

**Update on the Integrated Road Map,
including proposed amendments to the
WFP General Rules and Financial Regulations**



Informal consultation

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Introduction

1. The Integrated Road Map (IRM) defines the transformative changes required to implement the WFP Strategic Plan (2017–2021)¹ and facilitate and demonstrate WFP’s contribution to achieving the goals of the 2030 Agenda for Sustainable Development, particularly Sustainable Development Goal (SDG) 2, “End hunger, achieve food security and improved nutrition, and promote sustainable agriculture”, and SDG 17, “Strengthen the means of implementation and revitalize the global partnership for sustainable development”. The IRM provides a new and comprehensive architecture that comprises four interrelated components – the WFP Strategic Plan (2017–2021), the Policy on Country Strategic Plans,² the Financial Framework Review³ and the Corporate Results Framework (2017–2021).⁴
2. Implementation of the IRM is well under way, with 70 of 82 country offices operating within the IRM framework by July 2018, representing almost 70 percent of WFP’s total programme of work. In 2019, all country offices will be operating within the framework as the last wave of countries present their country strategic plans (CSPs) and interim country strategic plans (ICSPs) to the Board for approval.
3. Experience gained from the phased rollout has facilitated continual improvements in use of the new framework. WFP continues proactively and systematically to identify best practice, challenges and lessons learned with which to inform the refinement of guidance, processes, procedures and approaches and the integration of systems. Management acknowledges the vital role that Member States play in providing constructive feedback and encouraging its efforts to enhance the efficiency, effectiveness and functionality of the IRM.
4. This paper provides an update on implementation of the IRM and outlines lessons learned and progress on major issues. In response to feedback received from Member States during the 2018 annual session, the paper also details efforts to align WFP’s systems and practices with the vision and requirements of the IRM and the constantly changing environment in which WFP works. It provides the background and rationale for proposed amendments to the General Rules and Financial Regulations that aim to facilitate implementation of the IRM, and proposed approaches for achieving full-cost recovery. Taking into consideration the guidance and feedback received from the Board during a series of informal consultations, the Secretariat intends to present amendments to the General Rules and Financial Regulations for approval at the 2018 second regular session. A preliminary draft of the proposed revisions is detailed in the annex.

¹ WFP/EB.2/2016/4-A/1/Rev.2.

² WFP/EB.2/2016/4-C/1/Rev.1.

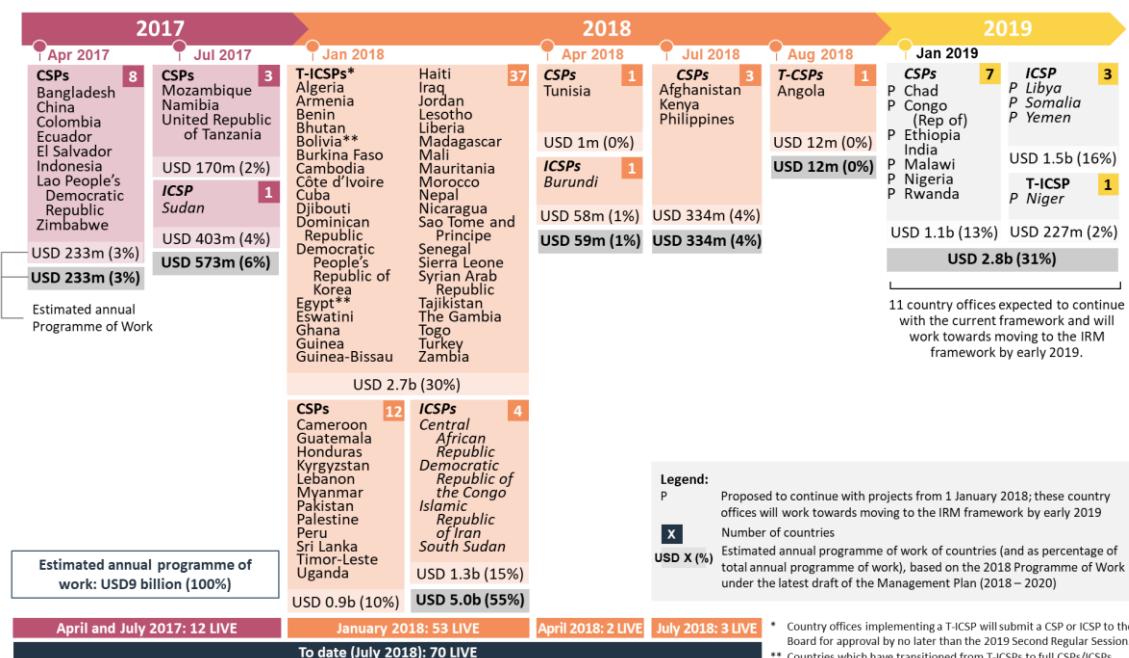
³ WFP/EB.2/2016/5-B/1/Rev.1.

⁴ WFP/EB.2/2016/4-B/1/Rev.1.

Implementation to date

5. Following the Board's approval of 20 CSPs and 5 ICSPs in 2017, an additional 9 CSPs and 1 ICSP were approved at the 2018 first regular and annual sessions. By 1 July 2018, 70 of 82 country offices had moved to the IRM framework – 29 with full CSPs, 6 with ICSPs and 35 with transitional interim country strategic plans (T-ICSPs) – representing almost 70 percent of WFP's programme of work.
6. The Secretariat's approach to implementing the IRM, decided by the Board at the 2017 annual session, entailed maintaining the target "go live" date of 1 January 2018 for most country offices, but allowed – on an exceptional basis – some country offices to continue operating within the project-based system beyond that date. By early 2019, all country offices will operate within the IRM framework. Figure 1 indicates the transition of all country offices to the framework.

Figure 1: Indicative transition of country offices to the IRM framework, 2017–2019



7. As at 1 July 2018, 35 country offices were implementing T-ICSPs approved by the Executive Director. These country offices, along with those operating within the previous project framework, are developing CSPs and ICSPs to be submitted to the Board for approval. In response to feedback from the Board regarding the number of countries expected to present CSPs or ICSPs for approval during the current biennial programme of work, management proposes that some country offices submit their CSPs or ICSPs at the 2019 second regular session in order to ensure that no more than 15 CSPs are presented at the 2019 annual session. Should the Board accept this proposal, it will be necessary to seek the Board's approval of an amendment to the CSP policy. The country offices concerned will then seek approval by correspondence for extending the duration of their T-ICSPs.⁵

⁵ At the 2017 annual session, the Board approved a process for providing approval by correspondence of projects that require budget revisions before the approval and start of a CSP, ICSP or T-ICSP, and of extensions of the duration of T-ICSPs (WFP/EB.A/2017/5-A/1). Board members will be advised when a budget revision is posted and will have ten working days to provide comments to the Secretariat.

Efforts to encourage more flexible and predictable contributions

8. The CSP framework aligns WFP's country portfolios with national priorities and enables WFP to serve people more effectively and efficiently, supporting governments and other partners in achieving the SDGs. The design, planning, implementation, performance management and reporting of CSPs are based on the results chain, which clarifies the relationship between resources deployed and results achieved. Through this results chain, the IRM framework is designed to facilitate resource mobilization for the attainment of concrete, country-specific strategic outcomes, while providing a breakdown of costs by activities.
9. WFP management expects that the increased transparency provided by the activity-level budget structure will increase donors' confidence, encouraging them to move towards more outcome-based or flexible funding over time. Unearmarked funding or funding that is allocated to higher, more strategic levels in the budget structure will enable WFP to maximize its operational effectiveness, agility and flexibility while also optimizing its use of advance financing tools. To promote such funding, WFP will work with partners to gather further evidence of the gains in efficiency and effectiveness that it delivers.
10. The Secretariat recognizes that the formulation of strategic outcomes in close consultation with national governments and partners is critical. Where feasible, management is exploring opportunities for increasing the coherence and consistency of strategic outcomes among countries and CSPs in order to facilitate donors' decisions to direct their contributions to higher levels than the activity level, including by providing funding for specific focus areas or thematic priorities.
11. Management is also engaging with donors in discussions on strategic financing, focusing on increasing flexibility and predictability to maximize the impact of the funding that WFP receives:
 - In addition to advocating for increased levels of unearmarked contributions, WFP will explore opportunities for improving the efficiency of directed contributions by assessing the extents to which funding can be allocated to higher levels in the results chain (such as by country, strategic result or strategic outcome) and donors can ease the conditions attached to their contributions. Increased flexibility – through wholly unearmarked funding, funding that is directed to levels above the activity level, or the relaxing or elimination of conditions attached to directed contributions – will enable WFP to use contributions more efficiently. Easing conditions will also enable WFP to leverage more strategically its advance financing facilities such as the Internal Project Lending Facility,⁶ Macro Advance Financing⁷ and the Immediate Response Account.⁸

⁶ The Internal Project Lending (IPL) Facility provides operations with advance financing based on their forecast contributions. It allows forecast contributions to serve as collateral to support spending on the operation before the contributions are confirmed. The facility has a ceiling of USD 570 million.

⁷ The Macro Advance Financing mechanism is similar to the IPL Facility and is managed within the IPL ceiling of USD 570 million, but spending authority is based on a general funding forecast acting as collateral instead of specific forecast contributions.

⁸ The Immediate Response Account is a flexible, replenishable, revolving multilateral funding mechanism that enables WFP to finance specific activities that address life-threatening situations in an emergency. The target level for the account's balance is USD 200 million for each financial period.

- WFP will continue to pursue predictable funding, especially in the forms of multi-year contributions (both directed and multilateral) and strategic partnership agreements. Greater funding predictability supports WFP's integral role in the humanitarian-development-peace nexus and its partnerships with national governments in capacity strengthening. Longer-term, consistent investments that are aligned with requirements throughout the duration of a country office's CSP or ICSP will facilitate the efficient implementation of WFP's activities to achieve intended outcomes, including those related to development, which often require several years to reach their expected outcomes and achieve results.

Lessons learned

12. The regular collection, synthesis and dissemination of lessons learned is a principal component of delivering on WFP's commitment to continuous improvement and adaptive management of the IRM framework and implementation. Lessons are captured through detailed tracking processes, structured inputs from countries where CSPs and ICSPs are being implemented, meetings and regular teleconferences with deputy regional directors and regional focal points, direct inputs from country directors, support missions, regional workshops, internal audits, evaluations, and meetings with division directors and the IRM steering committee.
13. Throughout 2017 and 2018, management presented lessons learned at informal consultations and the Board's annual and regular sessions. Additional lessons learned are presented in the following sections.

The zero hunger strategic review process

14. Country offices continue to report that the preparation of a zero hunger strategic review is a valuable process for eliciting critical information, providing a sound rationale for WFP's interventions and building a strong platform for the design of a high-impact CSP. The review process is recognized as an opportunity for building long-term strategic partnerships with governments, donors and other core partners, while the intensive consultations involved provide an opportunity for WFP to reposition itself and define its value proposition in each context.
15. Zero hunger strategic reviews are increasingly recognized by governments and partners as a blueprint for localizing other SDGs.
16. Other United Nations agencies participate regularly and significantly in zero hunger strategic reviews, including as members of the advisory board, by co-funding the initiative, by participating in validation exercises and the official launch of a zero hunger strategic review, and/or as part of any follow-up mechanisms established by the government to oversee the implementation of collectively agreed priority actions. The following are some examples:
 - The Congo: The United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA) and WFP partnered to increase the number of local and regional consultations with more than 200 key informants. The results of the consultations enriched the zero hunger strategic review with evidence and concrete descriptions of food security and nutrition gaps from all over the country and from a wide range of humanitarian and development actors.

- Côte d'Ivoire: The Food and Agriculture Organization of the United Nations (FAO) and WFP are working together on both the zero hunger strategic review and the improvement of monitoring and reporting on progress towards SDG 2 and related SDG targets and indicators.
- Sierra Leone: FAO is contributing funding to the strategic review, the FAO Representative is participating in meetings of the advisory board, and FAO focal points are participating in technical working groups.
- Timor-Leste: In collaboration with UNICEF, FAO, the World Health Organization, UNFPA, UN-Women, donors and local partners, WFP will support the Ministry of Health and the National Council for Food Security and Nutrition in accelerating the implementation of progress of prioritized nutrition-specific interventions established by the national nutrition strategy and the Zero Hunger Challenge National Plan of Action.

Resource migration

17. Resource migration – the transfer or reallocation of resources from closing projects to the new country portfolio budget structure and CSP framework – is critical for ensuring operational continuity at the start of CSP implementation. A lessons learned exercise on migration was conducted in March 2018. Implementation of the main recommendations, which include automation of the migration of stock, a more robust and automated workflow to facilitate the migration of cash balances, and various improvements to migration reports and dashboards, was completed in May 2018. The lessons learned exercise confirmed that the early release of budgets for CSPs, ICSPs and T-ICSPs, the coordinated migration process and the availability of dedicated support tools are crucial in mitigating issues related to time sensitivity and the immense workload involved.
18. Resource migration is ongoing for country offices that launched new CSPs in July 2018 and work will continue throughout 2018, including for the remaining ten country offices operating in the project framework. The early release of budgets and preparation for further migration in 2019 will begin by the third quarter of 2018.

Internal audit and evaluation of the Integrated Road Map pilot phase

19. In May 2018, the Office of Internal Audit released its audit of the IRM pilot phase. Overall, the office found the IRM pilot phase to be "partially satisfactory with major efforts still needed". The audit report identified four high-priority areas that require attention: the timeline, scope and assessment of pilots; capacities for IRM implementation; demonstration of the ability to deliver results through newly designed activities; and controls and flexibility in budget management. Eight medium-priority areas were also identified.
20. Management has worked with the Office of Internal Audit to identify the actions required to address the recommendations and the timeline for their implementation. The actions include ensuring sufficient investments, and providing country offices with appropriate support and capacity for the transition. The IRM steering committee will remain in place until the first quarter of 2020 to oversee implementation and assess the impact of changes. The steering committee will also assess the availability of seed funding for initiating and implementing new approved activities. The IRM implementation team will remain in place until at least the first quarter of 2019 and will review and assess the flexibility of funds management and processes for streamlining.

Implementation of the agreed actions is ongoing and the Board will be regularly updated on progress.

21. Building on the internal audit of the IRM pilot phase,⁹ WFP's Office of Evaluation commissioned an independent strategic evaluation of CSP pilots, which aims to assess and report on IRM implementation with a focus on its contribution to accountability and learning. Fieldwork took place from January to July 2018 and the evaluation is being developed. The report and management response will be presented to the Board at the 2018 second regular session. Conclusions from the audit and the evaluation will complement the lessons learned captured by management in order to better support WFP's transformation.

Progress on major issues

IRM alignment and simplification

22. A management-level workshop on alignment and simplification was held in May 2018 to discuss major outstanding issues and endorse or refine proposals for simplifying and aligning a number of internal IRM processes. The workshop explored a wide array of internal issues, including the accountability framework; organizational readiness; opportunities to maximize funding impact, strengthen linkages between resources and results, and simplify the country portfolio budget structure and processes and internal review processes; and planning and reporting processes. Outcomes and follow-up from the workshop are now being addressed.

Simplification of the country portfolio budget structure and processes

23. As outlined in the previous update on the IRM,¹⁰ substantive feedback and lessons learned from the IRM rollout and application of the country portfolio budget structure have raised issues relating to the complexity of internal processes associated with the management of funds.
24. In accordance with decisions made at the alignment and simplification workshop, certain cost planning elements in levels 4 and 5 of the detailed cost classification hierarchy will be consolidated in a limited number of cases, particularly where operational circumstances make the segregation of costs at the country office level impractical and inaccurate. Consolidation at levels 4 and 5 is expected to reduce the transactional workload and simplify fund management for country offices.
25. Cost-planning categories will also be streamlined. For example, the four cost-planning categories in level 4 of the detailed cost classification hierarchy, in the implementation high-level cost category, will be consolidated into one. Administration costs will also be consolidated in both the implementation and direct support cost (DSC) high-level cost categories. In addition, planning items under service delivery will be simplified, and overland and in-country costs will be removed from the planning level for food transfers.
26. It should be noted that planning elements related to the four high-level cost categories – transfer, implementation, DSC and indirect support costs (ISC) – will be maintained, with minimal re-categorization of costs from one category to another. Foreseen refinements to the cost structure and management of costs will affect only levels 4 and

⁹ During the 27 April 2018 informal consultation, management provided an overview of the conclusions drawn from the audit and management's response to the related recommendations (WFP/EB.A/2018/6-F/1).

¹⁰ WFP/EB.A/2018/5-D/1.

5 of the country portfolio budget structure. There will be no changes in the cost categories at level 2, which refer to transfer modalities – food, cash-based transfers, capacity strengthening and service delivery – or at level 3, which covers the transfer values and transfer costs of food and cash-based transfers.

27. The workshop also looked at budget planning processes. It was agreed to change the methodology for developing later years of a country portfolio budget in order to take into account the introduction of automation to facilitate the production of budget details.
28. Management will update Member States on progress in and the potential impact of these developments during informal consultations. Efforts to streamline processes will not reduce transparency, which is a cornerstone of the IRM framework.

Internal review and approval of country strategic plans

29. While the underlying principles and components of the IRM framework are recognized as having the desired impacts, opportunities were identified for further simplifications to ensure that the new way of doing business strengthens WFP's operational agility and flexibility and improves the effectiveness and efficiency of its work. One major area is streamlining of internal processes and systems for the review and approval of CSPs and their revisions. Concrete proposals for simplification were considered at dedicated workshops that brought together senior managers and technical experts from country offices, regional bureaux and headquarters. Solutions for increasing efficiency in the CSP revision process, including through more focused internal clearance of the strategic elements of CSPs, are being reviewed by internal working groups and senior management.

Online portal

30. Fulfilling commitments made during the 2016 second regular session, management will launch the beta version of the online portal for Member States and donor partners in July 2018. The portal includes programme, financial and performance-related information on Board-approved CSPs and ICSPs and provides greater transparency to WFP's planning and results within the IRM framework.
31. The online portal consolidates data from numerous corporate systems and integrates WFP's annual planning process and country office management plans. Information is displayed by country, strategic result, strategic outcome, activity and year and may be filtered according to user requirements.
32. The launch of the beta version of the portal provides an opportunity for Member States, donor partners and WFP to navigate the reporting platform and jointly identify the best mix of useful data and enhanced functionality for inclusion in subsequent versions. The continuous improvement of the portal throughout 2018 also aims to overcome any challenges relating to systems integration in order to ensure coherence among data sets from different sources.

Formulation of strategic outcomes

33. The results framework forms the backbone of CSPs. WFP has fine-tuned internal guidance on the formulation of the results chain, including strategic outcomes and activities, since the early pilots in 2017. Efforts are under way with a view to ensuring additional coherence and consistency, where possible, among countries and CSPs and greater alignment with the priorities and policies of national governments, donors and partners. While updated guidelines reflecting the findings of this work will result in more coherence, results chains will continue to be formulated at the country level and

tailored to the specific priorities and needs of each country. Specifically, strategic outcomes and activities are not expected to be the same in each country, but a minimum level of comparability will be ensured. Country offices are expected to engage in robust national consultations, including with donors, to agree on the most appropriate formulation of strategic outcomes and activities. The formulation of results chains will continue to be based on the need for coherence among programmes and will seek to achieve the highest impact possible for beneficiaries, while adjusting to funding and reporting constraints as needed.

34. The formulation of strategic outcomes is also expected to benefit from introduction of the two-step consultation process,¹¹ which enables Member States to provide strategic feedback early in the CSP development process. Informal consultations on concept notes — which set the overall strategic direction and focus of WFP's programme of work in a country, including the planned Strategic Results, strategic outcomes, focus areas, outputs, activities and associated monitoring and evaluation — aim to provide sufficient opportunity for Board members to provide strategic and detailed feedback, in consultation with their capitals and country-level missions, during a critical stage in the development of country programme portfolios.

Corporate Results Framework and reporting

35. WFP continues to revise the Corporate Results Framework (CRF) while ensuring continuity in its operations and approach; management expects to present the revised CRF for approval by the Board at its 2018 second regular session. Work is concentrated on refining programme indicators and methodologies and defining additional SDG-related indicators that allow WFP to align its efforts and report more broadly on its contribution to the achievement of national SDG targets. Work is also under way on consolidating the measurement of management performance within the CRF as a single results framework.
36. Regarding the measurement of programme performance, progress has been achieved in many thematic areas, with further consideration needed in order to improve the measurement of performance in capacity strengthening, food systems and partnerships. In June, a consultation on updating the CRF was held with field staff and headquarters technical units. Proposed changes were discussed and the testing of new SDG-related indicators was planned. The objective of the consultation was to secure wide consensus throughout WFP on the revised measurements of programme performance in the CRF.
37. Demonstrating WFP's contribution to countries' achievement of their SDG targets is particularly important given the approach set out in the United Nations system-wide strategic document, which is attached as an annex to the Secretary-General's December 2017 report.¹² The report recommends that United Nations agencies strengthen their accountability for delivering on the commitments of the 2030 Agenda by adopting collective reporting on their contributions to the achievement of national targets against the SDGs.

¹¹ Management initiated the two-step process during the April 2018 Informal Consultations for those draft CSPs and ICSPs that will be considered for approval at the 2018 second regular session.

¹² An advance version of the document, "Repositioning the United Nations development system to deliver on the 2030 Agenda: our promise for dignity, prosperity and peace on a healthy planet", is available at https://sustainabledevelopment.un.org/content/documents/17292Advance_copy_SG_Report.pdf.

38. The lessons learned and feedback from annual reporting and consultations in 2017 are also being considered during the CRF revision, including comments received from the Board on the annual performance report. There is consensus within WFP that evidence-based reporting is one of the areas where there are opportunities for improvement. Further refinements and standardization will be carried out as WFP learns from the ongoing transition of its entire portfolio to CSPs.
39. To strengthen the results framework, the measurement of performance in management support is being integrated into a single framework of results that support the delivery of country offices' programmes. Within this framework, programme and management performance are measured as complements to each other. The strategic results logical framework describes what WFP does; the management support element describes how WFP achieves the strategic results. Integrating key performance indicators into the results framework should enhance coherence, provide a source of guidance for setting targets in management performance planning, and facilitate reporting both internally and for meeting corporate commitments to accountability and transparency.
40. WFP proposes that the CRF document include the hierarchy of results and that indicators and activities will be presented to the Board for information on a regular basis. This will increase the ability of WFP to evolve in the dynamic context of its transition to the IRM and its adaptation to the United Nations reform.

Organizational readiness

41. Work on enhancing organizational readiness to assist country offices in moving to the new IRM framework continues around the world and includes dedicated missions to prioritized country offices, which are led by the regional bureaux with support from the Human Resources Division as required. These efforts are based on the four dimensions of an integrated capability model – culture, organization, skills and talent – and are supported by an IRM organizational readiness toolkit. The toolkit was updated based on preliminary lessons from wave 1A and wave 1B pilot country offices.
42. An in-depth analysis of workforce and structural changes in the pilot country offices is nearing completion and is already informing the preparation of related corporate guidance. In line with initial findings, the country office organizational alignment toolkit ("Designing a Dynamic WFP") has been revised and recently reissued. Analyses of country office learning needs have also been carried out in selected country offices to facilitate the identification of the offices' human resource requirements and are continuing in additional prioritized locations.
43. To help ensure that country offices have the right staffing and structures in place to deliver their CSPs and that a consistent approach is applied throughout WFP, staff in the human resources function are implementing a comprehensive organizational alignment project over the next couple of years. While benefiting all offices by ensuring updated and standardized guidance, resources and processes, the project will also focus on providing direct and multidisciplined human resources support to prioritized country offices in all regions. Among other activities, it will assist country offices in identifying and, where possible, addressing their workforce planning requirements, structural considerations, and skill and talent gaps.

Governance arrangements

44. As foreseen in the Policy on Country Strategic Plans and the Financial Framework Review, implementation of the new programme and financial framework requires changes to the current WFP General Rules and Financial Regulations in three main areas: terminology and definitions that are coherent with the new structure;¹³ application of full-cost recovery and introduction of new cost categories; and amendments to delegations of authority.
45. Proposed changes to the General Rules and Financial Regulations with respect to terminology and definitions and to application of full-cost recovery and introduction of new cost categories are outlined in the following and provided in the annex. The Membership is invited to provide feedback on these proposed changes during upcoming informal consultations prior to presentation for approval at the 2018 second regular session. If approved, the changes will take effect on 1 January 2019.
46. The interim delegations of authority approved by the Board at the 2017 second regular session are in effect until 29 February 2020. Following a review of these interim delegations of authority, permanent delegations of authority¹⁴ will be presented for approval at the Board's 2020 first regular session and, if approved, will take effect from 1 March 2020.

Terminology and definitions that are coherent with the country strategic plan structure

47. In the WFP General Rules and Financial Regulations, amendments to terminology that refers to existing programme categories are required in order to ensure coherence with the IRM framework. These amendments are detailed in the annex.
48. The main areas for change include the following:
 - i) General Rule II.2, which defines WFP's programme categories, has been amended to refer to country strategic plans, interim country strategic plans, limited emergency operations and transitional interim country strategic plans.
 - ii) General Rule X.2 has been amended to remove references to country strategy outlines and country programmes as these are no longer relevant to the IRM.
 - iii) Financial Regulation I: Definitions.
49. The wording of the General Rules has also been adjusted in some places to reflect WFP's cash, and not solely commodity or service, contributions.

¹³ The Secretariat continues to draft new wording, including definitions under Financial Regulation 1.1, in order to align the affected General Rules and Financial Regulations with the new Board-approved policies. Wording that refers to existing programme categories, such as emergency operations (EMOPs), will be amended to reflect elements in the IRM framework.

¹⁴ The development of permanent delegations of authority will draw on experience from the interim period (1 January 2018 to 29 February 2020) and on a review that aims to ensure that the Board's fundamental approval and oversight role is maintained.

Full-cost recovery

50. Principles governing the application of full-cost recovery for country offices operating in the CSP framework were presented to and approved by the Board in the Financial Framework Review at the 2016 second regular session and in the Update on the Integrated Road Map at the 2017 second regular session. Proposed amendments to the General Rules and Financial Regulations, which are in line with the previous approved principles, are included in the annex and focus on adjustments to General Rule XIII.4: Types of contributions.
51. Paragraphs (a-d) in current General Rule XIII.4 have been simplified into revised General Rule XIII.4 (a-b) (see the annex) to reflect that contributions received from donors include:
 - transfer costs and implementation costs, which shall be calculated on the basis of estimated costs;
 - direct support costs (DSC), which shall be calculated as a proportion of the estimated direct support cost budget of a given country; and
 - indirect support costs (ISC), which are calculated on the basis of standard percentages, determined by the Board, of all other cost categories.
52. It should be noted that to facilitate understanding of the new cost structure throughout WFP during the initial rollout of the IRM and to differentiate the DSC category of the project-based financial structure from that of the support cost category in the new country portfolio budget structure, the DSC category in the country portfolio budget structure was referred to as "adjusted DSC". However, as all WFP operations will have moved to the IRM framework by early 2019, and in light of the changes being proposed to the General Rules and Financial Regulations, management proposes that the word "adjusted" be dropped and that, for simplicity, the term "direct support costs" or "DSC" be used in the IRM framework.
53. It is also proposed that some flexibility continue to be allowed in applying DSC for mandated services. The proposed formulation of General Rule XIII.4 is consistent with the flexibility originally provided by the Board at its 2017 second regular session.¹⁵

Indirect support cost rates

54. All ISC recovery rates will be approved annually in WFP's management plan. For 2018, the Board approved a corporate ISC rate of 6.5 percent. Any additional ISC rates, as proposed in the following paragraphs, would be subject to annual review and approval.

Reduced ISC rate for host governments' contributions to their own programmes

55. Currently, when extra-budgetary activities are planned, resourced and managed at the country level and implemented through a trust fund, an ISC recovery rate of 4 percent may be applied. This is because such activities are outside WFP's programmes and incur lower support costs because the agreements are made at the local level with host governments and minimal support is provided by WFP headquarters. In accordance with paragraph 84, country-level trust funds will be integrated into the IRM framework.
56. The reduced ISC rate is useful because it encourages support from host governments and national ownership. Noting that contributions from host governments to their own programmes require minimal support from headquarters, management recommends

¹⁵ WFP/EB.2/2017/4-A/1/Rev.1.

the flexibility to apply a reduced ISC rate of 4 percent for host governments' contributions to their own programmes.

57. This recommendation would be implemented by including in the annual management plan a separate ISC rate for host government contributions. As ISC rates are approved annually, opportunities for reviewing and revisiting the use of ISC rates will be provided regularly as part of the Board's consideration of the management plan for approval.
58. Between 2011 and 2016, WFP received approximately USD 1 billion in contributions from host governments. An analysis of host governments' contributions to their own programmes during this period – excluding contributions such as those made through twinning arrangements (described in the following subsection) and government counterpart cash contributions, for which no ISC is claimed from the host government – indicates that a 4 percent ISC recovery rate would have resulted in approximately USD 1 million in foregone ISC revenue annually on those contributions.
59. The analysis also examined in-kind contributions totalling USD 470 million received from host governments with twinning arrangements and directed to operations in the governments' own countries during the period from 2011 to 2016. If a 4 percent ISC recovery rate had been applied to the cash contributions that were "twinned" with in-kind contributions, the foregone ISC would have totalled approximately USD 3.7 million per year.

Reduced ISC rate for South-South and triangular cooperation

60. At the 2018 annual session, management set out a proposal for applying a reduced ISC rate to contributions made by one developing country to another through South-South and triangular cooperation. Management has refined the proposal to provide some flexibility for developing countries when meeting the requirements for full-cost recovery to align it with General Regulation XIII.2 Contributions, which states:

Donors may contribute appropriate commodities, cash and acceptable services in accordance with the general rules made pursuant to these General Regulations. Except as otherwise provided in such general rules in respect of developing countries, countries with economies in transition and other non-traditional donors, or in respect of other exceptional situations, each donor shall provide cash contributions sufficient to cover the full operational and support costs of its contributions.

61. The criterion for determining eligibility for receiving support in meeting the requirements for full-cost recovery was expanded by the Board through its endorsement of the strategy laid out in the 2004 document "New Partnerships to Meet Rising Needs – Expanding the WFP Donor Base".¹⁶ This criterion, which is also used to determine donors' eligibility for twinning, states: "To determine whether a member state that cannot provide for FCR [full-cost recovery] is eligible...WFP proposes to use per capita gross national income (GNI) as the criterion. Countries eligible for assistance in meeting FCR will be least-developed countries, low-income and lower-middle income countries defined by the Organisation for Economic Co-operation and Development's Development Assistance Committee". Eligible countries are least developed countries,

¹⁶ WFP/EB.3/2004/4-C.

low-income countries and lower-middle-income countries, as defined by the Organisation for Economic Co-operation and Development (OECD).¹⁷

62. This approach would allow countries that are currently eligible for twinning to participate in South-South or triangular cooperation arrangements with the flexibility to apply a reduced ISC rate of 4 percent. The reduced ISC rate would help to encourage additional contributions in line with the 2004 strategy for enhancing the donor base.
63. It should be noted that an analysis of contributions received between 2011 and 2016,¹⁸ using the above criteria, would have resulted in approximately USD 0.3 million in foregone ISC over this period if an ISC recovery rate of 4 percent had been applied.

Reduced ISC rate for the Immediate Response Account and cash contributions not designated in any way

64. General Rule XIII.4 (e) states that "Donors providing cash contributions which are not designated in any way or are designated to the Immediate Response Account (IRA) or to Programme Support and Administrative (PSA) or related activities shall not be required to provide additional cash or services to cover the full operational and support costs related to their contribution, provided that such contributions do not result in any additional reporting burden to the Programme."
65. In the case of contributions to the Immediate Response Account, management proposes that an ISC rate of 4 percent be applied to improve cost recovery. If applied, based on USD 47 million in IRA contributions in 2017, the ISC recovery rate of 4 percent would generate an increase in USD 1.8 million annually.
66. While General Rule XIII.4 (e) states that "donors providing cash contributions which are not designated in any way ... shall not be required to provide additional cash or services to cover the full operational and support costs related to their contribution", current practice is to apply ISC for contributions of this nature.
67. Within this context, management recommends that the proposal to apply a 4 percent ISC recovery rate be extended to cash contributions that are not designated in any way. This would mean that the ISC rate of 6.5 percent that is currently applied for such contributions would be reduced to a recovery rate of 4 percent. The ISC generated from these types of contributions, valued at USD 45 million in 2017, amounted to USD 2.9 million.¹⁹ The application of a 4 percent ISC recovery rate would have resulted in approximately USD 1.2 million in foregone ISC.
68. When considering the two proposals, it should be noted that the net impact of both is likely to have a small positive impact on ISC revenue.
69. The proposals outlined above are likely to require an amendment to General Rule XIII.4 (e). Subject to feedback from Member States on these two proposals, proposed language amending General Rule XIII.4(e) would be presented for discussion in advance of the informal consultation on 6 September.

¹⁷ A list of eligible countries is available at <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>.

¹⁸ Excluding contributions such as those with twinning arrangements for which no ISC is generated.

¹⁹ The ISC rate in 2017 was 7 percent.

Twinning

70. General Rule XIII.4 (f) enables twinning as a method for achieving full-cost recovery when a developing country, country with an economy in transition or other non-traditional donor provides an in-kind contribution, but no associated costs. In such cases, the contribution is “twinned” with a separate cash contribution from another donor or donors to cover associated operational and support costs.
71. The current criterion for determining donors’ eligibility for twinning arrangements – as provided in paragraph 61 – was last reviewed by the Board in 2004. It should be noted that changes to the requirements for eligibility for twinning are not being considered at present.
72. Twinning has been effective in facilitating contributions from new donors – often by allowing governments to invest in WFP operations in their own countries, which can enhance the sustainability of such operations – and broadening WFP’s donor base in an era of increasing needs for assistance. Between 2004 and 2016, through twinning arrangements, WFP received approximately 1.5 million mt of food valued at USD 958 million.

Expansion of twinning to include cash contributions

73. Management seeks to maintain General Rule XIII.4, which enables twinning, and proposes expanding eligibility to cover contributions other than in-kind commodities and services by including cash contributions.
74. The proposed inclusion of cash contributions as eligible for twinning arrangements reflects WFP’s shift from a food aid to a food assistance organization and the increasing proportion of cash-based transfers in WFP’s operations: in 2009, WFP distributed approximately USD 10 million in cash-based transfers in ten countries, by 2017 the figures had grown to USD 1.4 billion in 61 countries. The proposed changes to enable this expansion are detailed in General Rule XIII.4 (d) in the annex.
75. Of the 59 country offices currently operating within the CSP framework in countries eligible for twinning arrangements, seven²⁰ have no food transfer components and five²¹ are implementing programmes that use mainly cash-based transfers, with food transfers representing 15 percent or less of their programmes of work.
76. For any of these host governments that have legislative or political restrictions on providing funds for associated costs – which could be covered through twinning arrangements – the scope for supporting WFP operations is becoming limited. For example, in one country, WFP is involved in ongoing negotiations with provincial government officials regarding a substantial cash contribution that is needed to support critical nutrition activities. However, legislative restrictions on the payment of overhead costs are causing delays and putting at risk the ability of the government to provide the urgently needed support.

²⁰ Ghana, India, Indonesia, Morocco, Sao Tome and Principe, Togo and Tunisia.

²¹ Plurinational State of Bolivia, El Salvador, Guatemala, Jordan and Sri Lanka.

Approval of twinning arrangements on an exceptional basis

77. Management is also considering a proposal for delegating to the Executive Director authority for the approval of twinning arrangements on an exceptional basis for contributions from any donor. This is in line with General Regulation XIII.2, which allows for exceptional situations in meeting the requirements of full-cost recovery, and current General Rule XIII.4 (g), which “exceptionally” allows the Executive Director to waive ISC on in-kind contributions that cover DSC. Criteria similar to those in General Rule XIII.4 (g) could be established, including ensuring that such arrangements do not result in any administrative or reporting burdens. Any such exceptional approvals would be included in the annual report of the Executive Director on the utilization of contributions and waivers of costs. Subject to feedback from Member States on this proposal, proposed language amending General Rule XIII.4 would be presented for discussion in advance of the informal consultation on 6 September 2018.

In-kind contributions to the programme support and administrative budget

78. Currently, under General Rule XIII.4 (e), cash contributions that are designated to the programme support and administrative (PSA) budget or PSA-related activities are not required to provide additional cash or services to cover the full operational and support costs related to the contribution.²² This is because the PSA budget is funded by ISC revenue and therefore any support costs recovered go to the PSA account. The Secretariat recommends expanding this provision to include the small number of relevant in-kind contributions to the PSA budget or PSA-related activities that WFP currently receives, such as in-kind consulting services, office space or free advertising. Such in-kind contributions are relatively small – averaging a total of USD 6 million per year from 2012 to 2016 – and thus do not risk incurring a significant level of foregone ISC. The change would increase efficiency, as it would facilitate the administration of a very small number of in-kind contributions to support PSA work. The proposed change is reflected in the revised General Rule XIII.4 (c) included in the annex.

Operational reserve

79. Management also recommends that the principle of General Rule XIII.4 (e) be extended to apply to contributions directed to the WFP Operational Reserve. WFP’s Operational Reserve is maintained within the General Fund to ensure continuity in operations in the event of a temporary resource shortfall. In line with the 2014 policy paper,²³ the reserve is also leveraged to provide internal project lending for operations. The current leverage factor is 6:1, which means that for every USD 1 made in donor contributions to the Operational Reserve an additional USD 6 is available for internal project lending. To date, there have been no direct donor contributions to the Operational Reserve and therefore the proposed extension of General Rule XIII.4 (e) would have no impact on current levels of ISC income.

²² In 2015 and 2016, total contributions received by WFP and qualifying for these ISC waivers and exemptions amounted to USD 171.1 million, half of which was for the Immediate Response Account. The total estimated unrealized ISC was USD 11.2 million; if contributions to the Immediate Response Account had been excluded from the waiver, the unrealized ISC would have been USD 5.2 million.

²³ WFP/EB.A/2014/6-D/1.

Waivers of indirect support costs

80. General Rule XIII.4 (g) currently provides for reduced or waived ISC for in-kind contributions that cover the DSC of an activity. Examples of such contributions include those provided by stand-by partners, which are government and nongovernmental organizations that maintain rosters of specialized staff who can be deployed rapidly, have various competencies and are available to WFP. Other examples include temporary offices such as tents and containers, and the office supplies and equipment used in them. While relatively small in value – in 2016, they totalled USD 17.5 million for operations in 38 countries – such contributions have proved to be critically important for WFP operations.
81. To maintain these arrangements in the IRM framework and reflect the new cost categories, an amendment to General Rule XIII.4 (g) is required. The new IRM cost categories have an impact on where such costs, and thus contributions, would be budgeted. For example, contributions provided by stand-by partners, which are currently eligible for the ISC waiver, are now likely to be budgeted under implementation costs.²⁴ It is therefore recommended that the wording of the General Rule be adjusted to cover all support costs. This will allow relevant DSC to be waived as well as ISC.

Handling of revenue generated from on-demand service provision

82. WFP provides on-demand services to an organization or group of organizations on a direct-cost recovery basis. Typically, such services include, but are not limited to, transport, sourcing of non-food items, storage, accommodation, engineering services and information technology solutions.
83. While service provision activities are incorporated into a country's CSP framework, it is recognized that the revenue generated by such activities is distinct from contributions. The relevant adjustments to the General Rules and Financial Regulations are being reviewed and will be presented for discussion in advance of the informal consultation on 6 September 2018.

Trust funds

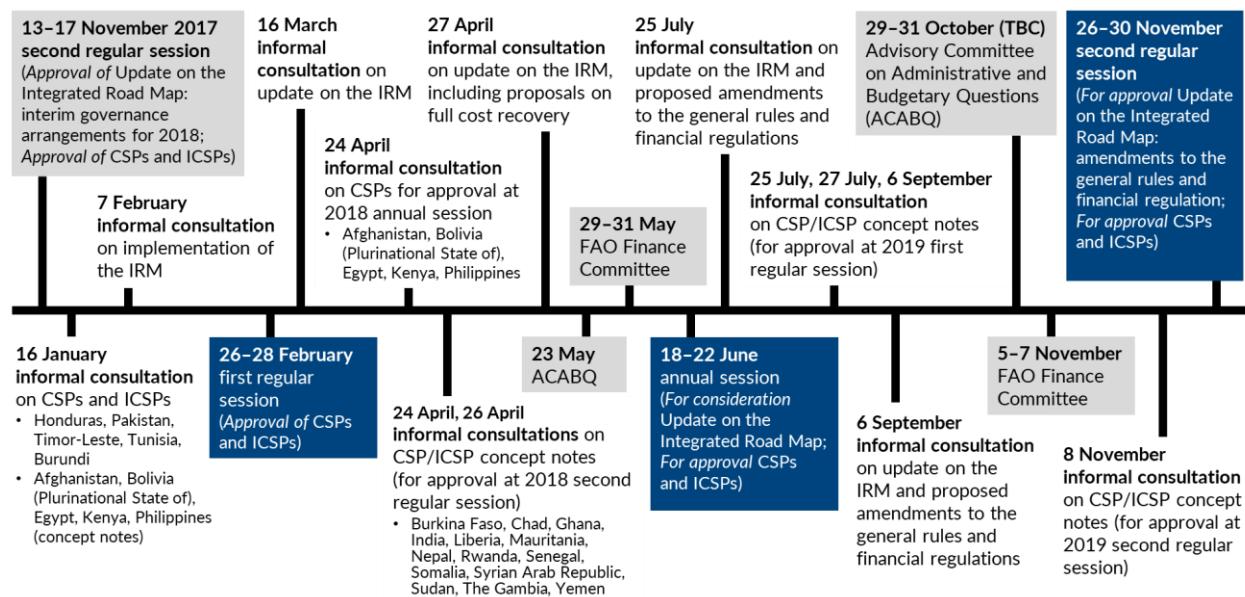
84. Within the IRM framework, all country-level activities should be accounted for as programme or service provision, including activities funded entirely by host government contributions, which in the past were frequently referred to as "trust funds". Trust funds will continue to exist at the corporate and regional levels in order to enhance WFP's organizational capacity, effectiveness and work in thematic areas such as Purchase for Progress, emergency preparedness and response, food security and rural resilience. However, they will no longer be distinguished from other activities at the country level. The relevant adjustments to the General Rules and Financial Regulations are being reviewed and will be presented for discussion in advance of the informal consultation on 6 September.

²⁴ If in-kind contributions are budgeted under implementation or transfer costs, in accordance with the requirements of full-cost recovery, both DSC and ISC should be levied against the contribution.

Informal consultations in 2018

85. Management will continue to take into account the feedback provided by Member States during informal consultations prior to the formal presentation of amendments to the General Rules and Financial Regulations related to full-cost recovery at the Board's 2018 second regular session.
86. Recognizing that the significant transformation brought by the IRM and other governance decisions will require substantial discussions, management has scheduled a series of informal consultations throughout 2018. The consultations (figure 2) enable management to update the Board on implementation of the IRM, share lessons learned, and gain feedback on the proposed amendments to the WFP General Rules and Financial Regulations that will be presented for approval at the 2018 second regular session.²⁵ Consultations also provide an opportunity to discuss concept notes for CSPs and ICSPs.

Figure 2: Updated schedule of informal consultations in 2018



²⁵ Proposed permanent delegations of authority, which will be presented for approval at the Board's 2020 first regular session, will also be the subject of informal consultations in 2018 and 2019.

ANNEX

PROPOSED AMENDMENTS TO THE WFP GENERAL RULES AND FINANCIAL REGULATIONS

The General Rules and Financial Regulations revisions set forth in this annex reflect the Policy on Country Strategic Plans, the Budgeting for Operational Effectiveness component of the Financial Framework Review and proposed approaches for achieving full-cost recovery. Further revisions can be expected based on guidance and feedback received from the Board, and the outcomes of continued internal reviews (including proposed changes related to revenue from on-demand service provision, which are currently being refined). The revisions set forth herein are therefore preliminary in nature and are subject to change prior to being presented to the Executive Board for approval at EB.2/2018.

Note that only rules and regulations with changes are included below. Unchanged rules and regulations²⁶ are omitted for brevity and ease of reference.

CURRENT TEXT	PROPOSED TEXT
<p>General Rule II.2: Programme categories</p> <p>In order to carry out the purposes of WFP, the Board establishes the following programme categories:</p> <p>(a) Development Programme Category, for food aid programmes and projects to support economic and social development. This programme category includes rehabilitation and disaster preparedness projects and technical assistance to help developing countries establish or improve their own food assistance programmes;</p> <p>(b) Emergency Relief Programme Category, for food assistance to meet emergency needs;</p> <p>(c) Protracted Relief Programme Category, for food assistance to meet protracted relief needs; and</p> <p>(d) Special Operations Programme Category for interventions undertaken to:</p> <p style="padding-left: 2em;">(i) rehabilitate and enhance transport and logistics infrastructure to permit timely and efficient delivery of food assistance, especially to meet emergency and protracted relief needs; and</p> <p style="padding-left: 2em;">(ii) enhance coordination within the United Nations system and with other partners through the provision of designated common services.</p>	<p>General Rule II.2: Programme categories</p> <p>In order to carry out the purposes of WFP, the Board establishes the following programme categories:</p> <p>(a) country strategic plans comprise WFP's entire portfolio of humanitarian and development activities in a country, and will be informed by a strategic review that presents a comprehensive overview of a country's food needs;</p> <p>(b) interim country strategic plans comprise WFP's entire portfolio of humanitarian and development activities in a country, but will not be informed by a strategic review;</p> <p>(c) limited emergency operations are plans that comprise the provision of emergency relief by WFP in countries where WFP does not have a country strategic plan or an interim country strategic plan; and</p> <p>(d) transitional interim country strategic plans comprise WFP's entire portfolio of activities in a country, for the period between the completion of a limited emergency operation and the approval of a country strategic plan or interim country strategic plan.</p>

²⁶ The full set of WFP Rules and Regulations can be found at <https://executiveboard.wfp.org/>

CURRENT TEXT	PROPOSED TEXT
<p>General Rule VII.1: Responsibilities of the Executive Director for programmes, projects and other activities</p> <p>The Executive Director shall be responsible for assuring that programmes, projects and other activities to be implemented are sound, carefully planned and directed towards valid objectives, for assuring the mobilization of the necessary technical and administrative skills, and for assessing the ability of recipient countries to carry out these programmes, projects and other activities. The Executive Director shall be responsible for assuring the supply of commodities and acceptable services as agreed. The Executive Director shall make arrangements for the evaluation of country programmes, projects and other activities. The Executive Director shall have the responsibility to seek, in consultation with recipient governments, correction of any inadequacies in the operation of programmes, projects and other activities, and may withdraw assistance in the event essential corrections are not made.</p>	<p>General Rule VII.1: Responsibilities of the Executive Director for programmes, projects and other activities</p> <p>The Executive Director shall be responsible for assuring that programmes, projects and other activities to be implemented are sound, carefully planned and directed towards valid objectives, for assuring the mobilization of the necessary technical and administrative skills, and for assessing the ability of recipient countries to carry out these programmes, projects and other activities. The Executive Director shall be responsible for assuring the supply of commodities and acceptable services as agreed. The Executive Director shall make arrangements for the evaluation of programmes, projects and other activities. The Executive Director shall have the responsibility to seek, in consultation with recipient governments, correction of any inadequacies in the operation of programmes, projects and other activities, and may withdraw assistance in the event essential corrections are not made.</p>
<p>General Rule X.1: Local assistance in project preparation</p> <p>In preparing requests for assistance under Article X of the General Regulations, governments desiring assistance from WFP should draw to the extent possible and necessary, on national and other locally available expertise, including that of the United Nations, FAO, WFP and other United Nations organizations. Requests shall normally be presented through the WFP Representatives, who shall keep the United Nations Resident Coordinators and, as appropriate, the representatives of other United Nations agencies fully informed.</p>	<p>General Rule X.1: Local assistance in programme preparation</p> <p>In preparing requests for assistance under Article X of the General Regulations, governments desiring assistance from WFP should draw to the extent possible and necessary, on national and other locally available expertise, including that of the United Nations, FAO, WFP and other United Nations organizations. Requests shall normally be presented through the WFP Representatives, who shall keep the United Nations Resident Coordinators and, as appropriate, the representatives of other United Nations agencies fully informed.</p>
<p>General Rule X.2: Country programmes for development assistance</p> <p>(a) Within the framework of the Strategic Plan, the Executive Director shall submit to the Board for review and approval multi-year country programmes to be undertaken by WFP that are integrated with the development plans and priorities of the recipient countries.</p> <p>(b) To facilitate the preparation of a country programme, WFP shall develop, in consultation with the government and with the collaboration of the United Nations, FAO and other relevant organizations a Country Strategy Outline (CSO). The CSO should establish clear linkages with the</p>	<p>General Rule X.2: Development activities within programmes</p> <p>Economic and social development activities within programmes should integrate the development plans and priorities of recipient countries, and establish clear linkages with relevant United Nations country plans.</p>

CURRENT TEXT	PROPOSED TEXT
<p>Country Strategy Note or with activities of the United Nations system as a whole, as appropriate, including wherever possible, joint programming.</p> <p>(c) The Executive Director shall seek the advice of the Board on Country Strategy Outlines and its approval for country programmes.</p> <p>(d) Approval by the Board of a country programme shall constitute a delegation to the Executive Director to approve projects and activities within that country programme as set out in the Appendix to these General Rules.</p>	
<p>General Rule X.7: Approval of requests</p> <p>(a) Proposals for development projects and projects for protracted relief operations shall be presented by the Executive Director to the Board for approval, except that the Executive Director may decide upon requests for projects within the limits of the Executive Director's delegated authority.</p> <p>(b) Requests for emergency assistance shall be approved in accordance with General Regulation X.6.</p>	<p>General Rule X.7: Approval of programmes</p> <p>(a) The Executive Director shall submit programmes to the Board for review and approval, unless the Delegation of Authority to the Executive Director, as set forth in the Appendix to these General Rules, directs otherwise.</p> <p>(b) All programmes shall contain a country portfolio budget that encompasses all activities in a country, organized in the cost categories of:</p> <ul style="list-style-type: none"> (i) transfer costs, which are the monetary value of the commodity, cash, or service provided, as well as the related delivery costs of an activity; (ii) implementation costs, which are costs that are directly attributable to implementing an activity within a programme, and which are distinct from transfer costs; (iii) direct support costs, which are country-level costs that support the transfer of assistance and implementation of programmes and which would not be incurred should that programme cease; and (iv) indirect support costs, which are costs which support the execution of programmes and activities but cannot be directly linked with their implementation. <p>(c) Requests for emergency assistance shall be approved in accordance with General Regulation X.6.</p> <p>(d) Board approval of a programme shall constitute a delegation to the Executive Director to implement it.</p>

CURRENT TEXT	PROPOSED TEXT
<p>General Rule X.8: Availability of resources</p> <p>The Executive Director shall ensure that development projects submitted to the Board for approval, and development projects and country programme activities approved under the Executive Director's delegated authority, can be implemented within estimated available resources. Resource availability shall take into account pledges and contributions expected for the current calendar year, as well as resources which can reasonably be expected to be contributed during the five subsequent calendar years, including resources which could be made available by the recipient government itself or by bilateral donors.</p>	<p>General Rule X.8: Availability of resources</p> <p>The Executive Director shall ensure that development activities submitted to the Board for approval, and development activities approved under the Executive Director's delegated authority, can be implemented within estimated available resources. Resource availability shall take into account pledges and contributions expected for the current calendar year, as well as resources which can reasonably be expected to be contributed during the development activity's execution period, including resources which could be made available by the recipient government itself or by bilateral donors.</p>
<p>General Rule XI.1: Matters to be included in food aid programme and project agreements</p> <p>In addition to other terms and conditions upon which the proposed activities are to be carried out in connection with an approved programme or project, the agreements shall indicate aid to be provided by other agencies or institutions, the terms of delivery of commodities, the obligations of the government with respect to the utilization of the commodities supplied, including the use and control of any local currencies generated from their sale, and with respect to the arrangements made for their storage, internal transportation and distribution; the responsibility of the government for all expenses incurred from the point of delivery, including the cost of import duties, taxes, levies, dues and wharfage; and such other relevant terms and conditions as may be mutually agreed upon as necessary for the execution and subsequent evaluation of the programme or project. Such agreements shall safeguard WFP's right to monitor all phases of programme and project operations from the receipt of commodities in the country to final utilization; provide for audits as necessary; and allow WFP to suspend or withdraw assistance in case of serious non-compliance. They shall also provide for the collection of data on the food distribution and its effects on the improvement of the nutritional status of the beneficiaries and the economic and social development of the country on a longer-term basis; for the maintenance of complete records, including transport and storage documents, concerning the utilization of assistance from WFP; and for the communication of such records to WFP upon request.</p>	<p>General Rule XI.1: Matters to be included in assistance agreements</p> <p>In addition to other terms and conditions upon which the proposed activities are to be carried out in connection with an approved programme, the agreements shall indicate aid to be provided by other agencies or institutions, the terms of delivery of commodities, the obligations of the government with respect to the utilization of the commodities supplied, including the use and control of any local currencies generated from their sale, and with respect to the arrangements made for their storage, internal transportation and distribution; the responsibility of the government for all expenses incurred from the point of delivery, including the cost of import duties, taxes, levies, dues and wharfage; and such other relevant terms and conditions as may be mutually agreed upon as necessary for the execution and subsequent evaluation of the programme or project. Such agreements shall safeguard WFP's right to monitor all phases of programmes from the receipt of commodities in the country to final utilization; provide for audits as necessary; and allow WFP to suspend or withdraw assistance in case of serious non-compliance. They shall also provide for the collection of data on the food distribution and its effects on the improvement of the nutritional status of the beneficiaries and the economic and social development of the country on a longer-term basis; for the maintenance of complete records, including transport and storage documents, concerning the utilization of assistance from WFP; and for the communication of such records to WFP upon request.</p>

CURRENT TEXT	PROPOSED TEXT
<p>General Rule XIII.2: Specification of contributions</p> <p>Contributions for the purposes of WFP as set out in Article II of the General Regulations may be made without restriction as to use or for one or more of the following:</p> <p>(a) programme categories; (b) specific country programmes, projects or activities within programme categories; or (c) such other activities as the Board may decide from time to time.</p>	<p>General Rule XIII.2: Specification of contributions</p> <p>Contributions for the purposes of WFP as set out in Article II of the General Regulations may be made without restriction as to use or for specifically identified activities.</p>
<p>General Rule XIII.4: Types of contributions</p> <p>In accordance with General Regulation XIII.2, the following shall apply to the various types of contributions to WFP:</p> <p>(a) Donors contributing food commodities or cash designated for food purchases shall provide sufficient cash, acceptable services, or acceptable non-food items to cover the full operational and support costs related to their commodity contribution, using the following criteria for the calculation of operational and support costs:</p> <ul style="list-style-type: none"> (i) commodities: to be valued in accordance with General Rule XIII.6; (ii) external transport: actual cost; (iii) landside transport, storage and handling (LTSI): average per ton rate for the project; (iv) other direct operational costs: average per ton rate applicable to the food component of the project; (v) direct support costs: percentage of the direct operational costs of the project; and (vi) indirect support costs: percentage of direct costs of the project, including direct operational costs and direct support costs, as determined by the Board. <p>(b) Donors contributing cash designated for activities that do not include food distribution shall provide sufficient cash to cover the full operational and support costs related to their contribution, using the following criteria for the calculation of operational and support costs:</p> <ul style="list-style-type: none"> (i) direct operational costs: actual costs; (ii) direct support costs: percentage of the direct operational costs of the project; and (iii) indirect support costs: percentage of direct costs of the project, including direct operational costs and direct support costs, as determined by the Board. <p>(c) Donors contributing acceptable non-food items not directly associated with other</p>	<p>General Rule XIII.4: Contributions</p> <p>In accordance with General Regulation XIII.2, the following shall apply to all types of contributions to WFP:</p> <ul style="list-style-type: none"> (a) Unless otherwise regulated in these General Rules, all donors shall provide contributions on a full-cost recovery basis. Full-cost recovery means the recovery of all of the operational and support costs of a contribution. (b) All types of contributions received by WFP shall employ the following cost categories: <ul style="list-style-type: none"> (i) transfer costs and implementation costs, which shall be calculated based on estimated cost; (ii) direct support costs, which shall be calculated as a proportion of the estimated direct support cost budget of a given country; (i) indirect support costs, which shall be calculated on the basis of standard percentages determined by the Executive Board of all other cost categories. (c) Donors providing contributions to programme support and administrative (PSA) or related activities, or cash contributions which are not designated in any way or are designated to the Immediate Response Account (IRA) or Operational Reserve, shall not be required to provide additional cash or services to meet full-cost recovery related to their contribution, provided that such contributions do not result in any additional reporting burden to the Programme.

CURRENT TEXT	PROPOSED TEXT
<p>contributions shall provide sufficient cash or acceptable services to cover the full operational and support costs related to their contribution.</p> <p>(d) Donors contributing acceptable services not directly associated with other contributions shall provide sufficient cash or other acceptable resources to cover the full operational and support costs related to their contribution.</p> <p>(e) Donors providing cash contributions which are not designated in any way or are designated to the Immediate Response Account (IRA) or to Programme Support and Administrative (PSA) or related activities shall not be required to provide additional cash or services to cover the full operational and support costs related to their contribution, provided that such contributions do not result in any additional reporting burden to the Programme.</p> <p>(f) Governments of developing countries, countries with economies in transition, and other non-traditional donors as determined by the Board, may make contributions of commodities or services only, provided that:</p> <ul style="list-style-type: none"> (i) the full operational and support costs are covered by another donor or donors, by the monetization of part of the contribution and/or by resort to the WFP Fund; (ii) such contributions are in the interests of the Programme and do not result in any disproportionate administrative or reporting burden to the Programme; and (iii) the Executive Director considers that accepting the contribution is in the interests of the beneficiaries of the Programme. <p>(g) Exceptionally, the Executive Director may reduce or waive indirect support costs in respect of any contribution in kind to cover direct support costs of an activity or activities where the Executive Director determines that such reduction or waiver is in the best interests of the beneficiaries of the Programme, provided that:</p> <ul style="list-style-type: none"> (i) such contributions do not result in any additional administrative or reporting burden on the Programme; and (ii) in the case of a waiver, the indirect support costs otherwise applicable have been determined by the Executive Director to be insignificant. 	<p>(d) Governments of developing countries, countries with economies in transition, and other non-traditional donors as determined by the Board, may make contributions that do not meet full-cost recovery, provided that:</p> <ul style="list-style-type: none"> (i) the full operational and support costs are covered by another donor or donors, by the monetization of part of the contribution and/or by resort to the WFP Fund; (ii) such contributions are in the interests of the Programme and do not result in any disproportionate administrative or reporting burden to the Programme; and (iii) the Executive Director considers that accepting the contribution is in the interests of the beneficiaries of the Programme. <p>(e) Exceptionally, the Executive Director may reduce or waive support costs in respect of any contribution in kind that supports programme execution, where the Executive Director determines that such reduction or waiver is in the best interests of the beneficiaries of the Programme, provided that:</p> <ul style="list-style-type: none"> (i) such contributions do not result in any additional administrative or reporting burden on the Programme; and (ii) in the case of a waiver, the indirect support costs otherwise applicable have been determined by the Executive Director to be insignificant. <p>(f) Contributions under paragraph (c) and reductions or waivers under paragraph (e) above shall be reported to the Executive Board at its annual session.</p>

CURRENT TEXT	PROPOSED TEXT
(h) Contributions under paragraph (f) and reductions or waivers under paragraph (g) above shall be reported to the Executive Board at its Annual Session.	
<i>I: Definitions</i> Financial Regulation 1.1: For the purposes of these Regulations, and the rules promulgated thereto, the following definitions shall apply:	<i>[Noting that the below reflects new and/or amended definitions proposed in Financial Regulation 1.1]</i>
Broad-based appeal shall mean an appeal made by WFP or by WFP jointly with other programmes, funds or agencies for a regional project or for a number of separate country programmes, projects, or activities.	Broad-based appeal shall mean an appeal made by WFP or by WFP jointly with other programmes, funds or agencies for a regional project or for a number of separate programmes, projects or activities.
	Country portfolio budget shall mean the programme budget, which encompasses all activities in a country and contains the cost categories of transfer costs, implementation costs, direct support costs, and indirect support costs.
Country programme shall mean a country programme approved by the Board in accordance with General Regulation VI.2 (c).	<i>[Term recommended for deletion and replacement by the term "Programme"]</i>
Directed Multilateral Contribution shall mean a contribution, other than a response to an appeal made by WFP for a specific emergency operation, 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.	Directed multilateral contribution shall mean a contribution, other than a response to an appeal made by WFP for a specific emergency operation, which a donor requests WFP to direct to a specific activity or activities initiated by WFP or to a specific programme or programmes.
Direct support cost shall mean a cost which can be directly linked with the provision of support to an operation and which would not be incurred should that activity cease.	Direct support costs shall mean country-level costs that support the transfer of assistance and implementation of programmes and which would not be incurred should that programme cease.
	Implementation costs shall mean costs that are directly attributable to implementing an activity within a programme, and which are distinct from transfer costs.
Indirect support cost shall mean a cost which supports the execution of projects and activities but cannot be directly linked with their implementation.	Indirect support cost shall mean a cost which supports the execution of programmes and activities but cannot be directly linked with their implementation.
Multilateral contribution shall mean 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 for which WFP determines, within the scope of the broad-based appeal, the country programme or WFP activities in which the contribution will be used and how it will be used, and for which the donor will accept reports submitted to the Board as sufficient to meet the requirements of the donor.	Multilateral contribution shall mean a contribution, for which WFP determines the 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 for which WFP determines, within the scope of the broad-based appeal, the programme or WFP activities in which the contribution will be used and how it will be used, and for which the donor will accept reports submitted to the Board as sufficient to meet the requirements of the donor.

CURRENT TEXT	PROPOSED TEXT
Operational costs shall mean any costs, other than direct support costs or indirect support costs, of WFP projects and activities.	Operational costs shall mean transfer costs and implementation costs of a programme, project or activity.
	Programme shall mean a programme approved in accordance with General Regulation VI.2 (c).
Programme category shall mean a classification of WFP activities as established in accordance with the General Rules.	Programme category shall mean a classification of WFP activities as established in accordance with the General Rule II.2.
	Support costs shall mean direct support costs and indirect support costs.
	Transfer costs shall mean the monetary value of the commodity, cash, voucher or service provided, as well as the related delivery costs of an activity.
Financial Regulation 4.6: The Executive Director, under guidelines established by the Board and in consultation with the donor and the recipient country, may approve the sale of commodities for cash if in the Executive Director's opinion such cash will contribute more effectively to the objectives of the country programmes, projects or activities in question. The responsibility of managing the generated financial resources will rest with the holder of the title of commodities at the time of sale. The Executive Director shall retain in all circumstances responsibility for monitoring the management of resources so generated through audit requirements or other measures. When the Executive Director determines that it is in the best interest of the project or activity for WFP to manage the generated financial resources belonging to the recipient government, WFP will enter into a trust fund arrangement with the government. The delineation of the respective responsibilities of WFP, the donor, and the recipient government in the management of such trust fund shall be in accordance with the guidelines established by the Board.	Financial Regulation 4.6: The Executive Director, under guidelines established by the Board and in consultation with the donor and the recipient country, may approve the sale of commodities for cash if in the Executive Director's opinion such cash will contribute more effectively to the objectives of the programmes, projects or activities in question. The responsibility of managing the generated financial resources will rest with the holder of the title of commodities at the time of sale. The Executive Director shall retain in all circumstances responsibility for monitoring the management of resources so generated through audit requirements or other measures. When the Executive Director determines that it is in the best interest of the programme, project or activity for WFP to manage the generated financial resources belonging to the recipient government, WFP will enter into a trust fund arrangement with the government. The delineation of the respective responsibilities of WFP, the donor, and the recipient government in the management of such trust fund shall be in accordance with the guidelines established by the Board.
<i>VI: Approvals of country programmes and projects</i> Financial Regulation 6.1: To provide for continuity in the programming and implementation of WFP assistance to country programmes and projects, approvals for the purposes of the proposed utilization of resources and of the entering into commitments in respect of activities shall remain valid for the duration of each country programme or Project.	<i>VI: Approvals of programmes and projects</i> Financial Regulation 6.1: To provide for continuity in the programming and implementation of WFP assistance to programmes and projects, approvals for the purposes of the proposed utilization of resources and of the entering into commitments in respect of activities shall remain valid for the duration of each programme or project.

CURRENT TEXT	PROPOSED TEXT
<p><i>VIII: Country programmes and projects</i></p> <p>Financial Regulation 8.1: Approval of a country programme, project or operation shall normally constitute authority for the Executive Director to issue allotments, incur obligations and expend resources for the country programme, project or operation, subject to signature of the country programme, project or operation agreement. However, the Executive Director may incur obligations and expend resources during project preparation, if necessary, to fill the food pipeline for the project for the first three months, not exceeding one quarter of total funding requirements.</p>	<p><i>VIII: Programmes and projects</i></p> <p>Financial Regulation 8.1: Approval of a programme or project shall normally constitute authority for the Executive Director to issue allotments, incur obligations and expend resources for the programme or project in accordance with the country portfolio budget and Delegation of Authority to the Executive Director set forth in the Appendix to the General Rules, subject to signature of the programme or project agreement. However, the Executive Director may incur obligations and expend resources during programme preparation, if necessary, to fill the food pipeline for the project for the first three months, not exceeding one quarter of total funding requirements.</p>

Acronyms used in the document

CRF	Corporate Results Framework
CSP	country strategic plan
DSC	direct support cost
FAO	Food and Agriculture Organization of the United Nations
ICSP	interim country strategic plan
IRM	Integrated Road Map
ISC	indirect support cost
PSA	programme support and administrative (budget)
SDG	Sustainable Development Goal
T-ICSP	transitional interim country strategic plan
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund