

### 3. Norway's policy towards WFP

WFP is important for Norway because the organisation plays a crucial role in efforts to achieve MDG 1 on eradicating extreme poverty and hunger. Through school meal programmes and special nutrition programmes, WFP also makes significant contributions towards achieving MDG 2 on universal primary education, MDG 4 on reducing child mortality and MDG 5 on improving maternal health.

WFP is one of Norway's most important humanitarian partners, as it is the only international organisation that is capable of delivering emergency food relief on a large scale in difficult, often dangerous conditions. In humanitarian situations, WFP's logistical and emergency relief expertise is crucial to the entire UN system. WFP's rapid response following the disasters in Haiti and Pakistan in 2010 demonstrated the importance of the organisation's role in humanitarian work.

Norway considers it important to safeguard WFP's comparative advantages as a dynamic, effective disaster relief agency. In order to provide effective emergency relief to those who need it most, it is important that WFP intensifies its efforts to carry out needs assessments and gives the Executive Board greater leeway to determine priorities as regards to where WFP's activities are to be focused. Norway seeks to ensure that development-oriented projects are kept separate from the humanitarian projects in WFP's programme categories and implementation. In line with this policy, Norway has phased out its support for WFP's long-term development work. Norway's support is now limited to emergency relief, transitional assistance and protracted crises.

Norway also emphasises the importance of seeing the entire range of WFP activities from crisis response and reconstruction to prevention and development in an overall context, not least to ensure that humanitarian efforts are based on a holistic understanding of the causes of hunger and undernutrition and to underpin efforts to ensure long-term food security and development of agriculture and local food production. Conse-

quently, Norway attaches importance to ensuring that WFP gives priority to procuring food locally or in other developing countries, that donors do not tie their contributions to their own production and to a greater degree make core contributions, and that WFP makes use of new forms of assistance, such as cash-for-work programmes and food coupons, where these are most appropriate.

There may be gray areas where WFP's role extends beyond the provision of emergency relief. In such cases, needs assessments, phasing-out strategies and partnerships with other stakeholders will be particularly important. The development of WFP must be viewed in conjunction with the broader reform process in the UN, to ensure that tasks are shared in a way that ensures a coherent humanitarian architecture. In this connection, Norway supports WFP's active participation in the reformed Committee on World Food Security and strengthened cooperation with the Food and Agriculture Organisation of the United Nations (FAO) in the form of a global Food Security Cluster. Similarly, Norway considers it important that WFP strengthens its partnership with FAO at country level, in terms of task sharing, effective resource utilisation and the development of coherent national food security strategies.

Norway emphasises that effectiveness can also be further increased by rationalising WFP's extensive presence at country level with a large number of country offices (despite the fact that 50 per cent of assistance goes to only five countries). An evaluation of the country offices' ability to adapt to changes will be carried out in 2011.

Norway works to promote the gender perspective in WFP's activities, and is particularly committed to the protection of civilians, especially women and children, in war and emergency situations.

Norwegian funds must not be used for genetically modified food.



World Food Programme

### 1. Facts and figures

**Type of organisation:** Programme financed through voluntary contributions

**Established in:** 1961

**Headquarters:** Rome

**Number of country offices:** 78

**Head of organisation:** Executive Director Josette Sheeran (USA)

**Dates of Executive Board meetings 2011:** February, June (annual meeting) and November

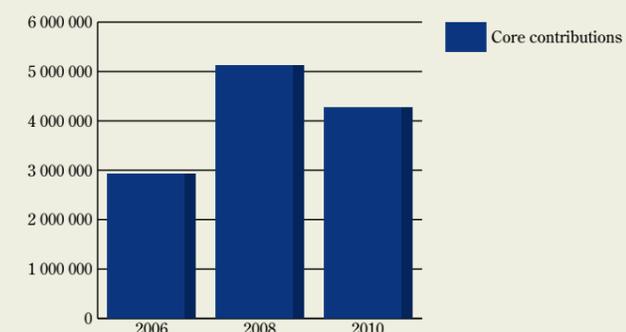
**Norway's representation on Board:** 2010 - 2012

**Number of Norwegian staff:** 8

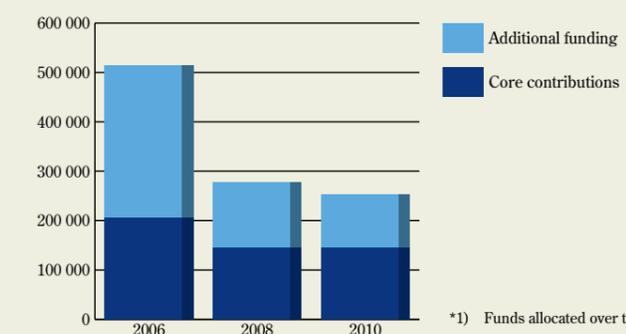
**Responsible ministry:** Norwegian Ministry of Foreign Affairs (MFA)

**Website:** www.wfp.org

Total revenues (in US\$ 1000)

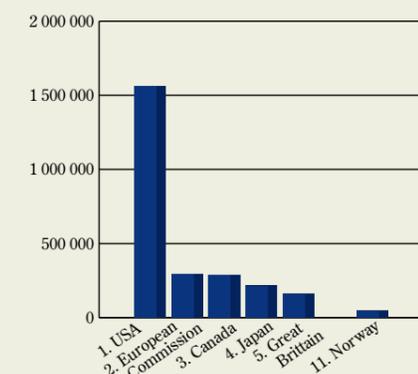


Norway's contributions<sup>\*1)</sup> (in NOK 1000)



\*1) Funds allocated over the MFA's budget

The five largest donors, and Norway, 2010 (in US\$ 1000):



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<http://www.regjeringen.no/en/dep/ud/selected-topics/un>.



### Mandate and areas of activity

The UN World Food Programme (WFP) is the world's largest humanitarian organisation. WFP's mandate is to fight hunger and promote food security, primarily by distributing food.

WFP has five strategic objectives that are set out in its Strategic Plan for 2008-2013:

1. Save lives and protect livelihoods in emergencies.
2. Prevent acute hunger and invest in disaster preparedness and mitigation measures.
3. Restore and rebuild lives and livelihoods in post-conflict or transition situations.
4. Reduce chronic hunger and undernutrition.
5. Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchases.

### Results achieved in 2010

WFP achieves good results. In 2010, the organisation reported considerable progress in its efforts to save lives, prevent hunger and rebuild livelihoods, which constitute three-fourths of WFP's activities. Some progress has been made towards achieving WFP's strategic objective of reducing chronic hunger and undernutrition. However, due to insufficient baseline data, it is difficult for WFP to report on its attainment of the last strategic objective of strengthening countries' capacity to reduce hunger.

The earthquake in Haiti, the drought in Niger and the floods in Pakistan, combined with record-high food prices, made

2010 a challenging year for WFP. The organisation played a leading role in ensuring rapid response to these disasters by providing logistical and communications services. In 2010, WFP provided food assistance to 109 million people in 75 countries. That is the second largest number of beneficiaries in the history of WFP and a significant contribution towards achieving Millennium Development Goal (MDG) 1 on eradicating extreme poverty and hunger. Sudan, Ethiopia, Pakistan, Haiti and Kenya were the countries that received the largest share of WFP assistance (in total around 50 per cent) in 2010.

By distributing school meals, WFP also contributes to achieving MDG 2 on universal primary education. In 2010, food was provided to 21 million schoolchildren, an increase of 19 per cent from 2009. 48 per cent of the beneficiaries were girls. Over 66 million children received assistance under a variety of WFP programmes in 2010. This is four million more children than in 2009 and an important contribution towards achieving MDG 4 on reducing child mortality. WFP also furthered efforts to reach MDG 5 on improving maternal health by providing almost 3 million women with highly nutritious food rations. The proportion of food assistance that goes to women has remained relatively stable in the past three years, and was 51 per cent in 2010.

To reduce any negative impacts on local markets that may be caused by food imports, WFP seeks to increase the proportion of food purchases made locally in developing countries. In 2010, 78 per cent of food purchases were made in developing countries.

## 2. Assessments: results, effectiveness and monitoring

WFP shows clear evidence of being a well-run organisation that has come a long way in documenting its effective achievement of results. In general, WFP and its Executive Board collaborate well on strengthening the organisation, and the WFP leadership has demonstrated its willingness to change and its responsiveness to Member States. However, since WFP has a needs-based budget (with a significant gap between budgeted and actual revenues) and approximately 90 per cent of contributions are earmarked, deciding how to prioritise the use of funds is a challenge for the Executive Board.

In the past few years, WFP has carried out comprehensive reforms of its systems for programme management, financial and personnel management and operational tools. Among other things, WFP is the first UN organisation to introduce International Public Sector Accounting Standards (IPSAS).

The Strategic Plan for 2008-2013 and associated strategic results framework provides a good basis for documenting results. WFP reports yearly to the Executive Board on the results achieved in terms of the organisation's five general strategic objectives. The annual report highlights the challenges in and lessons learned from WFP's work, which then serve as the basis for changes in priorities and work methods.

WFP's strategic results framework makes it possible to identify the number of persons the organisation has reached with food assistance in various types of emergency situations. The basis for reporting on the effect of this assistance is still somewhat weak. The two first annual reports under the new system show that collecting project data at country level is a demanding process, and many projects still do not succeed in reporting on the indicators that they have defined. Although the latest annual report (2010) shows substantial improvements in the implementation of the new form of reporting, the monitoring of individual projects must still be improved to ensure that reporting requirements are complied with in practice.

WFP's evaluation work has improved in recent years since the organisation's evaluation policy was adopted in 2008. The evaluation function is aligned with the UN standard and great emphasis is placed on independence. Although the Office of Evaluation formally reports to the Executive Board through the Executive Director, the reports are now submitted to the Board without being subject to the approval of WFP's leadership staff. The Executive Board provides the Office of Evaluation with strategic guidance at an annual consultation meeting, receives an annual overall report on evaluation activities and approves funding for this work in connection with its consideration of WFP's work programme and budget. All evaluation reports are available to the public on WFP's websites. The effectiveness of evaluation practices has been improved, and better systems have been introduced for follow-

up and learning. However, ensuring the systematic follow-up of evaluation recommendations still presents a challenge.

WFP's control bodies consist of an external and an internal auditor, as well as an audit committee. External audits are conducted by the supreme audit institution of one of the Member States, which reports directly to the Executive Board, while internal audits are headed by the Office of the Inspector General, which reports to WFP's Executive Director. In principle, the internal audit reports are confidential, but Member States may request access to them. However, the independence of the Office of the Inspector General could have been strengthened if it had reported directly to the Executive Board instead of to the Executive Director. The internal audit function is part of the administrative budget approved by the Executive Board, and has been allocated more funds in the past few years. Nevertheless, the internal audit unit has undergone a period of understaffing.

WFP has satisfactory guidelines for dealing with fraud and corruption. The guidelines cover measures to prevent, detect and follow up on acts of misconduct. WFP has a clear policy of zero tolerance for corruption, and there is emphasis on transparency and accountability. WFP has its own Ethics Office tasked with ensuring that WFP staff carry out their work in accordance with the UN's ethical guidelines for UN staffers. WFP also has special guidelines for the protection of whistleblowers, but it is uncertain whether all parts of the organisation are familiar with these guidelines.

The allegations made in 2009 concerning misconduct in WFP's operations in Somalia have focused even greater attention on the need for controls and risk management in the organisation. The internal and external auditors have examined the allegations. The claims of misconduct were found to be groundless, but it was discovered that control procedures have not been complied with well enough. According to WFP, this is primarily due to the extremely risky conditions in which it operates, with attacks on deliveries and the killing of WFP staff. As a result of the review, procedures have been tightened and the Executive Board has been involved more closely in assessing risks in WFP's operations.

By fighting hunger, WFP contributes directly to safeguarding human rights. Through its gender equality policy, WFP has intensified the focus on promoting gender equality and the role of women in the organisation's food security and nutrition work, among other things by making women priority beneficiaries of food assistance. WFP seeks to ensure better protection for women and empower them in emergency situations. The annual report contains specific reporting on gender equality goals. The proportion of women in senior management positions is on the rise (36 per cent in 2010).

### WFP's distribution of food in Darfur

In 2010, WFP presented an evaluation of its emergency relief operation in Darfur, Sudan. WFP has provided assistance to populations affected by conflict in Sudan since 2003, at its maximum level reaching 3.7 million people.

The evaluation concluded that WFP had done a good job in Darfur. The food assistance reached 96 per cent of the targeted beneficiaries and, according to the evaluation, largely met their needs. This is an impressive result, considering the difficult conditions under which WFP was operating.

The evaluation recommended that WFP continue its operations in Darfur. It also recommended that WFP continue its efforts to verify and register beneficiaries to ensure that the food assistance reaches the most vulnerable population groups. It further emphasised that assistance should be provided in a more activating form, such as food-for-work programmes and the use of coupons rather than direct distribution of food.