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Programme
Alimentaire
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World
Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
Annual Session**

Rome, 27 - 29 May 1997

RESOURCES AND FINANCIAL MATTERS

Agenda item 4 a)

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Distribution: GENERAL
WFP/EB.A/97/4-A
17 April 1997
ORIGINAL: ENGLISH

STRATEGIC AND FINANCIAL PLAN, 1998-2001

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to the Executive Board.

The Strategic and Financial Plan 1998-2001 has been prepared under the primary responsibility of the Strategy and Policy Division, in close collaboration with the Finance and Information Systems Division. Senior managers at headquarters and in regional and country offices participated in the process, in particular through a meeting held in Nairobi, Kenya in March 1997. Following the meeting, a task force was set up to help finalize the document. The task force included the WFP Country Directors of Angola, Bangladesh and Mozambique. This was to ensure that the strategies expressed in this document, as well as their implementation, reflect the priorities and realities of those who manage WFP operations in the field.

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 member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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Introduction

The Strategic and Financial Plan for 1998-2001 is presented to the Executive Board of the World Food Programme (WFP) in accordance with WFP Financial Regulation 6.2. The document has been forwarded to the United Nations Advisory Committee on Administrative and Budgetary Questions (ACABQ) and the FAO Finance Committee for their review and comments. Any such comments will be submitted to the Executive Board as an addendum to this document.

The present document reflects the directives given by the former governing body, the Committee on Food Aid Policies and Programmes (CFA), at its Thirty-ninth session:

- a) the preparation of a four-year Strategic and Financial Plan every two years on a rolling basis;
- b) the adoption of the principle of a flexible Programme Support and Administrative (PSA) Budget based on the level of activities;
- c) the inclusion in future plans of factors critical to success and indicators to allow assessment of progress;
- d) these plans should include greater coverage of risks, problems and constraints;
- e) all aspects of the Strategic and Financial Plan should meet the criterion of cost-effectiveness; and
- f) the Strategic and Financial Plan should make clear the linkages of priorities to strategy, to budgets, to activities and to staffing in the Organization.





I. Strategic Plan

THE GLOBAL SETTING

1. The 1996 World Food Summit unanimously reaffirmed the unacceptability of over 800 million people throughout the world being hungry. The Rome Declaration on World Food Security and the associated Plan of Action commit the international community to reducing by half the number of hungry people by the year 2015. Therefore, for many years to come there will be a crucial need to address the problem of hunger faced on a day-to-day basis by millions of poor people, particularly those living in low-income, food-deficit countries.
2. The Executive Board of WFP affirmed that the role women play in food security, food purchases in developing countries, and advocacy on behalf of the hungry poor were key issues requiring a continuing special focus by WFP. It also highlighted the importance of a stronger coordination within the United Nations system.
3. The level of official development assistance (ODA) to developing countries has declined in real terms over the recent years. Global food aid declined from a peak of around 17 million tons in 1993 to about half this amount in 1996. The minimum contribution under the Food Aid Convention, of which all major food aid donors are signatories, was reduced from 7.5 million tons to 5.3 million tons in 1996. Implementation of the Uruguay Round Agreement makes projecting the global trend in food aid more difficult. The Agreement calls for the setting up of mechanisms to respond to the potential negative effects of trade liberalization on net-food-importing developing countries during the transition period. However, these mechanisms were not in place at the time of the preparation of this Strategic and Financial Plan.
4. The World Food Programme is targeting food aid to the hungry poor. In 1996, WFP reached about 45.3 million people consisting of the chronically hungry (20.7 million), and victims of man-made and natural disasters (24.6 million). The volume of food aid channelled through WFP over recent years has declined, but has done so much less sharply than that of global food aid. Donors have responded generously to the food aid requirements for major humanitarian relief operations. At the same time, multilateral resources for development have shown a marked and steady decline.



REVIEWING THE PREVIOUS STRATEGIC PLAN

5. WFP is casting its planning over a four-year horizon on a rolling cycle every two years. The previous Strategic and Financial Plan, covering the period 1996-99, contained five major strategic priorities which have been strongly supported by the governing body. WFP is making measurable progress in the key areas set out in the Plan. These include:
 - implementing the phasing-out plan to refocus limited resources;
 - preparing Country Strategy Outlines and Country Programmes to integrate WFP assistance into the national programmes of recipient countries;
 - better targeting of beneficiaries in new projects;
 - incorporating gender initiatives into project design and staffing;
 - enhancing operational effectiveness and efficiency;
 - upgrading of financial management and information systems;
 - broadening the delegation of authority;
 - implementing a Performance Management System;
 - initiating a permanent strategic planning process.

6. While progress has been made, WFP needs to intensify its efforts in a number of areas in order to meet the standards it has set for itself. In particular, as WFP has adopted an explicit people-centred approach to programming food aid, it has become evident that:
 - a more concerted effort is needed to understand who the poor are, where they live, how they cope from day to day, what keeps them poor, and what combination of macro-reform and targeted interventions is required to overcome their poverty;
 - WFP must improve in assessing the impact of its interventions on the lives of beneficiaries;
 - WFP assistance must give even more prominence to disaster preparedness and mitigation, and needs to comprise national and local capacity-building dimensions from the outset; and
 - a more integrated effort is needed in advocacy: to persuade national authorities to adopt measures that will directly benefit the hungry poor; to diversify the range of partners and convince them to work with WFP in the poorer, more remote regions, where most of the hungry poor live; and to engage in public debate about the issues of hunger and poverty, and the practical measures that can be taken to do something about them.

7. To be able to do what is needed in these areas, WFP is taking steps to do less elsewhere. It is operating in fewer countries, and plans to manage smaller Country Programmes through regional offices. This will enable WFP to concentrate its limited staffing capacity in higher-priority countries. It has narrowed the range of food-assisted development interventions; and it is sharpening the focus of its business, for example, by restricting the scope of monetization. Such measures will also make better use of scarce staff resources.

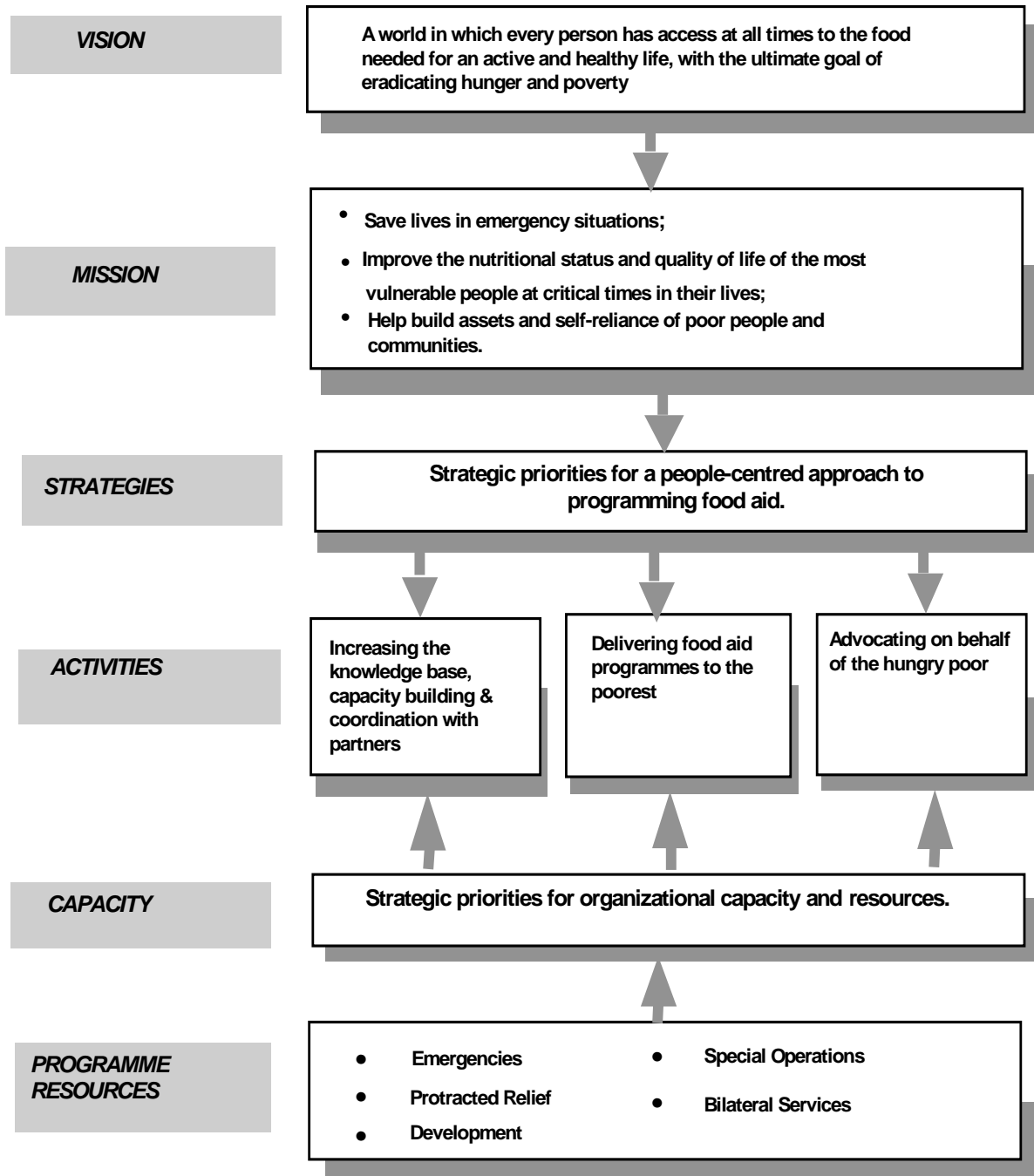


WFP is re-engineering the relationship between headquarters and the field to bring decision-making closer to the people it serves.

THE NEW STRATEGIC FRAMEWORK

8. In early March 1997, senior managers from Rome, and from regional and country offices met in Nairobi, Kenya to discuss the challenges, constraints and aspirations of WFP in planning for the 1998-2001 period. The strategic principles and priorities, organizational capacity and resource forecasts reflected in this document are the results of those discussions.
9. This Strategic Plan retains the five major strategic priorities of the previous Plan, as they remain valid and crucial to WFP. They are presented in a way which aims at showing more transparently the intrinsic links between WFP's Mission Statement, strategic priorities and resulting activities. The new strategic framework of WFP is presented in the following diagram:





10. The strategic priorities are presented under two distinct categories: 1) strategic priorities for *a people-centred approach to programming food aid* and 2) strategic priorities for *organizational capacity and resources*. The first category represents the key operational strategies for WFP to achieve its Mission Statement. The second category reflects the strategies WFP will pursue to ensure that it has the capacity and resources to undertake the required *activities* in an effective and cost-efficient manner. The Financial Plan outlines in detail the *programme resources* needed to finance WFP's core programmes and activities, and its capacity to deliver.



STRATEGIC PRIORITIES FOR A PEOPLE-CENTRED APPROACH TO PROGRAMMING FOOD AID

Priority 1: Strengthen WFP's knowledge base

Priority 2: Sharpen WFP's focus on countries with the greatest need for food aid

Priority 3: Increase the targeting of resources to women and children

Priority 4: Promote national institution building and local capacity-building through broad-based participation

Priority 5: Adopt operational policies, practices and programmes to deliver effective emergency, rehabilitation and development assistance

Priority 6: Move the issues of hunger and poverty to the centre of the international agenda

STRATEGIC PRIORITIES FOR ORGANIZATIONAL CAPACITY AND RESOURCES

Priority 1: Organizational Change

Priority 2: Building a new staff profile

Priority 3: Increased accountability

Priority 4: Better mobilization of resources

STRATEGIC PRIORITIES FOR A PEOPLE-CENTRED APPROACH TO PROGRAMMING FOOD AID

Priority 1: Strengthen WFP's knowledge base

11. Food security is defined as "access by all people at all times to the food needed for a healthy and active life." In order to direct its food aid effectively to the poorest, WFP needs to understand the underlying causes and patterns of food insecurity in any given locality, country or region. To determine the best mode of food aid action, WFP needs to have a thorough understanding of local food production, constraints, commercial imports, market conditions, actors and mechanisms.
12. WFP country offices will engage more actively with other United Nations agencies, multilateral financing institutions, regional development banks and NGOs to deepen WFP's understanding of the country-specific circumstances, and to open up the opportunity for increased partnerships. WFP will involve local research institutions and authorities in analytical and assessment work. As a result, WFP will be better placed to play a stronger



advisory role to the government and to other food-aid handling agencies, including bilateral donors, on how best to proceed with food aid actions in a country.

13. Better targeting through vulnerability analysis. Country offices will be supported to help them undertake vulnerability analysis. The results of these analyses will form a major analytical component of WFP's Country Programme development and humanitarian operations. WFP's increased effort in this direction will contribute to:

- better targeting its limited resources to well defined food-insecure populations and locations;
- more informed intervention options based on a better understanding of the determinants of vulnerability;
- better defined prevention and preparedness strategies for communities and areas at risk of man-made and natural disasters;
- better monitoring the impact of food aid on people's lives through the increased knowledge of targeted beneficiary communities; and
- supporting a major component of the World Food Summit Plan of Action.

14. The Vulnerability Analysis and Mapping (VAM) facility of WFP, with its close links to other related facilities (FAO-GIEWS, USAID-FEWS, WHO, UNICEF, UNHCR and NGOs such as Save the Children Fund (SCF) and CARE), will assist country offices in undertaking vulnerability analysis. VAM units are already established in eight WFP country offices. In 1997 and 1998, an additional eight VAM units will be in operation in strategically located regional offices and major country offices. This approach will enable WFP to provide essential support in a systematic way to some 29 neighbouring countries throughout the four-year planning period. WFP, in collaboration with its partners will support recipient governments' work in vulnerability analysis aimed at helping to build national capacity and ensure sustainability.

Priority 2: Sharpen WFP's focus on countries with the greatest need for food aid

15. Focusing on least developed countries (LDCs). The Mission Statement requires WFP to concentrate its efforts and resources on the neediest people and countries. The governing body decided that at least 90 percent of WFP's development assistance should be provided to low-income, food-deficit countries (LIFDCs) and at least 50 percent of its development assistance to LDCs. The proportion of WFP's development expenditures in LDCs over the past four years is as follows:

DEVELOPMENT EXPENDITURES IN LDCS				
	1993	1994	1995	1996 ¹
	<i>(in dollars)²</i>			
DEV. TOTAL	398 391	311 474	340 843	278 817
DEV. LDCs	145 748	121 592	144 688	117 997
LDCs in %	36.6	39.0	42.5	42.3

¹ 1996 figures are based on provisional statement of second closure of accounts.

² All monetary values are expressed in United States dollars.



16. WFP will place high priority to programming more in LDCs. It will also strive to improve operational performance in such countries. There are marked differences in the ability of LDCs to make the best use of food aid. Typically, these countries face a range of practical problems, including limited financial capacity, weak public administration and poor physical infrastructure. Another problem is represented by large segments of the population, particularly in remote rural areas, being cut off from government programmes and services. In the same countries, WFP often has to deal with complex logistical arrangements, lack of partnership opportunities, and in certain cases relative weaknesses in its own country office staff profile. WFP will tackle these constraints in the following ways:
17. *Providing stronger support to implementation capacity-building.* WFP will pay more attention to the commitments required from national authorities in managing food-assisted programmes. Implementation and monitoring capacity will be carefully examined and WFP will consider support to fill in essential gaps. WFP will collaborate with other sectoral agencies in providing institutional support so as to maximize the impact of the programmes it supports, and to ensure sustainability in upgrading counterpart capacities. WFP's own advisory role will have to be strengthened and more training opportunities will be provided to counterpart staff. While there will be cost implications for WFP to provide enhanced support, these will be covered by carefully justified direct support costs which would be invested in the operations and the national implementation structures, not the administrative overhead of WFP. Details are given in the section on National institution-building and local capacity-building, paragraphs 36 and 37.
18. *Adopting realistic project designs.* WFP will concentrate on realistic, reliable and replicable intervention modalities. Project objectives should be simple and measurable. WFP will need to identify and secure non-food item requirements and other support costs directly linked to project implementation. The recurrent cost implications of food-assisted development activities will also be examined more closely. National authorities normally meet recurrent costs. However, depending on the country-specific circumstances, WFP may include in a project a component on repairs and maintenance and, in some cases, may propose specific repair and maintenance projects on a time-bound basis.
19. *Diversifying partners.* WFP traditionally works with governments. Nevertheless, it will continue to pursue actively partnerships with United Nations agencies, financial institutions, bilateral programmes, and NGOs and community-level groups. In particular, WFP will intensify its effort to involve beneficiaries in the selection, design and implementation of projects at the community level, in order to achieve improved ownership and impact. The aim is to accommodate small-scale activities well targeted at the local level and which address the expressed needs of the community. These activities would be managed through locally established partnership agreements which would ensure the effective use of WFP resources in an accountable manner. This will involve a more intensive staff presence in the field.
20. *Strengthening staffing in LDCs.* If WFP is to do more and better in LDCs, it needs to ensure that the necessary staffing structure, skills profile and support facilities are provided. This has not always been the case. WFP is realigning its staffing structures and budgets to meet this reality. WFP will select staff with stronger experience in programme planning, project design and national capacity-building. It will also provide short-term support, drawing wherever possible on national institutions. Thus bolstered, country offices will be able to make best use of increased delegation of authority, and provide support to counterparts as and when needed to respond to changing circumstances.



21. **WFP assistance to non-LDC countries.** When providing development assistance to countries other than LDCs, WFP will carefully consider the comparative advantage of food aid, transparency of targeting, and the priority attributed by the recipient government to WFP-assisted activities. WFP will also strengthen its advisory role in these countries to assist governments to progressively assume greater responsibility both in managing food assistance programmes and phasing in food assistance from national resources. WFP will build in the necessary arrangements to transfer skills in the identification, design, planning, monitoring and evaluation of food assistance and emergency preparedness programmes.
22. *Cost-sharing.* WFP proposes to embark upon an explicit and systematic approach to cost-sharing with recipient governments. At present, all WFP-supported development activities have important components financed by government contributions. The intention is to formalize these arrangements based on the principle of increased cost-sharing, in line with the recipient government's capacity to pay. This would result not only in extending the reach of WFP-assisted activities, but would also increase the likelihood of achieving long-term sustainability for such activities. These arrangements would require careful gauging of the host country's cost-sharing capacity and the level of priority the government attaches to activities supported by WFP. There is no single template, but some examples might illustrate the approach. Countries with substantial food stocks but a large section of the population who lack the purchasing power to access them, might also contribute food in-kind. Those countries with a strong international sea transport capacity might pay the ocean freight of WFP shipments to their countries. Over the planning period, WFP plans to enter into negotiations with a number of countries to gradually phase in these cost-sharing arrangements.
23. *Phasing-out strategy.* As part of its major drive to prioritize assistance to the neediest countries, in 1996 WFP has phased out operational activities in 15 countries. As at the beginning of 1997, WFP operates in 84 countries. Of these, 23 currently have only emergency or protracted relief activities, and approximately 10 could move into a development phase at a later stage. During 1997 and 1998, a further seven WFP country offices with only development activities are expected to be closed down, reducing the number of countries with a WFP operational presence to 77. There is, of course, always the possibility of WFP having to commence humanitarian operations in a country where it may not previously have worked or where it may have phased out of development activities.

**CURRENT STATUS OF WFP COUNTRY OFFICES
BY REGION AND PROGRAMME ACTIVITIES**

<i>Category</i>	<i>Region</i>				<i>Total</i>
	<i>Africa</i>	<i>Asia</i>	<i>Mediterranean, Mid. East & CIS</i>	<i>Latin America & Caribbean</i>	
Development only	5	4	7	12	28
Development and Relief	25	3	2	3	33
Relief only	6	4	13	0	23
Subtotal	36	11	22	15	84
Procurement Office*	1	1	1	0	3

* Where WFP has an office providing procurement services to neighbouring countries but has no operational activities.



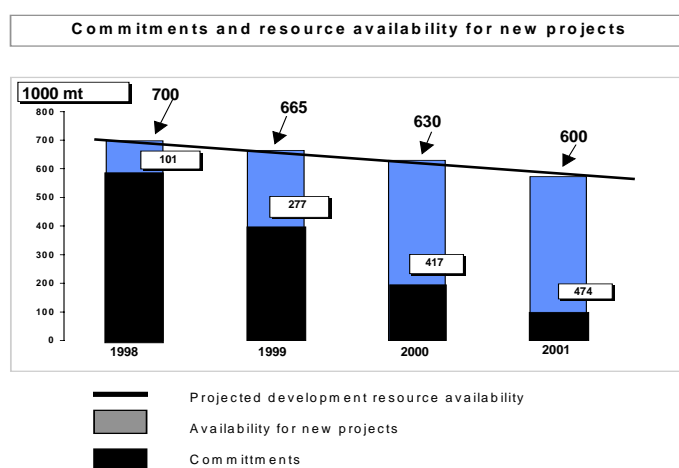
24. In countries where WFP is scheduled to phase out its food assistance, WFP will include an explicit exit strategy in its programme/project design to ensure a smooth transfer of responsibilities. In many of these countries, substantial domestic funding of national food assistance programmes will continue. WFP will help by promoting the sharing among countries of practical experiences and food assistance expertise. Measures could include seminars and training workshops, and the establishment of a catalogue of institutions with proven expertise in food assistance. WFP could provide advisory services in various aspects of the programming cycle of national food assistance programmes or arrange for such expertise where appropriate and on request.
25. **Resource levels for Country Programmes.** WFP will need to change its approach to setting the resource levels for Country Programmes and how it goes about resourcing them. The model under the new resource and long-term financing policies¹ is a matrix cross-classifying the different programme categories (development, protracted relief, emergency and special operations) and the funding windows (multilateral, directed multilateral and bilateral). When preparing a Country Programme, WFP can allocate resources contributed through the multilateral window for development, in accordance with the guidance provided by the governing body. Directed multilateral funds are allocated at the discretion of a donor in accordance with that donor's own priorities. WFP can influence these decisions in a number of ways: the countries in which WFP chooses to work; the quality of the activities in the Country Programme; and the extent to which such activities meet the special policy emphasis of individual donors.
26. In constructing a Country Programme, the starting point must be the level of resources likely to be available through the multilateral window for development. This would be the core Country Programme. This level would be adjusted upwards in the light of reasonable expectations for support under the directed multilateral window. This would be the supplementary Country Programme. An additional margin could be provided to enable WFP to take advantage of additional opportunities that may arise over the time frame of the Country Programme, and could also form part of the supplementary programme. Emergency, protracted relief and/or special operations would form part of a Country Programme when these activities are ongoing or in prospect, with the resource levels for the components based on the estimated needs of the specific operations.
27. Against this background, WFP is sharpening the methodology for allocating between countries the resources available through the multilateral window for development. Moreover, WFP is preparing new guidelines for the preparation of Country Programmes which aim at ensuring that staff take full account of the financiability of those programmes as they prepare them. This will further foster the institutional culture of thinking about partnerships and working with others from the earliest stages of programme development. From a resource mobilization perspective, the Country Programme (and the activities within it) is the product which WFP must market.
28. *Managing past commitments and the future pipeline.* At a time of declining resources, setting future levels of commitment to various development activities is a complex task. The WFP must manage the relationships between the outstanding balance of commitments on the development project portfolio, the pipeline of future Country Programmes and

¹ The new resource and long-term financing policies have been adopted on a trial basis and will be reviewed during the second half of 1997.



activities, and the allocation of available resources in a manner consistent with WFP focusing on the neediest countries.

29. WFP is approaching this task by rigorously managing down the outstanding balance of commitments. All outstanding commitments on ongoing development activities prior to 1 January 1995 have been de-earmarked and, as in past years, poorly performing projects have been curtailed. Only through these measures, along with the normal termination of projects, is WFP able to ensure that the development portfolio reaches the delicate balance mentioned above.



* Note: the receding resource line represents the current estimated availability of development resources over the planning period. Details are provided in the Financial Plan.

Priority 3: Increase the targeting of resources to women and children

30. Hunger and poverty affect women disproportionately in both conflict situations and more peaceful circumstances. At the Fourth World Conference on Women in Beijing, China, WFP made a commitment that, in countries where indicators show serious disadvantages for women compared to men in their share of economic and social development, WFP will use at least 60 percent of available food aid to those countries to benefit women and girls. During the period 1998-2001, WFP will work to bring about joint actions with governments and partner agencies to implement programmes addressing gender inequalities and to improve the design and operational performance of interventions targeted to women and children.
31. **Improving interventions to meet the critical needs of women and children.** Food aid provided at crucial times of an individual's life is a pre-investment in future health and productivity. The nutritional welfare of mothers and infants is vital. If the nutritional intake is inadequate, the ensuing damage is lasting and the consequences are vast. Society as a whole suffers losses when children cannot learn, when poor health restricts energy and productivity, when hungry women give birth to a new generation that is malnourished. Hunger is integrally linked to other conditions which restrict human potential -- poor sanitation and hygiene, illiteracy, lack of education facilities, and a lack of access to health care. Food assistance programmes for the vulnerable as well as school feeding and other support to the development of human resources will remain key areas for WFP interventions to help people take the first important steps out of food insecurity. They



represent a direct investment in the future health, education and productivity of people, and women in particular, to end the "inheritance of hunger".

32. *Mother-child health care (MCH) programmes.* WFP assistance to MCH programmes can provide crucial nutritional inputs at critical times. For many years such assistance has contributed to the dramatically increased rate of women from poor communities attending MCH facilities. However, WFP is also aware that MCH interventions have not always shown permanent results in preventing the recurrence of chronic malnutrition. Persistent problems include the continued inadequate intake of calories, protein and micronutrients, unhealthy and unsanitary conditions, and the lack of educational and health services to complement the nutritional impact of food aid. WFP is committed to improving its performance in MCH interventions. To this end, WFP is reinforcing its policy approach; integrating the lessons learned from its long experience in different countries; and preparing strategies to secure other essential and complementary inputs. A major policy seminar bringing together the Members of the Executive Board and leading thinkers and practitioners in this area, will be held in May 1997, and comprehensive operational guidelines will be prepared in 1998.
33. *School feeding and education.* WFP is committed to investing 50 percent of the food aid earmarked for the education sector in a given country for the benefit of women and girls. WFP's continued assistance in school feeding will place as a precondition that governments address any enrolment gap between boys and girls. Where there is a clear disadvantage in school facilities for girls, WFP assistance must be directed towards improving the learning environment for girls. WFP will also increase its support to initiatives in non-formal education for women undertaken by other agencies and NGOs. Projects would include those to promote functional literacy and numeracy, primary health care, diversification of skills, small credit opportunities, and organization and leadership capacity.
34. **Targeting women as the key actors in household food security.** Providing food to women places food in the hands of those who use it for the benefit of the entire household, especially children. Food aid can also contribute to the role of women in safeguarding the interests of a community in times of crisis. Reducing gender disparities by enhancing the human and physical resources commanded by women leads to increased household agricultural productivity, greater income, and better food and nutrition security for all. Therefore, WFP will incorporate gender-sensitive analysis into the design of all its interventions and generate gender-disaggregated data for planning and monitoring purposes. Such an analysis would identify an appropriate strategy of investment, and an implementation approach to reduce disadvantages and increase the opportunities of women to play their important role in contributing to food security of the household or of the community at large.
35. WFP will actively pursue the empowerment of women, so that they may play a substantive role in the management of food aid, including project identification, targeting, monitoring and food distribution. In at least 80 percent of operations handled and subcontracted by WFP relief food distribution will be targeted to the household level, ensuring that women control the family entitlement. WFP will also address micronutrient deficiencies in vulnerable groups, and consider local eating and cooking habits in all operations. In food-for-work programmes, WFP will aim at utilizing a quarter of its project resources for building assets which would directly benefit women in their daily life. WFP is further committed to increasing the number of female staff and female food monitors to ensure that the needs of women are heeded, and reflected in the planning process and in the implementation of WFP activities.



Priority 4: Promote national institution-building, and local capacity-building through broad based participation

36. **National capacity-building.** Building national capacities is a cornerstone for sustainable development. The Mission Statement calls for WFP to "provide services: advice, good offices, logistic support and information; and support to countries in establishing and managing their own food assistance programmes." WFP-supported development activities are nearly always executed by the recipient government. In complex humanitarian emergency situations, WFP may be forced to operate more directly or with partner international organizations. There is, however, still scope for involving national governments, NGOs, civil institutions and the private sector.
37. WFP will increase its support to various national structures to effectively plan, implement, monitor and evaluate development projects and relief operations using food assistance. This would be particularly important in LDCs where WFP plans to increase and improve development activities. WFP will also assist in areas such as disaster preparedness, emergency management, logistics intervention strategies, vulnerability analysis and mapping, and coordination of international food relief efforts. Such support will be simultaneously extended to partner national NGOs and other institutions with a view to developing an integrated national capacity to manage food aid programmes on a sustainable basis. WFP will assist in conducting on-the-job training, national and regional seminars, non-food item and technical support in certain areas such as logistics. Where considered more effective, WFP will place project contract advisors directly in counterpart offices to conduct on-the-job training. WFP will plan and incorporate effective use of direct support costs and landside transport, storage and handling (LTSH) disbursement modalities to reinforce accountability and national execution capacity at various levels.
38. **Local capacity-building through broad-based participation.** A study conducted under the United Nations Interagency Standing Committee (IASC) as part of a comprehensive review of the United Nations system for humanitarian assistance called for by the United Nations Economic and Social Council (ECOSOC) reported that United Nations humanitarian assistance must base its interventions on strengthening local capacities and the coping mechanisms upon which communities can draw to avert, mitigate or recover from disaster. The three cardinal principles laid out are:
- recovery must be built on the efforts and actions of the people and communities concerned;
 - the process of recovery must begin during an emergency; and
 - responses to the immediate needs must also lay the foundations for recovery.
39. WFP will adopt these principles in its relief, rehabilitation and disaster preparedness and mitigation programmes. The design and execution of WFP operations will increasingly aim at local capacity-building through broad-based participation of communities. This would mean that WFP would carefully consider the traditional coping mechanisms and available assets; support emerging community-level relief/development committees and women's organizations; promote income sources for both men and women; and pay due attention to evolving market situations and the potential commercial effect of food aid.
40. In emergency situations, WFP will first do what is necessary to save lives. It will also exercise careful judgment, planning and advocacy on the timing of phasing out relief food distribution and phasing in food aid modalities which are more conducive to self-reliance. WFP will consider a wide range of intervention and partnership possibilities with other



United Nations agencies, NGOs and community groups working at the grass-roots level. In many cases, WFP meets the transport and logistic costs of NGO partners in delivering relief food. Similar arrangements may become necessary if full advantage is to be taken of the opportunities to build local capacity. WFP resources used in this way would be consistent with WFP policy and practices, and would be exercised through a framework of partnership agreements established locally.

41. WFP's targeted food-for-work interventions, for example, provide clear benefits in that they address the urgent food security needs of the poor while creating basic assets, especially in a post-crisis environment. WFP must, however, remain attentive to the eventual recovery of local food production and markets. If the situation allows, WFP will purchase commodities locally or regionally. Particularly in situations characterized by a transition from emergency to development, WFP will consider the gradual phasing in of a cash wage component if this were to meet better the needs of the beneficiaries, and local markets were able to provide the food. This would further stimulate local food production and the economy as a whole. In such cases, WFP will actively seek partner agencies which could provide the necessary assistance in cash. WFP will also seek contributions from donors to gradually phase in a partial cash wage component to support the local capacity-building and rehabilitation efforts. Partial monetization of food aid would be another possibility.
42. *Working with the private sector.* WFP is well positioned to help revive the local economy. Through its operations, WFP often engages local traders in commodity purchases, and local transporters to deliver the food to beneficiaries. The amounts involved are often substantial. In Special Operations, WFP is directly involved in rehabilitating port facilities, roads, bridges, railways and airports. While these activities are initially undertaken to facilitate the delivery of essential food, they also have an important impact on the rehabilitation of the local economy, through their links to market access and trade. WFP, particularly through its regional offices, will intensify its efforts to design and manage its food-assisted operations in a way which supports the recovery of local markets. For example, in the area of food purchases, WFP needs to be in a position to switch between local, regional and international purchases in a way which balances considerations of cost, timeliness of delivery and impact on markets.

Priority 5: Adopt operational policies, practices and programmes to deliver effective emergency, rehabilitation and development assistance

43. **Enhancing WFP's emergency preparedness and response.** With seven out of every 10 dollars currently being spent on emergency and protracted relief operations, emergency preparedness and response will remain a critical element of WFP's mission into the next century.
44. *Contingency planning.* The ability to anticipate and plan for impending crises is essential to the effective relief of human suffering and to the use of scarce resources. WFP attaches high priority to pursuing a programme designed to improve its contingency planning capability, particularly in the areas of risk analysis, interagency cooperation and information technology. The scope of existing vulnerability analysis and mapping (VAM) initiatives will be expanded to incorporate a wider range of risk factors. WFP uses modern information technology to increase the accuracy and timeliness of information available to planners and decision-makers in the field. It will continue to expand this capability, and will seek actively inter-agency participation and support.



45. *Rapid response.* Early warning systems and contingency planning are of limited use unless accompanied by rapid response. WFP will reinforce its capacity to respond to emergencies at a short notice and in a cost-effective manner with food, personnel and equipment inputs. A strengthened capacity to respond when a crisis erupts means further development of in-house and external facilities that can be mobilized immediately. The existing preparedness facilities of WFP, such as the Rapid Response Team (RRT) and the Augmented Logistics Intervention Team for Emergencies (ALITE) are continuously reviewed and enhanced. The establishment of regional offices adds another dimension to WFP's capability to respond rapidly.
46. *Strengthening distribution modalities.* Food reaching the hands of those who need it in humanitarian crises is the over-arching objective. To improve targeting and accountability in the provision of humanitarian assistance, WFP will assume a more direct role in the final distribution of commodities. WFP will reinforce its capacity to target and register beneficiaries, and to distribute and monitor food in emergency situations. While the final distribution of commodities is often carried out by collaborating partners, WFP must be in a position to ensure that the distribution procedures are consistent with WFP policies and that the chain of accountability remains unbroken. These principles are embodied in the recently signed revised WFP/UNHCR Memorandum of Understanding (MOU). Under the new arrangement, the distribution modalities and the responsibilities of the implementing partner will be subject to a tripartite agreement between UNHCR, WFP and the implementing partner.
47. *Working with others in emergencies.* The United Nations system has come a long way in responding to humanitarian crises in a coordinated and mutually supportive manner. But more needs to be done. WFP is participating fully in the follow-up to ECOSOC resolution 1995/56 on strengthening the capacity of the United Nations system to respond to humanitarian crises. The measures that WFP has introduced or is planning to introduce are fully consistent with the intent of this resolution.
48. **Post-crisis rehabilitation.** WFP continues to play a major role in assisting the repatriation of refugees, the reintegration of returnees and internally displaced persons and the demobilization of insurgents or military forces. These operations are commonly initiated under conditions characterized by weak national infrastructure, continuing insecurity, a high rate of unemployment and an absence of major inputs from development agencies. In such a context, the work incentive, income transfer and budgetary support provided by food aid will continue to be an effective resource.

RELIEF EXPENDITURES IN LDCS				
	1993	1994	1995	1996 ¹
	<i>(in dollars)</i>			
EMOP/PRO TOTAL	865 8.	873 50	613 923	715 398
EMOP/PRO LDCs	488 2	498 57	461 016	466 942
EMOP/PRO LDCs (%)	56.4	57.1	75.1	65.3

¹ 1996 figures are based on provisional statement of second closure of accounts.

49. In 1995, 75 percent of the resources for emergencies and protracted relief operations was used in LDCs. WFP believes that the preinvestment role of food aid in facilitating the transition from relief to development is one of its strongest comparative advantages. On-



the-ground presence in major emergencies places WFP in a unique position to mount timely and effective reconstruction and rehabilitation programmes, even under the most difficult conditions. In LDCs, these programmes should lead into well targeted, integrated development activities in close collaboration with the government, local communities and other development partners.

50. *Working along the continuum.* WFP is exploring ways of improving resource mechanisms for the transition from relief to development. Development-oriented activities started under emergencies or rehabilitation are identified and, in many cases managed, by the local communities. These should not be curtailed before they have achieved sustained results. Not only does this represent a development opportunity missed; it also slows down the pace of recovery and may increase the risk of relapse into insecurity. The key issue must be the necessity and utility of food aid in the context of each recipient country. The challenge is to find innovative ways of funding these activities which are consistent with the long-term resource and financing model and the realities of donor funding possibilities. This issue will be addressed when the new financing arrangements are reviewed in late 1997.

Improving dramatically the quality and performance of WFP development activities

51. *Country Strategy Notes (CSNs), Country Strategy Outlines (CSOs) and Country Programmes (CPs).* WFP must ensure that its activities are well integrated into the recipient country's national priorities and programmes. WFP places high priority in participating actively as part of the United Nations country team, under the leadership of the Resident Coordinator, to support governments in preparing Country Strategy Notes (CSNs). Full and active participation in this process not only strengthens the linkage between individual agency programmes and national programmes, but also provides a timely opportunity for WFP to link its programming cycle with that of other agencies, while ensuring that WFP activities are well understood and supported by sister agencies.
52. WFP's move to a Country Programme approach, over a multi-year period, facilitates the negotiation of complementary inputs from governments, sister United Nations agencies and other partners. This facilitates a more collaborative and integrated approach to the use of food aid. The flexible framework of the Country Programme approach further allows WFP to respond quickly to new challenges, including unforeseen local emergencies, and rehabilitation and disaster mitigation needs. By the year 2001, WFP expects to have 40 to 42 countries implementing activities within the Country Programme framework.

	CSOs Schedule of submission	Total CSOs	Cps Schedule of submission	Total CPs
1993	2	2		
1994	4	6		
1995	8	14		
1996	8	22	3	3
1997	11	33	6	9
1998	4	37	11	20
1999	8 - 10	45 - 47	4	24
2000	8 - 10	53 - 55	8 - 10	32 - 34
2001	8 - 10	61 - 63	8 - 10	40 - 42



53. *Establishing success/performance indicators for impact assessment.* WFP will increase its effort to assess and measure the effect of the food aid it provides on the lives of individuals, households and communities. This means going beyond the traditional measurement of input indicators (tonnage delivered and dollars spent) and ensuring that the food actually reaches the intended beneficiary groups. It extends to the development and use of indicators and modes of assessment to help WFP understand the extent to which the intended outcomes of each intervention have been achieved.
54. In studying longer-term impacts, especially with respect to overall nutritional improvements or economic success of population groups, assessments will require base-line studies as well as more complex methods to assess changes. It is difficult to isolate the effect of a single food aid intervention. The rapidly changing social, economic and political environments in emergency and post-emergency situations in which WFP increasingly operates render beneficiary impact assessment a difficult task. Reliable bench-mark data are not readily available and comprehensive surveys cannot be carried out.
55. WFP will aim to establish a series of realistic and measurable, *people-centred* success indicators for its activities. These indicators would normally be quantifiable during the implementation of the WFP-assisted project. They can be attendance and retention rate at schools, clinics and other institutions, or improved access to basic food through increased household income or more affordable market prices. In targeted community participation projects, the extent of women's participation may be a valid "social" success indicator on its own. WFP will intensify the use of assessment tools such as rapid appraisal through beneficiary contact monitoring or the household food economy model which provide relatively good indicative data in a short time.
56. WFP will intensify its effort to establish and measure these indicators and make impact assessments an integral part of its development and relief activities. Guidelines and training will be developed as a priority, and enhanced budgetary and advisory support will be provided to country offices.
57. *Concept of regional projects/programmes.* As WFP regional offices become fully functional, problem analysis on food aid needs at the regional level will become possible. This will allow the identification of sectoral projects and activities under Country Programmes which can have a regional focus, giving impetus to regional cooperation and stimulating efficient resource allocation, of commodities, and managerial and technical support. It may also allow, in some countries, the continuation of projects which might have been too small to be viable for WFP to continue operating if they had not been part of a regional project/programme. While the concept of a regional project/programme is still at an initial stage, WFP proposes to carefully investigate the feasibility of such an approach.

Priority 6: Move the issues of hunger and poverty to the centre of the international agenda

58. There are households with low and variable incomes, limited assets, few marketable skills, and few powerful advocates to act on their behalf -- the chronically poor. Numbering hundreds of millions, these people earn less than one dollar a day, of which roughly 70 percent tends to be spent on food consumption, and they subsist in abject poverty and constant hunger.
59. WFP is renewing its effort towards advocacy on behalf of the hungry poor. First and foremost, WFP, as the food aid arm of the United Nations, will actively pursue the Rome



Declaration on World Food Security and the World Food Summit Plan of Action. WFP will use the global stage to advocate for the 800 million hungry poor and for the fact that the problems of hunger and food insecurity are likely to persist, and even increase dramatically in some regions, unless urgent, determined and concerted action is taken. Immediate hunger must be addressed today while measures are introduced to overcome hunger tomorrow. As WFP explained at the World Summit for Social Development held in Copenhagen in 1995, where millions struggle with hunger on a daily basis, lasting social development is impossible. WFP will work towards the commitments made at the Fourth World Conference on Women in Beijing in 1995, recognizing the fundamental contribution of women to food security, and the need to ensure equality between men and women. And WFP, as a major player in humanitarian crises, will call for the peace and social stability that will enable countries to give adequate priority to food security and the eradication of poverty. The post-crisis rehabilitation work that WFP does is an investment for peace.

60. WFP will capitalize its position as the United Nations agency dealing with hunger and food aid. WFP's Executive Board is the international forum for inter-governmental consultation on food aid policies and programmes. Through its advocacy role at headquarters, regional, country and other offices, WFP should influence governments and other partners in working towards the ultimate WFP vision to eradicate hunger and poverty. It will work closely with national authorities to encourage programmes that will directly benefit the hungry poor. It can create a network of alliances with other agencies to enhance the effectiveness of programmes to combat hunger. WFP will engage in public debate about the issues of hunger and poverty, and discuss measures which can be taken jointly. In future, WFP plans to develop more informative tools for advocacy, including country office reports on hunger, food aid and food security; and workshops on specific issues.
61. WFP will also intensify its efforts to make itself known as the front-line agency tackling hunger and poverty, and will use advocacy to mobilize the resources it needs to enable it to carry out its mandate effectively.
62. WFP will adopt a two-pronged strategy for advocacy and resource mobilization. The first will involve a more pro-active media campaign using newspapers, magazines, radio, television and the Internet in order to get the World Food Programme more widely known. The second will consist of a public awareness campaign in major donor countries. This will centre on efforts to increase public knowledge of hunger issues, at the same time striving to have public opinion associate WFP with this issue.
63. From the standpoint of capturing public attention and getting WFP's message across, WFP will tactically emphasize its role in emergencies in the news media and with donor governments. These offer an opportunity to raise the organization's profile and to demonstrate its considerable strengths in mobilizing and delivering food aid. While focusing on emergencies, WFP will also exert every effort to profess the equally serious, if less dramatic, need for helping the "silent hungry" and of eradicating global hunger. WFP will also need to discuss openly its strength in directly targeting the poor; and the comparative advantage and constraints of food aid.
64. WFP will ensure that donors always have the latest information on global and operation-specific needs, shortfalls and successes. Headquarters will continue to play its key role in contacting donors, coordinating overall advocacy and resource mobilization activities, and providing guidance and information to the regional, country and other offices. These offices will intensify the direct flow of communication among them and with headquarters so that timely and critical information is available to decision-makers in donor countries.



65. The regional and country offices' advocacy will be directed at ensuring that they have a broad and up-to-date understanding of each country's food security situation and the role that food aid, from WFP or other sources, can play. On this basis, regional and country offices will act as advocates for the hungry poor. They will take a pro-active approach, at the country level, to advocacy and resource mobilization with donors. They will do this both directly, by establishing good relations with local donor representatives and ensuring an open flow of information with them, and indirectly, through the media.
66. WFP will need to strengthen advocacy in a cost-efficient manner. To enable staff to fulfill their responsibilities for advocacy, WFP will offer expanded training opportunities to enable staff to develop their communication skills. In addition, more intensive training in various aspects of media relations, public speaking, organization of public events and public awareness campaigns will be offered.

STRATEGIC PRIORITIES FOR ORGANIZATIONAL CAPACITY AND RESOURCES

Priority 1: The Organizational change initiative

67. WFP's business has changed. It is increasingly required to address complex humanitarian crises characterized by geopolitical problems, massive cross-border displacement of people, and collapse of institutional infrastructure. To use food aid in support of development projects, WFP has to focus on countries where needs are high but conditions for programme delivery are known to be difficult. WFP must meet these challenges of executing increasingly demanding operations. It must also improve further on effectiveness and cost efficiency to demonstrate that WFP is ahead in the overall process of the United Nations reform. WFP is therefore undergoing a major and fundamental organizational change. This initiative in many ways provides the streamlined, decentralized base necessary for WFP to achieve the strategic priorities contained in this Plan.
68. **Decentralization.** The Organizational Change Initiative, begun in 1996, will be fully in effect by the start of 1998. Nine out of 11 regional offices will have been created to place decision-making authority closer to beneficiaries and implementing partners. Increased delegations of authority will be given to Regional Managers and Country Directors, giving them greater responsibility for the results of their programmes and accountability for their work. Management skills will be strengthened to enable field staff to better exercise their expanded responsibilities. WFP headquarters staff will be downsized and restructured and staff re-engineering will be taking place so that headquarters personnel are better equipped to provide strong support to the field. These changes will result in a reduced role by staff at headquarters in operational decision-making and less direct involvement in field activities. Instead, they will focus more on the development of strategies and policies, setting of priorities and ensuring the quality of programmes. Operationally, the new decentralized structure will enable WFP to:
- make decisions quickly, confidently and competently, based on a thorough understanding of on-the-spot reality;
 - design and execute complex emergency responses with a coordinated regional approach;
 - reflect country-specific food security issues and constraints more precisely in programme design;



- provide strong managerial guidance as well as technical assistance closer to the field;
- manage resource requirements and the pipeline with a thorough understanding of the local situation;
- carry out regional and local purchases of commodities and non-food items required for all operations;
- expedite personnel actions required for emergency response; and
- synthesize and report accurately and systematically on all aspects of operations to headquarters and donors.

69. Communication. WFP's staff is required to deliver multi-faceted programmes in varying environments. No single WFP operation is the same as another. Among many other things, good communication is necessary to establish the shared sense of mission and purpose that keeps WFP at the cutting edge in the reduction of global hunger. Better communication is also crucial in a decentralized working environment. WFP will strive to bring about an enhanced communication culture in the following areas:

- Providing clear, accessible and current information on policies, authorities, procedures, and processes to help staff approach their day-to-day work with greater confidence;
- Promoting horizontal communication among units, divisions, field offices and individual colleagues;
- Accelerating data communication between headquarters and the field and promoting techniques and hardware appropriate to the free flow of information; and
- Updating manuals, guidelines and directives and providing them in a timely fashion to the field.

70. Streamlining of procedures. The Organizational Change Initiative further promoted the WFP drive towards efficiency through the work of the inter-divisional "Streamlining of Procedures" team. To ensure that this process becomes a permanent feature of the WFP culture, a Procedures Review Team has been established to assist in the effective streamlining of decentralized procedures, identify and review causes of inefficiency, and initiate corrective actions.

71. Strategic planning. Planning is essential to achieving Programme-wide coordination and harmonization of activities. It is especially important in a decentralized environment, where important decisions are taken at various levels of the organizational structure. The planning process is also crucial to providing the means by which the effectiveness of management can be assessed and lessons learned, both through the plan preparation process and the analysis of actual performance against plans. WFP will further enhance the process of strategic planning to:

- develop a clear linkage between WFP's corporate strategic priorities and divisional/unit/field office programmes of work;
- develop a clear linkage between divisional/unit/field office programmes of work and individual Management and Appraisal of Performance (MAP) ;
- establish and monitor indicators of achievements;



- support and monitor organizational change and decentralization efforts; and
- involve field office staff in the elaboration of strategies.

Priority 2: Building a new staff profile

72. In the eighties, the core of the WFP workforce was an international rotational career staff with a development orientation, i.e., the Unified Service. As the workforce expanded in the nineties to support a much larger, more emergency-based programme, the core staff did not grow. Instead, WFP has increasingly supplemented this staff and recruited additional staff with Fixed-Term Project contract holders, Junior Professional Officers (JPOs), United Nations Volunteers (UNVs), national officers, international consultants and other short-term recruits (local and international). The present workforce, with a relatively small permanent core and a temporary force which could expand or contract according to operational demands, has proven suitable and cost-effective for an increasingly emergency-oriented programme. In addition to the need to consolidate this trend, there is also an urgent one for transforming the Unified Service staff profile to meet the current programme needs.
73. The Unified Service staff will need to be more mobile to lead major emergency operations. WFP must be able to place qualified Unified Service staff in ongoing or potential emergency operations to avoid excessive dependency on project contractual staff and consultants in managerial positions. They will also be required to perform, on short notice, temporary duty missions to reinforce WFP emergency preparedness and operations. WFP will facilitate strategic human resource planning through the development of an inventory of staff skills and workforce requirements, and the standardization of job descriptions. This would facilitate matching available staff to the needs of the programme, and would enable an estimation of future staffing and training needs. Regional managers will be delegated the authority to reassign temporarily staff within the respective region.
74. The Unified Service staff will need to possess a solid grounding in emergency management skills, including logistics, procurement, personnel, finance and public relations. At the same time, they will have to have a good understanding of development issues and programme design skills in order to guide the transition into rehabilitation and development programmes. WFP will actively recruit for new vacancies project contractual staff with these demonstrated skills. In all cases, gender and nationality balance will be a top priority in the recruitment and retention process, and managers will be held accountable.
75. For non-core project contractual and short-term staff, selection and recruitment will be fully delegated to the regional or country office, so that local operational needs and staff profile requirements can be well matched. Recruitment, retention and training of national officers and staff will be given high priority. The practice of hiring national staff and placing them in responsible positions offers a number of advantages for WFP and the programmes that it supports. For example, national staff can often offer better insight into what works, what does not, and why. Hiring national staff offers the opportunity to help build national capacity. Moreover, it enables WFP to operate more cost-effectively, and open up opportunities to hire more well trained and qualified women.
76. **Training.** WFP considers that training is the responsibility of everyone: managers, staff members and the organization. WFP will provide an enhanced training programme to fill the identified skills gaps of existing staff and cover the emerging competencies required of all staff working in a changing environment. A three-year training plan is being developed in support of WFP strategic priorities. This plan separates the skills requirements of core staff into three categories: Management; professional/technical; and administrative support.



77. In support of these parallel efforts, three different funding mechanisms will be initiated. The first will be funding for corporate training, which will be developed and delivered centrally and will entail only the specific core competency requirements agreed upon by executive staff. The second will be the allocation of funds to divisions, and regional and country offices. These funds will be used in support of training that has been recommended by the Organizational Change Initiative and will be identified by Division Directors, Regional Managers and Country Directors. The third will be the allocation of funds to the country offices for capacity-building and training of government counterparts and implementing partners.
78. A curriculum of courses is being developed for each category of staff. The overall programme will focus on management, communication, programme and project development, computerization, and financial skills. The first series of corporate courses to be offered starting in 1997 will focus on management and emergency skills, specifically: Leadership Training; Country Director Management Training; Emergency Management Training; and Emergency Operations Training.

Priority 3: Increased accountability

79. **The Financial Management Improvement Programme (FMIP).** FMIP remains the keystone of corporate efforts to strengthen WFP's financial management capability and accountability. The development of a broad array of FMIP projects, highly integrated and centred largely around the systematic replacement of existing information systems, is now well under way, the design of which is supported by a leading systems development methodology. To date, work is progressing in a number of key business areas, including Commodity Tracking, Resource Mobilization Management, Financial Management and Human Resources/Payroll Management. In addition, an approach has been adopted which maximizes the participation of staff, using management and technical consultant inputs only when absolutely necessary.
80. The current development of WFP's new corporate Information System will continue to support the structural upgrading of financial management and accountability in the organization through much of the 1998-2001 period. The eight integrated system components defined in the completed Information Strategy Plan (ISP), and reflected in the current FMIP Implementation Plan, will, by 1998, begin providing critical support to the most important financial management functions, increasing the efficiency and effectiveness of financial resource utilization and related reporting. This will allow WFP to provide systematic and timely information to donors regarding any aspect of their contribution and its utilization.
81. FMIP will support WFP's efforts towards decentralizing key functions to regional and country offices. To this end, funds have been budgeted to allow a phased deployment of new software, staff, training and procedures. To support and sustain these improvements, a wide-area communications network, currently being put in place through FMIP, will allow WFP offices worldwide to remotely access corporate data systems. The new systems are vehicles to enhance the coverage, accuracy and timeliness of information exchange.
82. During the 1998-2001 period, the data warehouse will become fully institutionalized, complementing the planned transition from WFP legacy systems to the new client/server model of information management. The data warehouse will permit middle and senior management to have access to the information most needed to make decisions.



- 83. Improving operational accountability.** WFP will enhance its accountability to the Executive Board on all aspects of its operations. Operational accountability at WFP would cover: a) the impact of food aid on the beneficiaries at each intervention level and the Programme's progress towards the larger strategic priority - namely, the "people-centred approach to programming food aid"; and b) the way WFP does things, i.e., the processes, procedures and standards followed throughout WFP's range of activities which determine WFP's effectiveness and cost-efficiency in carrying out its work.
- 84. Evaluation.** Both at headquarters and in the field, WFP will enhance the *culture of monitoring and evaluation*. On the formal evaluation front, WFP will aim towards periodic impact studies of individual programmes, projects and relief operations as well as a strategic evaluation of key implementation strategies and initiatives discussed in this Strategic Plan. More specifically, evaluation will entail the following:
- a) *Emergency and protracted relief.* With some 70 percent of WFP resources currently allocated to relief and rehabilitation activities, there is a clear need to significantly increase and strengthen evaluation in this field. Based on specific indicators that have been developed, evaluation will focus on the food aid impact starting with the targeting process, community participation and local capacity-building, and on progress made in the recovery of self-reliance. Modalities of operational collaboration with UNHCR, other United Nations agencies, donors and NGOs will also be carefully reviewed.
 - b) *Country Programmes.* As WFP moves globally towards the Country Programme approach, evaluation will establish new processes to effectively assess success factors of Country Programmes. In addition to beneficiary impact studies by activity components, evaluation will focus on: integration within national programmes, national capacity-building, initiatives on the critical needs of women and children, and integration of WFP activities within the United Nations development system and with other organizations.
 - c) *WFP's focus on neediest countries.* Evaluation will give special attention to WFP's work in LDCs. It will focus on absorptive capacity, relief-to-development continuum, where applicable, NGO partnership at the grass-roots level, national capacity-building, and direct support cost requirements for effective operational performance.
 - d) *Phasing out.* WFP will review its strategy for phasing out from recipient countries. It will focus on assessing phase-out impact in a few countries where WFP has already terminated direct assistance, the requirements and usefulness of continued WFP support to national food assistance programmes, where they exist, and "lessons learned" for planning and preparing WFP and recipient countries for future phasing out.
- 85. The effectiveness and cost-efficiency of how WFP does things.** In addition to the operational decision-making which will be delegated largely to the field, regional and country offices will have increased authority to manage finances, human resources, logistics, procurement, administration, and media and resource mobilization. A corollary to having the authority to take decisions is being accountable over the regularity, propriety and results of such decisions.
- 86. The Offices of Internal Audit (OEDA) and Inspection and Investigation (OEDI) will incorporate into their annual work plans strategies specific to the changing decision-making structure of WFP.** Management reporting on field activities and the various aspects of delegated authority, including compliance with newly set up guidelines and regulations, will form a substantial part of oversight work. In particular, an audit cycle for country



offices will be established to ensure timely and regular audit coverage of WFP operations, with a view to raising the level of donors' confidence in the management of WFP's activities and its oversight mechanisms.

Priority 4: Better mobilization of resources

87. **Strengthened relations with donor governments.** In 1996, WFP's six top donors provided 74.1 percent of the overall programme support. In an era of shrinking resources, it is critical that, first and foremost, WFP retain these donors at or above their current levels. Secondly, WFP should significantly broaden its donor base for the long term. This will involve approaching countries which are experiencing economic growth and should be joining the international community in support of WFP. This broadening will help to provide a critical cushion against the shifting resourcing levels of key donors.
88. The retention and possible growth of contributions by donors will depend on a number of factors, including excellent customer service, responsiveness to donor concerns and the ability of the organization to provide accurate and timely reports on the utilization of donor contributions. WFP's capacity to perform these services will be strengthened in the future in two ways. The first is through full implementation of standard reporting as outlined in the Resource Policies and Long-term Financing; the second is full implementation of the new Resource Mobilization System (RMS) being developed under FMIP, expected to be operational in late 1997.
89. WFP must also make an effort to ensure not only that its resource base is expanded, but also that resources provided are increasingly flexible so as to allow it to more effectively meet the challenges of complex emergency operations. Instruments such as multilateral contributions to the International Emergency Food Reserve (IEFR) or to the Immediate Response Account (IRA), the goal for which was recently increased from 30 million to 35 million dollars, are the most effective way of supporting WFP in its efforts to strengthen its capacity to respond quickly to emergency situations. Such instruments were crucial in WFP's response to the recent crisis in Eastern Zaire.
90. **Resource mobilization in regional and country offices.** The work of securing and servicing donors cannot occur just at headquarters. Regional and country offices will take a pro-active approach to advocacy and resource mobilization. Most major donors seek their local representations' advice before making an allocation to WFP, even if formal decisions are taken at the central level. Under the WFP reorganization, Regional Managers and Country Directors will play an increasingly important role in developing relationships and encouraging support from key donor representatives. WFP offices will keep donor representatives well informed on WFP's activities through regular meetings, reports and field visits. The efficient mobilization of resources at the local level requires access to up-to-date information on donors and improved communication with headquarters. Therefore efforts will continue to provide WFP's country-based operations with on-line information, such as making important resourcing information available to WFP regional/country offices on the WEB site and the implementation of the RMS. There is no substitute for the on-the-ground experience of regional and country offices as an effective fund-raising tool.
91. Apart from exploring opportunities for more cost sharing with host governments, regional and country offices will establish a close relationship with implementing partners such as the local government, NGOs and community-based organizations in order to pursue common interests in advocacy and fund-raising. Some donors can make funds available to their representations to allocate and disburse locally. Guidelines will be developed by mid-



1997 to enable Country Directors to accept, account for and report on contributions made locally.

92. **Enrolling new funding sources to WFP.** To provide further stability to the funding base, new non-traditional funding sources will be sought. Corporations, which can provide direct financial contributions as well as in-kind support, will be approached. Affiliation with corporate advertising programmes, will bring greater name recognition to WFP while providing a strong grass-roots constituency within donor countries.
93. At the same time, individual financial gifts from foundations, corporations and individuals will be sought through the expansion of organizations like Friends of WFP, which was recently established in the United States and will be extended to other countries. This effort will expand the contribution base, while building a network of public and private support for the organization.





II. Financial Plan

INTRODUCTION

94. The Financial Plan reflects WFP operations in financial terms. It includes estimates of resources from all sources, and their planned utilization for operations and support. In addition to the programmes, projects and operations approved and to be approved by the Executive Board, the utilization of resources includes estimates of bilateral and trust fund transactions as well as estimates of the costs for Programme Support and Administration (PSA) to be appropriated.
95. The Financial Plan is not intended to substitute the WFP Biennial Budget that will be presented to the Board at its Third Regular Session in October 1997. The purpose of the Financial Plan is to interpret the projected availability of resources for the four planning years in financial terms, and to project the availability of funds by different operational categories (emergency, protracted relief, development and special operations) as well as by broad expenditure categories (food, ocean transport, landside transport, storage and handling (LTSH), direct support costs and PSA). This is necessary to provide a financial planning base for implementing the strategic priorities introduced in the Strategic Plan. The forthcoming WFP Biennial Budget will propose the specific allocation of funds for approved components of the Strategic and Financial Plan as well as define in firmer terms the programme of work of WFP for 1998-99.
96. Certain assumptions are made in the presentation of this financial plan. Although the price of commodities is a crucial factor for WFP, it is extremely difficult to forecast for the planning horizon with any meaningful precision. Therefore, in estimating the value of contributions, the current food basket of the different programme categories is assumed to continue throughout the plan period, together with the current price level. Likewise, the current proportion of different elements of operational and direct support costs is assumed to continue for the period. Finally, the rate of indirect support costs recovery prevailing in 1997 is assumed to be valid for the subsequent four-year period.

FINANCING SYSTEMS

97. WFP receives resources on a voluntary basis. At its Fortieth Session in November 1995, the Committee on Food Aid Policies and Programmes (CFA) approved new resource and long-term financing policies, which have been implemented since January 1996. The new policies include a resource model.
98. The resource model consists of three elements: funding windows, programme categories and costs. Funding windows are classified as multilateral, directed multilateral and bilateral, depending on the degree of conditionality and flexibility allowed. Resources flowing in from these funding windows go towards funding any of the four WFP programme categories: Development, Protracted Relief Operations (PRO), Emergency Operations (EMOP) and Special Operations (SO). All contributions are expected to be on a full cost recovery basis. The concept of full cost recovery signifies that each contribution



- should include the value of commodities, as well as ocean transport, LTSH, direct support costs, and indirect support costs.
99. Programme and administrative support provided to different programmes is classified as either direct or indirect. Direct support costs are variable and can be directly linked with the provision of support to an activity, and would not be incurred should that activity cease. These costs are estimated for each project and operation on a case-by-case basis. Because of the short-term nature of EMOPS, a significant portion of support provided to them are direct support costs. Indirect support costs support the execution of projects and activities, but cannot be directly linked with implementation. These are applied on the basis of rates established by the Board. The recovery of indirect support costs is the main source of funding for the Programme Support and Administrative (PSA) budget.
100. It should be noted that the PSA, as the term denotes, includes costs of providing support to operational programmes, including transport and logistics, in headquarters and country offices, as well as providing management support such as executive direction, external relations, public information, and support services such as financial, human resources, and administrative management. Although the current indirect support cost rates are based on the total of both types of costs contained in the PSA, it may be more practicable to segregate the programme support costs from the administration and management costs in the future. This issue will be examined more closely in the Budget.
101. In addition to contributions for the four programme categories made through the three funding windows, the Financial Plan includes estimates of income earned from the investment of cash balances, bilateral services rendered, and other specific operations, such as the Junior Professional Officers (JPO) programme.

PSA FUNDING

102. The PSA budget of WFP is linked to the volume of operations. It includes both fixed and variable cost elements. Some of the fixed costs are overhead, which are incurred without any linkage to the level of operations and others are incurred to build additional capacity. It is assumed that the fixed costs will remain fixed for the range of operations in this Strategic Plan, while the variable costs will fluctuate with changes in the level of operations.
103. As mentioned earlier, the PSA is funded by the recovery of indirect support costs from all programme categories. The rates for the recovery of indirect support costs are derived by applying the actual PSA expenditures over actual operational expenditures on different programme categories in the preceding period. The estimated total PSA expenditures are reduced by contributions from recipient governments towards local operating costs and any residual income from interest during the period.
104. It is WFP's objectives to align PSA expenditures with available resources. This will be achieved through regular monitoring of all potential resources and expenditures throughout the biennium. However, because of the fact that PSA includes elements of fixed costs and that a shift in the mix of operations among programme categories generate different levels of indirect support costs recoveries, there may not be a precise match between the PSA level and indirect support costs recoveries. In case recoveries do not fully meet the PSA level, a portion of interest income will be utilized. When recoveries exceed the PSA level, these will be carried forward to reduce the PSA requirement in the forthcoming period.



LIQUIDITY

105. WFP's resources consist of commodities and cash. Contributions of commodities in kind are delivered directly from the donor country to the recipient country. However, WFP needs to make advances against confirmed contributions for required cash expenditures until monies are actually received from donors. WFP has an Operational Reserve of 57 million dollars which is used for this purpose. In addition, WFP normally holds substantial cash balances (400 million to 600 million dollars at any time during the last five years), representing contributions received for meeting operational expenditures of food delivery pending actual disbursements.
106. Operational cash expenditures are incurred only upon confirmation of contributions. Therefore, advances from the operational reserve for this purpose are normally of a short-term duration. On the other hand, PSA expenditures are planned and allotted on the basis of expected contributions. These expenditures are incurred evenly throughout the year. Income from indirect support costs recovery flows in contributions are made for operations. A small portion of contributions are also received specifically for PSA, e.g., government counterpart cash contributions. Therefore, draw-down from the Operational Reserve for PSA is likely to be for a longer duration within a biennium.
107. Monies which are not required to meet immediate disbursing needs are invested. Interest earned from such deposits is a source to help meet a potential shortfall in the programme support and administrative expenditures.

PROJECTED RESOURCES AND THEIR UTILIZATION

108. For planning purposes, WFP considers the recent trends in resource flows as the primary determining factor for projecting its level of operations in the coming years. As in the past, WFP forecasts the availability of resources in three scenarios of high, medium, and low. *It will use the medium-range scenario as the basis for strategic and financial planning reflected in this document.* WFP will continue to express its level of operations in terms of tonnage to be delivered.
109. There has been a steady decline in the availability of food aid for development. In 1992, WFP delivered a high of 1.3 million tons of food aid for development. In 1996, the volume of resources available for development declined to 835,000 tons, of which 668,000 tons was delivered. The volume for 1997 is projected at 720,000 tons. Indications suggest that the food aid resources for development could well decline over the period 1998-99 at a rate of about five percent a year. WFP projects that development food aid resources available for delivery would be 700,000 tons in 1998, and would decrease by approximately five percent per annum for the following three years.
110. The volume of food aid resources for humanitarian relief operations, including both emergency and protracted relief operations, reached a high of 2.23 million tons in 1992. In 1996, the volume of food aid resources available for delivery declined to 1.82 million tons, of which 1.44 million tons was delivered. The volume of resources available for delivery in 1997 is projected at 1.60 million tons. In estimating the 1998-2001 requirements, WFP has taken into account the declining level of resources needed for two major operations in former Yugoslavia and in the Great Lakes region, and the absence of major new emergencies. There are, however, a number of situations throughout the world which have



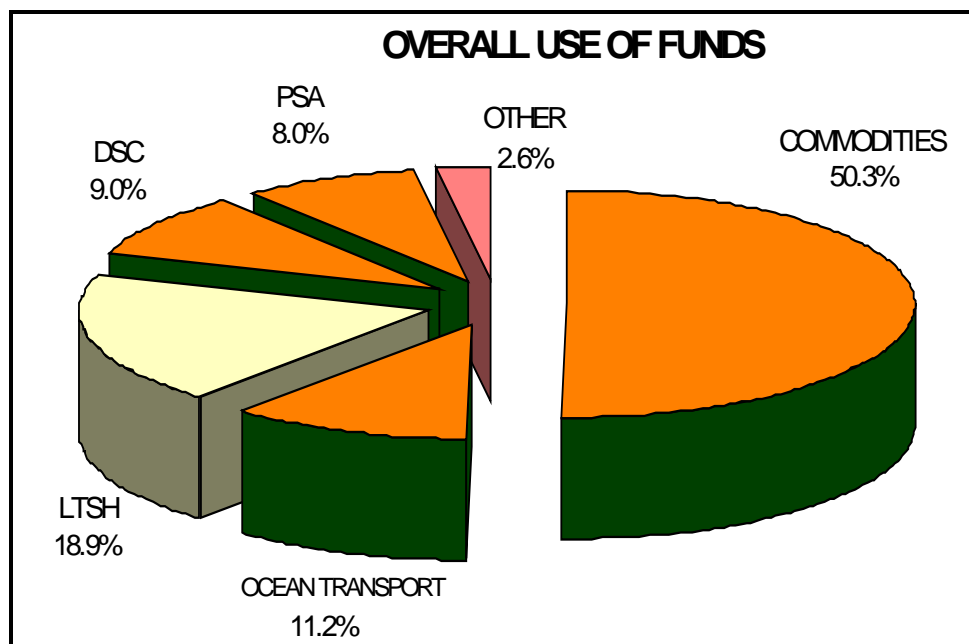
the potential to erupt into humanitarian crises of considerable degree. Moreover, the threat of a food crisis arising from a major natural disaster, especially drought and flood, remains ever present. Taking these factors into account, WFP has projected food aid resources for humanitarian relief operations at a level of 1.47 million tons per annum for the planning years. This level is prudent and conservative, being considerably less than the average level of operations over the five preceding years.

PROJECTED RESOURCES
(in thousand tons)

YR.	DEVELOPMENT			PROTRACTED			EMERGENCIES			TOTAL		
	H	M	L	H	M	L	H	M	L	H	M	L
1998	775	700	650	650	520	440	1050	950	700	2475	2170	1790
1999	735	665	620	650	520	440	1050	950	700	2435	2135	1760
2000	700	630	585	650	520	440	1050	950	700	2400	2100	1725
2001	665	600	555	650	520	440	1050	950	700	2365	2070	1695

111. The volume of WFP operations during the four-year planning period is expected to be approximately 8.475 million tons of commodities. The value of operations, including the full costs related to commodities and other activities, is estimated to be about five billion dollars. In terms of value, 50.3 percent of the total resources will be utilized for commodities - either received in kind or purchased, 11.2 percent will be used for ocean transport and related costs, 18.9 percent on LTSH costs, nine percent on direct support, 2.6 percent on other costs, and eight percent on PSA costs, respectively. A breakdown of sources and utilization of funds is given in Annexes I and II. The illustration below shows the use of funds.





DSC = Direct Support Costs

112. It is estimated that the level of PSA for the range (handling 1.7 million to 2.5 million tons of commodities a year) will be 188 million to 219 million dollars for the first biennium. The PSA level for the most likely scenario will be about 205 million dollars, while the indirect support cost recovery from different programme categories will be 192 million dollars. The difference of 13 million dollars will be met from the interest income. The PSA estimate of 205 million dollars will represent a reduction of 12.3 percent from the 1996-97 budget. The reduction in the absolute volume of commodities for the same period will be 22 percent.
113. The section below outlines sources and use of funds for each of the programme categories.

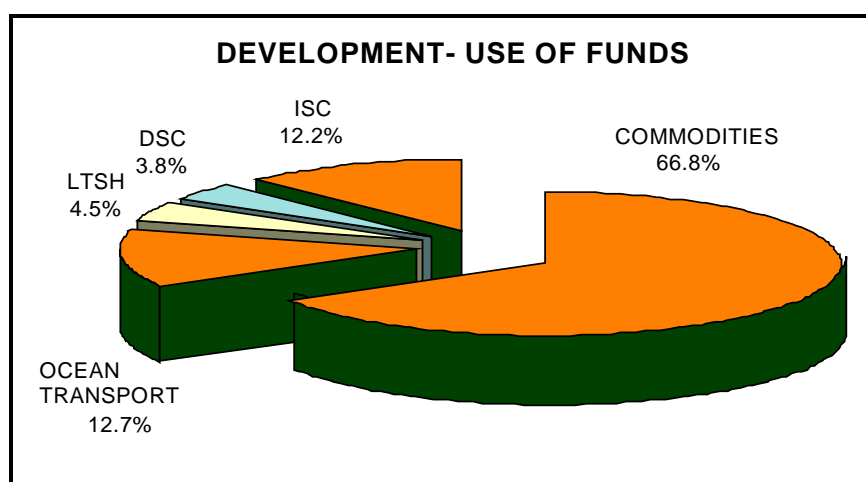
Development

114. The Regular Pledge is the main mechanism under which contributions for development activities are made. The estimates made for the purpose of the Financial Plan are generally lower than the target set in the biennial Pledging Target. The targets are indicative of aspirations, while the strategic planning figures are more pragmatic. Most of the contributions for development activities under the Regular Pledge are expected to be directed through the multilateral window.
115. The most likely level of development contributions for 1998 is estimated at 700,000 tons. Thereafter, a declining trend of approximately five percent a year for the next three years is expected. The value of the contributions to be made for development activities is estimated to be 1,244 million dollars¹ on a full cost recovery basis for the period 1998-2001. The full cost consists of 66.8 percent for food commodities, 12.7 percent for ocean transport, 4.5 percent for LTSH, 3.8 percent for direct support costs, including non-food requirements and

¹ All figures are provisional.



12.2 percent of contributions for indirect support cost recovery (equivalent to the rate of 13.9 percent of direct costs). The amount generated as indirect support cost recovery is estimated to be 152 million dollars for the period, which will be available to fund the PSA. A part of the PSA cost will be reimbursed by the recipient governments as their contribution towards local costs. The following figure illustrates the utilization of resources available for development programmes.



ISC = Indirect Support Costs

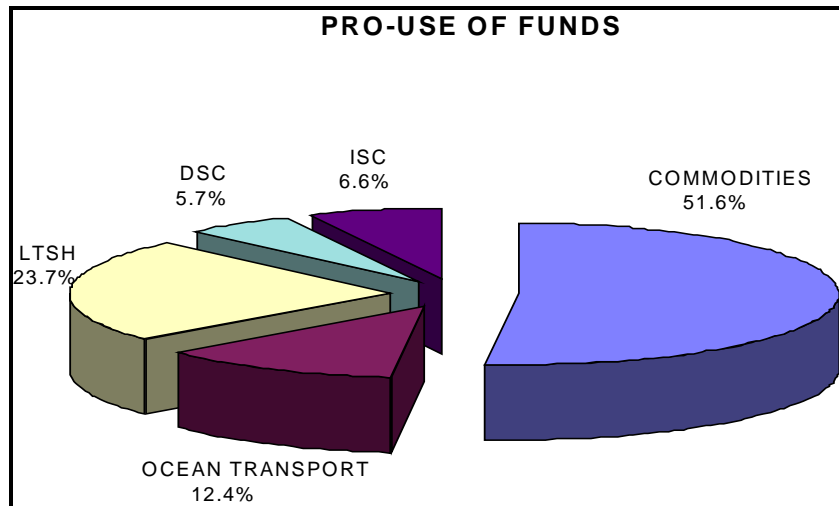
116. At the end of 1996, WFP had 174 development projects, with an estimated beneficiary population of 20.7 million. In the course of the planning period, WFP will phase out of seven additional countries and achieve a reallocation of resources with an emphasis on least developed countries (LDCs).
117. The focus on LDCs, aiming at improving operational performance in these countries, will generally imply that WFP will require a higher level of direct support costs in at least 55 percent of recipient countries. Decentralization and other operational initiatives in development will also mean that a larger portion of the PSA budget will be allocated towards the field, particularly towards performance improvement measures of projects and programmes.

Protracted Relief Operations (PRO)

118. The PRO category is considered a subset of the Regular Pledge, although there is no formal target level. The purpose of the PRO subset is to provide a more secure food supply to longer-term refugees and internally displaced persons (those who have been refugees or displaced for more than one year). A large portion of the contributions for PRO activities is expected to be contributed through the multilateral window.
119. The projection for the planning horizon indicates a level of 520,000 tons a year as the most likely level of operation for the PRO subset. The value of contributions to be made for protracted relief activities is estimated to be 1,132 million dollars on a full cost recovery basis. Total contributions consist of 51.6 percent for food commodities, 12.4 percent for ocean transport, 23.7 percent for LTSH, 5.7 percent for direct support costs, including non-



food requirements, and 6.6 percent for indirect support costs recovery (equivalent to the rate of 7.1 percent on direct costs). The amount generated as indirect support costs recovery is estimated to be 76 million dollars, which will be available to fund the approved PSA. The following figure illustrates utilization of PRO funds.

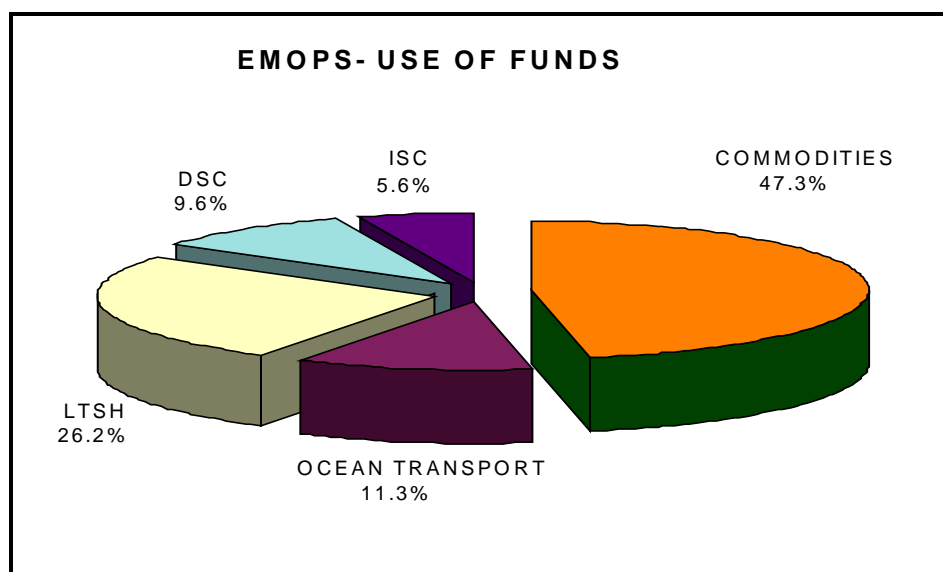


120. At the end of 1996, WFP had 22 protracted relief operations with an estimated beneficiary population of 9.8 million; 14 of these were approved in 1996. In addition to the extended need of the current beneficiary population under existing PROs, a number of emergency operations will be converted into PROs.
121. WFP will reinforce such areas as targeting, local capacity-building and monitoring in PROs. Improvement in these areas would be covered primarily by direct support costs, but would also be assisted by the decentralized operational structure of WFP.

Emergency Operations

122. The International Emergency Food Reserve (IEFR), established in 1976, is the primary mechanism for channelling food assistance in emergency situations. The minimum annual target for the IEFR is 500,000 tons of cereals. The Immediate Response Account (IRA) is a subset of the IEFR which provides cash to purchase commodities and meet other related costs for quick intervention in emergency situations. A small portion of contributions for emergency operations has been received through the multilateral window, with a significant portion being directed multilateral.
123. WFP is expected to handle 950,000 tons of commodities a year during the planning period. The value of the contributions to be made for emergency operations is estimated to be 2,412 million dollars on a full cost recovery basis. The contribution will consist of 47.3 percent for food commodities, 11.3 percent for ocean transport, 26.2 percent for LTSH, 9.6 percent for direct support costs, including non-food requirements, and 5.6 percent for indirect support costs recovery (equivalent to the rate of six percent on direct costs). The amount generated as indirect support costs recovery is estimated to be 136 million dollars, which will be available to fund the approved PSA. The following figure illustrates the utilization of EMOP funds.





124. As at the end of 1996, 35 emergency operations were under way, including 16 which were newly approved or extended in 1996. These operations support some 14.8 million people whose lives and nutritional status depend largely on the provision of WFP assistance. They include both man-made emergencies and those caused by natural disasters.
125. WFP plans to reinforce its preparedness facilities and will also strive to achieve cost-effective means for the procurement, delivery and distribution of food. Extensive logistics and communication support is normally vital to emergency response which is not entirely fundable by normal means. Special requirements will therefore need to be considered separately.

Special Operations

126. Special operations (SOs) are operations which, while carried out in support of large-scale food emergencies, do not, per se, contain a substantial food component. They form a separate programme category covering major activities aiming at rapid response to emergencies and mitigating disasters by improving, enhancing or equipping infrastructure to permit speedy and efficient delivery of food aid. SOs serve as a vehicle to support rehabilitation and future development. SOs are vital components in WFP's overall response to emergency situations and represent an investment that enhance overall effectiveness and reduce future costs of operations.
127. Most of the contributions for SOs are expected to be directed multilateral contributions. The value of such contributions is expected to be at the present level of 30 million dollars a year. The contributions are generally categorized as direct support costs (90 percent) and indirect support costs recovery (10 percent) (equivalent to the rate of 11.9 percent on direct costs).

Other activities

128. In addition to the four main programme categories, WFP provides a varied range of services to donors for their bilateral operations. The services are normally procurement of food, its transport or both. WFP undertakes these operations as complements to its own



operations in recipient countries. Donors pay indirect support costs recovery according to rates established by the Board. Furthermore, WFP participates in the JPO programme to provide in-service training to young professionals, which is fully financed by donor governments. These activities are estimated to amount to 33 million dollars a year.

RECOMMENDATIONS

129. The Executive Director recommends that the Executive Board:
- a) endorse the general orientation of the Strategic and Financial Plan 1998-2001; and
 - b) approve the preparation of a consolidated budget of approximately 2.6 billion dollars for operations, including programme support and administrative costs of 205 million dollars (at current price levels), for the period 1998-99, for the Executive Board's consideration at its Third Regular session in October 1997.



ANNEX I

SOURCES OF FUNDS BY PROGRAMME CATEGORY

(In Million US Dollars)

Programme Category	Actual 1996 *	Estimates 1997 **	Planned Level				High Level				Low Level			
			1998	1999	2000	2001	1998	1999	2000	2001	1998	1999	2000	2001
SOURCES OF FUNDS														
Development	330	371	333	318	303	290	369	351	337	321	310	298	281	269
PRO	334	450	283	283	283	283	353	353	353	353	239	239	239	239
Emergencies	583	696	603	603	603	603	667	667	667	667	444	444	444	444
Special Operations	34	30	30	30	30	30	30	30	30	30	30	30	30	30
Bilateral & Others	14	49	33	33	33	33	33	33	33	33	33	33	33	33
General Fund (Annex 2)	41	36	34	34	34	34	34	34	34	34	34	34	34	34
TOTAL	1 336	1 632	1 316	1 301	1 286	1 273	1 486	1 468	1 454	1 438	1 090	1 078	1 061	1 049

* 1996 figures are based on actuals from Provisional Financial Statements.

** 1997 figures include the effects of carry-over from 1996.



ANNEX II

SOURCES AND USE OF FUNDS BY OBJECT

TOTAL	Actual	Estimates	Planned Level				High Level				Low Level			
	1996 *	1997 **	1998	1999	2000	2001	1998	1999	2000	2001	1998	1999	2000	2001
	(In Thousand Metric Tons)													
Volume	2 113	2 780	2 170	2 135	2 100	2 070	2 475	2 435	2 400	2 365	1 790	1 760	1 725	1 695
	(In Million US Dollars)													
SOURCES OF FUNDS														
Commodity Contributions	428	541	427	418	410	403	484	474	466	458	356	349	340	333
CLC Contributions	308	259	228	225	222	220	261	258	255	252	185	183	180	178
Sub-Total Commodity Contributions	736	800	655	643	632	623	745	732	721	710	541	532	520	511
Other Cash Contributions	559	796	627	624	620	616	707	702	699	694	515	512	507	504
General Fund:														
General Contributions	6	6	5	5	5	5	5	5	5	5	5	5	5	5
Interest Income	33	28	28	28	28	28	28	28	28	28	28	28	28	28
GCCC	2	2	1	1	1	1	1	1	1	1	1	1	1	1
Indirect Support Costs (see Usage)	80	134	97	95	93	91	109	107	105	104	82	80	79	77
Sub-Total General Fund	41	36	34	34	34	34	34	34	34	34	34	34	34	34
TOTAL SOURCES	1 336	1 632	1 316	1 301	1 286	1 273	1 486	1 468	1 454	1 438	1 090	1 078	1 061	1 049
USAGE OF FUNDS														
Food-In-Kind	428	579	427	418	410	403	484	474	466	458	356	349	340	333
Food Purchases	257	289	228	225	222	220	261	258	255	252	185	183	180	178
Sub-Total	685	868	655	643	632	623	745	732	721	710	541	532	520	511
Other Project Cash Expenditures														
Ocean Transport	101	211	145	143	141	139	165	163	160	159	119	117	115	113
LTSH	179	341	238	239	240	240	273	274	275	275	186	186	187	187
Direct Support costs	75	201	114	114	113	113	126	125	125	124	95	95	94	94
Indirect Support Costs (see Sources)	80	134	97	95	93	91	109	107	105	104	82	80	79	77
Sub-Total	355	753	497	496	494	492	564	562	560	558	400	398	396	394
PSA Costs	107	119	103	102	101	100	110	109	108	107	94	94	93	92
Other Expenditures	38	33	33	33	33	33	33	33	33	33	33	33	33	33
TOTAL USAGE	1 185	1 773	1 288	1 274	1 260	1 248	1 452	1 436	1 422	1 408	1 068	1 057	1 042	1 030

* 1996 figures are based on actuals from Provisional Financial Statements.

** 1997 figures include the effects of carry-over from 1996.



ANNEX III

DIVISIONAL PARTICIPATION MATRIX

		OED	OD	ODT	ODP	OT	RE	FS	HR	SP	OEDE	OEDA	OEDI	MS	LO	RO/CO
1.	<i>Strategic Priorities For A People-Centred Approach To Programming Food Aid</i>															
1.1	Strengthen WFP's knowledge base;	X	X	X			X			X	X				X	X
1.2	Sharpen WFP's focus on countries with the greatest need for food aid;	X	X	X	X	X	X	X	X	X	X				X	X
1.3	Increase the targeting of resources on women and children;	X	X	X			X	X	X	X	X				X	X
1.4	Promote national institution building, and local capacity-building through broad based participation;		X	X		X		X	X	X	X					X
1.5	Adopt operational policies, practices and programmes to deliver effective emergency, rehabilitation and development assistance;	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
1.6	Move the issues of hunger and poverty to the centre of the international agenda;	X	X	X			X			X	X				X	X
2.	<i>Strategic Priorities for Organizational Capacity and Resources</i>															
2.1	Organizational Change;	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
2.2	Build a new staff profile;	X	X						X							X
2.3	Increased accountability;	X	X	X	X	X		X			X	X	X	X	X	X
2.4	Better mobilization of resources.	X	X		X		X	X							X	X

OED	Office of the Executive Director	RE	Resources and External Relations Division	OEDA	Office of Internal Audit
OD	Operations Department	FS	Finance and Information Systems Division	OEDI	Office of Inspection and Investigation
ODT	Technical Support Service	HR	Human Resources Division	MS	Management Service Division
ODP	Programming Service	SP	Strategy and Policy Division	LO	Liaison Office
OT	Transport & Logistics Division	OEDE	Office of Evaluation	RO/CO	Regional and Country Office



