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A RESOURCE MOBILIZATION STRATEGY FOR THE WORLD FOOD PROGRAMME

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

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(s) indicated below, preferably well in advance of the Board's meeting.

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Executive Summary

WFP has been most fortunate, over its history, to have had the generous support of its donors. This is most clearly demonstrated in the fact that, thanks to its donors, WFP is the largest single source of assistance in the United Nations system, apart from the World Bank group. However, the Programme and its members have identified a number of areas where WFP's funding could be improved to enable it better to serve the hungry poor. The strategy presented in the present paper outlines a number of the ways in which this may be achieved.

A review of the World Food Programme's Resource Mobilization Strategy was initiated at the recommendation of the United Nations General Assembly (resolutions 50/227, 52/203), the Secretary-General (resolution A52/847) and the Economic and Social Council (ECOSOC) (resolution 1997/59). The Funds and Programmes were requested to review and monitor their practices in order to make funding more secure and predictable. Further, the Executive Board expressed an interest in reviewing the future funding strategy for WFP when it approved the Report of the Formal Working Group on the Review of WFP's Resource and Long-term Financing policies.

In early 1999 the Secretariat began a process of internal review and simultaneously initiated a series of activities to solicit the views of the membership. An analysis of WFP's funding history was undertaken, along with a survey of the progress made by other voluntarily funded United Nations agencies in preparing their resource mobilization strategies. The outcome of that research and consultation process has been incorporated into this paper.

The objectives of WFP's Resource Mobilization Strategy are to enhance the predictability, flexibility and security of WFP's resources. At the same time, a number of measures are proposed to increase funding for development and accelerate donor response to emergencies.

The strategy seeks to enhance the **predictability** of WFP's resources by encouraging donors to communicate multi-year indicative pledges, based on their Food Aid Convention (FAC) commitments. In fact, FAC represents a significant opportunity both to increase the portion of FAC tonnage channelled through WFP and enhance predictability through FAC's three-year commitment cycle. The final WFP Consultation on Resources for each year will be used as a forum to discuss future needs and plan anticipated resources. The Programme will seek to utilize the United Nations/FAO Pledging Conference as a venue at which donors may announce indicative multi-year pledges, where possible. Finally, the Secretariat will continue to seek standard agreements with individual donor governments, in order to provide an estimate of expected annual resources.

The flexibility of resources is key to WFP's ability to provide food to the people most in need, when it is most needed. To this end, the strategy proposes a number



of measures to promote multilateral contributions, which offer the greatest flexibility, and to reduce conditions placed on contributions. These include more assertive advocacy for greater multilateral contributions; better demonstration of the positive results of WFP's interventions; and provision, upon request, of Standardized Project Reports for multilateral donors. The strategy also recommends enabling donors to "negatively earmark" contributions, to encourage multilateral contributions while ensuring that these resources are not allocated to countries where support is prohibited by sanctions or other legislative restrictions; in addition, the strategy recommends drafting an appropriate programme of recognition for multilateral donors.

While the Programme recognizes that legislative and other constraints often require governments to impose conditions on their contributions, the strategy urges WFP to inform donors of the ramifications of excessive conditions, and to advocate for their eventual elimination. In addition, donors are requested to refrain from "double-earmarking" their development resources, allowing the Secretariat to allocate resources according to the mandate handed down by WFP's governing body to utilize at least 50 percent of all resources in least developed countries, and at least 90 percent in low-income, food-deficit countries.

The **security** of WFP's resources gave rise to concern, given the very small number of donors on which the Programme relies for the bulk of its funding. Thus, the strategy proposes that WFP continue its efforts to increase burden-sharing among new and existing donor governments. The strategy also recognizes the importance of the private sector in raising public awareness of WFP, increasing support for donor governments' contributions to the Programme, and as a potential new source of resources.

Several proposals are also made to increase **funding for development**. These include: increased involvement of donor and recipient governments in project design, assessment and evaluation; demonstration of recipient governments' commitments to WFP projects through payment of government counterpart cash contributions (GCCC) and local project costs; and holding donor consultations to highlight the needs of WFP development activities.

The bulk of WFP's resources are now dedicated to **emergencies**, and the strategy presents a series of recommendations to facilitate a speedier response by donors, to boost the Immediate Response Account (IRA), to strengthen the resource mobilization function of the Consolidated Appeals Process (CAP) and highlight "forgotten" emergencies.

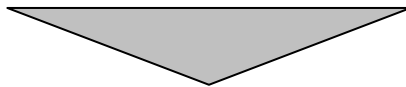
Knowing that the resources provided to the Programme are a measure of the quality of WFP's service to its beneficiaries, and accountability to its membership, the Secretariat has also made several internal recommendations. These include: strengthening partnerships with other agencies and organizations; streamlining the content and improving the timeliness of Standardized Project



Reports; further advocacy efforts; improved communications between WFP and donors, particularly at the field level; and acceleration of the process to reprogramme unspent balances. Importantly, the Secretariat will continue its efforts to expand the donor base by encouraging new donors to make contributions to the Programme.

WFP is blessed with a dedicated staff and a donor community committed to the vision of a world without hunger. Fulfilment of this strategy will take the Programme further down the path to achieving this shared vision.

Draft Decision



The Executive Board may wish to approve the recommendations listed below:

- i) *WFP should use all of the means available to the Programme to assertively advocate the need for increased multilateral contributions.*
- ii) *Measurable outcomes and demonstrated positive results of WFP projects are the best encouragement for multilateral contributions. WFP must demonstrate the results of its interventions by improving its development projects pursuant to the Food Aid and Development (FAAD) Review and through better targeting, monitoring and impact measurement within the context of results-based management (RBM).*
- iii) *It is entirely reasonable for “truly multilateral” donors to have substantial interest in the operations which their contributions support, even though complete flexibility is provided to WFP to determine the use of the contributions. Therefore, it is recommended that donors (upon their request) may receive Standardized Project Reports for operations receiving their contributions without compromising the “truly multilateral” categorization of their support.*
- iv) *It is important to recognize that legislative requirements may constrain the use of resources in certain countries or regions. While donors should not be encouraged to select the operations to which their multilateral contribution is allocated, WFP proposes to consider a certain amount of “negative earmarking” as being within the parameters of a multilateral contribution.*



- v) *In order to promote multilateralism and to ensure donor visibility, country operations are urged to work cooperatively with the Resources and External Relations Division and individual donors to determine a programme of recognition which is suitable for the donor and the circumstances.*
- vi) *Donors are asked to seek a better balance between directed and multilateral contributions. In this regard, a call is made for the political will to reverse the current trend in order to meet United Nations requirements.*
- vii) *The scope and priorities of the new Food Aid Convention (approved in June 1999) fit neatly with WFP's mandate. As such, the signatories of the Convention could refer to their FAC commitments as a basis on which to provide a longer-term indication of their likely contributions to WFP. The Board may wish to encourage donors to communicate multi-year indicative pledges to the Secretariat. Such indications could be used for planning purposes but would not be considered binding commitments.*
- viii) *WFP should promote its capability to assist donors with the reporting requirements under the Convention as an additional motivation for making FAC contributions through WFP.*
- ix) *The provisions which permit transport costs and IRA contributions to be attributed to FAC pledges should be utilized as additional selling points to donors for the efficacy of channelling these commitments through WFP.*
- x) *WFP should actively pursue the opportunities provided by the broadened food basket and the option of receiving credit for cash contributions used to enable triangular transactions as a means to enter into creative and beneficial arrangements with donors.*
- xi) *WFP should utilize the credit offered for micronutrient contributions as a means to build nutritional fortification into its programmes while bringing additional resources to the Programme.*
- xii) *WFP should use the Consultation on Resources as a forum to discuss future needs and plan anticipated resources.*
- xiii) *Reinvigorate the Pledging Conference to make it as productive and useful as possible as a forum for announcing multi-year indicative contribution levels.*
- xiv) *Work towards achieving a framework agreement with each donor with regard to anticipated annual resources.*
- xv) *WFP will take steps to inform donors of the ramifications of excessive donor conditions and strongly advocate for the elimination or reduction of conditions, where possible.*



- xvi) *WFP urges donors to discontinue the double-earmarking of contributions by entrusting the Programme to allocate resources according to the structure mandated by the Executive Board, and refraining from imposing further conditions on contributions to development.*
- xvii) *WFP should increase and intensify its efforts to involve donor and recipient governments in project design, assessment and evaluation in a concerted effort to improve WFP's interventions according to the conclusions of the FAAD Review.*
- xviii) *Recipient governments should demonstrate their engagement in full partnership with WFP programmes by honouring their GCCC commitments and meeting their share of project costs.*
- xix) *In those countries preparing to graduate from development food aid, WFP should introduce arrangements for even greater cost-sharing, where appropriate, to help ensure a smooth transition to self-sufficiency.*
- xx) *Greater visibility and profile should be provided to recipient countries in recognition of their important role in the successful implementation of WFP activities.*
- xxi) *The format of the Consultation on Resources should be used to better inform and engage donors in support of the needs of WFP development activities. Where appropriate, visits by the Executive Board to development projects should be encouraged.*
- xxii) *WFP should implement the two-step emergency operation (EMOP) document, in an effort to capture resources for new emergencies as soon as possible by providing preliminary data within days of a crisis.*
- xxiii) *Efforts should be made to draw attention to forgotten emergencies in advocacy efforts, on the Internet, and by visits to the field by Board members.*
- xiv) *WFP should actively pursue implementation of the provisions made through decision 1999/EB.1/3 to transfer to the IRA unspent balances of contributions (with donor consent) from terminated operations or those operations no longer requiring resources.*
- xxv) *Donors are encouraged to recognize replenishment of the IRA as a priority and to agree to the use of their contributions to EMOPs and PRROs for this purpose.*
- xxvi) *Pursuant to the need for donor visibility, special attention should be paid by the respective country offices to recognizing those donor contributions used to replenish the IRA.*
- xxvii) *Joint assessment missions with donor participation should be conducted on CAP-specific activities. In addition, donor representatives should be invited to participate in the CAP Mid-Term Review.*



- xxviii) *WFP and FAO, in coordination with the Office for the Coordination of Humanitarian Affairs (OCHA), should supplement the annual launch of the CAP in Geneva by hosting a subsequent Rome-based briefing highlighting WFP and FAO requirements. A similar briefing could be held for Rome-based Permanent Representatives on the outcome of the July Mid-Term Review of CAP operations.*
- xxix) *Donors and Member States reaffirm that the policy of full cost recovery must continue for all donors. It is noted that the Executive Director's waiver authority may be used in exceptional cases on contributions judged to be in the best interests of the Programme. An annual report on the use of the waiver should be provided to the Executive Board.*
- xxx) *In order to achieve the full potential benefits available to the Programme from the private sector, in terms of both resources and public awareness, the appointment of an experienced professional fund-raiser is recommended. The first task of this staff member will be to draft guidelines, for Executive Board review, to provide direction for the Programme's future endeavours in this area. The cost-effectiveness of this position will be reviewed in three years' time.*



I. INTRODUCTION

1. In response to the request of the General Assembly and the Economic and Social Council of the United Nations (ECOSOC) that “all of the funds and programmes review and monitor their funding arrangements, with a view to making funding more secure and predictable”, the World Food Programme undertook the development of a Resource Mobilization Strategy.
2. While WFP has been blessed over its 37-year history with extremely generous donors and, in most cases, adequate resources to perform its mission, our focus and that of our donors has changed over time. An elaboration of the evolution of WFP will be provided under the “History of Funding” section of this report. Among the overriding issues which will be discussed in that section is that of burden sharing. Over the years, the substantial resources of WFP have come from a few major donors (see Annex II: Burden Sharing). This dependency on a few donors is not in the long-term interest of the organization, nor is it in the short-term interest of the beneficiaries, as it has created serious gaps in funding for important operations. It is, therefore, critically important that efforts be undertaken on many fronts to further strengthen relations with existing donors and broaden WFP’s base of donors to include non-traditional sources of support. It is equally important that host governments demonstrate their partnership with WFP by honouring their financial commitments.
3. Since WFP’s founding in the 1960s, the world has evolved into a global community; the way in which WFP seeks its resources must transform as well. Hunger in Colombia among internally displaced persons, drought in the Horn of Africa, and civil wars in Angola all confront the world’s citizens when they turn on their television sets, open their newspapers or log on to the Internet. Owing to global communications, the Internet and other advancements, what happens in Indonesia is no longer an isolated event in a far-off country. As in all facets of life today, these innovations present opportunities and challenges.
4. It is a world in which famine continues, natural disasters occur with frightening frequency and ferocity, and civil wars pitting neighbour against neighbour are featured on the evening news. The broad public knowledge and understanding of these tragedies has added a new element to the work of humanitarian organizations like WFP. It has contributed to the shift of attention away from development activities and towards emergency operations. In order to meet these increasing and sudden demands, WFP needs a funding structure which provides flexibility to respond quickly. Later in the paper, a case will be made for a return to multilateralism as one avenue to providing greater flexibility and enhanced rapid response capacity.
5. While it is also obvious that emergencies are by their nature unpredictable, over recent years WFP has established a baseline of need which could indicate a minimum level of requirements for emergencies. Later in the paper, proposals will be offered to secure this base of funding so as to provide greater predictability and enhanced capacity for WFP.



6. Although WFP's focus has necessarily shifted to emergencies, a thoughtful and deliberate process of reviewing the role of food aid in development was undertaken by the Executive Board last year. As a result, the organization's commitment to the development programme was reiterated. Clear objectives for improving the quality and focus of WFP's programmes were set. The intersection between these new policies and the issue of funding for development is explored in this paper.
7. WFP has not only looked outside for solutions; we have also recognized that we must be introspective in this process. Many internal issues were addressed in the development of this strategy and will be briefly explained later.
8. Greater public awareness creates opportunities for WFP to broaden its constituency as well as its financial base. WFP has been pursuing a programme to generate support for its work from the private sector. These opportunities will be discussed later in the paper.



II. CONSULTATIVE PROCESS

9. A review of the Programme's resource mobilization programme was initiated at the recommendation of the United Nations General Assembly (resolutions 50/227 52/203), the Secretary-General (resolution A/52/847) and ECOSOC (resolution 1997/59). The Funds and Programmes were requested to review and monitor their practices in order to make funding more secure and predictable. Further, the Executive Board expressed an interest in reviewing the future funding strategy for WFP when it approved the Report of the Formal Working Group on the Review of WFP's Resource and Long-term Financing policies.
10. In early 1999 the Secretariat began a process of internal review of its resourcing. Simultaneously, it initiated a series of activities to solicit the views of the membership, seeking their views on issues which should be addressed in the strategy, and possible steps to improve the predictability and security of resources.
11. In August 1999, a letter was sent to all members of the Programme outlining the issues that had been identified by the Secretariat's internal working group and seeking their advice on these or additional concerns. Member States and donors were invited to participate in interviews with the internal working group to elaborate on their views. Interviews were held with representatives of 24 Member States.
12. The issues were also discussed with the membership at three informal consultations held in December 1999, March and May 2000. The trends and suggestions emerging from those consultations and the interviews have been incorporated into this strategy.



III. HISTORY OF FUNDING

13. In **1960**, the United Nations General Assembly urged the Secretary General, the Food and Agriculture Organization (FAO) and other specialized agencies to determine a method by which food surpluses could be made available to countries with food deficits. In response, it was proposed that a multilateral programme be established for a trial period of three years with resources of US\$100 million in cash and commodities. To jumpstart the operation, the United States, through the head of the United States delegation to the FAO Conference George McGovern, offered to provide US\$40 million in commodities.
14. In **1962**, 33 countries agreed to provide US\$87.3 million in voluntary contributions for the World Food Programme, which was to go into operation on 1 January 1963. An earthquake hit Iran in September 1962, followed by a hurricane in Thailand in October, and WFP began work to provide food assistance three months before the Programme's official start-up date.
15. At the end of its three-year trial period WFP had approved 116 development projects and 32 emergency operations in 25 countries.
16. By **1970**, due to escalating freight rates, the Programme experienced the first of many cash crises as pledges fell below the one third level for cash and services required by WFP's General Regulations (see Annex IV: Cash and In-kind Contributions to WFP).
17. In **1974**, a generous contribution from Saudi Arabia of US\$50 million helped to temporarily alleviate the cash crisis.
18. In **1975** the United Nations General Assembly established the International Emergency Food Reserve (IEFR) at a minimum level of 500,000 tons of food grains. These commodities were placed at the disposal of WFP to strengthen its capacity to cope with crisis situations. Also in 1975, contributions exceeded the biennial pledging target of US\$440 million for the first time in WFP's history, as US\$542 million was committed.
19. By **1978**, in keeping with WFP's mandate to feed the poorest of the poor, 90 percent of the projects submitted for approval to the Committee on Food Aid Policies and Programmes (CFA) were in least developed countries (LDCs) or in most severely affected countries (MSAs).
20. Rising freight costs and inflation depleted WFP's cash reserves in **1979**, causing renewed concern.
21. By **1983**, the 20th anniversary of WFP, the Programme had become the largest source of assistance (excepting the World Bank group) within the United Nations system.
22. The cash crisis continued in **1984**, causing the Executive Director to make a special appeal to donors; nonetheless, that year cash expenditures exceeded cash income by US\$31.5 million.
23. By **1989**, 23 percent of all food aid was channeled through WFP, compared to just 5 percent in 1979.
24. The cash crisis of WFP intensified in **1991**. Special appeals to donors resulted in raising the aggregate level of cash to 29 percent of regular resources for the biennium. The CFA agreed that additional support and administrative costs for relief work should be covered by a 4 percent charge on the IEFR and on Protracted Relief Operations (PROs).



25. The Immediate Response Account (IRA) was established in **1992** with initial funding of US\$7.5 million. An annual minimum target of US\$30 million was set for the fund; in the first year the IRA received US\$23.8 million in resources. These funds were used to initiate 26 EMOPs in 22 countries.
26. The year **1992** was a landmark, as the balance between WFP's emergency and development work shifted to one third development and two thirds emergency and PROs (see Annex VI: Contributions for Development and Relief, 1990-1999).
27. A record low in fulfilment of the pledging target occurred in **1994**, when just 65 percent of the goal was achieved.
28. In recognition of the ongoing cash problem (see Annex IV), the Formal Working Group on the Review of WFP's Resource and Long-term Financing Policies was established in **1995** to provide proposals for increasing the predictability and flexibility of resources. The Financial Management Improvement Programme (FMIP) was also inaugurated in that year to enhance the capacity of WFP in that area. The IRA was increased to its present level of US\$35 million.
29. The year **1996** began with the implementation of the new Resource and Long-term Financing policies, with Programme Support and Administration (PSA) being funded from indirect support costs (ISC).
30. The launch of a review of the impact of the Resource and Long-term Financing policies marked **1997**. Donations continued to be increasingly directed with multilateral contributions to development dropping by 10 percent that year.
31. Although incorporated in 1996, US Friends of WFP was formally launched in **1997** to assist in fund-raising, advocacy and grass-roots constituency building.
32. A 30 percent increase in overall funding occurred in **1998** due to the size and scope of emergency operations and a generous contribution of United States commodities made available through surplus designation. Despite the unprecedented levels of support, WFP still faced a 23 percent shortfall due to the overwhelming dimensions of the need.
33. The review made by the Formal Working Group on the Resource and Long-term Financing Policies found that significant benefits had accrued from the policies, including increased transparency and accountability, and improved predictability, planning and management of resources at both the organizational and project levels.
34. By **1998**, only 5 percent of contributions to emergencies were multilateral; development resources had declined by 13 percent since 1996.
35. In another major decision, the Executive Board directed the Programme to convert all emergency operations older than two years into protracted relief and recovery operations (PRROs).
36. Resources in **1999** continued at a high level of US\$1.5 billion. However, due to the advent of new and intensified emergency operations in several regions (Angola, Kosovo and East Timor), the needs far outstripped the resources available. The formation of the Japan WFP Friendship Association was announced in Tokyo. The resource requirements for PRROs escalated nearly 100 percent as the Executive Board decision of 1998 was implemented; this led to 14 emergency operations being converted to PRROs, bringing the total number to 32. The level of untied resources to emergencies continued its decline. By 1999 just 2 percent of contributions to emergency operations were untied.



IV. INTERNAL ISSUES

37. As an organization which is funded entirely on a voluntary basis, donor support for WFP is heavily dependent on the quality of its field projects and on the level of its accountability to stakeholders. While much of the Resource Mobilization Strategy looks outside the organization for increased predictability and levels of resources, it is important that WFP be introspective in this process as well. Therefore, a number of internal issues were identified and will be addressed by the organization in order to facilitate resource mobilization.

Partnerships

38. WFP recognizes the importance of effective partnerships with other organizations and stakeholders. The donors and members reiterated this message in the interviews and consultations on the Resource Mobilization Strategy. As a result, WFP will reinforce its already strong relationships with other United Nations agencies, NGOs, multilateral financial institutions, and the academic world. WFP will continue to participate in the CAP, United Nations Development Assistance Framework (UNDAF) and Country Strategy Notes, to undertake joint needs assessments and pursue implementation agreements with NGO partners.

Reporting

39. WFP's Standardized Project Reports were introduced in 1996 in order to provide donors with information on project performance and the utilization of contributions. Throughout the interviews and the consultations, the timeliness of reporting was emphasized repeatedly as a serious ongoing concern. Subsequently, the Secretariat has made considerable efforts to address these concerns by significantly improving the timeliness of reporting.

40. At the same time, donors have indicated that the content and presentation of the reports could be streamlined and simplified. The reporting format will be reviewed in the context of WFP's new financial, information and results-based management systems. A mini-consultation on the content of the standardized project reports may be held in order to reach consensus on the content required for a streamlined report.

Advocacy

41. A two-pronged approach to advocacy and resource mobilization was outlined in the Strategic and Financial Plan for 2000-2003 (WFP/EB.A/99/5-A/1). As part of this plan, WFP is seeking to increase public knowledge of hunger issues while raising awareness of the organization's work, particularly among the agricultural constituency in major donor countries. Efforts towards this end will concentrate on developing working relationships with the agricultural press, community groups, commodity associations, researchers and other interest groups.

Communication

42. Many of the members indicated during the interviews and the consultations that more frequent communication between WFP field offices and donor representatives would facilitate contributions. WFP Representatives/Country Directors will be encouraged to increase their field-level consultations through the conduct of regular briefings, and inviting donor participation in joint assessment and evaluation missions.



43. Speedy notification of new or revised operations is also important to donors. WFP will endeavour to post new and/or updated operational documents on its website within 24 hours of approval. It will also use the Internet to highlight 'forgotten' or seriously underfunded operations.

Burden Sharing/Broadening the Donor Base

44. WFP has been engaged in an ongoing process to encourage new donors to contribute to the Programme. In 1999, several potential and new government donors were invited to a seminar in Slovakia to inform them about the Programme and to encourage further contributions. The Secretariat will continue through this and other avenues to reach out to non-traditional government donors. Efforts are also under way to boost support for the work of WFP among private citizens and companies. This undertaking will be described more extensively later in this report.

Reprogramming Unspent Balances

45. The Secretariat has engaged in an active process of identifying unspent balances on contributions and seeking donor concurrence in their reprogramming. The new financial and information systems being put into place will accelerate this process.



V. EXTERNAL ISSUES AND RECOMMENDATIONS

Multilateralism

📌 *Definitions*

46. The Review of WFP's Resource and Long-term Financing Policies (WFP/EB.1/99/4-A, Attachment 1) defined multilateral and directed multilateral contributions as follows:
47. **Multilateral contribution:** a contribution for which WFP determines the Country Programme or WFP activities in which the contribution will be used and how it will be used, or a contribution made in response to a broad-based appeal made by WFP. In such cases, the donor will accept reports submitted to the Board as sufficient to meet the requirements of the donor.
48. **Directed multilateral contribution:** a contribution, other than a response to a broad-based appeal made by WFP or WFP and other agencies, which a donor requests WFP to direct to a specific activity or activities initiated by WFP or to a specific Country Programme or Country Programmes.

📌 *Importance of Multilateralism*

49. The World Food Programme is mandated to promote world food security—adequate access for all people at all times to the food needed to lead healthy, active lives—in accordance with the recommendations of the United Nations and FAO. True multilateral contributions enable WFP to fulfill its mandate, which also reflects the principle of universality, by providing the flexibility to quickly direct food to those who are most vulnerable.
50. The ability to programme available food quickly in an emergency is critically important in a situation where minutes save lives.
51. There is a substantial difference in the cost-effectiveness of a multilateral contribution as compared to a directed multilateral contribution. This is demonstrated by Annex V, which contrasts the steps involved in negotiating, accepting and programming an untied multilateral contribution versus a directed multilateral contribution. In addition to saving staff time, there are other programmatic efficiencies due to economies of scale in shipping costs and the purchase price of commodities.
52. Unfortunately for WFP and its beneficiaries, the trend over the past five years has been away from multilateral contributions. The amount of multilateral contributions has remained relatively stable since 1996, while requirements and directed multilateral contributions have increased significantly. Particularly serious is the prevalence of directed multilateral contributions for emergencies, where an average of 92 percent of contributions were directed between 1996 and 1999. In this category, where flexibility is of utmost importance, WFP's resources are the least flexible.
53. One factor which influences donors' decisions regarding whether or not to make a multilateral contribution is the existence of legal restraints, e.g. sanctions, which prohibit the use of their contribution in certain countries. In this case, in order to avoid their multilateral contribution being used in such countries, donors make a directed contribution to countries which are acceptable. This practice could be reduced were WFP to allow its donors a limited degree of 'negative earmarking', i.e. enabling them to stipulate which



countries their multilateral contribution may NOT be used in, while giving WFP more latitude to allocate resources to those countries it determines to be in greatest need.

📌 Recommendations

54. The Member States and donors are requested to endorse the following concepts which could assist in the resurgence of multilateralism:

- ✍ i) *WFP should use all of the means available to the Programme to assertively advocate the need for increased multilateral contributions.*
- ✍ ii) *Measurable outcomes and demonstrated positive results of WFP projects are the best encouragement for multilateral contributions. WFP must demonstrate the results of its interventions by improving its development projects pursuant to the Food Aid and Development (FAAD) Review and through better targeting, monitoring and impact measurement within the context of results-based management (RBM).*
- ✍ iii) *It is entirely reasonable for “truly multilateral” donors to have substantial interest in the operations which their contributions support, even though complete flexibility is provided to WFP to determine the use of the contributions. Therefore, it is recommended that donors (upon their request) may receive Standardized Project Reports for operations receiving their contributions without compromising the “truly multilateral” categorization of their support.*
- ✍ iv) *It is important to recognize that legislative requirements may constrain the use of resources in certain countries or regions. While donors should not be encouraged to select the operations to which their multilateral contribution is allocated, WFP proposes to consider a certain amount of “negative earmarking” as being within the parameters of a multilateral contribution.*
- ✍ v) *In order to promote multilateralism and to ensure donor visibility, country operations are urged to work cooperatively with the Resources and External Relations Division and individual donors to determine a programme of recognition which is suitable for the donor and the circumstances.*
- ✍ vi) *Donors are asked to seek a better balance between directed and multilateral contributions. In this regard, a call is made for the political will to reverse the current trend in order to meet United Nations requirements.*

Predictability

55. Since WFP's inception in 1963, the agency's programme has evolved from having a substantial development portfolio (70 percent) and little emergency activity (30 percent), to today having 80 percent of the Programme's resources dedicated to emergencies and nearly 20 percent to development (see Annex VI: Contributions for Development and Relief, 1990-1999).

56. WFP is an entirely voluntarily funded organization and, as such, does not have a base of support which accrues from assessed contributions, dues, core funding, endowments or other sources. Even in 1998, when WFP's funding reached the very high level of US\$1.7 billion, shortfalls in resources occurred for many of the Programme's operations. Delays in the confirmation and arrival of contributions severed pipelines and disrupted food distribution, leaving some beneficiaries without adequate food for extended periods of time.



57. This situation presents a dichotomy for the organization. While on the one hand the emergency nature of our work creates urgent and unpredictable needs, on the other, our resource base is insecure and unstable. As we move to more and more emergency work, having a solid base of support is critically important to our ability to respond quickly, dedicating both short and long-term resources to the alleviation of suffering.
58. While the unpredictable nature of WFP's work is recognized, it is noted that the emergency commitments of the Programme have not fallen below 500,000 tons since 1982. Therefore, while the ceiling of emergency needs cannot be anticipated, it would be reasonable to use this as a minimum planning figure.
59. The concept of multi-year indicative pledges was considered favourably by the internal working group and its Member State and donor advisors. These pledges would provide a prediction of available resources which would assist WFP in both long- and short-term planning, while recognizing that all donor governments' voluntary financial commitments are subject to the vagaries of an annual budget cycle.

📌 **Food Aid Convention**

60. The new Food Aid Convention (FAC) represents a significant opportunity for WFP to both increase the portion of FAC resources channelled through it and enhance predictability, since FAC commitments are for three-year periods. This may be the basis on which donors could make multi-year indicative pledges to WFP, consistent with their three-year FAC pledge.
61. The Food Aid Convention was successfully renegotiated in 1999 with the mission of contributing to world food security and improving the ability of the international community to respond to emergency and other food need situations in developing countries. The new convention includes a number of changes which offer opportunities for WFP to further collaborate with donors. Among these changes are the possibility for donors to express their contributions in tons of wheat equivalent, in value, or in a combination of tonnage and value. The new Convention further permits contributors to include the value of transport and other operational costs when determining the total value of their contribution (provided that operational costs do not exceed 50 percent of the total value on an annual basis). Additional commodities may now be counted towards fulfilment of commitments; these include cereals, pulses, edible oil, root crops, skimmed milk powder and sugar. In addition, micronutrients provided in conjunction with commodities may also be credited.
62. The new Food Aid Convention sets forth a sophisticated semi-annual reporting requirement which WFP is ready to fulfil, thus alleviating donor responsibility for this requirement and hopefully encouraging donors to channel a larger percentage of their assistance under FAC through WFP. Under the Convention donors are urged to use cash contributions to enable triangular transactions (purchasing food from developing countries for supply to a recipient country) or, where appropriate, for local purchases (purchasing food in one part of a developing country for supply to a food-deficit area in the same country). Both actions could improve WFP's quick access to food in emergency operations and result in substantial savings in transport costs.
63. Qualitative rather than quantitative aspects of food security are emphasized in the new FAC. These include a focus on needs assessment, targeting of vulnerable groups and the neediest people, and an emphasis on programmes which contribute to national capacity-building. All of these items are characteristic of WFP programmes and further reinforce the argument that WFP should be the purveyor of choice for FAC contributions.



64. There is considerable room for growth within FAC for cooperation with WFP. During the 1997/98 crop year, FAC shipments totalled 6.1 million tons, whereas just 1.5 million tons were channelled through WFP that year.
65. The level of the Convention remained roughly stable at a minimum annual commitment of 4,895,000 tons (wheat equivalent) plus 130 million Euros.

✧ **Consultation On Resources**

66. Support was also expressed for the proposal that WFP endeavour to use the final Consultation on Resources of each calendar year as a tool to focus the discussion of future needs and anticipated resources. The Programme's document "Projected Needs for WFP Projects and Operations", known as the "Blue Book", would be used as a reference for these discussions.

✧ **United Nations/FAO Pledging Conference**

67. Despite numerous calls from donors for its discontinuation, the United Nations/FAO Pledging Conference for the World Food Programme continues to be held each biennium with the most recent session having occurred in November 1998. While this Conference may once have been a viable tool for a voluntary agency to obtain information concerning anticipated donor support, its utility has declined to the point where most donors no longer use this venue to announce their contributions. The last year conference, for example, resulted in just US\$341 million in biennial pledges of cash and commodities (US\$325 million from the United States, US\$13 million from Belgium, US\$2.3 million from the People's Republic of China, US\$300,000 from Greece, US\$5,000 from Ghana and US\$3,847 from Yemen). Its usefulness as an indicator for prospective pledges can be gauged from the fact that halfway through the biennium in question contributions valued at a total of US\$1.5 billion, or nearly five times more than was pledged at the Conference, had already been received by WFP.
68. Despite such questionable usefulness and the lack of interest from the donors, the Conference continues as an ECOSOC-sanctioned undertaking. Therefore, for as long as the Pledging Conference continues, WFP will try to make it as productive and useful as possible. In this regard, WFP will work closely with all members and donors in anticipation of the Conference to encourage them to utilize this venue as a forum for announcing their multi-year indicative contribution levels.

✧ **Framework Agreements With Donors**

69. Finally, many donor governments are already entering into annual individual agreements with WFP which set out terms, modalities and expected levels of funding. Under this planning scenario, while not all donors can commit themselves to exact funding levels early in the fiscal year, many donors have said they may be able to provide an early indication of the minimum level of resources expected for the various programme categories.

✧ **Recommendations**

- vii) *The scope and priorities of the new Food Aid Convention (approved in June 1999) fit neatly with WFP's mandate. As such, the signatories of the Convention could refer to their FAC commitments as a basis on which to provide a longer-term indication of their likely contributions to WFP. The Board may wish to encourage donors to communicate multi-year indicative pledges to the Secretariat. Such*



indications could be used for planning purposes but would not be considered binding commitments.

- ✍ viii) *WFP should promote its capability to assist donors with the reporting requirements under the Convention as an additional motivation for making FAC contributions through WFP.*
- ✍ ix) *The provisions which permit transport costs and IRA contributions to be attributed to FAC pledges should be utilized as additional selling points to donors for the efficacy of channelling these commitments through WFP.*
- ✍ x) *WFP should actively pursue the opportunities provided by the broadened food basket and the option of receiving credit for cash contributions used to enable triangular transactions as a means to enter into creative and beneficial arrangements with donors.*
- ✍ xi) *WFP should utilize the credit offered for micronutrient contributions as a means to build nutritional fortification into its programmes while bringing additional resources to the Programme.*
- ✍ xii) *WFP should use the Consultation on Resources as a forum to discuss future needs and plan anticipated resources.*
- ✍ xiii) *Reinvigorate the Pledging Conference to make it as productive and useful as possible as a forum for announcing multi-year indicative contribution levels.*
- ✍ xiv) *Work towards achieving a framework agreement with each donor with regard to anticipated annual resources.*

Conditionality

70. While WFP has been blessed with extremely generous donors, the Programme labours under an increasing burden of donor-imposed conditions on contributions. The table included as Annex III gives a flavour of the breadth of the conditions imposed. While any one of these additional requirements viewed in isolation would not seem to be particularly burdensome, multiple conditions are often attached simultaneously to contributions, making their implementation difficult and costly for the Programme. More importantly, these conditions affect the efficiency of service delivery to the beneficiaries.

71. Conditionality has a further impact in that WFP's governing body requires that development resources be prioritized to least developed countries (LDCs) and low-income, food-deficit countries (LIFDCs). The Executive Board requires that 90 percent of development resources be utilized for LIFDCs, with a minimum of 50 percent of resources dedicated to LDCs. No more than 10 percent of all resources are to be used for countries outside of the LIFDC/LDC category. The trend away from true multilateral contributions, combined with the increasing conditionality of resources, places WFP in a serious dilemma. Despite the existence of this clearly defined and carefully applied policy of the Executive Board, donors often choose, for a multitude of reasons, to designate the use of their development resources to particular countries or categories. This practice, known as "double-earmarking" for the dual conditions it effectively imposes limits the untied resources available to meet the Board's requirement. It further restricts WFP's flexibility, making it very difficult for WFP to meet its programme obligations.

72. WFP recognizes the complex political and legislative environments which control the allocation of contributions from donor governments. It is not in the beneficiaries' interest



to turn away contributions despite the myriad requirements which may accompany them. However, the Programme feels it may not have done an adequate job of making donors aware of the impacts of some of their conditions. Therefore, it is incumbent on WFP to advocate strongly for the elimination or reduction of conditionality of contributions where possible.

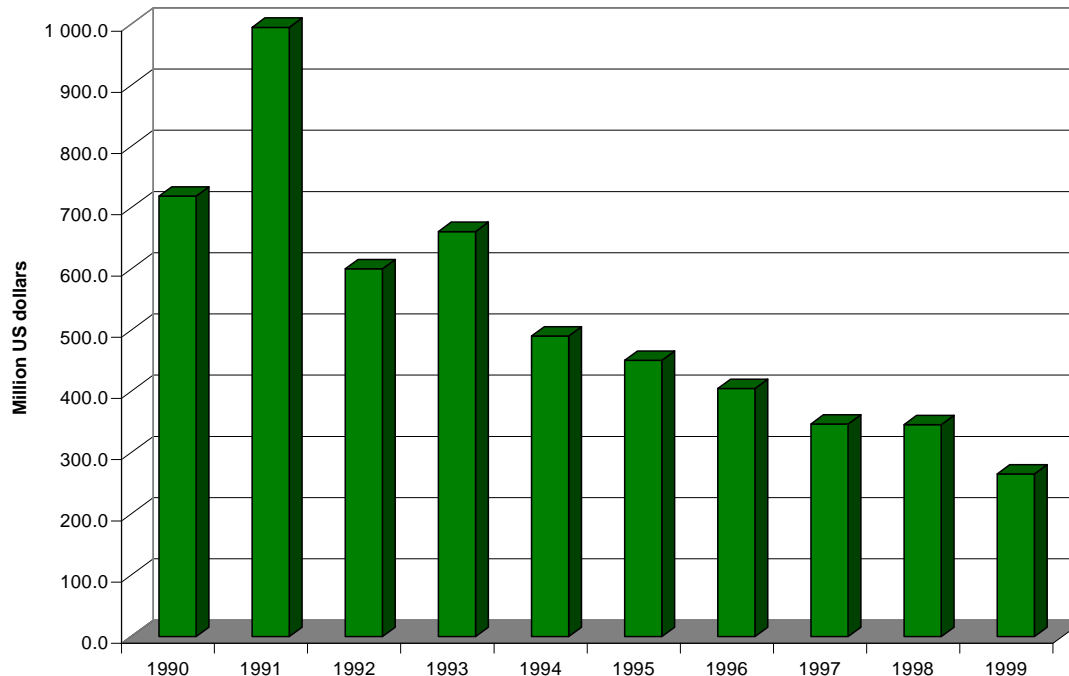
📌 Recommendations

- ✎ xv) *WFP will take steps to inform donors of the ramifications of excessive donor conditions and strongly advocate for the elimination or reduction of conditions, where possible.*
- ✎ xvi) *WFP urges donors to discontinue the double-earmarking of contributions by entrusting the Programme to allocate resources according to the structure mandated by the Executive Board, and refraining from imposing further conditions on contributions to development.*

Funding for development

73. Over the years, the focus of WFP's programme has shifted away from being predominantly development-oriented, to the preponderance of the programme being directed to emergencies. The trend in development contributions over the past ten years is reflected in the chart below.

Development Contributions to WFP, 1990-1999



74. In the last decade of the century, WFP development resources reached a high of US\$994.8 million in 1991 before dropping precipitously to US\$600.3 million in 1992. A slower, but steady downward trend has continued since that time until today, when funding for WFP development projects totalled US\$268.2 million in 1999.



75. This decline in development resources is not unique to WFP, but it does have serious consequences. Development activities, for example, play an important role in disaster mitigation; they also enable a rapid response when emergencies break nearby, by permitting WFP to borrow commodities for urgent needs.
76. While WFP's development funding has narrowed over the years, the organization has simultaneously continued to honour its commitment to feed only the poorest of the poor and to move other countries away from dependency and towards self-sufficiency. WFP's dedication to these principles is demonstrated through its resource allocation scheme which devotes 50 percent of its resources to LDCs, and 90 percent of the resources to LIFDCs, with no more than 10 percent of overall resources utilized for countries falling outside of these categories. It is further illustrated by the closing of WFP offices and withdrawal of operations from 26 countries over the last five years.
77. In this light, it is important that donors acknowledge the substantial progress made by WFP in reforming its development portfolio and performance since the time of the 1993-94 Tripartite Review. As an example, the organization has worked with donors to move away from a reliance on high-value commodities. Continual performance improvements and efficiencies have enabled WFP to ship more tonnage for development while actual cash resources for this category have continued to decline.
78. WFP has heeded the advice of donors and Member States alike by undertaking the Food Aid and Development Review that seeks to achieve agreement on policy and programmatic guidelines that will result in ensuring that WFP assistance is focused, integrated and results-oriented.
79. In addition to these very substantial commitments and actions already undertaken, donors and Member States have urged that WFP consider a number of suggestions in order to promote increased funding levels for the development portfolio.
80. As WFP has decentralized much of its decision-making authority to the field, so have donor governments. In light of the increasing presence of donor representatives at the field level, it is recommended that WFP actively involve local counterparts of donor and recipient governments in project design, assessment and evaluation. This early "ownership" and participation in WFP activities is likely to help build support for the projects.
81. Reduced development resources increase the importance of recipient country contributions. It should be remembered that WFP does not implement projects alone, it assists host governments to implement projects. It is thus critically important that recipient governments demonstrate their commitment to and partnership with WFP programmes by providing the appropriate government counterpart cash contribution (GCCC) towards the operating costs of WFP projects and by meeting their share of project costs. On its part, WFP has begun to identify outstanding obligations and payments received, and will undertake an effort to ensure that host country commitments are honoured. It will accord greater visibility and profile to the important contributions made by recipient countries to the successful implementation of WFP projects, programmes and operations.
82. Furthermore, wherever possible, cost-sharing arrangements will be increasingly introduced, particularly with countries on the verge of graduating from development food aid.
83. While WFP has recently moved to a more active agenda of consulting with donors about resourcing for high-profile relief operations, it has been suggested that WFP use a similar format for consulting with donors regarding the needs of development projects. Where appropriate, visits by the Executive Board to development projects should be encouraged.



📌 Recommendations

- ✍ xvii) *WFP should increase and intensify its efforts to involve donor and recipient governments in project design, assessment and evaluation in a concerted effort to improve WFP's interventions according to the conclusions of the FAAD Review.*
- ✍ xviii) *Recipient governments should demonstrate their engagement in full partnership with WFP programmes by honouring their GCCC commitments and meeting their share of project costs.*
- ✍ xix) *In those countries preparing to graduate from development food aid, WFP should introduce arrangements for even greater cost-sharing, where appropriate, to help ensure a smooth transition to self-sufficiency.*
- ✍ xx) *Greater visibility and profile should be provided to recipient countries in recognition of their important role in the successful implementation of WFP activities.*
- ✍ xxi) *The format of the Consultation on Resources should be used to better inform and engage donors in support of the needs of WFP development activities. Where appropriate, visits by the Executive Board to development projects should be encouraged.*

Funding for Emergency Operations

84. The speed with which disasters strike, and with which millions of citizens around the globe learn about their consequences, presents a challenge to WFP. A rapid, coordinated approach is key to saving lives. The Programme has several mechanisms which enable it to provide immediate assistance in the aftermath of a crisis. These include borrowing from less urgent operations, diverting shipments, contingency planning and delegated authority to Country Directors to disburse up to US\$200,000 in emergencies.
85. Taking advantage of heightened media attention is key to accelerating the availability of funding at the onset of an emergency. Likewise, WFP has a responsibility to highlight underfunded emergency operations. It should maximize its advocacy efforts, and in particular utilize the Internet, to redirect attention to the victims of crises eclipsed by more recent, or more proximate disasters. WFP-organized donor visits to selected emergency operations may help bring additional attention to such operations.

📌 Two-Step EMOP Document

86. In an effort to further enhance the movement of contributions, the Secretariat proposes the introduction of a two-step EMOP document. The first step, to be presented within a few days of the onset of the emergency, would provide preliminary information regarding beneficiaries, tonnage and funding requirements for the operation. This preliminary information would enable donors to begin the process of making contributions. In the second step, within six weeks of the onset of an emergency, a more comprehensive document would be provided following a thorough assessment of needs.

📌 Immediate Response Account (IRA)

87. The IRA is meant to provide WFP with the flexibility to respond quickly at the onset of emergencies to get food and urgently needed non-food items moving while contributions



are being sought for the long-term support of the operation. It is available in the first three months of any new emergency operation, or when unpredictable events dramatically increase food needs in an ongoing EMOP or PRRO.

88. In life-threatening situations, IRA allocations may be made regardless of whether or not contributions are foreseen in the near future, and are not revolved to the fund until a majority of the operational requirements have been resourced.
89. The IRA is a revolving fund with a target level of US\$35 million. It is funded by contributions designated for this purpose. If donors give their consent, insurance recoveries and interest earned on bilateral contributions may also be added to the IRA. As part of its consideration of the Resource and Long-term Financing policies, the Board determined (decision 1999/EB.1/3) that the IRA could receive, with donor consent, unspent balances of contributions to operations which were either terminated or no longer required resources.
90. Visibility of donor contributions was cited as a key concern in the consultations accompanying the development of this strategy. This is a particular issue with regard to the use of a donor's contribution to replenish the IRA. Therefore, it is incumbent on the country operations to ensure that special attention be given to recognizing those donors' contributions in this instance.
91. Funds dedicated from the IRA to specific operations are to be revolved back into the account once the operation is resourced through other contributions. In the case of an underfunded operation, an IRA allocation becomes final and is not repaid. Donors have been reluctant to have their contributions dedicated to IRA replenishment for a number of different reasons, leading to a steady downward trend in IRA balances over the years (see Table below). A non-recurring upturn was experienced in 1999 due to a donor's decision to dedicate US\$6 million of savings to the IRA.

**IMMEDIATE RESPONSE ACCOUNT USAGE 1995–1999
(IN MILLION US DOLLARS)**

	1995	1996	1997	1998	1999
Opening balance		10.1	15.9	16.3	10.2
New contributions	19.6	19.2	17.6	15.1	23.9
Allocations	9.9	19.0	18.0	29.3	17.1
Revolved funds	0.4	5.6	0.8	8.1	5.6
Year-end balance	10.1	15.9	16.3	10.2	22.6

92. In 1998 the IRA was used to jump-start 36 EMOPs for a total of US\$29.3 million. In 1999, the IRA kicked off 22 EMOPs with US\$17.1 million. The operational capacity of the organization to respond quickly has been dramatically enhanced by this mechanism.

Consolidated Appeals Process

93. With the advent of the Secretary General's United Nations reform agenda, the reformation of the Office for the Coordination of Humanitarian Affairs (OCHA) and the dramatic increase in the number of complex emergencies, the United Nations Consolidated Appeals Process (CAP) has emerged as an important coordination and resourcing tool. It



provides a coordination mechanism among the United Nations agencies, recipient governments, the Red Cross Movement, NGOs and the donor community. Donor response to WFP requirements under the 1999 CAP was very positive and indicative of further fund-raising potential.

94. WFP participated in the recent Inter-Agency Standing Committee (IASC) meeting, held in Rome on 5 April 2000, which reaffirmed commitment to the CAP. Participants recognized the significance of the CAP as a tool for effective and strategic humanitarian response, as well as for resource mobilization. The CAP retreats held with agency staff and donors recommended a series of improvements to the CAP, including increased emphasis on strategy, consultations with donors and other stakeholders, ongoing monitoring and evaluation, continued advocacy and awareness-building as well as expanded interaction between the Humanitarian Liaison Working Group and the headquarters of United Nations agencies.
95. WFP has participated actively in the ongoing review of the CAP, as well as CAP workshops/seminars, IASC Sub-Working Group meetings and training of United Nations country teams responsible for CAP development.
96. In an effort to provide clearer reporting to donors concerning the funding status of WFP operations which form part of a CAP, the Programme has decided to issue consolidated financial reports each month on resources received against each CAP. This information should assist both donors and WFP to monitor the resourcing situation under the CAP and highlight respective donor support.

Recommendations

- ✍ xxii) *WFP should implement the two-step EMOP document, in an effort to capture resources for new emergencies as soon as possible by providing preliminary data within days of a crisis.*
- ✍ xxiii) *Efforts should be made to draw attention to forgotten emergencies in advocacy efforts, on the Internet, and by visits to the field by Board members.*
- ✍ xxiv) *WFP should actively pursue implementation of the provisions made through decision 1999/EB.1/3 to transfer to the IRA unspent balances of contributions (with donor consent) from terminated operations or those operations no longer requiring resources.*
- ✍ xxv) *Donors are encouraged to recognize replenishment of the IRA as a priority and to agree to the use of their contributions to EMOPs and PRROs for this purpose.*
- ✍ xxvi) *Pursuant to the need for donor visibility, special attention should be paid by the respective country offices to recognizing those donor contributions used to replenish the IRA.*
- ✍ xxvii) *Joint assessment missions with donor participation should be conducted on CAP-specific activities. In addition, donor representatives should be invited to participate in the CAP Mid-Term Review.*
- ✍ xxviii) *WFP and FAO, in coordination with OCHA, should supplement the annual launch of the CAP in Geneva by hosting a subsequent Rome-based briefing highlighting WFP and FAO requirements. A similar briefing could be held for Rome-based Permanent Representatives on the outcome of the July Mid-Term Review of CAP operations.*



Private sector partnerships

97. As the work of the World Food Programme becomes better known among private citizens, associations and companies, these frequently ask about ways in which they can contribute to feeding the hungry. WFP's private sector programme seeks to capture this interest, enabling people to show their support in concrete ways. By engaging with the private sector for awareness-building and fund-raising, WFP is building a strong constituency of citizens and groups who support efforts, including those of their governments, to fight hunger.
98. The mission of WFP, feeding hungry people at critical times of their lives, and the method of our business-like approach to service delivery are both factors which appeal to the sensibilities of the private sector. WFP's leadership in reforming itself, creating a lean, efficient, flexible and cost-effective organization strikes a responsive chord among business people. The fact that WFP is funded on an entirely voluntary basis and must demonstrate effectiveness in order to garner support, also rings true with entrepreneurs who must face the test of the marketplace in their day-to-day work lives. WFP's global reach, neutrality and accountability are additional advantages in the private sector marketplace.
99. This type of funding cannot and should not be expected to replace the substantial and generous contributions of donor governments. But it does strengthen domestic support for food aid. It can also provide strategically important contributions. For example, private foundations may support a particular development project, or corporations may provide critically important resources to an emergency operation. Most often, individual and foundation support is in cash.
100. Partnership with the private sector may also provide access to a communications network which would assist WFP in increasing its name recognition and building a network of support in donor countries.
101. The ability of WFP to succeed in this arena depends on the resources the Programme chooses to devote to this endeavour. Under the current structure, private sector fund-raising is one of the responsibilities of the Chiefs of Resource Mobilization. However, each of the respective Chiefs has very substantial and complex donor government portfolios to administer.
102. The area of private sector fund-raising requires a very particular expertise. In order to maximize the Programme's efforts, it is proposed to hire one additional staff member, to create an in-house capacity and expertise in this specialized area of fund-raising. This professional fund-raiser would report directly to the Director of the Resources and External Relations Division.
103. The first task assigned to this new staff member should be the drafting of guidelines, to be reviewed by the Executive Board, to provide direction on WFP's future endeavours in private sector fund-raising. The United Nations-wide guidelines currently under development will provide valuable assistance in this. Care should be taken, in the private sector activities, to maintain the low overhead which makes WFP so attractive to the private sector. A cost-benefit analysis has been conducted (see Annex VII), which shows that considerable benefit is likely to accrue from the engagement of a dedicated professional staff member. To ensure that this benefit continues, the actual costs and benefits should be evaluated after a period of three years. If significant gains are not shown, the post will be reconsidered.



📌 **Safeguards**

104. Careful steps have already been, and will continue to be, taken to protect the multilateral nature of WFP, and its excellent name and reputation in collaboration with the private sector.
105. Careful and thorough research of each potential partner will be conducted prior to finalizing any affiliation.
106. Contribution acceptance letters should reiterate WFP's transparent international tendering process, wherever any perception of conflict of interest may arise.
107. WFP's policy with regard to the acceptance of in-kind contributions should be clearly outlined for all potential donors—i.e. all commodity contributions must be included in WFP food baskets, and meet the tests of cultural acceptability, quality, nutritional value, ease of transport, stability in difficult environments, and shelf-life. They should be accompanied by adequate cash to meet full-cost recovery. In exceptional circumstances, the Executive Director may waive these costs if they are judged to be insignificant and the contribution is in the best interests of WFP beneficiaries.
108. Among the most important elements of WFP's success is its working partnership with NGOs and private voluntary organizations (PVOs). WFP does not wish to compete with its partners in this arena and, therefore, has outlined a policy which explicitly prohibits the broad-based solicitation of contributions from individuals.

📌 **Objectives of Private Sector Partnerships**

109. In biennium 1998-1999, WFP received US\$4.9 million in support from individuals, corporations and others. The objective of this programme will be to substantially increase private sector funding to a minimum of US\$5 million annually. This will be accomplished through the following avenues.
110. **Friends of WFP organizations**—These not-for-profit organizations have been established in Japan and the United States for the purpose of raising awareness, building grass-roots support and garnering funds for WFP. Expansion of these activities to other countries should be explored and undertaken, where appropriate. The existing organizations should be strengthened and expanded.
111. **Special interest groups**—WFP has formed partnerships with special interest groups who wish to support our work through fund-raising and in-kind donations. Examples of such partnerships are the Young Koreans United group in the United States who are raising funds to support WFP's operations in the Democratic People's Republic of Korea (DPRK) and a group of Ethiopian Americans who are working to garner resources to support WFP's activities in their home country. Continued partnerships with these groups should be encouraged.
112. **Internet and leading edge technology**—WFP has formed a partnership with The Hunger Site, a WEB based undertaking which seeks to increase people's knowledge of the problems of hunger, while soliciting their individual commitment to support innovative solutions to this global tragedy. In its first year, The Hunger Site generated more than US\$3 million for WFP programmes and had been visited more than 70 million times. WFP also affiliated in a marketing partnership with Ebates.com, another Internet company, in which the company made a donation to WFP each time a new member enrolled in its programme. Many other partnership opportunities exist in this area and WFP should endeavour to remain on the leading edge of these innovations.



113. **Private and public foundations**—These provide a potential avenue of programme support as they tend to provide contributions to discrete projects, a perfect partnership with WFP's development activities. A WFP staff member has been trained in proposal writing and is actively seeking foundation grants.
114. **Marketing partnerships with corporations**—WFP is already exploring opportunities whereby a corporate sponsor would commit to providing support to WFP in return for association with the Programme in publicity, advertising and other marketing activities. This type of partnership has the promise of being very lucrative and will continue to be pursued.
115. **In-kind donations from the private sector**—Donations of food and non-food items from corporate supporters represent an extremely useful avenue for additional support for WFP. This type of partnership has already occurred in conjunction with emergencies in Central America and DPRK, and has proven to be very useful for both WFP and the corporate contributor. WFP insists that in-kind donations from the private sector be accompanied by the cash necessary to meet full-cost recovery.

📌 Recommendations

- ✍ xxix) *Donors and Member States reaffirm that the policy of full cost recovery must continue for all donors. It is noted that the Executive Director's waiver authority may be used in exceptional cases on contributions judged to be in the best interests of the Programme. An annual report on the use of the waiver should be provided to the Executive Board.*
- ✍ xxx) *In order to achieve the full potential benefits available to the Programme from the private sector, in terms of both resources and public awareness, the appointment of an experienced professional fund-raiser is recommended. The first task of this staff member will be to draft guidelines, for Executive Board review, to provide direction for the Programme's future endeavours in this area. The cost-effectiveness of this position will be reviewed in three years' time.*



VI. CONCLUSION

116. In the end, the resources received by the World Food Programme are a measure of the value of the services provided to our donors and, more importantly, to our beneficiaries.
117. This strategy explores a number of areas of improvement for WFP and enlightenment for its donors and recommends the changes needed to effect these improvements.
118. It sets objectives which are relatively modest, but which are crucial to WFP's endeavour to make the absolute best use of the resources with which it is entrusted. Each of these objectives—increased multilateral contributions, reduced conditionality, improved predictability, increased resources for development, accelerated contributions for emergencies and expanded private sector partnerships—depend on strengthening the excellent relations WFP has with its existing donors, and reaching out to new supporters.
119. The measures being proposed to achieve these objectives are not revolutionary. They build upon WFP's existing strategies, such as framework agreements with donors, and seek to capture new opportunities, such as the predictability offered by the new Food Aid Convention.
120. WFP is blessed with a dedicated staff and a donor community committed to the vision of a world without hunger. Fulfillment of this strategy will take us further down the path to achieving this shared vision.



ANNEX I**SISTER AGENCY PROCESS**

1. At the request of the members, a survey was undertaken of the resource mobilization strategies adopted by other voluntarily-funded United Nations agencies. The United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the United Nations Development Programme (UNDP), and the United Nations High Commissioner for Refugees (UNHCR) have reviewed their funding and developed strategies. Many of the key components contained therein have been identified and are shared below.
2. While this information is enlightening, it is important to note that WFP is a very different type of organization, in both its structure and funding. As in so many things, WFP must find its own way.

UNITED NATIONS CHILDREN'S FUND (UNICEF)

3. The UNICEF resource mobilization strategy was developed through a series of internal consultations as well as informal discussions with donors and Member States. The strategy was approved by the UNICEF Executive Board in January 1999. (E/ICEF/1999/5).

Funding Windows

4. The Medium-term Plan (1998-2001) sets the strategic, results based framework for UNICEF, including programme objectives, a financial plan and funding target. An ambitious funding target of US\$1.5 billion by 2005 has been set. Achievement of this objective will require a 7 percent annual growth of income.
5. Core contributions to UNICEF have remained at about the same level since 1990 (US\$533 million per year). The portion of core resources coming from governments has declined from 73 percent in 1990 to 66 percent in 1997; the remainder of the organization's resources comes from National Committees for UNICEF. The strategy emphasizes the need to increase support from both entities while making it more secure and predictable. Enhancing the role of the National Committees is a key component of this strategy.
6. Regular supplementary funds (which UNICEF defines as special contributions designated for specific projects in particular countries) have varied widely from US\$165 million in 1991, to US\$311 million in 1995, to US\$243 million in 1997. In order to increase funding for this purpose, the organization intends to focus its efforts around thematic approaches such as child labour, landmines and girls' education. Individual donor reports will be discontinued in favour of higher quality annual progress reports, by sector, within each country.
7. Total emergency income to UNICEF has declined over the past five years. In an effort to reverse this trend, the organization will seek to establish framework agreements with donors. It will also ask that donors provide an earlier indication of their level of support upon receipt of OCHA appeals.



Burden Sharing

8. Burden sharing is a primary concern also for UNICEF. In 1997, 65 percent of the organizational resources was provided by five governments and 87 percent was donated by ten governments.

Private Sector

9. Private sector support tripled from 1986 to 1997 while government contributions grew by less than half during the same period. The bulk of the support comes from the sale of greeting cards and other products. UNICEF's resource mobilization strategy seeks to broaden these activities by creating a new branch of the Private Sector Division which will focus on corporate fund-raising in selected countries. A new emphasis is also being placed on foundation fund-raising. In 1998 the United Nations Foundation, established by a US\$1 billion grant from Ted Turner, approved contributions of US\$18 million for UNICEF. UNICEF is also one of five partner organizations in the Global Alliance for Vaccines, which received a grant of US\$750,000,000 from the Bill and Melinda Gates Foundation.

Pledging Conference

10. The strategy reinforces the pivotal role of the annual pledging conference. In furtherance of this objective, regular consultations with donor governments will be held to seek increases in core resources. Tailor-made strategies will be developed for each donor country. In addition, country offices will hold annual discussions with their local donor counterparts.

Predictability

11. UNICEF is seeking to achieve greater predictability through the institution of multi-year commitments. They are requesting that donors announce their contributions at the January session of the Executive Board. At the same time, donors would be asked to provide an indication of their intended contributions over the biennium. It would be requested that these contributions be paid in full at the beginning of the year or that donors at the very least announce their intended payment schedule for the year at that time. The secretariat would provide to the Executive Board a report of payments received vis-à-vis the payment schedules.

Earmarking of Contributions

12. UNICEF is urging donors to provide maximum flexibility to the organization. The strategy proposes to require donors to leave 20 percent of their contributions un-earmarked.

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES (UNHCR)

13. Following the adoption of a unified budget, presenting all of UNHCR's funding requirements in a single document, the refugee agency conducted a series of informal consultations with its Executive Committee on strategies to ensure that the budget would be adequately resourced. The proposals considered included the production of a unified budget, imposition of a 7 percent overhead fee on earmarked contributions, reinforcement of the importance of the pledging conference, an expansion of the donor base and restrictions on the earmarking of contributions.



14. UNHCR's Executive Committee adopted a series of "Guiding Principles Applicable to the Resourcing of UNHCR's Unified Budget", rather than detailed measures to increase support. These guiding principles note the largely voluntary nature of the agency's funding. They reaffirm the "prerogative of donors to maintain certain general priorities in their support for UNHCR's activities". They reiterate the importance of maintaining UNHCR's multilateral nature, as well as the importance of predictability and flexibility of funds. In addition, they recognize the need for equitable sharing of funding for UNHCR operations and headquarters.

Unified Budget

15. The first unified budget was presented for Financial Year 2000, for a total of US\$933.5 million. The budget is provided in a unified format and covers all activities foreseen for the coming year. In addition to the Unified Budget, a Global Appeal and a Global Report for 2000 have also been provided. The Global Report is intended to replace customized donor reports.
16. UNHCR's supplementary programme budget accounts for an additional US\$31.7 million in funding. Supplementary programmes are defined as those activities that arise after approval of the annual programme budget and before approval of the following annual programme budget. Supplementary programmes will be funded by contributions specifically earmarked for this purpose.
17. UNHCR's operational reserve is budgeted at US\$82.1 million, or 10 percent of the annual programme budget.
18. Headquarters support costs for special programmes have been covered through an administrative charge on this category since 1990. The proposal that a 7 percent fee be charged on all earmarked contributions was not endorsed by the Executive Committee.

Pledging Conference

19. Since 1961, UNHCR has held an annual pledging conference. The UNHCR Standing Committee is currently re-evaluating the utility of the pledging conference, and considering a series of measures which may augment its effectiveness. These include:
 - Launching preliminary consultations on the budget in April/May each year.
 - Providing advance information on the pledging conference during a meeting to be held after the annual plenary session of the Executive Committee at which UNHCR's annual programme budget has been approved.
 - Conducting the pledging conference in December in conjunction with the launch of the Global Appeal in anticipation of the beginning of the calendar year. The pledging conference last December yielded positive results, with a number of donors increasing their contributions. Discussions are now under way on moving the Pledging Conference from New York to Geneva.



Earmarking of Contributions

20. Earmarking of contributions is a concern for UNHCR—as it is to WFP—since 75 percent of the organization’s overall funding is designated and that percentage is growing. In the category of special programmes, earmarked contributions accounted for 38 percent of all funds available in 1996. This percentage grew to over 60 percent in 1997 and 1998. Certain programmes have an even higher percentage of earmarked contributions—in 1998 in Bangladesh and Myanmar 77 percent of contributions were earmarked, while in Rwanda and Yugoslavia this type of contribution totalled 67 percent and 72 percent, respectively. Earmarking for the General Programmes (which are funded primarily through the pledging conference) was between 3 and 5 percent.
21. The guiding principles applicable to the resourcing of UNHCR’s unified budget state the need for adequate flexibility in the use of funds and adequate unearmarked contributions. They recognize the “desirability for donors to avoid earmarking” below the country level, concentrating on high-profile operations only, and imposing conditions which are at variance with its programme budgets and cycles.

Expanding the Donor Base

22. UNHCR is 98 percent voluntarily funded, receiving funding from the United Nations to cover only 200 PSA posts. The donor base is narrow; 15 governments provide 95 percent of the funding, with the bulk of the funding coming from just 10 donors. The guiding principles recognize the “necessity for UNHCR to make every effort to expand its donor base”.
23. The organization seeks to expand its donor base by garnering support from non-traditional donor governments (Gulf region and Latin America, for example). Private sector fund-raising from individuals is not a priority. However, the organization maintains “Friends”-type support groups in ten countries. Expanding support from the corporate and civil sectors is a priority, mainly as a result of recent successes in this type of fund-raising in support of operations in Kosovo and East Timor.

UNITED NATIONS POPULATION FUND (UNFPA)

24. In decision 98/24, the Executive Board of UNDP/UNFPA concurred with the necessity of creating a UNFPA funding strategy that would assist the organization in reaching its resourcing goal of US\$400 million for 1999. It was further agreed that the organization would prepare a multi-year funding framework that “integrates objectives, resources, budget and outcomes with the objective of increasing core resources”. In document DP/FPA/1998/CRP.2A, the objectives for future funding for the organization were outlined as follows:
- To ensure predictable, adequate and stable growth of core resources;
 - To supplement core resources with non-core funding;
 - To expand the donor base; and
 - To increase the amount of resources provided by the programme countries.



25. In order to achieve these ends, the organization will urge donors to project their financial commitments over a three-year period, recognizing that not all donors will be able to make firm commitments for the entire period. Donors are further requested to announce payment schedules for the current year and are encouraged to make early payments.

UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)

26. UNDP initiated the development of a sustainable funding strategy in 1998 with Decision 98/23, and Decisions 99/1 and 99/23 which established a multi-year funding framework (MYFF). An open-ended, ad hoc working group was created with the mandate to review mechanisms to make funding more predictable, assured and continuous in light of the serious decline in core resources UNDP had experienced in previous funding cycles. The target for funding was set at US\$1.1 billion annually with intermediate annual growth in resources until that goal was achieved. UNDP acknowledged that it would be necessary to narrow the focus of activities in order to mobilize core resources for the future.

Predictability

27. In an effort to increase funding predictability, a multi-year funding framework was designed and implemented. Donor governments were encouraged to announce voluntary contributions on a three-year cycle, recognizing the limitations of the ability of some countries to commit to multi-year contributions. Donors were also encouraged to announce payment schedules for their contributions. In addition, a process was undertaken to review receipts against pledges from the previous year.
28. A funding meeting for UNDP was held in April 1999, to which all Member States of UNDP, not only members of its Executive Board, were invited. Some 27 countries announced increases to their regular contributions, 22 countries maintained their level of contributions, and 14 countries resumed contributions to the regular resource base. A total of 21 countries provided multi-year pledges. A number of countries, unable to make firm commitments because of legislative and procedural constraints, nonetheless provided indicative amounts for forthcoming years.

Burden-sharing

29. UNDP also recognizes that overdependence on a limited number of donor countries carries risks for its long-term financial sustainability. It urges all countries in a position to do so to increase their core contributions.

Communications

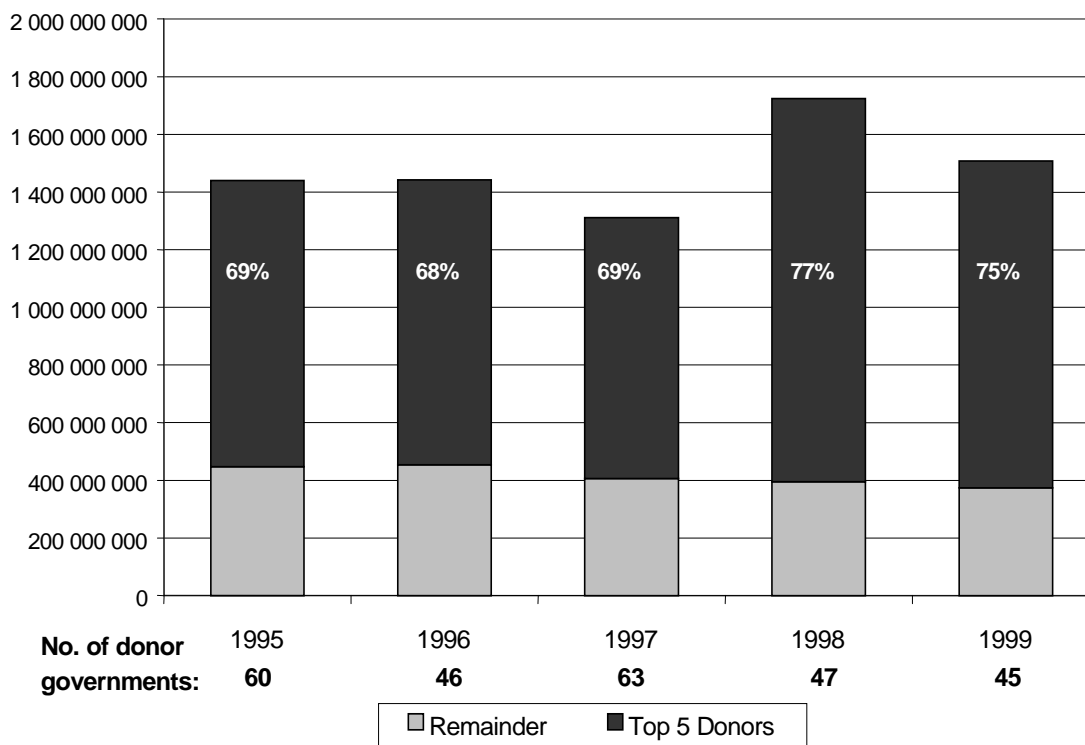
30. Finally, UNDP's Decision 98/23 also highlights the need for effective links between resource mobilization, communication, advocacy and its institutional profile.



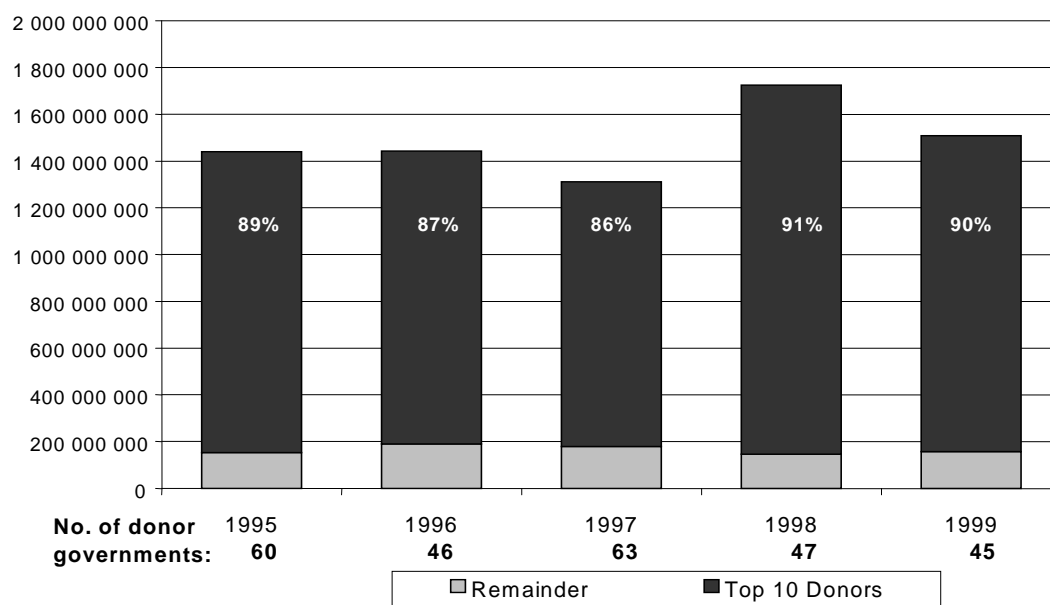
ANNEX II

BURDEN SHARING

Top 5 donors' share of total contributions to WFP



Top 10 donors' share of total contributions to WFP



NB. The composition of the top 10 donors has changed from year to year. Donors which have featured among the top 10 in the past decade are: Australia, Canada, Denmark, the European Commission, Germany, Italy, Japan, the Netherlands, Norway, Sweden, United Kingdom, and United States.



ANNEX III

COMPENDIUM OF CONDITIONS IMPOSED ON CONTRIBUTIONS	
Donor condition	Effect of condition
Donor requires that its contribution be purchased in a specific location.	Undermines WFP's ability to base purchasing decisions on price/operational considerations. Also causes problems in purchasing ideal size quantities for operations, which in turn forces WFP to perform multiple purchases, which may cause delays in the arrival of food to beneficiaries.
Donor splits contributions (generally in kind) into numerous small shipments.	Undermines effective programming, limits economies of scale and increases shipping costs. May delay the arrival of food to beneficiaries.
Donor dictates what commodity can be purchased with its funds.	WFP should be able to decide the most appropriate commodity for the pipeline. As operational requirements change, this donor condition may lead to repeated re-negotiation of contributions, long delays in providing food to WFP operations, and pipeline breaks.
Donor contributes from various budgetary sources as legislative constraints prevent "full-cost recovery" from any one source.	In order to ensure that full-cost recovery is met, WFP must prepare detailed reports accounting for funding from these various sources.
Donor is unable to provide the required DSC and ISC components of its contribution at the time of confirmation.	In some cases, WFP has developed with such donors a "pool" of resources, generated from interest or past savings on their contributions. This pool becomes an "advance" on ISC/DSC which can be allocated to provide the required DSC and ISC for future contributions.
WFP makes an annual estimate of the donor's ISC costs and the donor pays this amount in advance.	Regular follow-up required.
Donor cannot pay the DSC portion of its pledge as a pro rata share because of internal administrative regulations. Nevertheless, that donor is able to pay fixed amounts for certain specific DSC items.	WFP identifies and "assigns" these specific DSC items in the operation to that donor up to the value it would otherwise have paid with a flat rate. The donor meets full-cost recovery when there are enough of these kinds of DSC items in the operation being funded. It causes reporting problems, as special reports are required for DSC, in conflict with the policy on the distribution of DSC. In addition, the significant time required to negotiate contributions in this manner can delay the provision of food to beneficiaries.
Directed multilateral contributions are restricted for use in specific provinces supported bilaterally by the donor concerned.	Undermines neutrality of WFP assistance and can deny food aid to beneficiaries identified as needy by WFP.
One donor made a contribution to a special operation and decided on the implementing partners, the projects and the amount to be paid to the partners.	Undermines WFP's authority to choose the most appropriate implementing partners.

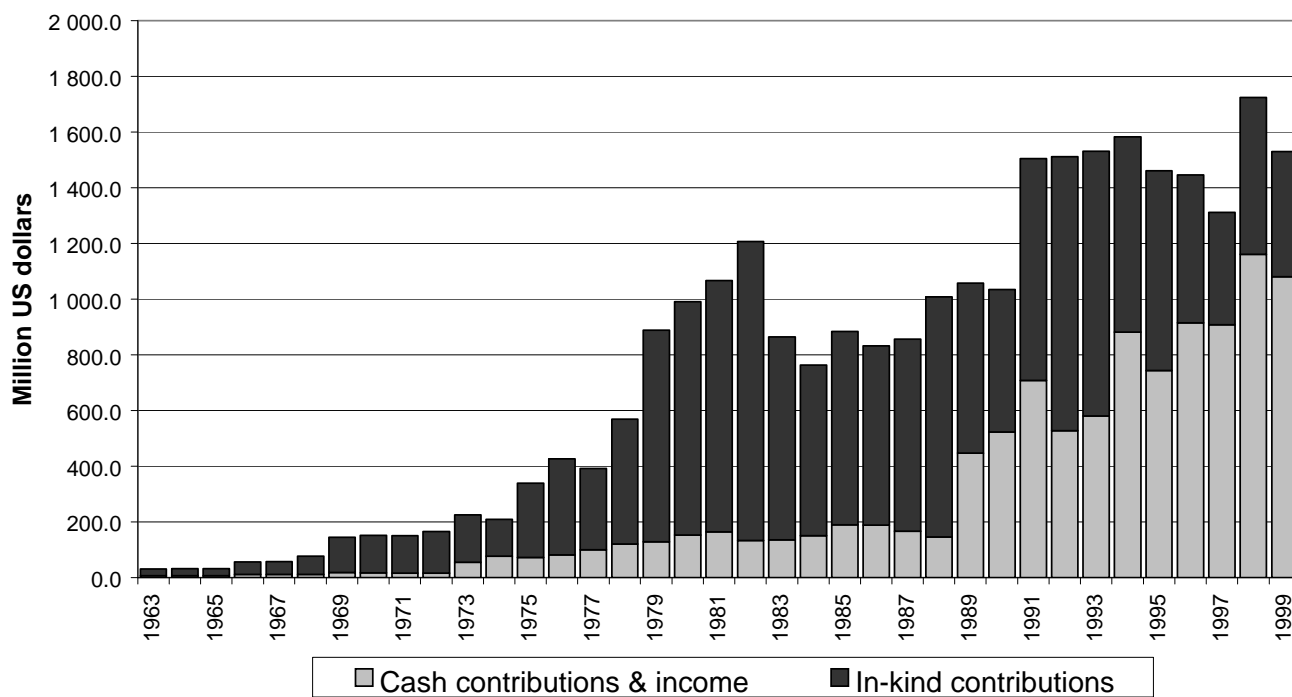


COMPENDIUM OF CONDITIONS IMPOSED ON CONTRIBUTIONS	
Donor condition	Effect of condition
Resources to meet the needs of target beneficiaries in one part of the country are either subscribed in full or oversubscribed, while another part struggles to meet its needs. WFP is unable to divert resources even on a temporary basis and is perceived as providing assistance on a preferential basis.	Undermines neutrality of WFP assistance, and prevents WFP from providing assistance to those beneficiaries who may most urgently require it.
A donor required that all the food be distributed by its national NGOs.	Undermines WFP's authority to choose the most appropriate implementing partners.
A donor requested WFP to distribute its contribution directly to certain beneficiaries in specific regions and in donor-supported settlements.	Undermines neutrality of WFP assistance, and prevents WFP from providing assistance where it is most urgently required. Can deny food aid to beneficiaries identified as requiring WFP's assistance.
The confirmation of the contribution and its subsequent availability can be very delayed.	The contribution may need to be reprogrammed and other resources have to be identified to meet operational requirements. Leads to a delay in the arrival of food to beneficiaries.
Even for contributions which are considered multilateral, donors specify that their contributions be channelled only to specific regions.	Limits WFP's flexibility to meet beneficiary requirements in other regions and to ensure that both operational needs and donor requirements are met.
Even for contributions which are considered multilateral, donors specify that their contributions cannot be used in non-LDC/LIFDC countries.	Limits WFP's flexibility to meet beneficiary requirements in non-LDC/LIFDC countries and to ensure that both operational needs and donor requirements are met.
The cash portion of the contribution available to cover sea and landside transportation, DSC and ISC is restricted.	Limits WFP's flexibility in meeting beneficiary requirements in countries with higher operational costs. These are often LDCs, as the beneficiary government is often unable to cover the landslide transport, storage and handling (LTSH) costs. Also limits ability to ensure that both operational needs and donor requirements are met.
Donors impose special monitoring/implementing partners for their contributions.	Undermines WFP's authority to choose most appropriate implementing partners.



ANNEX IV

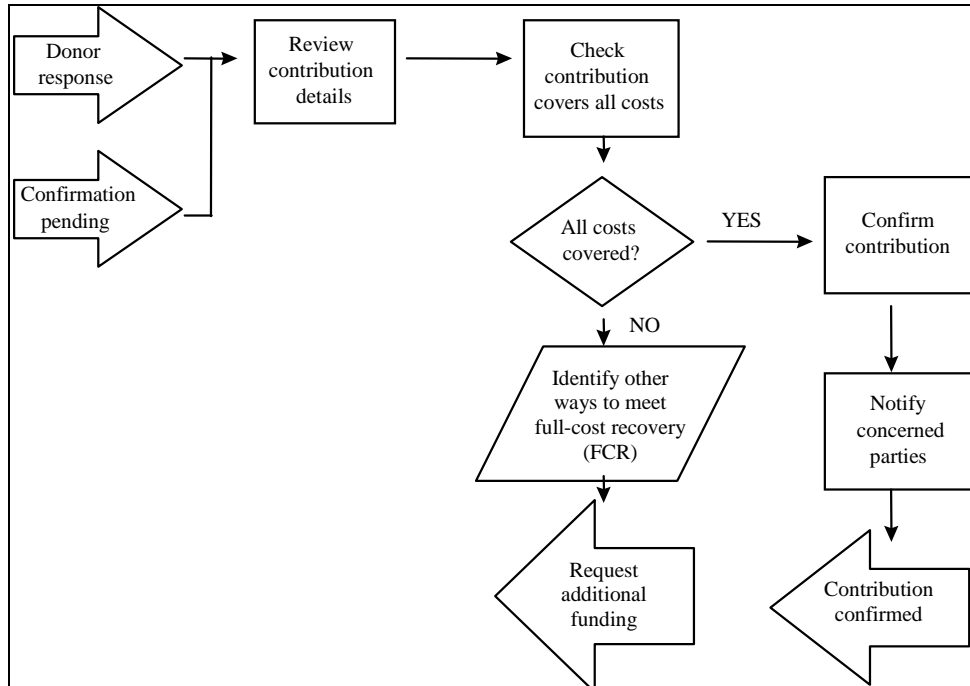
CASH AND IN-KIND CONTRIBUTIONS TO WFP



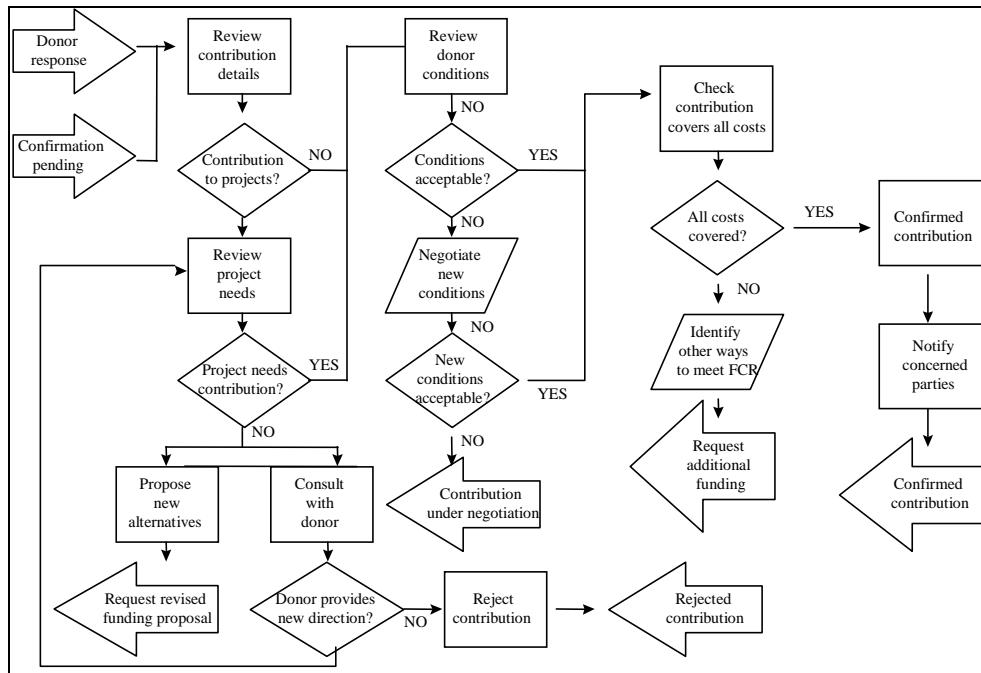
ANNEX V

COMPARISON OF WORK INVOLVED IN CONFIRMING MULTILATERAL AND DIRECTED MULTILATERAL CONTRIBUTIONS

Confirmation of an untied multilateral contribution

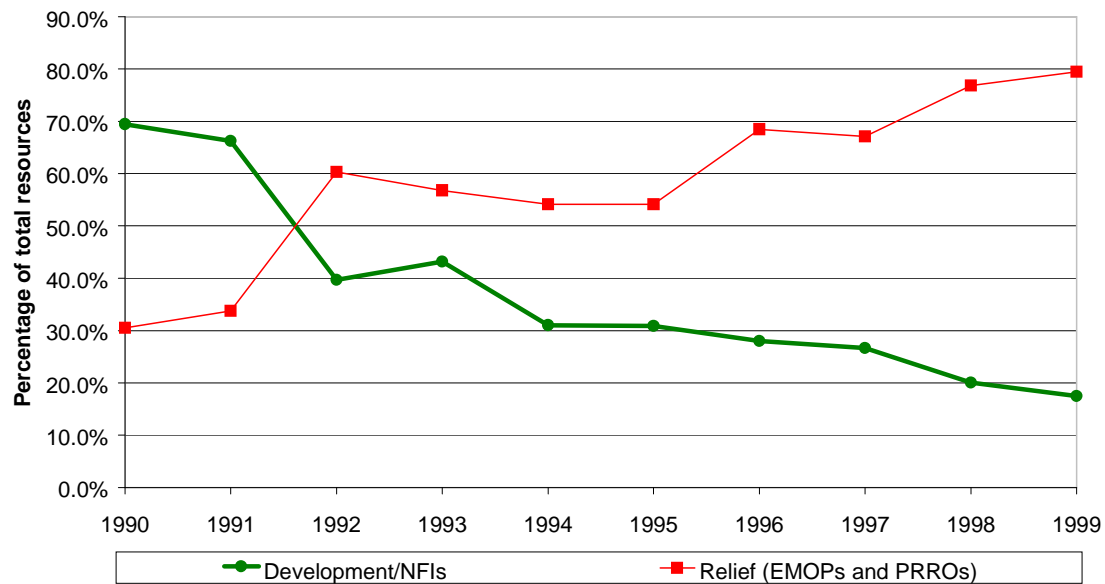


Confirmation of a directed multilateral contribution



ANNEX VI

CONTRIBUTIONS FOR DEVELOPMENT AND RELIEF 1990–1999



ANNEX VII

**PRIVATE SECTOR FUND-RAISING
COST-BENEFIT ANALYSIS**

1. At the suggestion of the membership, the Secretariat has reviewed the costs and benefits of establishing a separate private sector fund-raising service as part of the Resources and External Relations Division.
2. The table below outlines the income and estimated expenditure for the previous biennium (1998-1999), together with projections for the current biennium (2000-2001).
3. *Total private sector contributions* refers to amounts transferred to WFP by the offices of United States Friends of WFP, the Yokohama office in Japan, and by private donors from other parts of the world.
4. *Estimated cost of private sector fund-raising* refers to the share of the operating costs incurred by these offices for private sector fund-raising. In most cases, fund-raising is just one of the many responsibilities and functions undertaken by these offices. Responsibility for the oversight of these activities falls under the mandate of the Resources Mobilization Service (Americas, Australia and Asia-REA). This same Service also maintains contacts with private donors from other parts of the world, and manages Internet fund-raising.
5. In 1998-1999, some US\$4.9 million was raised, at a cost of slightly more than US\$1 million. Expenses were increased by the engagement of a fund-raising consultant for the United States, who performed a feasibility study and established contacts with potential private sector donors to WFP operations in the United States. That contract ended in April 2000.
6. In 2000-2001, projections are provided for income from the private sector, and expected costs. They reflect the proposed establishment in 2001 of a private sector fund-raising function as part of the Resources and External Relations Division, dedicated entirely to raising funds from the private sector. The increased energy and direction that this new function could devote to private sector donors would have a positive impact on the amount of funds raised.
7. According to these very conservative projections, the employment of a new staff member and full-time dedication of existing staff would reduce the cost of raising private sector contributions to less than 10 percent of the funds raised. This is particularly low if we consider that in 1998 the cost of operating UNICEF's private sector division represented 26 percent of funds raised.
8. None of these figures reflects the intangible benefits that private sector fund-raising has provided the Programme. For example, the increased name recognition generated adds extra significance to announcements of support for WFP by donor governments.



**WFP PRIVATE SECTOR FUND-RAISING: COST-BENEFIT ANALYSIS
(IN UNITED STATES DOLLARS)**

	Actual 1998-1999	Projected 2000-2001
PRIVATE SECTOR CONTRIBUTIONS		
Argentina	500 000	0
Europe	594 335	500 000
Japan	1 060 267	1 705 000
Mozambique	10 000	0
Nicaragua	3 000	0
The Hunger Site	502 075	6 000 000
USA	2 184 962	3 000 000
WFP Special Events	12 127	0
TOTAL PRIVATE CONTRIBUTIONS	4 866 766	11 205 000
ESTIMATED COST OF PRIVATE SECTOR FUND-RAISING		
<u>JAPAN</u>		
Yokohama Office 20% of overall costs *	133 610	127 200
TOTAL JAPAN	133 610	127 200
<u>United States of America</u>		
US Friends of WFP: 30% of overall costs in 1998–1999, 45% in 2000–2001 *	74 794	377 010
Fund-raising consultants: 100% of overall costs	294 654	94 509
TOTAL USA	369 448	471 519
<u>WFP Headquarters</u>		
REA	Current costs	
	10% of Chief's time *	12 550
	50% of Resource Officer's time *	41 750
	14.3% of General Service time *	6 435
	16% of overall operating costs	47 929
REA	Total for fund-raising	108 664
RE Fund-raising (Proposed new function) **		
	100% x new staff member's time	125 000
	100% x existing Res. Officer's time	83 500
	100% x existing Gen. Service time	45 000
	100% of overall operating costs	86 000
New service: Total for fund-raising		339 500
TOTAL WFP Headquarters fund-raising costs	217 328	448 164
TOTAL ESTIMATED COST OF PRIVATE SECTOR FUND-RAISING	720 386	1 046 883
Cost of private sector fund-raising as a percentage of private contributions	14.8%	9.3%

* Proportion of time estimated to be spent dealing with private donors and/or private sector fund-raising issues.

** Introduction at beginning of year 2001; based on full-time salary for 1 new staff member and conversion of current part-time responsibilities for 2 existing staff members.



LIST OF ACRONYMS USED IN THE DOCUMENT

CAP	Consolidated Appeals Process
CFA	Committee on Food Aid Policies and Programmes
DPRK	Democratic People's Republic of Korea
DSC	Direct Support Costs
ECOSOC	Economic and Social Council
EMOP	Emergency Operation
FAAD	Food Aid and Development
FAC	Food Aid Convention
FMIP	Financial Management Improvement Programme
GCCC	Government Counterpart Cash Contributions
IASC	Inter-Agency Standing Committee
IEFR	International Emergency Food Reserve
IRA	Immediate Response Account
ISC	Indirect Support Costs
ISC	Internal Support Costs
LDC	Least developed Country
LIFDC	Low-income, Food-deficit Country
MSA	Most Severely Affected Countries
MYFF	Multi-year Funding Framework
OCHA	Office for the Coordination of Humanitarian Affairs
PRO	Protracted Relief Operation
PRRO	Protracted Relief and Recovery Operations
PSA	Programme Support and Administration
PVO	Private Voluntary Organizations
RBM	Results-based Management
UNDAF	United Nations Development Assistance Framework
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees

