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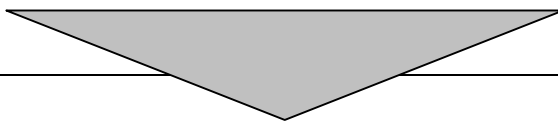
15 October 2003

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STRATEGIC PLAN (2004–2007)

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

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

Director, Policy and External Affairs Ms D. Spearman tel.: 066513-2600
Department (PED):

Policy Officer, Office of the Director, Division Ms S. Wickrema tel.: 066513-2355
of Strategy, Policy and Programme Support
(PSPD):

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



Executive Summary

The Strategic Plan is the second of the new governance tools agreed in 2000 to be submitted to the Executive Board for comment and approval. As required by the amendment to General Rule VI.1 the Strategic Plan covers a four-year period and highlights the main features of the Programme's work during the ensuing financial period. The Plan is submitted on a rolling basis every two years. This Strategic Plan is accompanied by the biennial Management Plan that provides further details on WFP's proposed programme of work.

The Strategic Plan differs from its predecessor, the Strategic and Financial Plan, in a number of important respects. The Plan sets out the goal and strategic priorities of the Programme, the management priorities for action needed to achieve the goal, and a set of performance indicators against which progress will be monitored over the planning period. Thus the Plan reflects a results-based approach and includes a broadened resource-mobilization strategy and other measures that address WFP's capacity to operate effectively.

The Core Programme Goal for 2004–2007 is to contribute to meeting the Millennium Development Goals through food-assisted interventions targeted on poor and hungry people.

In order to attain this goal, WFP operations will focus on five strategic priorities:

- Save lives in crisis situations.
- Protect livelihoods in crisis situations and enhance resilience to shocks.
- Support the improved nutrition and health status of children, mothers and other vulnerable people.
- Support access to education and reduce gender disparity in access to education and skills training.
- Help governments establish and manage national food-assistance programmes

These strategic priorities fall within the framework of WFP's mandate and mission statement (see Annex III) and as well as contribute to the global effort towards achieving the Millennium Development Goals (see Annex IV).

In regard to strategic priority 5, WFP will put forward a paper for Board decision that reviews experience and further develops policy, approaches and appropriate funding mechanisms for expanding activities in this area. Progress towards achievement of the strategic priorities will be measured through the expected results and indicators presented in the Programme Performance Results Matrix (Annex II).

WFP needs to respond flexibly to each country's changing food-security situation. In addition, WFP needs to ensure that countries in greatest need have the priority in the Programme's allocation of resources. Thus it is proposed that 90 percent of WFP's undirected multilateral resources used for development be allocated to countries that are least developed or have an equally low income and face a problem of widespread chronic malnutrition.

The Programme has identified the following management priorities to help achieve the strategic priorities:

- **Strengthening partnerships** with national counterparts, the United Nations and other organizations, particularly non-governmental organizations NGOs, in order to combine resources in hunger-reduction strategies.
- **Human resources management** to ensure WFP has the required staff with the right skills to meet the challenges ahead.
- **Results-based management and reporting** to strengthen the goal-oriented culture of WFP so that the Programme can show the results it achieves.
- **Strengthening WFP's knowledge base** to learn lessons, improve the quality of programmes and contribute to advocacy efforts.
- **Strengthening operational support** to ensure that WFP retains the ability to respond effectively to crises while maintaining support to on-going operations.
- **Business Process Review** to improve efficiency in operations and the utilization of resources.

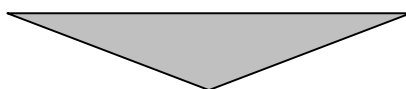


- **Increased transparency and accountability** to ensure that WFP managers use resources in an efficient and transparent manner, and are held accountable for those resources.
- **Communication and advocacy** to increase public awareness of the importance of fighting hunger, the role that food aid can play, and of WFP.
- **Increased resources for increased needs** to ensure that WFP has the resources it needs to fight hunger on all fronts—both large-scale crises and the “silent” hunger of the chronically undernourished—by expanding and diversifying its resource base. WFP will intensify its efforts for resource mobilization and the engagement of new donors.

The nature of WFP’s work is high risk—the number and location of people in need can fluctuate dramatically. Managing risk will be a major initiative that will begin in this strategic planning period.

It is projected that, based on current and forecast commitments, WFP will require US\$4.78 billion for the next biennium in order to effectively implement its strategy. The Biennial Management Plan, submitted concurrently with this Strategic Plan, provides further details.

Draft Decision*



The Board, having considered the Strategic Plan 2004–2007 presented in document WFP/EB.3/2003/4-A/1 in adherence with General Rule VI.I:

- **decides** that the Programme should focus its operations on achieving the five strategic priorities of:
 - Saving lives in crisis situations;
 - Protecting livelihoods in crisis situations and enhancing resilience to shocks;
 - Supporting improved nutritional health status of children and other vulnerable people;
 - Supporting access to primary education and reducing gender disparity in access to education; and
 - Helping governments establish and manage national food-assistance programmes;
- **notes** that these strategic priorities will enable the Programme to contribute to global efforts towards achieving the Millennium Development Goals and that they are within WFP’s mandate and existing policy framework;
- **decides** that countries in greatest need, those that are least developed or have an equally low income and face a problem of widespread chronic malnutrition, should receive 90 percent of WFP’s undirected multilateral development resources; and
- **encourages** WFP to take the following steps to help achieve the strategic priorities:
 - strengthen operational partnerships;
 - put in place a human resources management strategy;
 - enhance WFP’s approach to results-based management and reporting;
 - strengthen WFP’s knowledge base related to the strategic priorities;
 - strengthen operational support services;
 - increase transparency and accountability;
 - give greater emphasis to communication and advocacy;
 - enhance efforts to raise additional resources from traditional and emerging donors and the private sector; and
 - introduce risk management as a means to ensure that the organization can reach its aims in an uncertain and risky environment.

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



Contents

	Paragraphs
I. INTRODUCTION	1
II. GLOBAL CONTEXT	2–5
III. ORGANIZATIONAL CONTEXT	6
IV. STRATEGIC PRIORITIES	7–56
SP1) Save Lives in Crisis Situations	13–18
SP2) Protect Livelihoods in Crisis Situations and Enhance Resilience to Shocks	19–28
SP3) Support the Improved Nutrition and Health Status of Children, Mothers and Other Vulnerable People	29–35
SP4) Support Access to Education and Reduce Gender Disparity in Access to Education and Skills Training	36–44
SP5) Help Governments Establish and Manage National Food-Assistance Programmes	45–56
V. RESPONDING TO FOOD INSECURITY	57–66
VI. MANAGEMENT PRIORITIES	67–107
MP1) Strengthening Partnerships	68
MP2) Human Resources Management	69–73
MP3) Results-Based Management and Reporting	74–76
MP4) Strengthening WFP's Knowledge Base	77–80
MP5) Strengthening Operational Support	81–82
MP6) Business Process Review	83–85
MP7) Increased Transparency and Accountability	86–92
MP8) Communication and Advocacy	93–96
MP9) Increased Resources for Increased Needs	97–107
VII. INTRODUCING RISK MANAGEMENT	108–111
VIII. RESOURCE IMPLICATIONS	112–119
	Page
ANNEXES	
I. Resource Trends and Projections	35
II. 2004–2007 Programme Performance Results Matrix	36
III. WFP Mandate and Mission Statement	41
IV. Millennium Development Goals and Targets	45
V. Executive Director's Vision Statement	47



I. INTRODUCTION

1. The Strategic Plan is the second of the new governance tools agreed upon in 2000 to be presented to the Executive Board. This Strategic Plan differs from its predecessor in that it reflects a results-based approach and a broader resource mobilization strategy and contains measures that address WFP's capacity to operate effectively. The Plan incorporates an analysis of strengths, weaknesses, opportunities and threats—known as a SWOT analysis—and lays out for the first time a results-based performance matrix. It is accompanied by the Biennial Management Plan, which provides further details on the strategic and management priorities outlined in this Plan.

II. GLOBAL CONTEXT

2. In adopting the Millennium Development Goals (MDGs), the international community committed itself to reducing hunger by half by 2015.¹ But according to the Food and Agriculture Organization of the United Nations (FAO) progress in reducing hunger has virtually ground to a halt. In developing countries, there are still 799 million hungry people.
3. A harsh lesson of the last decade is that economic growth does not automatically take care of hunger.² During the 1990s, poverty was reduced by about 20 percent, but the number of undernourished people in the developing world has increased by more than 80 million since the beginning of the 1990s. The reduction of hunger cannot be treated as a side-effect of economic progress. Hunger must be tackled explicitly, directly and immediately.
4. **The HIV/AIDS pandemic** has emerged as a devastating threat to livelihoods and household food security, producing a new kind of food crisis. It is predicted that the **number and scale of natural disasters will continue to increase**. As millions of poor and vulnerable people are exposed to one shock after another, the risk is that the cumulative effect will be an irreversible loss of their ability to cope, causing a slide into chronic hunger.
5. Debate about development goals has therefore begun to place **more emphasis on vulnerability and risks**.³ Consideration of vulnerability and resilience must be an integral part of rural development strategies so that years of development gains are not lost when there is a crisis. Well-designed risk-management investments that enhance vulnerable people's ability to cope with risks can have important longer-term impacts on productivity and efficiency.⁴

¹ "Reduce hunger by half" is interpreted in the MDG target as halving the *proportion* of people facing hunger from 20 percent, while the World Food Summit (WFS) goal refers to halving the *number* of people from 830 million. Given population growth, reducing the proportion of people implies fewer people than the 415-million target of the WFS.

² FAO, *Anti-Hunger Programme: Reducing Hunger through Agricultural and Rural Development and Wider Access to Food*, Draft, 2002, p. 3.

³ World Bank, *Reaching the Rural Poor*, p. 22.

⁴ World Bank, *World Development Report, 2001*; United Nations International Strategy for Disaster Reduction (UNISDR), *Living with Risk: A Global Review of Disaster-Reduction Initiatives, 2002*.



III. ORGANIZATIONAL CONTEXT

6. This section provides an analysis of the organizational and external factors that will influence the Programme's ability to achieve its aims. The remainder of the Plan sets out how WFP plans to capitalize on its strengths, exploit opportunities, remedy weaknesses and manage threats. At the end of each bullet point, the paragraph or section of the Plan that deals with action or implications is given in brackets.

Strengths

- As a United Nations agency, WFP enjoys wide political acceptability, which enables it to work in virtually any country, supported by recipient countries and a growing number of donors. *[Implications: paras. 57, 68, 95]*
- WFP's mandate enables it to respond to the food needs of vulnerable people in emergency and development situations. *[Implications: paras. 13–44]*
- WFP targets its assistance to the poorest people and poorest countries to a greater degree than official development assistance as a whole. *[Action: para. 61]*
- WFP manages very large scale food-assistance operations; its capacity to scale up emergency operations rapidly, including through the support of stand-by partners, is unique. *[Action: paras. 16, 72, 81–82]*
- WFP has the capacity to scale up school feeding considerably. *[Action: para. 40]*
- WFP has made substantial progress in integrating gender concerns into its work, and the new Gender Policy continues and strengthens this commitment. *[Implication: para. 12]*
- WFP has the capacity to procure food commodities locally and regionally, resulting in timely, flexible and cost-effective operations. *[Action: paras. 82, 106]*
- Expertise in logistics, contingency planning and other preparedness measures supports WFP's operations and those of partners. *[Action: paras. 16, 68, 82]*
- WFP's vulnerability analysis and mapping (VAM) units combine with national and global information systems to contribute to wider knowledge of the geography and determinants of hunger. *[Action: paras. 17, 79]*
- Decentralization has put operational decision-making close to beneficiaries. *[Implications: para. 73, 88]*

Weaknesses

- WFP has not yet implemented a comprehensive, results-oriented human resources strategy. *[Action: paras. 69–73]*
- Programme categories can be an obstacle to seamless programming. *[Implications and Action: paras. 12, 25]*
- Much of WFP's ability to improve its capacity and the quality of its programming has been dependent on extra-budgetary resources. *[Action: para. 82]*
- Needs assessments require improvement. *[Action: paras. 78, 82]*
- Weaknesses in business processes and inadequate mechanisms for up-front funding have led to inflexibility and operational problems. *[Implications and Action: paras. 83–85]*



- Difficulties in assuring funding for country programmes impedes full achievement of their objectives. [*Implications and Action: paras. 57–66*]
- Slow roll-out of the WFP Information Network and Global System (WINGS) to country offices delayed the full benefits of decentralized financial management. [*Implications and Action: paras. 87, 88*]
- WFP depends too much on a few donors. [*Implications and Action: paras. 97–107*]
- The current full-cost recovery policy (FCR) has hindered emerging donors from contributing. [*Action: paras. 97, 100, 105, 106*]
- Resource mobilization has been hindered because WFP is not well known to the public in traditional and emerging donor countries. [*Action: para. 95*]
- Opportunities to use food aid as part of a broader package of assistance largely depends on operating partners, and leave WFP only partially able to control and be accountable for results. [*Action: para. 68*]
- Progress toward results-based management (RBM) has been slow, and improvements in reporting are needed. [*Implications and Action: paras. 74–76, Annex II*]

Opportunities

- By giving priority to supporting achievement of the Millennium Development Goals, WFP can locate its assistance within broad efforts to address targets. [*Action and Implications: para. 8, box on p. 10, paras. 13–56*]
- WFP is well placed to contribute to reducing vulnerability and strengthening linkages between relief and development. [*Implications and Action: paras. 19–28*]
- WFP school feeding can be extended and enhanced through linkages with assistance from other agencies and support from the private sector. [*Action: paras. 32, 40, 41, 42*]
- Poverty-Reduction Strategy Papers (PRSPs) or equivalent processes provide a framework for linking WFP assistance with national development priorities and other assistance. [*Implications and Action: paras. 11, 45–56, 68*]
- WFP could do more to offer advice and expertise to national food-assistance programmes. [*Implications and Action: paras. 45–56, 63*]
- WFP is well placed to enhance the logistic capacity of the United Nations as a whole by providing services to other agencies. [*Action: para. 68*]
- Mobilization of resources from emerging and private-sector donors could increase and diversify WFP's resource base. [*Implications and Action: paras. 97–107*]
- Donations in cash could increase local purchases of food and leverage commodity contributions from developing-country donors. [*Implications and Action: paras. 105–106*]
- Improved capacity to demonstrate results could raise awareness of WFP's work and generate support. [*Implications and Action: paras. 74–75, 93–95*]

Threats

- The difficulty and often increased costs resulting from WFP's focus on the poorest people and countries are not well communicated to donors. [*Action: paras. 93–96, 97*]
- The increasing number of large emergencies is stretching WFP's financial and human resources. [*Action: paras. 71, 80, 81–82, 83, 108, 109*]



- An increasing proportion of staff posts in dangerous or difficult duty stations could undermine WFP's ability to retain sufficiently experienced staff. [*Implications and Action: paras. 71–73*]
- Continuing dependence on a few donors could lead to wide fluctuations in resourcing levels. [*Action: paras. 97–107*]
- Decreased resources for the development portfolio threatens the ability of the organization to fulfil this aspect of its mandate. [*Action: paras. 57–66*]
- The predominance of directed contributions for emergencies limits WFP's flexibility in allocating resources. [*Action: para. 85*]

IV. STRATEGIC PRIORITIES

7. The global effort to achieve the MDGs demands all the commitment and resources the international community can muster. Both development funding and the substantial sums spent on humanitarian assistance can contribute. Children need to attend school, whether they are in a refugee camp or in their own communities, situations of displacement call for special efforts to halt the advance of HIV/AIDS and crisis situations present problems and opportunities for the empowerment of women.
8. WFP has reframed its activities within its mandate and mission statement (see Annex III) as five strategic priorities linked to the MDGs. The goal is to contribute to meeting the MDGs through food-assisted interventions targeting poor and hungry people.
9. WFP's five strategic priorities are:
 - Save lives in crisis situations.
 - Protect livelihoods in crisis situations and enhance resilience to shocks.
 - Support the improved nutrition and health status of children, mothers and other vulnerable people.
 - Support access to education and reduce gender disparity in access to education and skills training.
 - Help governments establish and manage national food-assistance programmes.
10. The box below presents the main activities supporting these priorities. The MDGs, and their related targets, are listed in Annex IV.



MAIN ACTIVITIES OF THE STRATEGIC PRIORITIES AND THEIR CONTRIBUTION TO THE MDGS

SP1) Save lives in crisis situations (MDGs 1, 4):

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

SP2) Protect livelihoods in crisis situations and enhance resilience to shocks (MDG 1):

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

SP3) Support the improved nutrition and health status of children, mothers and other vulnerable people (MDGs 4, 5, 6):

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

SP4) Support access to education and reduce gender disparity in access to education and skills training (MDGs 2, 3):

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

SP5) Help governments to establish and manage national food assistance programmes (MDGs 1–6):

- ◇ exchange of information, national experience and best practices;
- ◇ contribute to the elaboration of resource-mobilization strategies;
- ◇ information, training, manuals and training materials; and
- ◇ advice from WFP or in-country institutions with relevant expertise.

11. WFP will maintain its programme categories—development, EMOP, PRRO—which serve as a framework for the financing of its activities. An operation may contribute to more than one strategic priority. In all countries, WFP will work within existing United Nations coordination mechanisms and in support of national strategies for hunger reduction.

12. Paragraphs 13–56 discuss the strategic priorities in more detail, outlining rationale, policy, approaches and the necessary partnerships and knowledge-building. Cross-cutting policies such as those on gender and HIV/AIDS will be considered in all of WFP's work.

SP1) Save Lives in Crisis Situations

⇒ Rationale

13. The MDGs are meaningless to those who do not survive crises or whose health and livelihood are permanently damaged. Saving lives will continue to be one of the priorities of WFP.

14. WFP will continue to assist the victims of crises through: (i) a combination of general distribution, when an entire population or a large part of it is cut off from its normal sources of food; (ii) broad distribution of blended and fortified foods, when needed to



reduce acute malnutrition; (iii) supplementary feeding for the most vulnerable, who are usually young children and pregnant and lactating women; and (iv) food for work.

15. The policy basis for this strategic priority is set out in the following sections of the Compendium of WFP Policies: Emergencies (emergency response criteria; programming principles; food aid and livelihoods in emergencies) and Cross-cutting (HIV/AIDS, gender).

⇒ **Approaches**

16. Effectiveness in emergency operations (EMOPs) rests on sound information, contingency planning, understanding the vulnerability of the affected population, timely response and a capacity to reach those affected even when access is difficult. WFP engages in a continuous search for excellence in these areas. During the Strategic Plan period, this will involve:
- work with other United Nations agencies and non-governmental organizations (NGOs) to develop regional and country-specific contingency plans in consultation with national governments and to pre-position supplies; WFP's Emergency Preparedness Web will be developed further;
 - refinements in VAM methods to include gender-disaggregated information and material on nutrition and livelihoods;
 - improved early warning;
 - improved emergency needs assessment;
 - pilot tests of measures that improve women's access to and control over food, such as placing food distribution points closer to women's homes, assessing different packaging to enable women to collect and carry food rations and establishing more effective ways of informing beneficiaries about food distributions;
 - work with the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF) to identify best practices in: (i) integrating HIV-prevention activities in camps; (ii) ensuring that vulnerable children and orphans in camps have access to education; and (iii) identifying the optimal nutritional package for HIV-infected individuals;
 - improved timeliness of responses to emergencies by developing funding mechanisms for Executive Board approval that would facilitate more up-front funding; and
 - mainstreaming investments in early warning, needs assessments and logistics support in the Programme budget.

⇒ **Partnership and Knowledge-Building**

17. Participation in the Consolidated Humanitarian Action Plan/Consolidated Appeal Process (CHAP/CAP) and the Inter-Agency Standing Committee (IASC) will provide the basis for WFP's efforts to strengthen operational coordination in crisis situations. WFP will:
- strengthen partnerships and clarify roles and responsibilities in emergency situations by revising its Memoranda of Understanding (MOUs) with UNHCR and UNICEF and by reviewing the agreement with the International Committee of the Red Cross (ICRC);



- collaborate with other players on vulnerability information systems, such as FAO/Global Information and Early Warning Systems (GIEWS), the Food Insecurity and Vulnerability Information and Mapping System (FIVIMS) and the Famine Early Warning System (FEWS); and
 - seek to expand the number and type of stand-by partners for geographical reach and language skills and to improve procedures for rapid deployment and oversight.
18. WFP will seek to learn more from its own experiences in emergency settings, using new approaches to capture and share experiences. Lessons will be integrated into emergency-response and other training.

Outputs	Output indicator	Outcome	Outcome indicator	Intervention Types
1.1 Increased access to food for highly food insecure populations in conflict- and disaster-affected areas where WFP has operations	Indicator 1.1.1 Quantity of food distributed (by project category)	1.2 Reduced and/or stabilized prevalence of acute malnutrition among beneficiaries	Indicator 1.2.1 Prevalence of <i>acute</i> malnutrition among under-5s (by gender) (assessed using weight for height)	General food distribution in crisis
	Indicator 1.1.2 Number of beneficiaries receiving WFP food assistance (by project category, age group, gender)	1.3 Reduced and/or stabilized crude mortality among beneficiaries	Indicator 1.3.1⁺ Crude mortality rate	Supplementary and therapeutic feeding activities

⁺ Performance indicator to be pilot-tested.

SP2) Protect Livelihoods in Crisis Situations and Enhance Resilience to Shocks

⇒ Rationale

19. Crises have a protracted impact. Many households survive a transitory shock but fail to recover before the next catastrophe strikes. Successive crises leave them with depleted human, physical and financial assets and reduced resilience to cope with the next misfortune. They face the risk of an inexorable slide into chronic hunger, poor health and low productivity. Progress towards achievement of the MDGs is undermined with each setback.
20. The inability of poor people to cope with crises is a symptom of weak development. More development resources are needed in marginal areas for activities specifically designed to reduce risk and enhance resilience. Until this is done, the cycle of crises leading to emergency food aid will continue. This is a challenge that goes far beyond food aid. Reducing vulnerability and building resilience need to be treated as inherent parts of development.
21. The policy basis for this strategic priority is set out in the following sections of the Compendium of WFP Policies: Development (programming principles); Emergencies (emergency response criteria, programming principles, food aid and livelihoods in emergencies); Linking Relief and Development (programming principles, special needs); and Cross-cutting (HIV/AIDS, gender, participatory approaches, environmental impact).



⇒ **Approaches**

22. There are various ways in which WFP can support broader efforts to help communities to be better prepared for shocks and buffer the worst effects. The first way that WFP can help to break the cycle of recurring need for emergency food aid is to advocate for investments geared to vulnerable people in areas that are prone to recurrent natural disasters or multiple shocks. Also, FFW or food for training (FFT) that are community based and involve communities in the selection of activities can support pre-shock investments to provide: (i) physical assets such as cyclone shelters, flood embankments and reserve water cisterns that help communities to resist shocks; and (ii) livelihood support, such as employment programmes, asset creation and vocational training, which help households to withstand future losses of wealth, food and security. WFP can help through improved information for preparedness such as early warning systems, community contingency planning, development of community food banks and pre-shock identification of the most vulnerable communities and population groups.
23. Post-shock recovery may entail support to programmes that: (i) rehabilitate natural resources and reconstruct damaged infrastructure, typically through FFW; (ii) support education by keeping schools open during and after shocks, thereby helping to maintain social norms; (iii) improve diet diversity and agricultural productivity; and (iv) provide training and micro-finance, targeted particularly to women.
24. WFP activities that protect livelihoods and enhance resilience to shocks are supported through the EMOP, protracted relief and recovery operation (PRRO) and development programme categories. A long-standing WFP policy⁵ is that whenever possible the Programme will provide emergency food aid in ways that serve both relief and development purposes. Mitigation of the effects of natural disasters in areas vulnerable to recurring crises is one of the five objectives of WFP's Enabling Development policy; the need to maintain assets critical for long-term recovery is a central feature of the policy of linking relief to recovery.
25. WFP should make these activities mutually reinforcing, even though they are funded through different programming categories. All too often post-crisis becomes pre-crisis, so PRROs should assist recovery and attempt to strengthen resilience to handle the next shock, making a link to disaster mitigation activities in country programmes. WFP can support national early-warning systems, community contingency planning and disaster training and pre-shock targeting of the most vulnerable communities and population groups by transferring knowledge on VAM and emergency preparedness.

⇒ **Partnerships and Knowledge-Building**

26. Work to protect livelihoods and build resilience to shocks is not new to WFP, but the Programme and its partner agencies have less experience to draw upon in this area than in other activities. Already it is clear that vulnerable people rely on community networks and community assets to help withstand shocks. Thus, livelihood interventions need to be community based and include community participation in order to support the coping strategies of vulnerable people. Continued work with partners to increase shared knowledge of how best to help vulnerable people to cope with shocks will be an important challenge in coming years.

⁵ "Consolidated Framework of WFP Policies", WFP/EB.3/2002/INF/9, para. 22.



27. The United Nations Development Group/Office for the Coordination of Humanitarian Affairs (UNDG/OCHA) Working Group on Transition Issues, which is to complete its work in September 2003, is expected to make recommendations that will lead to a framework for building partnerships during post-crisis periods.
28. WFP's knowledge of livelihood patterns and its targeting based on them increased considerably during the 1990s, but there is a need for improved understanding of the differential impacts of shocks, the effects of livelihood uncertainty on household investment/disinvestment choices, the gender-disaggregation of needs and choices, and best practices in mitigating risks through public action. Enhancement of WFP's VAM activities will provide a stronger basis for determining needs and targeting.

Output	Output indicator	Outcome	Outcome indicator	Intervention types
2.1 Targeted beneficiaries participate in food-supported asset-creation and income-generation activities	Indicator 2.1.1 Number of beneficiaries participating in asset- and income-generating activities (by gender)	2.2 Increased ability to manage shocks and meet food needs	Indicator 2.2.1 * Percentage share of household expenditure allocated to food	FFW activities to preserve assets during crises and expand access to assets during recovery Food-supported activities to reduce vulnerability to transitory food shortages and support national safety-net programmes

* Performance indicator to be pilot-tested.

SP3) Support the Improved Nutrition and Health Status of Children, Mothers and Other Vulnerable People

⇒ *Rationale*

29. Malnutrition undermines a family's chances of improving its economic situation and the prospects of its children. It does so first by impeding adult productivity and health. It is also the single most important risk factor for child health and mortality, contributing to 60 percent of under-5 child mortality. Many children of malnourished mothers suffer growth retardation due to malnutrition even before birth.⁶ The cycle of nutrient deprivation from malnourished mother to malnourished child perpetuates hunger and impairs productivity in the long run.
30. Malnutrition does not always mean that food consumption is inadequate. Improving nutrition usually requires a combination of interventions related to health, sanitation and knowledge. Where inadequate food consumption is a factor, food aid serves an important nutrient transfer function, especially when rations are fortified with micronutrients.
31. The agreed policy basis for this strategic priority is set out in the following sections of the Compendium of WFP Policies: Development (programming principles); Cross-cutting (HIV/AIDS; Gender).

⁶ WHO, 2002.



⇒ **Approaches**

32. During the Strategic Plan period, WFP will give nutrition a higher priority through:
- increased attention to the nutritional needs of vulnerable people in emergency situations: a review of practices will be undertaken, a paper put forward to the Executive Board and operational guidelines prepared;
 - identification of best practices for meeting the nutrition needs of pre-school children and pregnant and lactating women: a desk review of WFP and partner activities is being undertaken to identify issues and best practices and to indicate approaches to the strengthening of partnerships in mother and child nutrition interventions;
 - consideration of the new issue of meeting the nutrition needs of women before they become mothers: WFP will explore the extent to which adolescent girls can be assisted through food aid, the best practices for reaching this group and potential partners for such work;
 - support to the reduction of micronutrient deficiencies: WFP will seek to ensure that WFP vegetable oil is fortified with vitamins A and D, that salt is adequately iodized, and that wheat flour, maize meal, blended foods and high-energy biscuits are fortified with vitamins and minerals; WFP has taken the lead in standardizing premixed blended foods for use by United Nations agencies and will work with others in assessing the effectiveness of premixed micronutrient formulas;
 - leveraging the nutrition benefits of school feeding programmes: WFP will work with UNICEF and the World Health Organization (WHO) in support of deworming, sanitation enhancement, iron folate and anti-malarial initiatives, HIV/AIDS prevention, nutrition education and other activities essential to nutrition outcomes;
 - nutrition measures to moderate the impact of HIV/AIDS and TB: WFP and its partners will test interventions in food-insecure regions of high HIV/AIDS and TB prevalence, such as providing fortified foods to malnourished individuals, using food rations to encourage regular participation in treatment regimes, and supporting health and nutrition education; in areas where there are many AIDS orphans, take-home rations may be provided through schools; and
 - support for the mainstreaming of nutrition into programming: WFP will expand staff training and give more emphasis to nutrition concerns in emergencies, including emergency needs assessments, understanding and adoption of best practices, harmonization of approaches with United Nations and other collaborators, interpretation of nutrition surveys and nutrition monitoring systems; moves are under way to have joint nutrition training sessions with UNICEF.

⇒ **Partnerships and Knowledge-Building**

33. Good nutrition requires more than adequate food. WFP must seek out and work effectively with a variety of partners that share the objectives of this strategic priority. Activities to build partnerships for nutrition will involve:
- enhancing and building further on national capacities through Ministries of Health, other nutrition units and national centres of expertise in the realm of nutrition science and operational policy;
 - a more active role in redefining the goals and activities of the United Nations Standing Committee on Nutrition: WFP will continue as a member of its Steering Committee;



- regular senior-level interaction among nutrition professionals from UNICEF, WHO and the Rome-based agencies: biennial meetings aimed at increased harmonization of agency policy and operational collaboration in the field are planned; and
 - dialogue with World Bank nutritionists and economists: WFP will explore ways in which nutrition activities supported by food aid can complement World Bank-funded assistance to nutrition education, growth monitoring and health interventions; there has been collaboration of this kind in Senegal and Madagascar, and the World Bank and WFP are developing collaborative action plans in Ethiopia, Malawi and Zambia.
34. WFP will increase its knowledge base through partnerships with universities and research institutions. The International Food Policy Research Institute (IFPRI) will continue to provide insights into the outcomes of nutrition interventions, while work with Save the Children and the Centre for Disease Control and Prevention will do the same for the effectiveness of mother-and-child interventions. Ongoing work to be completed and disseminated includes studies on the determinants of low birth weight in refugee camps in Nepal and the United Republic of Tanzania (in collaboration with Cornell University and UNICEF), the nutrition situation in the Democratic People's Republic of Korea (with the Institute for Child Health and UNICEF), and the food-security impacts of the Income Generation and Vulnerable Groups Development (IGVGD) programme in Bangladesh (with Tufts University).
35. There are still many gaps in understanding of the connections between HIV/AIDS and nutrition. WFP is discussing the possibility of collaborative operations research with several universities, adding to the universities' existing programmes on the prevention of mother-to-child transmission and the impact of nutrition supplementation on HIV-positive mothers and children.

Output	Output indicator	Outcome	Outcome indicator	Intervention types
3.1 Increased participation of target populations in food-supported nutrition interventions	Indicator 3.1.1 Number of children reached through food-supported nutrition interventions	3.3 Improved nutritional and health status of beneficiaries: 3.3.1 Reduced level of child malnutrition	Indicator 3.3.1 Prevalence of under-5 malnutrition (assessed using height, weight and age, by gender)	Community-based nutrition interventions Targeted supplementary feeding
	Indicator 3.1.2 Number of vulnerable women reached through food-supported nutrition interventions	3.3.2 Reduced level of malnutrition among women	Indicator 3.3.2 * Prevalence of malnutrition among adult women (assessed using Body Mass Index and/or low birth weight)	Support to national early-childhood growth interventions (such as India's ICDS**)
	Indicator 3.1.3 Percentage share of micronutrient-fortified food delivered through WFP-supported nutrition interventions	3.3.3 Reduced level of anaemia among pregnant and lactating women and targeted children	Indicator 3.3.3 * Prevalence of anaemia among target beneficiaries	Support to national and local fortification of flour, blended foods and biscuits Support for de-worming
3.2 Increased participation in food-aid activities by target populations in HIV/AIDS-endemic and food-insecure districts/regions	Indicator 3.2.1 Percentage HIV/AIDS-endemic, food-insecure districts receiving food-supported interventions	3.4 Reduced impacts of HIV/AIDS on food security among vulnerable populations	Indicator 3.4.1 To be determined	Support for HIV/AIDS orphans, foster households and vulnerable populations

* Performance indicator to be pilot-tested.

** Integrated Child Development Services.



SP4) Support Access to Education and Reduce Gender Disparity in Access to Education and Skills Training

⇒ Rationale

36. Worldwide, there are 300 million chronically hungry children and 100 million children who are out of school. In-school feeding reduces short-term hunger, improves cognitive functions and enhances learning, school behaviour and achievement. Furthermore, in-school feeding programmes provide strong incentives for parents to send their children to school and keep them there. In the longer term, the education gained by the beneficiaries of school feeding pays off in terms of economic and social development.
37. About 60 percent of the out-of-school children are girls. In areas where there is a significant gender disparity in access to education, take-home food rations provide an additional incentive for parents to send girls to school. In-school feeding, take-home rations and food-assisted literacy and trade/skills training are all important interventions that enable orphans and other vulnerable children to obtain an education either through formal or non-formal education systems. Studies from southern Africa show that girls who are educated are less likely to become HIV-infected than those with no education.
38. In many countries where WFP provides food assistance, women and adolescent girls have very limited access to information, knowledge, skills and assets, and little voice in decision-making processes, particularly because many have missed out on getting an education. Through its Gender Policy, approved by the Executive Board in 2002⁷ WFP places a strong emphasis on positive measures for women and adolescent girls to counterbalance their disadvantaged position and strengthen their role in ensuring household food security. WFP's third Enhanced Commitment to Women stipulates that for the period 2003–2007 women and girls will constitute at least 70 percent of the participants in food-assisted training activities.
39. The policy basis for this strategic priority is set out in the following sections of the Compendium of WFP Policies: Development (programming principles); Cross-cutting (HIV/AIDS; gender).

⇒ Approaches

40. During the Strategic Plan period, WFP will:
 - aim to double the number of school feeding beneficiaries from the 2002 level of 15.6 million children and to further increase their numbers in subsequent years;
 - work in partnership with national governments and other organizations to associate support for school feeding with related services such as de-worming treatments, clean water, separate latrine facilities for boys and girls, and education in HIV-prevention and nutrition;
 - explore alternative school feeding methods such as providing fortified biscuits and/or take-home rations to support non-formal education such as literacy, numeracy and vocational education in order to reach out-of-school children, especially orphans;
 - present for Executive Board decision a policy paper to guide and expand WFP's work on food for training.

Effective partnerships with government institutions and NGOs will be central to the achievement of this strategic priority.

⁷ Gender Policy 2003-2007, WFP/EB.3/2002/4-A



⇒ *Partnerships and Knowledge-Building*

41. Beginning with the countries of the Sahel, WFP will pilot ways to support countries that are interested in developing a regional school feeding strategy. The Sahel strategy will build on existing initiatives such as the World Bank Fast Track, the United Nations Girls' Education, and Focusing Resources on Effective School Health (FRESH) programmes, and the New Partnership for Africa's Development (NEPAD). WFP is also involved in the development of a membership-driven school feeding network for Latin America. The experience with these strategies will serve as a basis for expanding such approaches in other regions.
42. School feeding provides a platform for health and nutrition measures such as deworming, HIV/AIDS education, hygiene lessons, micronutrient treatment, nutrition lessons and psychosocial support. It is also a catalyst for community involvement in school management, school construction and infrastructure improvement, provision of clean water, environmental activities, HIV/AIDS education and job creation. WFP's primary partners are national governments, particularly Ministries of Education, and local communities. Other partnerships of particular importance include:
- UNESCO, for technical assistance, programme design and evaluation, and statistics;
 - WHO, for deworming and other school health issues;
 - UNICEF, which provides books and supplies, clean water, latrines, sanitation, school health, teacher training, curriculum development and girls' education;
 - the World Bank, which provides funds for school health and, potentially, works with orphans and adolescent girls on HIV/AIDS-prevention activities;
 - FAO for school gardening and agricultural training activities;
 - NGOs, especially for organizing parent-teacher groups, mobilizing community inputs, developing management capacity and the monitoring of school feeding and enhancing the quality of school education; and
 - the private sector, as donors, providers of expertise, and critical partners in job-creation and sustainability.
43. Research on WFP-assisted school feeding programmes will be undertaken in three countries over a three-year period, jointly funded by the World Bank and WFP and implemented by Harvard University in collaboration with the Brookings Institution. Studies will evaluate effects of programmes on pupils' educational outcomes, health, eating patterns at home and nutritional status, as well as the effects of take-home ration programmes on the perceptions and behaviour of parents and communities.
44. WFP, the Centre for International Child Health, and the Institute of Child Health in London are studying the possibility of adding a WFP component to their research on HIV/AIDS orphans. A joint study of the nutritional impact of different ration sizes for schoolchildren may be undertaken with the same institutions. IFPRI will further analyse data from the evaluation of the Food for Schooling programme in Bangladesh, focusing on the effects on children's performance of increased class sizes. Tufts University will assist WFP in analysing the results of standardized school-feeding baseline and evaluation surveys.



Output	Output indicator	Outcome	Outcome indicator	Intervention types
4.1 Food provided to schoolchildren in WFP-assisted primary schools	Indicator 4.1.1 Number of boys and girls receiving food aid in WFP-assisted primary schools	4.3 Increased enrolment of boys and girls in WFP-assisted primary schools	Indicator 4.3.1 Absolute enrolment: number of boys and girls enrolled in WFP-assisted primary schools	School feeding activities as components of EMOPs/PRROs/country programmes
			Indicator 4.3.2 Net enrolment rate: percentage of school-age boys and girls enrolled in WFP-assisted primary schools	
		4.4 Improved attendance of boys and girls in WFP-assisted primary schools	Indicator 4.4.1 Attendance rate: percentage of boys and girls in WFP-assisted primary schools attending classes at least 80 percent of the school year	
		4.5 Improved capacity of boys and girls in WFP-assisted primary schools to concentrate and learn	Indicator 4.5.1 Teacher's perception of children's ability to concentrate and learn in school as a result of school feeding	
4.2 Food provided as incentive to families to send girls to school	Indicator 4.2.1 Number of girls receiving take-home rations	4.6 Reduced gender disparity between boys and girls in WFP-assisted primary and secondary schools and skills training	Indicator 4.6.1 Ratio of girls to boys enrolled in WFP-assisted primary schools	Support for training and literacy activities for women and adolescent girls

SP5) Help Governments Establish and Manage National Food-Assistance Programmes

⇒ Rationale

45. In more than 70 countries, a PRSP provides the strategic framework for national efforts to achieve the MDGs. The PRSP can: (i) provide a clear indication of the priority that a government gives to the reduction of hunger; (ii) outline whether and how a government wishes to use food aid, in combination with other measures, in its efforts to achieve the MDGs; and (iii) ensure that WFP-supported activities are embedded in national priorities.
46. National efforts to achieve the MDGs increasingly include social programmes with a food component. Some nations have long-standing food-assistance measures in place; others are starting or expanding safety-net programmes to support the resilience of the poor to crises that take their toll on household livelihoods (e.g., HIV/AIDS). International food aid plays an important role in some cases; some countries implement their food-assistance measures largely or entirely with national resources.



47. The Mission Statement calls on WFP to “support countries in establishing and managing their own food assistance programmes.” A 1997 Executive Board decision established that this should be done by promoting the sharing of experience and expertise among countries and by providing advisory services on all aspects of national food-assistance programmes.⁸
48. WFP has provided such support in several ways. Support for the analysis and exchange of experiences among members of the South Asian Association for Regional Cooperation (SAARC) influenced governments in the region to view national food assistance as a critical means of achieving food security and as an enabler of overall human development. This has influenced national programmes that are many times larger than the assistance provided through WFP. To give another example, in Mozambique WFP helped to institutionalize emergency preparedness by facilitating an interministerial process to plan for various disaster contingencies, collect lessons from past responses and allocate responsibilities to different actors; this paid dividends during the following year’s flooding.
49. In other countries, assistance was provided through WFP’s VAM capacity, which contributed to the Common Country Assessment (CCA process), as well as to WFP-supported activities. Collaboration with the Swaminathan Foundation produced an analysis of household-level food insecurity, which is displayed in atlases used by the Government of India in the design and targeting of its programmes.
50. Such examples are encouraging, but WFP has not realized the full potential of the 1997 policy. Technical support for national programmes has not been mainstreamed in country programmes or PRROs, and funding has been ad hoc. Yet in some countries WFP could have a greater impact on reducing hunger by using resources to improve government programmes and their effectiveness rather than by limiting its interventions to its own food aid resources. Building capacity contributes to the sustainability of national food-assistance programmes through sharing experience and expertise and through the transfer of food.
51. The policy basis for this strategic priority is set out in the following sections of the Compendium of WFP Policies: Development (enhancing programming in the poorest countries; country programme approach; programming principles); Cross-cutting (supporting national food-assistance programmes).

⇒ **Approaches**

52. A fifth strategic priority for the coming biennium is to include in country programmes/projects and PRROs measures to help governments strengthen their own capacity to plan and manage food-based programmes when they request such assistance. WFP will intervene according to its value-added and within its competency. WFP will take care not to duplicate the work of other organizations, nor will it provide technical advice that is readily available elsewhere. Furthermore, WFP will act within the framework of policies defined by governments in their Poverty-Reduction Strategy Papers and within regional initiatives such as NEPAD. Effective field-level coordination and collaboration with other organizations, particularly through United Nations coordination mechanisms, will be essential in supporting national food-assistance programmes. The expertise that WFP proposes to share arises directly from its own experience in such fields as:
- vulnerability assessment, targeting;
 - emergency preparedness;

⁸ “WFP Support to Countries in Establishing and Managing National Food Assistance Programmes”, WFP/EB.2/97/3-A.



- the management of school feeding;
 - advocacy and resource mobilization for hunger programmes;
 - the tracking of food commodities using WFP's Commodity Movement Processing and Analysis System (COMPAS);
 - logistics;
 - local food handling and warehousing;
 - milling and fortification; and
 - as it gains experience, the use of food in programmes to assist HIV/AIDS-affected households.
53. In accordance with the 1997 policy, WFP will share its own expertise and support governments in sharing their expertise and insights with others. National and international officers will have an important role to play as channels of expertise in the countries in which they work and as part of advisory assistance and training in other countries.
54. Funding for capacity-building should not be a function of the volume of food provided; a transfer of expertise may be as appropriate in conjunction with small programmes as it is with larger ones. WFP should stand ready to share expertise with countries in which it does not have an ongoing operational presence.

⇒ *Partnerships and Knowledge-Building*

55. WFP's primary partners will be national governments; other partners include regional organizations and the private sector. WFP will focus its capacity-building efforts on activities that directly support national strategies and sectoral approaches. Field-level coordination with other organizations within these national strategies will be crucial. WFP will also need to learn from evolving experience how best to support national governments. During the Strategic Plan period, WFP will review its experience in and innovative approaches to supporting national food-assistance programmes.
56. A paper covering matters such as arrangements and funding mechanisms to expand activities to strengthen government capacity, and possible arrangements for working through regional organizations will be prepared for Executive Board decision. Existing country office experiences and initiatives with regional organizations such as Southern Africa Development Community (SADC) and NEPAD will be a basis for the proposals put forward. The paper will set out the expected results, output and outcome indicators that will be used to measure WFP's achievement of this strategic priority. Provisional results and indicators are given below.



EXPECTED RESULTS AND PERFORMANCE INDICATORS
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Strategic Priority 5	Output	Outcome
<p>5. Help governments establish and manage national food-assistance programmes.</p>	<p>5.1 Increased capacity of national governments to identify food needs, develop strategies and carry out food-based programmes.</p> <p>Indicator 5.1.1 Number of countries using WFP's technical services.</p> <p>Indicator 5.1.2 Number of national government staff trained under WFP's technical assistance programmes.</p> <p>5.2 Increased dialogue with governments to identify potential areas for technical assistance and cooperation.</p> <p>Indicator 5.2.1 Number of technical services supported by WFP.</p>	<p>5.3 Governments are able to plan and manage food-based programmes.</p> <p>Indicator 5.3.1 To be determined.</p>

V. RESPONDING TO FOOD INSECURITY

57. The central challenge for WFP programming is to respond to the range of food-security situations in recipient countries. Some need food aid only in emergency situations; in others, food aid for development helps build food security. Malnutrition is widespread in some countries; in others, areas of severe malnutrition persist in spite of improvements in food security. Large transfers of food are needed in some situations; smaller, highly targeted assistance is more appropriate elsewhere. Implementation of strategic objective 5 will increase WFP's flexibility to find the best ways to match country needs with WFP's resources. Capacity-building can improve the effectiveness of large transfers of food and form part of the assistance in countries where national food-based programmes are far larger than WFP's contribution.
58. Country programmes that match the needs of each country and situation have to be designed taking into account the resources that will need to be mobilized. In recent years, funds have generally been available for emergency responses, but development resources have not been sufficient to implement approved country programmes. During the Strategic Plan period, WFP will increase its efforts to obtain resources for country programmes.
59. The Executive Board has tempered the principle of universality by taking a decision that as least 50 percent of WFP's development assistance is to be provided to LDCs and at least 90 percent to LIFDCs. The criteria for providing emergency assistance are broader, but also based on assessment of need.⁹

⁹ WFP/EB.3/2002/INF/9, "Consolidated Framework of WFP Policies" paras. 13–18.



60. Development resources declined from US\$490.7 million in 1994 to US\$215.5 million in 2002 and an estimated US\$250 million in 2003. WFP needs to re-think how best to assist countries where vulnerable people face chronic hunger and periods of acute hunger even when no crisis is declared. In doing so, it needs to take into account that:

- Allocation of development resources depends as much on donor decisions as well as those of WFP. About 30 percent of development resources have been directed multilateral in recent years.
- Country situations change, so flexibility is needed.
- WFP will work to expand its resource base, including support for its development activities, in part by broadening its donor base. Any approach adopted by WFP must be flexible enough to adjust to the actual mobilization of resources.

61. It is proposed that:

- WFP will concentrate its efforts and resources on the neediest people and countries in accordance with the CFA's decision to provide at least 90 percent of WFP's development assistance to low-income, food-deficit countries and at least 50 percent of its development assistance to the least developed countries
- within this framework, increased priority will be given to least developed countries. This should be done flexibly, keeping in mind that: (i) some LDCs are more food insecure than others, whether food insecurity is measured by availability of food or chronic malnutrition, (ii) a few countries, while not designated as least developed, have a gross domestic income no higher than that of the least developed and are equally food insecure; (iii) when LDCs suffer civil disturbances, emergency responses are often more appropriate than development activities; (iv) some countries, while not LDCs, have malnutrition problems appropriate for WFP intervention.
- more specifically, by 2007 at least 90 percent of the undirected multilateral resources: from traditional donors used for development should go to countries that:
 - ◇ are least developed or have equally low income;¹⁰ and
 - ◇ face a problem of chronic malnutrition measured as a rate of under-five child stunting greater than 25 percent.
- undirected multilateral resources used for emergencies will remain unrestricted. Such situations could include severe pockets of hunger such as are found in countries with zones in which income levels are as equally low as the least developed countries and chronic malnutrition of children under 5 is greater than 30 percent. Assistance would be limited to such zones.
- WFP will endeavour to raise incremental funds from new sources, including emerging country donors, development banks and private sector contributions, including from national and multinational corporations or international foundations. In allocating these funds, WFP will consider the funding of activities affected by the shift in allocation of traditional donor undirected multilateral funds as one of its priorities.
- directed multilateral resources, including national resources from private sources, would continue to be provided to the countries and activities for which they are intended.

¹⁰ Per capita GDI less than US\$885.



62. While food insecurity is generally most widespread in the LDCs, serious problems of malnutrition persist in many others. As the food security situation of a recipient evolves, WFPs response should adjust accordingly.
63. Even where there is no longer a pressing need for large transfers of food aid, there may remain a requirement for highly focused interventions, for example: pilot projects to test approaches for subsequent replication with national resources; capacity-building; planning for potential emergencies; national safety-net measures including food; and sharing expertise and experience related to managing food-based programmes.
64. It is proposed that in countries relatively less needy, WFP activities could be financed by a combination of some undirected multilateral resources, directed resources from traditional and emerging donors, national resources and private-sector contributions.
65. WFP will work with the government of each recipient to develop a country-specific resourcing strategy based on a joint assessment of the resources that could be mobilized internationally and nationally. Capacity-building measures can be included, or even be given prominence, if this is the wish of national authorities. Against this backdrop, governments can assess whether they wish to continue, re-focus or adjust current country programmes/projects. WFP anticipates the need for presence in each country to deliver country programmes and provide a base for emergency operations as necessary; the nature of this presence, which will not always be a traditional country office, will be determined in light of the activities to be managed.
66. This new flexible approach to programming will be developed further, based on past experience and lessons learned in the first two years of the Strategic Plan. The results of this analysis will inform the revision of the Plan that will come to the Board in May 2005.

VI. MANAGEMENT PRIORITIES

67. A number of the actions that WFP will take during the Strategic Plan period to implement the five strategic priorities have already been mentioned. WFP will need to invest in a number of management improvements to ensure a solid foundation for its programme activities. The following paragraphs describe the nine management priorities to strengthen operational effectiveness and organizational capacity.

MP1) Strengthening Partnerships

68. WFP works with a wide range of partners in diverse ways, ranging from participation in United Nations committees and coordinating mechanisms to operational collaboration and technical support. These partnerships are central to WFP's work, and will continue. Those discussed in the following paragraphs do not give a comprehensive picture of the partnerships that are important to WFP, but rather indicate those to be given new or particular attention during the Strategic Plan period.

- **Dialogue in support of PRSPs:** PRSPs are meant to provide the framework for national efforts to achieve the MDGs. However, many of them include no food security or nutrition strategy, perhaps because these are cross-sectoral issues. In the national dialogue leading to a PRSP, WFP should underline the importance of including a set of measures to fight hunger, and should remind the relevant players of the connections between hunger and other MDGs. An informal survey of WFP country offices showed significant differences in their access and contribution to the dialogue. Participation in the dialogue is very important; but it is also time-consuming and difficult to balance against operational needs, especially for a small office. WFP



will assign a senior manager to: (i) work with country offices where a PRSP process is under way; (ii) on the basis of this experience, develop guidance and materials to assist country offices; (iii) make recommendations about further support from regional bureaux or Headquarters; (iv) provide advice on whether and how small country offices, can participate; and (v) analyse the evolving implications of sector-wide approaches (SWAPs) for WFP.

- **UNICEF:** The complementarity between the UNICEF Medium-Term Strategic Plan and WFP's strategic priorities provides the basis for greater collaboration. A UNICEF staff member seconded to the School Feeding Unit is assisting the two organizations to move beyond education activities that are broadly reinforcing to greater integration of efforts through a "minimum package approach". WFP and UNICEF offices in 13 countries are designing and testing this model. A key objective of the new Nutrition Service will be to strengthen collaboration with UNICEF in this field.
- **FAO and the International Fund for Agricultural Development (IFAD):** Areas of new or enhanced cooperation are expected to include protection of the livelihoods of communities vulnerable to recurring natural disasters, in conjunction with school feeding; development of a shared database of spatial information used in food security and vulnerability assessments; food aid to enable participation in training opportunities provided by FAO and IFAD, especially those for women; and continued dialogue among the three agencies, the city of Rome and the Italian Government to extend debt relief linked to poverty alleviation and food security. FAO and WFP will carry out a joint study in Mozambique in support of orphans and children affected by HIV/AIDS. There have been preliminary indications of FAO interest in working with WFP on other research topics as well.
- **The World Bank:** The most promising areas for operational collaboration, should governments wish it, appear to be: (i) extension of past collaboration in community-based health and nutrition programmes; (ii) complementary "between-crises" activities to build resilience and protect livelihoods; and (iii) assistance for HIV/AIDS orphans. WFP and the World Bank will jointly fund research on the role of food in enabling school attendance.
- **The Joint United Nations Programme on HIV/AIDS (UNAIDS):** UNAIDS has become a new partner for technical expertise and field-level collaboration of the kind recently developed in southern Africa. WFP will enhance this partnership by becoming a UNAIDS co-sponsor.
- **NGOs:** WFP continues to enhance collaborative partnerships with more than 200 international and over 1,000 local NGO partners. The Programme is extending dialogue with the NGO community at Headquarters and the field level, dealing with issues such as structured ways to reimburse NGOs for their expenditures. Another area for further engagement with NGO partners is collaboration in joint advocacy activities. Local NGOs and community-based organizations enable WFP to reach beneficiaries more effectively, thus strengthening their capacities in food logistics and management, gender-sensitive assessment and programming, monitoring of results and accountability procedures. WFP needs to explore ways of funding capacity-building efforts.
- **The private sector:** WFP will develop partnerships with corporations that can contribute resources, services or expertise. WFP will seek about 12 corporate partners, building each relationship carefully to better understand the mutual benefits of this new type of partnership. Regional and Country Directors will build relationships with



the private sector at local level. WFP's governance, of course, would remain with Member States.

- **Services to partners:** WFP will continue to support United Nations and other partners through the United Nations Joint Logistics Centre (UNJLC). In response to requests from other agencies, WFP will develop inter-agency services and will strengthen its aviation safety unit. It will develop the United Nations Humanitarian Response Depot (UNHRD) facility and explore replication of the UNHRD approach in other strategic locations.

MP2) Human Resources Management

69. The need to respond rapidly to crises requires staff with sufficiently flexible skills to function in many different and difficult environments, and the mechanisms to identify and obtain the competencies required by the Programme. To address this need, the Programme's Human Resources Division has embarked on a major review to develop and establish a high-level strategy for the management of human resources.
70. To meet current demands, WFP must have staff with skills in nutrition, HIV/AIDS, gender analysis, school feeding, advocacy, vulnerability analysis, needs assessment, contingency planning, monitoring and evaluation, resource mobilization and project management. WFP needs to strengthen and update management skills in line with a results-based approach.
71. Responding effectively to crises and identifying long-term human resource needs calls for an ability to forecast staffing requirements and assess staff competencies. It is essential to create a competency framework that is integrated into recruitment, performance management, training and career development and a system for capturing and analysing the strengths and competencies of the workforce.
72. The recruitment and staffing process and internal training programmes must achieve a balance between meeting longer-term needs and short-term exigencies. Initial short-term recruitment using varied contractual mechanisms will enable WFP to meet immediate staffing needs and identify individuals suitable for long-term employment.
73. Mobility is an issue that requires balance in WFP's need for continuity and stability of operations, equity in assignments and opportunities for staff to achieve equilibrium between work and private life. WFP will review its approach to reassignment and mobility, and consider the impact on core values such as gender balance and geographical distribution, including at the management level, as well as fulfilment of its mandate anywhere in the world.

MP3) Results-Based Management and Reporting

74. Results-based management (RBM) is best defined as "a means to improve management effectiveness and accountability by defining realistic expected results, monitoring progress, integrating lessons learned into management decisions, and reporting on performance." As WFP implements a corporate-wide approach to RBM, it will strive to achieve the expected results defined for both strategic and management priorities.
75. The Executive Director has established a Division for Results-Based Management (RBM) to lead WFP in improving its capacity to measure and report directly to him on performance. Through its two offices (Office of Performance Measurement and Reporting [OEDP] and the Office of Evaluation [OEDE]), the Division will ensure robust analysis in a results-oriented managerial environment, provide guidelines that are responsive and appropriate to support corporate policy and reporting needs, and ensure that



WFP activities include measurable indicators to articulate and improve overall performance. (See Annex II for the Programme Performance Results Matrix, which provides corporate indicators for the strategic priorities, and the Biennial Management Plan, which provides corporate indicators for the management priorities.) The Division will initiate collection of baseline information and ensure that corporate and project targets are clearly established, that institutional capacity to monitor progress is strengthened, and that corporate reports are timely and accurate and reflect outcome-level results. The Division will work to streamline monitoring and reporting, with the aim of supporting management decision-making.

76. Evaluation plays an important role in an RBM approach. Beginning in 2004, OEDE proposes to focus on thematic, policy and other issues of particular corporate importance, and on evaluations of some of the largest operations. OEDE will bring its plan of work into line with the reality that humanitarian assistance accounts for the majority of WFP assistance. It is intended that the evaluation function of operational activities will be decentralized to a large extent.

MP4) Strengthening WFP's Knowledge Base

77. Improved monitoring and evaluation will contribute a great deal to generating information to improve decision-making. Another critical step to improve WFP's knowledge base will be improvement of its needs assessments.
78. In consultation with FAO, donors and technical experts, WFP will refine assessment techniques and build comparability between its food needs assessments and those of other organizations. This will include working with partners to develop minimum criteria, which should underpin all food security assessments; revising emergency needs assessment guidelines to include gender-sensitive and participatory situation analyses and to facilitate assessment partnerships with other agencies; consulting with affected people and local authorities; and building capacities. Feedback mechanisms will be developed to guide contingency planning and other preparedness activities.
79. WFP is continuously refining VAM. Building on analytical frameworks developed by UNICEF, FIVIMS, the United Kingdom Department for International Development (DFID) and the World Bank, VAM is integrating information concerning nutrition, livelihoods and risk into its assessments. The VAM Unit will build increased attention to gender analysis into its analytical approach.
80. WFP will enhance its capacity for early identification of impending crises through global monitoring of potential natural hazards and complex emergencies and by piloting new early-warning planning tools. This will involve further development of an information management system to collect and process early-warning reports and alerts from specialized institutions, and development of planning tools such as hazard calendars. Funds from DFID have enabled WFP to establish a Headquarters unit for these global systems; the next steps involve the deployment of emergency preparedness officers to regional bureaux.

MP5) Strengthening Operational Support

81. WFP's capacity to respond to crisis while maintaining ongoing operations depends on the support functions carried out by technical services. Strengthening these support services will be crucial to ensuring WFP's capacity to meet the challenges of responding to emergencies in day-to-day operational support in a decentralized system during this Strategic Plan period.



82. At the onset of an emergency, WFP's priority is to secure an immediate and adequate food-aid supply chain—the food pipeline. This involves WFP's emergency preparedness, transport, logistics and procurement services. The efficiency of these services is crucial to WFP's capacity to scale up operations at the onset of an emergency while maintaining support to other operations. The Fast Information Technology and Telecommunications Emergency and Support Team (FITTEST), a group of telecommunications and information technology (TC/IT) engineers, is available for rapid deployment to provide support in an emergency. In recent years, creation of emergency response capacity has relied on the generous support of donors through extra-budgetary resources and stand-by partners. During the Strategic Plan period, services that require strengthening, such as early warning, needs assessments and aviation safety, will be mainstreamed into support budgets; stand-by arrangements will continue to provide an essential extra-budgetary resource for rapid response.

MP6) Business Process Review

83. WFP needs to ensure that its business processes support an effective response to the potential increase in crisis needs. The Programme must support decentralized decision-making and management of operations. A review of WFP's business processes is being carried out; its primary objective will be to maximize efficiency in WFP's activities through its use of contributions, thereby optimizing cash balances. Recommendations from the review will be fed into WFP's Financial Policy Framework and the work of the RBM division.

84. Areas to be examined include improving programme financial monitoring at the country-office level, improving programme budgeting techniques, streamlining project budget management, improving management of advance facilities and providing systems to eliminate unspent programme balances.

85. WFP will consider alternative financial models in consultation with the Executive Board. The current financial process of utilizing confirmed contribution leaves beneficiaries exposed to delays and shortfalls, especially in the early phase of projects, even if projects are well funded. By financing upfront expenses and covering gaps over the course of projects, WFP's new financial model proposes to transfer the physical risks presently borne by the beneficiaries into financial risk covered by the Programme.

MP7) Increased Transparency and Accountability

⇒ Budgeting and Financial Management

86. The Strategic Plan period will be a time of self-analysis, learning and adjustment for WFP, as budgetary measures are implemented to maximize efficiency. This will mean continuous monitoring, evaluation and adjustment of budgets to ensure progress towards achieving strategic goals. There will be continued emphasis on access to the information needed to take management decisions that affect budgetary performance.

87. The roll-out of WINGS to the majority of WFP country offices will be completed by December 2003. The new systems support a decentralized environment and allow operational managers to assume full responsibility for financial management. The financial management strategy foresees optimal use of available resources through decision-making by managers based on up-to-date financial information and reports.

88. A training programme on all aspects of financial management will be delivered in support of the intention to increase managers' financial responsibilities. This will increase



managers' accountability and their ability to ensure efficient utilization of resources. Decentralized financial management will be supported by qualified financial staff working in field offices and by a repository of financial policies, procedures and guidelines in electronic form, with cross-references to operational and administrative manuals. WFP will need to upgrade the level of financial expertise in the field during the biennium.

89. At its Annual Session in 2003, the Executive Board approved utilization of the Capital Asset Fund (CAF) for funding significant one-time expenditures. It is the intention of management to use this fund to strengthen capacity in a number of important areas, as specified in the Management Plan.
90. During the Strategic Plan period, increasing emphasis will be placed on control and analysis of financial data in managing financial risk. WFP will continue to adopt best practices in cash management, contribution management and financial reporting. WFP will continue to work closely with United Nations Funds and Programmes to harmonize financial practices, modalities and reporting.
91. The Financial Policy Framework will be reviewed on an ongoing basis as part of the strategic and management planning processes.

⇒ Oversight

92. Improved capacity for oversight will ensure transparency and accountability in WFP's operations. The Office of Oversight Services (OEDO) will use a more proactive and preventative approach to ensure that resources are used efficiently, that controls are in place and that there is compliance with WFP regulations. A paper entitled "Best Practices in Oversight Mechanisms", presented for consideration at this Executive Board session, provides more details, particularly on risk management. During the Strategic Plan period, the following new initiatives will be implemented:
 - increased oversight coverage of WFP activities in field offices and HQ;
 - Control Risk-Self Assessment (CRSA) workshops in field offices and Headquarters units;
 - update/preparation of audit and investigation manuals and implement automated work practices; and
 - promotion of organizational integrity initiatives in line with those promoted in the United Nations system, including strengthening existing reporting mechanisms such as the OEDO hotline.

MP8) Communication and Advocacy

93. WFP is not well known outside government and NGO circles; more widespread media awareness of its mission has developed only in the last five years. Compared with other major humanitarian and development agencies, WFP's investments in public information and advocacy have been the lowest in absolute terms and as a percentage of expenditures.
94. The Programme contracted with the largest international communications firm in the world, OMNICOM, and its subsidiary BBDO to look at ways of establishing a clearer public image for WFP, which will facilitate fund-raising and draw greater attention to the current slow progress in reducing the number of chronically undernourished people worldwide. The OMNICOM recommendations will help to shape WFP's external communications strategy.
95. While evaluating the OMNICOM recommendations, WFP will:



- build on the public awareness and advocacy aspects of relationships established with private-sector entities such as Benetton, SAP and TPG;
 - target information about WFP, food aid and the fight against hunger to selected opinion-makers in major traditional and emerging donor countries;
 - increase the number of public information officers in important locations, by adding a post in Nairobi and one each in London, Paris and Berlin; and
 - produce publications in the languages of major traditional and emerging donor countries.
96. An expanded publications programme will target the academic and donor communities and will cover a broad range of hunger-related issues.

MP9) Increased Resources for Increased Needs

97. More resources, not fewer, are likely to be needed in coming years. The top ten traditional donors account for over 90 percent of WFP's resources. More donors need to be involved in meeting the expected increase in needs and in spreading the burden of meeting them. To maximize the volume of resources available to its beneficiaries, WFP must find ways of accepting all reasonable offers of commodities, goods and services for its operations, and must do so in ways that meet full-cost recovery. WFP's resource strategy needs to be supported by a policy framework that helps emerging donors to give and encourages new or sporadic donors to become regular contributors.
98. WFP's resource strategy needs to:
- improve the distribution of support among traditional donors and increase the efficiency of using contributions;
 - encourage emerging donors;
 - engage the private sector; and
 - be smarter: leverage.
99. Resource mobilization efforts will be strengthened in **traditional donor** countries through:
- discussions aimed at understanding their ODA priorities and how these are related to WFP's activities;
 - timely and better reporting of results achieved;
 - close monitoring of utilization of donor resources, and promoting multilateral contributions to maximize the efficiency of resources; and
 - a communication strategy targeted at decision-makers, opinion leaders and taxpayers.
100. Every Member State is a stakeholder in WFP, and should contribute to WFP's work according to its means. The potential commodity contributions from emerging donors are significant, yet many countries face difficulties in matching in-kind resources with the cash for full-cost recovery. WFP needs to explore ways of encouraging these donors and accepting their contributions while meeting full-cost recovery by:
- forging relationships with the national leaders responsible for resource allocation and foreign affairs, and understanding their political concerns; and
 - finding ways to effect countries' transition from recipient to donor status. Country Directors will have an important role to play in this.



101. Other agencies started to engage the **private sector** far earlier than WFP. UNICEF now raises more than 30 percent of its resources from private donations. The Programme will seek to match what it needs to support its operations with what the private sector can provide, taking care that the integrity of its public tendering process is not compromised.
102. Corporations will be WFP's primary target in the private sector. WFP's partnership with TPG, a corporation based in the Netherlands, can serve as a guide. WFP will seek about 12 such corporate partnerships, to be identified over the next five years, working to obtain funds and services or non-food resources that could benefit its operations. There are a number of ways in which partnerships of this kind can help to make WFP a more effective organization: for example, the Boston Consulting Group is providing consulting services on a pro bono basis to WFP's business process review.
103. WFP will need to explore ways of engaging with private charitable foundations and with individuals. The Programme will assess the potential costs and benefits of embarking on private, non-corporate fund-raising, taking into account the activities of NGOs.
104. These and other issues related to partnerships with the private sector will be the focus of consultation with the membership, leading to preparation of a policy paper for Executive Board decision.
105. As WFP expands its resource base beyond traditional donors, existing approaches will need to be adapted and new ones introduced. The key will be to use cash donations and services to leverage commodity contributions from emerging donors. Leveraging achieves two objectives: it multiplies the impact of a cash donation in terms of the amount of food that can be delivered to beneficiaries, and it maximizes the use of resources by enabling less-well-off countries to contribute what they have.
106. Mechanisms to put leveraging into practice could include:
- cash donors "twinning" their cash with commodity contributions from emerging donors;
 - using cash donations to purchase food from emerging donors, where such a transaction meets the tests of timeliness of delivery, quality of product and cost competitiveness;
 - creating a fund or other financial facility whereby cash donations could be pooled and matched with the commodity contributions of emerging donors; and
 - using private-sector donations to leverage commodity contributions from emerging donors.
107. There are, of course, several matters that require clearer definition and the agreement of the WFP membership. These include revisiting the definitions of traditional and emerging donors and the period over which an emerging donor is eligible for special measures to ensure that full-cost recovery is met.

VII. INTRODUCING RISK MANAGEMENT¹¹

108. The nature of hunger and its relation to crisis, whether chronic or acute, makes WFP's work more risk prone. WFP has to be ready to respond to sudden needs anywhere at any

¹¹ See "Best Practices in Oversight Mechanisms" (WFP/EB.3/2003/5-D/1) for a more detailed discussion on risk management.



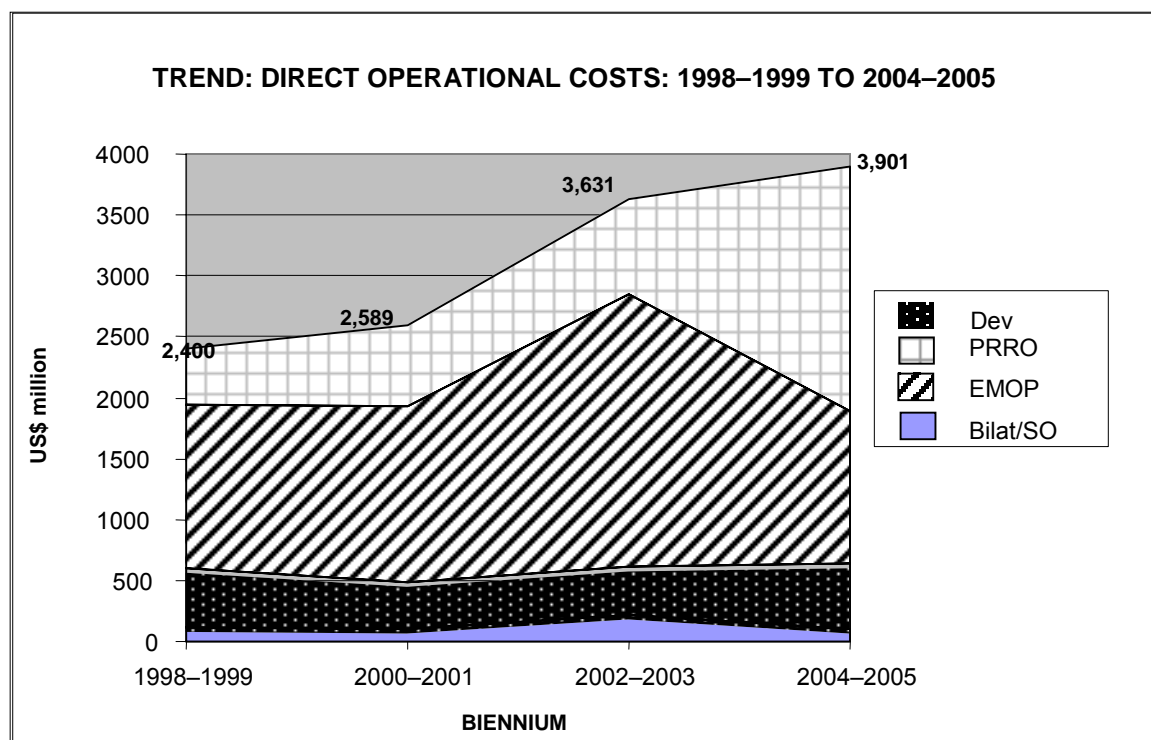
time. In recent years WFP has achieved this, but often at the cost of weakening ongoing operations.

109. Over the past year, the importance of risk management has been driven home by the concurrence of three large-scale crises: Southern Africa, the Horn of Africa and Iraq; large ongoing emergency operations such as those in Afghanistan and DPRK have required continued support. WFP needs to be more aware of the risks it faces and their implication for human resources, logistics and financing strategies. An analysis of the lessons of this past year will inform the introduction of risk management at WFP.
110. Any organization faces a range of risks that can impede its effectiveness. The task of risk management is to manage an organization's exposure to risk, balancing the possible negative impact of threats with the potential positive benefits of opportunities that entail a degree of risk in their undertaking. Understanding the probability of risk events occurring and the likely impact of these events is essential to risk management. Exposure can then be managed by balancing costs, internal controls and the ability to control for risk.
111. During the Strategic Plan period, WFP will initiate the complex task of implementing risk management. The process will begin with risk management workshops for WFP managers and business-process owners. The purpose of the workshops is to create awareness that will lead WFP to develop a risk-management policy, and ultimately a risk-management strategy. The risk-management strategy will assist business process owners in identifying risks and preparing Risk Action Plans to manage them. Initial pilot workshops in country offices on CRSA have generated keen interest and participation among managers, who appear to recognize the benefits of analysing their operations from a risk perspective.

VIII. RESOURCE IMPLICATIONS

112. WFP has developed a 2004–2005 Management Plan, that is needs-driven and reflects the resources necessary to implement the first two years of the 2004–2007 Strategic Plan. The resource implications of this strategy indicate a need to increase the budget for the 2004–2005 biennium for two reasons:
- to reflect “approved” programme levels of funding, rather than a more conservative level of fund-raising, as has been done historically; and
 - to address organizational capacity limitations that have led to the 12 organizational weaknesses outlined in Section III.
113. It is anticipated that WFP will need to raise approximately US\$4.78 billion over the 2004–2005 biennium—US\$3.9 billion for direct operations and US\$0.87 billion for support costs.
114. Direct operational costs have grown at an average annual rate of 8 percent between 1998 and 2003. This represents a 51 percent increase from 1998–1999 to 2003. The projected US\$3.9 billion for 2004–2005 represents a 7.4-percent increase from the previous biennium.
115. US\$3.1 billion of the US\$3.9 billion projected direct operational costs for 2004–2005 are for programmes already approved up through the Third Regular Session of 2003 by either the Executive Board or by the FAO Director-General and the WFP Executive Director under delegated authority.

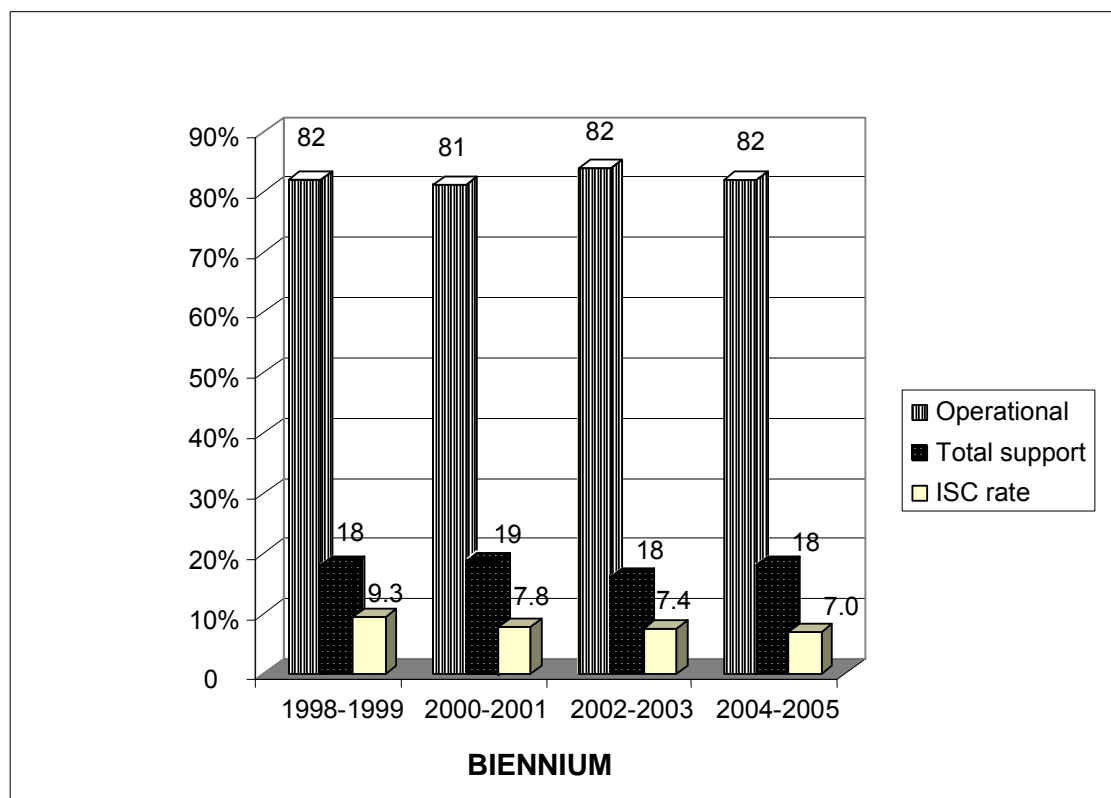




116. Although the 2004–2005 projection of US\$3.9 billion of direct operational costs includes all approved programmes, it does not include a provision for major emergencies, which would require a higher level of resourcing for 2004–2005. EMOPs are projected to decline to the 1998–2001 levels for planning purposes, as shown above. Funds for new emergencies would need to be raised incrementally.
117. If WFP is not successful in funding 100 percent of its approved programmes at US\$3.9 billion, however, contingency measures will need to be taken by management to reduce spending by 5–10 percent, which would bring the resourcing requirements in line with the 2002–2003 estimate of US\$3.6 billion.
118. Historical support costs have ranged from 18 to 19 percent over the past three biennia; as shown below the projected US\$867 million for 2004–2005 needed to support US\$3.9 billion of direct operational costs is in line with those historical levels. The US\$867 million includes the costs necessary to address many of the organizational weaknesses outlined in this Strategic Plan.



RATIOS AS % OF TOTAL COSTS



119. With direct operations at a level of US\$3.9 billion, WFP could finance the required US\$867 million of support costs from a combination of: (i) a 7.0-percent indirect support cost (ISC) rate; (ii) anticipated trust funds; and (iii) surplus balances generated in 2002–2003 in the PSA Equalization Account and General Fund. Details of this resourcing plan can be found in the 2004–2005 Management Plan and an historical financial summary can be found in Annex I of this Strategic Plan.



ANNEX I

RESOURCE TRENDS AND PROJECTIONS

TREND OF WFP EXPENDITURES (US\$ MILLION)				
	1998–1999 actual	2000–2001 actual	2002–2003 estimate	2004–2005 projection
Direct operations	2 400	2 589	3 631	3 901
Support budget:				
Direct support	256	305	443	461
PSA	231	230	231	305
Other support	14	60	35	50
Security upgrades				10
Exchange rate variance on staff costs				41
Total support	501	595	709	867
Special Accounts/General Fund	17	6	64	16
Total expenditures	2 918	3 190	4 404	4 784
Food (million mt)	6.182	7.031	8.716	8.967
ISC rate (%)	9.3	7.8	7.4	7.0

Projected needs in 2004–2005 to address approved programmes and strengthen WFP's organizational weaknesses are US\$380 million higher than the 2002–2003 estimate of US\$4.404 billion, as explained below:

2004–2005 PROJECTION COMPARED WITH 2002–2003 ESTIMATE (US\$ MILLION)	
➤ Approved direct operational costs	270
➤ Support costs for increased operations	18
➤ Capacity-building:	
◇ Increased programme support (HIV/AIDS, school feeding, nutrition, RBM, logistics, COMPAS, procurement)	23
◇ Administrative strengthening (ICT, Finance, HR, etc.)	33
◇ Partnerships, communications, broadening donor base	15
◇ Increased staff security	1
◇ Capital investments	19
Subtotal capacity-building	91
➤ Security upgrades for WFP's offices	10
➤ Exchange rate variance on staff costs	41
➤ Special Accounts/General Fund/other	(50)
Total proposed changes	380



ANNEX II

2004–2007 PROGRAMME PERFORMANCE RESULTS MATRIX

In developing our Plan, we have examined information about our past performance to determine future priorities. The Programme will continue to use several related indicators and methodologies to assess progress towards achieving its priorities over the Plan period. The strategic priorities, expected results and performance indicators included in the attached matrix will show the extent to which the Programme contributes to achieving the MDGs.

The proposed indicators include output and outcome indicators, which are needed to implement an RBM system. For each of the strategic priorities, the Programme will use measurable output indicators such as beneficiary and food shipment data collected by WFP, because they are invaluable management yardsticks that are frequently requested by stakeholders. The Programme would be able to report on these data in the first Annual Performance Report, to be submitted to the Board in 2004.

The inclusion of outcome indicators is new in this Strategic Plan and represents a step forward in WFP's implementation of RBM consistent with the governance project approved by the Board. The development of outcome indicators is an opportunity for WFP to demonstrate more clearly how it contributes to achieving the MDGs, which are broad, multi-sectoral targets that can only be achieved by combined efforts of many actors. That is why outcome indicators used by WFP need to combine broad MDG indicators with other measures more directly related to the outcomes that food aid can influence.

Collection and analysis of outcome-indicator information poses significant challenges for WFP. Collecting outcome indicator data will generally require some form of household survey beyond WFP's current system. Outcome indicators, including most of the nutrition indicators, can be collected only with the cooperation of national governments, and United Nations and NGO partners; in some cases collaboration already exists. Efforts have therefore been made to select best-practice outcome indicators that have been used by other organizations, to make it easier to build performance systems that draw on the strengths and experience of partners. It may also be necessary to modify the proposed indicators during the strategic planning cycle if field experience shows that they are not as effective as originally thought in measuring WFP's operational performance. WFP management will consult with the Executive Board if it believes such modifications should be considered. Reporting on outcome data in the first Annual Performance Report will therefore be limited; but WFP will work to establish systems to ensure complete reporting on all results indicators as soon as possible in the strategic planning cycle 2004–2007.

WFP envisages that implementing RBM will be cost-effective in the long term by improving performance in meeting the needs of the hungry poor. Collecting and analysing outcome and impact data will nonetheless result in additional financial and human resource costs, including testing some indicators, training staff, some equipment costs, baseline studies and development and utilization of new, purpose-built databases. Some of these costs will be one-time investments, but there will be recurrent costs in terms of further training and technical support. WFP will consider the cost implications in designing data-collection and analysis systems for the proposed outcome indicators. Board members and donors should expect some additional costs, which are unlikely to be significant when measured as a share of the Programme's total expenditures; they will need to be included, however, as additional items in the cash components of project budgets—DSC, ODOC and ISC, depending on the type of expenditure— if progress is to be achieved in implementing RBM.



2004–2007 PROGRAMME PERFORMANCE RESULTS MATRIX

CORE PROGRAMME GOAL: Contribute to meeting the Millennium Development Goals through food-assisted interventions targeted to poor and hungry people

Expected Results and Performance Indicators

Strategic priorities	Outputs	Outcomes	Intervention types
1. Save lives in crisis situations	1.1 Increased access to food for highly food-insecure populations in conflict- and disaster-affected areas where WFP has operations:	1.2 Reduced and/or stabilized prevalence of acute malnutrition among beneficiaries:	◇ General food distribution in crises
	Indicator 1.1.1 Quantity of food distributed (by project category)	Indicator 1.2.1 Prevalence of <i>acute</i> malnutrition among under-5s (by gender) (assessed using weight for height)	◇ Supplementary and therapeutic feeding activities
2. Protect livelihoods in crisis situations and enhance resilience to shocks	Indicator 1.1.2 Number of beneficiaries receiving WFP food assistance (by project category, age group, gender)	1.3 Reduced and/or stabilized crude mortality among beneficiaries	
	2.1 Target beneficiaries participate in food-supported asset creation and income generation activities:	Indicator 1.3.1 * crude mortality rate	◇ FFW activities to preserve assets during crises and expand access to assets during recovery
3. Support the improved nutrition and health status of children, mothers and other vulnerable people	Indicator 2.1.1 Number of beneficiaries participating in asset- and income-generating activities (by gender)	2.2 Increased ability to manage shocks and meet necessary food needs:	◇ Food-supported activities to reduce vulnerability to transitory food shortages (e.g., food banks, micro-finance activities) and to support national safety-net programmes
	3.1 Increased participation of target populations in food-supported nutrition interventions:	2.3 Improved nutritional and health status of beneficiaries:	◇ Community-based nutrition interventions



2004–2007 PROGRAMME PERFORMANCE RESULTS MATRIX

CORE PROGRAMME GOAL: Contribute to meeting the Millennium Development Goals through food-assisted interventions targeted to poor and hungry people

Expected Results and Performance Indicators

Strategic priorities	Outputs	Outcomes	Intervention types
	<p>Indicator 3.1.1 Number of children reached through food-supported nutrition interventions</p>	<p>3.3.1 Reduced level of child malnutrition</p> <p>Indicator 3.3.1 Prevalence of under-5 malnutrition (assessed using height, weight and age, by gender)</p>	<p>◇ Targeted supplementary feeding</p>
	<p>Indicator 3.1.2 Number of vulnerable women reached through food-supported nutrition interventions</p>	<p>3.3.2 Reduced level of malnutrition among women</p> <p>Indicator 3.3.2**** Prevalence of malnutrition among adult women (assessed using Body Mass Index [BMI] and/or low birth weight)</p>	<p>◇ Support to national early childhood growth interventions (such as India's ICDS)</p>
	<p>Indicator 3.1.3 percentage share of micronutrient-fortified food delivered through WFP-supported nutrition interventions</p>	<p>3.3.3 Reduced level of anaemia among pregnant and lactating women and targeted children</p> <p>Indicator 3.3.3**** Prevalence of anaemia among targeted beneficiaries</p>	<p>◇ Support to national and local fortification of flour, blended foods and biscuits</p> <p>Support for deworming</p>
	<p>3.2 Target populations' increased participation in food aid activities in HIV/AIDS-endemic and food-insecure districts/regions</p> <p>Indicator 3.2.1 percentage HIV/AIDS-endemic, food-insecure districts receiving food-supported interventions</p>	<p>3.4 Reduced impacts of HIV/AIDS on food security among vulnerable populations</p> <p>Indicator 3.4.1 To be determined</p>	<p>◇ Support for HIV/AIDS orphans, foster households and vulnerable populations</p>
<p>4. Support access to education and reduce gender disparity in access to education and skills training</p>	<p>4.1 Food provided to schoolchildren in WFP-assisted primary schools</p>	<p>4.3 Increased enrolment of boys and girls in WFP-assisted primary schools</p>	<p>◇ School feeding activities as components of EMOPs/PROs/country programmes</p>



2004-2007 PROGRAMME PERFORMANCE RESULTS MATRIX

CORE PROGRAMME GOAL: Contribute to meeting the Millennium Development Goals through food-assisted interventions targeted to poor and hungry people

Expected Results and Performance Indicators

Strategic priorities	Outputs	Outcomes	Intervention types
	<p>Indicator 4.1.1 Numbers of boys and girls receiving food aid in WFP-assisted primary schools</p> <p>4.2 Food provided to families as incentive to send girls to school</p> <p>Indicator 4.2.1 Number of girls receiving take-home rations</p>	<p>Indicator 4.3.1 Absolute enrolment: Numbers of boys and girls enrolled in WFP assisted primary schools</p> <p>Indicator 4.3.2 Net enrolment rate:***** percentages of school-age boys and girls enrolled in WFP- assisted primary schools</p> <p>4.4 Improved attendance of boys and girls in WFP-assisted primary schools</p> <p>Indicator 4.4.1 Attendance rate: percentages of boys and girls in WFP-assisted primary schools attending classes at least 80 percent of the school year</p> <p>4.5 Improved capacity of boys and girls in WFP-assisted primary schools to concentrate and learn</p> <p>Indicator 4.5.1 Teachers' perception of children's ability to concentrate and learn in school as a result of school feeding</p> <p>4.6 Reduced gender disparity between boys and girls in WFP-assisted primary and secondary schools and skills training</p> <p>Indicator 4.6.1 Ratio of girls to boys enrolled in WFP-assisted primary schools</p>	<p>◇ Support for training and literacy activities for women and adolescent girls</p>



2004-2007 PROGRAMME PERFORMANCE RESULTS MATRIX

CORE PROGRAMME GOAL: Contribute to meeting the Millennium Development Goals through food-assisted interventions targeted to poor and hungry people

Expected Results and Performance Indicators

Strategic priorities	Outputs	Outcomes	Intervention types
5. Help governments to establish and manage national food-assistance programmes.	5.1 Increased capacity of national governments to identify food needs, develop strategies and carry out food-based programmes	5.3 Governments are able to plan and manage food-based programmes.	
	Indicator 5.1.1 Number of countries using WFP's technical services.	Indicator 5.3.1 To be determined.	
	Indicator 5.1.2 Number of national government staff trained under WFP's technical assistance programmes.		
	5.2 Increased dialogue with governments to identify potential areas for technical assistance and cooperation.		
	Indicator 5.2.1 Number of technical services supported by WFP.		

* Performance indicator to be pilot tested prior to programme-wide adoption and use. (Infant mortality will be tested as an alternative/additional indicator.)

** Performance indicator to be pilot tested prior to programme-wide adoption and use. (Household survey methodology to be elaborated based on VAM and other experience in the field.)

*** Performance indicator to be pilot tested (BMI can be used for non-pregnant and lactating women. Use for adolescent girls to be validated. Low birth weight to be collected where appropriate [according to type of intervention]).

**** Performance indicator to be pilot tested (anaemia status to be collected where appropriate [according to type of intervention, i.e., including iron fortification of food coupled with support for deworming]).

***** Net enrolment is the appropriate indicator to measure the performance of school feeding programmes, rather than absolute or gross enrolment. Even though it is very difficult to obtain the data necessary to compose the indicator (e.g., the catchment area of a school is often not clearly defined or the number of school-age children is not recorded), WFP strives to get information on this indicator and will report on it to the extent that information is available.



ANNEX III**WFP MANDATE AND MISSION STATEMENT****MANDATE**

The following are excerpts from WFP's General Regulations.

ARTICLE II: THE PURPOSES AND FUNCTIONS OF WFP

1. The purposes of WFP are:
 - a) to use food aid to support economic and social development;
 - b) to meet refugee and other emergency and protracted relief food needs;
 - c) to promote world food security in accordance with the recommendations of the United Nations and FAO.
2. In order to achieve the foregoing purposes, WFP shall, on request, implement food aid programmes, projects and activities:
 - a) to aid in economic and social development, concentrating its efforts and resources on the neediest people and countries;
 - b) to assist in the continuum from emergency relief to development by giving priority to supporting disaster prevention, preparedness and mitigation and post-disaster rehabilitation activities;
 - c) to assist in meeting refugee and other emergency and protracted relief food needs, using this assistance to the extent possible to serve both relief and development purposes;
 - d) to provide services to bilateral donors, United Nations agencies and non-governmental organizations for operations which are consistent with the purposes of WFP and which complement WFP's operations.

ARTICLE X: REQUESTS FOR ASSISTANCE

3. Governments desiring assistance from WFP may request:
 - a) food aid programmes and projects to support economic and social development;
 - b) food assistance to meet emergency needs;
 - c) food assistance to meet protracted relief needs;
 - d) technical assistance to help establish or improve their own food assistance programmes.
4. Bilateral donors, United Nations agencies and non-governmental organizations may request WFP services for operations which are consistent with the purposes of WFP and which complement WFP's operations.
5. Requests for assistance to country programmes or development projects shall indicate that they have a clear relationship with the recipient country's development plans and priorities and include, as appropriate, a significant input of the recipient government's



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

6. Requests for assistance or services shall be presented in the form indicated by the Executive Director and in accordance with general rules made pursuant to these General Regulations.
7. In examining such requests and in formulating proposals thereon the Executive Director shall consult closely with the United Nations, FAO and other relevant agencies.
8. Decisions on requests shall be made in accordance with the powers and functions of the Board, including any delegation of authority made by the Board to the Executive Director. Decisions on requests for assistance to meet emergency needs which exceed the level of authority delegated to the Executive Director shall be made jointly by the Executive Director and the Director-General.

MISSION STATEMENT

WFP is the food aid arm of the United Nations system. Food aid is one of the many instruments that can help to promote food security, which is defined as access of all people at all times to the food needed for an active and healthy life.¹² The policies governing the use of World Food Programme food aid must be oriented towards the objective of eradicating hunger and poverty. The ultimate objective of food aid should be the elimination of the need for food aid.

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

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

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

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

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

¹² FAO/WHO (1992) International Conference on Nutrition



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

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

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

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

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

WFP will concentrate its efforts and resources on the neediest people¹³ and countries in accordance with the CFA's decision to provide at least 90 percent of WFP's development assistance to low-income, food-deficit countries and at least 50 percent of its development assistance to the least developed countries by 1997.

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

To be truly effective, food aid should be fully integrated into the development plans and priorities of recipient countries and coordinated with other forms of assistance. WFP's starting point is the national policies, plans and programmes of developing countries, including their food security plans. WFP will pull together its activities in an integrated way at the country level so that it can respond to urgent needs as they occur while retaining core development objectives. The country strategy note, where this exists, should provide the framework for an

¹³ Normally, poor and hungry people are those who earn less than the equivalent of one dollar a day, or who allocate the majority of their household budget to food.



integrated response by the United Nations system. In some special cases WFP will adopt a multi-country or regional approach, particularly for the provision of humanitarian assistance.

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

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



ANNEX IV

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

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

Goal 2: Achieve universal primary education

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

Goal 3: Promote gender equality and empower women

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

Goal 4: Reduce child mortality

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

Goal 5: Improve maternal health

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

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

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

Goal 7: Ensure environmental sustainability

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

Goal 8: Develop a Global Partnership for Development

- **Target 12:** Develop further an open, rule-based, predictable, nondiscriminatory trading and financial system that includes a commitment to good governance, development, and poverty reduction – both nationally and internationally
- **Target 13:** Address the special needs of the least developed countries



Includes: tariff- and quota-free access for LDC exports; enhanced programme of debt relief for HIPC and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction

- **Target 14:** Address the special needs of landlocked countries and small island developing states (through Barbados Programme and 22nd General Assembly provisions)
- **Target 15:** Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term
- **Target 16:** In cooperation with developing countries, develop and implement strategies for decent and productive work for youth
- **Target 17:** In cooperation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries
- **Target 18:** In cooperation with the private sector, make available the benefits of new technologies, especially information and communications



ANNEX V

EXECUTIVE DIRECTOR'S VISION STATEMENT

Working within the framework established by WFP's Mandate and Mission Statement, the Executive Director will lead WFP in a way which ensures that it:

- contributes to the realization of the World Food Summit Plan of Action and the Millennium Development Goals, working in partnership with governments, civil society, and United Nations organizations;
- draws attention to the needs of the hungry poor in dialogue with governments, in messages directed to the general public and in its interaction with partner organizations;
- provides food assistance to a substantially increased number of the most vulnerable among the hungry poor; in accordance with its dual mandate, WFP will provide food assistance to help improve the lives of the poorest people whether their hunger is caused by natural disasters, conflict, disease, economic shocks or chronic food insecurity; and
- concentrates its resources on the poorest people in the poorest countries, while providing emergency relief as needed to all developing countries.

To make this vision a reality, the Executive Director is committed to making WFP the best-managed organization in the United Nations system, one that:

- is recognized for excellence in vulnerability analysis and needs assessment, disaster preparedness, response and recovery, the use of food within nutrition and health interventions, the use of food to enable food-insecure people to access education and training opportunities, and logistics;
- demonstrates the results achieved through its activities;
- supports its work for the hungry poor using substantially increased resources from a diversified donor base, including non-traditional donors, foundations and private sector contributors; the Executive Director has set himself the target of increasing resources to US\$3.0 billion by 2007;
- maintains a decentralized structure that keeps decision-making close to its beneficiaries;
- provides the best possible support and care for field staff, taking into account the particular needs of those in difficult and dangerous situations; and
- is gender-sensitive in managing its human resources and in supporting programmes that take into account the key role of women in household food security.



ACRONYMS USED IN THE DOCUMENT

BMI	body mass index
CAF	Capital Asset Fund
CCA	Common Country Assessment
CFA	Committee on Food Aid Policies and Programmes
CHAP/CAP	Consolidated Humanitarian Action Plan/Consolidated Appeal Process
COMPAS	Commodity Movement Processing and Analysis System
CRSA	Control Risk Self-Assessment
DFID	United Kingdom Department for International Development
DSC	direct support cost
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FCR	full-cost recovery
FEWS	Famine Early Warning System
FFT	food for training
FFW	food- for- work
FITTEST	Fast Information Technology and Telecommunications Emergency and Support Team
FIVIMS	Food Insecurity Vulnerability Information and Mapping System
FRESH	Focusing Resources on Effective School Health
FSO	Field Security Officers
GDI	gross domestic income
GIEWS	Global Information and Early Warning Systems
IASC	Inter-Agency Standing Committee
ICDS	Integrated Child Development Services
ICRC	International Committee of the Red Cross
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
IGVGD	Income Generation and Vulnerable Groups Development
IRA	Immediate Response Account
ISC	indirect support cost
LDC	least developed country
LIFDC	low-income, food-deficit country
MDG	Millennium Development Goal



MOU	Memorandum of Understanding
NEPAD	New Partnership for Africa's Development
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
ODOC	other direct operational cost
OEDE	Office of Evaluation
OEDO	Office of Oversight Services
OEDP	Office of Performance Measurement and Reporting
PRRO	protracted relief and recovery operation
PRSP	Poverty-Reduction Strategy Paper
RBM	results-based management
SAARC	South Asian Association for Regional Cooperation
SADC	Southern Africa Development Community
SERC	Strengthening the Emergency Response Capacity
SWAP	sector-wide approach
SWOT	Strengths, weaknesses, opportunities and threats
TC/IT	telecommunications and information technology
UNAIDS	Joint United Nations Programme of HIV on HIV/AIDS
UNDG	United Nations Development Group/Office
UNESCO	United Nations Education, Science and Cultural Organization
UNHCR	Office of the United Nations High Commissioner for Refugees
UNHRD	United Nations Humanitarian Response Depot
UNICEF	United Nations Children's Fund
UNISDR	United Nations International Strategy for Disaster Reduction
UNJLC	United Nations Joint Logistics Centre
UNSECOORD	United Nations Security Coordinator
VAM	vulnerability analysis and mapping
WFS	World Food Summit
WHO	World Health Organization
WINGS	WFP Information Network and Global System

