

**MINISTRY OF FOREIGN AFFAIRS OF DENMARK**  
**DANIDA** | INTERNATIONAL  
DEVELOPMENT COOPERATION



**Danish Organisation Strategy  
for  
The United Nations World Food  
Programme (WFP)**

**2014-2017**

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## Abbreviations

APR	Annual Performance Report
C&V	Cash and Vouchers
CERF	Central Emergency Response Fund
DEMA	Danish Emergency Management Agency
DEV	WFP Development Operation
DKK	Danish Krone
DRC	Danish Refugee Council
EB	Executive Board
ED	Executive Director
EMOP	WFP Emergency Operation
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GHD	Good Humanitarian Donorship Principles
HC	Humanitarian Coordinator
HCT	Humanitarian Country Team
HQ	Headquarters
HRBA	Human Rights Based Approach
IASC	Inter-Agency Standing Committee
IATI	International Aid Transparency Initiative
IPSAS	International Public Sector Accounting Standards
IRA	Immediate Response Account
ISC	Indirect Support Costs
JPO	Junior Professional Officer
M&E	Monitoring and Evaluation
MOPAN	Multilateral Organisation Performance Assessment Network
MRF	Management Results Framework
OCHA	Office of the Coordinator of Humanitarian Affairs
OS	Organisation Strategy
P4P	Purchase for Progress
PoW	Programme of Work
PREP	Preparedness and Response Enhancement Programme
PRRO	WFP Protracted Relief and Recovery Operation
PSA	Programme Support and Administrative Budget
QCPR	UN Quadrennial Comprehensive Policy Review
RBA	Rome-Based Agencies
RBM	Results Based Management
SOP	WFP Special Operation
SP	Strategic Plan
SRAC	Strategic Resource Allocation Committee
SRF	Strategic Results Framework
SWAP	System Wide Action Plan
TA	Transformative Agenda
tbd	To be determined
UN	United Nations
UNCT	UN Country Team
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
WFP	World Food Programme
WG	Working Group

# 1 Objective

This Strategy for the cooperation between Denmark and the United Nations World Food Programme (WFP) forms the basis for the Danish contributions to WFP, and it is the central platform for Denmark's dialogue and partnership with WFP. It sets up Danish priorities for WFP's performance within the overall framework established by WFP's own Strategic Plan (SP). In addition, it outlines specific goals and results vis-à-vis WFP that Denmark will pursue in its cooperation with the organisation. Denmark will work closely with like-minded countries towards the achievement of results through its efforts to pursue specific goals and priorities.

This is the fourth Danish Organisation Strategy (OS) for WFP and builds upon the three year Danish "Bridging" Strategy<sup>1</sup> (2011-2013). The new Strategy represents a strengthening of the humanitarian focus, including more targeted support to specialised and innovative tools, and greater flexibility within this overall focus to enable WFP to respond better to emerging crisis and critical humanitarian needs.

Events at the end of 2013, with the occurrence of multiple high level humanitarian crises,<sup>2</sup> have underscored the importance of supporting WFP to remain relevant, responding effectively and efficiently to new challenges and adapting to the changing humanitarian arena.

## 2 The organisation

WFP is the UN's largest humanitarian organisation. Its mission is to end global hunger by providing food assistance. In line with this, WFP's mandate is dual: To save lives in emergencies and to help build capacity to prevent hunger in the future.

In 2012, the new WFP Executive Director (ED) launched a process of organizational strengthening, which led to the adoption of a new organisational design, *Fit for Purpose*, in August 2012.

### 2.1 Basic Facts

The FAO and the UN General Assembly established WFP in 1961. Box 1 presents a brief overview of WFP's structure. WFP's Strategic Plan for 2014-2017 (see Annex 2) outlines the organization's strategic objectives:

1. Save lives and protect livelihoods in emergencies;

Table 1: WFP facts and figures



<b>Established</b>	1961
<b>HQ</b>	Rome
<b>Country Offices</b>	78, incl. Nordic Liaison Office in DK
<b>Human Resources</b>	12,000 staff, incl. 1,500 internationals
<b>Executive Director</b>	Ertharin Cousin (USA)
<b>2013 op requirements</b>	4.97 (\$US billion)
<b>EB Sessions</b>	3 pr. year

<sup>1</sup> *Bridging* because it resulted from the revision of Danida's previous strategy in order to align it to previous SP of WFP, which had been extended to 2013.

<sup>2</sup> Four simultaneous corporate emergencies: Central African Republic, Philippines, Syria and South Sudan, three of which are also at the highest crisis level of the Inter-Agency Standing Committee (IASC).

2. Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies;
3. Reduce risk and enable people, communities and countries to meet their own food and nutrition needs;
4. Reduce under-nutrition and break the intergenerational cycle of hunger.

The [Strategic Plan 2008-2013](#) marked a - still on-going - shift in WFP's approach from *food aid* to *food assistance*, in order to reduce aid dependency, vulnerability of beneficiaries and support governmental and global efforts for long-term solutions. This shift comes with a number of new tools, such as greater use of forward purchasing mechanisms, [Cash and Vouchers](#) (C&V) and local procurement.

**Box 1: WFP's structure:**

- Executive Board (EB)
  - 36 members
  - EB bureau, EB secretariat
- Advisory Committees and Bodies including audit committee
- ED and Executive Management Group
- Secretariat

*In Annex 1: WFP's organisational structure.*

WFP aims to reach 90 million people in over 70 countries. Its strengths lie in its large-scale delivery and surge capacity and deep field presence in often challenging environments. In line with its dual mandate, WFP implements operations ranging from emergency relief to development. Box 2 shows WFP's four major types of operations and that emergencies and protracted crises constitute the bulk of its operational requirements.

WFP assesses its operational requirements and administrative needs through the Programme Support and Administrative Budget (PSA) on an annual basis. WFP relies entirely on voluntary contributions, which come mostly from governments (including increasingly from host governments) and are predominantly in cash. (See Annex 3 for a breakdown of in-kind and cash contributions between 2009 and 2013).

**Box 2: WFP's 4 types of operations and projected needs for 2013**

1. Emergency (EMOPs)\* - 26%
2. Protracted relief and recovery (PRROs) - 53%
3. Development (DEVs) - 16%
4. Special (SOPs)\* (incl. common services and cluster responsibilities) - 5%

\* IRA is used to fund mainly EMOPs and SOPs

While WFP has made some progress in enhancing un-earmarked funding, most funding (88%) is earmarked to specific crises. Further expanding un-earmarked funding is key to augment WFP's effectiveness and efficiency, to ensure a margin of manoeuvre to prioritize better and allow forward purchasing. WFP's internal Strategic Resource Allocation Committee (SRAC) determines the allocation of non-earmarked resources.

Most WFP operations face funding gaps, compounded by the global financial crisis, competition between organisations, the occurrence of unexpected requirements (e.g. sudden crises) and the existence of protracted crises freezing a large part of WFP's budget. In recent years, the organisation has accrued funding deficits. WFP seeks to address these challenges for instance through its PSA equalization account, encouraging more flexible funding, reviewing the Indirect Support Costs (ISC) and advance financing facilities as part of a larger financial review to allow a swift response (e.g. the Immediate Response Account - IRA).

## 2.2 Denmark's cooperation with WFP

WFP is one of the largest partners in Danish humanitarian assistance and Denmark is currently WFP's 15<sup>th</sup> largest donor. Danish funding is characterized by flexibility and predictability. Denmark is WFP's 4<sup>th</sup> largest donor of un-earmarked funding. Annex 4 provides an overview of Danish funding to WFP since 2008.

Since 2011, Denmark has annually provided WFP with 185 million DKK in un-earmarked funding towards its humanitarian mandate. 25% of this funding has been allocated to the IRA thereby supporting all emerging major crises during the year. Denmark in addition provides considerable earmarked funding to urgent as well as forgotten humanitarian crises. Danish funding also reaches WFP through the UN [Central Emergency Response Funds \(CERF\)](#), UN Common Humanitarian Funds, the EU and, in rare occasions, Danish embassies.

Denmark has a high level of staffing in WFP (over 30 staff by mid-2013, including at senior level) in both Rome, Copenhagen and at country level. Denmark also supports WFP through the Danish Refugee Council's (DRC) Emergency Response Roster as well as mainly

field-based JPOs and the Danish Emergency Management Agency (DEMA). WFP and the Danish Agriculture and Food Council are exploring possible cooperation with regards to innovative foods, WFP has an agreement with Maersk to provide support in crisis situations, and WFP is working with the University of Copenhagen on information management.

The dialogue with WFP is strong as illustrated by frequent open discussions and numerous consultations both at ambassador, minister and Executive Director level as well as targeted consultations at Rome and country level. This strong dialogue is made possible by the quality, flexibility and predictability of Denmark's support to the organisation. Danish staffing as well as WFP's Nordic Liaison Office in the UN City in Copenhagen contributes hereto.

Denmark has a strong voice when member of WFP's [Executive Board \(EB\)](#) (see Box 4), as well as through donor coordination and participation in consultations between WFP and its wider constituency. Denmark is a member of the Board constituency '[List D](#)', composed of most OECD countries, including permanent EB Members. This is an important channel for alliance building and messaging also when Denmark does not sit on the Board. Denmark's participation in local EU *Exchange of View meetings* as well as in the *EU Council Working Group on Humanitarian Aid and Food Aid* are other venues of influence.

### Box 3: WFP funding model

- 100% voluntary contributions
- Programme of Work (PoW) developed for most critical global requirements
- PoW adjusted according to actual funding levels during any given year (e.g. sudden crises)
- The Programme Support and Administrative Budget (PSA) is based on estimated funding levels and is approved by the Executive Board
- 7% Indirect Support Cost charge (ISC) on contributions to cover administrative part of the PSA

### Box 4: Denmark's membership of the EB (during existing List D rotation period)

- 2015-2017
- 2020-2022

## 3 Key strategic challenges and opportunities

WFP is responding adequately and quickly to changing international humanitarian challenges, and there are strong synergies between WFP's objectives in the new *Strategic Plan* and Danish

development and humanitarian priorities. Denmark's and WFP's respective priorities and synergies are the basis for the identification of the priority areas and results inherent to this strategy. As will be developed further in chapter 4, the Danish OS will focus on assisting WFP to:

- Priority area 1 - Remain efficient and effective continues to make a significant contribution
- Priority area 2 - Continue to contribute to the humanitarian reform and the Transformative Agenda
- Priority area 3 – Better manage risks, including improve work on anti-corruption
- Priority area 4 - Promote a Human Rights Based Approach

Based on the brief analysis in this chapter of the challenges and opportunities facing WFP and the organisation's ability to navigate these, indications will be provided for how this will impact on the Danish OS, especially in relation to the four priority areas.

### 3.1 WFP relevance to the international humanitarian context

Humanitarian challenges are changing rapidly: Increasing number and magnitude of crises, simultaneous crises, more protracted crises, effects of climate change, shrinking humanitarian space, new geography of poverty (e.g. due to urbanisation, conflict and urban poverty); increased instability and access challenges within countries; as well as proliferation of new actors challenging the [Good Humanitarian Donorship Principles](#).

The humanitarian community has taken steps to adapt through the reform process initiated in 2005 to improve effectiveness of the humanitarian response. The [Transformative Agenda](#) (TA) of 2011 complements this. Focus is on prevention, preparedness and early action, resilience, and cooperation with a wider set of actors. The [World Humanitarian Summit](#) in 2016 is expected to take this agenda forward. WFP is playing an important part in these initiatives.

WFP has taken steps to adapt inter alia via a strategic shift from food aid to food assistance, an organisational reform process to make it more *Fit for Purpose*, and a strengthened role in the international humanitarian system. WFP leads and co-chairs a number of important clusters and working groups within the Inter-Agency Standing Committee, not least on logistics, emergency telecommunications and food security (see Annex 5 for an overview of WFP and the humanitarian system).

#### Implications for the Danish OS:

- Priority area 1: WFP needs to remain relevant and efficient (*Fit for Purpose*); importance of improving integration of resilience in also WFP's relief and early recovery operations
- Priority area 2: WFP's role in the humanitarian system and its efforts to adapt should be continuously developed

### 3.2 Synergy with Danish humanitarian and development priorities

There is strong correspondence between WFP's and Denmark's priorities as expressed both in the Strategy for Denmark's Development Cooperation, [The Right to a Better Life](#) and the [Danish Strategy for Humanitarian Action](#). While first and foremost a humanitarian

organisation, WFP's mandate is in line with the Danish Development Strategy's aim to fight poverty and promote human rights. WFP upholds principles embedded in International Humanitarian Law, Human Rights Law and Refugee Law and applies a Human Rights Based Approach (HRBA). WFP increasingly makes reference to the role of duty-bearers as well as right-holders, recognizing that the latter could be strengthened, especially in emergency situations. Contributing to the right to life and the right to food, WFP is a key actor for e.g. the [MGD 1 hunger target](#) and is active in the post-MDG process.

WFP's cooperation with partners is a central aspect of its efficiency – with room for improvement (see section 3.4 below). Partnerships, incl. with the other food security Rome-Based Agencies (RBAs), FAO & IFAD (the latter mostly within development activities) also play a role in the current reform process. WFP is engaged in addressing challenges related to forced displacement in partnership with UNHCR and child malnutrition with UNICEF.

WFP aims to provide food assistance in ways that protect the safety, dignity and integrity of the most vulnerable, as violence and discrimination against e.g. stigmatized groups such as people affected by HIV/AIDS are a particular risk in emergency settings. While not having a protection mandate *per se*, WFP seeks to transcend a mere *do no harm* approach through its 2012 [Humanitarian Protection Policy](#). This is in line with the Danish objective of protecting civilians and meeting basic needs. Although WFP has a special focus on women and girls, e.g. through involvement in food assistance committees, it has faced challenges in improving its performance on gender equality. Chronic vulnerability is particularly relevant in relation to WFP's work in protracted and recurring crises (e.g. Danish priority areas Horn of Africa and Sahel), where it seeks to better integrate resilience into early response. The use of C&V has increased and holds a particular potential here.

WFP interventions are linked to Green Growth: Agricultural development, climate change and land rights are recognized as important and increased focus is put on local procurement from small (including female) farmers (e.g. [Purchase for Progress \(P4P\)](#)). This serves as a natural entry point for collaboration among the RBAs. WFP also plays a role with regards to other Danish development priority areas such as Social Progress in particular through its work on social safety nets. WFP furthers Stability and Protection, especially in fragile and conflict-affected states.

The conflict-affected operational environment exposes WFP to risks (e.g. restricted access, insecurity, lack of partners in the field, limited capacity to carry out independent monitoring, possible misuse of funds, and human or material losses). Risk management is an important element for WFP, and it is one of the most active UN organisations in following-up on the 2010 Copenhagen Risk Management Conference. Challenges include finding a balance between the operational environments' constraints, requirements of transparency and accountability and the humanitarian imperative of accountability to beneficiaries. Risk communication consequently remains crucial.

The convergence between WFP's core mandate and the main aim of the Danish Humanitarian Strategy “*to save and protect lives*” is particularly noteworthy. At operational level WFP's comparative advantage lies in its humanitarian capacities and ability to deliver expeditiously, at scale and in difficult, volatile and often dangerous environments. As the largest UN humanitarian actor engaged in man-made, natural disasters and complex emergencies, WFP is a crucial partner for Danish humanitarian priorities, particularly as



regards “*vulnerability and protecting conflict affected populations*”. A number of WFP initiatives to respond more effectively and rapidly in emergencies are being rolled out, such as enhanced advance financing mechanisms, a [Preparedness and Response Enhancement Programme \(PREP\)](#), and funding for innovation.

WFP’s role in the international humanitarian system makes it a strong partner to promote Danish priorities in this area, regarding support of coordinated, principled and informed humanitarian action. At the system-wide level, WFP is a crucial player in the TA and other reform initiatives. WFP puts significant efforts into improving national and international disaster prevention and preparedness systems, response plans, emergency infrastructure and stockpiles. It contributes to system wide learning and improvement, though WFP’s margin of manoeuvre to invest in innovations could be strengthened.

#### **Implications for the Danish OS:**

- **Priority area 1:** WFP to become even more efficient and effective with regards to its humanitarian mandate
- **Priority area 2:** WFP’s approach to partnerships is to be supported, as are its development and use of new and innovative tools
- **Priority area 3:** Strengthen WFP’s capacity to manage new risks related to new tools
- **Priority area 3:** WFP’s challenging operational environment requires particular attention to risks (incl. corruption)
- **Priority area 4:** WFP requires support to developing its HRBA and accountability to beneficiaries further

### **3.3 Possible multi-bi and other synergies**

The new OS offers a number of synergies with other areas of Danish development cooperation, in particular [Denmark’s Policy towards Fragile States 2010-2015](#) given WFP’s presence in fragile states and contribution to vulnerable groups’ basic needs and fulfilment of human rights, including the most basic one related to the right to life and to food. Food assistance can also contribute to building stability and resilience and protecting livelihoods. As such e.g. WFP’s food assistance to the Sahel has synergies with the Danish Stabilisation Programme for the Sahel. WFP’s approach contributes to Denmark’s new [Policy on Food Security](#) and is expected to do the same for the forthcoming *Strategy for Promoting Gender Equality in Danish Development Cooperation*.

Along these lines, there are also synergies with Denmark’s support to priority countries and regional and protracted crises such as the Horn of Africa and Somalia, Sahel, Syria, South Sudan, occupied Palestinian territories, Yemen, Afghanistan, and Pakistan. In addition there is synergy with EU policies, notably the [European Consensus on Humanitarian Aid](#) dealing with among others food assistance and new mechanisms such as C&V.

#### **Implications for the Danish OS:**

- **OS** to focus on WFP’s humanitarian mandate, in particular *Strategic Objective 1: Save lives and protect livelihoods in emergencies*
- **Priority area 4:** WFP should be supported to develop its full potential with regards to vulnerable groups and its supporting role in the area of protection
- The synergies between Denmark’s and WFP’s geographic priorities offer arguments for continued core-funding

### 3.4 Recent main independent evaluations and assessments of WFP

There are several recent external evaluations and assessments of WFP, including the [Danish Multilateral Development Cooperation Analysis 2013](#), which considered WFP to be highly relevant, and assessments carried out by DFID, Australia and CIDA. Main issues raised are:

- Challenges linked to providing a voice to stakeholders, and accountability and transparency towards beneficiaries
- Underperformance on gender, both within WFP and in operations
- Opportunities for strengthening emergency response, e.g. information sharing and capacity building on Humanitarian Principles
- Management of operations at field level, including financial management and resource allocation (e.g. budgeting and accountability, including improving staff awareness) as well as management of WFP's budget deficit
- Partnerships, e.g. clearer division of labour between RBAs as well as other organisations especially in the field and, enhanced involvement of and more equitable relationship with NGOs
- Monitoring and evaluation (M&E) and human resource management need a general improvement

A first [Multilateral Organisation Performance Assessment Network](#) (MOPAN) assessment of WFP was recently finalised. While WFP is, in general terms, assessed to be efficient and effective, especially with regards to humanitarian operations, a number of additional issues emerge, including:

- WFP's mandate (insufficient communication concerning its shift from food aid to food assistance)
- Room for further mainstreaming of gender equality
- Results based budgeting and reporting on results frameworks could be improved

The ED had in 2012 already initiated a process of organisational strengthening, addressing a number of these issues. This led to the adoption of a new organisational design "*Fit for Purpose*". It focuses on empowered country offices, supportive regional bureaux, light and lean HQ, policy and programming into a single division, gender (evaluation and new policy underway), and improved M&E and reporting. It also includes improved partnerships.

#### Implications for the Danish OS:

- Main evaluation and assessment findings reflected in [priority areas 1-4](#)

## 4 Priority results to be achieved

This new Danish OS focuses on WFP's contribution to the implementation of the *Right to a Better Life* and in particular its underlying *Strategy for Danish Humanitarian Action 2010-15*. It will assist WFP to remain efficient and effective and to innovate and adapt further to new operational requirements. The overall aim of the Danish strategy is to support WFP's mission to "*End global hunger*", and in particular to "*Save lives and protect livelihoods in emergencies*" (Strategic Objective 1 of WFP's Strategic Plan, see Annex 2). It will furthermore assist WFP to develop further what it considers its core strengths, to address challenges in its operating environment and strengthen mechanisms established to mitigate risks.

Confirmed in its strategic orientation by the simultaneous global crises in 2013 that required a strong WFP response model, this OS sharpens the humanitarian focus of the previous [Danish Bridging Strategy](#). The *Bridging Strategy* marked a strategic policy shift in Denmark's priority areas of cooperation with WFP, reflecting the concentration of Danish core funding to WFP's humanitarian role (emergencies and early recovery). This new strategy will put a particular focus on ensuring WFP's efficiency in light of the changing and highly complex humanitarian environment, including strengthened support to the IRA and new support to innovations. This new Strategy remains highly relevant for WFP, which recognizes that "responding to humanitarian emergencies is and will continue to be a primary focus for WFP"<sup>3</sup>.

As shown in further detail below (see chapter 5 on Budget), Danish support will be provided through: Un-earmarked funds to WFP's humanitarian mandate, including in agreement with WFP to the IRA and to innovation. Possible foreseen areas of innovation support include WFP's ongoing organisational strengthening related to PREP; a C&V platform and/or deployment of a comprehensive risk management system. Finally, Denmark will provide humanitarian funding earmarked to specific crises, the amount of which is to be determined.

Denmark's upcoming role as EB member from 2015 throughout the duration of WFP's SP will offer a unique opportunity to pursue the priority areas of this OS. In line with the key challenges highlighted above, Denmark will focus on the following four priority areas during 2014-2017:

#### **PRIORITY AREA 1: Efficiency and Effectiveness of WFP**

Denmark's support will assist WFP in ensuring increased capacity and flexibility to respond to mainly humanitarian needs in an adequate and timely manner through:

- Contribute to ensuring flexibility to respond to crises and needs through un-earmarked and predictable funding
- Further improved emergency preparedness and response capacity.
- Improvements as regards the quality and use of new tools.
- Integration of resilience as early as possible in operations and further attention to phase out and hand-over.
- Strengthened result-based monitoring and reporting, especially at country level.

Denmark's un-earmarked and predictable funding will continue to provide WFP with the margin of manoeuvre to respond to vital needs. Denmark's support to the IRA will ensure the availability of funds to respond immediately to all emerging crises or critical needs as defined by the organisation. Denmark's support in terms of human resources (through DRC, DEMA, the JPO programme etc.) will remain highly relevant.

Denmark's support to innovation will allow the organisation to refine or

#### **Box 5: Priority Area 1 objectives**

1. Strengthen Emergency Preparedness and Response
2. Further improved emergency preparedness and response capacity
3. Improvements as regards the quality and use of new tools
4. Integration of resilience as early as possible in operations and further attention to phase out and hand-over
5. Strengthened result-based monitoring and reporting

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<sup>3</sup> WFP, *Strategic Plan 2014-2017*, p.4

develop humanitarian tools that will further its efficiency and effectiveness in support also of WFP's institutional reform.

### Relevance for WFP:

Priority area one is aligned with WFP's own strategic priorities, in particular as it targets its support to what the organisation considers its core strength (e.g. performance in humanitarian settings). It also assists WFP in addressing a number of challenges it has identified with regards to its operating environment and supports a number of measures implemented to mitigate risks. This priority area is aligned with WFP's priority area "*to prepare for and respond to shocks*". The support to innovations is fully aligned with WFP's endeavour to develop (innovate) and/or expand adequate tools to effectively and efficiently respond.

### PRIORITY AREA 2: Coordinated and Efficient Humanitarian Action

Denmark's support will ensure that WFP continues to make a significant contribution to the humanitarian reform and the TA. While important efforts have been made at HQ level, these need to be pushed further and implementation of the IASC's Humanitarian Reform at the field level needs to be strengthened. This includes supporting WFP's efforts to disseminate information within the organisation to ensure ownership of the TA throughout the organisation, including in the field, as well as the organisation's continued engagement with regards to empowered humanitarian leadership, to accountability to beneficiaries and also its participation in joint and coordinated needs assessments.

Recognizing the role WFP plays as lead of the Global Logistics and Telecommunications Clusters and Co-lead of the Global Food Security Cluster, as a crucial and operational part of WFP's engagement in the Humanitarian Reform, this OS will continue its support to WFP's cluster role and put further emphasis on the importance of inter-cluster coordination at global and field level as well as further mainstreaming of cluster costs. In particular, while the result of the external evaluation of Logistics Cluster (2012) was very positive, this needs to be followed up especially in relation to recommendations on partnerships (see also chapter . This will be part of this strategy's focus.

It will also focus on supporting WFP's efforts to strengthen partnerships, including with the RBAs in relevant areas.

Denmark's support to the IRA will in addition contribute to strengthening Humanitarian Reform and the TA, as it is utilised to support WFP's cluster management (under SOPs) in new and major emergency operations.

#### Box 6: Priority Area 2 objectives

6. Strengthened humanitarian reform and TA
7. Strengthened partnerships, including with the RBAs

### Relevance for WFP:

For WFP, priority area two is particularly relevant, as it is aligned with WFP's own strategic priorities. In addition to its alignment with WFP's priority area "*to prepare for and respond to shocks*" and WFP's leading role under the TA, it is in particular aligned with WFP's partnership approach, including its endeavour to work with a wider field of actors.

### **PRIORITY AREA 3: Anti-Corruption**

Denmark will continue to support WFP's work on risk management. This includes applying and strengthening risk analysis in all interventions. It aims at a strengthened organisational capacity to manage risks, including those related to new and innovative tools in food assistance and emerging financial risks related to the increased use of C&V.

**Box 7: Priority Area 3 objectives**

- 8. Continued improvements of risk management
- 9. Strengthened capacity to manage risks of new tools

#### **Relevance for WFP:**

Priority area three is aligned with WFP's own strategic priorities. It is coherent with WFP's strong commitment to cost-efficiency and accountability. It supports WFP in its efforts to improve its performance, including by identifying and addressing risks to the implementation of its SP and its efforts to manage the risks associated with new tools and technologies.

### **PRIORITY AREA 4: Promoting a Human Rights Based Approach (HRBA)**

While most of these issues are dealt with in a crosscutting manner in WFP's SP, Denmark will support the full implementation of the HRBA, focusing on gender equality and protection.

This includes strengthening the focus on accountability to beneficiaries, especially at field level, along the lines of the Humanitarian Accountability Partnership (HAP) standards. Denmark will continue to support the implementation and further refinement of WFP's Protection Policy. Denmark will also advocate for the further development, at least in major operations, of complaints mechanisms for beneficiaries (as e.g. the toll-free hotlines in refugee camps in Somalia). In this regard, WFP's work as co-lead (with World Vision) of the IASC Task Force on the *Accountability to Affected Populations* is notable and will be supported.

This priority area also includes supporting WFP's efforts to promote gender equality both within the organisation and throughout its operations. This includes promoting WFP's increased use of professional female staff, as well as strengthening the mainstreaming of gender issues in food assistance, e.g. by taking the special needs of women and girls into consideration, involving women in local food committees, in the distribution and packaging of in-kind food items, measures to prevent sexual exploitation and abuse, including in relation to C&V etc.

Denmark will use all appropriate fora and join like-minded countries to promote priority area four. Denmark's EB membership will be an important asset in pursuing this area. The provision of key human resources to WFP, such as secondment of protection staff, can be an important tool as well.

#### **Relevance for WFP:**

Priority area four is aligned with WFP's own strategic priorities. It supports WFP in its efforts to operate in crisis prone and complex environments with a particular attention to vulnerable groups, especially women. It is

**Box 8: Priority Area 4 objectives**

- 10. Strengthened engagement in the HRBA
- 11. Increased accountability to beneficiaries
- 12. Strengthened gender equality in WFP, including in operations

fully aligned with WFP’s endeavour to create an enabling environment for gender equality and women's empowerment by mainstreaming gender across its Strategic Objectives, as well as to engage beneficiaries further while strengthening their safety and dignity.

## 5 Preliminary budget overview

Based on the information provided by the [2014 Finance Act](#) and preliminary budget figures for the subsequent year, the foreseen annual funding modalities during the life span of this strategy is an un-earmarked contribution of 210 million DKK to WFP’s humanitarian mandate (EMOPs, PRROs & SOPs). This includes the following two areas in agreement with WFP and to be determined by the organisation without further specific consultation:

- 50 million DKK to the Immediate Response Account (IRA) for sudden major crises and catastrophes
- 10 million DKK for innovation in humanitarian programming and institutional strengthening for emergency preparedness and response (organisational as well as system wide, incl. e.g. innovations in favour of the IASC and implementation of the TA)

The annual value of earmarked humanitarian funding is to be determined (TBD), allocated in proportion to needs and on the basis of context analyses and needs assessments. Over recent years this has been approx. 60 million DKK annually. In 2013 it increased to (the highest since the food crisis in 2008) just under 145 million DKK mainly due to the need for food assistance in and around Syria as well as the crisis in the Philippines and the Sahel, in particular Mali. Few embassy allocations to WFP take place, however embassies including in countries considered forgotten crisis (e.g. Islamabad, Kabul and Niamey) often recommend earmarked humanitarian funding.

Table 2: [Indicative budget for Denmark’s engagement with WFP<sup>4</sup>](#)

Allocation in million DKK/year	2014	2015	2016	2017
<i>Un-earmarked</i> humanitarian, including in agreement with WFP to:	<b>210</b>	<b>210</b>	<b>210</b>	<b>210</b>
- Immediate Response Account (IRA)	50	50	50	50
- Innovation	10	10	10	10
<i>Earmarked</i> to acute & forgotten crises	TBD	TBD	TBD	TBD

Total annual Danish contributions are made according to good humanitarian practice and disbursement will be operated in the first quarter of each year. The exact distribution of un-earmarked funds will then be done by WFP through its own internal established mechanism for resource allocation (SRAC). Continued Danish funding of advisers to WFP is envisaged, mainly via the JPO Programme (currently 2 annually), taking advantage of WFP’s deep field presence in Danish priority countries and protracted crises. This aims to serve as a possible entry mechanism for particularly qualified Danish candidates into WFP, while at the same time expanding the Danish resource base in the area of humanitarian assistance.

<sup>4</sup> The numbers for 2015-2017 are preliminary and subject to parliamentary approval.

## 6 Summary priority results matrix

### 6.1 WFP - Monitoring and Evaluation (M & E)

Despite progress in recent years WFP's performance management still has room for improvement in the area of M&E and corporate reporting. *Fit for Purpose* stresses WFP's commitment to implementing a corporate M&E strategy, with a revised performance measurement framework as part of its new SP (see Annex 2). Corporate reporting takes place through WFP's Annual Performance Report ([APR](#)). WFP's Strategic Results Framework (SRF) is a core instrument. It is complemented by the Management Results Framework (MRF), which captures WFP's managerial results and indicators, and by country strategy documents. The [SRF](#) was finalised for the November 2013 EB, the MRF is planned finalised around the February 2014 EB. Both are in line with the UN [Quadrennial Comprehensive Policy Review \(QCPR\)](#), the [UN-SWAP on Gender Equality and Women's Empowerment](#) and the TA frameworks.

WFP's [Office of Evaluation](#) reports directly to the ED. Findings are presented to the EB as well to the broader membership through informal annual consultations and seminars, where implications for future work are discussed. Challenges remain in terms of impact on programme design and implementation as well as the on-going decentralisation of some evaluation functions to regional and country levels WFP's evaluation function is undergoing a peer review and is expected to follow up on relevant recommendations during this OS.

WFP's operational environments and procurement-oriented nature exposes its operations to attempted corruption, theft, diversion etc. Still WFP's financial accountability is generally considered strong. It adheres to high standards of financial and risk management, audit and fraud prevention (e.g. first UN organisation to implement the [International Public Sector Accounting Standards \(IPSAS\)](#)). Also WFP publishes detailed, transaction level open data on its activities and spending to the [International Aid Transparency Initiative](#) standard. WFP's focus on new tools such as C&V requires constant adaptation of risk management systems. WFP is currently rolling-out a standardized corporate level system aiming to combine performance and risk management.

### 6.2 Danish Monitoring

Danish monitoring will be aligned with WFP's own two main results frameworks, SRF and MRF. Based on these, a Danish monitoring framework is included in table 3 below. Within this framework the Embassy will report on the OS in accordance with the new multilateral guidelines, including a mid-term review of this Strategy. Reporting will draw on WFP's APR and the Board approved indicators herein, as well as WFP's own mid-term review (*synchronous with the Danish review*). In addition, the Embassy will continue to report on consultations in Rome with WFP within Danish priority areas and on relevant evaluations, reviews and assessments.

WFP's new results framework includes a number of changes compared to the framework for 2008-13 under the previous SP, including a reduction of the number of Strategic Objectives, the aim of which is to facilitate the organisation's full transition to food assistance. This necessitates the subsequent finalization of a baseline for this new framework during its first year. This, including where possible at "outcome indicator level" at country level, is expected to take place in 2014, at the latest three months after initiation of any WFP operation.

Table 3: Results Matrix to monitor the Implementation of the Danish Organisation Strategy

<b>PRIORITY AREA 1: Efficiency and Effectiveness of WFP, including the institutional reform process</b>	Intended Results (Selected from WFP's own results frameworks with corporate reporting through WFP's Annual Performance Report)	Indicators (Selected from WFP's own results frameworks with corporate reporting through WFP's Annual Performance Report)	
Objective 1: Contribute to ensuring flexibility to respond to crises and needs through un-earmarked and predictable funding.	WFP Management Results Framework (MRF) Management Results Dimension: "Accountability and Funding" Management Result: Predictable, timely and flexible resources obtained	<b>% gross needs met</b>	
		Baseline (2013) tbd	(2012: 55%)
		Target (2014) = 60%	Actual (2014) =
		Target (2015) = 65%	Actual (2015) =
		Target (2016) = 70%	Actual (2016) =
		Target (2017) = 80%	Actual (2017) =
Objective 2: Further improved emergency preparedness and response capacity.	WFP Management Results Framework (MRF) Management Results Dimension: "Processes & Systems" Management Result: Cost-efficient supply chain enable timely delivery of food assistance	<b>% of emergency responses to sudden onset emergencies where the first round of food distributions commence within 48 hours</b>	
		Baseline (2014) tbd	
		Target (2015) = 75%	Actual (2015) =
		Target (2016) = 85%	Actual (2016) =
		Target (2017) = 100%	Actual (2017) =
Objective 3: Improvements as regards the quality and use of new tools.	WFP Management Results Framework (MRF) Management Results Dimension: "Programmes" Management Result: Lessons Learned and innovations mainstreamed	<b>% outstanding evaluation recommendations due for implementation</b>	
		Baseline (2013)	(2012: 21%)
		Target (2014) = 20%	Actual (2014) =
		Target (2015) = 19%	Actual (2015) =
		Target (2016) = 18%	Actual (2016) =
		Target (2017) = 17%	Actual (2017) =
Objective 4: Integration of resilience as early as possible in operations and further attention to phase out and hand-over.	WFP Strategic Results Framework (SRF) Outcome result 2.4: Capacity developed to address national food insecurity needs Outcome result 3.3: Risk reduction capacity of people, communities and countries strengthened	<b>National Capacity Index: % of projects showing improvement</b>	
		Baseline (2013)	(2012: 50%)
		Target (2014) = 60%	Actual (2014) =
		Target (2015) = 65%	Actual (2015) =
		Target (2016) = 75%	Actual (2016) =
		Target (2017) = 75%	Actual (2017) =
Objective 5: Strengthened result-based monitoring and reporting.	WFP Management Results Framework (MRF) Management Results Dimension: "Programmes" Management Result: Effective communication of programme results and advocacy	<b>% of Strategic Results Framework (SRF) outcome indicators reported versus log frame indicators</b>	
		Baseline (2013)	(2012: 77%)
		Target (2014) = 60%	Actual (2014) =
		Target (2015) = 70%	Actual (2015) =
		Target (2016) = 80%	Actual (2016) =
		Target (2017) = 85%	Actual (2017) =



<b>PRIORITY AREA 2: Coordinated and Efficient Humanitarian Action</b>		
Objective 6: Strengthened humanitarian reform and Transformative Agenda.	WFP Management Results Framework (MRF) Management Results Dimension: “Partnerships” Management Result: Partnership objectives achieved	<b>% of responding organisations report satisfied or higher for WFP-led Cluster services provided</b>
		Baseline (2014) tbd
		Target (2015) = 75% Actual (2015) =
		Target (2016) = 85% Actual (2016) =
		Target (2017) = 80% Actual (2017) =
Objective 7: Strengthened partnerships including with the Rome Based Agencies.	WFP Strategic Results Framework (SRF) Cross cutting result on Partnership	<b>Proportion of project activities implemented with the engagement of complementary partners</b>
		Baseline (2014) tbd
		Target (2015) =tbd Actual (2015) =
		Target (2016) =tbd Actual (2016) =
		Target (2017) =tbd Actual (2017) =
<b>PRIORITY AREA 3: Anti-Corruption</b>		
Objective 8: Continued improvements with regard to risk management.	WFP Management Results Framework (MRF) Management Results Dimension: “Accountability and Funding” Management Result: Strategic, transparent and efficient allocation of resources	<b>% of Country Offices that prepared/updated risk registers</b>
		Baseline (2013) Above 90%
		Target (2014) =94% Actual (2014) =
		Target (2015) =96% Actual (2015) =
		Target (2016) =98% Actual (2016) =
Target (2017) =100% Actual (2017) =		
<b>Objective 9: Strengthened capacity to manage risks of new tools.</b>	WFP Management Results Framework (MRF) Management Results Dimension: “Accountability and Funding” Management Result (MR): Strategic, transparent and efficient allocation of resources	<b>% lead time reduction related to Advance Funds Management utilization</b>
		Baseline (2014) tbd
		Target (2015) = 30% Actual (2015) =
		Target (2016) =40% Actual (2016) =
		Target (2017) =50% Actual (2017) =
<b>PRIORITY AREA 4: Promoting a Human Rights Based Approach</b>		
Objective 10: Strengthened engagement in the Human Rights Based Approach.	WFP Strategic Results Framework (SRF) Cross cutting result on Protection	<b>Proportion of assisted people who do not experience safety problems travelling to or from and at WFP programme sites</b>
		Baseline (2014) tbd
		Target (2015) = 60% Actual (2015) =
		Target (2016) = 70% Actual (2016) =
		Target (2017) = 80% Actual (2017) =
Objective 11: Increased accountability to beneficiaries.	WFP Strategic Results Framework (SRF) Cross cutting result on Protection	<b>Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)</b>
		Baseline (2013) tbd
		Target (2015) = 50% Actual (2015) =
		Target (2016) = 60% Actual (2016) =
		Target (2017) =70% Actual (2017) =

Objective 12: Strengthened gender equality in WFP including in WFP operations.	WFP Management Results Framework (MRF) Management Results Dimension: "People" Management Result: An engaged workforce supported by capable leaders promoting a culture of commitment, communication & accountability WFP Strategic Results Framework (SRF) Cross cutting result on Gender: Gender equality and empowerment improved	<b>Gender Representation: International Staff</b>	
		Baseline (2013) tbd	(2012: 41%)
		Target (2014) = 42%	Actual (2014) =
		Target (2015) = 43%	Actual (2015) =
		Target (2016) = 44%	Actual (2016) =
		Target (2017) = 45%	Actual (2017) =
		<b>Number of women/men in leadership positions of project management committees</b>	
		Baseline (2014) tbd	
		Target (2015) = 40%	Actual (2015) =
		Target (2016) = 45%	Actual (2016) =
		Target (2017) =>50%	Actual (2017) =
		<b>Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution</b>	
		Baseline (2014)tbd	
		Target (2015) = 40%	Actual (2015) =
		Target (2016) =50%	Actual (2016) =
Target (2017) =>60%	Actual (2017) =		

## 7 Risks

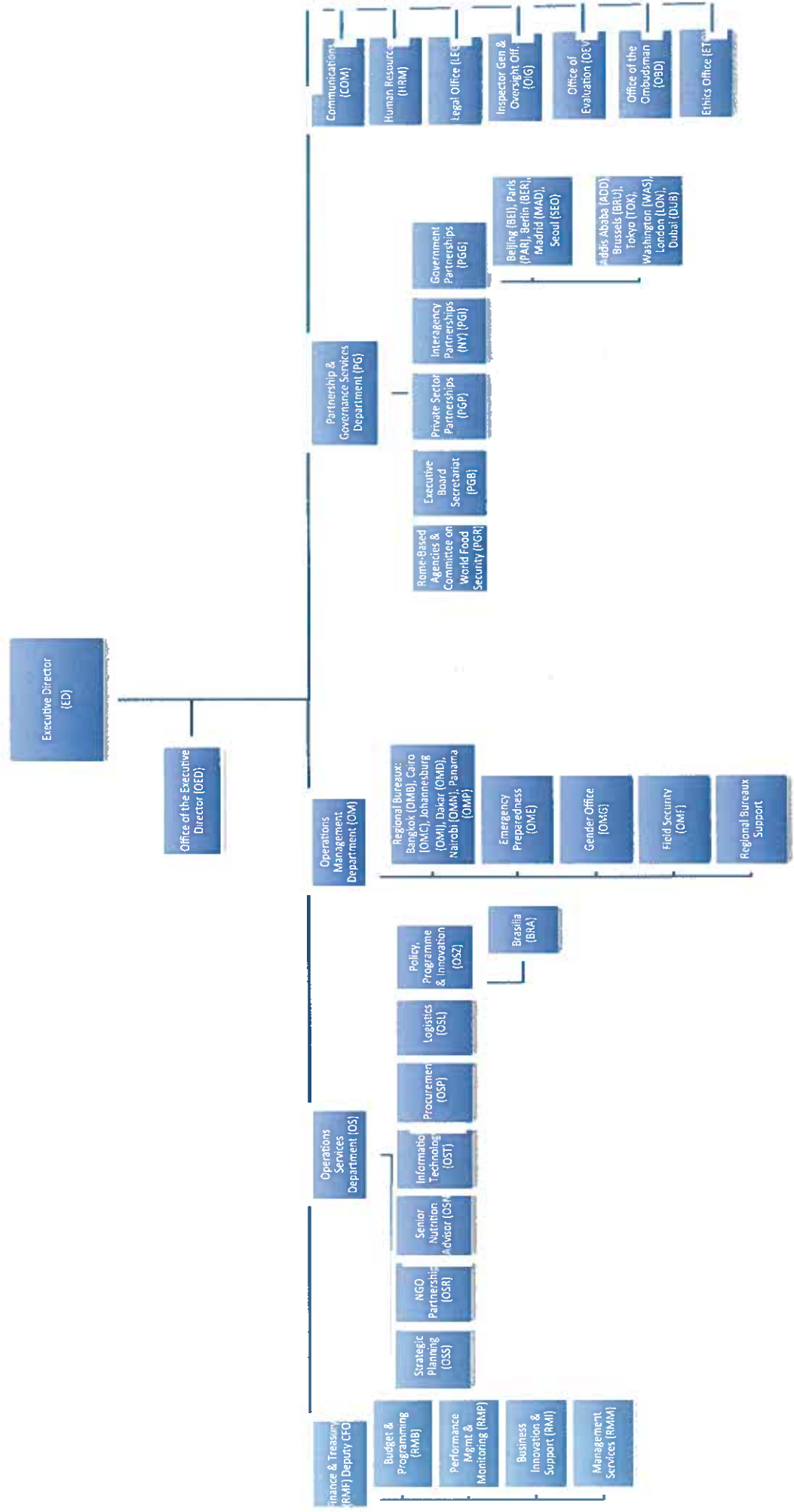
The following main risks will also be monitored and relevant mitigating actions supported:

- Mission ‘creep’:** This risk lies at the heart of the duality of WFP’s mandate. WFP’s strength and expertise lie clearly in its humanitarian capacities and deep field presence. While *‘helping build capacity to prevent hunger’* – the second part of WFP’s mandate - is important, there is a risk that this could lead WFP further into development and climate related activities, diluting focus on emergency needs and spreading already limited resources thinly. To a certain extent the large degree of earmarked humanitarian funding to specific crises to WFP counterbalances this risk.
- Inadequate partnership behaviour:** There is a risk that WFP, pushed among others by limited funding and increased competition, will overlook the importance of partnerships or interpret partnerships too restrictively. This can be compounded by WFP’s operational footprint and cluster status, leading to an overpowering role vis-à-vis (smaller) partners. WFP’s reformed annual partnership consultations as part of WFP’s organisational reform *“Fit for Purpose”* seek to mitigate this risk.
- Lack of exit strategies:** Capturing a lion’s part of WFP’s resources are long-term operations (e.g. Ethiopia) or protracted refugee crises (e.g. Bhutanese refugees in Nepal) lacking political solutions and long-term transition funding. Lack of realistic WFP exit strategies may create dependency and market distortions amongst beneficiaries and host communities. It may also lead to WFP neglecting to build up local or national capacities and handing over to governmental or development actors where possible. Mitigating this is that WFP is paying increasing attention to defining exit strategies early in its operations and increasingly including governments in the coordination of emergency operations.
- Insufficient and earmarked funding:** Many years of funding gaps and recent years’ deficits challenges WFP’s funding model of 100% voluntary contributions, especially in a

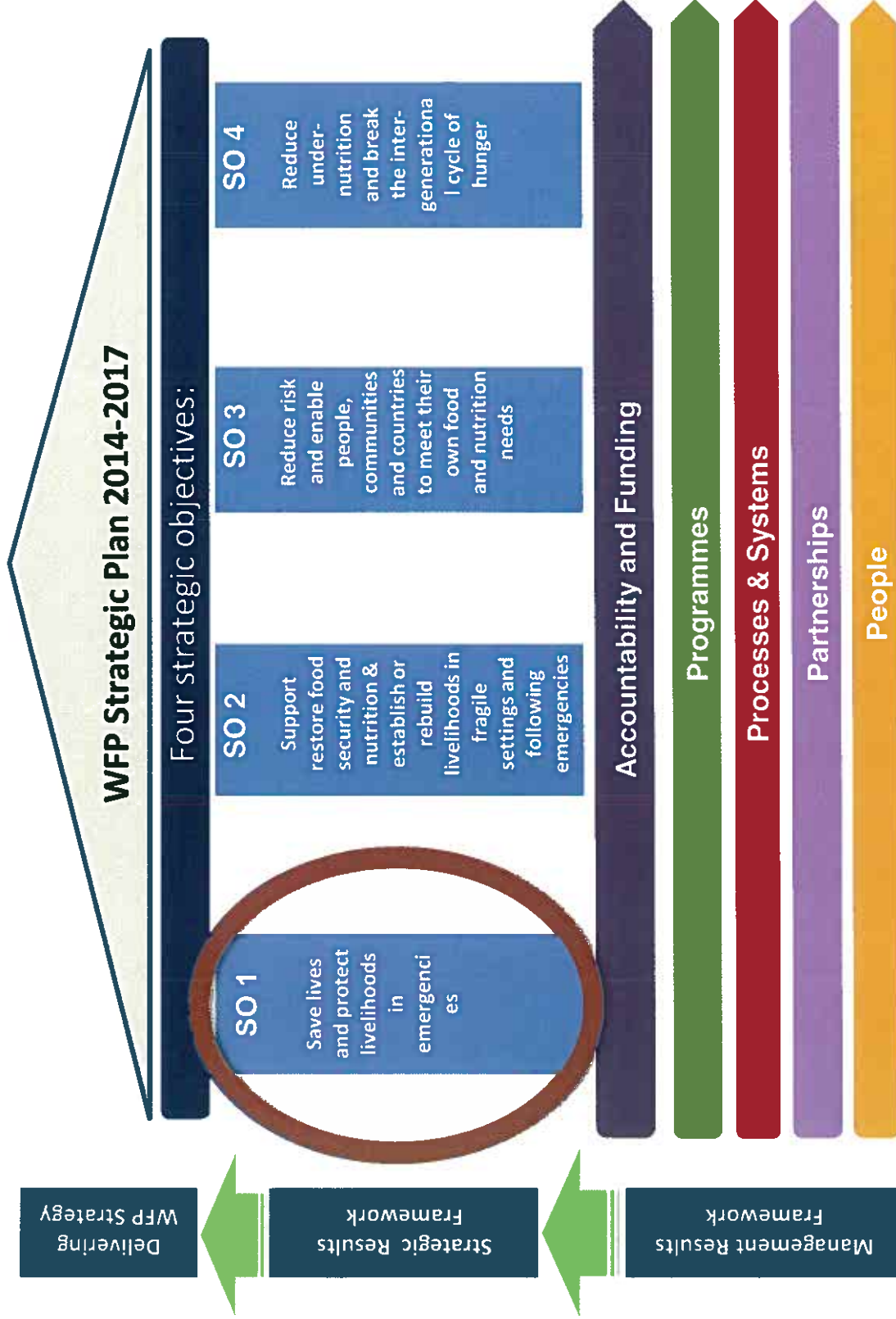
situation with increased competition over limited resources. This may in addition impact negatively on WFP's ability to effectively and efficiently undertake long-term corporate planning and prioritization. The large degree of earmarking also poses challenges. Mitigating measures include that WFP is increasing its outreach to emerging donors as well as lobbying traditional donors for increased un-earmarking, efforts that Denmark is supportive of.

- **Simultaneous crises:** WFP has limited capacity (financial, personnel and material) to engage in simultaneous large-scale crises and will be hard pressed if several large emergencies occur at the same time. This can impact the entire humanitarian community due to WFP's cluster lead roles and strong voice in the Transformative Agenda. One mitigating measure is increased un-earmarked funding, which may facilitate the long-term capacity building of WFP.
- **Lack of innovation:** While WFP has gone a long way in identifying new tools for its transition from food aid to food assistance, full implementation of this strategic shift requires new skills, risk management and funding models (e.g. implies a shift from purchase, storage and distribution of food items to IT and banking). Restricted funding may be an impediment to necessary innovation and skills development. Support to innovation as proposed by Denmark is one mitigating action.
- **Misuse of funds:** WFP's operational environment with a focus on fragile and conflict-affected states, emergencies and access and security challenges, as well as WFP's procurement-oriented nature exposes its operations to a range of attempted corruption, theft, diversion etc. WFP's increased use of C&V will expose itself and its partners to new types of risks. WFP's continued adaptation of its corporate risk management approach, including transparent risk communication and effective mitigating efforts at also regional and country level, will be crucial.

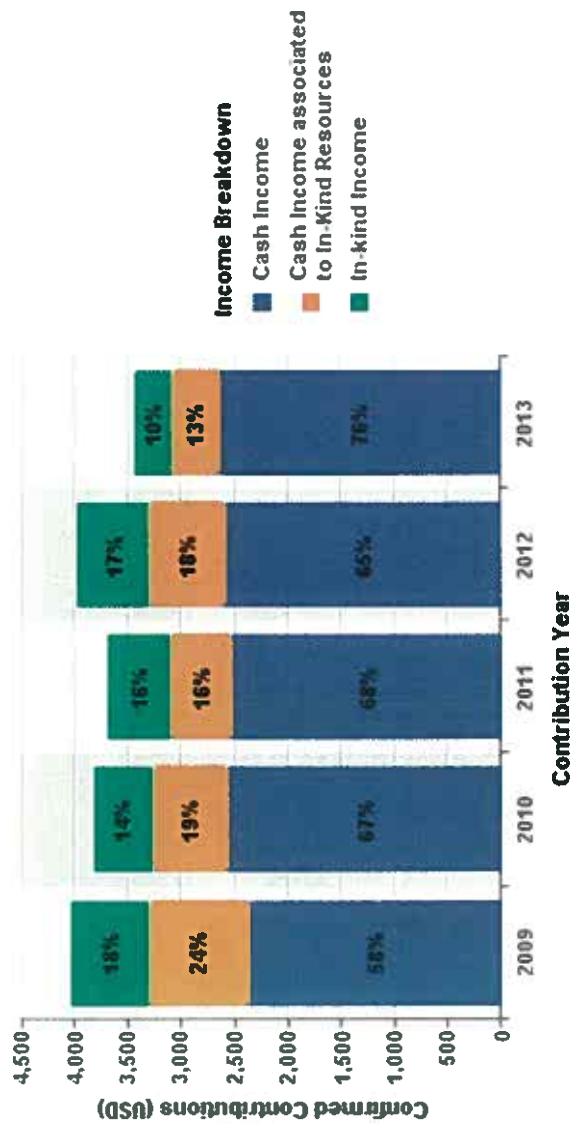
# Annex 1: WFP's organisational structure



## Annex 2: WFP's Strategic Plan and Results Framework

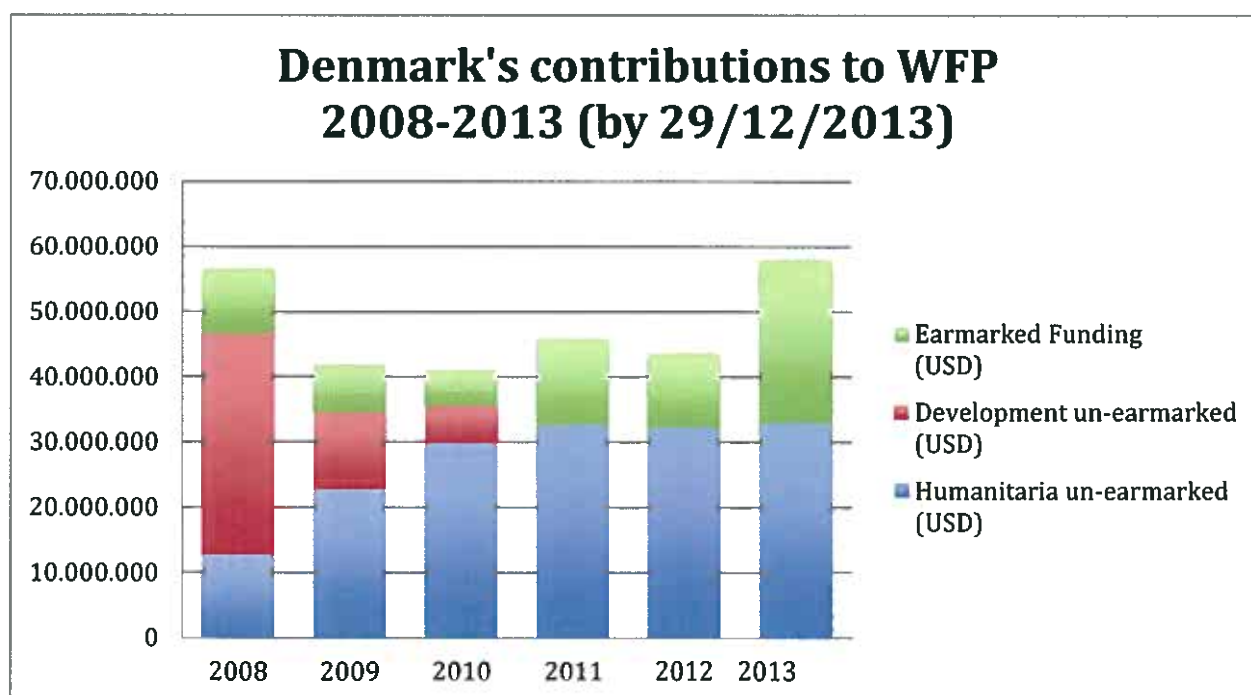


**Annex 3: Breakdown of in-kind and cash contributions to WFP between 2009 and 2013**



## Annex 4: Danish funding to WFP since 2008

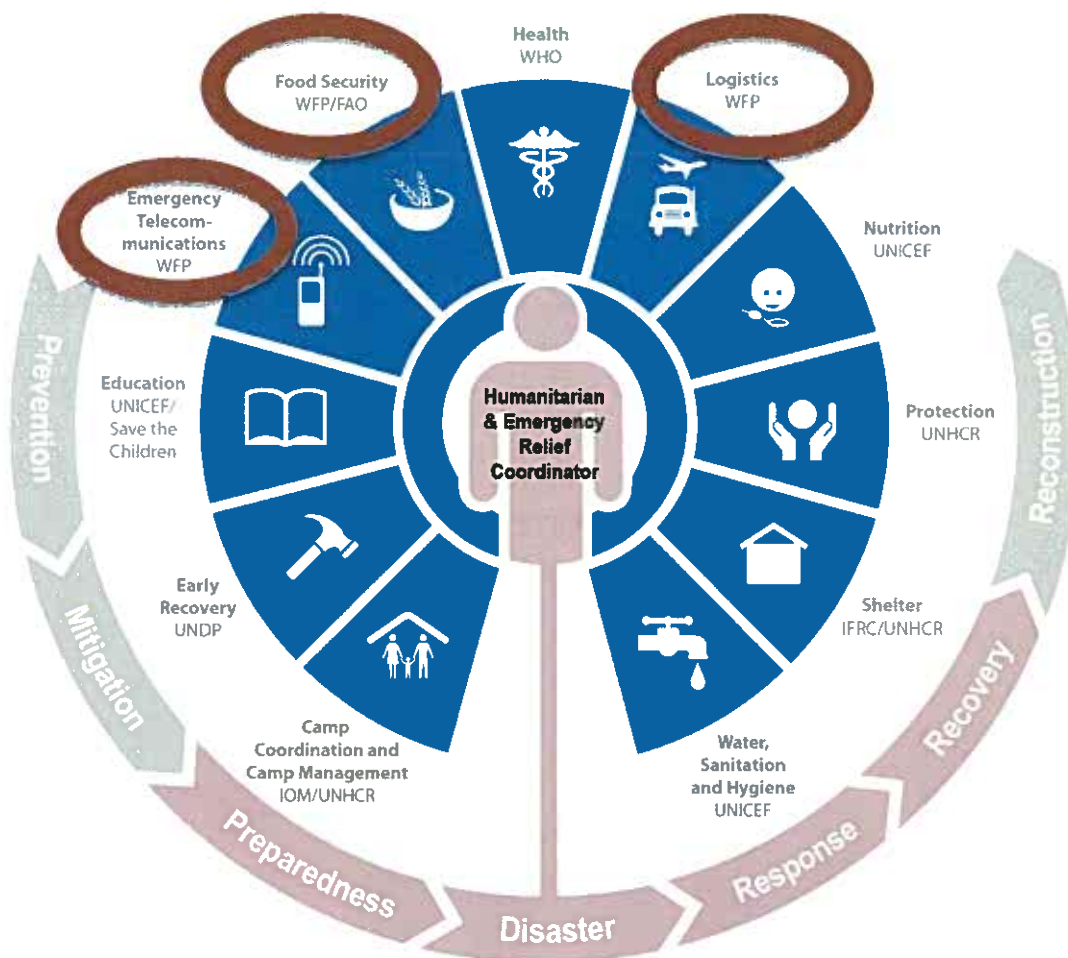
Year	Humanitarian/ Development un-earmarked (USD)	Earmarked Funding (USD)	Total (USD) (WFP website)	Ranking as WFP donor	Ranking as WFP un- earmarked donor
2008	46,511,630	10,095,940	56,607,570	15	4
2009	34,475,620	7,414,512	41,890,132	14	3
2010	35,519,101	5,592,704	41,111,805	16	3
2011	32,599,119	13,313,171	45,912,290	18	5
2012	32,145,960	11,517,546	43,663,506	16	3
<b>2013</b>	32,912,293	25,102,672	58,014,965	15	4



## Annex 5: WFP and the International Humanitarian System

WFP in the Cluster system:

- Cluster lead of the Telecommunications cluster and the Logistics Clusters;
- Cluster co-lead (with FAO) of the Food Security Cluster.



WFP in the IASC working groups (WG) and task forces:

- Co-leads (with UNICEF) the sub-WG on emergency preparedness
- Co-leads (with OCHA) the IASC Needs Assessment Task Force
- Co-Chairs (with World Vision) the Task Force on Accountability to Affected Populations

WFP is an active member of the Principals meeting (the biannual meeting of IASC members at executive level).

The IASC Level 3 Senior Emergency Humanitarian Coordinator roster includes 2 WFP senior managers and WFP has committed to increasing this number.