to a query regarding the merit of targeting pre-school feeding only to NGO-managed schools, the Secretariat explained that this was an initial experimental phase. The Representative of Bangladesh expressed the wish of his Government that children in private and public schools in the same programme areas also be targeted. He also informed the Board that in line with the Enabling Development policy, the Government is currently implementing the Food for Education Programme for girl students.

#### Country Strategy Outline—Cameroon (2000/EB.2/4)

25. The Board commended the CSO for Cameroon, for its beneficiary targeting and compatibility with the Enabling Development policy, and authorized the Secretariat to proceed with the preparation of a Country Programme. Some representatives requested that the forthcoming document include detailed beneficiary figures for the school feeding activity and provide precise information regarding the implementation strategy, especially organizational measures to ensure the feasibility of Country Programme activities.
26. The Board emphasized the need to build local capabilities in developing food aid policies for future exit strategies. A participatory approach and the inclusion of appropriate development indicators that could be used for monitoring and evaluation were highlighted.
27. One representative advised the Secretariat to ensure that there would not be migration of children from non-beneficiary to beneficiary schools. Several representatives recommended seeking additional complementary inputs, coordinating with other donors, and appropriately involving selected NGOs in implementing future activities. The need to coordinate rural development activities with those currently under way in the country was stressed.

#### Country Programme—Chad (2001–2005) (2000/EB.2/5)

28. The Board approved the Country Programme for Chad (2001–2005), noting the country's low Human Development Index ranking and its food deficit situation linked to the prevalence of natural disasters. Expressing strong support for the Country Programme, the Board commended its geographical focus, targeting of the poorest people and emphasis on a participatory approach, as well as its strategic focus on education, rural development, health and disaster mitigation.
29. A few representatives requested that detailed monitoring and evaluation mechanisms be developed and coordinated with existing structures for the follow-up to the Geneva Round Table process. One representative stressed the importance of government counterpart support to WFP activities as well as adequate staffing of the WFP country office. Another representative emphasized the need to strengthen national and government capacities, with



special attention to women. The Secretariat noted that the Board's concerns would be taken into consideration when formulating and implementing the Country Programme activities.

### Development Project for Executive Board Approval—Nepal 5572.01 (2000/EB.2/6)

30. The Board approved development project Nepal 5572.01, noting that it was compatible with the Enabling Development policy and with the Government's priorities. The emphasis on technical assistance through collaboration with the German Agency for Technical Cooperation (GTZ) was commended, and collaboration with the British Department for International Development (DFID) and IFAD was encouraged. WFP's focus on cost-efficiency and cost-sharing, and the project's innovative food-for-portering approach were recognized.
31. One representative enquired about a monitoring system for food-for-portering, to avoid the risk of losses. The Secretariat responded that porters would be employed by the project's user groups who manage the food supplies themselves, thus keeping losses to a minimum.
32. Several representatives noted the importance of gender considerations in Nepal; one considered education the key to sustainable development. The Secretariat confirmed that gender disparities were a very serious concern for WFP, and that the country office was taking various measures for this project as indicated in the document, as well as for the school feeding project.
33. A few representatives enquired about the security of staff. The Secretariat reported that there had been no incidents, but that a working group on security had been formed.
34. One representative queried whether the three-year time frame for assistance to the same beneficiaries would reduce coverage. The Secretariat noted that community development and establishment of income-generating activities were more feasible over a three-year period.

### Development Project for Executive Board Approval—Peru 6240.00 (2000/EB.2/7)

35. The Board approved development project Peru 6240.00—Promotion of Sustainable Development of Andean Micro-watersheds—and welcomed the logical framework matrix attached to the document that facilitated analysis and follow-up.
36. The Board commended the increased commitment of the Government reflected in a 60 percent financial support to project activities. It also expressed satisfaction that the document incorporated lessons learned and recommendations from the recent evaluation of the WFP portfolio of development activities in Peru.
37. The Board noted that the project complied with the Enabling Development guidelines and included an improved focus on the three poorest departments. It recommended that VAM be used to achieve more effective targeting of beneficiaries in assisted areas.

### Protracted Relief and Recovery Operation for Executive Board Approval—Algeria 6234.00 (2000/EB.2/8)

38. A group of representative commended WFP's strategy contained in the new PRRO, recognizing that the PRRO provided a mechanism for flexible, coordinated and transparent



food assistance to the entire refugee camp population. The PRRO also foresaw the possibility of downward adjustment of the WFP requirements according to the level of ad hoc bilateral donations. A few representatives urged WFP to tighten coordination of food assistance with bilateral donors and to improve monitoring.

39. Several representatives requested clarification of the basis for the estimated target population and further demographic breakdown of the beneficiaries. The Secretariat noted that UNHCR's pre-registration of refugees in camps for eventual repatriation was near completion and was forecast to be 130,000 people; the additional target population in the camps who were not so registered was estimated at 25,000 people, and it was expected that they would also be registered over the next few months. Thus, the planning figure agreed in the WFP/UNHCR Joint Food Needs assessment (JFAM) was 155,000.
40. The Board took note of the reservations of the Representative of Morocco regarding the planning figure for the number of beneficiaries and the duration of the project. He referred to the data on the increased number of beneficiaries as unexplainable and unacceptable. As for the project duration, he noted that it was pessimistic, and that 24 months were excessive. He requested the Executive Director to ensure that the beneficiary figures and duration of the project be adjusted as required in the light of completed registration activities and any change in circumstances, and to keep the Board apprised.
41. Other representatives questioned the duration of two years. The Secretariat noted that a recent report of the Secretary-General stated that there was little possibility of holding the proposed referendum before 2002, and consequently the refugees were expected to remain in the camps until that time.

#### Protracted Relief and Recovery Operation for Executive Board Approval—Georgia 6122.01 (2000/EB.2/9)

42. A group of representatives noted that the Government could not meet all needs, bearing in mind the continued economic difficulties and in spite of modest improvement. A long-term response to the humanitarian situation required continued assistance with a special focus on recovery. Despite the hazardous working conditions, efforts to gather precise information on food security indicators, to improve targeting and to set up a participatory rapid-response appraisal mechanism were encouraged.
43. One representative drew the Board's attention to certain political assessments contained in the project document considered to be of doubtful quality and beyond the scope of the humanitarian situation.
44. Another representative, noting that the duration of the operation was for two years, said that this was a minimum duration if sustainable results were to be obtained. It was also noted that the level of aid had somewhat decreased of late.
45. The Board noted with satisfaction the tremendous efforts in the targeting of beneficiaries and developing VAM tools.

#### Protracted Relief and Recovery Operation for Executive Board Approval—India 6220.00 (2000/EB.2/10)

46. A number of representatives reiterated the disastrous social and physical effects of the two cyclones and expressed their full support to the proposed PRRO. They welcomed the three components of the PRRO (supplementary feeding, school feeding and food for work for asset creation) which they considered vital for complementing the rehabilitation efforts



of both the Central Government and the Government of Orissa. The strong focus on women and children was especially welcome. One representative expressed satisfaction with WFP's choice of implementing agencies, the *Panchayati Raj* Institutions (locally elected decision-making bodies) and enquired about increased collaboration with NGOs in the health sector. The Secretariat assured the Board that the country office was aiming at such collaboration. Another representative enquired whether WFP had received an official request for assistance from the Central Government. The Secretariat confirmed that rehabilitation assistance had been requested.

47. One representative took the opportunity to ask for guidance from the Secretariat regarding WFP's priorities among the increasing number of PRROs which faced serious resource shortfalls in the current biennium. The Secretariat replied that the number of natural disasters and related EMOPs and PRROs had increased greatly in the past few years. It was difficult from WFP's point of view to establish a degree of priority in the suffering of needy beneficiaries—however, WFP focuses on those countries that face very serious underfunding. It was also noted that resources for PRROs came mostly from directed multilateral contributions which made it difficult for the Secretariat to establish priorities. WFP hoped that donors would come forward as generously as in the past in order to cover the requirements of approved projects.

#### Protracted Relief and Recovery Operation for Executive Board Approval—Tajikistan 6087.01 (2000/EB.2/11)

48. In discussing PRRO Tajikistan 6087.01, the Board commended WFP's humanitarian work in Tajikistan and highlighted the most recent FAO Food Outlook Report indicating the need for food aid. One representative reiterated the Executive Director's support of the United Nations Security Council resolution holding host countries responsible for the protection of humanitarian workers, and cautioned against the risk of setting too high expectations for achieving the PRRO's goals.

#### Protracted Relief and Recovery Operation for Executive Board Approval—Kenya 6226.00 (2000/EB.2/12)

49. The Board approved PRRO Kenya 6226.00. Several representatives commended the work of the WFP/UNHCR Joint Food Needs Assessment (JFAM) and indicated their support for improved coordination in refugee relief and recovery operations. They stressed that the PRRO was needed because the refugees could not meet their own food needs and may not be able to return to their countries of origin within the coming three years. A group of representatives indicated that some self-reliance activities should be encouraged, and supported the recommendation made in the Joint WFP/UNHCR Evaluation of PRO Kenya 4961.04 that a food-for-work feasibility study be conducted. Some representatives commended the PRRO for its gender analysis.
50. In response to one representative's query, the Secretariat indicated that information on the status of PRROs that were ongoing for more than five years would be provided to the Board.

#### Budget Increase to a Protracted Relief and Recovery Operation for Executive Board Approval—Angola 6159.00 (2000/EB.2/13)

51. The Board approved the budget increase to PRRO Angola 6159.00—Assistance to War-affected People. Several representatives commended the quality of the document and



the outstanding work being done to assist war-affected people in Angola. The Board noted the comprehensive targeting strategy used to reach persons in need and the strong inter-agency coordination involved therein. A representative underscored that according to a recent rapid needs assessment led by the Office for the Coordination of Humanitarian Affairs (OCHA), lack of agricultural inputs such as land and seeds was one of the main reasons why internally displaced persons continued to depend on food aid, and urged the Government of Angola to play a greater role in the provision of such basic inputs and in the humanitarian assistance effort as a whole. A representative highlighted that poor road and runway conditions constrained WFP in the delivery of food aid to several provinces, and urged the Angolan Government to urgently address the issue of infrastructure repair.

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## REPORTS BY THE JOINT INSPECTION UNIT

### Reports by the Joint Inspection Unit Relevant to the Work of WFP and the Executive Board (2000/EB.2/18)

52. The Vice-President of the Board presented the report, on behalf of the Bureau. The Board expressed satisfaction regarding the constructive dialogue between the Joint Inspection Unit (JIU) and the WFP Secretariat, particularly in relation to the follow-up to recommendations contained in JIU reports. The Board looked forward to reviewing the matter in due course.
53. In endorsing the report of the Bureau, the Board requested the Secretariat to change the proposed response to recommendations contained in subparagraphs 21(iv) and 24(vi) of document WFP/EB.2/2000/8, as follows:

*Paragraph 21. Subparagraph iv):*

“Proposed response: Endorse with modification. The Secretariat notes the report’s emphasis on the fact that these general guidelines can only serve as a reference, since the diversity of each Programme’s mandate and activities will require it to determine its own guidelines. Therefore, it proposes that the Senior Management Group establish a set of high-level principles on relations with the private sector, rather than specific guidelines.” The Secretariat was encouraged to participate in the work of the senior management group.

*Paragraph 24. Subparagraph vi):*

“Proposed response: Endorse with modification. Giving preference to regionally-based firms does not necessarily result in cost-saving measures. Therefore, preference should be given to regionally-based management consulting firms with the required expertise and qualifications, as appropriate, whenever feasible and cost-effective.”

