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REFORM AND REVITALIZATION MEASURES IN THE WORLD FOOD PROGRAMME

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration and guidance to the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, 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.

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.

The WFP focal points for this document are:

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REFORM AND REVITALIZATION MEASURES IN THE WORLD FOOD PROGRAMME

1. In May 1996, WFP presented to the Executive Board a note on “Reform and Revitalization Measures in the World Food Programme”. The Board, in approving the report, requested that a paper be presented to its 1997 Annual Session to provide information on additional measures undertaken in the intervening period.
2. During the past year, improvements have been introduced in many aspects of WFP’s work--management of human resources, financial management, contingency planning, and others. These changes, which build upon and strengthen the reforms introduced previously, are part of WFP’s ongoing efforts to remain efficient and effective. They are outlined in the attached matrix, originally annexed to document WFP/EB.A/96/6; it shows in bold type WFP’s reform achievements since May 1996.
3. In the past year, the most significant of WFP’s reform and revitalization activities have centred on three areas: governance, organizational change, and participation in the broader process of United Nations reform.

Governance

4. In 1996, the Executive Board formed an open-ended working group to review the WFP General and Financial Regulations, in order to bring them into line with relevant decisions of the United Nations General Assembly and the FAO Conference; to remove outdated provisions; and to up-date the Regulations and Rules to reflect decisions of the Executive Board and the current responsibilities of WFP. The results of the Group’s work on the General Regulations and Rules were reported to the March 1997 session of the Board, in document WFP/EB.2/97/4/Add.1. Revised Financial Regulations will be considered by the Board at its Third Regular Session of 1997.
5. The proposed revisions to the General Regulations, forwarded by the Executive Board to the United Nations Economic and Social Council (ECOSOC) and the FAO Council, if approved by the General Assembly and the FAO Conference, will streamline the process by which the Executive Board can guide WFP in adjusting to changing circumstances. The basic constitution of WFP and its role in the United Nations system would still be spelled out in the General Regulations, which would continue to be amended through ECOSOC, the FAO Council, the FAO Conference and the General Assembly. Operational issues and points of detail, however, would henceforth be covered not in the Regulations but in Rules, which may be amended by the Executive Board as circumstances require.

Organizational change

6. In 1996, WFP undertook a major initiative to bring its structures, staff and procedures into line with current challenges and tomorrow’s needs. The key elements of this organizational change are:
 - more senior and specialized staff will work in the field;
 - more authority will be delegated to the field, facilitating timely decision-making guided by practical knowledge of the situation;
 - Regional Offices will plan and manage regional operations;



- Regional Managers will provide technical support and managerial guidance to Country Directors;
 - Country Directors will broaden their understanding of the food security and food aid situation in their country of assignment;
 - WFP, at headquarters and in the field, will be a more active advocate for the hungry poor;
 - most WFP staff will be capable of managing both emergency and development situations;
 - expanded training will assist staff members to respond to this and other organizational needs;
 - communication within the organization and with its stakeholders will be improved; and
 - procedures and processes will be streamlined.
7. The specific measures to bring about these changes were designed by WFP staff members themselves, working in several Organizational Change Teams. Many of the changes are already in effect. For instance, nine Regional Offices have already begun partial operation, and WFP's more decentralized mode of operation is to be fully in effect by the beginning of 1998.

Participation in the process of United Nations reform

8. The Secretary-General has launched a broad process of reform within the United Nations and established a structure to support his reform initiatives. Elements of this structure are:
- an Executive Coordinator for United Nations Reform has been appointed;
 - the Secretary-General has established a Policy Coordination Group, which he chairs personally. This Group is complemented by four Executive Committees in the areas of peace and security, humanitarian affairs, economic and social affairs, and development operations;
 - the Executive Coordinator chairs a Steering Committee on United Nations Reform;
 - a Management Reform Group, to focus on management reform issues in the United Nations Secretariat, will be complemented by reform groups to be established in each United Nations entity.
9. WFP will contribute actively to the reform process and has committed significant resources to it. Examples of its commitment include:
- WFP is a member of the Executive Committee on Development Operations and the Executive Committee on Humanitarian Affairs, and will participate at very senior level (normally the Assistant Executive Director) in meetings of both committees;
 - the Director, Strategy and Policy Division, has been named the WFP focal point to work with and support the Executive Coordinator. In addition, WFP has agreed to provide support for the Coordinator's office;
 - WFP has provided staff members to work for a few months in New York, in the offices supporting the Executive Committees on Development Operations and Humanitarian Affairs; and



- the WFP “reform group” to complement the Management Reform Group at the Secretariat will comprise those that have led WFP reforms for the past several years--the Executive Director, supported by the Executive Staff.
10. During the past year, WFP has also devoted significant staff resources to active participation in the Inter-Agency Standing Committee (IASC) process to develop recommendations to the Secretary-General, and subsequently to ECOSOC, on strengthening the capacity of the United Nations system to provide humanitarian assistance. The key issues considered by the IASC Working Group and its six sub-groups, along with the recommendations put forward and WFP’s views and proposals, were reported in detail to the Executive Board at its Session of March 1997 in document WFP/EB.2/97/3-B.



ANNEX

REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
Constitutional Reform (1990–91)	<ul style="list-style-type: none"> • Working Group of Governing Body. • Special Sessions of Governing Body. 	<ul style="list-style-type: none"> • Status of WFP and its relationships with the United Nations and the Food and Agriculture Organization (FAO) clarified; authority of Governing Body clarified. • Size and composition of Governing Body changed. • Authority, responsibility and accountability of the Executive Director re-defined and enhanced. • Executive Director accountable to the Governing Body for management of WFP funds. • New Financial Regulations approved. • New arrangements for initiating and approving emergency operations. • Legislative approvals of above changes by United Nations General Assembly and FAO Conference, on recommendation from ECOSOC and FAO Council, respectively. • New arrangements in effect from 01.01.92.
Refining the mandate of WFP (1993–94)	<ul style="list-style-type: none"> • Review of policies, objectives and strategies, with full involvement of Member States and WFP staff. 	<ul style="list-style-type: none"> • WFP Mission Statement approved by Governing Body. • Approval of Governing Body on timing and sequencing of further reforms over next two years.
Constitutional reform revisited (1994–95)	<ul style="list-style-type: none"> • Working Group of Governing Body on implementation of United Nations General Assembly resolutions 47/199 and 48/162. 	<ul style="list-style-type: none"> • Transition of CFA to the WFP Executive Board; reduction in size of Governing Body from 42 to 36 members; change in geographic representation of Board membership; change in mandate of WFP; and introduction of country programme approach.
Constitutional reform revisited (1994–95)		<ul style="list-style-type: none"> • New arrangements in effect from 01.01.96.



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
(continued)		
Further constitutional reform	<ul style="list-style-type: none"> • Open-Ended Working Group to review General and Financial Regulations, with legal advice from FAO Legal Counsel and United Nations Office of Legal Affairs. 	<ul style="list-style-type: none"> • General Regulations revised and forwarded to ECOSOC and FAO Council; together with new Rules proposed for adoption by Executive Board. • Revised Financial Regulations prepared and forwarded to ACABQ and FAO Finance Committee.
Resourcing and Long-term financing of WFP (1994–95)	<ul style="list-style-type: none"> • Formal Working Group of the CFA on Options for WFP's Resource Policies and Long-term Financing. • Initiation of cost measurement studies. 	<ul style="list-style-type: none"> • Approval of new arrangements to ensure a more sound and predictable resource base, full cost recovery and greater accountability. • New arrangements in effect on a trial basis from 01.01.96; Implementation of new model planned for 01.01.98 • Regular consultations with Member States on estimated food needs and shortfalls for WFP-assisted emergency and protracted relief operations, development projects and special operations. • These studies showed the indirect support costs associated with each programme category and bilateral services, and proposed rules for recovering costs.
Strategic and Financial Planning (1995)	<ul style="list-style-type: none"> • Integration of strategic and financial planning. 	<ul style="list-style-type: none"> • Governing Body approved Strategic and Financial Plan (1996-99) which incorporates: <ul style="list-style-type: none"> – strategic vision over the four-year period;
Strategic and Financial Planning (1995) (continued)		



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
<p>Programme Support and Administrative Budget (PSA) 1996–97</p>	<ul style="list-style-type: none"> • Budget presentation based on Strategic and Financial Plan. 	<ul style="list-style-type: none"> – explicit linkage to policy decisions of the Governing Body; – overview of totality of WFP activities and operations; – alternative scenarios for level of activity by major category (development projects, protracted refugee operations and emergency operations); – flexible Programme Support and Administrative budget levels; – identification of five operational and management priorities; – modalities for implementation of key policy decisions, e.g., progressive phasing out/closure of country offices, introduction of Country Programme Approach. • Strategic Planning Branch created • Budget of negative nominal growth approved as proposed. • Clear linkage between strategy and budget decisions. • Clear linkage between PSA budget and level of operations.
<p>Management changes in support of reform(1992–96)</p> <ul style="list-style-type: none"> – Financial Management Improvement Programme (FMIP) 	<ul style="list-style-type: none"> • Major studies to strengthen financial management and improve transparency. 	<ul style="list-style-type: none"> • At the request of Executive Director, the External Auditor examined and reported on financial accountability and control in country offices. Diagnostic study by major



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
<p>– Oversight Services</p> <p>Management changes in support of reform (1992-96) (continued)</p>	<ul style="list-style-type: none"> • Creation of major FMIP. • Enhance accountability and control. 	<p>international consultancy firm to outline short-term and longer-term solutions leading to FMIP.</p> <ul style="list-style-type: none"> • Re-engineering of operating processes (resource mobilization, project management, allocation and funding, procurement and transport) and service processes (accounting, cash management and human resources) launched. • Recruitment of Finance Officers in country offices and at headquarters. • Information strategy plan completed, first stage of implementation in progress. • Introduction of least-cost travel arrangements. • Office of Internal Audit staff doubled. • Office of Inspection and Investigation established. • Country Office Risk Assessment methodology was introduced to improve audit planning and more cost effective use of internal and external audit resources. • Computerized database was developed for a more pro-active follow-up of implementation of internal and external audit recommendations. • Immediate communication of audit



REFORM HIGHLIGHTS

Reform agenda

Key initiatives

Achievements

		<p>outcomes through audit observations to ensure immediate corrective actions.</p> <ul style="list-style-type: none"> • An audit policy requiring annual external audit of locally generated funds (monetization) was developed and implemented. • Review of the development and updating of guidelines, manuals and procedures on procurement, inventory management and investments.
<ul style="list-style-type: none"> – Human Resources 	<ul style="list-style-type: none"> • Prepare staff for anticipated challenges. 	<ul style="list-style-type: none"> • Skills mix for staff complement redefined. • Recruitment profile updated. • New contractual arrangements in place to adjust staffing levels to requirements, especially in emergency humanitarian operations.
<p>Management changes in support of reform (1992-96) (continued)</p>		<ul style="list-style-type: none"> • Specific directives and targets to achieve a better gender and geographic balance of human resources. This has led, for example, to a significant increase in the percentage of female staff members over the past four years. • New management and appraisal of performance system introduced for all staff. • Conversion of International Professional posts to National



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
<p>– Operational efficiency improvement</p> <p>Management changes in support of reform (1992-96) (continued)</p>	<ul style="list-style-type: none"> • Enhance rapid response capacity. 	<ul style="list-style-type: none"> Officer posts, which increases both the number of posts available within the same budget and the scope for recruiting female professional staff from developing countries. • Staff training increased dramatically, including joint emergency training programmes with other United Nations agencies. • Career Planning Steering Group launched. • Career Planning and Development Branch established and staffed. • Rapid Response Teams established (utilized, for example, in Rwanda/Burundi). • Augmented Logistics Intervention Team for Emergencies (ALITE) in place. Logistical capacity assessments and scenario-based contingency plans undertaken. • Stand-by arrangements for rapid deployment of personnel and equipment in place, some of which activated for eastern Zaire crisis. • Catalogue of stand-by facilities produced, providing comprehensive details of facilities available. • Strategic stores of food and logistics equipment pre-positioned in Nairobi, Kenya and Pisa, Italy. • Logistics services packages developed with Donors,



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
<p>Management changes in support of reform (1992-96) (continued)</p>	<ul style="list-style-type: none"> • Improved emergency management. • Introduce country programme approach. • Improved early warning /preparedness/ disaster mitigation. 	<p>some of which activated for eastern Zaire crisis.</p> <ul style="list-style-type: none"> • Application of military and civil defense assets to complex logistics operations, some of which activated for eastern Zaire crisis. • Blanket Purchase Agreement negotiated for rapid procurement of equipment. • Crisis Support Facility established and used to manage Liberia and eastern Zaire crises. • Schedule for presentation of country programmes agreed by Executive Board, starting in May 1996. • 22 Country Strategy Outlines completed. • Vulnerability analysis and mapping introduced in key countries. • Disaster mitigation strategies incorporated into country programmes. • Strengthened contingency planning, including transport and logistics.



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
<p>Management changes in support of reform (continued)</p>	<ul style="list-style-type: none"> • Improved logistics coordination and management. • More cost-effective transport and logistics activities. • Establishment of Regional Offices. 	<ul style="list-style-type: none"> • Significant strengthening of monitoring worldwide. • Emergency operations approval procedures streamlined. • United Nations Joint Logistics Centre concept developed and applied for eastern Zaire crisis. • Asset Tracking Tool being developed, to enhance operational effectiveness and donor reporting. • Standardized Commodity Tracking System being developed. • New cost accounting system to link resource allocation to specific activities. • Simplified procedures for resourcing and reporting to donors on landside transport, storage and handling (LTSH) expenditures. • Nine Regional Offices (Abidjan, Islamabad, Kampala, Managua, Maputo, Nairobi, Ouagadougou, Phnom Penh and Sarajevo) established in 1997. • These Offices were established within the 1996-97 Biennium budget. • Preparations for two other Regional Offices (in South America and Middle East/North Africa) to begin operations in



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
	<ul style="list-style-type: none"> • More senior, experienced staff in the field. 	<p>1998.</p> <ul style="list-style-type: none"> • Regional Offices have flexibility and authority to plan and manage regional operations as well as to provide management direction and support to country offices in the region. • Each Regional Office headed by Regional Manager at D1 or D2 level. • Some 20 professional posts transferred to Regional Offices in 1997. • Regional Offices staffed through re-allocation of posts, with no increase in total number of international posts.

- **Regional Offices have flexibility and authority to plan and manage regional operations as well as to provide management direction and support to country offices in the region.**
 - **Each Regional Office headed by Regional Manager at D1 or D2 level.**
 - **Some 20 professional posts transferred to Regional Offices in 1997.**
 - **Regional Offices staffed through re-allocation of posts, with no increase in total number of international posts.**
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- **Regional Offices have capacity and mandate to provide advice and support to country offices in areas such as programme design, financial management, logistics, procurement, pipeline management, training and human resources management, gender analysis, vulnerability assessment, nutrition, monitoring and evaluation, and**

Management changes in support of Reform
(continued)



REFORM HIGHLIGHTS**Reform agenda****Key initiatives****Achievements**

		telecommunications.
	<ul style="list-style-type: none">• Increased delegation of authority to field.	<ul style="list-style-type: none">• All previous delegations to country offices retained and often increased (e.g., for approval of EMOPs; for approval of projects within the Country Programme approved by Executive Board; authority and accountability for country office budget; procurement; internal transport).• Six large country offices have additional responsibility and authority.• Regional Manager has managerial responsibility (guidance, support and supervision) for Country Directors in the region, including the establishment of work objectives and appraisal of their performance.
Management changes in support of reform (continued)	<ul style="list-style-type: none">• Systems improvements to support increased delegation of authority.	<ul style="list-style-type: none">• Implementation of FMIP project to improve electronic communication between headquarters and field.• Adjustments to other FMIP projects, to better support organizational changes.• New procedures developed in areas such as:



REFORM HIGHLIGHTS		
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Reform agenda	Key initiatives	Achievements
<p>Management changes in support of reform (continued)</p>	<ul style="list-style-type: none"> • Headquarters functions re-oriented to emphasize service to the field. 	<ul style="list-style-type: none"> • review and approval of operational activities; • financial management; • expanded use of zero-balance accounts and imprest accounts; • procurement through country/Regional offices; • use of Immediate Response Account (IRA) of the International Emergency Food Reserve (IEFR); • consolidated budgets for Regional and country offices. • Emphasis on service rather than control, and on-line management accountability. • Production of clear, comprehensive guidelines and manuals to support adherence to policies and procedures. • Production of Programme Design Manual, to replace outdated Project Design Manual, initiated.



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
<p>Management changes in support of reform (continued)</p>	<ul style="list-style-type: none"> • Delegation of authority within headquarters. • Maintain momentum of change. 	<ul style="list-style-type: none"> • Post descriptions revised to reflect changed functions. • Three-year training programme in preparation. • Management Services Division created. • Substantial approval authority delegated by Executive Director to Assistant Executive Director. • Change Manager will monitor implementation of change decisions and identify related tasks that become necessary. • Procedures Review Team will make recommendations concerning procedures and practices to be improved or streamlined. • Enhanced procurement capacity introduced in country offices; new procedures put in place and delegation increased.
<ul style="list-style-type: none"> • Increase food purchases in developing countries. 		



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
	<ul style="list-style-type: none"> • Better use of technology. 	<ul style="list-style-type: none"> • 640,000 tons of food purchased in developing countries in 1996. • New infrastructure installed and costs reduced. • Improved control over telecommunications costs. • Implementation of Communications Improvement Projects in East, West and Horn of Africa, former Yugoslavia, Tajikistan and Central Asia.
Efficiency in support for Governing Body	<ul style="list-style-type: none"> • Improved methods of work and cost-efficiency. 	<ul style="list-style-type: none"> • New corporate-style Executive Board meeting room at WFP headquarters. • Quality of documentation improved (length reduced, editing and translation improved). • Timeliness of document distribution improved.
Efficiency in support for Governing Body (continued)		<ul style="list-style-type: none"> • Meetings and documentation costs cut by 70 percent from eight million dollars in 1992-93 to 2.4 million dollars for 1996-97. • EB documents available on WFP Website.
Concentration of resources on countries and people most in need	<ul style="list-style-type: none"> • 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 assistance to least developed countries by 1997. 	<ul style="list-style-type: none"> • 81 percent of development resources allocated to low-income, food-deficit countries, and 57 percent to least-developed countries in 1996.



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
	<ul style="list-style-type: none"> • Graduation of countries from food aid. 	<ul style="list-style-type: none"> • Phase out/closure plan approved for 20 countries where WFP currently has development operations before the end of 1998, and a further five by the end of 1999. Implementation underway. • Executive Board agreed that advisory support may be provided during and after phase-out of WFP resources.
Coordination (1991-96)	<ul style="list-style-type: none"> • Collaborating with partner agencies for operational effectiveness. 	<ul style="list-style-type: none"> • Exchange of letters with UNHCR establishing the division of labour in refugee situations signed in 1991. • Memorandum of Understanding (MOU) with UNHCR signed in 1994; revision signed in March 1997. • MOU with UNICEF under negotiation. • MOUs setting modalities of collaboration between WFP and its major NGO partners in emergency humanitarian operations.
Coordination (1991-96) (continued)		<ul style="list-style-type: none"> • Paper setting out WFP's comparative advantage within the United Nations system in providing logistics and transport services was submitted to IASC. • Executive Board requested DHA to share with IASC members document detailing WFP readiness to extend logistics and transport capacity to other agencies on a full cost recovery basis. • Regular consultations with principal NGO operating



REFORM HIGHLIGHTS

Reform agenda

Key initiatives

Achievements

	<ul style="list-style-type: none"> • Support to the United Nations Department of Humanitarian Affairs (DHA). • Support to Resident Coordinator (RC) system. 	<p>partners on issues of common concern.</p> <ul style="list-style-type: none"> • Operational collaboration with more than 1,000 NGOs. • Exchange of letters with International Committee of the Red Cross/Red Crescent Societies defines modalities of cooperation. • Secondment of experienced WFP staff to DHA in Geneva and New York, and of staff members as DHA coordinators. • Directive to all country offices underlining importance of supporting the RC system. • WFP, on the basis of a survey of country offices, put forward to the Administrator of UNDP proposals for further strengthening of the Resident Coordinator system.
Coordination (1991-96) (continued)	<ul style="list-style-type: none"> • Support to major United Nations initiatives, including: <ul style="list-style-type: none"> – United Nations Conference on Environment and Development – International Conference on Nutrition 	<ul style="list-style-type: none"> • Designation of senior WFP staff member in-country as WFP's Representative. Arrangement approved by WFP's Governing Body (awaiting consideration by ECOSOC and FAO Council, and by the United Nations General Assembly and the FAO Conference). • Three WFP staff members assigned to Resident Coordinator posts. • Policy Statements and Plans of Action incorporating appropriate references to hunger and malnutrition. • Set of specific policy and operational commitments made at the Fourth World Conference on Women. • Programme-wide task force set up to ensure implementation of WFP's Commitments to Women.



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
<p>Advocacy for the hungry poor</p> <p>Advocacy for the hungry poor (continued)</p>	<ul style="list-style-type: none"> – International Conference on Population and Development – World Summit for Social Development – Fourth World Conference on Women – World Food Summit • More active advocacy role for country and Regional Offices. • Public awareness campaigns in donor countries. 	<ul style="list-style-type: none"> • Paper contributed to preparations for the World Food Summit. • Preparations to strengthen vulnerability analysis and emphasis on special needs of women. • Participation in United Nations system follow-up to World Food Summit. • Field/headquarters Senior Managers Meeting (March 1997) clarified expectations, procedures, and support to be provided by headquarters. • Initial media training provided to Regional Managers/Country Directors. • Headquarters Information Officers assigned to the field on a temporary basis to assist with public information needs related to eastern Zaire, Rwanda, DPR Korea and Liberia/Sierra Leone. • Information campaign on global hunger launched in Italian schools. • Workshop to share Italian experience with the authorities of Germany, Sweden and the United States to plan information



REFORM HIGHLIGHTS

Reform agenda	Key initiatives	Achievements
		<ul style="list-style-type: none"> campaign for children in these countries. • Key information available on WFP Website.
	<ul style="list-style-type: none"> • Establish National Friends of WFP Committees. 	<ul style="list-style-type: none"> • National Friends of WFP established in the United States. • Discussions in progress to establish similar groups elsewhere.
	<ul style="list-style-type: none"> • Develop better understanding of donor concerns. 	<ul style="list-style-type: none"> • Donor profiles completed and distributed to country and Regional Offices.
Advocacy for the hungry poor (continued)	<ul style="list-style-type: none"> • Coordinate advocacy with resource mobilization. 	<ul style="list-style-type: none"> • Organizational restructuring combines resource mobilization and public information functions in single Division.
Broad United Nations reform	<ul style="list-style-type: none"> • Support reform process initiated by Secretary-General. 	<ul style="list-style-type: none"> • Participation in Executive Committees on Development Operations and Humanitarian Affairs. • WFP staff members assigned to support these Committees. • Support to the Executive Coordinator for United Nations Reform. • Continued reform within WFP.



