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# ANNUAL REPORTS

## Agenda item 3



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## ANNUAL REPORT OF THE EXECUTIVE DIRECTOR: 1998 (Appendix 2)

- Implementation of the provisions of the Comprehensive Triennial Policy Review.
- Integrated and coordinated implementation of and follow-up to major United Nations Conferences and Summits.
- Follow-up to special economic, humanitarian and disaster relief assistance.

## **I. IMPLEMENTATION OF THE PROVISIONS OF THE COMPREHENSIVE TRIENNIAL POLICY REVIEW**

1. The Executive Board, at its First Regular Session of 1999, agreed that WFP would prepare a report, as an addendum to the Executive Director's annual report, on the implementation of the triennial comprehensive policy review of operational activities of the United Nations development system (decision 1999/EB.1/17). The pertinent General Assembly policy directives are contained in resolution 53/192. This report takes into account the common format followed by the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF) in their respective reports to the Economic and Social Council of the United Nations (ECOSOC). WFP's main achievements in 1998, an analysis of problems encountered or lessons learned, or both, and issues arising are noted. WFP's unique contribution, as the only United Nations agency mandated to combat food insecurity by bringing food directly to the affected people, is highlighted. For actions where the United Nations system is already working collectively, WFP's contribution is indicated.

### **Planning, programming and implementation and the United Nations Development Assistance Framework (UNDAF)**

2. WFP plays an important role in the implementation of UNDAF and the Common Country Assessments (CCA) which serve as the development framework for the country programmes, plans and projects of participating United Nations organizations. By the end of 1998, UNDAFs and CCAs had been completed in 11 of 18 planned countries. WFP participated in Ghana, Kenya, Madagascar, Mali, Morocco, Mozambique and Viet Nam, where UNDAF documents were completed; and in Colombia, Guatemala, India, Malawi and Senegal, where the process was still ongoing at the end of 1998. WFP Country Directors and staff are active members of United Nations Country Teams, and UNDAF technical and thematic groups. WFP often leads the thematic group on disaster management. As programming cycles permitted, in 1998 WFP systematically used the UNDAF processes and results in the preparation of the Country Strategy Outlines (CSOs) and Country Programmes. WFP participated in the formulation of the provisional UNDAF guidelines and the joint assessment of the pilot phase. A United Nations system-wide training session was held at WFP headquarters in March 1998; the session was attended by staff from 17 different agencies.
3. UNDAF needs a clearer focus on issues where the United Nations system can make a difference and where potential for inter-agency collaboration is highest. The role of thematic groups in the preparation and implementation of UNDAF needs to be better defined with regard to subject matter, integration of cross-cutting issues and membership. Future UNDAF exercises need to emphasize national and regional disaster mitigation and contingency planning strategies, especially in areas where conflicts and adverse weather conditions are recurrent.
4. The leadership capabilities, skills and knowledge of United Nations Country Teams require reinforcement with regard to strategic planning and policy analysis. The introduction of UNDAF/CCA has imposed a considerable extra burden on country office staff time which could be alleviated partially through clearer guidelines. In addition, WFP is making an effort to simplify programming processes and instruments. This will ensure that such processes do not duplicate the UNDAF activities and may free up staff time to



participate in UNDAF planning activities.<sup>1</sup> The use of modern technology and methodologies is required in order to provide support in training, advice and experience exchange in a timely and cost-effective manner.<sup>2</sup> The CCA database, for example, could be regularly updated and made accessible to all users through a locally based website.

### ***Simplification, harmonization and rationalization***

5. WFP strongly supports efforts to harmonize the programme cycles of the United Nations agencies, of governments and of other partners. In order to complete such harmonization, the duration of WFP Country Programmes usually ranges from three to five years. The eight Country Programmes approved by the Board in 1998 covered periods generally in line with the programme cycles of United Nations agencies, of governments and of other partners. WFP's strategy in these countries was also consistent with United Nations Country Strategy Notes or UNDAF exercises where they existed. In planning and analysis, WFP staff took advantage of the common databases and common country assessments, in the countries where they had been completed. WFP Country Directors used their delegated authority to approve Basic Activities contained within the Board-approved Country Programmes in 1998; this simplified development operations at the country level. These changes have brought greater flexibility to WFP to undertake collaborative projects with other United Nations funds and programmes, and mirror the authorities delegated to other agencies such as UNDP.

### ***South-South cooperation***

6. WFP strongly endorses the aim of increasing procurement of goods and services from developing countries as a means of enhancing South-South cooperation and to assist local production. Food purchases worth 148.5 million dollars (60 percent of the total)<sup>3</sup> were made in 49 developing countries, particularly Thailand (27.2 million dollars), Republic of South Africa (21.8 million dollars), India (16.5 million dollars), Uganda (13.5 million dollars) and Nepal (8.7 million dollars). Smaller quantities, valued between one and 8.2 million dollars, were purchased in a large range of developing countries including Cambodia, Cameroon, China, Ethiopia, Kenya, Madagascar, Malawi, Malaysia, Mali, Niger, Singapore, Sudan, Tanzania, Turkey, United Arab Emirates, Viet Nam, Zambia and Zimbabwe. In addition to food, WFP provides considerable support to southern economies through its use of the local and regional commercial sector for food logistics such as transport, storage and handling. In Djibouti and Ethiopia, for example, WFP established a dedicated truck fleet of between 120 and 250 long-haul trucks (the number fluctuates in line with needs) drawn from the private sector and extensive storage facilities in Djibouti in 1998 when access to Eritrean ports was restricted as a result of the eruption of hostilities. WFP's commercially contracted facilities were at the disposal of all United Nations and other relief agencies operational in Ethiopia.
7. WFP has found that purchasing food in surplus areas in the country of operation or in another country nearby avoids long lead-times normally required for the mobilization and

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<sup>1</sup> UNDP has decided to dispense with the advisory note (which becomes optional for the country office) and programme outlines.

<sup>2</sup> An UNDAF website, use of video conferencing, dissemination of documentation on CD-ROMs, distance learning and collaboration with the United Nations Staff College for training on participatory approaches to stakeholder analysis could be systematically used for UNDAF purposes.

<sup>3</sup> In 1998 WFP's global food purchases amounted to 247 million dollars.



transport of food from donor countries. Increasing food purchases above the 42 percent of all WFP deliveries achieved in 1998 could enhance further South-South cooperation. WFP will continue to use local transporters and warehouse facilities and will share such contracted services with other United Nations agencies.

### ***Cooperation with the World Bank***

8. There is a need to encourage collaboration between the World Bank and United Nations agencies in the ongoing UNDAF process. Likewise, in countries where the World Bank intends to promote comprehensive development frameworks, United Nations agencies will participate and identify areas of possible collaboration. WFP already has 25 development projects worldwide with collaborative arrangements or complementary to the Bank's sector work.<sup>1</sup>

### ***Common premises and sharing of administrative systems and services***

9. In 1998, WFP, together with UNDP, UNFPA and UNICEF, undertook a series of activities aimed at planning, implementation and oversight of the United Nations House Programme. As a result, a preferred methodology for establishing a United Nations House or common premises has been set. Eight WFP offices were identified as meeting the criteria for United Nations Houses. WFP is already co-located with UNDP and other funds and programmes in a very large number of countries.
10. In many cases, the move to a United Nations House results in a higher-grade building which may involve greater rental and/or maintenance costs. The current WFP budget structure, and the Board's requirement that a plan be proposed before giving its approval, sometimes limit WFP's participation in common premises initiatives. In addition, in countries where WFP is providing solely or mainly emergency assistance, usually for a defined period, it is difficult for WFP to make long-term commitments to the United Nations House programme.<sup>2</sup>

### ***Decentralization and delegation of authority***

11. WFP strongly supports the need to delegate higher levels of authority to regional and country offices to permit timely and flexible responses to the needs and priorities of recipient countries. During 1997 and 1998, WFP made significant progress to decentralize decision-making. Many actions were taken, including:
- Regional Bureaux at headquarters were reorganized and downsized to reflect the increased operational authority in WFP field offices;
  - Regional Bureaux of two Regions (Latin America and the Caribbean, and Middle East and North Africa) were moved from headquarters to the field;
  - nine regional offices were created and staffed to provide support in programming, finance and human resource management to country offices; and
  - procedures were established for approval of emergency operations by Country Directors for a value up to 200,000 dollars.

<sup>1</sup> Number of projects taken from the Annual Report of the Executive Director for 1997.

<sup>2</sup> Taking this into consideration, WFP is reviewing its share of the apportionment of common expenditures among member funds and programmes.



12. Lessons learned from the 1998 review of the organizational change initiative identified priority future action, which will be strongly linked to United Nations Reform, as follows:
- finalizing and issuing updated normative guidance for WFP staff, particularly in the area of programme design and implementation, procurement, administration and personnel; and
  - improving internal communications, to allow increased decentralization of many management functions.

### **National execution**

13. All WFP-assisted development projects are executed nationally. WFP strongly supports national execution as an effective way to support national development and capacity building. As in the past, substantial government financing was a key feature of all the Country Programmes and Basic Activities approved in 1998.
14. The national technical, managerial and administrative systems used for project planning, implementation and evaluation often require significant external support to address shortcomings. WFP's capacity to provide such support has been constrained, in part, by its financing model. WFP has recently redefined its direct operational costs to include all activity inputs provided by WFP and utilized directly in activities by beneficiaries, the government of the recipient country or other implementing partners.<sup>1</sup> This approach, combined with WFP's policy of ensuring partnership with other agencies, will strengthen WFP's capacity to address shortcomings experienced in national execution.

### **Civil society**

15. In its ongoing programmes and operations, WFP has systematically put in place measures to create an enabling environment aimed at strengthening the role of civil society. Three quarters of all WFP's development projects include partnership arrangements with NGOs. WFP works with 870 national and local NGOs globally as well as a wide range of 250 international NGOs.<sup>2</sup>

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<sup>1</sup> This includes, among others, project personnel such as United Nations (UNVs) who are in a direct advisory capacity to the government, identifiable costs related to counterpart training, government, NGO and other implementing partners' operational costs not covered under LTSH, and technical assistance financed by WFP and provided by United Nations agencies, NGOs and others. This recommendation was approved by the Board in January 1999.

<sup>2</sup> WFP presented a policy paper to the Board's First Regular Session of 1999, "Partnership with NGOs" (WFP/EB.1/99/3-A) which reviewed its collaboration with NGOs. The main conclusions were strongly endorsed by the Board.



16. While WFP gives priority to national and local NGOs, in some cases their managerial and implementation capabilities require strengthening. Through experience, WFP has learned that the Memorandum of Understanding (MOU) is a valuable tool to enhance clarity in the division of tasks and responsibilities between WFP and its partners, and to build on the comparative advantages of both organizations.<sup>1</sup> The UNDAF preparation phase presents an opportune time for United Nations agencies to collectively ensure that national and local NGOs and other members of civil society are included in the development planning process in a participatory manner. It also permits timely identification of the capacity-building requirements of NGOs needed to fulfil their roles as development partners.

### **Monitoring and evaluation**

17. The United Nations system does not yet have integrated programmes at the country level with commonly agreed objectives and indicators of successful outcomes. UNDAF and CCA exercises are steps in that direction. The current focus is on monitoring to what extent UNDAF is leading to common strategies for United Nations agencies within a country. Evaluation of each programme or project designed within the UNDAF strategy by participating agencies will be the basis for more generalized, country-level evaluations in future. WFP will work together with other agencies to ensure that revised and updated guidelines on the monitoring and evaluation of UNDAF programmes are developed.

### **Impact evaluation**

18. WFP contributed to the 1998 impact evaluation coordinated by the United Nations Department for Economic and Social Affairs through its participation on the Inter-agency Working Group on Evaluation. The first impact evaluation focused on United Nations efforts to strengthen institutions in developing countries.
19. The global nature of the initial impact evaluation was overwhelming. It was not clear how the findings of the evaluation could provide effective and useful feedback to specific development assistance frameworks and agency programmes at the country level. In future, evaluation work carried out within the Resident Coordinator system in each country could be reviewed and summarized on a global scale. The UNDAF and CCA provide the essential joint objectives and indicators against which United Nations operations can be systematically evaluated.

### **Gender balance and gender mainstreaming**

20. WFP is actively undertaking steps to meet the United Nations' goal of gender equity in staffing by the year 2001, with a strong policy to recruit and promote women. In 1998, 35 percent of new recruits with contracts of one year or longer, were women.
21. Despite the impressive increase in the proportion of women professional staff members since 1992, only a little over one third of professional staff are women, with most in the lower grades. In order to address the imbalance, managers are now required to submit six-monthly reports on their staffing by gender, and are held accountable for the gender balance of their staff.

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<sup>1</sup> The standard tripartite agreement between UNHCR, WFP and NGOs, finalized in 1998, could be used as a model to be adapted for joint United Nations operational activities for development.



22. As a follow-up to the Fourth World Conference on Women in 1995, WFP developed a set of “Commitments to Women” which set specific targets for women’s involvement in food aid and improved food security. Section II on follow-up to conferences gives details on specific targets. In 1998, more than half of the 75 million people receiving WFP food were women and girls. To enhance gender mainstreaming in WFP’s development programmes and emergency operations, a special allocation for gender activities<sup>1</sup> was made in 1998 and WFP assumed a lead role in the IASC Sub-Group on Gender in Humanitarian Response, co-chairing the Group with UNICEF.
23. A 1998 mid-term review of WFP’s Commitments to Women (document WFP/EB.A/99/4-B) noted that there has been a steady improvement in the quality of Gender Action Plans prepared by WFP country offices. However, greater attention to the empowerment of women and to the development of a more strategic approach to addressing gender is still needed.

### **Strengthening of the Resident Coordinator system**

24. WFP has been a strong advocate of strengthening the Resident Coordinator system, presenting a special agenda (entitled “Issues related to the implementation of agreed mechanisms to improve the Resident Coordinator System”) to encourage this process. Together with other members of the United Nations Development Group (UNDG), WFP has contributed actively to the implementation of the various measures to strengthen the Resident Coordinator System, including:
- a sharp increase in the number of Resident Coordinator posts filled with individuals coming from agencies, funds and programmes;<sup>2</sup>
  - development of a competency assessment procedure for Resident Coordinators, to be designed and managed as an inter-agency process;
  - ensuring that professional experience with other United Nations entities, including service as United Nations Resident Coordinators, is recognized as a strong factor in career development and advancement;
  - the preparation of standard Terms of Reference for Resident Coordinators, separate from those for the UNDP Resident Representative.
25. WFP has made available qualified staff to take up Resident Coordinator positions. Moreover, WFP staff have been instructed to assign top priority to supporting the Resident Coordinator.
26. Although considerable progress has been made, it is WFP’s view that much still remains to be achieved, including a better gender balance, increased selection of Resident Coordinators from organizations other than UNDP and the introduction of different models of the Resident Coordinator system in different countries.

<sup>1</sup> Comprises one million dollars of WFP’s own resources and a \$500,000 donation from Finland.

<sup>2</sup> In 1998, WFP staff members held Resident Coordinator positions in Cape Verde, Honduras and Sudan.



## Funding

27. WFP's overall expenditure in 1998 amounted to 1,348 million dollars.<sup>1</sup> Operational costs amounted to 1,238 million dollars and programme support and administration (PSA) expenditure was recorded at 96 million dollars (with a further 13 million dollars under special accounts). Resources provided by donors for development activities have declined in dollar terms by 13 percent since 1996 (from 399 million dollars in 1996 to 346 million dollars in 1998)<sup>2</sup> but, thanks to a lower cost of commodities, the tonnage delivered was 679,000 tons in 1996, 1,107,000 in 1997 and 773,000 in 1998.
28. There is an increasing tendency for donors to direct their funding to specific activities rather than making their resources available to WFP to be applied in support of Board-approved projects and programmes. In 1998, 29 percent of contributions for development projects were "directed multilateral" contributions. Such contributions make it difficult to target resources consistently to vulnerable people in the poorest countries.
29. In May 1998 WFP's Executive Board created a Formal Working Group on the Review of WFP's Resource and Long-Term Financing policies, open to all members and the observer from the European Commission.<sup>3</sup>
30. The Formal Working Group identified a number of areas where the model had already brought significant benefits to the Programme, including:
- increased transparency and accountability;
  - improved ability for WFP to plan and manage its resources at the corporate and project levels;
  - some improved predictability in resource availabilities.
31. However, the Group also noted some major difficulties in the current operation of the model, including:
- some major donors had not complied fully to it, despite considerable efforts on their part;
  - the model had not arrested the increasing trend towards directed contributions;
  - it had artificially inflated the Indirect Support Cost rate for development activities;
  - it required a complex and cumbersome process to set differential indirect support cost rates.
32. In January 1999, the Executive Board adopted the recommendations of the Formal Working Group, which should provide WFP with greater security of funding for the PSA budget, greater flexibility of resource use, and an enhanced capacity to plan and introduce activities in a timely manner. The revised policies will take effect from the start of the 2000–2001 biennium.

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<sup>1</sup> 1998 figures are based on provisional financial statement of accounts.

<sup>2</sup> This decline would have been even more dramatic if WFP had not received an exceptionally large additional contribution in wheat from the United States, which helped to cover some of the outstanding requirements for development projects.

<sup>3</sup> The Board adopted the Report of the Formal Working Group on the Review of WFP's Resource and Long-Term Financing policies (WFP/EB.1/99-4-A) in January 1999.





## II. INTEGRATED AND COORDINATED IMPLEMENTATION OF AND FOLLOW-UP TO MAJOR UNITED NATIONS CONFERENCES AND SUMMITS

- World Food Summit
- Fourth World Conference on Women
- World Conference on Education for All
- World Summit for Social Development

### Follow-up to the World Food Summit Plan of Action

33. The World Food Programme's policies and operations support the main objective of the 1996 World Food Summit, to achieve food security for all and, as a mid-term goal—to halve the number of undernourished people in the world by 2015. The Summit's Plan of Action emphasizes that the eradication of poverty is essential to ensuring access to food. Taking direction from the cornerstones of the Plan of Action, WFP aims to create an enabling environment for poverty alleviation and food security, and facilitate the participation of poor people in the development process, including women.
34. Hunger is a cause of poverty as well as its effect. Food aid can help remove the traps that hunger creates. Maternal malnutrition has a devastating impact on children, causing low birth weight, stunted growth, susceptibility to disease, and intellectual impairment. Undernutrition of children, both of energy and nutrients, has negative consequences on performance in school and in the work place later on in life. WFP's supplementary feeding programmes and school feeding programmes are targeted to vulnerable women and children to help reduce short-term hunger and improve attendance and enrolment of primary school students, particularly girls.
35. WFP creates an enabling environment for the poor by helping to build assets and promoting self-reliance. Food-for-work programmes not only create short-term employment, but also help create rural assets such as roads, irrigation facilities and public facilities. WFP currently sets a target of allocating at least 90 percent of its development assistance to low income, food-deficit countries (LIFDCs) and at least 50 percent to least developed countries (LDCs).
36. The Summit's Plan of Action calls for national "food insecurity and vulnerability information and mapping systems" (FIVIMS), to help identify areas and populations affected by or at risk of hunger and malnutrition. WFP has participated in the Inter-Agency Working Group on FIVIMS established to develop the overall policy for FIVIMS. Together with FAO, WFP has funded technical support for FIVIMS-related activities including the first practical exercise in Ecuador in 1999. WFP is also leading FIVIMS-related activities in China.
37. Increasingly, food aid is being purchased in developing countries to assist local production. In Africa, for example, roughly 40 percent of the food aid distributed by WFP is procured there and well over 50 percent of the expenditure on food and transport is spent in the Region. This contributes a considerable support to African economies.



### **Follow-up to the Fourth World Conference on Women Plan of Action**

38. Because hunger and poverty affect women disproportionately, and women are critical to the solution of both, WFP launched a set of strong policy Commitments to Women at the 1995 Beijing Conference for the years 1996–2001. They set specific targets for the Programme in terms of women's involvement in food aid and improved food security, including:
- 80 percent of relief food aid should be distributed directly to women;
  - 60 percent of all WFP resources should go to women and girls in those countries where gender statistics demonstrate a 25 percent disadvantage (gender gap) for women compared with men;
  - 50 percent of education resources should benefit girls;
  - at least 25 percent of food-for-work and food-for-training assets should benefit women;
  - women should take a lead role in decision-making in food management committees;
  - WFP should aim for gender equity in staffing;
  - staff and implementing partners should be held accountable for achieving these Commitments.
39. A mid-term review was initiated in 1998 to determine whether the mechanisms put in place to implement the Commitments to Women were sound. Among the major findings of the review were that, while Gender Action Plans had been prepared in most countries, and there had been a steady improvement in their quality, greater emphasis was still required on the analysis of the causes of inequality. Furthermore, the review found that improvement was needed in giving attention to the empowerment of women through WFP interventions (as distinct from promoting women's projects) and developing of a more strategic approach to addressing gender, taking into account the national context in which WFP assistance was provided.
40. In 1998 WFP allocated one million dollars from the PSA budget, in conjunction with a special pledge of a further 500,000 dollars from Finland, to encourage greater attention to mainstreaming gender within WFP-supported activities

### **Follow-up to the World Conference on Education for All Plan of Action**

41. The World Conference on Education for All (Jomtien, Thailand, March 1990) adopted a "Framework for Action to Meet Basic Learning Needs" which includes among its main goals:
- to expand early childhood care and education;
  - to universalize access to and completion of primary education;
  - to reduce adult illiteracy rates by half; and
  - to expand basic education and training for youths and adults.
42. Education of girls and women is identified as the most urgent priority; special attention is also to be given to education of disadvantaged groups such as the poor or people affected by crises.



43. Traditionally, WFP support focuses mostly on expanding of early childhood and primary education through feeding at pre- and primary schools. Several initiatives during the course of 1998 aimed at bringing this support more in line with the Education-for-All goals.
44. Under the Commitments to Women, female education has become the main focus of WFP's support to the education sector: 50 percent of all education resources should go to girls. To ensure application of these principles, guidelines were developed in cooperation with UNESCO which indicate practical ways in which WFP can support the education of women and girls. CSOs, Country Programmes and projects presented to the Executive Board in 1998 increasingly reflected these Commitments. However, there is still scope for further intensifying these efforts, particularly in the area of female
45. The goals and priorities of the Education-for-All initiative are also reflected in WFP's new development directions whose preparation started in 1998. These directions support the focus on women and girls as well as marginalized groups, and advocate WFP support to early childhood care and education programmes, primary education and literacy and skills training for youths and adults.

### **Follow-up to World Summit for Social Development Programme of Action**

46. WFP supports the commitments and Programme of Action of the World Summit for Social Development (WSS) by focusing its operations on the poorest and marginalized areas of the world. Increasing the resources to the social sector and bringing basic social services within the reach of all, particularly the poorest and most vulnerable groups in society, is the essence of the 20/20 Initiative, endorsed by the WSS in 1995. WFP has strongly supported efforts to include the 20/20 Initiative in system-wide programming exercises, such as UNDAF and CCA. In addition, WFP has participated in the ACC Task Force on Basic Social Services for All (BSSA) aimed at strengthening the United Nations system's follow-up mechanisms for delivering, at the country and regional levels, coordinated assistance aimed at eradicating poverty.
47. In 1998, 75 million people received WFP food in development, emergency and post-crisis situations. Relief requirements continued to be high, accounting for four fifths of WFP operational expenditure. Support for development efforts was divided between food for work for rural infrastructure, and human resource development, covering primary school feeding programmes and health and nutrition interventions.<sup>1</sup>

### **III. FOLLOW-UP TO SPECIAL ECONOMIC, HUMANITARIAN AND DISASTER RELIEF ASSISTANCE**

48. WFP strongly supports the Office for the Coordination of Humanitarian Affairs (OCHA) in developing a comprehensive approach to countries in crisis. WFP has participated in developing the United Nations strategic framework undertaken so far only in Afghanistan. In addition, WFP continuously has worked in unison with other United Nations partners in mobilizing resources for humanitarian needs at the time of an emergency. In support of humanitarian coordination, WFP Representatives in Angola and the Democratic People's Republic of Korea have been assigned as Humanitarian Coordinators.

<sup>1</sup> In 1998, 50 percent of operational expenditures for development were made to LDCs while 89 percent went to highly food-insecure people in LIFDCs.



### **Consolidated Appeal Process**

49. WFP strongly supports steps taken by OCHA to strengthen the Consolidated Appeal Process (CAP) and Common Humanitarian Action Plans (CHAPs) that emphasize collaboration for emergency, humanitarian as well as post-conflict rehabilitation operations. To assist in the Consolidated Appeals Process, WFP has seconded two staff to OCHA.<sup>1</sup> WFP staff members participated in the revision of the Technical Guidelines and acted as facilitators in the preparation of specific CAPs.
50. WFP participated in all 1998 CAPs. The total amount required for all agencies was 2.1 billion dollars: WFP's portion was 826 million dollars. In 1998, WFP received a total of 659.9 million dollars, equivalent to 79.9 percent of the amount called for in the appeals.<sup>2</sup>

### **Protracted Relief and Recovery Operations**

51. In 1998, the Executive Board approved the introduction of the Protracted Relief and Recovery Operation (PRRO) programme category, to emphasize the importance of moving as quickly as possible from relief to rehabilitation, reconstruction and sustainable recovery. WFP's experience in protracted or complex emergency situations has demonstrated that traditional relief responses—treating a crisis as an abnormal short-term event distinct from development—are often inadequate to fully address the needs of people who are trying to secure their livelihoods in a crisis. Planning for recovery should begin during the emergency phase, thus allowing relief programmes to achieve far more. The first three PRROs—in Afghanistan, Cambodia and Nepal—were approved in 1998.
52. WFP considers that in order to introduce developmental activities to support humanitarian efforts, in recovery and protracted relief situations, it is essential for WFP to work together with United Nations agencies and other partners. The UNDAF/CCA offers an inter-agency consultation process to ensure complementary strategies and approaches to recovery, as well as to disaster mitigation and management activities.

### **Regional dimension**

53. WFP strongly supports incorporating the regional dimension into United Nations operational activities, especially in disaster mitigation/contingency planning activities and humanitarian operations. In 1997, WFP supported the Southern African Development Community (SADC) in completing the first comprehensive contingency planning exercise for the region to respond to the developing threat of El Niño. In 1998, drought and flood reduced food production and necessitated emergency food assistance to Mozambique and Zambia and to Madagascar, where crops were decimated by locusts. The contingency planning exercise of the previous year, together with better targeting, allowed food aid in this region to be more geared to rehabilitation and recovery, rather than relief.
54. In 1998, WFP continued wide-scale regional humanitarian operations in the Great Lakes region<sup>3</sup> (1.4 million victims of conflict) and in the Liberia/Sierra Leone region<sup>4</sup> (1.7 million

<sup>1</sup> One of WFP's seconded staff is responsible for the Unit that handles all countries outside Africa within the Complex Emergency Response Branch.

<sup>2</sup> Statistics provided in OCHA's "Summary of Requirements and Contributions", dated 18/3/99. WFP has a number of emergency operations which were not included in the appeals. The percentage of needs covered for all appeals for all agencies was only 53.9 percent (equivalent to 1.3 billion dollars).

<sup>3</sup> Burundi, the Democratic Republic of the Congo, Rwanda, Tanzania and Uganda.

<sup>4</sup> Côte d'Ivoire, Ghana, Guinea, Liberia and Sierra Leone.



refugees, returnees and displaced people). In mid-1998, WFP responded on a regional basis to the drought in Central America; then, in November 1998, within two days of Hurricane Mitch striking the region, WFP distributed in-country food stocks to 345,000 affected people in four countries.<sup>1</sup>

55. Planning and operating on a regional basis has enabled WFP to allocate resources (staff, food and cash) where needed more flexibly and cost-effectively. It has simplified operations and resulted in time savings. WFP has interacted effectively with other United Nations agencies also operating on a regional basis.

### ***Joint evaluations of United Nations emergency operations***

56. WFP is continually refining monitoring and evaluation approaches for major emergency operations. Especially at the country level, WFP is harmonizing its evaluation approaches with those emerging from the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD), which in 1998 prepared a document entitled "Evaluating Humanitarian Assistance Programmes in Complex Emergencies".
57. In 1998, together with UNICEF and UNHCR, WFP undertook a joint evaluation of operational coordination in the Great Lakes region which identified a number of lessons which all three agencies will take into account in future collaborative operations. Where coordination has worked well, the different responsibilities of each of the agencies concerned were clearly defined from the outset. Examples of good coordination included the joint use of personnel and equipment, shared telecommunications systems,<sup>2</sup> the use of common warehouses and offices, and combined logistics arrangements. In conflict areas, some evaluations confirmed that the safety and security of staff was of the highest importance. Measures to assist staff in facing conflict-related risks include training in security issues (initiated in 1998), careful screening of candidates, ensuring efficient communication systems, regular updating of contingency and evacuation plans, and close coordination of security arrangements with other agencies.

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<sup>1</sup> El Salvador, Guatemala, Honduras and Nicaragua. This was made possible thanks to existing stocks originally earmarked for ongoing development projects.

<sup>2</sup> WFP initiated the move to merge its communications networks with UNICEF's, and to alter the WFP/UNICEF MOU accordingly.

