



Distribution: General

Date: 16 October 2016

Original: English

Agenda Item 4

WFP/EB.2/2016/4-C/1

Policy Issues

**For approval**

Executive Board documents are available on WFP's Website (<http://executiveboard.wfp.org>).

## Policy Country Strategic Plans

### Executive Summary

The 2030 Agenda for Sustainable Development and commitments made at the World Humanitarian Summit ~~make~~**makes** clear that sustainable development, including ending hunger and improving nutrition, depends on effective partnerships that span both humanitarian and development contexts. **The centrality of effective partnerships across contexts is also reiterated through commitments made by some participants at the World Humanitarian Summit.** As the world's largest humanitarian organization addressing the challenges of global hunger and nutrition, WFP embraces this partnership imperative, seeking to align and integrate its food assistance capacities and programmes with interventions and investments of governments, other United Nations agencies and a range of actors from the private sector and civil society, which can together generate the systemic changes needed. Partnership and ~~collective action~~**collaboration** at the country level are at the heart of the global call to action of the 2030 Agenda. The WFP Strategic Plan (2017–2021) affirms and deepens this commitment. As WFP focuses on its core business of saving lives, it will do so in ways that contribute to building resilience and stimulating productive opportunities for ~~poor~~**food-insecure** and marginalized people over the longer term.

~~WFP has used projects in a range of programme categories to implement its operations at the country level. Country strategies were introduced in 2009 to help WFP deliver coherent, focused portfolios of assistance. These country strategies have not been mandatory and have been internally endorsed, without Board approval. The project based approach has significant limitations including: i) high transaction costs resulting from fragmentation among projects; ii) limited coordination among different operation types; iii) lack of synergy between strategic and programme planning; and iv) limited opportunity for the Board to provide strategic oversight and governance.~~

This Policy on Country Strategic Plans outlines WFP's approach to strategic and programmatic planning at the country-level. ~~WFP's programme categories and project documents will be replaced by~~**It introduces** a unique programmatic framework based on coherent country portfolios, **which replace existing programme categories and project documents.**

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This framework responds to the increasingly complex world in which WFP operates, marked by protracted humanitarian crises resulting from conflict and disasters and emerging global food security and nutrition challenges. Guided by WFP's Strategic Plan (2017–2021), the Country Strategic Plan framework leverages WFP's strengths and capacities in humanitarian response and recovery, seizing opportunities to apply these capabilities beyond saving lives. The Report of the Secretary-General for the World Humanitarian Summit recognizes that while working towards collective outcomes to reduce vulnerability and risk, some contexts require the delivery of urgent and life-saving assistance and protection in the short term. The Country Strategic Plan approach provides the flexibility to respond under fluctuating circumstances and to unforeseen emergencies.

The approach has been informed by reviews and evaluations; best practices in other organizations; and lessons learned through experience in selected countries. The approach seeks to: i) support countries in responding to emergencies and making progress towards zero hunger; ii) operationalize the WFP– Strategic Plan at the country level; and iii) enhance strategic coherence, focus, operational effectiveness and partnerships.

~~Combined with new financial and corporate results frameworks, the~~ The Country Strategic Plan framework has the potential to improve the quality of WFP's assistance by: i) identifying WFP's specific contributions within a country; ii) establishing the basis for effective partnerships, including with the Rome-based agencies; iii) increasing effectiveness and efficiency in emergency response and integrating it in a broader framework for zero hunger; iv) aligning WFP's contribution with national Sustainable Development Goal targets and national and United Nations plans; v) providing greater flexibility in dynamic operational contexts; vi) integrating capacity ~~building~~ **development** and resource mobilization more fully; vii) reducing transaction costs; and viii) enhancing performance reporting and accountability. ~~The results oriented focus of the Country Strategic Plan framework clarifies the relationships between~~ **Plans provide a line of sight of how resources deployed and translate into results achieved while linking strategic, programme and operational planning.**

. Country Strategic Plans will be vehicles for resource mobilization and management. They will ensure compliance with Board decisions and adhere to guidelines and procedures regarding the allocation of multilateral contributions for development.<sup>1</sup>

**Ending hunger must be achieved in the context of increasingly complex and protracted humanitarian needs. Building on WFP's strengths and experience across its mandate, this Policy is part of an integrated roadmap, which includes the Strategic Plan, the Corporate Results Framework (CRF), and a revamped financial framework. Together, this planning and budgeting architecture allows WFP to align relief, early recovery and development interventions, while upholding its commitment to prioritizing the needs of the most vulnerable people in support of the 2030 Agenda.**

### Draft decision\*

The Executive Board:

- *approves* the Policy on Country Strategic Plans (WFP/EB.2/2016/xxx**4-C/1**) (the CSP Policy);
- *requests* the Executive Director to submit Country Strategic Plans containing pilot country portfolio budgets for Executive Board approval in 2017 (pilot CSPs);
- *notes* that the CSP Policy provides for modification of WFP's existing programme categories, **which would necessitate amendments to the WFP General Rules and Financial Regulations**, and accordingly *authorizes*, pending normative amendments expected to be approved at EB.2/2017, the temporary application to the pilot CSPs of

<sup>1</sup> WFP Strategic Resource Allocation Committee. SRAC Guidelines and Procedures (III) – Allocation of Multilateral Contributions (for Development).

\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

provisions of the WFP General Rules and Financial Regulations referring to existing programme categories as if such references were to the Country Strategic Plan; and

- *requests* the Secretariat to propose for Executive Board approval at EB.2/2017 amendments to the programmatic terminology employed in WFP General Rules and Financial Regulations to accommodate the Country Strategic Plans framework.

REVISION MODE

## Introduction

1. *The State of Food Insecurity in the World* report from (2015)<sup>1</sup> states: “Over the past 30 years, the typology of crises has gradually evolved from catastrophic, short-term, acute and highly visible events to more structural, longer-term and protracted situations [...]. In other words, protracted crises have become the new norm, while acute short-term crises are now the exception.” The Committee on World Food Security adopted the Framework for Action for Food Security and Nutrition in Protracted Crises in 2015,<sup>2</sup> in recognition of the impact on affected populations of food insecurity and undernutrition.
2. In keeping with the 2030 Agenda and commitments emerging from the World Humanitarian Summit, as WFP focuses on its core business of saving lives, it must do so in ways that contribute to outcomes that provide productive opportunities over the longer term. **This approach is also consistent with the commitments made by some participants at the World Humanitarian Summit.** WFP must collaborate across institutional boundaries at the humanitarian–development–~~peacebuilding~~**peace-building** nexus<sup>3</sup> while ensuring that it does not deviate from **the primacy of humanitarian principles.** Prevention, mitigation and preparedness for early action are critical. The ultimate aim is to shrink humanitarian needs over the long term with the view of contributing to the achievement of the Sustainable Development Goals. The Strategic Plan (2017–2021) provides the framework for WFP to make significant contributions in these areas in different contexts.
3. The Report of the Secretary-General for the World Humanitarian Summit recognizes that while working towards collective outcomes to reduce vulnerability and risk, some contexts require the delivery of urgent and life-saving assistance and protection in the short term. The Country– Strategic Plan framework provides the flexibility to respond under fluctuating circumstances and to unforeseen emergencies while integrating emergency responses in a broader programmatic framework to achieve zero hunger. This policy outlines WFP’s approach to strategic planning, programming and managing operations at the country level. The approach facilitates the effective and efficient implementation of the 2030 Agenda, encompassing humanitarian ~~as well as~~**and** development efforts, and better aligns WFP’s planning with ~~those that~~ of governments, other United Nations agencies, including the Rome-based agencies, and a range of actors from the private sector and civil society.
4. The design and implementation of each Country Strategic Plan (**CSP**) must reflect the needs in the specific country or region, the added value that WFP can bring in a particular time and place, and the presence and capabilities of other actors. WFP will work with partners to implement programmes that save lives and livelihoods, strengthen the capacity of communities and countries to manage underlying risks, and ultimately end hunger. WFP will select the appropriate ~~tool or~~ mix of tools based on a rigorous analysis of needs and context, beneficiary preferences, operational goals, efficiency and evidence of potential impact. Not every Strategic Result in the Strategic Plan (2017–2021) will apply in every country at all ~~times~~**times.**
5. The CSP approach presented in this policy has been under development since 2014 and is informed by internal evidence, reviews and evaluations; broad consultations, including with the Board; best practices in other organizations; and lessons learned through experience in selected countries.

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<sup>1</sup> FAO, IFAD and WFP. 2015. *The State of Food Insecurity in the World*, page 38. Rome.

<sup>2</sup> <http://www.fao.org/cfs/cfs-home/activities/cfs-fipc/en/>

<sup>3</sup> In line with the policy on WFP’s role in peacebuilding in transition settings, WFP/EB.2/2013/4-A/Rev.1.

## Rationale for the Country Strategic Plan Approach

### The Current Planning Architecture

6. In delivering on its mandate, WFP currently implements projects in the following programme categories depending on the specific needs and context:<sup>4</sup>
  - Emergency operations (EMOPs) are WFP's responses to new emergency needs and last for up to one year, with the possibility of extension for one more year.<sup>5</sup> Their emphasis is on saving lives, reducing malnutrition and protecting livelihoods.
  - Protracted relief and recovery operations (PRROs) respond to protracted needs during and in the aftermath of complex emergencies and long-term crises for up to three years. They focus on re-establishing and stabilizing livelihoods and food security to the extent possible, while providing relief as necessary.
  - Development programmes comprise country programmes (CPs) and development projects (DEVs). CPs last for up to five years and include several components, while DEVs are generally limited to a single activity.
  - Special operations (SOs) are undertaken to rehabilitate and enhance transport and logistics infrastructure to facilitate the timely and efficient delivery of food assistance, especially for emergency and protracted relief, and to enhance coordination within the United Nations system and with other partners through the provision of common services.
  - Trust funds are not a programme category in themselves, but are used as mechanisms for programming extra-budgetary resources received as contributions for specified purposes – such as providing services to governments, development partners and other United Nations organizations – that do not fall within one of the four programme categories but that are consistent with WFP's objectives and policies.<sup>6</sup>
7. Country strategy outlines were presented to the Board for information and guidance in tandem with development projects until the end of 2002. Since 2009, country strategy documents have been used to guide WFP's delivery of coherent and strategically focused assistance through its operations in a country. These documents, which focused on strategic direction, were voluntary, endorsed internally and not submitted to the Board for approval.

### Limitations Addressed by the Country Strategic Plan Approach

#### *High transaction costs resulting from fragmentation among projects*

8. Fragmentation among projects with different approval processes, durations and planning cycles increases the transaction burden of internal processes. The multiple processes required to design, draft, submit, approve, implement and manage each project limit efficiency and significantly increase transaction costs in terms of time and resources. In addition, the fragmented approach to programming among projects limits coherence among activities.

#### *Limited coordination among different project types*

9. In 2015, 42 of WFP's 75 country offices implemented projects in more than one programme category, excluding trust funds and regional operations. Each programme category has its own strategy, which is often not synchronized with those of other categories. In 2001, the Board recommended re-examining the use of different instruments for development, relief and emergency assistance. Members pointed out that the existence of separate programme categories

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<sup>4</sup> For a list of the purposes of WFP programmes, projects and activities, see Article II of WFP General Regulations.

<sup>5</sup> See "Definition of Emergencies" (WFP/EB.1/2005/4-A/Rev.1).

<sup>6</sup> Extra-budgetary resources are available for implementing activities that are within WFP's regulatory framework, but are not explicitly approved by the Board.

often led to the perception that humanitarian and development activities in a country were not coordinated.<sup>7</sup>

10. A 2010 programme category review<sup>8</sup> attempted to clarify the relationship between programme categories and WFP's Strategic Objectives in order to address perceived inconsistencies in use of programme categories. The review found that the project-based approach continued to fall short of promoting interconnections between humanitarian and development responses, linkages that are essential in recovery and transition contexts, and for achieving sustainable results. A-fragmented approach to response also tended to reduce the effectiveness of assistance.

#### ***Lack of synergy between strategic and programme planning***

11. As country strategies are optional and focus on higher-level objectives, they have not always contributed to effective programme design and implementation, thereby limiting the potential impact of assistance. One of the main concerns raised during the 2013 business process review regarded the unclear relationship between country strategies and project documents. In many cases, the contents of the two documents overlap, while in others there is no readily identifiable link between them.
12. The synthesis of four strategic evaluations undertaken in 2011 pointed out that the short duration of many projects adds to the challenge of achieving outcomes.<sup>9</sup>

#### ***Limited strategic oversight and governance***

13. The business process review also raised concerns about the rationale for having project documents approved by the Board and country strategies approved by an internal committee, when the latter are intended to provide a strategic framework for the former. Its review of isolated project documents gives the Board a fragmented picture of WFP's work in a country, reducing its ability to provide strategic oversight and guidance. This has sometimes left Board members feeling overwhelmed by the volume of projects, making it difficult to provide meaningful, strategic inputs to or guidance on WFP's work and/or positioning at the country level. In the 2014 statistics on the use of Board time, the Executive Board Bureau noted that the Board spent close to 40 percent of its time discussing and approving individual operations and welcomed a review of how this time could be used more strategically. Furthermore, a large proportion of WFP's interventions – those that are included in EMOPs, as well as activities supported by trust funds – are not submitted for approval by the Executive Board, further reducing the ability of the Executive Board to advise strategically on WFP's portfolio in a country.

#### **Opportunities for improvement**

14. In 2011, WFP's Oversight Office reviewed the country strategy process internally<sup>10</sup> and drew the following conclusions and recommendations:
  - An improved country strategy document could become the main channel through which the Board approves WFP's plans in a given country, but the review and approval process needs to be adjusted.
  - The internal review process should be improved to ensure better communication of corporate issues during the early stages of country strategic planning and to derive corporate benefit from lessons learned and best practices.
  - The internal management committees reviewing country strategies and project documents should be merged to ensure that operations reflect strategic plans.

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<sup>7</sup> WFP/EB.3/2001/INF/20.

<sup>8</sup> WFP/EB.A/2010/11/Rev.1.

<sup>9</sup> Office of Evaluation. 2012. *Four Strategic Evaluations on the Transition from Food Aid to Food Assistance: A Synthesis (Full Version)* (OE/2012/S002). These four strategic evaluations examined: i) WFP's role in social protection and safety nets; ii) WFP's role in ending long-term hunger; iii) from food aid to food assistance – working in partnership; and iv) how country offices adapt to change.

<sup>10</sup> Oversight Office/Office of Internal Audit (OSA). 2011. *Internal Review: Country Strategy Process Review – Advisory Services Report*.

- Adequate resources and support should be made available to ensure capacity in strategic planning at the country level.
  - A policy paper should be submitted to the Board on using the country strategy as the main document for obtaining the Board's approval of WFP operations in a country and delegating the approval of subsidiary documents that is currently with the Board.
15. The potential for improving country strategies to incorporate new ways in which WFP can contribute to national food security and nutrition initiatives was also identified in the four strategic evaluations referenced in footnote 10. ~~Since 2013, WFP's Annual Evaluation Report has also consistently highlighted this potential.~~ The 2013 Annual Evaluation Report reaffirmed the importance of country strategies and recommended clarifying their role in WFP's governance, partnership, strategic and operational frameworks. The 2014 Annual Evaluation Report recommended that WFP clarify, communicate and implement requirements for country office strategic planning and establish them as the basis for systematic long-term planning and performance management of country portfolios, with attention to national contexts, capacities, partnerships and funding. The 2015 Annual Evaluation Report recommended increasing the focus of the country strategy process to align it with national and local systems.

## The Country Strategic Plan Approach

16. The CSP approach builds on the achievements of the current planning architecture and leverages opportunities for improvement.

### The evolving context of hunger

17. Nearly 800 million people – 11 percent of the world's population – are undernourished, 17-18.25 percent of the world's children are stunted,<sup>11</sup> and approximately 2 billion people suffer from micronutrient deficiencies.<sup>12</sup> **Around 767 million people live on less than 1.90 US\$ a day.**<sup>13</sup> Most of these people live without social protection, often amid conflict and instability. Conflicts are becoming increasingly complex and protracted, with the resultant protracted displacements reaching their highest levels since the 1940s. More than 125 million people are currently affected by humanitarian crises.<sup>14</sup> On average, in 2014 and 2015, WFP provided direct food assistance to more than 78 million people per year in 82 countries; approximately 42 percent of expenditure was on emergency operations, 38.5 percent on early recovery activities, 6.9 percent on development activities and 7.6 percent on special operations; 77 percent of food transfers and 89 percent of cash-based transfers (CBTs) went to saving lives and protecting livelihoods in emergencies. This support ensured that the food security of emergency-affected populations was stabilized or improved through general distributions of food, or CBTs, which increased food consumption and dietary diversity. Activities were also conducted to prevent deterioration in nutrition and related mortality and to support acutely malnourished people in emergencies.
- 18-19. Lack of gender equality and women's empowerment hinders progress in all areas of sustainable development, especially ending poverty and hunger. In many countries, despite progress in reducing poverty overall, food insecurity, undernutrition and over-nutrition persist. Hunger is increasingly an urban challenge as well as a rural problem. Climate change increases risk for the poorest countries and most vulnerable people. These dynamics require all stakeholders to work together in combatting hunger, adapting their ways of working accordingly. The changing nature of food insecurity and food systems in individual countries means that responses must be tailored, adaptable and context-specific. Improvement of country-level actions through the CSP approach

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<sup>11</sup> FAO. 2015. *The State of Food Insecurity in the World – Meeting International Hunger Targets: Taking Stock of Uneven Progress*. Rome.

<sup>12</sup> FAO. 2013. *The State of Food Insecurity in the World – The Multiple Dimensions of Food Insecurity*. Rome.

<sup>13</sup> **World Bank. 2016. *Poverty and Shared Prosperity 2016: Taking on Inequality*. Washington, DC**

<sup>14</sup> "Commitment to Action – Transcending humanitarian-development divides – Changing People's Lives: From Delivering Aid to Ending Need". World Humanitarian Summit, Istanbul, Turkey, 23 May 2016.

is essential in enabling WFP to deliver on its objectives in evolving global and country-specific contexts.

### **Translating the Global Vision for Zero Hunger into Action**

- ~~19-20.~~In September 2015, world leaders formulated the 2030 Agenda for Sustainable Development, which sets out an ambitious 15-year ~~timeframe~~**time frame** for achieving sustainable development and ending poverty, hunger and inequality. The Agenda situates humanitarian action within the broader context of human progress and development, with a clear focus on the most vulnerable people and a strong commitment to leaving no one behind. The Agenda is led and driven by Member States, global in coverage and universally applicable; its 17 global goals are integrated and indivisible. Each government will set its own national targets, guided by the global vision of the goals and adapted to the national context.
- ~~20-21.~~Ending hunger must be achieved in the context of increasingly complex and protracted humanitarian needs. Building on WFP's strengths and experience across its mandate, the development of this Policy is part of an integrated roadmap, which includes the Strategic Plan, the Corporate Results Framework (CRF), and a revamped financial framework. Together, this planning and budgeting architecture allows WFP to align relief, early recovery and development interventions ~~accordingly~~, while upholding its commitment to prioritizing the needs of the most vulnerable people in support of the 2030 Agenda. These comprehensive frameworks and tools equip WFP to design and deliver efficient and effective emergency responses and coherent, strategy-focused portfolios that maximize impact at the country level.
- ~~21-22.~~The Strategic Plan provides the overall framework for WFP's contribution to achieving zero-hunger. It prioritizes two goals – SDG 2 on achieving zero hunger, and SDG 17 on partnering to support implementation of the 2030 Agenda – while contributing to other SDGs depending on country contexts and national priorities.
- ~~22-23.~~Although SDG 2 lies at the core of WFP's mandate, it is clear that no single agency or entity owns any of the SDGs. To achieve progress on all the goals, including zero hunger, partnerships will be required that span across sectors and areas of expertise within countries and among partners, including WFP and the other Rome-based agencies.
- ~~23-24.~~To achieve the objectives of the 2030 Agenda, each country will determine, under government leadership, its own priorities and targets and the actions required to reach these. In implementing the Strategic Plan, WFP will work closely with national stakeholders and United Nations country teams to determine how best to achieve zero hunger objectives in the different contexts in which ~~we operate~~**it operates. In this regard, it will be important to have a country-owned national zero hunger strategic review to establish the baseline for the country, WFP and other partners. In addition to providing a baseline, strategic reviews identify priority actions and make recommendations that inform the strategic outcomes and action plans of governments, WFP and other national stakeholders and partners, including FAO and IFAD.**
- ~~24.~~ The CRF provides a holistic view of both operational and management results. WFP links its performance planning, monitoring and reporting system to the CRF while ensuring alignment to the Strategic Plan. WFP's revamped financial framework and the associated country portfolio budget provide a clear link from corporate strategy to resourcing for country level results to activity based resourcing. This linkage enhances transparency and accountability in determining WFP's contribution to zero hunger and the 2030 Agenda.

### **The Country Strategic Plan framework**

25. Context determines national needs, priority actions and how actions can be carried out. The 2030- Agenda emphasizes the importance of recognizing that some contexts involve greater challenges than others and thus have special needs for assistance.<sup>15</sup> Effective responses require

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<sup>15</sup> The 2030 Agenda, paragraph 56: "In deciding upon these Goals and targets, we recognize that each country faces specific challenges to achieve sustainable development, and we underscore the special challenges facing the most vulnerable countries



different actions in a single country and at different times, in line with the differing needs of women, men, girls and boys and their communities.

26. The context in which WFP operates is often one of crisis and/or emergency response. WFP's ~~revamped~~**new** programmatic framework must therefore first and foremost focus on strengthening the effectiveness of WFP's response in emergency and crisis situations. To achieve this, WFP's existing emergency response mechanisms will be preserved while being embedded in an overall WFP country framework. -This will help to ensure that the speed and effectiveness of WFP's emergency response is not compromised, while also ensuring that ~~highlighted~~ concerns relating to lack of internal coordination and coherence, and inadequate transition and exit planning can also be effectively addressed.
27. The ~~Country Strategic Plan~~**CSP** approach will contribute to saving lives.- By ensuring that WFP's emergency activities and its other efforts are not treated as isolated or standalone actions it will also contribute to the broader goal of achieving zero hunger and ensuring that no one is left behind. -Country Strategic Plans build on and leverage the fact **that** in most emergency and development contexts in which it is operating, WFP has considerable experience and/or deep field knowledge of food security and nutrition challenges in the country. ~~The CSP enables~~**CSPs enable** WFP to more effectively draw ~~upon~~**on** this experience in responding to ~~national~~**the needs of affected populations** and changes in context, particularly in emergencies.
28. **WFP's programme categories and project documents will be replaced by a unique programmatic framework based on coherent country portfolios. The CSP framework composed of CSPs, Interim Country Strategic Plans (ICSPs, as described in paragraph 31) and Limited Emergency Operations (described in paragraph 33),** ~~Country Strategic Plans can be designed for a period of up to five years.~~ The CSP framework will facilitate implementation of results-focused portfolios, which will include activities addressing humanitarian and development needs, as required by context. As far as possible, CSPs should be formulated within the broader context of the country's efforts to achieve zero hunger by 2030, in line with SDG 2. This framework:
  - i) defines WFP's position, role and specific contribution based on country needs and WFP's strengths;
  - ii) specifies the outcomes, **outputs** and activities that WFP will deliver, ~~including those outcomes and activities~~ as agreed within humanitarian response plans or jointly with ~~Governments~~**governments** and partners within national development plans; and
  - iii) identifies the resources and technical support and guidance that WFP will dedicate to maximizing its own contributions.
29. ~~Country Strategic Plans can be designed for a period of up to five years.~~ Although ~~having a~~**the** single WFP **country** framework ~~in a country~~ will promote operational effectiveness and efficiency in emergencies ~~and other efforts by ensuring an integrated and comprehensive WFP engagement,~~ to be fully effective in advancing towards the goal of zero hunger, ~~Country Strategic Plans~~**CSPs** need to be informed by country-led national zero hunger strategic reviews or similar analyses as well as evaluations, assessments **including joint needs assessments**, feasibility studies, etc. **CSP outcomes, outputs and activities should be aligned with those of WFP partners.** Where possible ~~they~~**CSPs** should be developed in line with the planning processes of governments and United- Nations country teams, ~~and~~**in particular the Rome-based agencies.** **CSPs** should include the criteria and/or conditions under which WFP support might no longer be required, including transition and/or exit plans.
30. For zero hunger strategic reviews to be truly useful, they should be open and consultative ~~with,~~ **involving a wide range of stakeholders from government, private sector, civil society and international organizations. They should result in** a comprehensive analysis of the challenges the country faces in achieving zero hunger by 2030.- The reviews should identify gaps in the

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and, in particular, African countries, least developed countries, landlocked developing countries and small-island developing States, as well as the specific challenges facing the middle-income countries. Countries in situations of conflict also need special attention.”

national policy framework and programmes; the economic environment, fiscal policy, financial requirements and funding sources as well as partnerships for the SDGs (SDG 17) and for achieving zero hunger; opportunities and requirements for collaboration with the public and private sectors; and the implementation capacities of government institutions and non-governmental partners at the national and local levels. Strategic review reports are country-owned documents that are not subject to the approval of the Board.

31. ~~Wherever possible, WFP will endeavour, with the Rome-based agencies should work together,~~ to encourage and/or help to facilitate country-owned national zero hunger strategic reviews. ~~In addition to providing a baseline, strategic reviews can identify priority actions and make recommendations that inform the strategic outcomes and action plans of governments, WFP and other national stakeholders and partners, including FAO and IFAD. WFP will advocate for national funding of strategic reviews, as well as for joint Rome-based agency funding to be made available.-~~

#### *Interim Country Strategic Plans (ICSP)*

32. Pending the Board's eventual approval ~~development~~ of a comprehensive WFP Country Strategic Plan **informed by a national zero hunger strategic review, WFP operations** in a country, ~~WFP projects and operations~~ will be transitioned into **delivered through an "Interim" Country Strategic Plans (ICSP).** ~~Plan.~~ Approval of a full and comprehensive Country Strategic Plan **CSP** will be contingent upon ~~a~~ **the completion of a country--owned national zero hunger strategic review having been completed and used as the basis for submission of a comprehensive CSP.** ~~For all Interim Country Strategic Plans, the strategic component of the WFP integrated country framework. All ICSPs will be based on existing strategies, studies, assessments including joint needs assessments, analysis and data.~~

#### *Responding to unforeseen emergencies where an ICSP or CSP is implemented*

33. Interim CSPs and CSPs are designed to enable WFP to respond effectively and efficiently in emergencies as well as in other contexts. ~~Unforeseen and sudden onset emergency responses under ICSPs and CSPs will be implemented under the authority delegated by the General- Regulations and Rules to the Executive Director and, where required, the strategic outcome specific to such emergency response will be approved by the Director-General of FAO; for action in emergencies --.~~ **The revision and approval of strategic outcomes specific to emergency responses will be done through a dedicated template** (based on the existing EMOP template.-) **aligned with the WFP country framework and the Country Portfolio Budget.** The EMOP template will be modified to draw from a menu of strategic outcomes and activities focused on crisis response linked to ensuring access to food, addressing acute malnutrition concerns, providing common logistics services, and/or providing other special operations-type services. The activities and outputs involved ~~would~~ **will** be clearly spelled out and articulated, ~~and the templates will be aligned with the Country Portfolio Budget of the Financial Framework Review.-.~~ By embedding the emergency response operation within an integrated WFP country framework (the ICSP or CSP), WFP will help ensure effective integration and coherence of its activities in country and a realistic transition plan and exit strategy.

#### *Limited Emergency Operation where there is no established WFP presence*

34. ~~Unforeseen~~ **An unforeseen** and sudden-onset emergency may occur in countries where WFP does not have an operational presence or country framework. ~~In such situations, WFP may implement a Limited Emergency Operation, which may include special operations as needed, utilizing the same a modified EMOP template, aligned with the Country Portfolio Budget of the Financial Framework Review. Limited Emergency Operations would be approved by the Executive Director and, if required, the Director-General of FAO in line with the General Regulations and Rules governing the delegation of authority. -A Limited Emergency Operation is planned for a maximum duration an initial period of up to six months, with a view to integrate any. Any further response, if needed, will be integrated into a new ICSP (for which the formulation is described in paragraph 3231 and the approval and revisions process in paragraphs 36-37 39-41).~~

## *Regional responses*

35. Certain situations warrant regional strategic, resourcing and operational coordination. Regional initiatives, excluding emergency responses, are normally implemented through individual CSPs with additional or augmented WFP strategic outcomes as ~~may be~~ appropriate. The regional bureau coordinates the planning, design and pursuit of these strategic outcomes in the countries participating in the regional response, and develops and oversees joint resource mobilization strategies. Country-specific CSPs may include a regional strategic chapeau developed by the regional bureau. Limited Emergency Operations formulated and managed by regional bureaux will be used as and when appropriate.

## **Approval and revision process**

### *Interim Country Strategic Plans*

- ~~36. Interim CSPs based on previously approved projects will be approved for up to two years by the Executive Director as a transition to a strategic review informed comprehensive CSP. Within this two year period, WFP Country Offices would be expected to develop and submit full comprehensive CSPs for approval by the Executive Board, or new Interim CSPs for the approval of the Executive Board where the conditions for completing a comprehensive CSP do not exist.~~
- ~~37. All revisions to ICSPs during their initial two years are to be approved in line with the applicable General Regulations and Rules governing the delegation of authority. Any subsequent revisions to ICSPs following their extension beyond two years through Executive Board approval, will follow the same rules as Board approved CSPs elaborated in paragraph 41.~~
- ~~38. Emergency responses described in paragraph 33 to be embedded into an ICSP will be approved by the Executive Director and, if required, the strategic outcomes specific to such emergency responses will be approved by the FAO Director General, in line with the applicable General Regulations and Rules governing the delegation of authority. The revision of such emergency responses will follow the same approval process.~~

### *Country Strategic Plans*

- ~~39.~~**36.** Comprehensive CSPs informed by a national zero hunger strategic review; will be submitted for Board approval at any of the sessions. In exercising its governance authorities and responsibilities, the Board will respect the spirit of the commitment expressed in the 2030 Agenda that: “All of us will work to implement the Agenda within our own countries and at the regional and global levels, taking into account different national realities, capacities and levels of development and respecting national policies and priorities. We will respect national policy space for sustained, inclusive and sustainable economic growth, in particular for developing States, while remaining consistent with relevant international rules and commitments.”<sup>16</sup>
- ~~40.~~**37.** In cases where a CSP or new strategic outcome not previously foreseen in a CSP is entirely funded by the host country, it will be subject to the provisions of Financial Regulations 5.1 and 5.2, which delegate approval of bilateral projects to the Executive Director, unless the host government elects to have the CSP or strategic outcome approved through the regular CSP approval process.<sup>17</sup> **approval process. Depending on country context, some activities or outcomes may continue to be funded by trust funds or other budgetary mechanisms;**

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<sup>16</sup> See United Nations General Assembly Resolution A/RES/70/1 (21 October 2015), document E/2015/L.16 (15 June 2015), paragraph 21.

<sup>17</sup> ~~Depending on country context, some activities or outcomes may continue to be funded by trust funds or other budgetary mechanisms; however the programmatic framework and rationale for them will be included in the CSP or the Interim CSP.~~

however the programmatic framework and rationale for them will be included, to the extent possible, in the CSP, the Interim CSP, or Limited Emergency Operations.<sup>18</sup>

41.38. CSPs may be revised to respond to contextual and operational changes. The approval of revisions will be sought from the Board in the event of a fundamental change to the overall strategic focus of WFP in a country involving a substantive modification—i.e. an addition and/or deletion—of one or more WFP Strategic Outcomes in the CSP. **However, CSP revisions concerning fundamental changes to CSPs that arise as a result of the addition of a new strategic outcome funded entirely by a host country may be approved by the Executive Director, as allowed for under paragraph 36.**<sup>19</sup> All other revisions within the time frame of Board-approved CSPs are dealt with will be carried out in line with the applicable General Regulations and Rules governing the delegation of authority. The Secretariat will analyse data to determine objective measures for the delegation of authority to be proposed to the Board.

42.39. As with ICSPs, emergency responses described in paragraph 33 will be approved by the Executive Director and, if required, the strategic outcomes specific to such emergency responses will be approved by the FAO Director-General, in line with the applicable General Regulations and Rules governing the delegation of authority. The revision of such emergency responses will follow the same approval process.

### *Interim Country Strategic Plans*

40. **Interim CSPs will be approved for up to eighteen months by the Executive Director as a transition to a strategic review-informed CSP. Within this eighteen-month period, WFP country offices would be expected to develop and submit strategic review-informed CSPs for approval by the Executive Board. Where the conditions for completing a strategic review-informed CSP still do not exist, country offices will submit a new Interim CSP for up to three years for the approval of the Executive Board. ICSPs will be used during the transition from project documents to strategic review-informed CSPs.**

43.41. **All revisions to ICSPs approved by the Executive Director (i.e. during their initial eighteen months) are to be approved in line with the applicable General Regulations and Rules governing the delegation of authority. All revisions to ICSPs approved by the Executive Board will follow the same rules as Board-approved CSPs elaborated in paragraph 37.**

42. **As with CSPs, emergency responses described in paragraph 32 to be embedded into an ICSP will be approved by the Executive Director and, if required, the strategic outcomes specific to such emergency responses will be approved by the FAO Director-General, in line with the applicable General Regulations and Rules governing the delegation of authority. The revision of such emergency responses will follow the same approval process.**

### **The CSP/ICSP Results Chain: Addressing the Gap between Strategic and Operational Planning**

44.43. **A portfolio approach to strategic and operational planning at the country level for programmes, projects and activities. References to CSPs in the remainder of this document do not distinguish between Interim and full CSPs, unless otherwise specified. The CSP approach enables WFP to integrate the strategic orientation of its assistance with performance management and budgeting processes to strengthen its capability to manage for results. Throughout its lifecycle, the design, planning, implementation, measurement, reporting and performance management and reporting of the CSP (references to CSPs in the remainder of this document do not distinguish between Interim and full CSPs, unless otherwise specified) are based on its results**

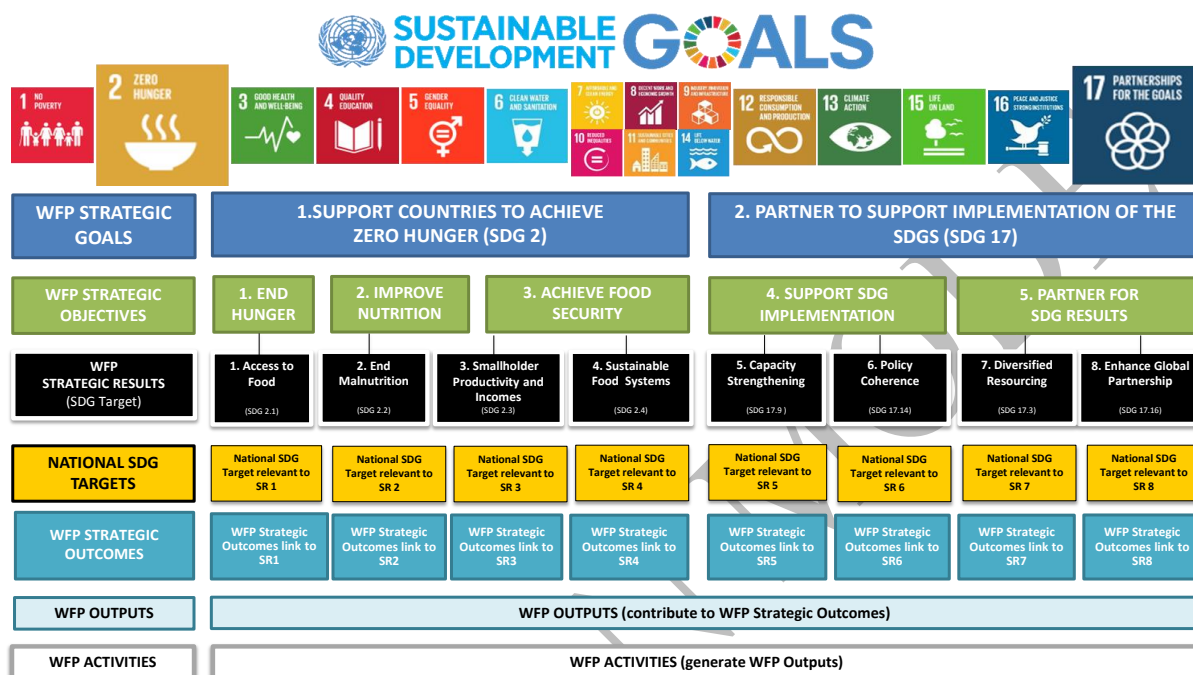
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<sup>18</sup> The feasibility of including trust funds in CSPs, ICSPs, or Limited Emergency Operations in all situations and all contexts will be further considered during 2017

<sup>19</sup> Some fundamental changes to CSPs may not be presented to the Board for approval. When a new strategic outcome is added to a process for CSPs and CSP is funded entirely by the host government, it may be approved by revisions and the Executive Director according to Director's authority to approve bilateral projects under Financial Regulation 5.1 and 5.2 and subject to General Regulation X.6.

chain, which clarifies the relationship between resources deployed and results achieved—~~while linking strategic, programme and operational planning~~. The results chain of a CSP translates the results framework of the WFP Strategic Plan (2017–2021) to the country level, as illustrated in Figure 1. It provides a model that defines the necessary steps for achieving stated objectives, and outlines the causal relationships and underlying assumptions regarding how results are to be achieved.

Figure 1: WFP Strategic Plan (2017–2021) results framework\*



\*NB: Figure 1 has been changed to remove the pink context boxes previously listed above the targets in version 6.

### Strategic Goals

45.44. ~~In a WFP CSP results chain, the~~ **The highest-level results of the CSP results chain** are WFP's two Strategic Goals: Strategic- Goal 1 is in line with SDG 2 – End hunger, achieve food security and improved nutrition and promote sustainable agriculture; and Strategic Goal 2 with SDG 17 – Strengthen the means of implementation and revitalize the global partnership for sustainable development. As noted in the WFP Strategic Plan (2017–2021), WFP's prioritization of these two SDGs reflects its own history and mandate, and the interconnections among all 17 SDGs.

### Strategic Objectives

46.45. ~~Underpinning WFP's Strategic Goals are its five Strategic Objectives, which relate to the elements of SDG 2 and SDG 17 addressed by WFP.~~ The Strategic Objectives frame WFP's programmatic and operational focus, and link the Strategic Goals to the Strategic Results through which WFP contributes to country and global efforts towards achievement of SDGs 2 and 17 and their targets.

## *Strategic Results*

47.46. The Strategic Results elaborated in WFP's Strategic Plan (2017–2021) focus WFP's ~~actions~~ **responses** on what countries need ~~rather than on what WFP can provide~~. WFP's eight Strategic Results are mapped to the SDG 2 and SDG 17 targets that are relevant to WFP's capacities and mandate, aligning WFP's support to national and global efforts on the SDGs. WFP CSPs contribute to the WFP Strategic Results that are relevant to and prioritized in specific countries, in collaboration with multiple stakeholders and partners.

## *National SDG targets*

48.47. Nationally defined SDG targets adapt the global SDG targets to the local context. Based on national zero hunger strategic reviews and in line with the planning processes of governments and United Nations country teams, WFP will identify the national SDG targets and results that it is well placed to support.

## *Strategic outcomes*

49.48. Guided by the WFP Strategic Results, and taking into account local context and priorities and its own strengths, WFP will contribute to relevant national SDG targets through a set of strategic outcomes related to each WFP Strategic Result.

50.49. WFP adheres to the United Nations Harmonized Terminology for Results-Based Management adopted by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), which defines outcomes as: "The intended or achieved short-term and medium-term effects of an intervention's outputs, usually requiring the collective effort of partners. Outcomes represent changes in humanitarian conditions which occur between the completion of outputs and the achievement of impact."<sup>20</sup> WFP strategic outcomes describe the short- to medium-term effects that contribute to the achievement of humanitarian ~~outcomes laid out in humanitarian response plan~~ **targets**, national SDG targets and WFP Strategic Results. **Each strategic outcome is tied to only one higher-level result - a WFP Strategic Result/SDG target or Strategic Objective.** WFP strategic outcomes describe the people or entities ~~who~~ **that** will benefit, the geographic scope, the result that is sought, and the foreseen ~~time frame~~ **time frame** of the programme intervention. Formulated at the country level, WFP– strategic outcomes are aligned with standardized strategic outcome categories included in the Corporate Results Framework.

51.50. WFP strategic outcomes are developed at the country level jointly with the government and key partners ~~or~~ **and** are aligned to the humanitarian outcomes laid out in humanitarian response plans. ~~WFP strategic outcomes~~ **They** make a substantive contribution to meeting humanitarian needs and achieving national priorities; reflect the ~~goal or the target implied or established in a country's national plan and/or regional framework~~ **goals and targets** to which WFP's assistance contributes; and ~~identify the target populations, institutions and systems to be supported~~. WFP and partners contribute to strategic outcomes through the outputs of their activities. Strategic outcomes are typically included in United Nations strategic planning frameworks and humanitarian response plans in a country and/or articulated through national plans, including zero hunger, development and humanitarian plans. Attribution of results at the strategic outcome level is typically collective, combining contributions from WFP and various governmental and non-governmental actors. The planning horizon for strategic outcomes should correspond to the time frame of the CSP or ICSP, ~~typically between three and five years~~.

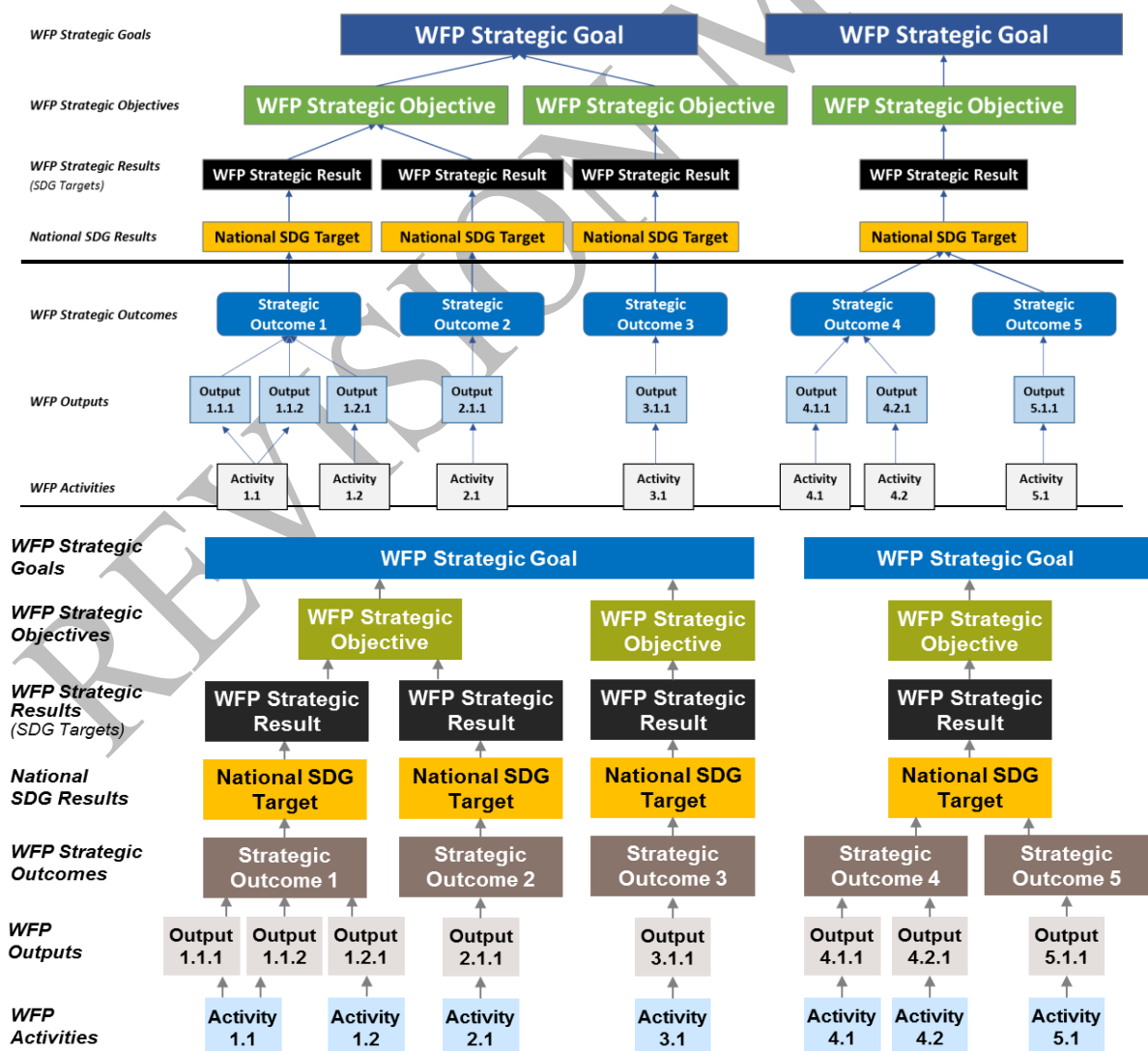
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<sup>20</sup> OCHA, Policy Instructions for Evaluations. <https://docs.unocha.org/sites/dms/Documents/Evaluation%20Policy.pdf>. This definition is consistent with the United Nations Development Group definition of outcome. <https://undg.org/wp-content/uploads/2015/01/UNDG-RBM-Handbook-2012.pdf>.

52.51. ~~Because~~ **The wording of strategic outcomes reflect the specific situation and dynamics of a country, their wording needs to be appropriate to the national context, resonate with national and subnational actors and, show clear alignment with national priorities and goals and be consistent with the national terminology and policy environment.** Individual strategic outcomes vary from country to country in pitch and formulation, but they all show a clear link to the achievement of a national SDG target, and hence also a WFP Strategic Result. ~~To be truly valuable, strategic~~ **Strategic outcome statements must be sufficiently consistent with the terminology and policy environment of the specific country to foster reflect joint prioritization and ownership as well as consensus among the government and other main stakeholders during the country strategic planning process. Cooperation on the prioritization and framing of results statements also helps to build consensus and joint ownership.**

53.52. A central feature of CSPs is that each strategic outcome is tied to only one higher level result – a WFP Strategic Result/SDG target or Strategic Objective. ~~To maintain focus and coherence, there should be relatively few~~ **While** strategic outcomes. ~~In cases of ambiguity, a strategic outcome may need to be reformulated or divided into two separate results statements to maintain the identifiable link between cause and outputs in the results chain are likely to be achieved through collective efforts, the planning and effect.~~ **implementation of WFP activities will reflect WFP’s specific contribution to these collective efforts.** Figure 2 provides an example of the results chain of a CSP **highlighting the central role of activities in achieving outputs and outcomes.**

Figure 2: Example of the results chain for a WFP CSP





54.53. The CSP logical frameworks are based on the CRF, which specifies the corporate will use outcome indicators to be used by all WFP offices for monitoring from the CRF. WFP country offices retain the flexibility to complement or fill gaps in the CRF with country-specific outcome indicators as required.

***Outputs and activities: Linking WFP's work to other SDG targets***

55.54. WFP adheres to the United Nations Harmonized Terminology for Results-Based Management adopted by OCHA, which defines outputs and activities as follows:

- Outputs are changes in skills, abilities and/or capacities of individuals or institutions, or in availability of new products and services that result from the completion of activities in an intervention under the control of WFP.
- Activities are actions taken or work performed through which inputs – such as funds, technical assistance and other types of resources – are mobilized to produce specific outputs.

56.55. As the full definition of outputs specifies that they “are achieved with the resources provided and within the time period specified<sup>2-A</sup>”, a WFP output may be linked directly to one and only one higher WFP strategic outcome. ~~Planning and implementation of WFP activities will produce one or more output and will be determined during annual country operational planning and performance management processes (see also paragraphs 89-90). A summary will be presented to the Board together aligned with a portal that would allow members to review details by country and discuss the activities of WFP partners. As laid out in the plans as part of Financial Framework Review, costing will be performed at the activity level and as such activities will play a central role in linking resources to results and demonstrating value-for-money. WFP will provide detailed information on activity planning, implementation, budgeting, monitoring and evaluation in CSPs and through Country Operations Management Plan. Plans (COMPs) as described in paragraph 86.~~

57.56. As stated in the WFP Strategic Plan, the starting point of WFP's work is its contribution to the achievement of zero hunger as enshrined in SDG 2 and SDG 17. The interrelated challenges and solutions involved in ending hunger and poverty mean that WFP will contribute directly and indirectly to ~~many~~ **other national priorities and other SDGs** through the outputs of its activities. ~~WFP's primary focus on ending hunger thus serves as an entry point~~ **As stated in the WFP Strategic Plan, WFP will collaborate with partners, including IFAD and FAO, to leverage each one's capacities and rationale for contributing strengths to support countries to achieve the SDGs other than SDG 2 and SDG 17.**

58.57. For example, by supporting a school meals programme in food-insecure areas of a country, WFP may contribute to national SDG 2 targets related to access to food, improved nutrition or smallholder livelihoods. To reflect this contribution, the strategic outcomes, results and objectives of WFP's results chain will all be oriented towards WFP Strategic Goal 1 – Support countries to achieve zero hunger (SDG 2). However, the activities and outputs associated with this support may also make substantial contributions to the achievement of other national SDG- targets, such as those relating to education (SDG 4), gender equality and ~~equity~~ **women's empowerment** (SDG 5), family income (SDG 1) and health (SDG 3). These contributions to other national SDG targets may be identified and mapped at the country level, in relevant national, United Nations and other planning frameworks.

59.58. In support of SDG 17, WFP may respond to the request of a national government and partners to provide specific services that support achievement of other SDGs. While these services may match WFP's strengths and capacity, they may not be directly focused on zero hunger efforts. When supporting the response to an emergency, WFP may provide supply chain, logistics and communications support to the broader humanitarian community, such as procurement services and provision and management of communication systems, storage facilities, cargo and personnel transport. The activities and outputs associated with this support, while not necessarily directly supporting zero hunger, can make substantial contributions to the achievement of several national SDG targets. These contributions can be identified and mapped at the country level, in relevant national, United Nations or other frameworks.



## Projected Impact of the Approach

### Emerging evidence of benefits

60. As a means of positioning WFP at the country level in relation to national zero hunger efforts, the approach of combining a national zero hunger strategic review with a CSP has been tested internally in many countries. Several CSPs have been reviewed and endorsed through WFP's internal strategic programme review process.
61. A 2015 mid-term review of the Strategic Plan (2014–2017)<sup>21</sup> found that an enhanced approach to country strategic planning:
- presents an opportunity for consolidating the transition from food aid to food assistance by — together with the Financial Framework Review — strengthening the linkages between financial and short- and long-term operational goals;
  - offers an important opportunity to increase WFP's role in capacity development, particularly through national zero hunger strategic reviews, which offer an alternative to the “piecemeal” approach much criticized in evaluation reports to date; and
  - enables WFP to develop strategic and programme plans that respond better to country needs through a less fragmented approach.
62. An evaluability assessment of the Strategic Plan (2014–2017) carried out in 2015/16 found that instituting an enhanced approach to country strategic planning together with complementary budget systems is critical in filling gaps in the current planning architecture, shifting the focus from projects to country level outcomes and enabling assessment of cost efficiency and effectiveness. According to the assessment, these elements have strong potential for reorienting WFP's performance management towards the support of national objectives and priorities, particularly in ending hunger, which will be critical as WFP aligns its Strategic Plan with the vision and goals of the 2030 Agenda.<sup>22</sup>

### Projected Impact

- 63.59. WFP's approach to country strategic planning has the potential to improve the efficiency and effectiveness of WFP's assistance in the following ways.
- 64.60. *Increased effectiveness and efficiency in emergencies and protracted crises:* The approach enables WFP to orient emergency responses more strategically, while maintaining flexibility and agility. By articulating and focusing on strategic outcomes in rapidly evolving and/or volatile emergency situations – rather than on particular activities only – WFP will be in a much better position to respond quickly, flexibly, and efficiently with a range of appropriate activities and modalities. The approach also facilitates transition to recovery and resilience-building programmes especially in protracted crises.
- 65.61. As a context evolves to recovery, the CSP enables a multi-sector approach to recovery programming, addressing risk and building resilience for food security and nutrition, which requires wide consultation and long-term collaboration. In each context, all aspects of the programme cycle will be examined through a resilience lens to determine how actions can best be integrated with national government strategies and partner-supported programmes.<sup>23</sup> The integration of emergency responses into the country portfolio as soon as conditions permit allows WFP to optimize its response to protracted situations by addressing both short- and long-term issues, thereby increasing the effectiveness of its interventions, while maintaining flexibility to respond quickly and efficiently to any change in the situation.

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<sup>21</sup> WFP/EB.1/2016/4 A.

<sup>22</sup> WFP Office of Evaluation. 2016. *Evaluability Assessment: WFP's Strategic Plan 2014–2017—Advisory Report*. Rome (OEV/2015/022).

<sup>23</sup> WFP/EB.A/2015/5-C.

- 66-62. Improved alignment with national SDG targets and partners:** CSPs that are informed by country-led national zero hunger strategic reviews reflect national SDG targets and government ownership of the 2030 Agenda. Such CSPs articulate how WFP's assistance in a country contributes to broader national plans and priorities for transitioning from and/or phasing out external assistance. The longer-term planning horizon of CSPs facilitates the setting of criteria for transition and the identification of actions to achieve conditions – such as capacity of government counterparts – the expected ~~timeframe~~ **time frame**, contextual assumptions, and external factors that could influence progress towards these objectives. Using the reviews as a tool for fitting the SDGs – particularly SDG 2 – into the local context, national planning institutions play a leading role in the formulation of zero hunger strategic reviews and are responsible for incorporating priority issues and recommendations identified by the reviews into national policies, strategies, plans and programmes. The reviews also foster greater coherence among operations and strategies of the Rome-based agencies and other partners, particularly at the country level, helping WFP to forge deeper partnerships through consensus on common approaches to eliminating hunger.
- 67-63. Greater focus, improved visibility and communication:** The approach helps WFP to articulate its specific contribution to national efforts and reposition itself at the country level. Through the country strategic planning process, governments and development partners have greater understanding of WFP's multifaceted mandate and are increasingly involving WFP in policy and programme dialogue across the humanitarian–development spectrum. Its enhanced positioning and visibility is enabling WFP to communicate its value added to all stakeholders.
- 68-64. Integration of operational support, technical assistance and resource mobilization:** National zero hunger strategic reviews systematically integrate strategic, resource and technical assistance planning that is informed by analyses of resourcing and capacity constraints. CSPs ensure targeted institutional capacity enhancement to support governments in designing and managing their nationally owned hunger solutions, and to equip WFP country offices with information, skilled staff and required capacities in line with the WFP People Strategy.
- 69-65. Flexibility to plan for and respond to dynamic operational contexts while better linking humanitarian and development work:** CSPs are context-specific and adaptable to changes in the operating environment. They promote links between humanitarian and development assistance and enable effective resilience-building by ensuring that crisis response supports recovery and long-term development, and that development activities are informed by an understanding of risk and protect vulnerable people from crisis. At the same time, the CSP and its budget structure improve transparency and alignment with funding commitments while maintaining programmatic resource-allocation flexibility.
- 70-66. Increased strategic guidance and reduced transaction costs:** CSPs will enhance the strategic role and efficiency of the Board, increasing its ability to provide strategic oversight and guidance. This is possible because the plans: i) present a comprehensive picture of WFP's intervention in a country including emergency responses<sup>24</sup> and activities funded by trust funds rather than the fragmented view obtained from individual project documents; and ii) reduce the number of projects to be discussed by the Board, resulting in time and cost savings. CSPs will also increase operational efficiency. By integrating strategic and programme planning, resourcing, technical support and performance management, and replacing individual project documents, CSPs reduce the process-management burden for WFP at the country, regional and Headquarters levels and increase the efficiency and quality of planning and implementation.
- 71-67. Harmonization with the humanitarian programme cycle and other United Nations agencies and processes:** The ~~Country Strategic Plan~~ CSP framework will be aligned with strategic response plans and joint resource mobilization efforts of the United Nations humanitarian programme cycle by adequately reflecting emergency-related outcomes and activities that are part of the wider humanitarian response.

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<sup>24</sup> Emergency responses are expected to be integrated into the country portfolio as soon as conditions permit, making these responses more visible to the Board.

**72-68.** The Quadrennial Comprehensive Policy Review (QCPR) reinforces the need for simplified, inclusive and nationally owned programming processes with clear lines of accountability. The United Nations Development Assistance Framework (UNDAF) is the strategic, medium-term results framework that guides the collective vision and response to national development priorities of the United Nations system at the country level. The WFP approach to country strategic planning is aligned with and supportive of the nationally owned programming processes referred to in the QCPR; WFP will endeavour to maintain this alignment with subsequent QCPRs. The approach also clarifies WFP's contribution to the collective vision and response outlined in the UNDAF guidelines that are being prepared by the United Nations Development Group. Country strategic planning cycles will be aligned with national and – consequently – UNDAF planning cycles. National zero hunger strategic reviews will complement the common country analyses that inform UNDAFs, and CSPs will ensure that WFP outcomes are coherent with both national and UNDAF outcomes and complement the outcomes of other United Nations agencies.

**73-69.** *Enhanced performance management, reporting and accountability:* CSPs respond to a QCPR recommendation that programmes deliver demonstrable results at the country level. The plans articulate the cause and effect relationships between WFP's assistance, the resources it employs, and the results it achieves. By clarifying the links between resources and results, CSPs improve reporting on results, and WFP's accountability to beneficiaries, host governments, donors and other partners. The approach will make it easier to evaluate country portfolios, measure progress and extract lessons from country-level actions. Country portfolio evaluations will help WFP identify thematic and/or systemic patterns and specificities at a global or regional level.

## **Policy Implementation**

### **Roles of WFP Country Offices, Regional Bureaux and Headquarters**

**74-70.** WFP country offices are responsible for the country strategic planning process, with the support of Headquarters divisions and the relevant regional bureau. In consultation with Headquarters divisions and the relevant regional bureau, the Country Director leads in-country steps in the process, including the selection of a strategic planning team, the development and implementation of a work plan and the allocation of resources. Country Directors mobilize participation from all technical areas to ensure adequate inputs and collective ownership. They also ensure alignment of country strategic planning cycles with United Nations calendars and national development planning.

**75-71.** WFP regional bureaux coordinate the scheduling of CSPs in their region and monitor their timely preparation. They provide strategic and technical guidance and support, and oversee quality standards from a regional perspective, formulating and disseminating best practices and lessons learned across the WFP offices in their regions. Regional bureaux also provide in-country support to strategic planning processes and focus on assisting country offices in the formulation of portfolios informed by national zero hunger strategic reviews. They provide a regional perspective, coordinate the planning and design of a regional response, as provided in paragraph 3534, and are accountable for strategic outcomes in countries participating in the regional response.

**76-72.** Headquarters provides guidance and support throughout the country strategic planning process. Headquarters divisions set guidelines and quality standards and deliver training, technical support and quality assurance, collecting and disseminating lessons learned. In coordination with regional bureaux, Headquarters divisions may also directly support national and WFP strategic planning processes by deploying subject specialists and contributing to the articulation of WFP outcomes and activities, and by promoting innovations, partnerships and cross-functional thinking. All- CSPs will be subject to rigorous internal quality assurance and approval.

### **Partnerships**

**77-73.** WFP's Strategic Plan builds on WFP's identity as the world's largest humanitarian organization fighting hunger. This identity brings a responsibility to fulfil commitments and expectations in emergency response and recovery in contexts of crisis and disruption, aiming to save lives through first-rate food assistance designed and implemented in partnership with national

governments, international agencies and other actors. The Strategic Plan affirms this critical dimension of WFP's work, and provides a coherent and transparent framework for WFP to improve its support to countries in making progress towards the achievement of zero hunger using skills, capacities and competencies built up not only through humanitarian action but also in development initiatives. These skills, capacities and competencies are unique, significant, and global in reach, offering scope for a new generation of systemic interventions and strengthened partnerships motivated by the transformative spirit of the 2030 Agenda.

- 78:74. The country strategic planning process is aligned with WFP's Corporate Partnership Strategy (2014–2017), which defines partnership as “Collaborative relationships between actors that achieve better outcomes for the people we serve by: combining and leveraging complementary resources of all kinds; working together in a transparent, equitable and mutually beneficial way; and sharing risks, responsibilities and accountability, to achieve objectives that could not be achieved as efficiently, effectively or innovatively alone, and where the value created is greater than the transaction costs involved.”<sup>25</sup>
- 79:75. The two-pronged approach of a national zero hunger strategic review process followed by formulation of the CSP adheres to the principles of the partnership strategy; promotes these values during engagement with governments, donors, non-governmental organizations (NGOs), the private sector, United Nations agencies – including the Rome-based agencies – and other actors at the country level; and enhances opportunities to build and strengthen partnerships through the consultative planning process. The national zero hunger strategic review process fosters coherent support to countries in achieving zero hunger, and generates consensus on coordination of individual partner actions; and the CSPs articulate the short- and long-term contributions of partners to national SDG targets and WFP strategic outcomes, drawing on the complementary strengths of partners, **including the Rome-based agencies.**
- 80:76. The country strategic planning process fosters **public-private partnerships and** private-sector investments in ending hunger, including through resource mobilization and the scaling up and harnessing of market forces to sustain socio-economic development. The planning process contributes to the priorities of the WFP Private-Sector Partnerships and Fundraising Strategy (2013–2017)<sup>26</sup> by seeking resource and capacity transfers from the private sector to support WFP activities. In line with this strategy, the country strategic planning process in selected countries includes identification of opportunities to design new funding models that leverage domestic and international, public and private resources to maximize progress towards national humanitarian and development objectives.
- 81:77. In line with the Addis Ababa Action Agenda of the Third International Conference on Financing for Development and as an integral part of implementing the 2030 Agenda, national zero hunger strategic reviews include assessment of private-sector resource flows to enhance understanding of the food security and nutrition situation in a country and to facilitate use of the transformative potential of the private sector in promoting inclusive and sustainable development.
- 82:78. Plans for continued engagement with government donors are embedded in the country strategic planning approach. Against the backdrop of the Principles and Good Practice of Humanitarian Donorship and the World Humanitarian Summit, WFP will seek resources to operationalize its Strategic Plan (2017–2021) at the country level through CSPs. Increasing the alignment of aid with donor and host country priorities; promoting local resource mobilization through effective engagement with country-led processes; allocating humanitarian funding in proportion to needs; providing humanitarian assistance in ways that support the recovery of long-term development; and seeking flexible and predictable funding are principles that continue to drive resourcing efforts under the country strategic plan approach.<sup>27</sup>
- 83:79. WFP's partnerships with ~~national and international~~ NGOs have traditionally involved little substantive engagement. The country strategic planning process fosters strategic interactions and

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<sup>25</sup> WFP/EB.A/2014/5-B.

<sup>26</sup> WFP/EB.A/2013/5-B.

<sup>27</sup> WFP/EB.1/2010/5-B/Rev.1.

dialogue with NGOs and other civil society actors, whose roles and capacities are considered and utilized to varying degrees, ~~depending on~~ **as appropriate** to the context. For example, during national zero hunger strategic review processes, WFP may advocate for actions to strengthen the capacities of national civil society actors, and ~~include~~ **consider including** these actions in its resulting CSP.-

**84-80.** While WFP's decentralized approach to engagement with NGOs has brought advantages – in allowing WFP country offices to determine which partnerships to pursue and how these partnerships should be managed – the country strategic planning process helps to ensure that partnerships with national and international NGOs are prioritized and managed in ways that build on partners' deep understanding of local contexts to enrich WFP programmes, facilitate increased access and support greater accountability to target populations.

## Country-Level Financial Management and Operational Planning

### Country Portfolio Budget

**85-81.** Budget planning for CSPs follows the structure of the country portfolio budgets developed under the Financial Framework Review to be submitted to the Board in November 2016. ~~Each country level annual budget divided by WFP Strategic Outcome will be presented to the Board each year for review as part of the Management Planning Process for the duration of the CSP.<sup>28</sup> The~~ **country portfolio budget will consist of Strategic Outcomes developed on the basis of needs assessments, and/or identified Strategic Outcomes based on strategic reviews or similar analysis in collaboration with government counterparts and partners. The budget for development activities will be guided by estimated available resources as per General Rule X.8. The budget will provide a breakdown by the four high-level categories transfer, implementation, adjusted direct support costs, and indirect support costs. The country portfolio budget accompanying the CSP will be the total budget broken down by the four high-level cost categories and approved by total budget per WFP Strategic Outcome for the duration of the CSP framework.**

**86-82.** The country portfolio budget will harmonize WFP's strategies and operations at the country level with the Strategic Plan (2017–2021), the country strategic planning approach and the country results framework. The budget structure will: i) maximize WFP's ability to respond efficiently and effectively to prioritized operational needs; ii) provide for disciplined financial management, reporting and analysis; and iii) facilitate fundraising.

**87-83.** Requirements for the country portfolio budget framework include an overview of all operations within a country office, in line with the CSP; a clear "line of sight" from strategy to planning to resourcing to results; a simplified and unified structure for implementing operations; clear demonstration of impact, cost-effectiveness and cost-efficiency; and improved accountability.

**88-84.** CSPs will serve as vehicles for resource mobilization and fund management, including the procedures for allocating multilateral contributions for relief and development assistance to which WFP has committed. WFP will continue to recognize that policy work on humanitarian--development coherence is supported by relevant funding streams for both humanitarian and development activities and, through country operations management planning, available and forecasted resources will inform the implementation of activities.

### Operations Management Planning

**89-85.** Country operation management plans (COMPs) will support the ~~internal management and implementation of CSPs-~~ **as part of WFP's internal management process.** The COMP ~~will form the basis of~~ **is derived from** the annual planning cycle, and will consist of a ~~country office-~~ **country's** programme of work, including budgets for needs-based and resource-based

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<sup>28</sup> ~~The country portfolio budget will consist of Strategic Outcomes developed on the basis of needs assessments, and/or identified Strategic Outcomes based on strategic reviews or similar analysis in collaboration with government counterparts and partners. The budget for development related Strategic Outcomes will be guided by estimated available resources as per General Rule X.8. The budget will also provide a breakdown, for information, by the four high-level categories transfer, implementation, adjusted direct support costs, and indirect support costs.~~

implementation plans. ~~The implementation plans will outline the resources that are expected to be available, by Strategic Outcome and activity. The aggregation of all country offices' implementation plans will be included in WFP's Management Plan as the Prioritized Plan of Work.~~

86. ~~Updated~~**Operational and budgetary** information ~~on the CSPs, drawn from the COMPs, including activity-level details,~~ will be **made** available to Member States via an online portal. **Specific information will be provided on an annual basis for the full duration of the CSP. This will include:**
- a) **Modality of transfers by Strategic Outcomes and Activity;**
  - b) **An overview of beneficiaries, broken down by age group, and by status**
  - c) **Beneficiaries by Strategic Outcome and Activity, disaggregated by gender**
  - d) **Food rations or transfers by activity for each Strategic Outcome and Activity**
  - e) **Breakdown of transfers by modality.**
  - f) **Quantitative information will be available by dollar value by Strategic Outcome and activity and by tonnage, where applicable.**

~~90.~~**87.** In addition to receiving WFP-created reports in an annual cycle, Member States can use the portal to access and create reports at any time and for any period. The online portal will ~~be updated regularly with expenditure information, linking~~**also link** resources to results, which will consist of Strategic Outcome budgets broken down by activity with respective planned results. ~~This holistic view of operations, combined with formal Board processes, will facilitate the Board's fulfilment of its oversight role and provide information to Member States for fundraising purposes. The Secretariat anticipates that the portal will be functional in the second quarter of 2018. (output/outcome targets).~~

### **Performance Management**

88. The online portal will be **periodically updated with expenditure information and the outputs delivered, together with a description of the activities prioritized according to the available funding. This holistic view of operations, together with formal Board processes of CSP and Management Plan approval, as well as its annual review of the Annual Performance Report, Standard Country Reports and post-factum reports on the use of delegations of authority will facilitate the Board's fulfilment of its oversight role. It will also contribute to the information required by Member States for fundraising purposes. The Secretariat expects that the online portal will be functional by the second quarter of 2018.**

### **Performance Management**

~~91.~~**89.** Each CSP will include a logical results framework. WFP will develop and budget for a country--level monitoring and evaluation plan – a component of its performance management system – as part of each CSP. **The plan will be discussed and agreed with government counterparts and other partners.** Overall performance of Interim CSPs will be assessed against the targets set during the design process while CSPs informed by a strategic review will be assessed against relevant targets set in the national zero hunger strategic review. Progress towards gender ~~equity~~**equality** and other cross-cutting corporate ~~objectives~~**results** will also be assessed.

~~92.90.~~ In line with international norms, the monitoring of SDG indicators and of selected national, ~~sub-national~~ **subnational** and thematic indicators will be the responsibility of national authorities with the assistance of international organizations.<sup>29</sup> ~~International organizations will also work to build the capacity of national monitoring efforts.~~

~~93.91.~~ WFP's performance management will involve tracking outcome, process, output and activity indicators. Outcome and output achievement values will be reported on in annual performance reports at the country and global level. Key performance indicators for organizational effectiveness, efficiency and economies will also be established, capturing value-for-money considerations. These indicators will be monitored through various managerial systems and processes and will also be reported on in country and global level annual performance reports.<sup>30</sup>

~~94.92.~~ All outcome, output and process indicators will be disaggregated ~~by gender~~, whenever relevant, **by sex and age**. The main purpose of monitoring will be to ensure that operational decision-making and revisions to the CSP are evidence-based. Monitoring, reviews and evaluations will support accountability, with findings and lessons being used to refine WFP's work and **future strategy, helping** ensure that future assistance is informed by reliable evidence.

~~95.93.~~ Under the management of the Office of Evaluation, all CSPs ~~(excluding Interim CSPs)~~ will undergo country portfolio evaluations towards the end of their implementation period, to assess progress and results against intended CSP outcomes and objectives, including towards gender ~~equity~~ **equality** and **other** cross-cutting corporate ~~objectives~~ **results**; and to identify lessons for the design of subsequent country-level support. ~~Interim~~ **Without prejudice to the independent selection of Country Portfolio Evaluations by the Office of Evaluation in line with the Evaluation Policy, interim** CSPs will undergo decentralized reviews as appropriate.

~~96.94.~~ For ~~all~~ CSPs ~~informed by a strategic review~~, ~~decentralized mid-term reviews~~ and ~~decentralized~~ evaluations of selected CSP- components **and appropriate decentralized reviews** will be managed by WFP at the country level with support of the relevant regional bureau as needed. ~~The findings of these reviews and decentralized~~ **All CSP's, other than Interim CSP's, will undertake a decentralized mid-term review. Findings and recommendations from all reviews and** evaluations will inform annual resource-based country operational planning exercises to ensure that timely mid-course improvements are made as necessary. Monitoring systems will track progress towards planned outcomes and measure progress towards gender ~~equity~~ **equality** and other cross-cutting corporate ~~objectives~~ **results**. The required monitoring, evaluations and reviews will be included in CSP budgets and resourced accordingly.

## **Risk Management**

~~97.95.~~ All CSPs will include analysis of the risks associated with their implementation and mitigation measures. The analyses will take into account the country context and will assess institutional, programmatic and security risks. The mitigating measures will seek to maintain WFP's strategic direction as set out in the CSP in the event that an anticipated risk transpires.

## **Transitional Arrangements**

~~98.96.~~ WFP country offices that are able to submit a CSP for Board approval by February 2018, should prepare a CSP informed by a national zero hunger strategic review before that date.<sup>31</sup> Other country offices must prepare and submit an Interim CSP by 31 December 2017. ~~Interim CSPs~~ **CSPs** as defined in paragraphs ~~32-33 (rationale)~~ **31 (definition) and 36-38** ~~39-41~~ (approval and revision process) will serve as a bridge to full CSPs during the ~~2018~~ transition phase, and will help country offices to establish and implement uniform programmatic, financial and operational systems in line with the new Strategic Plan ~~by the beginning of~~. **Limited Emergency Operations will become operational on 1 January 2018.**

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<sup>29</sup> United Nations Economic and Social Council (ECOSOC) documents E/CN.3/2016/2 and E/CN.3/2016/3. 2016. *Report of the Inter-Agency and Expert Group on Sustainable Development Goal Indicators* and the *Report of the High-Level Group for Partnership, Coordination and Capacity Building for Post-2015 Monitoring*.

<sup>30</sup> Reporting procedures and principles will be elaborated in the Corporate Results Framework (CRF).

~~99.~~**97.** The Secretariat is committed to piloting, refining and validating the country portfolio budget model in 2017 to support the ~~Country Strategic Plan~~ **CSP** approach. This period will enable close consultation with partners regarding system readiness and allow for the development of business solutions before WFP moves to broader implementation in 2018.

~~100.~~**98.** The first Board approvals of CSPs, and the piloting of their associated country portfolio budgets are expected to occur at EB.1/2017. The Secretariat will report back to the Board on implementation of the CSPs with pilot country portfolio budgets, along with any recommendations for the further refinement of the underlying programmatic and financial framework based on their implementation.<sup>32</sup>

~~101.~~**99.** The CSPs with pilot country portfolio budgets would apply the new programmatic and financial framework; this would cause certain inconsistencies with provisions of WFP's current General- Rules and Financial Regulations, which refer to the existing programme categories.<sup>33</sup> Thus, the Board will need to authorize, for the sole purpose of CSPs with pilot country portfolio budgets approved during the transitional period between EB.1/2017 through 31 December 2017, certain derogations from WFP's General Rules and Financial Regulations;<sup>34</sup> in particular the Board would authorize the temporary application to pilot CSPs of provisions in the WFP General Rules and Financial Regulations referring to existing programme categories as if they referred to ~~Country Strategic Plans~~. **CSPs**.

~~102.~~**100.** In addition, the ~~CSP approach~~ **framework** and the new financial framework will require the Board to revisit the Executive Director's authorities in relation to programme approvals and revisions due to the fact that the existing delegation of authority to the Executive Director<sup>35</sup> is based on the current programme categories and budgetary thresholds and not on the ~~CSP approach~~ **framework**. A revised delegation of authority structure, which will be informed by the implementation of the CSPs with pilot country portfolio budgets over the course of 2017, will accordingly be presented to the Board at EB.2/2017 as part of the Financial Framework Review process. The provision under the General Regulations for joint decisions by the Executive Director and the Director-General of FAO ~~shall~~ **will** be retained.— The Financial Framework Review (WFP/EB.2/2016/xxx) sets forth arrangements for the interim application of the delegation of authority to the Executive Director for the implementation of CSPs with pilot country portfolio budgets in 2017.

~~103.~~**101.** The technical adjustments necessary for the introduction, beyond the pilot phase, of the revised programmatic and financial framework throughout WFP will require revision to WFP's General- Rules and Financial Regulations. The Secretariat will present proposals, which would be informed by the experience of the CSPs with pilot country portfolio budgets, on these amendments at EB.2/2017 for the Board's approval in respect of amendments related to this Policy on Country Strategic Plans and more specifically the revised programmatic terminology, so that the WFP General Rules and Financial Regulations can accommodate the ~~CSP approach~~. **framework**.

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<sup>32</sup> The piloting of Country Portfolio Budgets will occur in 2017 only. Accordingly, the pilot country portfolio budget components of CSPs approved by the Board in 2017 will become country portfolio budgets without the need for further Board consideration or approval, unless necessary, once the revised normative and financial framework is introduced in 2018. Thereafter, these CSPs will be governed by the financial and normative framework to be finalized and approved by the Board at EB.2/2017.

<sup>33</sup> For a preliminary indicative list, please see Annex VII of the Update on the Financial Framework Review 25 July 2016 Informal Consultation paper, and more particularly: General Rule II.2; General Rule X.2; General Rule X.7; General Rule X.8; General Rule XIII.2; Financial Regulation 1.1; Financial Regulation 4.2; Financial Regulation 8.1; Financial Regulation 9.3; Financial Regulation 10.1; Financial Regulation 10.2.

<sup>34</sup> The Board is authorized to address such inconsistencies and derogate from the General Rules and Financial Regulations further to General Regulation VI.2.(b)(vi) and General Regulation VI.2.(b)(vii).

<sup>35</sup> See the Delegation of Authority Appendix to the General Rules, reproduced at Annex VII of the Update on the Financial- Framework Review 25 July 2016 informal consultation paper.



~~104. In 2017, the existing programmatic, financial and normative framework will continue to apply to WFP programmes, projects and activities that are not part of CSPs with pilot country portfolio budgets. Beyond 2017, the existing programmatic, financial and normative framework will apply until a CSP is approved, except in countries where WFP does not have operations, in which case any new programmes will be carried out under the new programmatic, financial and normative framework.~~

## Ensuring Success

~~105-102.~~ *Transition management:* A roadmap will be prepared to ensure timely and successful transition from project documents to CSPs, taking into consideration country-specific project cycles and timelines. Progress and developments will be reported on through tailored communications for all stakeholders – Board membership, governments, donors, staff, partners and beneficiaries. Regional bureaux and country offices will have central roles in leading the transition.

~~106-103.~~ *WFP-wide synergies:* Collaboration and synergies across WFP will be essential in ensuring that the redesigned system is fully functioning by 1 January 2018.

~~107-104.~~ *Guidance and training for implementation:* In line with the People Strategy, guidance and training on the design and implementation of CSPs will be provided to staff. Gaps in human resources will be filled and the transition process will generate lessons for improving implementation.

## Operationalization of WFP's Principles

~~108-105.~~ *Integration of WFP principles:* Recognizing that WFP must operate in accordance with certain principles as a part of the United Nations, the formulation and implementation of CSPs will adhere to WFP's principles. Anti-fraud/anti-corruption, protection and "do-no-harm" and related measures will be considered during the joint design and implementation of programmes with governments and partners.-

~~109-106.~~ *WFP principles:* The WFP core values stated in Annex II of the Strategic Plan (2017–2021) reflect WFP's commitments to the Standards of Conduct for the International Civil Service (2013) and the WFP Code of Conduct (2014). The core values also affirm WFP's commitments to humanitarian principles, the centrality of protection of and accountability to affected populations, and the ideals enshrined in the United Nations Charter.

~~110-107.~~ *Implementation of cross-cutting and related measures:* Gender equality and women's empowerment as provided under WFP's Gender Policy (2015–2020)<sup>36</sup> will be incorporated into CSPs; impacts of climate, environmental and other cross-cutting issues will be considered as appropriate **in accordance with WFP's climate, environment and other relevant policies** during their formulation and implementation.

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<sup>36</sup> WFP/EB.A/2015/5-A, as may be amended and updated from time to time.

## Acronyms Used in the Document

COMP	country operation management plan
CP	country programme
CRF	Corporate Results Framework
CSP	Country Strategic Plan
DEV	development project
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
NGO	non-governmental organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PRRO	protracted relief and recovery operation
QCPR	Quadrennial Comprehensive Policy Review
SDG	Sustainable Development Goal
SO	special operation
UNDAF	United Nations Development Assistance Framework

REVISION MODE