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STRATEGIC PLAN 2006–2009

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

As required by General Rule VI.1 the Strategic Plan covers a four-year period and highlights the main features of WFP's work during the ensuing financial period. Plans are submitted on a rolling basis every two years. The Strategic Plan (2004–2007) was the first plan approved by the Board using this agreed format. This strategy is now in its second year of implementation; WFP's performance during the first year is presented concurrently in the Annual Performance Report 2004.

The Strategic Plan (2006–2009) continues the strategy set out in the Strategic Plan (2004–2007). The strategic planning process involved extensive consultation in WFP and with its partners. Based on this consultation, a new section has been added that provides a longer-term perspective to frame WFP's contribution to the Millennium Development Goals and to define its strategic direction more clearly. The Plan also includes a new section on risk analysis.

WFP remains a leading humanitarian agency in the United Nations system. WFP's development mandate is essential and strengthens its ability to contribute to partnership efforts to achieve sustainable improvements in people's lives. In transitional situations, WFP's dual mandate is particularly important because a mix of humanitarian and developmental needs must be met to support and sustain peace-building and other recovery efforts. In its development programming, WFP will continue to focus its multilateral development contributions on the poorest countries and people, in line with its mandate and with guidance previously provided by the Board.

The core programme goal for 2006–2009 is to contribute to meeting the Millennium Development Goals through food-assisted interventions targeting poor and hungry people.

In order to attain this goal, WFP operations will focus on five Strategic Objectives:

- save lives in crisis situations;
- protect livelihoods in crisis situations and enhance resilience to shocks;
- support the improved nutrition and health status of children, mothers and other vulnerable people;
- support access to education and reduce gender disparity in access to education and skills training; and
- strengthen the capacities of countries and regions to establish and manage food-assistance and hunger reduction programmes.

These Strategic Objectives fall within the framework of WFP's mandate and mission statement (see Annex II) and contribute to the global effort towards achieving the Millennium Development Goals (see Annex III). Progress towards achievement of the Strategic Objectives will be measured through the expected results and indicators presented in the Strategic Objective Results Matrix (Annex I).

WFP has identified the following management objectives to help achieve the strategic objectives:

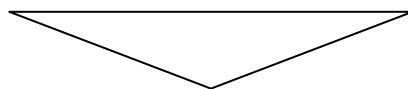
- **Build strong partnerships to end hunger** with national governments, the United Nations, other organizations, particularly non-governmental organizations, and the private sector in order to combine resources in hunger-reduction efforts.
- **Be the employer of choice for competent staff committed to ending hunger** to ensure that WFP has the required staff with the right skills to meet the challenges ahead.
- **Excellence in implementing efficient and effective programmes** to provide timely and appropriate assistance that supports combined efforts to reduce hunger, particularly in response to crisis needs, while strengthening a focus on results and managing change initiatives to learn and improve WFP's performance.



- **Build and share knowledge on hunger to inform combined efforts to end hunger** to contribute to global learning on hunger reduction, improve the quality of programmes and contribute to advocacy efforts.
- **Provide technical and operational infrastructure and services to support operations** to ensure WFP staff and managers have the appropriate working environment, tools and security to implement effective operations.
- **Be transparent, accountable and manage risk** to ensure that WFP managers use resources in an efficient and transparent manner, are held accountable for those resources, and manage the risks that may impede the achievement of WFP's objectives.
- **Raise resources to meet needs** to ensure that WFP has the resources it needs to fight hunger on all fronts by expanding and diversifying its resource base and effectively communicating hunger needs and WFP's role in meeting these needs to decision-makers in government and the public and private sectors.

It is projected that on the basis of current and forecast needs, WFP will require US\$6 billion for the next biennium to implement its strategy. The Biennial Management Plan, to be submitted at the Board's Second Regular Session, will provide further details.

DRAFT DECISION*



Having considered the Strategic Plan (2006–2009) presented in document WFP/EB.A/2005/5-A/Rev.1 in accordance with General Rule VI.I, the Board:

- **decides** that WFP should focus its operations on achieving the five Strategic Objectives:
 - saving lives in crisis situations;
 - protecting livelihoods in crisis situations and enhancing resilience to shocks;
 - supporting improved nutritional health status of children, mothers and other vulnerable people;
 - support access to education and reduce gender disparity in access to education and skills training; and
 - strengthening the capacities of countries and regions to establish and manage food-assistance and hunger reduction programmes;
- **notes** that these strategic objectives and the longer-term strategic direction will enable WFP to contribute to global efforts towards achieving the Millennium Development Goals and that they are within WFP's mandate and existing policy framework;
- **emphasizes** the importance of working in close and complementary partnership with other agencies, funds and programmes of the United Nations system towards the achievement of the Millennium Development Goals; and
- **encourages** the Secretariat to work towards the following management objectives in order to help achieve the Strategic Objectives:
 - build strong partnerships with national governments, the United Nations, bilateral donors, other organizations, particularly NGOs, and the private sector;
 - be the employer of choice for competent staff committed to ending hunger;
 - excellence in implementing efficient and effective programmes;
 - build and share knowledge on hunger to inform combined efforts to end hunger;
 - provide technical and operational infrastructure and services to support effective operations;
 - be transparent, accountable and manage risk; and
 - raise resources to meet needs.

* 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.



I. INTRODUCTION

1. The Strategic Plan (2004–2007) (WFP/EB.3/2003/4-A/1) was the first plan approved by the Board using the agreed format of the new strategic planning governance tool. This four-year strategy is now in its second year of implementation; WFP's performance during the first year is presented to the Board concurrently in the Annual Performance Report 2004 (WFP/EB.A/2005/4).
2. As part of the strategic planning process, internal consultations were held with WFP's field offices and Headquarters divisions in the latter half of 2004. Informal consultations were also held with a range of partners, including many of WFP's important non-governmental organization partners.
3. Hunger reduction efforts must be led by national governments, and should be supported by all relevant actors. The Food and Agriculture Organization of the United Nations (FAO), the International Fund for agricultural Development (IFAD) and WFP share the United Nations mandate to support national efforts to end hunger. The main United Nations agencies providing humanitarian assistance are the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF) and WFP; efforts are coordinated by the Office for the Coordination of Humanitarian Affairs (OCHA). Local and national non-governmental organizations combine the efforts of civil society to fight hunger, and are thus strong partners for the United Nations system, and particularly for WFP – both in programmes to end hunger and in advocating for the vulnerable.
4. The Strategic Plan (2006–2009) generally continues the strategy set out in the Strategic Plan (2004–2007), taking into consideration performance during 2004 and some changes in the context in which WFP operates. WFP remains a leading humanitarian agency in the United Nations system and will maintain its operational capacity to provide food to those in crisis and to support the logistics capacity of its humanitarian partners. WFP's development mandate is also essential and strengthens WFP's ability to contribute to partnership efforts to achieve sustainable improvements in people's lives. In transitional situations WFP's dual mandate is particularly important as a mix of humanitarian and developmental needs must be met to support and sustain peace-building efforts. In its development programming, WFP will continue to focus its multilateral development contributions on the poorest countries and people, in line with its mandate and with guidance previously provided by the Board. In all its programmes, WFP aims to use food assistance, where most appropriate, to support national efforts to achieve the Millennium Development Goals.
5. During the internal consultation process, it was felt that the Strategic Plan (2006–2009) should provide a longer-term perspective to frame more explicitly WFP's contribution to the Millennium Development Goals and to define clearly WFP's strategic direction. A new section has been added to this document on page 5 to respond to this need. In addition, a new section on risk analysis replaces the previous list of threats, formerly contained in the section describing WFP's organizational context. There has also been a change in terminology. The term "Strategic Priorities" has been replaced with "Strategic Objectives" to better reflect the importance that WFP attaches to each of these critical activities. In addition, the term "Management Priorities" has been replaced with "Management Objectives" in order to present a complete picture of the kind of organization that WFP needs to be, not just the areas of weakness it needs to address.



II. GLOBAL CONTEXT

6. Despite early successes, during the last five years the developing world saw an increase in hunger of approximately 4 million people per year.¹ There has been no reduction of the need for WFP to respond to crises resulting from conflict, natural disasters, pandemics and economic shocks, which make increasing demands on humanitarian action throughout the world. Nevertheless, during the 1990s, 31 developing countries, including China, reduced hunger by over 25 percent, showing that progress is possible. One of the lessons of this achievement is that eradicating hunger requires direct action applied with sustained commitment.
7. The Millennium Declaration and the Millennium Development Goals continue to frame WFP's work as a United Nations organization and a leader in the fight against hunger. The recent final report of the United Nations Millennium Project acknowledged the contribution of food-based programmes towards the Millennium Development Goals. Some of the interventions that the report identifies as best able to advance progress towards the Millennium Development Goals are part of WFP's regular assistance to developing countries, including:
 - providing free school meals for all children, using locally produced foods with take-home rations (*achieved by WFP food for education programmes*);
 - providing regular annual deworming for all schoolchildren in affected areas to improve health and educational outcomes (*achieved by deworming campaigns provided as part of WFP food for education programmes in partnership with the World Health Organization [WHO]*);
 - designing community nutrition programmes for pregnant and lactating women and children under 5 that support breastfeeding, provide access to locally produced complementary foods and provide micronutrient supplements where needed, especially zinc and vitamin A (*achieved by WFP mother-and-child health and nutrition programmes*); and
 - providing community-level support to plant trees to provide soil nutrients, fuelwood, shade, fodder, watershed protection, windbreaks and timber (*achieved by WFP food for work programmes for soil and water conservation*).
8. Prioritizing the Millennium Development Goals means ensuring that the United Nations system functions as coherently and efficiently as possible, especially at the country level. WFP is committed to achieving this result both at the system level and in bilateral work with United Nations and other partners. The 2004 General Assembly resolution on the Triennial Comprehensive Policy Review provides important guidance on elements of the reform programme. WFP will need to pay particular attention to opportunities for joint programming in areas where food assistance can combine with other humanitarian, transition and development activities to increase the total impact of United Nations system and national government programmes designed to assist the most vulnerable people.

¹ FAO. 2005. *State of Food Insecurity in the World, 2004*. Rome.



III. ORGANIZATIONAL CONTEXT

9. This section sets out the factors that will influence WFP's ability to achieve its aims. The section focuses on WFP's strengths and weaknesses as well as opportunities external to WFP on which it can capitalize. The main threats to the achievement of WFP's strategy are presented in Chapter VI: Risk Analysis. During the implementation of the Strategic Plan (2004–2007) significant progress has been made on addressing a number of identified weaknesses; as a result these have been removed from the list of weaknesses below. The actions undertaken by WFP are: a comprehensive human resources strategy, the Business Process Review, measures to improve programme quality, and encouraging new donors. In the lists below, the paragraph or section of the Plan that reflects the implications or action taken appears in italics at the end of each bullet point.

Strengths

- As a United Nations agency, WFP enjoys wide political acceptability, which enables it to work in virtually any country, supported by recipient countries and a growing number of donors. (*Implications: paras. 10-21*)
- WFP's mandate enables it to respond to relief requirements and longer-term hunger needs; its extensive field presence in a variety of situations allows it to meet more quickly the needs of vulnerable people, especially when crises occur. (*Implications: paras. 14-18, Strategic Objectives 1-5*)
- WFP targets its assistance to the poorest people and poorest countries to a greater degree than official development assistance as a whole. (*Implications: paras. 4, 16, Management Objectives 4, 7*)
- WFP has made substantial progress in integrating gender concerns into its work, and its Gender Policy continues and strengthens this commitment. (*Implications: Strategic Objectives 1–5, Management Objective 2*)
- WFP's capacity to scale up emergency operations rapidly was tested and proven by its action in response to the Iraq conflict, the Darfur crisis and the Indian Ocean tsunami. (*Implications: para. 15, Strategic Objective 1, Management Objective 3*)
- The final report of the United Nations Millennium Project² recognized the importance of food for education in helping achieve the Millennium Development Goals. WFP's capacity to scale up such programmes is increasing through support to government programmes in the context of Strategic Objective 5. (*Implications: Strategic Objectives 4, 5*)
- WFP has the capacity to procure food commodities locally and regionally, resulting in timely, flexible and cost-effective operations. (*Implications: Management Objective 3*)
- Expertise in logistics, planning of emergency operations, and preparedness supports WFP's operations and those of partners – for example WFP's leadership in the United Nations Joint Logistics Centres, which coordinated logistical support for relief efforts in Iraq, the Sudan, and the tsunami crisis. (*Implications: paras. 14, 15, Management Objective 3*)

² United Nations Millennium Project. 2005. *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals*. New York. Box 5.1, p.66.



- WFP's vulnerability analysis and mapping combined with national and global information systems contribute to wider knowledge of the geographical location of food insecurity and of the determinants of hunger. (*Implications: Management Objectives 3, 4*)
- Decentralization has put operational decision-making closer to beneficiaries. (*Implications: para. 13, Management Objective 3*)

Weaknesses

- WFP activities have sometimes been inadequately integrated or aligned with national strategies for poverty and hunger reduction. (*Action: paras. 19, 58*)
- WFP can do more to learn from its operations and collaborate with partners to build and share knowledge on ways to end hunger. (*Action: paras. 21, 58, 69, 70*)
- Mother-and-child nutrition programmes for children under 5 and pregnant and lactating women are generally small-scale, despite the significant benefits of fighting hunger in early childhood. (*Action: paras. 20, 37, 58*)
- WFP is still not in a position to provide robust and systematic evidence of results achieved in its programmes; monitoring and analysis of efficiency and effectiveness need further improvement. (*Action: paras. 63, 66, 68, 78, 79*)
- Although WFP has begun to expand and diversify its resource base, it remains financially dependent upon the resources provided by a relatively small number of donors. (*Action: paras. 80, 83*)
- Resource mobilization has been hindered because WFP is not well known to the public or in donor countries. (*Action: paras. 81, 83*)

Opportunities

- WFP is receiving greater recognition for its work in addressing hunger and malnutrition. It was part of three of the Millennium Project Task Forces – the Hunger Task Force, the Poverty Task Force and the Education Task Force. (*Action: para. 21, Management Objective 4*)
- There is greater understanding of the nexus of factors that perpetuate hunger and of the contribution of food-based programmes³ to interventions in nutrition, health and education designed to break the hunger trap by eliminating child hunger. (*Action: paras. 19, 20, Management Objective 4*)
- There is growing support for direct action to eradicate hunger⁴: WFP is well placed to play a significant role in helping to draw attention to and address the global problem of child hunger and malnutrition. (*Action: paras. 20, 21, Strategic Objective 3, Management Objectives 1, 4, 7*)

³ Copenhagen Consensus 2004 (www.copenhagenconsensus.com). Sanchez, *et al.* 2005. *Halving Hunger: it can be done*. New York: United Nations Millennium Project Task Force on Hunger.

Allen, L. and Gillespie, S. 2001. *What Works? A Review of the Efficacy and Effectiveness of Nutrition Interventions*. Geneva: Administrative Committee on Coordination (ACC)/Sub-Committee on Nutrition (SCN) in collaboration with the Asian Development Bank (ADB).

⁴ Sanchez, *et al.* 2005. *Halving Hunger: it can be done*. New York: United Nations Millennium Project Task Force on Hunger.



- Poverty-reduction strategy papers or equivalent processes provide a framework for linking WFP assistance with national development priorities and other assistance. (*Action: para. 19, Management Objective 1*)
- WFP could do more to offer advice and expertise to national food-assistance programmes. (*Action: Strategic Objective 5*)
- WFP is well placed to enhance the logistic capacity of the United Nations as a whole by providing services to other agencies. (*Action: paras. 14, 15, 58, 65*)
- Through an ongoing, partnership-based effort, WFP is gaining recognition for its work on new standards for accurate and credible emergency food security assessments, including the appropriate mix of food and non-food responses. (*Action: paras. 27, 28, 29, 65, 70*)
- Mobilization of resources from new and private donors, particularly multilateral resources, should increase and diversify WFP's resource base. (*Action: para. 80*)
- Donations in cash could increase local and regional purchases of food and leverage commodity contributions from developing-country donors. (*Action: paras. 63, 82*)
- Improved capacity to demonstrate results could raise awareness of WFP's work and generate support. (*Action: paras. 63, 66, 68, 78, 79*)
- There has been a revival in research interest on food aid and trade,⁵ exploring the positive impact food aid can have on rural development through reducing risk for food-insecure households, and through local procurement of food. (*Action: para. 70*)

IV. STRATEGIC DIRECTION: TOWARDS 2015

10. WFP uses food assistance to save lives and promote human development. In striving to do this, it focuses on global efforts to advance achievement of the Millennium Development Goals. To be effective, WFP must use its particular strengths to maximum advantage while working to leverage those capacities through complementary and necessary partnerships. WFP must also work to educate and motivate countries and citizens to make hunger reduction an active priority rather than a hoped-for but often under-achieved by-product of economic growth strategies.
11. To fulfil its mandate, WFP must prioritize its activities. A focus has been achieved through the establishment of five Strategic Objectives in the Strategic Plan (2004–2007). As a complement to these objectives, WFP's management plan provides a management and financial framework that identifies the management tools needed to implement the mandated activities, prioritized through the Strategic Objectives.
12. The new approach adopted in the Strategic Plan (2004–2007) has been widely welcomed in WFP. But with the Millennium Development Goals as the target, and the four-year timeframe of the Strategic Plan as the immediate benchmark, the need for better understanding of the link between the Strategic Plan and WFP's vision of its contribution to the achievement of the Millennium Development Goals emerged as a key issue for WFP field staff and management.

⁵ Abdulai, A., Barrett, C. and Hoddinott, J. 2004. *Does Food Aid Really Have Disincentive Effects: New Evidence from Sub-Saharan Africa*. Unpublished.

Walker, D. and Boxall, R. 2004. *Contributions to Rural Development by Local and Regional Procurement of Food Aid*. Chatham, UK: Natural Resources Institute for Euronaid.



13. Extensive consultations have been undertaken with field staff, Headquarters staff, agency partners, non-governmental partners and others. Executive staff have examined a series of issues related to WFP's strategic direction and agreed that for WFP to fulfill its mandate to save lives and promote human development using food aid and contribute most effectively to achieving the Millennium Development Goals, it is necessary to ensure that the WFP of the future is an organization with the following characteristics.
14. **An operational character** with a strong field base that focuses on achieving results. WFP's operational strength and effectiveness are the foundation upon which its reputation has been built. This is important, (i) because it keeps the organization focused on delivering practical results, (ii) because it encourages an outlook that focuses on substantive achievement and not just on processes and (iii) because WFP's logistics capacity constitutes one of the principal humanitarian and development assets of the United Nations system.
15. **A strong and reliable emergency-response capacity** that can accurately target those in need and deliver assistance to them in a timely manner. In emergencies, lives depend on WFP's ability to deliver at the right time, in the right place and with the right commodities, as indicated by pre-crisis baseline information and timely needs assessments. WFP aims to ensure that this response capacity continues to be strengthened through close collaboration with partners such as UNHCR, UNICEF and humanitarian non-governmental organizations, and initiatives to develop public/private partnerships. As a leading humanitarian agency, WFP has a responsibility to support joint United Nations humanitarian efforts and to ensure that it has the capacity to meet this responsibility.
16. **An operational focus on vulnerable individuals and groups with the most severe hunger and nutrition needs**, using targeted interventions that maximize the advantages of food-based assistance programmes. Food assistance can produce positive outcomes in many types of situations, but has the greatest impact when it reaches the poorest and most vulnerable hungry populations, targeting those with the greatest need and the fewest alternative options or sources of support. Targeting hungry children and orphans, including those affected by conflict and by human immuno-deficiency virus (HIV)/acquired immune-deficiency syndrome (AIDS), and pregnant and lactating women is especially important given the human development benefits of ending child hunger.
17. **A proactive network of complementary partnerships** that helps beneficiaries and others in need to address food access and other poverty-related needs beyond WFP's own direct food-aid capacities. WFP's greatest comparative advantage is in working where insufficient food supplies are available – at the country level or in countries where internal distribution is problematic and markets function inadequately. Hunger has a broad reach, however, even where food is available; inadequate access to nutritious foods is detrimental to the health and well-being of the poor. WFP can have a very significant impact on reducing hunger through advocacy and sound partnerships that aim to attract resources and focus attention on the needs that it cannot meet. This is particularly true in development, where WFP's assistance should be led by broader national strategies, and WFP should seek partners with sound programmes where food can complement their efforts.⁶
18. **A readiness and capacity to deliver good nutrition as well as food**, and an active effort to work with partners to address the challenges of malnutrition in all its forms: acute, chronic and micro-nutrient. In focusing on hunger, WFP necessarily takes the lead in

⁶ Taken from the initial recommendations of an external evaluation of WFP's Enabling Development Policy: Russo, L. *et al.* 2005. *Joint Evaluation of the Effectiveness and Impact of the Enabling Development Policy of the World Food Programme*. Unpublished.



addressing the problem of malnutrition. While food is not the only issue related to malnutrition, it is an essential one. In delivering food assistance and working with partners to combat hunger and food insecurity, WFP must leverage its experience, resources and capacities to combat malnutrition – the single biggest killer of men, women and children worldwide.

19. **A capacity and commitment to strengthening national hunger reduction efforts and poverty reduction strategies**, including in transition situations, while working as part of a coordinated United Nations system effort within a framework of national development and poverty-reduction strategies. The primary responsibility for addressing hunger rests with countries themselves; for progress to be sustainable, there needs to be country ownership of strategies, programmes and projects. Particular emphasis is required on ensuring that WFP's transition and development activities are guided by national priorities, especially through participation in Poverty Reduction Strategy Papers and Sector-Wide Approaches. In many cases, a relatively small amount of well targeted assistance and capacity-building can have a disproportionately large impact on reducing hunger, creating further opportunities for positive productive development.
20. **A recognized package of interventions for children of pre-school age** comparable to WFP's existing food for education programmes. Children are the largest category of WFP beneficiaries, and perhaps WFP's most effective investment. Eliminating hunger among children would not only result in achieving the first Millennium Development Goal, but would have a catalytic effect on economic and social development worldwide. WFP's food for education programmes target primary schoolchildren and constitute one of its best and most effective investments. But no corresponding programme exists for addressing food and nutrition needs for children under 5 – the demographic group for which the benefits of good nutrition are the greatest.
21. **A capacity to be a credible and effective global advocate for hunger reduction**, effectively and proactively leveraging WFP's strong operational reputation, its programming expertise and its institutional visibility and international status. WFP needs to be able to use more effectively its stature as a proven leader in hunger-reduction interventions and its knowledge on the number, location and characteristics of people requiring food assistance in order to influence decision-makers to prioritize hunger reduction in national strategies and in the allocation of aid resources. While not all hungry people can or should be directly assisted by WFP (governments and other partners sometimes being more effective interveners in particular circumstances), WFP needs to be an effective advocate on behalf of all those who suffer from hunger. This means not only drawing attention to hunger issues, but also helping to find solutions, irrespective of whether these solutions involve WFP directly.

V. STRATEGIC OBJECTIVES

22. WFP's goal for the 2006–2009 planning period is to contribute to meeting the Millennium Development Goals through food-assisted interventions targeting poor and hungry people. The impact WFP aims to achieve through its interventions with partners, particularly national governments, is to reduce hunger, with the intention of eventually eliminating the need for food aid in a country.



23. The five Strategic Priorities set out in the Strategic Plan (2004–2007) remain appropriate and provide clear guidance as to how and where WFP should focus its efforts and resources.⁷ However, the word “priority” incorrectly suggests that WFP has ranked these activities by their importance. Therefore, the term “strategic objectives” has replaced the term “strategic priorities” – emphasizing that each of these outcomes are necessary to contribute to sustainable reductions in hunger. Therefore WFP’s Strategic Objectives for 2006–2009 are to:
- Strategic Objective 1: save lives in crisis situations;
 - Strategic Objective 2: protect livelihoods in crisis situations and enhance resilience to shocks;
 - Strategic Objective 3: support the improved nutrition and health status of children, mothers and other vulnerable people;
 - Strategic Objective 4: support access to education and reduce gender disparity in access to education and skills training; and
 - Strategic Objective 5: strengthen countries and regions capacities to establish and manage food-assistance and hunger-reduction programmes.
24. An operation may contribute to more than one Strategic Objective. In WFP’s development programming the five Enabling Development priority areas are subsumed within the relevant Strategic Objectives.⁸ In all countries, WFP will work within existing United Nations coordination mechanisms and in support of national strategies for hunger reduction.

⁷ WFP’s Strategic Objective 5 has been revised to reflect the new policy framework (Building Country and Regional Capacities, WFP/EB.3/2004/4-A) related to building capacities to manage food assistance and hunger reduction programmes, which extends beyond assistance to national governments.

⁸ Enabling Development (WFP/EB.A/99/4-A): Priority area 1 is subsumed under Strategic Objective 3; priority area 2 is subsumed under Strategic Objective 4; priority areas 3 to 5 are subsumed under Strategic Objective 2.



MAIN ACTIVITIES OF THE STRATEGIC OBJECTIVES AND THEIR CONTRIBUTION TO THE MILLENNIUM DEVELOPMENT GOALS

Strategic Objective 1: Save lives in crisis situations (Millennium Development Goals 1, 4):

- ◇ general food distribution in acute crises; and
- ◇ supplementary or therapeutic feeding to targeted vulnerable people.

Strategic Objective 2: Protect livelihoods in crisis situations and enhance resilience to shocks (Millennium Development Goals 1, 7):

- ◇ food distribution, including food for work, as a means to preserve essential assets during crises and to support recovery from crisis;
- ◇ food as a means to develop physical assets or human capital to reduce vulnerability;
- ◇ food as a means to encourage school attendance in spite of crises; and
- ◇ food as a component of national safety-net programmes.

Strategic Objective 3: Support the improved nutrition and health status of children, mothers and other vulnerable people (Millennium Development Goals 4, 5, 6):

- ◇ nutrition programmes for pregnant and lactating women, children under 5 and adolescent girls;
- ◇ nutrition measures in association with food for education; and
- ◇ support for the special nutritional needs of people living with HIV/AIDS and tuberculosis.

Strategic Objective 4: Support access to education and reduce gender disparity in access to education and skills training (Millennium Development Goals 2, 3):

- ◇ food for education to increase enrolment and attendance, including:
 - take-home rations or other measures to encourage girls' education; and
 - take-home rations or other measures to enable children affected by HIV and AIDS to attend school or gain out-of-school training/literacy;
- ◇ training/literacy for women and adolescent girls.

Strategic Objective 5: Strengthen countries and regions capacities to establish and manage food-assistance and hunger-reduction programmes (Millennium Development Goals 1–6):

- ◇ advice on hunger reduction policies, strategies and the identification of vulnerable groups;
- ◇ exchange of information, national experience and best practices;
- ◇ learning-by-doing, training, manuals and guidelines; and
- ◇ public awareness and the elaboration of resource-mobilization strategies.

25. Paragraphs 26–47 review the Strategic Objectives. Each Strategic Objective begins with an explanation of its contribution to the Millennium Development Goals. This section sets out WFP's strategy for achieving each objective, summarizing the progress in implementing the strategy during 2004.

Strategic Objective 1: Save Lives in Crisis Situations

⇒ *Contribution to Millennium Development Goals*

26. When facing a disaster, households normally able to cope with small shocks risk death and falling into longer term poverty. Adequate and timely aid prevents acute hunger from causing death or disability and helps to reduce the adoption of harmful coping strategies that perpetuate hunger. While WFP's life-saving interventions do not necessarily lead to long-term reductions in hunger, they help prevent increases in hunger. In this way, WFP's humanitarian interventions support broader efforts to achieve Millennium Development Goal 1: reduce poverty and eradicate hunger. During crises, WFP also provides specific



interventions for vulnerable children and mothers to help reduce hunger-related child mortality, thus contributing to Millennium Development Goal 4: reduce infant mortality.

⇒ *Approach*

27. To save lives, WFP provides food assistance as part of humanitarian efforts to reduce hunger-related mortality and acute malnutrition, particularly among children.
28. Achieving Strategic Objective 1 requires more than rapid provision of food for people in crisis. Effective interventions require (i) preparedness measures and stand-by partnerships to facilitate rapid response, (ii) improved knowledge of pre-crisis food security and vulnerability conditions, (iii) assessment of where food relief is appropriate and of the optimal mix of food and non-food responses in the emergency context, (iv) support for combined relief efforts, particularly through logistics services to partners, (v) strong field-level partnerships with both United Nations and non-governmental partners to implement programmes, (vi) food-relief programmes that fully reflect nutritional and gender considerations, particularly for populations such as refugees that are dependent on food aid, (vii) continuous work with humanitarian partners to learn from experiences to improve relief assistance, and (viii) knowing when and how to exit from an emergency response. WFP's Gender Policy⁹ requires proactive measures to support women's control of food in relief distributions as well as their participation in the management of food distribution and other programme-related local bodies.
29. During 2004–2005, WFP made substantial progress in updating the policy framework¹⁰ for its response to emergencies, covering the programmatic framework and the implementation principles for emergency response. and guidance on exiting from emergencies in a way that contributes to the longer-term food security needs of a country.
30. To support WFP's achievement of this objective, during 2006–2009 WFP will:
 - continue to strengthen WFP's partnerships with UNHCR, UNICEF and FAO as well as humanitarian non-governmental partners and stand-by partners in assessing needs, in crisis response and in striving to improve humanitarian action;
 - actively participate in humanitarian coordination processes under the leadership of OCHA, including the consolidated appeals process and the formulation of common humanitarian action plans;
 - continue to strengthen the policy framework with respect to emergencies, including further work on protection and transition issues;
 - increase support to country offices in designing and implementing emergency programmes and formulating recovery strategies, including increased use of economic analysis tools and of improved food security assessment and analysis methods;
 - maintain an in-house "immediate-response capacity" for needs assessments, through market/food security specialists based in regional bureaux and by training staff and partners in assessment skills;

⁹ Gender Policy (2003–2007), WFP/EB.3/2002/4-A: Enhanced Commitments to Women I, IV, V and VI.

¹⁰ "Emergency Needs Assessment" (WFP/EB.1/2004/4-A); "Humanitarian Principles" (WFP/EB.A/2004/5-C); "Definition of Special Operations – Amendment to General Rule II.2(d), Programme Categories of WFP" (WFP/EB.A/2004/5-D); "Strengthening Emergency Needs Assessments: Progress to Date and Implementation Plan" (WFP/EB.3/2004/4-E); "Definition of Emergencies" (WFP/EB.1/2005/4-A); "Exiting Emergencies" (WFP/EB.1/2005/4-B). Upcoming in 2005: "Targeting in Emergencies" and "Humanitarian Access".



- further strengthen the ability of regional bureaux to lead emergency preparedness and response interventions, and increase WFP's institutional ability to undertake capacity-building activities in emergency preparedness and response at the regional and country levels;
- continue to develop WFP's vulnerability analysis and mapping function to improve food security monitoring by collaborating with FAO and global early-warning information systems;¹¹ and
- maintain collaboration with leading academic institutions to ensure that WFP contributes to and benefits from thinking on humanitarian interventions and that operational staff are provided with the best possible training and tools.

Strategic Objective2: Protect Livelihoods in Crisis Situations and Enhance Resilience to Shocks

⇒ Contribution to Millennium Development Goals

31. Shocks do not have to be large-scale and devastating to damage livelihoods, leading to hunger and increased poverty in the longer-term. For the poor, small- and large-scale shocks can result in the sale of productive assets, taking on debt, intensified use of limited natural resources, and other negative coping strategies that increase vulnerability to food insecurity, poverty and further shocks. WFP aims to protect household livelihoods during times of crisis and enhance their resilience to shocks through strengthening their asset base. This will enable households to utilize these assets in a manner that will gradually strengthen their ability to meet essential food and non-food needs. In this way, Strategic Objective 2 contributes to Millennium Development Goal 1: reduce poverty and eradicate hunger. Many poor rural households are forced to live on marginal and fragile lands, both a cause and a consequence of poverty. WFP uses food to enable communities and households to enhance resilience through investments in their natural resource base and sustainable environmental practices. In these situations, Strategic Objective 2 interventions also contribute to Millennium Development Goal 7: ensure environmental sustainability.

⇒ Approach

32. In responding to crisis and assisting those vulnerable to crisis, protecting livelihoods is as necessary as saving lives. Through food-assisted programmes to protect against risk and support asset creation, WFP aims to help vulnerable people, including those in protracted refugee and displacement situations, secure their basic food needs, mitigate and cope with shocks, and enhance their resilience to future shocks while aiming to build sustainable livelihoods where feasible.
33. The effectiveness of Strategic Objective 2 requires (i) understanding the ways in which specific risks contribute towards greater vulnerability to food insecurity, (ii) identifying shocks and responding early to prevent livelihood risks becoming shocks and potential crises, (iii) analyzing livelihood risks and the appropriateness of food-based responses, (iv) ensuring that programmes respond to the gender aspects of livelihoods and the role of women in reducing hunger, (v) developing strong partnerships that place food assistance in a framework of social protection and poverty eradication and (vi) improving knowledge of what works in terms of public action to mitigate risks and reduce hunger. WFP's Gender

¹¹ WFP will co-chair the United Nations Geospatial Information Working Group with FAO and work with the Famine Early-Warning System Network on the development of hazard early-warning datasets and tools.



Policy¹² requires that women benefit equally from livelihood programmes and are involved in food management committees and other programme-related bodies.

34. A policy paper on safety nets¹³ – a predictable set of institutionalized mechanisms to help households cope with shocks – helped to consolidate WFP’s policy framework¹⁴ for Strategic Objective 2. WFP can support livelihoods in emergency, recovery and development situations.
35. To support WFP’s achievement of this objective, during 2006–2009, WFP will:
- learn from experience in the design and implementation of livelihood protection programmes in emergency and recovery settings;
 - continue to review best practice on when and how best to exit from emergency response, either through phase out or through a shift to longer-term programmes to protect and improve livelihoods and resilience;
 - engage with governments to ensure that poverty-reduction strategies adequately take into account the need for actions to address hunger and protect vulnerable people from shocks while enhancing their resilience;
 - develop vulnerability analysis and mapping tools to improve understanding of the underlying causes of food and livelihood insecurity, including gender dimensions of the problem and on the coping choices available to different households;
 - explore further opportunities for collaboration with FAO’s Special Programme on Food Security, especially in supporting community-level soil and water conservation programmes;
 - initiate a review of best practice in WFP’s humanitarian contingency planning to strengthen operational guidance and capacity-building activities, in order that rapid action can help protect livelihoods when a crisis occurs; and
 - engage more national governments and regional institutions in the development of local and regional emergency preparedness and response capacities and systems.

Strategic Objective 3: Support the Improved Nutrition and Health Status of Children, Mothers and Other Vulnerable People

⇒ *Contribution to Millennium Development Goals*

36. Malnutrition is directly implicated in the deaths of millions of children and mothers each year. Food-based programmes are now recognized as an effective means of improving maternal and child nutrition and thereby reducing deaths caused by malnutrition. WFP’s interventions in support of improved nutrition therefore contribute to Millennium Development Goal 4: reduce child mortality, and Millennium Development Goal 5: improve maternal health. It is now known that poor nutrition is an inhibiting factor in HIV/AIDS treatment, so providing food as a complement to treatment programmes contributes to Millennium Development Goal 6: combat HIV/AIDS, malaria and other diseases.

¹² Gender Policy (2003–2007), WFP/EB.3/2002/4-A: Enhanced Commitments to Women III, IV, V and VI.

¹³ “WFP and Food-Based Safety Nets: Concepts, Experiences and Future Programming Options” (WFP/EB.3/2004/4-A).

¹⁴ “Consolidated Framework of WFP Policies” (WFP/EB.3/2004/INF/9).



⇒ *Approach*

37. Adequate food is not the same as good nutrition, but food is nevertheless an important part of the nutrition equation. By improving the nutritional quality of food and by targeting the people most vulnerable to nutritional deficiencies that may cause death and disability, WFP intends to break the linkage between hunger, malnutrition and longer-term damage to health and productivity that perpetuates hunger and poverty. WFP provides food to support partners' nutrition and health programmes that aim to: (i) reduce child and maternal malnutrition; (ii) improve micro-nutrient intake; and (iii) improve the quality of life¹⁵ of participants in HIV/AIDS programmes.
38. To be effective, Strategic Objective 3 requires (i) identification of the causes of malnutrition among people vulnerable to food insecurity, (ii) strong partner programmes to enhance the effectiveness and impact of targeted mother-and-child health and nutrition interventions that combine food and non-food inputs, (ii) enhanced efforts to meet the nutritional requirements of infants and young children, especially in emergencies, (iii) greater awareness and understanding of nutrition in addressing HIV/AIDS and other diseases, particularly in the context of mother-and-child health and nutrition programmes and prevention of mother-to-child transmission of HIV, (iv) enhancing the nutritional value of WFP food, for instance through micronutrient fortification, particularly for refugees and others who rely on food aid, (v) mainstreaming nutrition considerations into all WFP interventions, for example deworming in food for education programmes, and (vi) working with research partners, sister agencies and other institutions to enhance the knowledge base of food assistance, nutrition and hunger eradication. Strategic Objective 3 makes a direct contribution to WFP's Enhanced Commitment to Women I.¹⁶
39. In May 2004, the Board approved three policy papers on nutrition.¹⁷ These constitute a platform for raising awareness of WFP's expanding role in maternal and child nutrition, micronutrient fortification of food aid and the role of nutrition in emergency relief operations. WFP's programming response to the HIV/AIDS crisis has been strengthened by its becoming a co-sponsor of the Joint United Nations Programme on HIV/AIDS (UNAIDS).
40. To support WFP's achievement of this objective, during 2006–2009, WFP will:
- develop new guidelines on the design and implementation of next-generation development projects in nutrition, based on a thematic review of best practice in mother-and-child health and nutrition operations;
 - conduct further research on programming options to enhance nutrition outcomes, especially in emergency settings;
 - work more closely with UNAIDS, WHO, the United Nations Development Fund for Women (UNIFEM), the United Nations Population Fund (UNFPA), FAO, UNHCR, and UNICEF to improve incorporation of nutrition, food security and gender considerations into the context of responses to HIV/AIDS;
 - analyse WFP's experience in micronutrient fortification of food;

¹⁵ "Improved quality of life" is proposed by WHO as an appropriate outcome for HIV/AIDS programmes.

¹⁶ Gender Policy 2003-2007, WFP/EB.3/2002/4-A.

¹⁷ "Food for Nutrition: Mainstreaming Nutrition in WFP" (WFP/EB.A/2004/5-A/1); "Micronutrient Fortification: WFP Experiences and Ways Forward" (WFP/EB.A/2004/5-A/2); "Nutrition in Emergencies: WFP Experiences and Challenges" (WFP/EB.A/2004/5-A/3).



- enhance joint efforts with FAO to improve community nutrition through complementary activities to increase the production of nutritious foods; and
- work with national agencies to build nutrition-surveillance systems or conduct national nutrition surveys; the countries involved include the Democratic People's Republic of Korea, Eritrea, Ethiopia, Indonesia, Sudan and Tanzania.

Strategic Objective 4: Support Access to Education and Reduce Gender Disparity in Access to Education and Skills Training

⇒ *Contribution to Millennium Development Goals*

41. By supporting vulnerable families' participation in education opportunities, WFP's Food for Education and Food for Training programmes enable people to invest in themselves, contributing to human development. Food for education has resulted in increased enrolment and school attendance among children from poor families. In Africa, for example, providing meals in school adds 2.5 additional school days per month per child to attendance¹⁸ and has been successful in reaching orphans and children affected by HIV and AIDS. Food has been an incentive in promoting girls' education where there are strong gender disparities in access to education. WFP also regularly provides food for training to support literacy and life-skills training among women and adolescent girls from food-insecure households. Strategic Objective 4 therefore contributes to Millennium Development Goal 2: achieve universal primary education, and Millennium Development Goal 3: promote gender equality and empower women.

⇒ *Approach*

42. The final report of the United Nations Millennium Project names the provision of meals in school, take-home rations for girls and deworming campaigns through schools as quick wins to making significant progress against hunger. Hunger lowers the ability of children to concentrate and perform well in school.¹⁹ Food for education programmes get children into school and can help to increase their cognitive development and school performance.²⁰ In addition, schools are an efficient way to reach large portions of the population, including young people, school personnel, families, and communities in order to promote better nutrition and health, for example through deworming campaigns and HIV/AIDS prevention education,²¹ contributing to WFP's Strategic Objective 3. Therefore WFP is committed to supporting countries in implementing food for education programmes as well as building countries' capacity to scale-up and improve the effectiveness of existing programmes. In addition, evidence shows that educating women helps educate the next generation²² and women's status has a strong influence on the long- and short-term

¹⁸ Aggregated results from countries in Africa undertaking a school feeding standardized survey.

¹⁹ Mason, J., et. al. 2001. *The micronutrient report: Current progress and trends in the control of vitamin A*. Ottawa, Canada.: Micronutrient Initiative and International Development Research Centre.

²⁰ Vince-Whitman, C., Aldinger, C., Levinger, B., and I. Birdthistle. 2001. *Thematic Studies: School Health and Nutrition*. Paris: UNESCO; Kleinman, R.E., Hall, S., Green, H., Korzec-Ramirez, D., Patton, K., Pagano, M.E. and J.M. Murphy. 2002. Diet, breakfast, and academic performance in children. *Ann Nutr Metab* 46 (Suppl 1): 23-30.

²¹ World Health Organization. 1998. *WHO Information Series on School Health: Healthy Nutrition: An Element of a Health-Promoting School*. Geneva: WHO.

²² Herz, B. and G.B. Sperling. 2004. *What Works in Girls' Education*. New York: Council on Foreign Relations.



nutritional status of children.²³ Thus WFP will continue to provide life skills training for women and adolescent girls. Through its provision of food assistance to education programmes, WFP aims to: (i) increase child enrolment and attendance in schools, particularly for girls; (ii) improve children's ability to concentrate and learn in class; and (iii) enable women and adolescent girls to complete non-formal education programmes.

43. To be effective, Strategic Objective 4 requires (i) strong partnerships in education that ensure that food for education programmes result in positive education outcomes, (ii) complementary interventions in health and nutrition to improve child nutrition and increase community awareness of child hunger, (iii) innovative means to reach children and orphans from households affected by HIV and AIDS whose formal education has been disrupted, (iv) supporting partners, especially UNHCR and UNICEF, to ensure access to education for children affected by crisis, including in refugee and displacement situations and (v) continued research and information sharing on food assistance for education. In addition WFP's Gender Policy²⁴ places a strong emphasis on positive measures for women and adolescent girls to counterbalance their disadvantaged position and strengthen their role in ensuring household food security. WFP's Enhanced Commitment to Women III stipulates that for the period 2003–2007 women and girls will constitute at least 70 percent of the participants in food-assisted training activities.
44. The “essential package” approach in collaboration with UNICEF, WHO, governments and communities has been successful in 38 countries in offering a set of complementary interventions organized around a food-for-education programme that have an impact on nutrition and health. Capacity-building and networking to share knowledge on food for education has continued through support to the Sahel Alliance, the Latin American School Feeding Network and the Middle East Strategy. More needs to be done, however, to integrate HIV/AIDS components into food-for-education programmes, particularly considering the gender dimensions of HIV and AIDS and linkages to girls' education.
45. To support WFP's achievement of this objective, during 2006–2009, WFP will:
 - explore further ways to promote girls' education, particularly to reach adolescent girls, through take-home rations and literacy/life-skills training;
 - expand the partnerships on the essential package to more countries;
 - conduct further research, in particular with the World Bank, on the impact of food for education on nutrition and education objectives;
 - integrate HIV/AIDS components into food-for-education programmes and review the impact of these programmes on orphans and vulnerable children affected by HIV and AIDS;
 - work with partners to pilot the New Partnership for Africa's Development Home Grown School Feeding Programme, which aims to link food for education programmes with investments in agricultural productivity and marketing so that local producers can meet the increased demand; and
 - increase the number of training programmes provided within food for education, for example Junior Farmer Field and Life schools, a joint FAO/WFP programme, aimed at getting children affected by HIV and AIDS into educational settings and keeping them there.

²³ Smith, L.C., Ramakrishnan, U., Ndiaye, A., Haddad, L. and R. Martorell. 2003. The importance of women's status for child nutrition in developing countries. *Food and Nutrition Bulletin* 24 (3): 287–288.

²⁴ Gender Policy 2003–2007, WFP/EB.3/2002/4-A: Enhanced Commitments to Women I, II, III, V, VI.



SO5: Strengthen the Capacities of Countries and Regions to Establish and Manage Food-Assistance and Hunger-Reduction Programmes

⇒ Contribution to Millennium Development Goals

46. Strengthening local capacities to address hunger is the fundamental objective of Strategic Objective 5, which also implies transferring the ability to achieve Strategic Objectives 1–4. WFP’s interventions under Strategic Objective 5 therefore contribute to the same Millennium Development Goals as Strategic Objectives 1–4, depending on the objectives of the national food-based programmes being supported.

⇒ Approach

47. Sustainable reductions in hunger will require focused country efforts, including the efforts of people themselves, to identify hunger needs, to formulate and implement strategies to address these needs, and to ensure that political will and resources are directed towards the eradication of hunger. In all its activities, WFP needs to consider how it can best help to strengthen country and regional capacities to address hunger. By strengthening capacities, WFP aims to support country and regional efforts to end hunger, so that eventually external assistance is no longer required.

48. The policy framework for this Strategic Objective is provided by “Building Country and Regional Capacities” (WFP/EB.3/2004/4-A). The principle of mainstreaming capacity-building underlies WFP’s policy framework. Such capacity-building interventions may be linked to particular WFP projects or may be independent interventions where capacity-building is not linked to a WFP project. The legal mechanism by which WFP can raise resources for such interventions is contained in “Financial Framework for Strategic Objective 5 Implementation” (WFP/EB.1/2005/5-A).

49. During 2005, WFP will consult internally and with partners to determine the most effective means for implementing Strategic Objective 5. Building on the policy framework established for Strategic Objective 5, during 2006–2009 WFP will:

- design and develop guidelines for implementing a systematic approach to capacity-building in WFP’s programmes and as independent activities;
- consult with partners, particularly FAO, UNICEF and non-governmental partners, which have considerable experience in capacity building, to learn from their experiences, harmonize capacity-building strategies and ensure complementary efforts;
- issue financial rules to operationalize the agreed financial framework for Strategic Objective 5 implementation;
- design, develop and implement a resource-mobilization strategy for capacity-building activities;
- improve the monitoring and reporting on Strategic Objective 5 activities;
- assess the effectiveness of implementation efforts and develop any additional institutional mechanisms and support that may be required; and
- monitor implementation costs, including human-resource costs, to inform future strategic planning and budgeting decisions.



VI. RISK ANALYSIS

Lack of Funding

50. Competition for resources is always intense, for WFP and its partners. Funding is usually available during high-profile crises to meet the basic needs of affected populations. However, funding for prolonged humanitarian crises and social expenditures such as nutrition, education, HIV programmes and safety nets for the most vulnerable people is often lacking. In addition, WFP's partners, including national governments, may lack funding for essential investments in health, education and social protection. Thus even where food needs are well-funded, lack of funding for partners' programmes threatens the effectiveness of the combined effort to address hunger.
51. Less donor support for the use of food aid in recovery and development situations and the competing needs of social investment and income generation for the poor result in a high risk of under-funding for WFP's development programmes and protracted relief and recovery operations. While significant funding shortfalls are less likely in WFP's Emergency Operations, delays in the receipt of funds hamper the timely delivery of food. Inadequate multilateral contributions also limit WFP's flexibility in responding to needs. (*Action: Management Objectives 1, 4, 7*)

Financial Constraints Resulting from Market Price Fluctuations

52. Market prices, including exchange rates and transport costs, are regularly monitored; planning figures are given to staff to calculate operational budgets. The centrality of humanitarian operations in WFP's work, which requires timely delivery of food to beneficiaries, exposes WFP to market risks caused by price instability in commodity markets, fluctuations in fuel prices and uncertainty over the US dollar exchange rate. For example, the US dollar has depreciated by approximately 15 percent against the Euro since WFP's budget was formulated; shipping costs have almost doubled during the same period. These risks expose WFP to erosion of its purchasing power, particularly when WFP needs to purchase commodities and services at high prices to meet sudden needs – leading to less food for the beneficiaries. (*Action: Management Objectives 3, 6*)

Security

53. The targeting of humanitarian workers by terrorist or rebel groups reduces the ability of WFP to save lives and protect livelihoods in crisis situations. Insecurity remains a significant factor in limiting staff movement in conflict-affected areas, preventing WFP from reaching those in need. Given the generally insecure areas in which WFP works, insecurity poses a high risk to WFP's ability to fully achieve its aims. (*Action: Management Objective 5*)

Staff Capacity and Retention in Stressful Work Environments

54. WFP relies on its personnel, particularly operational staff in field offices. WFP staff are prone to be overworked, and many live in stressful environments, which can lead to burnout and frustration from stress, poor work-life balance and inability to participate in career-development opportunities. Strong staff morale has so far helped to mitigate the risk that WFP might not be able to hire and retain the competent staff it needs. WFP's human resources strategy aims to provide the support that staff will need to maintain WFP's strong field presence and leadership in humanitarian interventions. WFP's ability to retain



staff is put at risk by the stressful nature of the work and particularly by increasing violence towards humanitarian staff. (*Action: Management Objective 2*)

Over-Stretching the Organization with Too Many Initiatives

55. Since 1997, WFP has supported the Secretary-General's reform agenda to bring greater accountability, transparency, efficiency and effectiveness to the United Nations system. WFP strives to be a learning organization, to be responsive to change and to improve its performance; a results-based management approach was adopted to this end.
56. WFP is committed to being effective and accountable. The process of improvement must, however, take into consideration the time required to learn new concepts and systems, and to implement new procedures. Operational staff currently face a range of initiatives such as efforts to improve WFP's business processes, management, and programme quality. The process of change is challenging but it should not overwhelm WFP staff. The risk of overstretching staff capacity remains high and needs to be managed through prioritization and coordination of management and programme improvement initiatives.
57. Change management in WFP must also consider the nature of WFP's work. WFP relies on the ability to deploy staff and resources rapidly in response to emergency situations. As staff move to respond to crisis needs, other staff must absorb the extra burden of work. WFP's support functions also redirect resources towards crisis operations. So far, WFP has successfully responded to multiple crises, but the strain on its other operations has been felt. There remains a risk that large crises occurring concurrently will over-stretch WFP's capacity to implement quality programmes to address hunger in all situations. (*Action: Management Objectives 2, 3, 7*)

VII. MANAGEMENT OBJECTIVES

58. The Strategic Plan is intended to guide all WFP activities: it should set out the direction and investment priorities for all organizational functions and highlight new areas of work. The current Strategic Plan therefore aims to make a clearer link between achieving the Strategic Objectives and the management objectives that will guide WFP's investment in its institutional capacity. WFP should also aim to mitigate the risks it faces and exploit its opportunities. This section has therefore been re-named Management Objectives; the former Management Priorities 1–9 have been re-configured into Management Objectives 1–7, which reflect the longer-term institutional capacity and operational performance WFP requires to achieve its mission to help eradicate hunger.

Management Objective 1: Build Strong Partnerships to End Hunger

59. Ending hunger will require the combined efforts of all partners. Building strong partnerships with national and international partners – national governments, public institutions, United Nations agencies, international organizations, civil society organizations and private-sector bodies – remains the foundation of WFP's approach to fighting hunger. As already noted, this implies not just looking for partners to implement WFP activities; WFP must seek out partners where food assistance might add value to their plans and programmes.
60. The governments of the countries in which WFP operates are its principal partners. WFP will strengthen coordination with United Nations sister agencies to ensure greater coherence at the country level in support of national efforts to achieve the Millennium



Development Goals, in particular through the Common Country Assessment process and United Nations Development Assistance Framework. During the Strategic Plan period WFP will pro-actively seek to be a good partner through:

- support for United Nations and inter-governmental aid-reform agendas;
- continued collaboration with other humanitarian organizations, particularly OCHA and UNHCR, and active participation in United Nations processes such as the Consolidated Appeals Process and the Common Humanitarian Action Plan as well as the wider on-going humanitarian reform process;
- further strengthened partnerships with UNICEF, the World Bank, WHO, FAO and other national and international organizations, including the private sector, to support concerted action to reduce child hunger;
- the provision of humanitarian common services where WFP has been given the lead role on behalf of the United Nations system – United Nations Joint Logistics Centres and United Nations Humanitarian Air Service;
- partnerships with the World Bank, IFAD, regional and local financial institutions to ensure that adequate attention and resources are given to hunger reduction in national development plans;
- continued support for the New Partnership for Africa’s Development through cooperation in areas of mutual interest and through greater consultation and collaboration with the African Union;
- joint assessments and advocacy with FAO at the country and global levels to advance the shared objective of reducing hunger by half by 2015;
- further strengthening WFP’s involvement in UNAIDS and developing partnerships with other co-sponsors, particularly in supporting the “Three Ones” principle: one agreed AIDS-coordinating framework, one national coordinating authority and one agreed country level monitoring and evaluation system;
- further strengthening the harmonization and collaboration in strategic efforts to reduce hunger between FAO, IFAD and WFP, building on the twin-track approach to hunger-reduction presented at the Monterrey Conference on Financing Development and actively participating in collaborative efforts to end hunger such as the International Alliance Against Hunger;
- a non-governmental organization Strategic Partnership Initiative aimed at developing strong positive relationships with non-governmental organizations, addressing equally the needs of WFP and the non-governmental organization partners in collaborative efforts to end hunger, as well as intensified dialogue with non-governmental organizations at global, regional and local level on how to jointly enhance awareness on hunger issues;
- continued dialogue and broadened cooperation with regional and sub-regional organizations such as the African Union and Southern African Development Community; and
- strengthening of existing corporate partners such as Thomas Nationwide Transport (TNT) and the Boston Consulting Group, and developing new corporate partners such as Spencer Stuart, which will provide support in human resources management.



Management Objective 2: Be the Employer of Choice for Competent Staff Committed to Ending Hunger

61. WFP's operational strength relies on an extensive field network that places staff in difficult and sometimes life-threatening situations. WFP demands a great deal from its staff; its effectiveness depends on competent staff having the commitment to reach those in need, even in stressful environments. This ethos of public service in WFP staff should be supported and encouraged through a human resources strategy that attracts and keeps the best qualified people working for WFP.
62. During 2004, significant progress was made in developing a human resources strategy that addresses both the identified needs of WFP staff and the human resource requirements for WFP's operational effectiveness. WFP conducted its first Global Staff Survey, obtaining responses from 5,600 staff from all countries and all contract types. The survey highlighted areas where staff were satisfied with WFP as an employer and helped to identify areas where WFP needed to take action to improve staff satisfaction. Follow-up activities are being implemented with participation across WFP under the name *Staffmatters*. WFP has also introduced the Performance Assessment and Competency Enhancement system to manage staff performance and reinforce the link between performance, individual contributions to WFP and long-term career aspirations. In addition, WFP continues to work towards its Enhanced Commitment to Women VIII: "Make progress towards gender equality in staffing, opportunities and duties, and ensure that human resources policies are gender sensitive and provide possibilities for staff members to combine personal and professional priorities."²⁵
63. The majority of people who work for WFP are locally recruited. A major initiative – the National Staff Project – is under way with the aim of harmonizing and standardizing the contractual framework, payroll, employment conditions, pension and health insurance coverage and staff representation through local staff associations. Further ongoing initiatives during this Strategic Plan period include the following:
- WFP will join UNDP, UNAIDS, IFAD and the United Nations Educational, Scientific and Cultural Organization (UNESCO) in a common pilot of a broadbanding/pay-for-performance system as a means to improve rewards for high staff performance under stressful conditions. WFP will start the pilot in 2006.
 - A second Global Staff Survey will be undertaken in 2006 that will provide a further opportunity for staff to communicate to WFP how it can improve and become a more effective organization.
 - WFP is working with FAO and IFAD on a joint management development centre in order to strengthen senior managerial competencies in qualified managers. A pilot, financially supported by the United Kingdom Department for International Development, has enabled ten WFP managers to assess competency strengths and areas for improvement, leading to a more individual approach to career development
 - Further initiatives will be explored in order to support staff development, including the continuation of the training workshops for country directors, which provide start-up training for new country directors, and more widespread use of 360° feedback mechanisms.

²⁵ Gender Policy 2003–2007, WFP/EB.3/2002/4-A.



Management Objective 3: Excellence in Implementing Efficient and Effective Programmes

⇒ Programme excellence

64. WFP's effectiveness relies on implementing programmes that result in reducing the hunger of vulnerable populations. This requires an efficient business process to ensure timely delivery of adequate food to those in need, and results-based programmes that improve on the basis of learning from experience to support national efforts to reduce hunger.
65. All WFP operations, regardless of location, consist of a range of functions that ensure that programmes meet needs and achieve results. During 2004–2005, the Business Process Review has resulted in a range of recommendations and the development of management tools to improve functions related to ensuring timely provision of adequate food to beneficiaries. The Programme Quality Assurance team, chaired on a rotating basis by the Directors of the Office of the Director of Operations, the Results-Based Management Division and the Strategy, Policy and Programme Support Division (PDP), is guiding corporate efforts to improve programme quality. Initiatives under way during the Strategic Plan period include the following:
- WFP will continue to enhance the Commodity Movement Processing and Analysis System and mainstream use of this information system into programme management. WFP will collaborate with TNT in implementing some of the improvements it has identified.
 - Programme quality will be further supported through mainstreaming of (i) a common monitoring and evaluation approach, (ii) a programme quality service centre to provide demand-driven technical support and (iii) innovative approaches such as *PASS_{it on}* to share learning and experiences among country offices, regional bureaux and Headquarters.
 - Further strengthened needs-assessment capacities will enhance the appropriateness and effectiveness of WFP's food aid programmes. They will work with and support market mechanisms, they will be well targeted to distinguish chronic and transitory needs, they will provide an appropriate blend of food and non-food resources and they will be designed in terms of duration of assistance and selection of the food basket.
 - Programme management will be strengthened by an initiative to develop an effective geographic information management capacity to serve information requirements of its operations in a decentralized environment. Towards this WFP is collaborating with FAO to develop an integrated geographic information management system that facilitates data access and sharing through a standardized system. Data from all WFP operational activities will be standardized and geo-referenced and this facilitates data sharing among WFP operations contributing to timely access of information.
 - In order that WFP's partners are able to respond to humanitarian needs on a timely basis, WFP will continue to provide a Humanitarian Air Service on behalf of other United Nations agencies. To ensure the security of staff, WFP has established an aviation safety unit with independent reporting lines, including three regional aviation safety officers. A professional incident-reporting system is being introduced to assist with risk management.



- WFP will strive to increase local and regional procurement by working with traders in developing countries to supply food of appropriate quality on a timely and cost-efficient basis.

⇒ *Rapid-response capacity*

66. In 2004–2005, WFP's rapid-response capacity withstood the strain of multiple large-scale crises in Darfur, Haiti and Asia. The basis of this capacity lies in investments in logistics, stand-by partnerships, technology and processes that allow WFP to mobilize food, staff and other resources to meet sudden-onset needs.
67. A range of functions support WFP's ability to implement programmes to respond rapidly to emergency needs. In addition to the crucial food-supply chain to meet crisis needs, WFP's response capacity includes identification of food security-related needs, design of programmes and procedures and equipment to ensure that staff can quickly and safely reach crisis-affected people and keep decision-makers informed of changing situations. During the Strategic Plan period, initiatives to strengthen WFP's rapid-response capacity include:
- ensuring that WFP's logistics response capacity remains a centre of excellence through continued investment in capacity, processes and partnerships, including capacity-building activities for staff at the regional and country levels and developing a comprehensive logistics staffing strategy;
 - seeking new stand-by partners in order to strengthen WFP's ability to intervene rapidly and effectively in an emergency;
 - further strengthening WFP's global early-warning system as well as establishing a minimum emergency preparedness and response capacity and standards at decentralized levels, including an efficient emergency preparedness and response network at the regional bureau level;
 - improving emergency-needs assessments by developing greater understanding of pre-crisis food security and vulnerability in countries facing recurring food crises, and putting in place food-security monitoring systems in priority countries where emergency needs assessments have been hampered by limited, unreliable or outdated information;
 - strengthening technical programme assistance in rapid-onset situations through increased participation by nutritionists, monitoring experts and other technical staff in emergency needs assessment missions and support for country offices in designing rapid-onset emergency operations; and
 - ensuring that support functions, particularly communications and security, allow rapid and safe deployment of staff.

⇒ *Effective management*

68. In 2000 WFP began implementation of a results-based approach to management to improve the effectiveness and accountability of operations by using resources to achieve positive changes in the lives of beneficiaries. The results-based planning and performance-analysis process is essential for the dynamic environment in which WFP exists and the need to evolve and improve the capacity to respond to beneficiary needs. Analysing results achieved and adjusting programmes and processes accordingly implies a continual need to learn and change as an organization. The process of change, however, requires



management in priority setting and sequencing so that staff are not overwhelmed with new strategies, processes and reporting demands.

69. WFP has decentralized its operations with a view to achieving greater efficiency in delivering humanitarian and development assistance, and responding more effectively to the needs of beneficiaries. The findings of the current joint review with the Boston Consulting Group confirm that much has been achieved. However, decentralization is still a work in progress and will continue to require fine-tuning to ensure that WFP's organizational and management structures adjust to its new initiatives to improve its operations.
70. During the Strategic Plan period, WFP will:
- continue to mainstream results-based management in its management culture;
 - continue to develop a learning culture, using evaluations and performance analysis to improve programmes and organizational functions;
 - continue to review organizational structure, delegation of authority, technical support and span of control under decentralized management to improve the effectiveness of operations; and
 - maintain at Executive Staff level a mechanism for prioritizing change initiatives, including taking decisions on sequencing and roll-out, in order to ensure that change processes do not overburden WFP's staff, particularly those in field offices.

Management Objective 4: Build and Share Knowledge on Hunger to Inform Combined Efforts to End Hunger

71. Hunger, like poverty, is the result of a combination of factors such as inadequate nutrition, poor health, lack of education, low income and insecure environment; its eradication requires comprehensive efforts to address these factors. The identification of hunger as an entity separate from poverty in Millennium Development Goal 1 was a landmark in international thinking that acknowledged that hunger must be tackled directly and not left to trickle-down effects of economic growth. It is known that hunger in fact inhibits poverty eradication through the nexus of risks, vulnerabilities and negative coping strategies adopted by poor people, but there are still significant gaps in knowledge of how best to eradicate hunger. To contribute to global efforts to end hunger, WFP must use partnerships in research and advocacy to share understanding of the needs of beneficiaries and the combination of interventions most likely to bring them out of hunger. This is especially true in new areas such as transition situations and HIV-related programming.
72. During 2004–2005, WFP has made significant moves to strengthen its research partnerships through Headquarters technical units, regional bureaux and country offices and continues to learn from experience through the evaluation function. By generating knowledge, WFP can better inform policy and strategic processes and advocate for the implementation of concrete measures to fight hunger. Major initiatives to be strengthened during the Strategic Plan period include:
- publishing an annual *World Hunger and Development Report*, in consultation with FAO and IFAD, to present consolidated learning on a hunger-related theme and focus global attention on strategies to end hunger, with special emphasis on children;
 - leveraging the impact of research activities through an academic outreach strategy to strengthen the empirical grounding of joint activities to increase knowledge, and develop a strong advocacy base with international think-tanks;



- increasing economic analysis of WFP's programmes and of the role of food aid in local and international markets;
- working with partners through the inter-agency working group on Food Insecurity and Vulnerability Information Mapping Systems to enhance analysis of vulnerability in order to obtain a greater understanding of the differential impacts of shocks, the effects of livelihood uncertainty on household investment/disinvestment choices and gender-disaggregation of needs and choices; and
- researching and testing improved assessment methods in market analysis, non-food response options, chronic and transitory food insecurity and the impacts of food aid.

Management Objective 5: Provide Technical and Operational Infrastructure Services to Support Effective Operations

73. As an operational agency, WFP has an extensive field presence; organizational support functions in information systems, communications, procurement, security and administration must therefore perform equally across the range of operational situations. As a United Nations agency and a lead humanitarian agency with staff in conflict-affected areas, WFP must as a matter of paramount importance monitor security situations and ensure the security of staff in field operations. WFP also participates in the UNDG working group on common premises and services to support country offices in furthering United Nations harmonization.

74. During the Strategic Plan period, WFP will:

- maintain information and communications support to operations and management, including support to emergencies through the Fast Information Technology and Telecommunications Emergency Support Team (FITTEST);
- upgrade WFP's core management information system, the WFP Information Network and Global System (WINGS);
- participate in a joint office working group pilot to increase the cost efficiency of United Nations field operations;
- strengthen goods and services procurement support to ensure better emergency response capability, increased transparency and accountability and a reduction in overall costs;
- strengthen field-level support functions in asset management and administration; and
- complete implementation of the security upgrade programme, after which all field offices will be compliant with minimum operating security standards.

MO6: Be Transparent, Accountable and Manage Risk

⇒ *Budgeting and financial management*

75. A strong budgeting and financial management capability empowers managers to make more effective use of resources in a transparent and accountable manner. Budget planning, monitoring and adjustments ensure that financial resources are available to managers to meet organizational needs in line with the Strategic Objectives and Management Objectives. Financial management provides accurate, timely financial information for managers, which improves their financial competence, and ensures that specialist financial expertise is available to support managers where required.



76. During the Strategic Plan period, WFP will explore ways of improving its financial policies, including:

- reviewing its accounting and reporting standards on the basis of a recommendation by the External Auditor²⁶ to consider adopting independent international accounting standards with a view to enhancing the usability, integrity and effectiveness of financial reporting; and
- reviewing the underlying financial policy framework, which is possible now that the BPR proposals are mainstreamed;²⁷ this will be done in consultation with the Board.

⇒ *Oversight*

77. The oversight function is a primary component of governance and accountability in terms of (i) ensuring that resources are used efficiently, (ii) that controls are in place and that rules, regulations and donor authorizations are adhered to and (iii) that managers respond swiftly and decisively to any discrepancies found.

78. During 2004–2005, a new Audit Committee consisting of an external chair, two external and two internal members was constituted through a consultative process involving the Bureau and the Board. During the Strategic Plan period, WFP will continue to introduce industry best practices in transparency and accountability.

⇒ *Risk management*

79. WFP recognizes that risk management is another essential element in the framework for good corporate governance and an integral part of good management practices. Considerable progress has been made in introducing risk management in WFP; a policy and strategy document will be presented to the Board in November 2005. During the Strategic Plan period, WFP will mainstream enterprise risk management and embed it in decision-making processes.

⇒ *Accountability reporting*

80. A range of financial, oversight and programme reports constitute WFP's accountability reporting. Such reports contribute to the transparency of WFP as a public organization and ensure that it remains accountable to the Board, the public and its beneficiaries.

81. During the Strategic Plan period, WFP will:

- facilitate the introduction of a Statement on Internal Control;²⁸
- continue to make evaluation reports a part of the accountability reporting framework;
- continue to collect programme performance data for annual reporting purposes through a corporate monitoring and evaluation approach; the sensitivity and validity of outcome indicators for the Strategic Objectives will be reviewed; and
- develop the measurement and analysis of corporate performance on the MOs.

²⁶ "Report of the External Auditor on Financial Reporting Standards of the World Food Programme" (WFP/EB.1/2005/5-E).

²⁷ "Issues on Financial Policy" (WFP/EB.A/2003/6-A/1)

²⁸ See "Best Practices in Oversight Mechanisms" (WFP/EB.3/2003/5-D/1) for a more detailed discussion of the Statement on Internal Control.



Management Objective 7: Raise Resources to Meet Needs

82. WFP aims to raise the resources to meet fully the assessed needs of all approved programmes and operations. To do so, it needs to broaden the support base, attract new donors and encourage occasional donors to become regular contributors. More donors need to be involved in meeting assessed needs; the burden of doing so has to be shared more equitably. Multilateral contributions in particular are important in providing WFP flexibility in responding to needs and should be encouraged. The private sector needs to be fully engaged through corporations, foundations or individuals.
83. Communication and advocacy sensitize the public, donors, the private sector and decision-makers to WFP activities. These efforts are fundamental in generating financial support. WFP wants to work with partners to build support to eradicate child hunger. Unfortunately, WFP is not well known outside government and non-governmental organization circles, though more widespread media awareness of its mission has developed in the last five years; efforts to improve this situation must be increased. WFP's investments in public information and advocacy have been the lowest among the major humanitarian and development agencies, in absolute terms and as a percentage of expenditures.
84. WFP's resource-mobilization strategy is driven by the objective of increasing the impact of donations by encouraging donors to give in a more flexible and predictable way. Flexibility includes opportunities for increased multilateral funding, the removal of restrictions on donor contributions and a relative shift from in-kind to cash contributions. Predictability focuses on improved information on forthcoming contributions and longer-term indications of funding levels. WFP will engage its membership through consultations to identify opportunities for progress on these issues recognizing that they are interconnected and improvement in one area will support progress in all.
85. During 2004–2005, WFP laid the foundations for a strong resource-mobilization and communication strategy. The approach has been (i) to encourage all Member States to be donors, while recognizing that some donors will also be recipients, (ii) to encourage donors to contribute in proportion to their means and (iii) to develop creative policies that help new, private and occasional donors to become regular contributors. To strengthen this strategy, WFP will:
- maintain and enhance relations with its top 20 donors as a continuing priority;
 - strengthen decentralized fundraising relationships with the political leadership and parliamentarians, enhance already excellent contacts with ministries and build partnerships with the private sector;
 - aspire to raise 10 percent of its resources from private donors by 2007, seeking cash and in-kind contributions that are aligned with its priority needs and that can best serve its beneficiaries;
 - continue to target corporations in the private sector, developing genuine partnerships with new corporate donors, and enhance already strong relationships with donors such as TNT and the Boston Consulting Group;
 - establish a national presence in markets to raise funds more effectively from private donors and conduct advocacy campaigns by opening Friends of WFP organizations that will be comparable to UNICEF's national committees;
 - build on the Walk the World event introduced by TNT to create a significant annual fundraising occasion that will help to feed hungry children; and

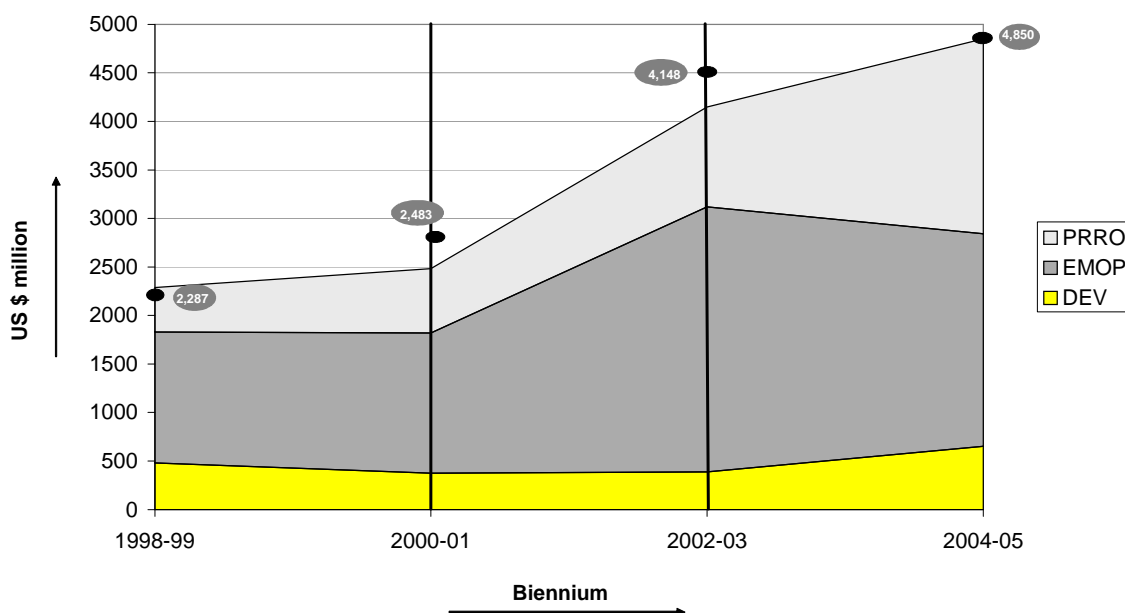


- build on the public awareness generated by relationships with private-sector entities such as the Japan Advertising Council, the International Rugby Board, the United States national football and basketball leagues, Benetton, the American Red Cross and the TNT to :
 - target information about WFP and the role of food aid in the fight against hunger to media and opinion-makers in major donor countries;
 - increase the number of languages used in publications and websites, currently ten, to reach a larger audience in donor countries;
 - enlist the aid of celebrities in entertainment and sports;
 - produce public-service announcements for use on television and in theatres; and
 - write and place more editorials on hunger issues in major newspapers.

VIII. RESOURCE IMPLICATIONS

86. It is anticipated that WFP will need to raise at least US\$6 billion over the 2006–2007 biennium – about US\$5 billion for operational costs and US\$1 billion for support costs.
87. Since 1998 direct operational costs have averaged 82 percent of total expenditures and total support costs (direct support costs and programme support and administration costs) has averaged 18 percent. The graph below shows the trend in direct operational costs for development, emergency operations and protracted relief and recovery operations.

TREND OF DIRECT OPERATIONAL COST, 1998-1999 TO 2004-2005



ANNEX I

2006–2009 STRATEGIC OBJECTIVE RESULTS MATRIX

The Strategic Plan (2004–2007) included a results matrix as WFP's first attempt to set out a transparent and accountable results chain for its operations. The matrix showed a logical progression from interventions to specific outputs which contribute to outcomes – the intended improvements in the lives of WFP's beneficiaries. It also included indicators at output and outcome levels by which WFP could measure its performance in achieving its five Strategic Priorities (SPs).

WFP is accountable for the results it achieves at output level. It measures the outcomes of its interventions to assess whether it is achieving the intended improvements in people's lives. Achieving results at outcome level, however, requires a combination of interventions, so WFP is working to ensure that its assistance is part of an integrated effort to improve the lives of those suffering from hunger.

During 2004, WFP operations used the Strategic Plan matrix as a guide from which they developed their own project-level results chains and logical frameworks. WFP's information systems were changed to enable the collection of data on the output indicators specified in the matrix. WFP also began to measure outcome-level results more systematically in its projects through primary surveys. More information on the challenges of measuring results is presented in the Annual Performance Report.

On the basis of the experiences of 2004, WFP operations requested that the Strategic Plan include a matrix that more clearly specifies activities, outputs and outcome results to be achieved. It was felt that while the Strategic Objectives describe the outcomes, WFP hopes to achieve more specific results statements that would facilitate project-level logical framework design. Work already undertaken to create a common monitoring and evaluation approach helped identify more appropriate output-level results statements and indicators.

In its food interventions, WFP will measure:

- the number of beneficiaries receiving WFP food assistance;
- the quantity of food provided to beneficiaries; and
- the number of people participating in the activity, as appropriate.

Some Strategic Objectives have other specific outputs which will be collected in all projects with that objective. Similarly, for each Strategic Objective, required outcome-level indicators are specified that should be measured in all projects of sufficient duration with that stated objective.

Challenges remain in WFP's endeavour to measure systematically the results of its interventions and its performance in achieving its Strategic Objectives. At present, WFP's information system can only generate information on expenditures and food distributed by project and programme category. As one project can contribute to more than one Strategic Objective, measuring outputs by Strategic Objective can only be done subjectively at present. Measurement and attribution of outcome-level results also remains difficult, particularly in short-duration projects and emergency operations.



WFP STRATEGIC OBJECTIVE RESULTS MATRIX

The core programme goal for 2006–2009 is to continue to meet the Millennium Development Goals through food-assisted interventions targeted to poor and hungry people.

Activity types ^a	Outputs	Outcomes ^b
Strategic Objective 1: Save Lives in Crisis Situations		
<p>General Food Distribution</p> <p>Selective Feeding</p> <p>(includes therapeutic, supplementary and vulnerable group feeding)</p>	<p>Output 1.1: Timely provision of food in sufficient quantity for targeted beneficiaries in conflict and disaster affected areas</p> <p>Indicator 1.1.1: Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries, by project category, age group, sex.</p> <p>Indicator 1.1.2: Actual mt of food distributed through each activity as a percentage of planned distributions, by project category, commodity.</p> <p>Indicator 1.1.3: Percentage of general food distributions occurring more than 7 days later than the planned date of distribution (pilot indicator).</p>	<p>Outcome 1.1: Reduced and/or stabilized acute malnutrition in an identified population in conflict and disaster affected areas</p> <p>Indicator 1.1.1: Prevalence of acute malnutrition among under-5s in an identified population by gender, assessed using weight-for-height.</p> <p>Outcome 1.2: Reduced and/or stabilized mortality in an identified population in conflict and disaster affected areas</p> <p>Indicator 1.2.1: Crude mortality rate in an identified population (pilot indicator - SMART^c initiative).</p> <p>Indicator 1.2.2: Under-5 mortality rate in an identified population (pilot indicator - SMART^e initiative).</p>
Strategic Objective 2: Protect Livelihoods in Crisis Situations and Enhance Resilience to Shocks		
<p>General Food Distribution</p> <p>Support to safety net programmes (includes programmes reaching HIV/AIDS impacted households)</p> <p>Food for Work/Food for Assets</p> <p>Food for Training</p> <p>(includes life skills training and training for income-generating activities)</p>	<p>2.1: Timely provision of food in sufficient quantity for targeted beneficiaries in crisis and transition situations or vulnerable to shocks</p> <p>Indicator 2.1.1: Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries, by project category, age group, sex.</p> <p>Indicator 2.1.2: Actual mt of food distributed through each activity as a percentage of planned distributions, by project category, commodity.</p> <p>Indicator 2.1.3: Actual participants in each activity as a percentage of planned participants, by sex.</p>	<p>Outcome 2.1: Increased ability to meet food needs within targeted households in crisis situations or vulnerable to shocks</p> <p>Indicator 2.1.1: Proportion of beneficiary household expenditures devoted to food.^d</p> <p>Indicator 2.1.2: An indicator on dietary diversity is under review.^e</p> <p>Outcome 2.2: Increased ability to manage shocks within targeted households in crisis situations or vulnerable to shocks</p> <p>Indicator 2.2.1: Appropriate indicators under discussion.</p>

WFP STRATEGIC OBJECTIVE RESULTS MATRIX

The core programme goal for 2006–2009 is to continue to meet the Millennium Development Goals through food-assisted interventions targeted to poor and hungry people.

Activity types ^a	Outputs	Outcomes ^b
Strategic Objective 3: Support the Improved Nutrition and Health Status of Children, Mothers and Other Vulnerable People		
<p>Supplementary Feeding</p> <p>Therapeutic Feeding</p> <p>Institutional Feeding</p> <p>HIV/AIDS programming</p> <p>(anti retroviral therapy, prevention of mother to child transmission of HIV, home-based care, tuberculosis treatment)</p> <p>Food fortification</p> <p>Nutrition awareness</p> <p>(includes food for training)</p> <p>HIV/AIDS awareness</p> <p>Deworming</p>	<p>Output 3.1: Timely provision of nutritious food in sufficient quantity for targeted young children, mothers and other targeted beneficiaries vulnerable to nutrition and health risks</p> <p>Indicator 3.1.1: Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries, by project category, age group, sex.</p> <p>Indicator 3.1.2: Actual metric tons of food distributed through each activity as a percentage of planned distributions, by project category, commodity.</p> <p>Indicator 3.1.3: Actual participants in each activity as a percentage of planned participants, by beneficiary category, sex.</p> <p>Indicator 3.1.4: Percentage of micronutrient-fortified food delivered through WFP-supported nutrition interventions.</p> <p>Output 3.2: Provision of deworming tablets for targeted children and mothers in WFP-supported activities</p> <p>Indicator 3.2.1: Actual beneficiaries provided with deworming pills through WFP-supported activities as a percentage of planned beneficiaries of deworming pills, by beneficiary category,⁹ sex.</p>	<p>Outcome 3.1: Reduced level of malnutrition among targeted children</p> <p>Indicator 3.1.1: Prevalence of under-5 malnutrition among targeted children (assessed using height, weight and age, disaggregated by gender).</p> <p>Outcome 3.2: Reduced level of malnutrition among targeted women</p> <p>Indicator 3.2.1: Prevalence of malnutrition among targeted women of child-bearing age, assessed using body mass index (BMI) and/or low birth weight. (Pilot continuing.)</p> <p>Outcome 3.3: Reduced level of anaemia among targeted beneficiaries</p> <p>Indicator 3.1.3: Prevalence of anaemia among targeted pregnant and lactating women and children. (Pilot continuing.)</p> <p>Outcome 3.4: Improved quality of life of beneficiaries targeted in HIV/AIDS-supported programmes^h</p> <p>Indicator 3.4.1: Weight gain among beneficiaries (provisional).</p> <p>Indicator 3.4.2: Treatment adherence rate by specific treatment and care programmes (duration of programme, % treatment compliance etc.)</p>



WFP STRATEGIC OBJECTIVE RESULTS MATRIX

The core programme goal for 2006–2009 is to continue to meet the Millennium Development Goals through food-assisted interventions targeted to poor and hungry people.

Activity types ^a	Outputs	Outcomes ^b
Strategic Objective 4: Support Access to Education and Reduce Gender Disparity in Access to Education and Skills Training		
<p>In-School Feeding Take-home Rations Support to foster families of orphans and children affected by HIV/AIDS Food for Training (includes literacy and numeracy programmes for women and adolescent girls)</p>	<p>Output 4.1: Timely provision of food in sufficient quantity for targeted children, adolescent girls and adults to improve access to education in schools and non-formal education centres</p> <p>Indicator 4.1.1: Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries, by project category, age group, sex.</p> <p>Indicator 4.1.2: Actual metric tons of food distributed through each activity as a percentage of planned distributions, by project category, commodity.</p> <p>Indicator 4.1.3: Actual participants in each activity as a percentage of planned participants, by beneficiary category, sex.</p>	<p>Outcome 4.1: Increased enrolment of boys and girls in WFP-assisted schools</p> <p>Indicator 4.1.1: Absolute enrolment: Numbers of boys and girls enrolled in WFP-assisted primary schools and, if applicable, pre-schools and secondary schools.</p> <p>Indicator 4.1.2: Net enrolment rate: percentages of primary school-age boys and girls enrolled in WFP-assisted primary schools and, if applicable, pre-schools and secondary schools.</p> <p>Indicator 4.1.3: School enrolment rates for orphans and vulnerable children from households receiving take-home rations.</p> <p>Outcome 4.2: Improved attendance of boys and girls in WFP-assisted schools</p> <p>Indicator 4.2.1: Attendance rate: percentages of boys and girls attending classes in WFP-assisted primary schools and, if applicable, pre-schools and secondary schools.</p> <p>Indicator 4.2.2: Attendance rate: percentage of orphans and vulnerable children from households receiving take-home rations attending classes in schools.</p> <p>Outcome 4.3: Improved capacity to concentrate and learn among boys and girls in WFP-assisted schools</p> <p>Indicator 4.3.1: Teachers' perception of children's ability to concentrate and learn in school as a result of school feeding.</p> <p>Outcome 4.4: Reduced gender disparity between boys and girls in WFP-assisted primary and secondary schools and non-formal education centres</p> <p>Indicator 4.4.1: Ratio of girls to boys enrolled in WFP assisted schools.</p> <p>Indicator 4.4.2: Ratio of women and adolescent girls to men completing food for training activities.</p>

WFP STRATEGIC OBJECTIVE RESULTS MATRIX

The core programme goal for 2006–2009 is to continue to meet the Millennium Development Goals through food-assisted interventions targeted to poor and hungry people.

Activity types ^a	Outputs	Outcomes ^b
Strategic Objective 5: Strengthen the Capacities of Countries and Regions to Establish and Manage Food-Assistance and Hunger-Reduction Programmes		
Counterpart training, exchange visits Technical advice, secondment of staff, guidelines and manuals Counterpart involvement in WFP processes and surveys Information sharing and support to networks Support to community organization and decision-making Support to local government and civil society organization Support to public awareness & resource mobilization capacities	<p>Output 5.1: Provision of capacity-building assistance to country and regional entities involved in food assistance and hunger reduction efforts</p> <p>Indicator 5.1.1: Actual counterpart staff at local, regional and national levels trained under WFP's technical assistance activities as a percentage of the planned number.</p> <p>Indicator 5.1.2: Number of areas of technical services and cooperation where capacity-building activities were provided.</p>	<p>Outcome 5.1: Increased capacity to identify food needs, develop strategies and carry-out food based programmes within targeted countries</p> <p>Indicator 5.1.1: To be determined.</p>

- a This is not an exhaustive list. Each WFP operation will use its discretion to select the activities that would best achieve the stated outputs and outcome(s).
- b The Strategic Objectives are objective statements of the intended outcomes of WFP's interventions. However, the outcome statements listed in this column are more suitable for a logical framework describing WFP's Results Chain as they more clearly specify: (i) the improved condition WFP aims to achieve; (ii) the target beneficiaries; and (iii) in certain cases, a specific context. **All outcomes** are contingent on complementary outputs achieved by WFP's partners, for example water, shelter, agricultural extension, medicine and teaching.
- c The Standardized Monitoring and Assessment of Relief and Transitions (SMART) Initiative is an inter-organizational global initiative to improve monitoring and assessment in humanitarian interventions.
- d Based on the pilot study, this indicator should be used as part of a composite set of indicators to create "household livelihood profiles" that can be tracked over time. The other indicators used to create the household livelihood profile include: (i) proportion of non-food expenditures relative to food expenditures; (ii) household composition; (iii) sources of income; and (iv) risk exposure and response.
- e Dietary diversity has been proposed by WFP technical units in Headquarters as a complementary indicator to support findings/results from Indicator 2.1.1. The utility of such an indicator is currently under review.
- f To date, no appropriate indicator has been identified to measure beneficiary household resilience to shocks. This issue is currently being explored by WFP technical units.
- g For the beneficiary category "pregnant and lactating women", this applies to the second and third trimesters of pregnancy in areas where worm infestations are endemic and where anaemia is prevalent, as recommended by WHO and in accordance with Enhanced Commitment to Women (ECW) 1.2.
- h "Improved quality of life" is proposed by WHO as an appropriate outcome for HIV/AIDS programmes. Weight gain will be used as a provisional indicator. A proper "well being" indicator to be determined with WHO and UNAIDS.



ANNEX II**WFP MANDATE AND MISSION STATEMENT****MANDATE**

The following are excerpts from WFP's General Regulations.

ARTICLE II: THE PURPOSES AND FUNCTIONS OF WFP

The purposes of WFP are:

- a) to use food aid to support economic and social development;
- b) to meet refugee and other emergency and protracted relief food needs;
- c) to promote world food security in accordance with the recommendations of the United Nations and FAO.

In order to achieve the foregoing purposes, WFP shall, on request, implement food aid programmes, projects and activities:

- a) to aid in economic and social development, concentrating its efforts and resources on the neediest people and countries;
- b) to assist in the continuum from emergency relief to development by giving priority to supporting disaster prevention, preparedness and mitigation and post-disaster rehabilitation activities;
- c) to assist in meeting refugee and other emergency and protracted relief food needs, using this assistance to the extent possible to serve both relief and development purposes;
- d) to provide services to bilateral donors, United Nations agencies and NGOs for operations which are consistent with the purposes of WFP and which complement WFP's operations.

ARTICLE X: REQUESTS FOR ASSISTANCE

Governments desiring assistance from WFP may request:

- a) food aid programmes and projects to support economic and social development;
- b) food assistance to meet emergency needs;
- c) food assistance to meet protracted relief needs;
- d) technical assistance to help establish or improve their own food assistance programmes.

Bilateral donors, United Nations agencies and NGOs may request WFP services for operations which are consistent with the purposes of WFP and which complement WFP's operations.

Requests for assistance to country programmes or development projects shall indicate that they have a clear relationship with the recipient country's development plans and priorities and include, as appropriate, a significant input of the recipient government's resources. WFP



should also be assured that all efforts will be made, as feasible and appropriate, to have the objectives of the programmes and projects pursued once the operations of WFP have been phased out.

Requests for assistance or services shall be presented in the form indicated by the Executive Director and in accordance with general rules made pursuant to these General Regulations.

In examining such requests and in formulating proposals thereon the Executive Director shall consult closely with the United Nations, FAO and other relevant agencies.

Decisions on requests shall be made in accordance with the powers and functions of the Board, including any delegation of authority made by the Board to the Executive Director. Decisions on requests for assistance to meet emergency needs which exceed the level of authority delegated to the Executive Director shall be made jointly by the Executive Director and the Director-General.



MISSION STATEMENT

WFP is the food aid arm of the United Nations system. Food aid is one of the many instruments that can help to promote food security, which is defined as access of all people at all times to the food needed for an active and healthy life.²⁹ The policies governing the use of World Food Programme food aid must be oriented towards the objective of eradicating hunger and poverty. The ultimate objective of food aid should be the elimination of the need for food aid.

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

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

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

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

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

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

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

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

²⁹ FAO/WHO (1992) International Conference on Nutrition



transport and logistics expertise and assistance to ensure rapid and efficient delivery of humanitarian aid.

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

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

WFP will concentrate its efforts and resources on the neediest people³⁰ and countries in accordance with the CFA's decision to provide at least 90 percent of WFP's development assistance to low-income, food-deficit countries and at least 50 percent of its development assistance to the least developed countries by 1997.

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

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

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

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

³⁰ Normally, poor and hungry people are those who earn less than the equivalent of one dollar a day, or who allocate the majority of their household budget to food.



ANNEX III**MILLENNIUM DEVELOPMENT GOALS AND TARGETS****Goal 1: Eradicate extreme poverty and hunger**

- **Target 1:** Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day
- **Target 2:** Halve, between 1990 and 2015, the proportion of people who suffer from hunger

Goal 2: Achieve universal primary education

- **Target 3:** Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

Goal 3: Promote gender equality and empower women

- **Target 4:** Eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015

Goal 4: Reduce child mortality

- **Target 5:** Reduce by two thirds, between 1990 and 2015, the under-5 mortality rate

Goal 5: Improve maternal health

- **Target 6:** Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio

Goal 6: Combat HIV/AIDS, malaria and other diseases

- **Target 7:** Have halted by 2015, and begun to reverse, the spread of HIV/AIDS
- **Target 8:** Have halted by 2015, and begun to reverse, the incidence of malaria and other major diseases

Goal 7: Ensure environmental sustainability

- **Target 9:** Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources
- **Target 10:** Halve, by 2015, the proportion of people without sustainable access to safe drinking water
- **Target 11:** By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers

Goal 8: Develop a Global Partnership for Development

- **Target 12:** Develop further an open, rule-based, predictable, non-discriminatory trading and financial system that includes a commitment to good governance, development, and poverty reduction – both nationally and internationally



- **Target 13:** Address the special needs of the least developed countries
Includes: tariff- and quota-free access for LDC exports; enhanced programme of debt relief for HIPC and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction
- **Target 14:** Address the special needs of landlocked countries and small island developing states (through Barbados Programme and 22nd General Assembly provisions)
- **Target 15:** Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term
- **Target 16:** In cooperation with developing countries, develop and implement strategies for decent and productive work for youth
- **Target 17:** In cooperation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries
- **Target 18:** In cooperation with the private sector, make available the benefits of new technologies, especially information and communications



ACRONYMS USED IN THE DOCUMENT

ACC	Administrative Committee on Coordination
ADB	Asian Development Bank
AIDS	acquired immune deficiency syndrome
DEV	development project
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FITTEST	Fast Information Technology and Telecommunications Emergency Support Team
HIV	human immuno-deficiency virus
IFAD	International Fund for Agricultural Development
OCHA	Office for the Coordination of Humanitarian Affairs
PRRO	protracted relief and recovery operation
SCN	Sub-Committee on Nutrition
TNT	Thomas Nationwide Transport
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
WHO	World Health Organization
WINGS	WFP Information Network and Global System
WTO	World Trade Organization

