

برنامج
الاغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
Annual Session**

Rome, 27 - 30 May 1996

REPORTS TO THE ECONOMIC AND SOCIAL COUNCIL (ECOSOC)

Agenda item 7

E

Distribution: GENERAL
WFP/EB.A/96/7 (Part I)
25 April 1996
ORIGINAL: ENGLISH

PART I

**Follow-up to the implementation of
General Assembly resolutions 44/211,
47/199 and 50/120**

This document is produced in a limited number of copies.
Delegates and observers are kindly requested to bring it to the meetings and to refrain from
asking for additional copies.

NOTE TO THE EXECUTIVE BOARD

1. This document is submitted to the Executive Board for review and comments.
2. Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.
3. The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.
4. The WFP staff dealing with this document are:

Director:	H. Ben Slimane	tel.: 5228-2201
Senior Desk Officer:	Om.P. Arora	tel.: 5228-2222
5. Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documents Clerk (tel.: 5228-2641).

Follow-up to the implementation of General Assembly resolutions 44/211, 47/199 and 50/120

INTRODUCTION

1. This report has been prepared in response to the General Assembly's request to the executive heads of the Funds and Programmes to submit a yearly progress report to their governing bodies on measures taken and envisaged for the implementation of resolution 50/120 and its predecessor resolutions 44/211 and 47/199. In compliance with the Economic and Social Council resolutions 1994/33, 1995/50, 1995/51 and 1995/56, the report is submitted in the common reporting format agreed upon by the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA) and the World Food Programme (WFP).

COORDINATION

Resident Coordinator System

2. In follow-up to discussions at the JCGP High-level meeting in March 1995, the Executive Director wrote to all WFP Country Directors to underline the importance of support for the United Nations Resident Coordinator system. She noted that "the success of the Resident Coordinator system depends as much on the commitment of WFP country offices, and those of our sister agencies, as it does on the Resident Coordinators themselves. We must re-commit ourselves to strengthen the system, and I want you to make it a top priority to support the Resident Coordinator."
3. At the same time, in response to an indication from the Administrator of the UNDP welcoming concrete suggestions for strengthening the Resident Coordinator system, the Executive Director sought the views of WFP Country Directors as to how the Resident Coordinator system was functioning in their country of assignment. Responses from 41 country offices, representing about 50 percent of the countries where WFP operates, were analyzed; the conclusions were shared with the UNDP Administrator.
4. Without exception, the responses reflected a full awareness of the importance of coordination among United Nations agencies. Though effectiveness of the Resident Coordinator system is uneven, many country offices reported that they were part of a well functioning process of coordination at the country level. Under the leadership of the Resident Coordinator, information is shared extensively, and agencies increasingly



coordinate their programmes. Under the overall guidance of the Resident Coordinator, issue-oriented sub-groups are often led by the United Nations agency with the most relevant technical expertise, a process that contributes to their "ownership" of both the process and the outcome. The Country Strategy Notes and follow-up to the International Conferences were identified as important focal points for coordination. The positive contribution of relevant training offered at the International Labour Organization (ILO) Turin Centre was frequently noted, as was the crucial importance of the interpersonal skills and leadership capacity of the Resident Coordinator.

5. Suggestions for improvement included: a) freeing the Resident Coordinator from his/her operational role as much as possible so that he/she may devote more time to coordination responsibilities; b) ensuring that Resident Coordinators receive training to prepare themselves for all aspects of their role, including those relating to consensus-building and team work; c) expanding the practice of appointing as Resident Coordinators suitably qualified individuals from all United Nations agencies; d) extending the practice of joint training of staff from various United Nations agencies; and e) simplifying programming procedures, not only to facilitate development of shared strategies for United Nations agencies but also to reduce the burden on governments.
6. WFP will continue to contribute to the effectiveness of the Resident Coordinator system by nominating qualified and experienced staff members for Resident Coordinator posts. Three of the current Resident Coordinators have worked within WFP.

Follow-up to Major International Conferences

7. During 1995, WFP participated actively in the World Summit for Social Development and the Fourth World Conference for Women. WFP is an active participant in the JCGP sub-group on gender, which is undertaking a review of the policy implications of the Beijing Platform for Action as they relate to the policies of member agencies. WFP also contributed to the development of a System-wide Medium-term Action Plan by the ACC Ad Hoc Interagency Group on Women.
8. For WFP, the Fourth World Conference on Women was a turning point. The gender assessments of emergency operations carried out during the preparatory process were successfully used to help analyse strengths and weaknesses, and focus WFP's organizational priorities to address and advocate the gender dimension in the food aid it gives to 35 million hungry women. These preparations for Beijing yielded new WFP Commitments to Women for 1996 - 2001, which were launched by the Executive Director at the Conference itself.
9. WFP committed the use of its resources to interventions that seek to reduce gender inequalities. In this capacity, WFP aims at:
 - reducing gender gaps in the access to resources, employment, education and skills development through the special earmarking of resources;



- ensuring that a household's senior female has direct control over relief food and giving due consideration to women's specific nutritional needs when designing food aid interventions;
 - generating and disseminating gender-disaggregated data on recipients of food aid and resulting benefits and information for planning and evaluation;
 - working with NGOs under contractual arrangements that specify conditions to fulfil gender-specific planning, targeting and distribution of food aid, and monitoring of the performance of these conditions; and
 - assessing management performance on contributions made to the WFP commitments to women.
10. A Task Force of WFP senior managers is now guiding the development of a WFP Action Plan based on the work plans of individual country offices and headquarters divisions to meet the above commitments. The Action Plan includes reviews of institutional procedures, contractual arrangements with counterpart organizations on working with women in food aid planning, management and distribution, and gender benefits analysis to increasingly target resource allocations to disadvantaged women.
11. Follow-up to the World Summit on Social Development is being carried out in the context of the Inter-Agency Task Forces (IATFs) established by ACC to address the major themes of United Nations global conferences. WFP is a core member of the ACC IATF on "Employment and Sustainable Livelihoods for All", where it focuses on the need to address hunger and food security concerns when designing strategies for employment and sustainable livelihoods. WFP also participates in the ACC IATF on "Basic Services for All", where it focuses on the role of food as a complementary resource for the provision of basic services.

Coordination at Regional and Sub-regional Levels

12. WFP activities are country-specific in approach, since they are approved in response to national needs, priorities and strategies. Nevertheless, WFP holds regional or sub-regional seminars to better integrate its activities and create synergies between programmes.
13. In emergency operations, WFP has been at the forefront of regional and sub-regional food aid coordination, not only for its own country offices but also with United Nations and non-United Nations organizations. In former Yugoslavia, WFP coordinated multilateral and bilateral food aid deliveries to the former republics with UNHCR, UNICEF and NGOs. The international community was briefed every other week on the status of needs and deliveries. In the Rwanda region, WFP has a flexible logistic approach for the movement of food commodities from Tanzania to Zaire and from Kenya to Burundi to allow for better coordination and response to the needs of the suffering. In West Africa, the WFP Country Director in Abidjan is also the WFP Regional Emergency Coordinator for the four countries affected by the Liberia/Sierra Leone crisis. To ensure optimum sub-regional coordination in the United Nations' response to the complex problems affecting that region, he has also been named by DHA as its regional focal point for coordination.



14. In the field of food aid information, WFP is cooperating with the OECD/Club du Sahel to increase and improve the regional coordination for food aid and food security through reinforced cooperation with the regional body (CILSS) and its specialized activities "Aghrymet" and "Diaper" (early warning systems). The information available to WFP is shared with the regional body, which in turn passes it to governments. To avoid duplication, the regional institutions, which are closer to the authorities and the reality of the region, will be responsible for processing and disseminating information to the international community.

PROGRAMMING MATTERS

Country Strategy Note

15. The World Food Programme fully supports the process of elaboration of the Country Strategy Note (CSN). As of early February 1996, CSNs were at various stages of development in 86 countries. WFP participates actively in the preparation of the CSNs in countries where it operates. Discussions have been held on how the WFP Country Strategy Outline (CSO) can be linked to the CSN when the government has decided to proceed with the preparation of the latter. Among the challenges faced by WFP in linking the CSO exercise to CSNs are: the inclusion of emergency activities, except in the context of disaster preparedness, prevention and mitigation, as these are not foreseen in the CSN process; and the allocation of WFP resources on a project-by-project basis rather than on the basis of longer-term commitments. The latter challenge will be met once the Country Programme Approach, already approved by the Governing Body, becomes fully operational. New guidelines have been issued for the preparation of the CSOs. WFP has embarked on the preparation of a new generation of CSOs. In countries where WFP has a significant development input, the WFP CSO, where it exists, would serve as a major source of reference for the section in the CSN on food-assisted development activities.

Harmonization

16. The executive heads of the JCGP organizations have issued instructions to their country offices to harmonize their programme cycles. WFP was legislatively enabled to adopt the Country Programme Approach, effective 1 January 1996. WFP will harmonize its programme cycle with those of national governments and of the JCGP partners.
17. As WFP embarks on the Country Programme Approach, special arrangements are being made to harmonize the programming cycle with those of the governments and JCGP partners. For example, the first WFP Country Programme to be presented at the Executive Board in May 1996 (Pakistan) will run until 1998, in order to be already synchronized with the government's and the United Nations' programming cycles. All of WFP's Country Programmes will thus be harmonized with the planning cycle of the governments and their JCGP partners.



18. WFP has participated in the JCGP sub-group set up to prepare a common JCGP manual on the harmonization of the programming procedures as set out in General Assembly resolution 47/199. The sub-group has made progress in specific areas such as common guidelines on monitoring and evaluation and a methodology for common country assessments and a common database for programming. In December 1995 the executive heads of the JCGP organizations, in a common letter to field representatives, noted the need to sustain efforts at furthering collaboration at the programming level and called for the development of a common country assessment. WFP recognizes the difficulty of streamlining the various rules and procedures since the different Funds and Programmes often provide various forms of assistance in necessarily different ways. The building-block approach adopted by the sub-group is expected to result in common guidelines in areas where they are feasible.

Programme Approach

19. WFP is fully committed to the Country Programme Approach as promoted by General Assembly resolutions 44/211 and 47/199. At its Thirty-ninth Session in May 1995 the Governing Body (CFA) approved a general policy framework. At its Fortieth Session in November 1995, it adopted the format for WFP's new Country Programme Approach as well as a "Country programming tool".
20. In some 15 countries, this new programming tool is being used, the first step of which is the preparation of a WFP specific Country Strategy Outline paper, in dialogue with the government and, if possible, in tandem with the Country Strategy Note. The second step is the preparation of a Country Programme; WFP's first Country Programme - for Pakistan - will be submitted to the Executive Board meeting in May 1996. The process will gain momentum over time. It is projected that by the end of 1999, 30 Country Programmes will have been presented for approval by the Board.
21. The country programme process is expected to increase collaboration with donors and therefore to increase the effectiveness and efficiency of WFP resources. However, a number of aspects need to be borne in mind.
22. The Programme Approach for WFP will necessarily concentrate on that part of WFP's assistance which is predictable (less than half of WFP's overall resources). This will include food aid for development and, to a lesser extent, protracted refugee operations but will exclude large-scale emergencies, in particular complex, man-made emergencies.
23. While one of the important principles behind the Programme Approach is increased delegation to the field, the mechanics of this, in particular with respect to the necessary checks and balances, still have to be refined. The meeting of the Executive Board in May 1996, where WFP's first Country Programme will be discussed, is expected to provide further guidance on practicalities.



Common Guidelines at the Field Level for Recruitment, Training and Remuneration of National Project Personnel

24. WFP food assistance is channelled in support of the activities sponsored and executed by the governments. At present, no project Professional or General Service support staff are recruited by WFP to provide additional support to the host governments. Technical support in the form of expertise required to execute the projects is either provided by the governments from their own resources or sought from other United Nations Programmes and Funds and bilateral donors. Should WFP provide professional and general service support staff in the future, the common guidelines developed by UNDP, UNFPA and UNICEF for recruitment, training and remuneration of national project personnel will be followed.

National Execution and National Capacity-building

25. All WFP projects are nationally executed, and WFP remains committed to using and strengthening government and non-government national execution capacity for the activities in which it provides food aid. In order to strengthen the government capacity to formulate, execute, monitor and supervise WFP-assisted project activities, the Programme finances training courses for national project staff. In 1995, over 5,200 counterpart staff were trained in various aspects of WFP activities at a total cost of 460,000 dollars. In this respect, WFP is a big contributor to national capacity-building. WFP intends to continue this policy.

Agreed Division of Labour

26. In December 1994, the Governing Body (CFA) approved a WFP Mission Statement (see Annex). This Mission Statement was developed through the wide participation of United Nations organizations, NGOs and members of the Governing Body.
27. Once approved, the WFP Mission Statement was shared with recipient and donor governments, other United Nations agencies, NGOs and other operating partners. General Assembly resolution 50/120 took note of the Mission Statement and of the decision of the executive boards of UNDP, UNFPA and UNICEF to establish mission statements for their organizations.

MANAGEMENT, PERSONNEL AND FINANCE MATTERS

Management Audit Systems and Aid Accountability

28. Issues on harmonization of management audit systems and aid accountability have been generally addressed by WFP through the JCGP working group of internal audit services and through exchange in the annual meetings of the representatives of the internal audit services of the United Nations organizations. The JCGP internal audit services continue to coordinate closely and conduct more frequent consultations, adopt



common audit approaches, undertake joint training and audits, and share common audit databases.

29. The internal audit services of the United Nations organizations have adopted the General and Specific Standards for the Professional Practice of Internal Auditing in the United Nations Organizations. The internal audit units of the Rome-based United Nations agencies (IFAD, FAO and WFP) hosted two seminars conducted by the Institute of Internal Auditors, enabling more audit staff in Rome to attend with much less cost. WFP has agreed to work jointly with other United Nations organizations in aspects of close linkage such as UNHCR for humanitarian assistance, UNDP for IOV systems and local procurement and FAO for services relating to WFP.
30. In addition to strengthening its own internal audit capacity through the hiring of additional audit staff members, WFP has introduced in its 1996-97 budget the outsourcing of audit services, with some modification to the arrangements that UNDP has started.

Training

31. In support of General Assembly resolutions 44/211, 47/199 and 50/120, WFP has implemented a Management and Appraisal of Performance (MAP) system for all International Professional, and Rome-based Professional and General Service staff members. The system is supported through a series of management training courses that reinforce leadership, performance planning, team building and interpersonal communication skills.
32. WFP chairs the JCGP Subcommittee on personnel and training and has coordinated the following inter-agency activities: staff exchanges; employment of spouses; stress counselling; emergency training; and the integration of population activity concerns into JCGP training policy.
33. In the area of coordination and collaboration with its United Nations partners, WFP actively supports the ILO Senior Field Coordination Workshops, as evidenced by the participation of 55 staff members over the past five years at a cost of 325,674 dollars. WFP is also actively involved in the development of modules for the DHA Complex Emergency Training Initiative (CETI), and WFP staff members routinely participate in the UNDP Disaster Management Training Programme (DMTP), the UNHCR Emergency Management Training Programme (EMTP) and the WFP/UNHCR Joint Training courses.

Gender Balance in Appointments

34. At the end of 1991, 17 percent of WFP's international professional staff were women. Four years later, i.e., at the end of 1995, their percentage had increased to 24. Women represented 22 percent of staff in the Higher Categories (D-2 and above); 26 in International Professional staff (P-1 to D-1) in the career streams (Specialized (36) Unified Service (24)); and 22 in the Project Category; i.e. contract holders for one year (extendable), not to exceed four years and limited to specific assignments



only. JPOs are excluded from these statistics. Project staff comprise non-core, career contract holders who are predominantly emergency/logistics-related.

35. WFP is committed to the United Nations target for gender parity by the year 2000. Over the last four years, the average growth in female professional staff has been two percent a year. Female staff alone increased 2.3 times more than total staff growth, and the percentage of women recruited in 1995 was 33 percent in the traditionally male-dominated fields of emergencies/transport in country offices.
36. Operational managers at the headquarters and country levels have been given the delegated authority to select professional staff in the Project Category and are held accountable for diversification in terms of gender and nationality in their respective MAP reports. On the other hand, the selection of career staff is screened by an Appointment and Promotion Committee, for approval by the Executive Director of the Programme.
37. The Programme has also decided to engage, during 1996, the services of specialists in identifying/selecting qualified professional candidates from under-represented groups in terms of gender and nationality/region.

Decentralization

38. WFP is a country-based Operational Programme. Accordingly, some 80 percent of its staff are located in country offices.
39. To be cost-effective and responsive, WFP staff need the management tools to run efficient operations. In the last two years, the Executive Director has approved the delegation of authority of critical financial, personnel, and resource-related matters to Country Directors to ensure that WFP works more efficiently with its counterparts. In addition, country offices are already the focal point for the development of projects, Country Programmes and Country Strategy Outlines.
40. In the next few years, it is expected that the shared database, which will link all country offices with each other and headquarters, will further the trend of decentralization.

Common Premises and Administrative Services

41. WFP is located in 67 common premises (representing 75 percent of WFP offices) with other United Nations organizations. Of those, WFP shares common premises in 50 countries with its JCGP partners. WFP remains committed to increasing its participation in common premises ventures within an overall process that is cost-effective, allows equitable space allocation and permits the Programme to respond to its exigencies related to country office activities, including their involvement in sudden, complex and prolonged emergencies.
42. WFP, along with its JCGP partners, has now agreed to the creation of the Unit called "United Nations System for Common Premises (UNSCP)" on a cost-sharing basis. This Unit will endeavour to streamline and ensure proper management for the



development and construction of common premises ventures. It will also be instrumental in allowing for a more rigorous analysis of the cost-effectiveness of individual common premises projects. In accordance with the agreement reached at the JCGP High-level Meeting in Dhaka, the Unit will actively oversee the progress of exploring and implementing the lease/purchase modality during the development process of the common premises projects.



World Food Programme

Food Aid

To Save Lives

For Growth

For Work



World Food Programme

WFP Mission Statement

WFP is the food aid arm of the United Nations system. Food aid is one of the many instruments that can help to promote food security, which is defined as access of all people at all times to the food needed for an active and healthy life.¹ The policies governing the use of World Food Programme food aid must be oriented towards the objective of eradicating hunger and poverty. The ultimate objective of food aid should be the elimination of the need for food aid.

Targeted interventions are needed to help to improve the lives of the poorest people - people who, either permanently or during crisis periods, are unable to produce enough food or do not have the resources to otherwise obtain the food that they and their households require for active and healthy lives.

Consistent with its mandate, which also reflects the principle of universality, WFP will continue to:

- use food aid to support economic and social development;
- meet refugee and other emergency food needs, and the associated logistics support; and
- promote world food security in accordance with the recommendations of the United Nations and FAO.

The core policies and strategies that govern WFP activities are to provide food aid:

- a) to save lives in refugee and other emergency situations;
- b) to improve the nutrition and quality of life of the most vulnerable people at critical times in their lives; and
- c) to help build assets and promote the self-reliance of poor people and communities, particularly through labour-intensive works programmes.

In the first case, food aid is essential for social and humanitarian protection. It will be used in a way that is as developmental as possible, consistent with saving lives. To the extent possible, the provision of relief food aid will be coordinated with the humanitarian assistance provided by other humanitarian organizations. In the second case, food aid is a pre-investment in human resources. In the third, it uses poor people's most abundant resource, their own labour, to create employment and income and to build the infrastructure necessary for sustained development.

WFP is well placed to play a major role in the continuum from emergency relief to development. WFP will give priority to supporting disaster prevention, preparedness and mitigation and post-disaster rehabilitation activities as part of development programmes. Conversely, emergency assistance will be used to the extent possible to serve both relief and development purposes. In both cases the overall aim is to build self-reliance.

In carrying out its mandate, WFP will concentrate on what it is best suited to do with the resources available as cost-effectively as possible. WFP will focus on those aspects of development where food-based interventions are most useful. It will make all necessary efforts to avoid negative effects on local food production, consumption patterns and dependency on food aid. WFP will continue to play a major and significant role in providing transport and logistics expertise and assistance to ensure rapid and efficient delivery of humanitarian aid.

World Food Programme

WFP's multilateral character is one of its greatest strengths. WFP will exploit its capability to operate virtually everywhere in the developing world, without regard to the political orientations of governments, and to provide a neutral conduit for assistance in situations where many donor countries could not directly provide assistance. WFP will provide services: advice, good offices, logistic support and information; and support to countries in establishing and managing their own food assistance programmes.

WFP, on request, will provide bilateral services to donors, UN agencies and NGOs on the basis of full cost recovery. These will be administered and accounted for separately. Such services will complement WFP's regular operations to the extent possible.

WFP will concentrate its efforts and resources on the neediest people² and countries in accordance with the CFA's decision to provide at least 90 percent of WFP's development assistance to low-income, food-deficit countries and at least 50 percent of its development assistance to the least developed countries by 1997.

WFP will ensure that its assistance programmes are designed and implemented on the basis of broad-based participation. Women in particular are key to change; providing food to women puts it in the hands of those who use it for the benefit of the entire household, especially the children. WFP assistance will aim to strengthen their coping ability and resilience.

To be truly effective, food aid should be fully integrated into the development plans and priorities of recipient countries and coordinated with other forms of assistance. WFP's starting point is the national policies, plans and programmes of developing countries, including their food security plans. WFP will pull together its activities in an integrated way at the country level so that it can respond to urgent needs as they occur while retaining core development objectives. The country strategy note, where this exists, should provide the framework for an integrated response by the United Nations system. In some special cases WFP will adopt a multi-country or regional approach, particularly for the provision of humanitarian assistance.

No single agency has either the resources or the capacity to deal with all the problems of hunger and underdevelopment. Hence the importance WFP attaches to collaboration with other agencies, particularly with its parent bodies, the United Nations and FAO. WFP will continue to work closely with the United Nations Department of Humanitarian Affairs, UNHCR, other relevant agencies and non-governmental organizations (NGOs) in the response to emergencies and humanitarian crises. WFP will also collaborate closely with the Rome-based United Nations food and agriculture agencies, FAO and IFAD, especially in using food aid for achieving household food security. WFP will continue to forge effective partnerships of action with UNDP, the World Bank and the International Monetary Fund, regional bodies and institutions, bilateral donors and NGOs in support of economic and social development.

WFP will play its part as an active member of the United Nations system to bring the issue of hunger to the centre of the international agenda. In its dialogue with recipient governments and the aid community, WFP will advocate policies, strategies and operations that directly benefit the poor and hungry.

¹ FAO/WHO (1992) International Conference on Nutrition.

² Normally, poor and hungry people are those who earn less than the equivalent of one dollar a day, or who allocate the majority of their household budget to food.

