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# Annual Report 1994

**Linking Relief  
and Development**



World Food  
Programme

MON - 0171321

WFP 008.1994

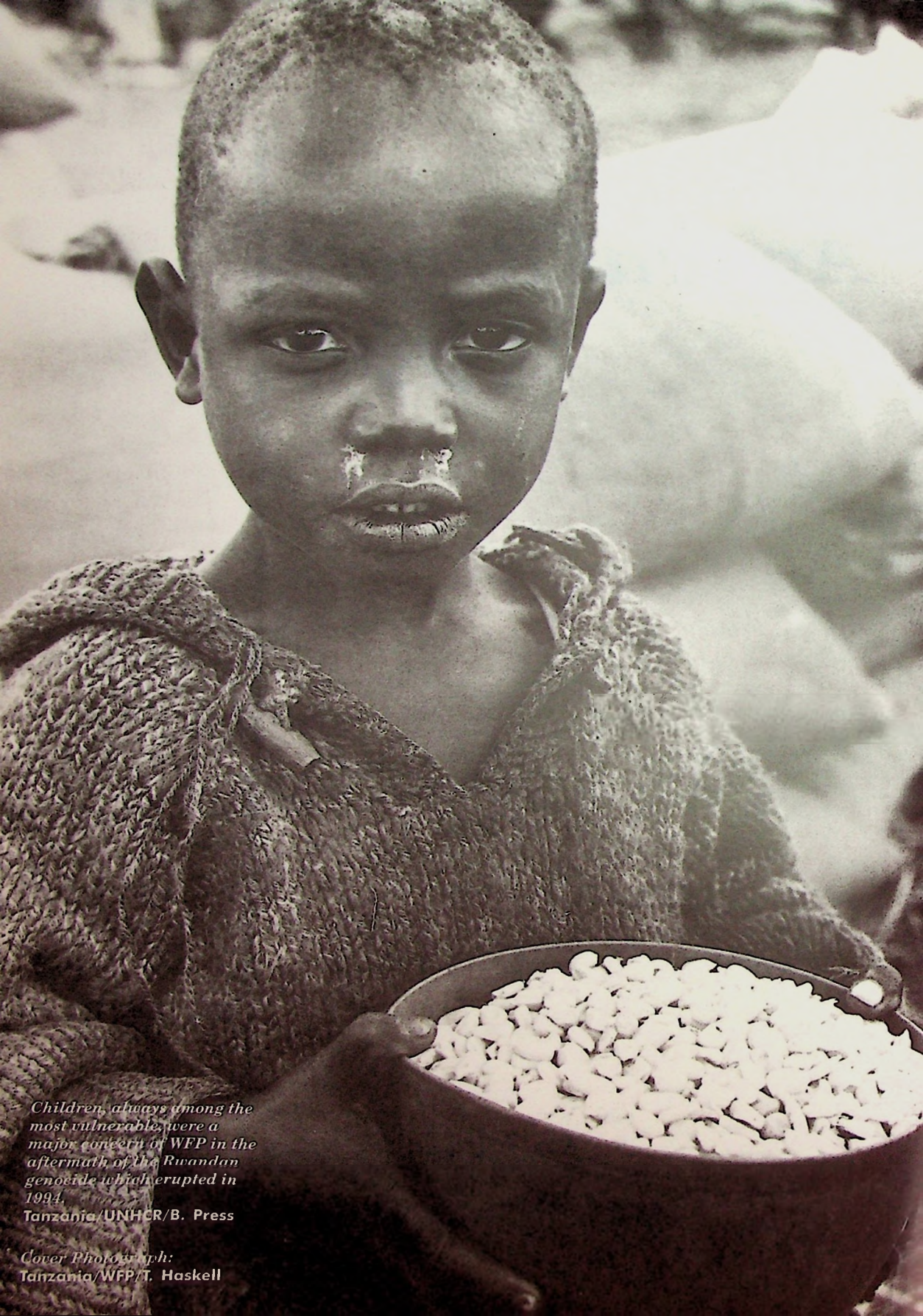
# *Annual Report* **1994**

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**Linking Relief  
and Development**



World Food  
Programme



*Children, always among the most vulnerable, were a major concern of WFP in the aftermath of the Rwandan genocide which erupted in 1994.*

Tanzania/UNHCR/B. Press

*Cover Photograph:*  
Tanzania/WFP/T. Haskell

## Foreword

The co-existence of hunger with the capacity to end it is one of the gravest contradictions of our time.

The world produces enough to feed its population. The problem is not technical. It is political and social. It is a problem of access to food supplies and of distribution. Above all, it is a problem of political will.

The right to food, one of the most basic of all human rights, is enshrined in the Universal Declaration of Human Rights that was adopted by the United Nations General Assembly in 1948. Assuring access of the poor to the food they need is a precondition for human freedom. It is essential in times of emergency and disaster, at critical stages in human development, and for increasing the employment, and hence the production, incomes and assets of the poor.

Providing access of the poor to food is, therefore, at the centre of the United Nations work in the continuum from relief to development. It is a basic ingredient in the Agendas for Peace and Development that the United Nations is now pursuing.

The World Food Programme is in the front line of the United Nations system's attack on hunger and poverty. The people most in need of food aid are those in the poorer and more remote areas of developing countries. They are the hardest to reach, but investing in them today lays the foundation for a better tomorrow for us all.

Making this vision a reality requires strong and effective collaboration between all members of the United Nations system. WFP goes to great lengths to make collaboration work. And it does so in a way that brings credit to the United Nations as a whole.

We congratulate the Executive Director and her staff for their considerable achievements, often in difficult and dangerous situations, for the benefit of the poor and hungry of this world.



Jacques Diouf  
Director-General  
**Food and Agriculture Organization  
of the United Nations**



Boutros Boutros-Ghali  
Secretary-General  
**United Nations**

## Preface



*WFP Executive Director Catherine Bertini listened to accounts of the brutal ethnic conflict in Rwanda and monitored the needs of refugees in exile.*

Zaire/WFP/T. Haskell

Once again, in 1994, the World Food Programme was challenged by a series of food emergencies brought on by armed conflict. Despite logistical obstacles and often dangerous conditions, WFP staff rose to the occasion, feeding roughly 25 million refugees and displaced people, about half the world's total.

Few would have predicted the intensity or suddenness of the demands the Programme faced this past year. On 27 April 1994, on the border of Rwanda and Tanzania, a city was created literally overnight – a city of 250,000 people, mostly women and children, fleeing from brutal, ethnic violence. WFP was called on to feed that city – and it did. Within 48 hours, working with our partners in the United Nations system, NGOs and host governments, WFP began a massive distribution of food that saved thousands of lives.

In Bosnia, Somalia and other trouble spots, much the same scenario repeated itself, as a mix of ethnic hatreds and poverty fuelled political crises leaving millions homeless. Meeting the food needs of these people has put a tremendous strain on the resources and the staff of the World Food Programme.

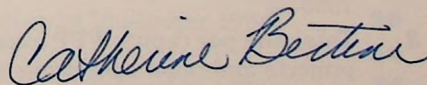
Just as the demand for WFP emergency assistance has intensified, the resources for development projects provided by some of our donors have declined. This has tested our ability to carry on development work using food aid to address the long-term needs of the 800 million hungry poor who live in "silent" emergencies all over the globe. Now more than ever, WFP must be focused and efficient, maximizing the impact of food aid. For that reason, a major priority for us in 1994 was a comprehensive policy review that helped us formulate a new mission statement for WFP.

The Programme carried out its threefold mission in 1994 providing food for LIFE to sustain victims of man-made and natural disasters; food for WORK to create new economic opportunities in agriculture and small business enterprises; and food for GROWTH to support education, nutrition and health projects. All told, 57 million people directly benefited from WFP's work.

The decline in resources for development projects in 1994 added impetus to our drive to make food aid for relief and development mutually supportive. That is why we chose to give this annual report its theme: "Linking relief and development". This report not only reviews the progress we made and the problems we faced in 1994, but also highlights current issues such as how we can use food aid better to mitigate disasters and assist in reconstruction; give women a determinant role in administering relief assistance; and improve reporting and accountability to the many donors who have so generously supported our work.

In 1994, we began to lay the foundation for a more "people-centred" approach to programming our resources. This will be the highest priority for the Programme in the upcoming biennium. By instituting country-based programming and strengthening evaluations of our field operations, we will improve performance and better integrate our activities with our fellow development agencies, bilateral donors and the NGO community. Responding to the direction of the CFA, we have already moved to sharpen our focus on the poorest countries and to target the poorest people within those countries, especially women and children.

Global food aid contracted sharply last year and that will only add to the pressure felt by hundreds of millions of people who worry about their next meal. WFP exists to serve these people – the hungry poor. Our experience in 1994 illustrates that this job is not likely to be easier in the years ahead, but I am confident that, with stronger commitment and involvement by all our Member States, we are more than equal to the task.



Catherine Bertini  
Executive Director

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## General Notes

1. All monetary values are in United States dollars (\$), unless otherwise stated.
2. One billion equals 1,000 million.
3. All quantities of food commodities are in metric tons, unless otherwise specified.
4. Low-income, food-deficit countries include all food-deficit (i.e., net cereal-importing) countries with per capita GNP not exceeding the level used by the World Bank to determine eligibility for IDA assistance (\$1,305 in 1992). In 1994, 78 countries were classified as low-income, food-deficit. The United Nations category of least developed countries (LDCs) includes "those low-income countries that are suffering from long-term handicaps to growth, in particular low levels of human resource development and/or severe structural weaknesses". In 1994, 47 countries were classified as LDCs.
5. Geographic regions referred to in this report are Africa, comprising the countries of the African continent, including the African islands; sub-Saharan Africa, comprising all African countries south of the Sahara, except the Republic of South Africa; Middle East, comprising the countries of the Middle East, Turkey and Afghanistan; South and East Asia comprising the countries of Asia east of Afghanistan but excluding republics of the former USSR; Asia, comprising the countries between the Mediterranean Sea and the Pacific Ocean, including Turkey but excluding republics of the former USSR; the Americas, comprising all American and Caribbean countries south of the United States of America; and former Yugoslavia and republics of the former USSR.

**The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers.**

## Common acronyms

<b>ACC</b>	Administrative Committee on Co-ordination (United Nations)
<b>C&amp;F</b>	Cost and Freight
<b>CAP</b>	Consolidated Emergency Appeals Process
<b>CERF</b>	Central Emergency Revolving Fund (DHA)
<b>CFA</b>	Committee on Food Aid Policies and Programmes
<b>CLC</b>	Cash in lieu of commodities
<b>CSO</b>	WFP Country Strategy Outline
<b>DHA</b>	Department of Humanitarian Affairs (United Nations)
<b>DMT</b>	Disaster Management Team
<b>ECOMOG</b>	West African Peace-keeping Forces
<b>ECOSOC</b>	Economic and Social Council (United Nations)
<b>FAC</b>	Food Aid Convention
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>FFW</b>	Food-for-Work
<b>FMIP</b>	Financial Management Improvement Programme (WFP)
<b>FMIS</b>	Financial Management Information System (WFP)
<b>FOB</b>	Free on Board
<b>GNP</b>	Gross National Product
<b>IASC</b>	Inter-Agency Standing Committee (United Nations)
<b>ICRC</b>	International Committee of the Red Cross
<b>IDA</b>	International Development Association (World Bank)
<b>IEFR</b>	International Emergency Food Reserve (WFP)
<b>IFAD</b>	International Fund for Agricultural Development
<b>ILO</b>	International Labour Organisation
<b>INTERFAIS</b>	International Food Aid Information System (WFP)
<b>IRA</b>	Immediate Response Account of the IEFR
<b>ITSH</b>	Internal Transport, Storage and Handling
<b>JCGP</b>	Joint Consultative Group on Policy (UNDP, UNFPA, UNICEF, IFAD and WFP)
<b>JPO</b>	Junior Professional Officer
<b>LDC</b>	Least-developed country
<b>LIFD</b>	Low-income, food-deficit country

<b>M&amp;E</b>	Monitoring and Evaluation
<b>MAP</b>	Management and Appraisal Programme (WFP)
<b>MCH</b>	Mother and child health
<b>NGO</b>	Non-governmental organization
<b>NIS</b>	Newly Independent States (Republics of the former USSR)
<b>NOP</b>	Non-Food Payment System (WFP)
<b>OD</b>	Operations Department (WFP)
<b>OM</b>	Operational Management and Programming (WFP)
<b>OP</b>	Operational Policy and Support (WFP)
<b>OT</b>	Transport and Logistics (WFP)
<b>PC</b>	Personal Computer
<b>PDPO</b>	Protracted Displaced Person Operation (WFP)
<b>PRO</b>	Protracted Refugee Operation (WFP)
<b>PSA</b>	Programme Support and Administration
<b>RD</b>	Resources Division (WFP)
<b>RRT</b>	Rapid Response Team (WFP)
<b>SCP</b>	Sub-Committee on Projects (CFA)
<b>SEO</b>	Special Emergency Operation (WFP)
<b>SSA</b>	Special Service Agreement (WFP)
<b>SSRP</b>	School Self-reliance Project
<b>TCU</b>	Transport Coordination Unit (WFP)
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNFPA</b>	United Nations Population Fund
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNTAC</b>	United Nations Transitional Authority in Cambodia
<b>UNV</b>	United Nations Volunteers
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organization
<b>WIS</b>	WFP Management Information System
<b>WTOE</b>	World Food Programme Transport Operation in Ethiopia

## Introduction

### MAIN EVENTS AND ISSUES IN 1994

WFP's mission is to provide food aid to:

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

In the first case, food aid is essential for survival. In the second, it is a pre-investment in human resources. In the third, food aid uses poor people's most abundant resource, their own labour, to create employment and to build the infrastructure necessary for sustained development.

This Annual Report of WFP activities in 1994 gives ample illustration of the continuing need for a United Nations programme, which, in collaboration with other agencies, reaches and supports the neediest people during emergencies, in times of reconstruction, and through a process of sustainable development.

### People

In 1994, food assistance provided by WFP reached 57 million poor and hungry people. In the process, many more benefited indirectly. Over 32 million

were victims of man-made and natural disasters who received "food for life"; 16 million people, who participated in WFP-assisted agricultural and rural development projects, received "food for work"; and over eight million people, who participated in WFP-assisted education, training, health and nutrition projects, received "food for growth".

### WFP's future orientation

Throughout 1994, the Committee on Food Aid Policies and Programmes (CFA) and the WFP Secretariat worked on a range of critical issues relating to policy, operations and resources. Decisions were made that will shape the work of WFP for many years to come. For the first time, the CFA approved a formal statement of WFP's mission. WFP will be much more "people centred". There is clarity regarding the core policies and strategies, in which the continuum from emergency relief to development features prominently; and there is an emphasis on broad-based participation, with the role of women properly recognized. Significantly, it underlines the importance that WFP, as an active partner in the United Nations system, attaches to collaboration with other agencies.

WFP's approach has been notably strengthened by the adoption of principles and guidelines for a country-based programme, which includes resourcing levels and criteria for project approval. Resource issues are being addressed to improve predictability, accountability and transparency as well as actual

resource levels. The General Regulations of the Programme are being amended in the light of United Nations General Assembly resolutions 47/199 and 48/162.

### **Tripartite evaluation**

The comprehensive evaluation of WFP, initiated and funded by three major donors - Canada, the Netherlands and Norway - was completed in 1994. The recommendations contributed to the discussions in the CFA on WFP's future orientation.

### **Resources**

Total resources managed by WFP in 1994 remained at the level of more than three million tons per annum reached in the early nineties. However, WFP's development resources continued to decline significantly in both absolute and relative terms. About one third of WFP's resources contributed to development activities and two thirds were earmarked for emergency and protracted relief operations. The continued cut-back of resources for development carries serious implications for future projects. Moreover, WFP has been unable to support all approved projects at the level originally planned, as donors have increasingly tied and designated their funds for development.

Nearly half of the food commodities distributed in 1994 were purchased by the Programme. Sixty percent of those purchased (more than 850,000 tons) were obtained from developing countries.

### **Food deliveries and new commitments**

In 1994, 37 percent of total WFP food deliveries supported emergency operations, 33 percent were for development projects, 22 percent for protracted refugee operations/protracted displaced person operations (PROs/PDPOs) and eight percent for bilateral donors. New commitments in 1994 for both relief and development assistance amounted to 3.3 million tons, valued at almost \$1.4 billion. Relief assistance accounted for 81 percent of these commitments in value terms and 73 percent in terms of tonnage. Commitments for development projects made up the remainder.

### **Relief assistance**

About 80 percent of WFP's relief assistance was provided to victims of man-made disasters. In 1994, WFP provided vital food commodities to some 8.5 million refugees and 16.5 million internally displaced people, about half of the world's population of these two groups. The remaining 20 percent, more than seven million beneficiaries, were victims of drought and other natural disasters. The single biggest relief operations were in Rwanda/Burundi (\$242 million, equivalent to 21.7 percent of the total) and in former Yugoslavia (\$149 million, equivalent to 13.4 percent of the total). The single largest PROs/PDPOs were the regional programmes in Liberia (\$96 million) and in Afghanistan (\$95 million), equivalent to 8.6 and 8.5 percent of total relief commitments, respectively. Some 64 percent of total WFP relief operations were in support of needy people in Africa.

The lack of sufficient advance and untied International Emergency Food Reserve (IEFR)/Immediate Response Account of the IEFR (IRA) cash resources have impaired the Programme's capacity to respond more quickly and effectively to emergencies through local and regional food purchases.

### Development aid

At the end of 1994, WFP's portfolio consisted of 225 development projects in 83 developing countries, with an aggregate commitment of \$2.6 billion. Africa (40 percent) and Asia (39 percent) continued to receive the largest shares of WFP's development assistance. The remaining 21 percent was committed to assist development projects in Latin America and the Caribbean.

The destructive effects of civil conflict on infrastructure and government administration reduced the capacity of several priority countries to absorb development assistance.

### Transport expenditure

Millions of hungry and poor people were reached in difficult and often dangerous locations through a variety of complex transport and logistics arrangements that saved lives as well as money. The composite transport cost for all WFP food deliveries fell from \$100 in 1993 to \$84 a ton in 1994. The average internal transport, storage and handling (ITSH) cost also dropped from \$67 to

\$58 a ton. A number of factors contributed to these reductions, including record levels of food purchases in developing countries, further emphasizing WFP's concern to promote south-south trade. In 1994, WFP purchased more food in developing countries than ever before, drastically reducing overall ocean-transport expenditure. WFP could have increased the cost-efficiency of its transport operations further and ensured more accurate food monitoring had more cash resources been available.

### Managerial priorities and organizational change

During 1994, significant steps were taken to improve the effectiveness of WFP's response to increasing demands, through a reorganization of units at headquarters, the delegation of authority, schemes for staff performance management and training, and the incorporation of shared values

*WFP provides Food-for-Life assistance to more than 32 million victims of man-made and natural disasters.*

Sri Lanka/WFP/  
E. Lemmens





*WFP transports food aid wherever there is an emergency and collaborates with NGOs to expedite its delivery to refugees, displaced persons and other vulnerable groups.*

Georgia/WFP/J. Spaul

into the organizational culture. High priority was given to improving the management and accountability of WFP's increasingly complex financial resourcing. The restructuring of WFP's Operations Department was designed to remove the organizational dichotomy between emergency and development operations. WFP's Resources Division was reorganized to encourage a more pro-active approach to the mobilization of resources and to strengthen reporting to donors. Further steps have been taken to establish common principles within the United Nations system, including procedures to improve the protection and entitlements of staff working in high-risk locations.

## Collaboration with other organizations

WFP cooperates with other multilateral, bilateral and non-governmental organizations at all stages of its activities. In 1994, significant progress was made in ensuring greater collaboration in relief operations. Joint assessments of refugee food needs (with UNHCR) and emergency needs (with FAO) continued to be an essential part of WFP's work. WFP-assisted development projects in 17 countries benefited from collaboration with IFAD. WFP signed a first memorandum of understanding on joint working arrangements for emergency relief operations with a major international NGO and will seek to conclude similar agreements with other NGOs in the future.

## WFP's contribution to major United Nations/international initiatives

WFP's presentation to the United Nations International Conference on Population and Development focused on the Programme's work in using food aid to promote better education and improved health standards. There is evidence that the attention given in WFP-assisted school feeding projects to increasing the enrolment and attendance of girls has a positive impact on population growth.

WFP's input to the International Decade for Natural Disaster Reduction (Yokohama Conference) focused on drought management and the ways in which international agencies can help to strengthen existing household coping mechanisms in drought-prone areas. The contribution consisted of a Technical Committee

presentation prepared jointly with FAO and IFAD.

In preparatory meetings for the World Summit for Social Development, WFP emphasized the important role that food aid plays, not only in saving lives in emergencies, but also in contributing to the social and economic development of food-insecure households.

WFP has established focal points in selected country offices in all regions to prepare for the Fourth World Conference on Women and has also participated actively in the preliminary national and regional conferences.

In the formulation of the Agenda for Development, promoted by the United Nations, WFP stressed the importance of disaster preparedness and mitigation. It emphasized the relevance of the link between relief and development for those that suffer recurrent shocks and crises. The Programme also proposed that stronger reference be made to the need for safety nets for the poor as well as targeted resource transfers.

WFP assumed the chair of the Joint Consultative Group on Policy (JCGP) in February 1994. "Africa in the context of the continuum from relief to development" was proposed by WFP as the theme around which preparations for the next High-Level meeting were organized.



As a follow-up to the finalization of the GATT Uruguay Round, WFP sought to clarify the role of the CFA in future decisions relating to food aid. The GATT Secretariat made special reference to the role of the Committee on Agriculture which was to be established under the new World Trade Organization. This committee, *inter alia*, has the responsibility of monitoring the implementation of decisions concerning food aid, under the Uruguay Round Final Act. The Programme is now seeking to obtain observer status in this and other relevant World Trade Organization committees to ensure that its concerns are heard. WFP also continued its close collaboration with the Food Aid Committee and the International Wheat Council during 1994, exchanging data and information on policy issues regarding food aid.

*WFP's school lunch programs give children the energy to study and learn, a key to breaking the cycle of chronic poverty.*

Paraguay/WFP/  
G. Bizzarri



## TRIPARTITE EVALUATION OF WFP

### Purpose, approach and methodology of the evaluation

During the period 1991-93, a comprehensive evaluation of WFP was carried out. This was commissioned by the Governments of Canada, the Netherlands and Norway. Its purpose was "to study the efficiency, effectiveness and impact of WFP and to examine the relevance of key operational objectives, considering emerging trends of the nineties". The initial focus was on WFP's development activities. However, in view of the Programme's increasingly important role in emergency operations, a study on relief activities was integrated into the final report.

A team of development, food aid and evaluation experts from different

*Food-for-Life temporarily supports returnees until they can be integrated into Food-for-Work projects that help them to become self-reliant.*

Mozambique/UNHCR/  
L. Taylor

countries and institutions participated in the evaluation. The team reviewed WFP policies, operations and project files. It interviewed officials in selected donor countries, recipient governments, and relevant United Nations agencies and NGOs. WFP staff at headquarters and in the nine countries selected for case-studies contributed to draft reports. Meetings took place between the three donors, WFP officials and the evaluation team at various stages to discuss terms of reference and work plans, review progress and comment on draft reports. The final report of the evaluation was presented to WFP by the three donors in February 1994.

The recommendations, addressed to WFP and other relevant parties, covered a wide field of activities - from governance to personnel issues, in the long- and short-term. While WFP expressed reservations about some of the findings and conclusions, great importance was given to the recommendations and their implementation.

### Main conclusions and recommendations

The evaluation report concluded that, taking WFP development and relief work together, "... there is merit in retaining WFP as a hybrid organization", subject to improved design and control of development activities, while "...accepting that WFP's main focus is likely to be relief in the years to come".





*In the biggest emergency operation of the year, WFP's rapid response saved millions of lives as Rwandans fled the brutal fighting in their country in 1994, creating a humanitarian crisis of unprecedented proportions.*

Tanzania/UNHCR/  
P. Moutzis

Some recommendations to help WFP combine its growing relief responsibilities with its development activities include: designing a clear policy on country eligibility for development food aid; adoption of objective criteria; identification of the most effective uses of food aid; implementation of a country programming approach; approval of projects within a programme framework, with concentration on fewer countries and types of activities, less complex objectives and lower expectations; further strengthening of WFP cooperation with other organizations within the United Nations system; and greater integration of food aid with financial and technical assistance in the national programmes of recipient countries.

The evaluation reported some successes in WFP's work in development.

It also identified a number of weaknesses, especially the targeting of food aid, the technical content of development projects, and the sustainability of activities and assets.

Regarding WFP's relief work, the report concluded that "... it is in the interest of all countries, both donors and recipients, to maintain and strengthen WFP as the principal international organization for handling relief food". Incremental improvements were recommended, particularly planning of relief assistance; support for indigenous coping mechanisms; closer consideration of environmental concerns; the phasing out of relief assistance; relief-development linkages through disaster prevention, preparedness, mitigation and rehabilitation; and collaboration with NGOs.

The report confirmed that WFP's reputation in the field of transport and logistics, recognized internationally, was fully justified, especially in the context of complex, large-scale relief operations.

### Action taken on recommendations

Action has been taken on most of the recommendations addressed directly to the WFP Secretariat. These include:

- introducing a programme approach by 1996, following acceptance in principle by the CFA in May 1994. A paper dealing with the principles and guidelines for country programming was discussed and approved by the CFA at its Thirty-eighth Session in December 1994;
- sharpening the focus of WFP's development activities on the neediest countries and the poorest

people. This approach was endorsed by the CFA at its Thirty-seventh Session in May 1994; is embodied in the WFP Mission Statement approved by the CFA at its Thirty-eighth Session; and is reflected in WFP's Strategic and Financial Plan for the period 1996-99;

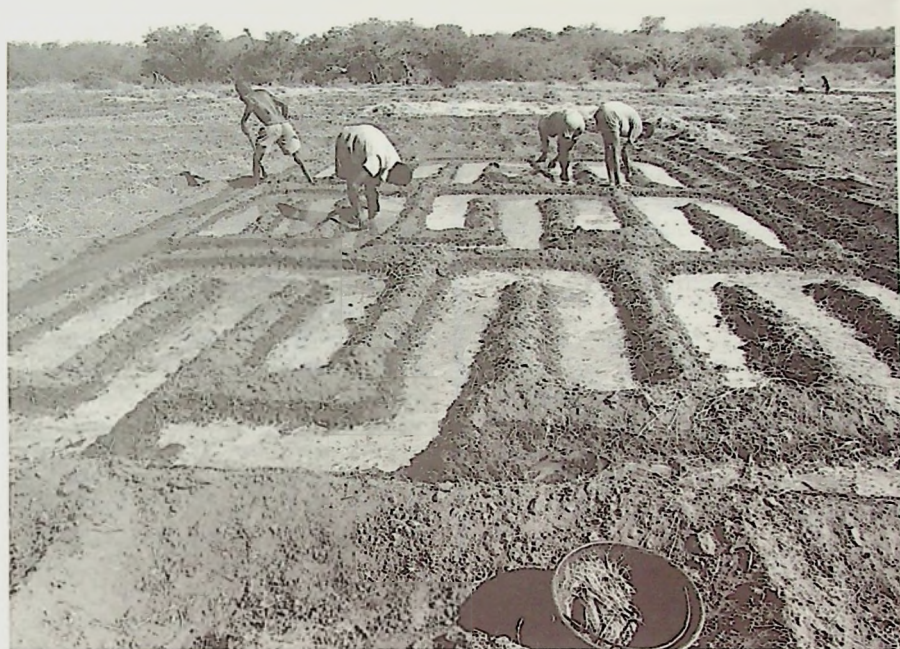
- specific measures to ensure "quality control" throughout the project cycle, including restructuring WFP's Operations Department to place greater emphasis on improved programme/project design and implementation;
- closer collaboration with other United Nations agencies, bilateral donors and NGOs, which will be further enhanced by the country programme approach. Joint agreements, similar to that already drawn up with UNHCR, are being prepared with UNICEF and some NGOs;



- closer integration of WFP's relief and development activities;
- establishment of a rapid response team for emergency/relief operations, which has already proved its effectiveness in recent crises.

*WFP has proved its ability to deliver food where it is needed, especially in large-scale, complex operations.*

Zaire-Rwanda border crossing/  
WFP/G. Hazell



*Turning emergency relief aid into development projects is a priority in WFP's program to rehabilitate a country beset by disaster.*

Somalia/UNHCR/B. Press

## THEME: LINKING RELIEF AND DEVELOPMENT

Poor and hungry people require both relief and development assistance. Creating a division between the two categories is counter-productive and meaningless to those in need. Tens of millions of poor people affected by disasters required relief assistance in 1994. There were hundreds of millions of chronically malnourished people, living in extreme poverty, who were the victims of "silent" emergencies in many developing countries. Relief assistance alone does not strengthen the capacity of poor people to cope with the next emergency. If the most vulnerable people in society are not given longer-term and targeted assistance, necessary to become more self-sufficient, the need for relief aid will not decrease.

The balance of assistance to developing countries has shifted sharply from long-term development to short-term relief. The share of aid budgets devoted to disaster relief and humanitarian aid has increased by more than 500 percent since the early eighties. Nearly half of all United Nations funds are now allocated to emergencies.

For WFP, the shift from food for development to food for relief was even more dramatic. In 1994, two out of three tons of food aid provided by WFP were distributed as relief assistance for the victims of natural disasters, refugees and displaced people. Only one ton was used in support of development projects. This is a direct reversal of the allocations five years ago.

The shifting balance between relief and development activities - causing a diversion of much-needed resources for development to meet crises - is only part of the problem. In view of the growing frequency and duration of emergencies, particularly in Africa, the traditional separation of relief and development assistance has itself become part of the problem rather than the solution.

This scenario throws light on two questions: how can relief assistance provide support to development efforts; and, conversely, how can development aid, at the national and community levels, incorporate features to mitigate possible future crises?

### **WFP's approach**

WFP is uniquely placed to support practical operational activities in the continuum between short-term relief and longer-term rehabilitation and development. Its response to the challenge is based on three pro-active concepts:

- integrating elements that strengthen disaster mitigation into development projects;
- developing capacity-building elements within relief operations; and,
- improving disaster preparedness by vulnerability mapping, early warning systems and institutional development.

The formulation of WFP's approach towards linking relief and development was facilitated by policy decisions taken by the CFA and by the provision of special funds. In 1989,

the CFA approved the use of a special subset of WFP's regular resources for PROs/PDPOs, while ensuring that the possibility of "durable solutions" was not neglected and that the assistance provided took into account all possible development and/or rehabilitation aspects. In 1992, the CFA endorsed the systematic use of WFP assistance to support disaster prevention, preparedness, mitigation and rehabilitation measures, especially in Africa. Since 1992, special funds for WFP-assisted disaster mitigation activities have been made available by two major donors.

During 1994, further progress was made towards equipping WFP with the capacity to link its work in relief and development. The WFP Mission Statement adopted by the CFA encourages WFP to build on its comparative advantage and play a major role in the continuum from emergency relief to development. The newly-approved country programme approach enables WFP to plan strategic interventions in a more integrated, coherent and flexible manner across the entire development/emergency continuum.

### **Key issues**

The scope for linking relief and development depends on the nature of an emergency. There is a significant difference between man-made emergencies (war, civil conflict), cataclysmic natural events that occur with little warning (earthquakes, floods), and slowly maturing natural disasters (crop losses caused by drought, pests and disease).

In man-made disasters, measures to improve prevention and prepared-

ness are difficult and complex, and rehabilitation leading to development often more protracted. This type of disaster has grown most rapidly. It currently accounts for some 80 percent of WFP's emergency aid. Linking relief and development assistance for refugees and displaced people needs action on multiple fronts:

- localized action to make their lives (and their host communities) as safe and productive as possible in regions of asylum;
- better regional coordination in preparing for, and managing, crises. (The Rwanda/Burundi, Liberia and Afghanistan regional crises have highlighted the artificial nature of administrative boundaries.);
- action in peace-building and reconstruction to allow them to return home to safety and a productive livelihood; and
- targeted investments at the developmental end of the continuum, to enhance the livelihood of vulnerable groups in order to reduce the chance of future displacement.

There is more experience with linking relief and development in the context of cataclysmic and drought-induced disasters, where the focus is on improving prediction, preparedness and prevention. Action to link relief and development includes the detection of vulnerable people and areas, assembling emergency food stocks, and promoting long-term livelihood through disaster-prevention measures, such as labour-intensive development of transport infrastructure,



environmental protection and the construction of dykes and dams.

### Development in relief

Aid agencies involved in relief operations have been searching for ways to develop capacity-building elements into relief interventions. For example, WFP, in partnership with other United Nations agencies and NGOs, is attempting to incorporate components such as training, income-generating activities, environmental

*WFP recognizes the role peace-building and reconstruction play in allowing refugees to return home to a safe and productive environment.*

Sudan/UNHCR/ B. Press

protection measures and the development of basic community infrastructure into PROs/PDPOs. It has not always been possible to include asset-building elements in PROs, as the scope for food-for-work activities in and around refugee camps has often been limited. WFP has combined relief and development assistance more effectively when returnees and demobilized soldiers return to their region of origin. In these circumstances, food-for-work schemes can achieve dual objectives: assist the people during the period of resettlement and simultaneously engage them in rehabilitation and reconstruction works.

### **Strengthening disaster preparedness**

The scope for incorporating elements of development into relief assistance depends to a large extent on the degree of disaster preparedness. The success of the latter depends on vulnerability mapping, early warning systems, emergency management training, the establishment of rapid response teams and the preparation of contingency plans (e.g., reserve components in ongoing development programmes).

In 1994, WFP's response to several emergencies, including the relief operation in Rwanda/Burundi, benefited from the existence of a rapid response capacity. As well as responding rapidly in an emergency operation, it is equally important to identify ways in which communities, and particularly women, can be involved in the design and implementation of operations.

Where WFP is already providing development assistance, disaster preparedness can be further strengthened. Where appropriate, development projects can include reserve components set aside for (relief) work programmes, to be implemented in an emergency. In Bangladesh, for example, WFP responded to emergencies caused by widespread floods. The WFP-assisted development project provided food to hundreds of thousands of additional beneficiaries in the stricken areas through food-for-work activities to repair damaged embankments and rural infrastructure. During the southern Africa drought of 1992/93, a WFP-assisted food-for-work project in Lesotho met relief requirements by tripling the volume of work offered.

In Ethiopia, WFP supports a pilot project that aims to provide an "employment-based safety net" for the most vulnerable people prone to recurrent food shortages. The scheme generates assets and provides a food income to the poor through food-for-work activities. It is designed to expand and contract according to need. A survey conducted in 1994 concluded that, although an employment-based safety net could not be expected to preempt relief interventions entirely, the pilot project had demonstrated that effective alternatives to conventional approaches do exist.

### **Protecting development**

Development strategies need to be sensitive to the fact that disasters can occur. Incorporating measures to reduce this likelihood or to mitigate their effects is a particularly sound

investment for vulnerable people and disaster-prone countries. Many of the WFP-assisted development projects have in-built disaster-mitigation features. These include projects for environmental protection (soil conservation, reforestation, anti-desertification measures) and for water management (irrigation infrastructure and water harvesting measures). Other WFP-assisted interventions focus on improving household food security (income-generating activities, agricultural improvements, vulnerable group feeding) and coping capacity, especially of women (basic education and training). Food-for-work projects that strengthen the transport infrastructure (construction and rehabilitation of rural roads) can be a particularly effective means of disaster prevention and preparedness, particularly when focused on improving transport links with remote areas.

### Challenges for the future

Institutional barriers and shortage of resources are major obstacles to doing more and to doing better.

Most of today's development projects have little direct impact on disaster mitigation. Only a few governments or donors are willing to invest in "less productive" regions. The process of redesigning and refocusing development assistance has only just begun.

The overwhelming majority of emergency resources are tied and designated by donors and provided on an *ad hoc* basis. This places major constraints on the ability to programme activities that link relief and development.

Successful relief operations can build a precious stock of trust between the local communities and the aid agencies. Flexible and timely funding mechanisms must be found to ensure that the crucial momentum in working with these communities is not lost. In the past, WFP has not always been fully successful in this regard, as illustrated by the problems encountered in Madagascar (see box on page 16).

Funding for assistance to victims of man-made disasters is seldom able to cover much more than basic food needs. Additional and complementary resources for developmental components and preventive measures are far too scarce.

*The construction of dikes and dams in Food-for-Work projects links development with disaster preparedness, often avoiding the need for future emergency relief.*

Sri Lanka/WFP/  
E. von Schuh





# Assisting the poor and hungry

## OVERVIEW

In 1994, WFP reached an estimated 57 million of the poorest people in the developing world, more than ever before, providing them with over three million tons of food.

Tragically, 44 percent of WFP beneficiaries (16.5 million displaced people and 8.5 million refugees) were the victims of wars and civil strife in 41 countries. Another 13 percent (7.5 million people) were afflicted by droughts and other natural disasters in eight countries. The remaining 43 percent (24.5 million people) received WFP development assistance through 225 projects in 83 countries.

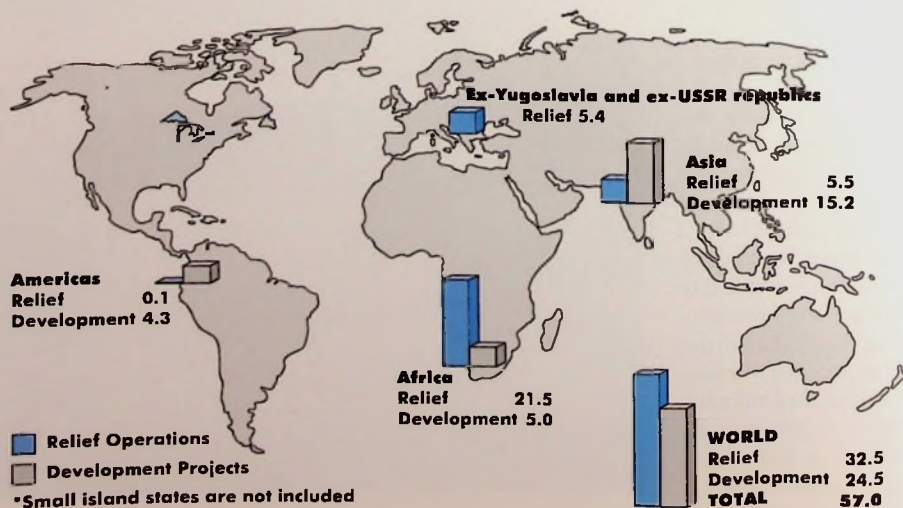
## WFP food rations

WFP food rations vary according to the type and duration of operations.

Food aid is only provided for the number of days necessary to assure that the objectives of "survival", "growth" and "development" are met. In some cases this can be achieved by providing assistance during a short period of seasonal food shortages. In other situations food aid can be required for a whole year.

In 1994, WFP projects for the development of human resources provided beneficiaries with an average of 48 kilograms of cereals, pulses, oil and other foods for the year. This was slightly more than the annual average for all WFP-assisted development projects (41 kilograms per beneficiary), largely due to the duration of the assistance provided. Supplementary food rations for malnourished mothers and children are often provided throughout the year. School feeding programmes provide a snack

Figure 1  
Number of beneficiaries of WFP assistance by region and type,\* 1994  
(in millions)



or full meals during the school year, i.e., for approximately 180 days.

WFP rations in food-for-work programmes are typically family rations for a worker and his/her dependents, and are, therefore, more substantial. However, their duration is normally shorter, the majority varying between 50 and 150 days a year.

In 1994, WFP provided an average ration for refugees of 86 kilograms per person. Internally displaced people received an average of 72 kilograms, reflecting the circumstances and shorter duration of assistance. Victims of natural disasters received an average of 69 kilograms, usually for periods of less than one year.

### Targeting food aid to those in need

WFP's share of global food aid increased significantly, from some 20 percent in 1993 to 26 percent in 1994. This was the result of a drop of more than 20 percent in global food-aid levels, with the volume of food aid provided by WFP remaining relatively stable.

WFP food aid is directly focused on those in need. It is vital to sustain a level of targeted food aid that enables hungry, poor people to survive and to build self-reliance for the future.

Effective targeting of food aid was a key concern in 1994, especially in emergency and protracted relief operations. Food rations were revised, the critical timing of distribution improved, the assessment of needs sharpened, and techniques for both the identification of vulnerable

groups and their participation in the design and implementation of emergency operations introduced.

### Strengthening community participation

In 1994, progress has been made in strengthening beneficiary participation in WFP-assisted projects. Mobilizing community participation in projects that tend to be long-standing - such as school feeding projects - has received particular attention (see box on page 29). However, it has also become evident that even in relief operations, efficiency and effectiveness can be greatly enhanced if aid agencies include communities, and particularly women, in the design and implementation of these operations (see box on page 16).

A positive example of community participation in an emergency operation was evident during the drought in southern Madagascar. The Madagascar experience also suggests that people's participation in the design and implementation of relief operations can be a powerful base for any efforts to link relief and development. Regular development assistance can capitalize on the enthusiasm of the communities and the organizational skills developed during the relief phase. While WFP's emergency response in Madagascar was highly successful, it faced problems in the transition from relief to development. Funding mechanisms and WFP's internal procedures need to be further developed in order to ensure that the crucial momentum in working with the communities is not lost (see box on page 16).

## New commitments

In 1994, WFP committed 3.3 million tons of food aid at a value of almost \$1.4 billion. The commitment value

remained at the high levels reached in the previous three record years.

Relief assistance (for the victims of natural disasters, refugees and

## TURNING DISASTER INTO OPPORTUNITY

WFP's innovative experience in the continuum from emergency to development in southern Madagascar demonstrates two vital factors: the crucial importance of community participation; and the determining nature of the "timing" of external assistance.

From 1992 to 1993, Madagascar was affected by a serious drought. Nearly one million people were reached through a series of successful emergency operations. One of the key success factors was the high level of community participation. The drought victims formed management and distribution committees which organized a number of activities including the transport of food commodities by ox-cart from sub-district to village level, thus reducing transport costs of international food assistance. Traditionally, in southern Madagascar, each famine is given a name. The last famine was known simply as the "kere PAM" or WFP famine, reflecting the people's appreciation of WFP's pivotal role.

When the needs for immediate relief assistance declined, WFP decided to use left-over emergency food stocks to carry out a novel experiment in the continuum from emergency to development. Before the emergency came to an end, the Malagasy supervisors held sensitization sessions to discuss the possibilities for food for work. The response was overwhelming: more than 1,200 proposals were received, of which 150 were selected by WFP and initiated within months of the end of the drought. The projects implemented were as varied as the communities. Each community perceived its needs and priorities differently: clean water, irrigation canals, literacy classes, improved roads, etc. Local knowledge, traditional techniques and community labour were vital to the positive outcome of the projects. One community, for example, successfully built wells in an area in which hydraulic engineers had estimated that water could only be developed at high costs and with capital-intensive techniques.

New projects, identified by the communities, were to continue into 1995 and beyond. These projects were to be funded from regular resources for development, implying that the various stages of the project cycle must meet specific quality requirements such as technical and social feasibility, sustainability, inter-agency cooperation, etc. By early 1995 the preparation and approval process was still not yet completed.

The dilemma for WFP is apparent: either to risk funding a project that might be poorly designed or to lose precious time and the people's commitment. In this case WFP took the latter option. Clearly, a new approach is needed which is sensitive to the momentum of community participation in the continuum from emergency to development. New procedures must be developed in order to ensure swift action without jeopardizing quality.

Although WFP-assisted activities have stopped, their positive effects have continued. In many communities in southern Madagascar, thousands of women are no longer fetching water from a muddy pond, irrigation canals are no longer blocked, and many people have learned to read and write. "Kere PAM" illustrates the way in which a participatory approach to an emergency has the potential to create an opportunity for promoting long-term development.

displaced people) accounted for 81 percent of the value of total WFP commitments in 1994. Emergency operations absorbed 77 percent of this, the remaining 23 percent being used for PROs/PDPOs. Development projects represented 19 percent of total commitments in 1994. A table which includes emergency operations, protracted relief operations and development projects approved in 1994 is provided in Annex III.



In 1994, emergency commitments in support of refugees and displaced people remained at the high level of 1993. There was, however, a relative decrease in commitments for PROs and PDPOs. These fell to the lowest level since their inception in 1989, and were less than half of the levels committed in 1993. This development does not necessarily represent the beginning of a trend. The decrease suggests that, at least temporarily, the number of uncertain or newly developing emergencies has increased, whereas the needs under protracted relief situations have declined.

### Major policy changes

At its Thirty-seventh Session in May 1994, the CFA reviewed WFP's policies, objectives and strategies to

begin the process of charting the course for WFP in the twenty-first century.

At its Thirty-eighth Session in December 1994, the CFA adopted a WFP Mission Statement and discussed a series of consequent policy issues.

The CFA approved a programme approach to take the place of project-by-project approvals that had characterized WFP since it commenced operations in 1963. This new approach is in line with United Nations General Assembly resolution 47/199. WFP will develop country-assistance programmes which will be better integrated (with priorities of recipient governments and assistance from other United Nations agencies, bilateral donors and NGOs), more coherent (with synergism between programme components, clearer

*Community participation, such as the delivery of food by ox cart to remote villages suffering from drought, insures the success of emergency relief operations, preparing the way for rehabilitation and development.*

Madagascar/WFP/  
M. Soyagues

priorities and economies of scale) and more focused (on those geographical areas and households that represent WFP's target groups).

Adoption of a programme approach will involve a new division of work between the CFA and the WFP Secretariat, and between WFP headquarters and the country offices. The CFA will move towards the approval of multi-annual country programmes. For the WFP Secretariat, day-to-day operational decisions will be taken in country offices, with headquarters staff providing policy and operational guidelines, and support services.

Documents to be presented to future sessions of WFP's governing body include: a Country Strategy Outline (CSO), prepared with, and approved by, the recipient governments; a programme of country activities; and an explanation of the process by which

country activities would be appraised, approved, monitored and evaluated.

The change from a project to a programme approach will be introduced gradually together with new arrangements to improve the quality of activities supported. A consolidated set of criteria for project approval was approved by the CFA at its Thirty-eighth Session.

The CFA confirmed the principle that an assessment of relative need should be the starting point for determining the allocation of WFP's development assistance, using the following indicators: GNP, under-five mortality rate, FAO aggregate household food-insecurity index and the size of the population. At least 50 percent of total development resources should be targeted to least-developed countries (LDCs), and at least 90 percent to low-income, food-deficit countries (LIFDs). Up to 10 percent of

WFP resources would be used for special country needs. No single country should receive more than 10 percent of WFP's total available development resources. Any targets set for WFP-assisted country programmes would represent "potential country levels" only, and would be subject to the availability of resources. The current level of WFP assistance in a country should not constitute, in itself, a justification for continuing such assistance at that level. All activities should be reviewed in the light of newly approved criteria.

*WFP's emphasis on hard-to-reach victims of hunger in least-developed countries is an investment that provides people with an opportunity to lead productive lives.*

Angola/WFP/  
C. Sattlberger



## PROVIDING LIFE-SUSTAINING FOOD

### Overview of WFP relief activities in 1994

In 1994, WFP provided relief assistance to more than 32 million victims of disaster: 21.5 million people in Africa; 5.5 million in the former Yugoslavia and the former republics of the USSR; five million in Asia; and, 140,000 in the Americas. The majority (some 75 percent) were victims of man-made disasters caused by war and civil strife.

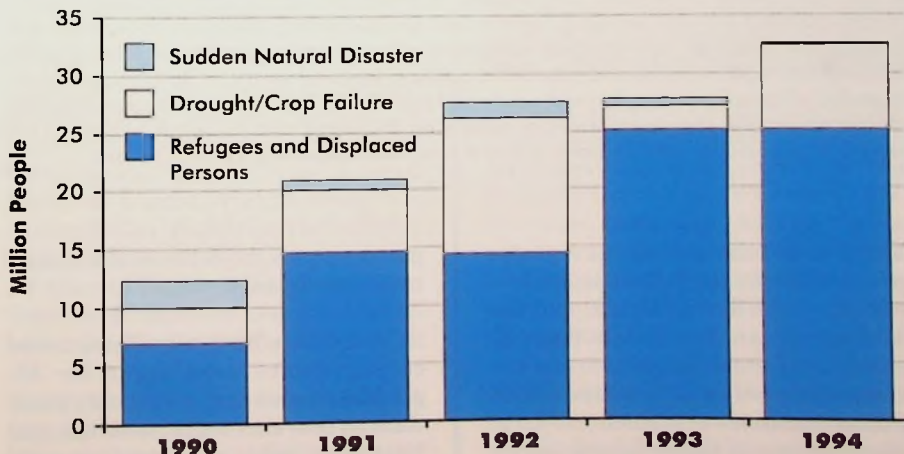
The need for relief assistance has been exacerbated by the resurgence of severe drought in eastern Africa. Of the worldwide 7.5 million victims of natural disasters assisted by WFP in 1994, 5.3 million were in East and Horn of Africa.

Refugees and internally displaced people were again the main beneficiaries of WFP relief assistance. In 1994, WFP assisted 8.5 million refugees and 16.5 million internally displaced and war-affected people.

WFP relief commitments in 1994 totalled 2.4 million tons, at an estimated cost of \$1.1 billion, slightly less than in 1993, but some eight percent above the annual average for the past five years in value terms.

Sub-Saharan Africa continued to be the main focus of relief activities, dominated by the Rwanda/Burundi crisis (see box on page 20) and the drought in eastern Africa. In other parts of Africa, relief needs remained high, particularly in Angola, Liberia and the Sudan, where civil conflict continued.

Figure II  
WFP relief operations\* by type and number of beneficiaries, 1990-94



\* Based on Annual Commitments

## THE RWANDA/BURUNDI LARGE-SCALE AND COMPLEX HUMANITARIAN RELIEF OPERATION

The crisis that erupted in Rwanda in April 1994, led to the death of almost one million people, the displacement of an estimated two million Rwandese inside the country and the rapid exodus of around two million refugees to the neighbouring countries of Burundi, Tanzania, Uganda and Zaire. The entire region was engulfed in a major and complex humanitarian emergency.

WFP staff were present in Kigali throughout the conflict, enabling limited food supplies to be distributed to the many thousands of displaced people unable to flee the city. Although conditions restricted operations, famine was averted.

Over a period of three days in July, following weeks of ethnic fighting, more than one million Rwandese fled across the border into Zaire. The magnitude and speed of the exodus, the creation of some of the largest camps ever known, and their inhospitable and remote location presented an enormous logistical challenge for WFP. More than 60,000 tons of food were required every month. Within 48 hours, WFP began an airlift to Goma. A week after the first relief flight had landed, a land transport pipeline was established, moving food from WFP warehouses in Kampala to Goma. A sizeable trucking fleet was established, including 50 heavy trucks from Jordan, 44 vehicles from Ethiopia, 30 trucks from Eritrea and 30 trucks from Zimbabwe.

A WFP Food Aid Coordination and Information Centre was set up in Nairobi, Kenya, to monitor and coordinate the flow of relief supplies. Although the centre initially focused on the Rwandese emergency operation, the foundation was laid for the monitoring of food deliveries throughout the region.

Close collaboration was established between WFP and donors, allowing for a flexible use of resources. WFP worked closely with NGOs and other United Nations agencies, in particular, UNHCR. WFP also entered into a joint arrangement with ICRC to share responsibility for feeding displaced people inside Rwanda.

During 1994, WFP committed 400,000 tons of food, at a cost of \$242 million, for the Burundi/Rwanda relief operation. Not only was mass famine averted during a humanitarian emergency of immense proportions, but WFP also played an important role in laying the foundations for rehabilitation and peace. By the close of 1994, WFP had launched a variety of food-assisted schemes to encourage the opening of schools, offer employment opportunities and rehabilitate the agricultural sector. In Burundi, aid packages for refugees consisting of food, seeds and tools helped to re-establish some 280,000 displaced people. The resettlement of people on their land and the rehabilitation of the agricultural sector is vital in order to avoid long-term dependency on food aid.

Large-scale relief assistance was also provided in Eastern Europe, the republics of the former USSR, and the Mediterranean and Middle East regions. The former Yugoslavia and the Commonwealth of Independent States countries remained the largest recipients in these regions, where WFP also assisted other relief

partners with the delivery of humanitarian assistance.

In the Middle East, significant relief commitments were made for Afghanistan and Iraq, although lower than in previous years. In South and East Asia, relief assistance was focused on refugees from Myanmar,

the large Cambodian rehabilitation programme and smaller natural disasters.

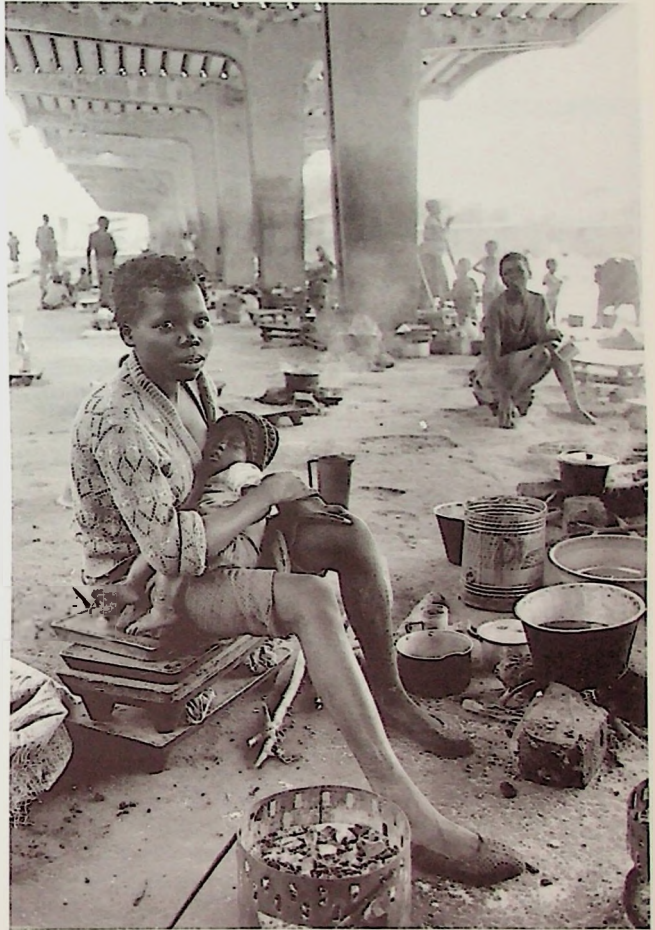
In the Latin American and Caribbean region, WFP initiated two emergency operations in Haiti.

### Internally displaced people

Internally displaced people are the largest category of beneficiaries of WFP relief assistance. They have two critical needs: protection and assistance. Shortcomings in the overall international relief response have been attributed to: lack of clearly defined mandates and coordination among relief agencies; insufficient resources; inadequate protection measures; and difficulties of access.

In December 1994, the Inter-Agency Standing Committee (IASC), which is represented at the Heads of United Nations Agency level, under the leadership of the United Nations Emergency Relief Coordinator, adopted the recommendations of a United Nations Task Force. The recommendations were: a single Department of Humanitarian Affairs (DHA) focal point to be established for all issues relating to internally displaced people, under the direction of the United Nations Emergency Relief Coordinator; greater weight to be given to human rights concerns, through the participation of the United Nations High Commissioner for Human Rights in IASC deliberations; and improved coordination to be established at the field level.

In-country coordination will be strengthened through a Disaster Management Team (DMT), working under the direction of the United



Nations Resident Coordinator or the Humanitarian Assistance Coordinator. A Special Representative, nominated by the Secretary-General, will examine, *inter alia*, human rights issues and develop legal standards and institutional arrangements for the protection of the internally displaced.

*WFP plays a leading role in responding to the relief needs of internally displaced people whose lives have been disrupted by ethnic conflicts or natural disasters.*

Angola/UNHCR/  
C. Sattlberger

WFP plays a leading role in a number of countries (including Angola, Cambodia, Liberia, Mozambique and Sierra Leone) in responding to the



relief needs of internally displaced people and will continue to strengthen its response. It will provide full support to the DMT and other partners in responding to relief needs, especially in assessment, information-sharing and coordination.

Preventive work, including early warning of impending crises, is also a crucial priority. The United Nations Administrative Committee on Coordination's (ACC) consultation on early warning of net flow of refugees and displaced people should lead to the provision of more accurate and timely information on situations of potential displacement.

### **Emergency response**

WFP continued to place great emphasis in 1994 on its capacity to respond to emergency needs. A number of new measures were introduced to improve both the timeliness and quality of its relief assistance. Rapid response teams were set up for the first time to provide support to WFP staff in countries facing major emergencies. Teams, which include emergency assessment officers, logistics experts, finance/administrative staff and a public affairs officer, were sent to Burundi, Haiti, Rwanda, Tanzania and Zaire. Other steps were taken to support WFP field staff, including the secondment of officers from other organizations, in particular NGOs.

It is crucial that WFP be in a position to supply food aid at the very outset of an emergency. In Tanzania, for example, the release of food stocks from the Government's strategic grain reserve was instrumental in ensuring the timely supply of food to

refugees in Burundi and Rwanda. In Zaire, WFP approached NGOs to obtain urgently needed food supplies. Overall in 1994, however, WFP experienced increased difficulties in providing food as an emergency occurred, owing to the lower level of WFP development assistance in many countries in the region, from which supplies could be borrowed. Frequently, the Programme had to make more costly arrangements to supply food quickly.

Experience from emergency operations, including Rwanda, has highlighted the importance of local and regional food purchases. In sub-Saharan Africa, WFP has made special arrangements to reinforce its food-purchasing operations. Countries such as Uganda and South Africa are playing an important role in the rapid provision of food supplies, not only basic staples, such as cereals and oil, but also blended foods, especially for children. Such purchases will continue to depend on the willingness of donors to make early cash contributions to the Programme.

In 1994, WFP established its first strategic stockpile of communications equipment and vehicles. Located in Nairobi, Kenya, it was used to respond swiftly to the emergency in Rwanda. WFP has also re-examined the possible use of a DHA-managed warehouse in Pisa, Italy, to store small quantities of high-value emergency food rations.

Developments in early warning systems include vulnerability mapping work, in close collaboration with FAO and Save the Children (UK), and mapping units established in Rome and in selected field stations. In

Malawi and Zambia, mapping exercises are at an advanced stage, and should allow for the release of computer-generated maps in early 1995. Further work is under way in Ethiopia and Mozambique. Chad and the Sudan will be included shortly.

Project design work in disaster mitigation is also advancing with the preparation of CSOs, most recently in Eritrea, Kenya, Malawi, Mozambique and Tanzania. Developing the capacity of the people and their local institutions is given priority. It is, for example, of crucial importance to involve communities and especially women in the management of emergency operations.

Training in emergency activities is an integral part of the Programme's disaster mitigation work. During 1994, WFP participated in several joint workshops with UNHCR and UNDP/DHA.

## Rehabilitation

WFP assistance plays a major role in laying the foundations for longer-term development, by fostering conditions for peace and stability after an emergency. In many countries, the return and resettlement of refugees and internally displaced people is dependent on WFP assistance. Labour-intensive works programmes support the reconstruction of infrastructure, the restoration of basic services, and training activities that promote self-sufficiency and self-reliance. WFP is also increasingly involved in the demobilization of



ex-combatants and, to a more limited extent, de-mining operations.

In Afghanistan, WFP has been assisting nearly 400 projects to rebuild roads, irrigation canals, bridges, water-supplies and public buildings, as well as the rehabilitation of local agriculture. These activities help to rebuild communities, generate employment, and recreate assets and

*WFP Food-for-Work plays a vital role in the rehabilitation of refugees and displaced persons, including those maimed by land mines, a major problem in countries plagued by war and ethnic conflict.*

Mozambique/UNHCR/  
C. Sattlberger

infrastructure, while meeting immediate food needs. WFP-supported rehabilitation activities have been singled out for their contribution to a lasting peace among communities weary of years of civil conflict.

In Mozambique, food-for-work programmes have constituted a small, but significant, part of WFP interventions. Rehabilitation projects, undertaken jointly with UNICEF and NGOs, include the repair of roads and public infrastructure, such as school and health units, and the restoration of basic services. More substantive reconstruction projects will be a major part of a five-year development programme due to start in mid-1995 (see box on page 33).

In Cambodia, WFP and bilateral donors have been implementing a two-year (1994-95) rehabilitation programme which includes the reconstruction of rural infrastructure, the revival of social services, credit schemes, and support for human resource development and internally-displaced people (see box on page 41).

In Somalia, 90 percent of WFP assistance has been supporting more than 500 projects geared to rehabilitation activities using targeted food-for-work programmes.

Rehabilitation and reconstruction activities are expected to increase in many countries in 1995, particularly where peace allows for the transition from relief to development. In Angola, for example, WFP is planning to expand its support for the rehabilitation of agriculture and the reconstruction of public utilities under ongoing emergency operations.

## Collaboration

In 1994, the DHA continued to play a central role in coordinating emergency assistance. The IASC and its Working Group held several meetings in 1994, including a session hosted by WFP in Rome. One of the key developments during the year was the conclusion of new Action Procedures for the IASC and its Working Group. In-country coordination mechanisms were also defined, including the appointment of humanitarian assistance coordinators, guidelines for the United Nations Consolidated Emergency Appeals Process (CAP), and the relief response to meet the needs of internally displaced people. The DHA also introduced new arrangements to promote closer contacts between the United Nations Departments of Political Affairs and Peace-keeping Operations as well as with NGOs.

As in 1993, WFP extended its full support to DHA activities through: secondment of staff to its New York and Geneva offices; participation in DHA-led inter-agency assessment missions; and close collaboration in CAPs. The DHA-managed Central Emergency Revolving Fund (CERF) was most recently used to fund the initial relief response in Rwanda. Total CERF funding for WFP in 1994 amounted to \$5 million.

Collaboration between WFP and UNHCR during 1994 was of vital importance in extending assistance to millions of refugees and internally displaced people, particularly in the Rwanda/Burundi region and relief operations in the former Yugoslavia.

A new WFP/UNHCR Memorandum of Understanding entered into effect on 1 January 1994, further defining the division of labour between the two agencies. Under the new agreement, WFP, *inter alia*, assumed additional responsibility for the management of extended delivery points, while UNHCR assumed full responsibility for refugee operations involving less than 5,000

people. The Memorandum made explicit provision for regular consultations. Two sub-regional meetings in Burundi and Nairobi, held in 1994, have been helpful in identifying key problem areas where closer collaboration will be required. These include refugee registration systems, targeting, phasing-out strategies, pipeline monitoring and exchange of information.

Joint assessment of emergency needs with partners continued to be an essential part of WFP's work. In 1994, joint WFP/UNHCR refugee food needs assessment missions visited a number of countries, including Afghanistan, Central African Republic, Côte d'Ivoire, Djibouti, Guinea, Liberia, Mozambique, Pakistan, Rwanda, Syria, Yemen and Zaire. Joint FAO/WFP crop and food supply assessment missions visited several



countries, namely Angola, Burundi, Eritrea, Ethiopia, Kenya, Laos, Moldova, Mozambique, Nepal, Rwanda, Somalia, the Sudan, Tanzania and the former Yugoslavia. These missions increasingly involve consultations with other United Nations agencies, bilateral donors and NGOs.

WFP has started to play a more prominent role in providing food aid coordination and logistics services to other relief partners. In countries such as Angola, Liberia, Mozambique, the former Yugoslavia and the former republics of the USSR, WFP is now the focal point for such activities. In the former republics of the USSR, for example, WFP is mobilizing and coordinating food-aid deliveries for over 2.4 million beneficiaries and is giving crucial support to the rehabilitation of logistics infrastructure.

*Relief operations rely on cooperation between humanitarian organizations such as the agreement signed by Catherine Bertini, Executive Director of WFP, and Sadako Ogata, the High Commissioner for Refugees.*

Geneva/UNHCR/  
A. Hollmann

## **BUILDING TOWARDS SELF-RELIANT HOUSEHOLDS AND COMMUNITIES**

### **Overview**

Over 24 million poor and hungry people directly benefited from WFP development food aid in 1994. Of these beneficiaries, 62 percent were in Asia, 21 percent in Africa, and 17 percent in the Americas. At the end of 1994, the total value of the Programme's development assistance provided through 225 projects in 83 developing countries was \$2,630 million.

### **Development commitments**

The value of new commitments for WFP-assisted development projects approved in 1994 was \$254 million, almost the same as the amount committed in 1993. The volume of these commitments, however, was 30

percent higher than in 1993, which was the result of two factors: the approval of two large-scale food-for-work projects, for which transport costs were lower because of bulk shipments; and the commitment of a higher proportion of low-cost cereals in major projects for the development of human resources approved in 1994.

Compared to the eighties and early nineties, new commitments for development were lower in 1994, reflecting two trends: first, the declining availability of resources for development assistance; and, second, difficulties encountered in starting new projects in WFP priority countries, many of which were affected by war and civil strife or severe financial difficulties.

The latter problem is reflected in the relatively low share of resources approved for LDCs. In 1994, slightly less than one third of all new development

## **FOOD AID FOR DEVELOPMENT IN ASIA: A SUCCESS STORY**

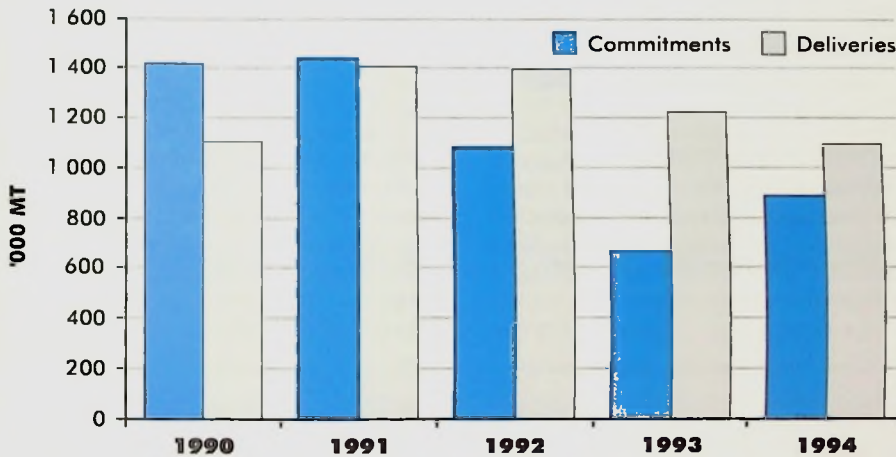
A WFP-sponsored seminar in Beijing in March 1994 reached the conclusion that food aid is a highly effective resource for development.

The conference noted the changes in the level and composition of food aid over the past four decades: food aid for relief and reconstruction has given way to food aid for development; project food aid is now larger than programme food aid; and the proportion of global food aid to Asia has declined.

Several areas were identified in which future food aid could be particularly effective: there is considerable scope for improving development of human resources; more support should be given to women both as contributors to, and beneficiaries of, the developmental process; food aid is useful to poor households during the initial period of land resettlement; and activities which contribute to sustainable development, including forestry, watershed management and associated soil conservation works should be further promoted.

The seminar also suggested that as food production increased in Asia, there would be greater opportunity to purchase food-aid commodities within the region through triangular transactions. Rapidly developing countries, formerly food-aid recipients, could become food-aid donors.

Figure III  
**Volume of WFP development assistance, commitments versus deliveries, 1990-94**



assistance commitments went to LDCs, compared to some 40 percent or more in previous years. The share of new development commitments to LIFDs remained high, at 93 percent. Out of the total \$1.4 billion committed by WFP for both development and relief activities, some 740 million (53 percent) were for LDCs.

Over half of all new development assistance commitments were approved for projects in Asia, 28 percent in Africa and the remaining 20 percent in the Americas. The high proportion of commitments for Asia was mainly due to the cyclical effect of the approval of large-scale projects for Bangladesh and India.

### Deliveries

There continued to be a lack of resources for development in 1994. Availability of cash to meet transport, insurance, ITSH, and monitoring and

evaluation (M&E) costs was severely affected by budget constraints. Ongoing development projects had to compete for available resources. Well-performing projects were given the first call on scarce resources.

WFP was not able to resource all projects as planned in 1994, partly because of the increased conditionality some donors are imposing on the utilization of their regular pledge to the Programme. In addition, shipments of some 120,000 tons had to be postponed until 1995 due to delays by donors in confirming their pledges.

### WFP development portfolio

The global portfolio of WFP-assisted development projects, valued at \$2.6 billion at the end of 1994, remained orientated towards promoting agriculture and strengthening rural infrastructure. More than 50 percent of WFP development

Table 1 **WFP development project portfolio** (as at 31 December 1994)

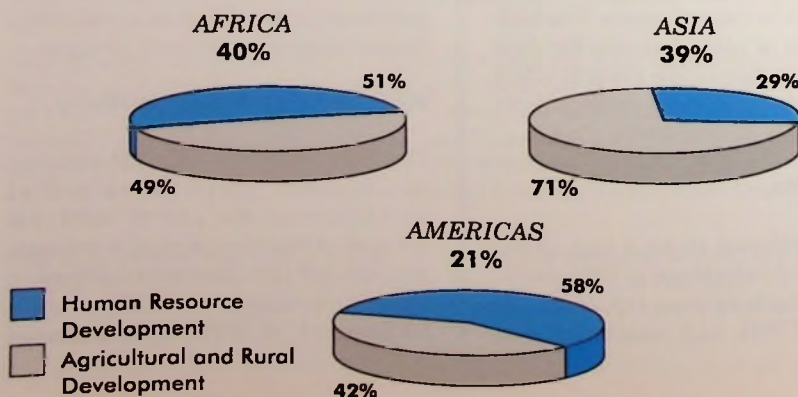
	Number of projects	Total commitment (\$ million)	Share (%)
<b>Agricultural and Rural Development</b>	<b>130</b>	<b>1464</b>	<b>56</b>
Land development and improvement	44	588	23
Forestry	28	349	13
Community development	15	135	5
Dairy development	9	88	3
Other agric. and rural development	34	304	12
<b>Human Resource Development</b>	<b>94</b>	<b>1 155</b>	<b>44</b>
Primary schools	44	535	20
Vulnerable groups	30	374	14
Other human resource development	20	246	10
<b>Other</b>	<b>1</b>	<b>9</b>	<b>0</b>
<b>Total</b>	<b>225</b>	<b>2 628</b>	<b>100</b>

resources were distributed through food-for-work schemes. Some 44 per cent were provided as take-home rations or meals in projects for the development of human resources. Some four per cent were used for dairy development projects and in support of food reserves (see Table 1 above).

The biggest share of WFP's development project portfolio was committed to projects in Africa (40 percent), followed by Asia (39 percent) and the Americas (21 percent).

Agricultural and rural projects accounted for some 71 percent of WFP

Figure IV  
**WFP development assistance by region and type of activity**  
(as at 31 December 1994)



development assistance in Asia, followed by 49 percent in Africa and 42 percent in the Americas. The balance of WFP assistance was for projects for the development of human resources (see Figure IV on page 28).

The sectoral composition of WFP investment in the development of human resources varied considerably between regions. In Africa, the education sector accounted for 84 percent. In Asia 56 percent of WFP investment in the development of human resources was for expectant and nursing mothers, pre-school children

and socially disadvantaged people. In the Americas, WFP assistance to the education sector and health/nutrition sector was almost equal.

### Improving the quality of projects

In 1994, WFP continued in its efforts to improve the quality of projects. An example, provided in the box below, illustrates how, in the case of school feeding programmes, factors such as beneficiary participation, sustainability and phase-out can be mutually reinforcing.

## SCHOOL FEEDING PROGRAMMES: MOBILIZING COMMUNITY PARTICIPATION

Parents everywhere are concerned about their children's education. WFP has tried to build on this to develop community participation in school feeding programmes. The aim has been for local communities to assume responsibility for running school canteens when WFP assistance comes to an end. Some level of community participation is now present in virtually all WFP-assisted school feeding programmes. Participation most often takes the form of in-kind contributions (vegetables, condiments and other items used to complement WFP-supplied food commodities), fuelwood for cooking, or voluntary work (food preparation and serving, fetching water, etc.). In some cases, for example in Côte d'Ivoire, communities have constructed small canteens and furniture from local materials.

WFP is experimenting with innovative approaches to mobilizing community participation. In Lesotho, for example, a school self-reliance project (SSRP) has been developed as one component of a WFP-assisted school feeding programme. Activities, many of which engage parents on a food-for-work basis, include maintenance of school gardens, construction of water systems and access roads, and the raising of small animals. Schools in the SSRP programme have noted increased community participation in educational activities, although full self-sufficiency is unlikely and parents' contributions in cash or kind will continue to be necessary.

In the Dominican Republic, a Department of Community Participation has been created within the government structure, with officials posted throughout the country. The officials train members of parent associations and "friends of the school" in community participation skills. Activities include the maintenance of school buildings and school nutrition (including school feeding). The parent associations have already assumed primary responsibility for maintenance in many schools as well as cooperating with school directors and teachers in the management of school feeding programmes.

This participation can also lead to other development activities. School feeding programmes can provide a base for community activities and generally stimulate a communal sense of responsibility and solidarity. The potential of school feeding programmes as a catalytic force for community participation in wide-ranging activities will be a priority for WFP, in cooperation with other aid agencies, in the coming years.



## REGIONAL PERSPECTIVE

### Africa

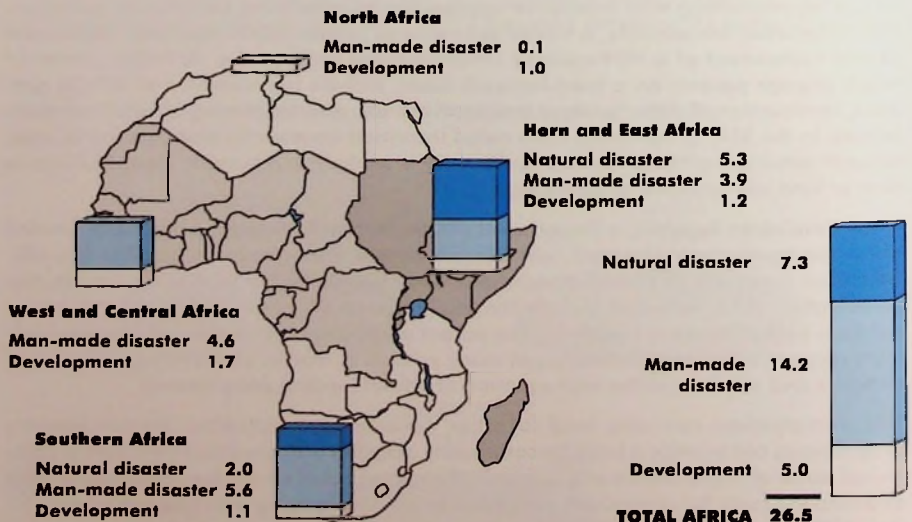
WFP assisted more than 26 million Africans in 1994, most of whom (over 21 million) were in acute distress: children, victims of armed conflict and households headed by women. New commitments to relief operations amounted to \$709 million in 1994, involving over 1.5 million tons of food. In total, five PROs/PDPOs and 31 emergency operations were approved for 22 countries, mostly in eastern and southern Africa. WFP's assistance to Africa in 1993/94 represented about 40 percent of the total United Nations grant assistance for the continent.

WFP continued to provide assistance through a large number and variety

of development projects. By the end of 1994, WFP reached some five million beneficiaries through 101 development projects with a commitment value of \$1,064 million. Almost 90 percent of the projects were located in sub-Saharan Africa.

About half of WFP-assisted development projects in Africa focused on the development of human resources, mainly through school feeding, and mother and child health (MCH) and nutrition programmes. The other half involved food-for-work programmes, mostly in support of agricultural development and the conservation of natural resources as well as reconstruction following war, civil strife and drought. The value of new WFP commitments for development projects in Africa was close to \$50 million in 1994.

Figure V  
**Number of beneficiaries of WFP assistance in Africa, by sub-region and type, 1994** (in millions)



The geographical distribution and nature of WFP assistance were determined by local needs. The ongoing humanitarian crisis in Rwanda tilted the allocation of WFP resource commitments towards eastern Africa and the Horn, mainly for emergency operations. In West Africa, high levels of emergency food aid continued to be needed, mainly for assisting the victims of conflict in Sierra Leone and Liberia. By contrast, in southern Africa, WFP assistance for relief and development was almost balanced. In northern Africa, development projects received the bulk of WFP assistance.

The complex, multifaceted and pressing problems of Africa continue to pose two related challenges: the provision of adequate and timely relief aid and the promotion of longer-term rehabilitation and development assistance. The emergency/development continuum has acquired a special significance in this region.

The massive relief-food needs in some African countries, that have been continuing over many years, have raised questions about the sustainability of large-scale emergency operations. Many food crises in Africa have become chronic and structural in nature. Emergency operations must have the flexibility



and resources to be able to adapt to longer-term demands.

The changing nature of emergencies in Africa, from drought-based to man-made and from single-country to multi-country, demands greater coordination among all those involved in the peace-keeping, relief, rehabilitation and development process.

### *East and Horn of Africa*

The largest and most complex emergency situation to which WFP responded during 1994 occurred in **Rwanda** and neighbouring countries (see box on page 20).

In the **Sudan**, the effects of the ongoing civil war were exacerbated by

*WFP assisted 26 million Africans in 1994, of whom 21 million were in acute distress, including children, victims of armed conflict and households headed by women.*

Sudan/UNHCR/B. Press

*Approximately half of WFP's 101 development projects in Africa in 1994 focused on school feeding and mother and child health care programmes.*  
Sudan/WFP/J. Shore

drought. About 3.8 million people, scattered throughout three northern states - in camps around the capital, Khartoum; in the transition zone between north and south; and in all the states of southern Sudan - needed relief food in 1994.

WFP continued to play a major role in coordinating all food-aid deliveries to the Sudan and providing transport

to NGOs for the distribution of food aid in the country. WFP's transport and logistics operations were carried out by road, barge, rail and air from northern Sudan and by road and air through Kenya and Uganda. WFP also provided logistics support for UNICEF medical teams and transported seeds and farming tools.

WFP relief operations in southern Sudan are in a transitional stage from emergency food aid to a more diversified range of activities: maintaining and coordinating transport and logistics services; developing new dry-season truck delivery routes; increasing field monitoring; and collaborating with NGOs in food-for-work activities to rehabilitate the infrastructure.

In **Ethiopia** and other countries of the Horn of Africa, millions of people were at risk of starvation after disastrous rainy seasons in 1993 and early 1994. Massive quantities of international food aid were donated and distributed more quickly than ever before, with WFP playing a prominent coordinating role.

Some 10,000 people are estimated to have died of hunger and related diseases in southern Ethiopia before help and better rains reached the area in mid-1994. Although the Ethiopian early-warning system for famine prevention still needs to be fully developed, without it human losses would have been even greater. Early in 1994, when external food aid was slow to arrive, more than 100,000 tons were distributed from the Ethiopian emergency food-security reserve. By the end of 1994, almost all of the estimated need of one million tons of external food



assistance had arrived in Ethiopia, of which some 15 percent was provided directly by WFP.

**Kenya** required massive quantities of food aid and commercial food imports to cope with the drought of 1993-94. WFP emergency operations were initially slow to respond due to delayed shipments, availability of commodities and logistical problems. The appointment of WFP food monitors significantly improved food-distribution management and reporting, which had been major shortcomings in the early phase of the emergency operation.

By the second half of 1994, a variety of rehabilitation schemes had replaced free relief handouts. These included: an expanded school feeding programme benefiting 650,000 children in 2,400 primary schools located in the drought-affected areas; food distribution through MCH centres targeting 180,000 mothers and children;

and food-for-work programmes operated by NGOs, reaching over 27,000 households. Free relief handouts had dropped to about a quarter of WFP assistance by the time emergency operations came to a close towards the end of 1994.

Meeting relief requirements through targeted schemes has proved to be particularly effective as a mechanism for phasing out relief assistance. The challenge for future droughts is to use these schemes as early as possible, particularly in more localized emergencies in drought-affected areas of Kenya.

Evaluation reports indicate that expanding school feeding programmes during times of drought can make a significant contribution to household food security. In the arid areas of Kenya, school attendance increases at times of severe food shortages. Thus, sending children to school

## **INTER-AGENCY COLLABORATION IN RECONSTRUCTION IN POST-WAR MOZAMBIQUE**

As WFP moves towards the concept of a programme approach, close collaboration with other agencies has become more systematic. A current example is the joint project for reconstruction undertaken by WFP and the World Bank in Mozambique.

Missions undertaken by WFP and the World Bank led to the formulation of a joint project for the reconstruction of the basic health and education infrastructure in rural areas, a priority concern for the two agencies and the Government of Mozambique. The resulting joint programme was targeted to assist more than 250,000 poor people, for which the CFA approved \$12 million of WFP aid.

This joint undertaking provides an example of the principles underlying complementary assistance. The World Bank finances the costs of construction material and skilled labour, and WFP supports a food-for-work programme for unskilled labour in the communities concerned. Careful planning between the two agencies is vital, but effective coordination may be hampered by obstacles such as differing reporting requirements, and individual planning and approval cycles. Standardization of procedures is also complicated by the fact that the implementation of the project is entrusted entirely to NGOs. Practical solutions to these constraints are being discussed and will provide useful guidelines for future collaborative efforts.

serves as a drought-coping mechanism, particularly for pastoralist households.

In **Somalia**, although the harvest was abundant in 1994, security continued to deteriorate as United Nations peace-keeping forces prepared to leave. Most international relief agencies had left the country by late 1994. WFP remained.

Food-for-work schemes supported by the Programme, which contributed to the rehabilitation of agriculture, roads and waterways, were partly responsible for the good harvest in 1994. WFP also provided information and other services to humanitarian organizations, whose international staff had been withdrawn from Somalia.

*Approximately 3.5 million displaced people and refugees returned to their homes in Mozambique last year following a peace agreement, including children born in exile.*

Mozambique/UNHCR/  
L. Taylor



### *Southern Africa*

Signs of recovery and growth have appeared in southern Africa after years of conflict and drought.

In **Mozambique**, nearly two decades of civil war have devastated the country, causing major displacement of the population and destruction of the economic base, rural infrastructure, agriculture and social services. Over five million people were uprooted, two million taking refuge in neighbouring countries and more than three million displaced within the country.

By September 1994, following the peace agreement, an estimated two million internally displaced people and over 1.5 million refugees had returned to their homes. More refugees are expected to return in 1995. As well as ensuring food availability for refugees, WFP has contributed to projects in support of forestry development, rehabilitation of feeder roads and rehabilitation of schools and health centres. Several other joint projects include the programme between WFP and the World Bank, described in the box on page 33.

In **Angola**, a country crippled by many years of devastating civil conflict, WFP has been coordinating

## STRENGTHENING WFP'S PARTNERSHIP WITH NGOS: LESSONS FROM ANGOLA

Working arrangements between WFP and NGOs in Angola are a model of effective collaboration in an emergency. WFP plays a leading role in the coordination, programming and logistics of food aid in Angola and ensures the timely delivery of commodities. In turn, NGOs oversee the efficient distribution of relief aid at the local level. WFP and NGOs conduct joint assessments and work together to provide a comprehensive system of monitoring food aid.

The lessons learnt from Angola could provide a useful set of guidelines for successful working relationships elsewhere:

- clear definition of WFP and NGO responsibilities;
- documentation of working arrangements through contracts signed by both partners;
- WFP to focus on the provision of reliable logistics services and programming of food supplies;
- on food aid issues, WFP to serve as an intermediary with the Government, on behalf of NGOs;
- joint assessment and evaluation missions;
- open dialogue and interaction (facilitated by a common communication system);
- adequate continuity of experienced WFP staff.

humanitarian relief and air transport to war-affected zones. WFP has working agreements with more than 40 NGOs, which play a leading role in ground operations (see box above). More recently, WFP resources have been effective in promoting food-for-work programmes to reconstruct roads and buildings destroyed during the conflict.

### West Africa

In 1994, many West Africans faced the serious repercussions of the sudden devaluation of the CFA franc. The region's poor, particularly those in urban areas, were severely affected by the resulting increase in domestic prices.



WFP, in coordination with other aid agencies, has been monitoring the effects of devaluation and other structural reform measures and is developing projects aimed at mitigating their adverse effects. Discussions are currently focused on areas such as strengthening ongoing health and education projects and developing new projects for urban public works and for combating malnutrition in urban slums.

*WFP played a leading role in coordinating emergency relief to war-torn areas of Angola where relations with NGOs were a model of effective collaboration.*

Angola/WCC/R Williams

MCH health and nutrition schemes are being established for mothers and children in **Chad** and **Niger** and a new project in this field is being developed for **Burkina Faso**. School feeding programmes that support the education sector in countries with severe budget constraints, such as **Chad**, **Niger** and **Senegal**, are also being assisted.

The Government of **Senegal** has asked WFP and the World Bank, among other donors, to initiate a supplementary feeding programme as a social safety net. The proposed project would be the first community-based nutrition project of its kind to be executed in West Africa. The main objectives of the project are to improve the nutritional status of children under three years of age and of expectant and nursing mothers in poor peri-urban areas, and to improve primary health services. A series of preparatory missions have been launched to identify the target groups, determine the food basket and define the area to be covered by the proposed project.

In **Liberia**, the cease-fire, signed in July 1993, had little effect. WFP continued to provide relief assistance to people in remote and besieged areas. The Liberia regional operation is the single largest PRO, in value terms, approved by WFP in 1994, benefiting more than 2.5 million people.

### *North Africa*

In marked contrast to most other parts of the continent, the bulk of WFP assistance in 1994 supported development projects. The value of WFP's commitment to ongoing projects was \$130 million, mainly for agricultural and rural development. In addition, WFP assistance worth over \$6 million has been provided under relief operations for refugees and displaced people in **Algeria**.

In North Africa, WFP has been helping to overcome the adverse effects of population pressure and the resulting degradation of the natural resource base by, for example, supporting a programme for desert reclamation and population resettlement in **Egypt**. This programme aims to expand the country's agricultural base, reduce population density in the Nile Delta, and provide sustainable incomes and food security for the poor. Similarly, in **Tunisia** and **Morocco**, WFP continues to support soil and water conservation projects which are providing a sustainable source of livelihood for the poorer families.

The lack of government resources, particularly for the provision of basic social services, is the main constraint to the development of human resources in North Africa. In **Morocco** and **Tunisia**, WFP projects aim to increase access to basic education, health and other social services for people in the most disadvantaged rural areas.

## The Americas

During 1994, WFP assisted more than four million poor and hungry people in Latin America and the Caribbean. Aid worth \$543 million was committed through a total of 56 development projects in 24 countries. The emphasis of WFP's work in the region is on: community development through food-for-work programmes; the development of human resources through primary education; and MCH and nutrition programmes.

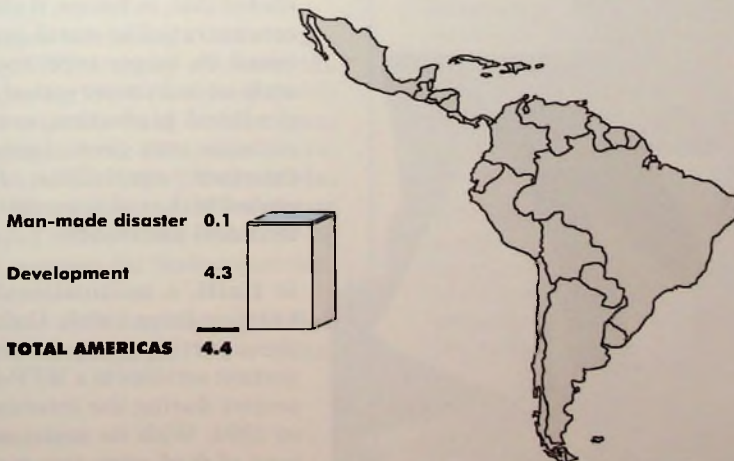
New commitments in 1994 reinforced these objectives. The value of development projects approved in 1994 was almost \$50 million. A further \$4.6 million of relief assistance was committed for 120,000 people in Haiti, and for some 20,000 refugees in Mexico.

### *New approaches to relief and development*

In **Cuba**, WFP has supported privatization efforts. A WFP-assisted dairy development project in Las Tunas promotes the marketing of dairy products by cooperatives at prices negotiated between buyers and sellers. Private farmers are encouraged by a new cooperative reform law to produce more and sell the surplus on the open market. WFP is also facilitating technical cooperation between Colombia and Cuba to improve community organization, health, nutrition and management.

Environmental conservation remains a major concern in Latin American and Caribbean countries. "Plan Sierra" in the **Dominican Republic** was extended with WFP assistance

Figure VI  
**Number of beneficiaries of WFP assistance in the Americas, by type, 1994**  
 (in millions)





## STRENGTHENING GENDER ANALYSIS IN WFP-ASSISTED PROJECTS IN LATIN AMERICA

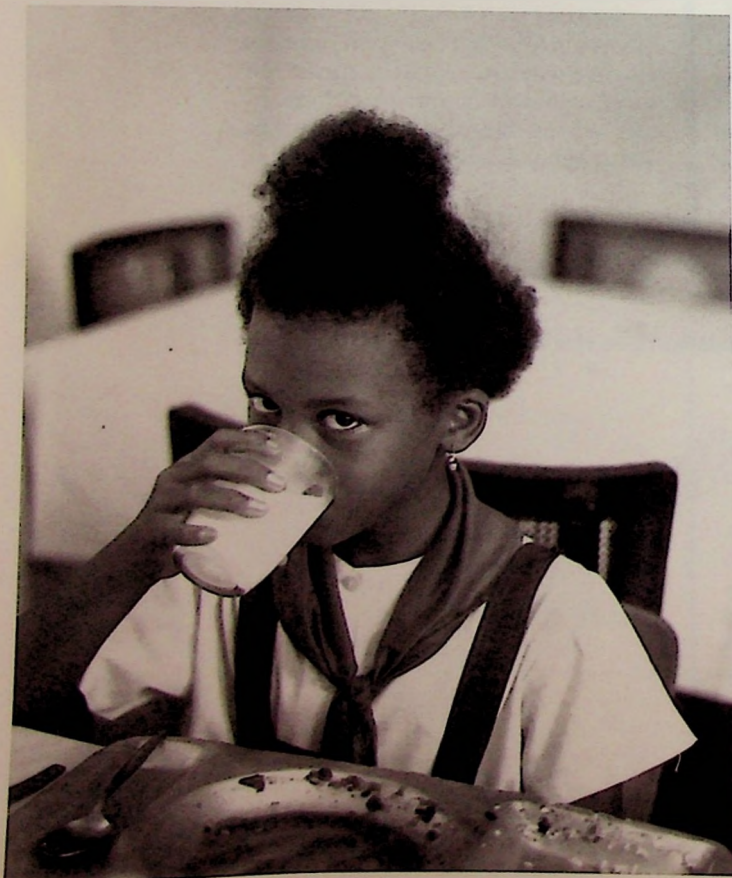
Several WFP-assisted projects in Latin America have been designed with a focus on women beneficiaries. Efforts are now under way to strengthen this approach.

A study of a dairy project in Bolivia revealed that, although women perform most of the work in this sector, men were the principal beneficiaries of a privatization programme for the formation of independent small milk producers. They were better prepared than women to take advantage of the privatization process as they were the main beneficiaries of related technical training programmes. Only one third of the trainees were women. These matters are now being addressed, particularly through measures that ensure equal access to training and technical services.

In Peru, a specialized NGO provides training in gender-sensitive planning and implementation as part of a WFP-assisted watershed development project. Training is focused on the interests of both women and men in the uses of water and land.

*WFP-supported privatization efforts in Cuba promote the marketing of dairy products by cooperatives at prices negotiated between buyers and sellers.*

Cuba/WFP/L. Haskell



to re-establish the forest cover in the highlands and teach the lowland people how to manage their natural resources. Since the civil war, a WFP-supported food-for-work programme in **Nicaragua** has helped poor people to restore the productivity of farmlands, plant seedlings in deforested areas and re-establish their coffee plantations.

A study on how to make the best use of food aid in **El Salvador** concluded that, in future, it should be concentrated in rural areas; focused on longer-term measures, such as soil conservation and agricultural production, even if assistance was given initially for emergency operations; and integrated with credit, marketing and technical assistance.

In **Haiti**, a multinational peace-keeping force (with United Nations participation) provided important services to a WFP-assisted project during the internal crises in 1994. With its assistance, 100 tons of food were transported in

two vessels from Port-au-Prince to Cap Haitian for a school feeding programme. This enabled school feeding to start in 168 schools when the school year began in October 1994.

### *Improvements in project implementation*

Internal transport costs in the region are reduced by selling imported food-aid commodities in the coastal areas. Locally produced food is purchased with the proceeds and used as food aid in development projects in the more remote and less accessible areas of the uplands and reaches of the higher Andes. Production is thereby encouraged, transport costs reduced and foods provided that are in keeping with the tastes and customs of the local population.

WFP has continued to encourage beneficiaries to voice their needs and problems, and their perceptions of project activities. Training seminars have been organized throughout the region.

### *Regional workshops*

Two major workshops were organized by WFP country offices in the region during 1994. At a dairy development seminar held in Managua, Nicaragua in June 1994, representatives from **Bolivia, Colombia, Cuba, Ecuador and Nicaragua** exchanged information and drew up a dairy strategy for their countries.

At another workshop held in **El Salvador** in September 1994, issues

common to Central America were discussed. Representatives of five Central American countries met with the WFP Regional Manager to develop common approaches for training, the management of food-aid funds, and development projects of common interest.

## **WFP AND INDIGENOUS PEOPLE**

WFP has continued to follow the goals established during the United Nations Year of the World's Indigenous Peoples in 1993. Over half the beneficiaries of WFP aid in the Americas are indigenous people.

More than 70 percent of indigenous Indian women in the Andean mountain regions in Bolivia are illiterate. Literacy training has been added to the courses given on animal breeding, food processing and vegetable gardening in a WFP-assisted development project.

Tribal chiefs ("cabildos indigenas") have organized supervisory committees in a WFP-assisted project in Colombia to manage milk purification, cassava processing, fish production and other activities.

Traditional WFP-supported community work programmes ("mingas"), organized by indigenous leaders in Ecuador, have contributed to the reduction of previously endemic cholera through the construction of latrines and other public-health infrastructure.

In Guatemala, 12,000 indigenous women have been able to purchase small agricultural plots, and improve the quality of their handicrafts through a WFP-assisted programme.

In Guyana, 49,000 indigenous people living in the isolated up-river estuaries and mangrove forests receive WFP food rations to carry out self-help activities for the development of their communities.

WFP assistance in Mexico helps the Mexican Indigenous Institute to reach the native people of the Tlapehualapa canal area in a valley of the River Guerrero. Extensions of the canal's irrigation system through a food-for-work programme have enabled the population to remain in the valley.

## Asia

More than 20 million people in Asia benefited from WFP assistance in 1994. About 15 million were beneficiaries of ongoing development projects, valued at \$1,020 million. Some five million people received WFP relief assistance, amounting to almost \$150 million.

Over 70 percent of WFP's development assistance portfolio for Asia in 1994 gave support to agriculture and infrastructure. The remainder was for the development of human resources. The value of all new WFP commitments to the region in 1994 amounted to more than \$270 million.

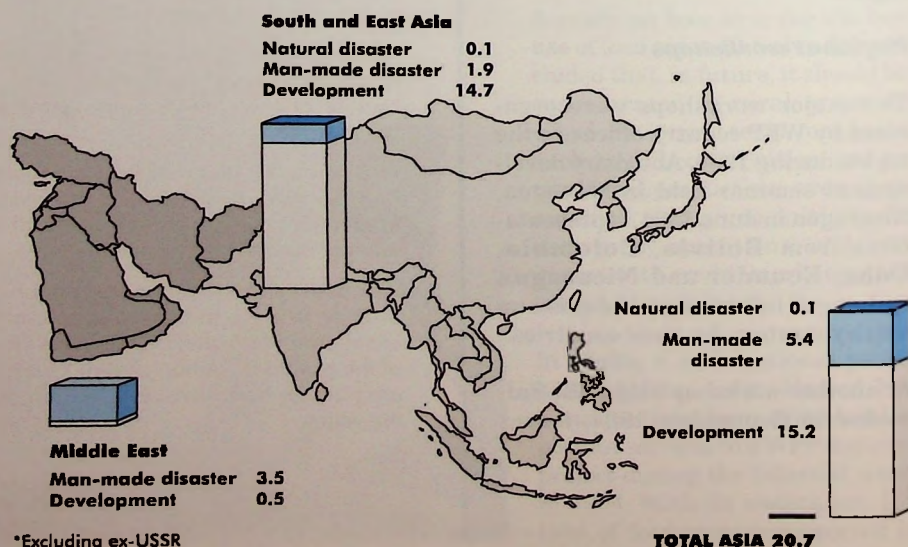
The largest number of poor and hungry people in the world live in Asia. Despite significant increases in food production and general economic

growth, food aid continues to have a crucial role to play in saving lives, improving nutrition and building self-reliance.

WFP has carried out several relief operations in Asia, but rigorous evaluation of their results has rarely been carried out. In 1994, WFP made a detailed assessment of its activities in Cambodia during the period 1992-94. The success of this relief operation is discussed in the box on page 41.

In **Bhutan**, WFP has taken the initiative to improve the quality of road construction in a development project it is assisting, by obtaining additional technical support. WFP has been assisting Bhutan since 1970 in its national programme for construction, improvement and rehabilitation of roads and mule tracks. Financed from the Dutch Quality Improvement

Figure VII  
**Number of beneficiaries of WFP assistance in Asia, by sub-region\* and type, 1994** (in millions)



## **CAMBODIA: THE RELIEF-DEVELOPMENT CONTINUUM. WHAT MADE IT WORK?**

About 10 percent of the population of Cambodia has been assisted in an operation supported by bilateral donors, the Cambodian Red Cross and WFP.

Total bilateral contributions channelled through WFP by 16 donors and the United Nations Transitional Authority in Cambodia (UNTAC) amounted to over \$70 million, enabling the provision of 167,000 tons of food for five operations: repatriation of refugees; assistance to internally displaced people; vulnerable group feeding; assistance to demobilized soldiers; and, food-for-work programmes.

An evaluation of the assistance programme during 1992-94 highlighted the following factors as contributing to its success: flexibility to respond to the changing needs of the people as a result of the extensive delegation of authority to the WFP country office; ready availability of funds to meet administrative costs and non-food inputs; the high proportion of locally recruited staff; and extensive consultation with the local population in the selection and implementation of projects.

Over the period 1979-91, WFP was only able to provide humanitarian relief assistance to the victims of civil conflict in Cambodia. Since the Paris Peace Agreements of late 1990, relief assistance to the people in Cambodia has been gradually transformed into aid for development.

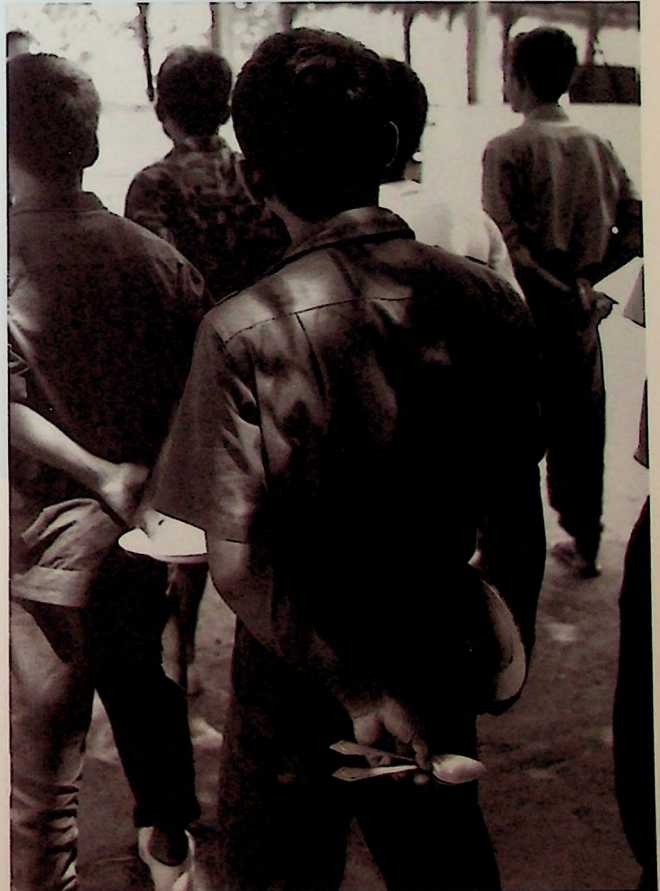
The 1994-95 rehabilitation programme is targeted to specific areas. Free handouts are minimized in favour of the adoption of more selective interventions that no longer distinguish between repatriates, internally displaced people and vulnerable groups. Using poverty mapping, the poorest communities and people are selected and are encouraged to identify and implement activities that will best support them in the longer-term.

Grant, a study was carried out by a FAO team in 1993/94. The team assessed the extent of road instability, made cost estimates, introduced bio-engineering and small-scale engineering techniques, and provided training for about 100 civil engineers, foresters, geologists and labourers.

China's national experience with food-aid policies and programmes was presented to the Thirty-eighth Session of the CFA in December 1994. It showed the beneficial effects

*Hands that once held weapons now hold eating utensils as part of the repatriation and resettlement operation in Cambodia where WFP organized the provision of food for 10 percent of the population.*

Cambodia/WFP/  
P. Mitchell



that food aid can have during emergencies, in rehabilitation activities following disasters, and in contributing to agricultural development.

*Of the more than 20 million Asians assisted by WFP in 1994, some five million were victims of man-made disasters, including refugees from Bhutan.*

Nepal/UNHCR/  
A. Hollmann

The CFA identified the following key factors that were fundamental to success: the targeting of WFP assistance to the neediest people in the poorest areas; the integration of WFP assistance into the Government's development policies; the linking of food aid with financial and technical assistance; people's participation; the

design of projects that were sustainable once WFP's assistance was phased out; sound monitoring and evaluation systems; close administrative coordination at the central and local levels; and the commitment of the national authorities to meet their counterpart obligations.

In **India**, 40 percent of the population live in poverty, suffering serious hunger and malnutrition. Although explicit and large-scale emergencies and famines are virtually absent, India faces a "silent" emergency (see box on page 43).

In **Pakistan**, WFP's projects are implemented in ever more remote areas to reach those most in need. Most food-for-work programmes for watershed management are in the erosion-prone foothills west of the Himalayas. Expenditure on internal food transport now accounts for about 30 percent of the value of food provided to beneficiaries.

A food-stamps scheme was introduced in October 1994 to improve the cost-efficiency of WFP assistance. Instead of transporting imported food aid commodities from port to project sites, the existing administrative channels are used for transferring income to the poor. WFP beneficiaries are given food-stamps that are used to purchase food commodities from shops in the project areas. The stamps are paid for by selling WFP wheat at the port of Karachi. The running costs of the food stamps system is hardly more than three percent of the value of the stamps. This arrangement can also help to stimulate local food production.

In **Nepal**, WFP and IFAD assisted the Government in a food-for-work



## INDIA AND THE "SILENT" EMERGENCY

India has the largest number of poor and hungry people - about 360 million, 40 percent of its population. Population growth has virtually nullified the potential impact of the impressive growth in domestic food production. The burden of hunger and poverty falls disproportionately on women and their children. The maternal mortality rate, estimated at 340 for every 100,000 live births, is one of the highest in the world. There are now more severely malnourished children under five years of age in India than in all of sub-Saharan Africa. Of the estimated 184 million underweight children worldwide, 40 percent (73 million) are in India; and their number continues to increase.

Poverty is particularly severe among the tribal and scheduled castes who live in the forests that cover 22 percent of the country. Forest resources are being fast depleted. Sixty-two percent of tribal groups and 54 percent of scheduled groups live below the poverty line.

To alleviate India's "silent" emergency and prevent wide-scale disaster, it is necessary to address the root causes of poverty and improve the health, nutrition, education and training of the poor. Implementing poverty alleviation programmes on the scale required will need considerable resources and a substantial reallocation of public expenditure including international aid. WFP's contribution is provided through 12 ongoing development projects, with a total WFP commitment of \$285 million.

rehabilitation programme, following the floods that occurred in mid-1993. WFP provided food assistance, with a value of \$1.8 million, for part payment of wages for unskilled workers. An IFAD loan of \$2 million contributes to the cost of materials, skilled labour and training.

### *Middle East*

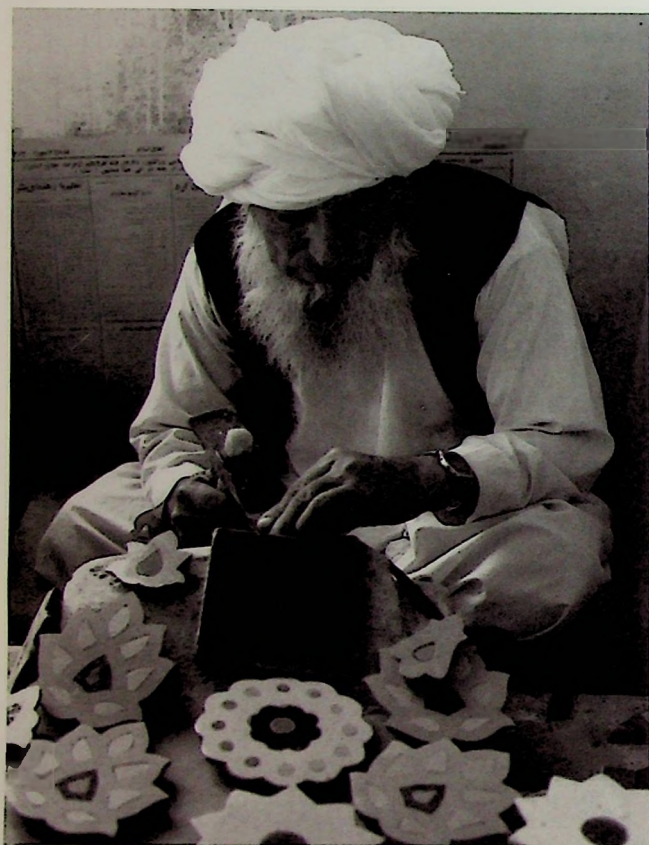
In 1994, about one fifth of WFP's beneficiaries on the Asian continent were in the Middle East. Most of them (3.5 million people) benefited from WFP relief assistance. Another 500,000 people were participants in WFP-assisted development projects.

In **Jordan**, two food-for-work programmes involving fruit-tree planting and soil and water conservation in the highlands, and forest rehabilitation in semi-arid regions, are being targeted more systematically to small farmers. About 240,000 beneficiaries in rural

primary schools, adult literacy courses, women's training programmes and kindergartens have also been receiving food assistance. A progressive phasing out of WFP assistance to primary education has been set in motion as a result of the notable progress made.

In **Afghanistan**, as well as providing emergency aid, WFP's current assistance supports a wide variety of projects along the continuum from relief to development. The Programme's reconstruction and rehabilitation activities benefit nearly two million Afghans, primarily in rural areas.

One innovative feature of WFP's work in Afghanistan has been the provision of wheat flour to bakeries. Some 300,000 Afghans living in urban slums, including newly displaced war victims, benefit from the low-cost bread. Funds generated from the subsidized sales of bread are used to



*WFP turns relief operations into reconstruction and rehabilitation projects which benefit almost two million Afghans, primarily in rural areas.*

*Afghanistan/WFP/  
J. Spaull*

finance non-food inputs in food-for-work rehabilitation projects.

Funding for all WFP-assisted operations in Afghanistan, and for the feeding of Afghan refugees in Iran and Pakistan, is provided through a protracted relief operation with regional coverage. The strength of this funding strategy is its flexibility, allowing a transition from relief distribution to projects which support repatriation and rehabilitation inside Afghanistan.

In Iraq, the reduction of the government rationing system, which had provided two thirds of the people's calorific intake, has increased the vulnerability of the majority of the population. Donor response to food aid appeals has fallen short of requirements. By the end of 1994, approximately 70 percent of requirements were met in the northern governorate – the bulk of food donations is specifically earmarked for the north. In the centre and south of the country, only some 40 percent of food-aid requirements were covered.

WFP and the Ministry of Labour and Social Affairs agreed to implement a new distribution mechanism, using uniform criteria in the selection of the unregistered destitute, such as the handicapped and the disabled, and the most needy families. WFP has also redefined its targeting methods in order to incorporate the poorest families in the urban areas of the northern governorate, and to address the needs of severely malnourished children and their families throughout Iraq.

### **The former Yugoslavia and republics of the former USSR**

During 1994, WFP committed \$192 million of directed, extra-budgetary relief assistance for over five million displaced people and refugees in countries of the former Yugoslavia and the republics of the former USSR. Compared to 1993, this was a reduction in resource commitments of 50 percent. WFP's emergency assistance to the former Yugoslavia absorbed more than 13 percent of the value of WFP's relief commitments in 1994.

### *Relief operations in the former Yugoslavia*

The emergency food situation in Bosnia and Herzegovina eased somewhat in 1994 as central Bosnia was opened to commercial and relief supplies. Seeds provided through the United Nations system and by NGOs contributed to an increase in local food production and the excessive food prices began to decline.

In April 1994, food-aid targets in Bosnia were reduced by 30 percent and in August by a further 20 percent. The number of beneficiaries fell from 2.28 million to 1.4 million as priority target groups were redefined. The number of beneficiaries in the other republics of the former Yugoslavia also decreased during 1994, from 1.5 million to 874,000 people.

Overall food deliveries reached targeted levels, but the security situation caused prolonged disruptions. The Bosnian capital, Sarajevo, received three quarters of its food supplies by air. From late July, airlifts were increasingly disrupted. In October, food stocks were exhausted and food distribution suspended. Deliveries to the eastern enclaves in Bosnia remained difficult.

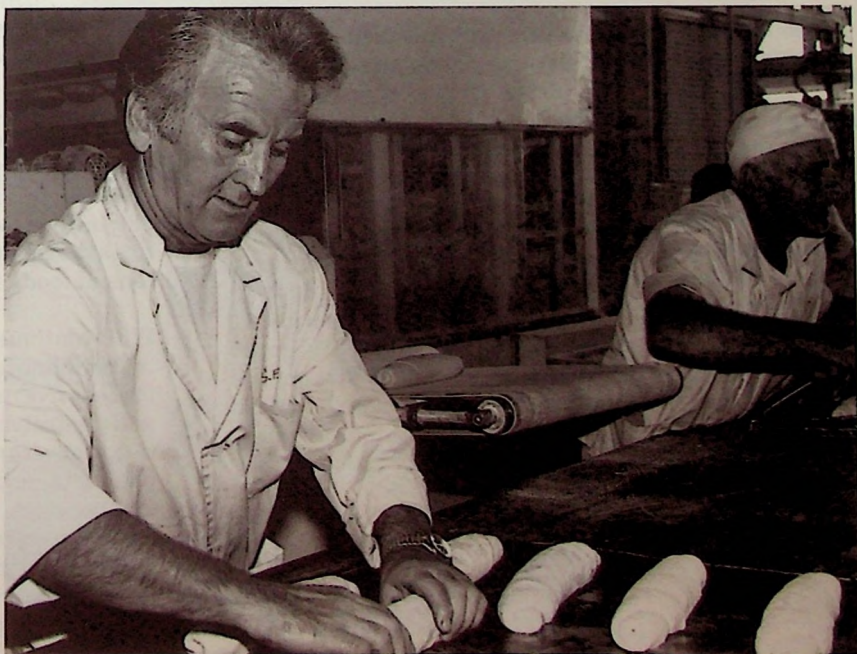
The situation in the Bihac area of Bosnia presented the most pressing humanitar-

ian problem; 230,000 people were effectively cut off from food aid from June. Following an escalation of military activities in August, 30,000 people fled into the neighbouring United Nations Protected Area where they remained in temporary camps and received regular food-aid rations.

WFP introduced a number of initiatives to support the recovery process, including incorporating food for work in NGO programmes to reconstruct war-damaged houses on both sides of the confrontation lines; using food aid to support food processing industries, with some of the products contributing to the relief food programme; using trial shipments of wheat to reactivate flour mills in Sarajevo and other parts of Bosnia, and bakeries to support relief distribution; supplying ingredients to

*Operating with flour delivered by WFP, the central bakery in Sarajevo turned out tons of bread to feed the besieged residents of the war-torn city.*

Former Yugoslavia/  
WFP/S. Dougherty





### *Relief operations in the republics of the former USSR*

During 1994, WFP provided food for 2.4 million people affected by continuing conflict and serious economic deterioration in Armenia, Azerbaijan, Georgia, Kyrgyzstan and Tajikistan. More than 1.5 million were refugees or internally displaced people and a further one million were vulnerable people including orphans, the disabled, pensioners, and impoverished women and children. WFP has also been actively involved in improving regional logistics infrastructure in the Caucasus, including ports, railways and communications systems, essential for ensuring the

delivery of humanitarian aid to the region.

Since the inception of its operations in these countries towards the end of 1993, WFP has mobilized over \$80 million worth of food and logistics assistance, including over 87,000 tons of food.

WFP continued to play a leading role in coordinating emergency food assistance to five republics in the Caucasus and Central Asia. It provided information to governments, donors and international agencies on overall food needs and supplies. WFP engaged over 15 local and international NGOs as implementing partners to ensure that food donations were distributed to the targeted beneficiaries.



*Some 2.4 million vulnerable people affected by continuing conflicts and economic hardship in the republics of the former USSR needed WFP food aid in 1994.*

Georgia/WFP/J. Spaul

manufacturers of pasta and high-protein biscuits. Complementary assistance in the form of spare parts and equipment for bakeries and mills was provided by other donors.

WFP's role in the former Yugoslavia includes the identification of the level of food needs and the mobilization of resources from extra-budgetary sources. WFP provides information to donors, UNHCR, WFP's implementing partner, and NGOs on food-pipeline needs six months in advance, highlighting potential gaps in supplies. WFP is responsible for purchasing and transporting commodities to 23 main warehouses, including those serving airlift/airdrop operations in Frankfurt (Germany) and Ancona (Italy).

# Serving the poor and hungry

## TRANSPORT AND LOGISTICS

### Overview

The growth in the number, scale and complexity of relief operations in 1994, combined with a substantial programme of development activities, continued to place increasing demands on WFP's transport and logistics capabilities.

WFP delivered a total of 3.35 million tons of food during 1994, marginally less than in 1993. WFP food deliveries included shipments of 2.97 million tons and the transportation of 380,000 tons of food purchased locally in the countries of consumption. Some 59 percent of the total deliveries were for relief activities, 33 percent were for development projects and the remaining eight percent was food

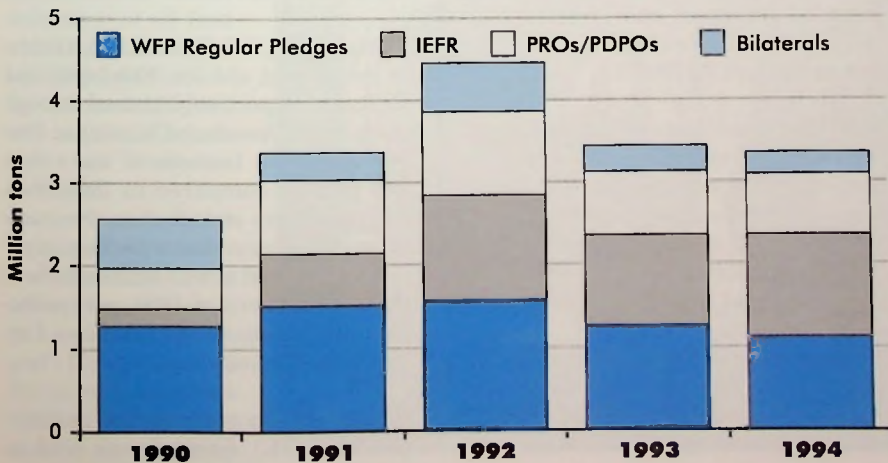
aid delivered by WFP for donors from their bilateral food-aid programmes.

### Major logistics operations

WFP carried out large-scale transport and logistics operations in difficult and often dangerous situations in 1994. In addition to delivering its own food aid, the Programme was called upon to coordinate all food-aid supplies provided in a number of complex international relief operations.

The **Rwandan** relief operation was the largest and most challenging carried out by WFP in 1994 (see box on page 20). Aircraft were brought in from WFP operations serving southern Sudan and Somalia, ready to evacuate international personnel from the Rwandan capital, Kigali. The initial evacuation flight carried 270 passengers to safety in Nairobi, Kenya.

Figure VIII  
Total food commodities delivered by WFP, by type of funding, 1990-94



WFP maintained a logistics unit in Kigali throughout the emergency. The mobilization of more than 150 trucks from other parts of the region strengthened national and regional transport capacities. The WFP Transport Coordination Unit (TCU) in Kigali coordinated all humanitarian transport through an advance information system on the movement of all vehicles.

A WFP Food Aid Coordination and Information Centre was also set up in Nairobi to monitor food shipments, food flows into Rwanda and Zaire, and food stocks from both WFP and non-WFP relief consignments. Although the Centre initially focused on the Rwandan emergency, the foundation was laid to enable it to cover food-aid deliveries throughout the Horn and the east of Africa.

In **Angola**, WFP continued to act as lead agency in the relief effort, handling 200,000 tons of food consignments in 1994. Access to many areas remained restricted owing to unrelenting security problems. Consequently, almost one half of total food supplies had to be transported by air. WFP also provided transport and logistics services to other United Nations agencies and more than 40 NGOs.

WFP employed more than 1,500 staff to develop an extensive delivery system, including port operations, warehousing, road convoy and train operations, and a sophisticated workshop/maintenance unit to service all the equipment needed.

WFP entered into a joint venture with a Swedish NGO to open two main road corridors through areas of conflict: one connecting Malange with Luanda and

the other linking Kuito with Lobito. The work involved the clearance of mines, and repair of roads and bridges. This is expected to reduce transport costs significantly as improved access along these corridors would lessen the need to use costly air transport.

In **Mozambique**, the operational nature of WFP's assistance changed significantly during 1994. Previously, the focus was on drought relief. This involved delivering a limited variety of food rations to a few large population centres. In early 1994, the focus shifted to providing highly diversified food rations to demobilized soldiers at 49 designated assembly areas, and to a large number of refugees returning from neighbouring countries.

This change in operations placed far greater demands on WFP transport and logistics services. The combination of many more delivery points, greater difficulty of access and the importance of timely delivery of food for demobilized soldiers in the assembly areas, in itself a major contribution to sustaining the peace process, stretched the Programme's delivery capacity to the limit.

During 1994, 805,000 and 372,000 tons of relief food aid for **Ethiopia** and **Eritrea**, respectively, passed through the ports of Assab and Massawa. This represents an increase of more than 100 percent compared to 1993. Port facilities were stretched to the maximum. WFP provided a package of assistance valued at \$1.7 million for both ports. By the end of 1994, port performance had begun to improve as a result of this investment.

WFP's Transport Operation in Ethiopia (WTOE) came to an end in

February 1994. Since the beginning of its operations in November 1985, WTOE transported some 2.5 million tons of relief assistance to almost 600 destinations in six countries. At the end of its operation, WTOE assets, worth about \$100 million, including over 200 fully operational vehicles, spare parts, tires, other materials and cash reserves, were handed over to the Governments of Ethiopia and Eritrea. The decision to close WTOE's very successful operations was based on the noticeable improvement in the capacity of the commercial transport industry in both countries and a positive assessment of the capacity of the national authorities to manage the fleet.

Political instability persisted throughout **Somalia** during 1994, with no evidence of a national government emerging to start the reconstruction process. WFP's activities centred on improving port management and operations at Mogadishu. Work also commenced on rehabilitating the port, in collaboration with consultants from the port of Hamburg, Germany.

WFP continued to be responsible for the coordination of all food aid to the **Sudan**. Total WFP food deliveries reached 190,000 tons in 1994, of which about one third was destined for the southern part of the country. Food was delivered to final destinations by air, barge, rail and road transport. However, food deliveries to southern Sudan were frequently interrupted

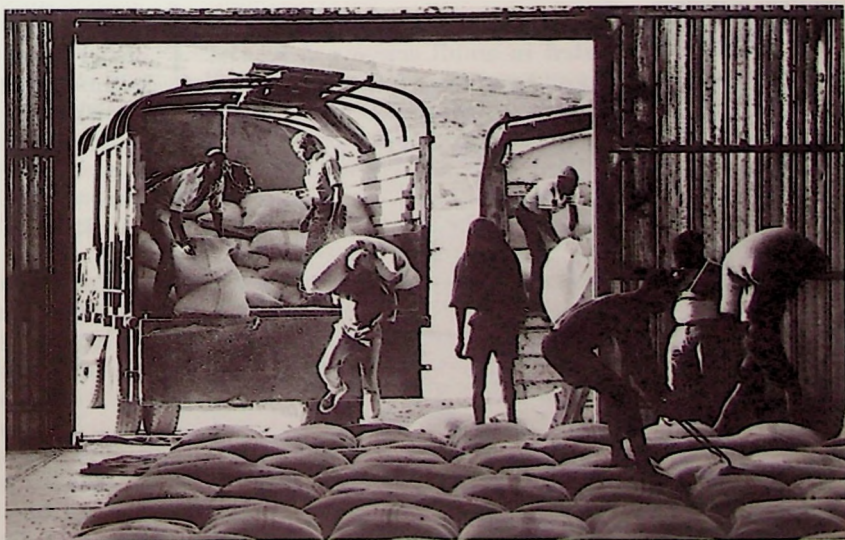
as trains and barges were subjected to acts of banditry and looting. Transport by barge was also affected by long delays in obtaining clearances from all the parties in conflict in southern Sudan.

WFP continued to play a leading role in the **Liberian** regional emergency operation. The Programme's convoys, accompanied by heavily-armed West African Peace Keeping Force (ECOMOG) escorts, managed to deliver food to 120,000 beneficiaries in the north-western regions of the country. In addition, WFP convoys from Monrovia crossed zones of conflict twice a week into rebel-held territory, delivering food to 425,000 beneficiaries. However, all food deliveries outside Greater Monrovia were halted in September 1994 because of deteriorating security. Deliveries had still to resume at the end of the year.

WFP collaborated with several NGOs in mounting cross-border operations for the delivery of urgently needed

*WFP delivered 3.35 million tons of food during 1994 -- 59 percent for relief activities, 33 percent for development projects and eight percent on behalf of bilateral donors.*

Sudan/WFP/J. Shore





*In 1994 WFP saved millions of dollars by finding new solutions for transporting, storing and handling large quantities of food.*

Tunisia/WFP/E. Botts

food. For example, when river conditions permitted, food was transported in small convoys from the southwest of Côte d'Ivoire in a tiny, hand-manipulated ferry to assist 75,000 displaced Liberians in the south-eastern part of their country.

In the former Yugoslavia, WFP organized several innovative delivery systems, including transport direct from Europe by barge and through the port of Dubrovnik, in order to improve efficiency and reduce costs. Dubrovnik port, which had been closed for three years, was reopened to international traffic in October 1994 with the arrival of the first WFP-contracted vessel.

In the **Caucasus region**, WFP developed a \$9.5 million rail operations improvement scheme with the aid of its Caucasus Logistics Advisory Unit to handle an estimated 1.2 million tons of relief assistance. This scheme included the provision of diesel electric motive power, spare parts, communications equipment and technical assistance from the South African railways. Ten mainline locomotives were supplied by WFP from the Russian Federation, replacing the Georgian electric-powered locomotives which were unreliable during the winter months when electricity supplies could not be guaranteed.

Efforts were also initiated by WFP to increase the capacities of the Black Sea ports of Poti and Batumi. A \$6.5 million rehabilitation program was started in mid-1994, aimed at ensuring that the ports' capacities kept up with the increasing capacity of the connecting railway system.

A comprehensive logistics assessment of the Caucasus region was undertaken in 1994. The assessment focused on the scope for obtaining food within the region, rail access, internal transport capacity and communications requirements. A plan, based on this assessment, will enable WFP to intervene swiftly should the need arise for increased levels of food aid.

Transport and logistics operations in **Afghanistan** continued to be plagued by high security risks. Eight serious incidents involving WFP staff occurred over a five-month period in 1994. United Nations/WFP convoys to Kabul had to be stopped in late June owing to the growing risks. An agreement was reached in December 1994 to allow a limited amount of food to be sent

into the Kabul area under the terms of a four-day moratorium; 3,000 tons reached designated beneficiaries.

### Operational measures

WFP's attempts to increase the cost-effectiveness of its transport operations have frequently suffered from the lack of cash. Donors make cash resources available to move food. There is, however, no established mechanism whereby WFP has access to even relatively small amounts of cash, in order to improve efficiency and reduce transport costs.

There were a number of cases in 1994 where the provision of cash improved transport operations and reduced costs.

- The runway at Lokichoggio airfield in north-eastern Kenya was surfaced and a control tower and access road constructed. This increased cost-efficiency and the safety of operations.
- Repairs commenced along selected roads connecting Lokichoggio and southern Sudan. This will allow part of the more than 20,000 tons of food moved annually by air from northern Kenya into southern Sudan to be delivered by far-cheaper road transport.
- Security was greatly enhanced at the port of Monrovia, Liberia, with the construction of a perimeter wall. Previously, theft from the port had reached alarming proportions.

In most of these cases, special appeals have been made to donors to provide additional cash for

specific improvements in transport and logistics. The time taken to obtain cash contributions from donors has usually been such that some of the potential benefits have been lost.

There have also been instances when lack of funds has caused WFP to miss opportunities to improve the cost-effectiveness of its transport operations. Some examples follow.

- In northern Tanzania, WFP was unable to secure funds in time to improve road access to the Karagwe area. This caused disruptions in deliveries (leaving refugees without food) and increased transport costs.
- In Tanzania, lack of sufficient locomotives and wagons led to the build-up of stocks in the port area, resulting in significant storage costs. Although road capacity existed, the cost of moving food up country by road is roughly four times greater than by rail. A proposal to obtain additional motive power and rolling stock has so far failed to attract funds from donors.

*When the port of Dubrovnik re-opened after three years of war, the first vessel to dock was a ship loaded with WFP food.*

Former Yugoslavia/  
WFP/B. Buseña



The establishment of a modest standby cash facility would allow ready access to limited funds to carry out improved transport operations and reduce costs.

### Transport costs

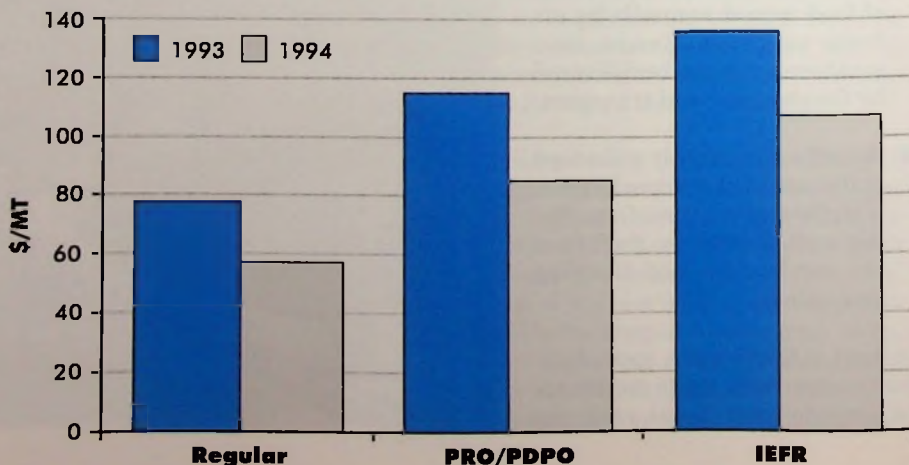
In 1994, WFP incurred a total expenditure of \$248 million on all modes of international transport services. About 40 percent was for operations funded through the IEFR, 31 percent for WFP's regular programme, 20 percent for protracted relief operations (PROs/PDPOs) and nine percent for bilateral operations.

Substantial reductions in transport expenditure were realized in 1994. Figure IX below illustrates the drop in expenditure for WFP food shipments in 1994 compared with 1993. The composite transport cost for all commodity pledges and contributions was \$84 a ton in 1994, compared to \$100 a ton in 1993.

While reductions in transport costs were experienced for all types of pledges and contributions, the largest gain was obtained for IEFR-financed operations, which declined from \$136 a ton in 1993 to \$107 a ton in 1994. A number of factors contributed to this significant reduction including: a reduction in transshipment (i.e., off-loading of cargo from large ships and loading onto smaller vessels for delivery to final destinations) – in 1993, more than \$10 million were spent on transshipment operations; a decline of more than 30 percent in charter rates from 1993, when most charters for IEFR-financed operations were tied to using more expensive donor-country flag vessels; and a reduction of some \$11 a ton for consignments moved overland, mainly attributable to the significant tonnage transported over long distances into the southern African hinterland during 1993.

Similar cost reductions have been experienced with regard to ITSH, where per ton expenditure dropped from \$67 in 1993 to \$58 in 1994.

Figure IX  
WFP average expenditure on food shipments, by pledge type, 1993 and 1994



### Efficiency and cost-saving initiatives

In 1994, operational plans for major emergencies were reviewed in an effort to increase the efficiency and reduce transport and logistics costs. Comprehensive reviews were conducted in Angola, Cambodia, Djibouti, Eritrea, Ethiopia, Iraq, Malawi, Mozambique and the Liberia region. In most cases, the reviews led to proposals for refining operations.

In addition, innovative means were sought to move food where costs were believed to be unreasonably high. Examples include: transporting food by barge to the former Yugoslavia directly from western Europe; de-palletizing cargoes for the former Yugoslavia; arranging interim storage in Turkey for consignments bound for northern Iraq in order to avoid paying peak transport rates, and rehabilitating barges on the river Nile to increase food delivery into southern Sudan and reduce costs.

Evidence of WFP's strength in moving large quantities of food at advantageous prices may be found through a comparison of cost and freight (C&F) and free on board (FOB) consignments. For C&F consignments, grain suppliers quote the cost of the commodity plus the cost of transporting it to the nominated port of destination. FOB

consignments are those for which WFP accepts the commodity at the port of loading and arranges transport itself. During the past three years, by virtue of arranging transport separately from the commodity purchase, the Programme made significant net savings (see Table 2 below).

Initiatives were also taken to reduce expenditure on ocean freight. At the beginning of 1994, development project requirements were examined and matched with expected pledges. Larger grain consignments were shipped where possible, and storage arrangements made with appropriate bodies in recipient countries, such as grain boards. These arrangements contributed to an estimated net saving of \$4 million for the year.

WFP has maintained an "all risk" insurance coverage since 1981. During 1992 and 1993, however, premium rates increased markedly owing to a general worldwide hardening of the marine insurance market. As a result, WFP developed a more cost-effective partial self-insurance scheme. The new scheme came into effect in May and covered all shipments effected by WFP, with the exception of those carried out for bilateral food-aid programmes. It is expected that net savings will reach about \$2 million a year, given the current level of WFP activities.

Table 2 **WFP transport savings, 1992-94** (\$ million)

Year	Freight component of C&F offer	WFP freight	Savings
1992	12.0	10.5	1.5
1993	12.3	9.6	2.7
1994	14.0	10.9	3.1



## STAFF AND ORGANIZATION

### Staffing

At the end of 1994, 2,107 long-term staff were employed by WFP, an increase of six percent compared to December 1993. Some 80 percent were deployed in 85 WFP country offices, serving more than 90 developing countries, and the remaining 20 percent were employed at WFP headquarters in Rome, and its offices in New York and Geneva.

In addition, to meet expanded operational needs in emergencies, 269 international staff were employed during 1994, including 187 consultants. The Programme also employed 1,618 temporary personnel on local Special Service Agreement (SSA) contracts for logistics and emergency operations.

The selection of emergency project staff has been delegated to WFP Country Directors. WFP Country Directors have also been delegated authority by UNDP Resident Representatives to select and approve all locally recruited personnel to be employed on WFP activities.

WFP has continued to make a deliberate effort to increase the number of professional women among its staff, especially at the senior management level. Since 1 January 1992, 47 percent of staff recruited at the senior management level and in the career structures (unified service, specialized service) have been women. For non-career project staff with contracts up to a maximum of four years, appointed to WFP country offices for logistics and emergency functions, the proportion was only 15 percent. A major effort will be made during 1995 to improve this proportion. For the junior professional officer scheme, which serves as one of the potential recruitment grounds for professional staff, the proportion of women is nearly 60 percent.

### Organizational change

Important restructuring took place at WFP headquarters in 1994. The Operations Department (OD) now has the following three divisions: Operational Management and Programming (OM); Operational Policy and Support (OP); and Transport and Logistics (OT). The rationale for restructuring was to remove the organizational dichotomy

Table 3 **WFP staff by category and posting** (as at 31 December 1994)

Category	Headquarters	Country Offices	Total
International professionals	197	282	479
Junior professional officers (JPOs)	11	27	38
United Nations Volunteers (UNVs)	—	98	98
National officers	—	98	98
<b>Professional staff (subtotal)</b>	<b>208</b>	<b>505</b>	<b>713</b>
<b>General Service staff</b>	<b>272</b>	<b>1 122<sup>1</sup></b>	<b>1 394</b>
<b>Total Staff</b>	<b>480</b>	<b>1 627</b>	<b>2 107</b>

<sup>1</sup> Includes seven internationally recruited General Service staff.

between emergency and development operations, placing responsibility for all operations in OD's Regional Bureaux under the supervision of the Director, OM. The OP Division undertakes all functions relating to technical support, advice and guidance, development of operational policies and procedures as well as inter-agency liaison with regard to the latter. The roles of the OT Division remain unchanged. The structure of OD's Africa Bureaux has been consolidated and now consists of a Western Africa Bureau and an Eastern Africa Bureau.

WFP's Resources Division (RD) was also reorganized to make it more active in the mobilization of resources (including the identification of new donors), and to improve its feedback to donors. RD now has two units dedicated to the mobilization of resources, one for the Americas, Australia and Asia, and the other for Europe, Middle East and Africa. Desk officers are responsible for individual donors. A new Resources Management Service in RD has responsibility for the programming of all resources to each development project and emergency operation. A Procurement and Contracts Branch in RD will arrange for international, regional and local food purchases and for the procurement of non-food items.

### WFP Headquarters Agreement

The publication of a Headquarters Agreement between the Government of Italy and WFP in the "Gazzetta Ufficiale" on 22 February 1994 was a landmark in the history of the Programme. WFP is now entitled to enter into contractual arrangements and may directly engage in legal procedures, under Italian law. All rights, privileges and immunities are now

extended directly to all entitled WFP personnel.

Under the Agreement, the Italian Government has committed itself to providing WFP with a suitable headquarters building in Rome, including funds for refurbishing the building, telecommunications and simultaneous translation equipment.

An agreement has also been reached for a major overhaul of the structure and services of WFP's present premises during 1995-96. WFP's office space in Rome improved in 1994. The Programme now occupies both towers of the building at 426 Via Cristoforo Colombo and all headquarters staff are now located in the one complex.

### Management priorities

Three of WFP's five managerial priorities for 1994 related to staff and organization. They were: delegation of authority and accountability; performance management; and, development of management skills and organization culture.

Important advances have been made in the delegation of authority, primarily in relation to identified needs of WFP country offices. WFP Country Directors have been given considerable additional management responsibility, including: purchasing authority up to \$500,000; recruitment of non-core, fixed-term, international project officers for posts approved by WFP headquarters; and recruitment of international consultants and SSA contracts within approved budget lines.

Following a phase of careful design and pilot-testing during 1994, a Management and Appraisal Programme

(MAP) was introduced on 1 January 1995. MAP stresses the importance of developing work plans in advance for each WFP unit and communicating them to each staff member. Managers and supervisors provide regular reports on the work of their staff and a final evaluation is completed at the end of the year. The whole process is monitored through management review committees.

The development of management skills was another area which was given priority in 1994. A global conference for WFP Country Directors was held in Harare, Zimbabwe, in January 1994. A similar conference for managers at WFP headquarters was held in Siena, Italy, in November 1994 to develop commonly shared management values and commitments.

### **Staff versatility**

The profile of WFP's professional staff is being modified in order to reflect the Programme's increasingly important role in emergencies. A training programme has been introduced to increase the versatility of staff to manage both development and relief tasks – often simultaneously.

In the recruitment of new staff, candidates with experience in emergency and logistics activities are favoured. The newly recruited emergency/logistics staff will gradually enter the unified service career structure. This will eventually result in the formation of a pool of staff willing and able to work in both relief and development activities.

### **Staff security and entitlements**

WFP is faced with an ever-increasing obligation to deploy its staff (national

and international) in highly insecure locations during emergency operations. While the well-being of international staff and their families can be addressed through a common United Nations agreement, efforts to protect national staff and their families have been less successful so far.

Due to the unpredictable nature of emergencies, WFP has been developing *ad hoc* measures, such as special entitlements in common with other United Nations agencies, to attract and protect staff working at insecure duty stations. These measures are temporary and are modified as security situations evolve. At WFP's suggestion, a working group composed of representatives of ICRC, UNDP, UNHCR, UNICEF, the United Nations Secretariat and WFP was formed to reach a common approach to special staff incentives/entitlements in emergency situations. An agreement on this issue would enable all United Nations staff, working side by side at the same location, to be treated in the same manner. A final proposal is to be endorsed by the United Nations agencies concerned.

### **Staff training and development**

Training activities organized during 1994 for WFP staff and their national counterparts focused on building the capacity to respond effectively to the needs of the poor, both in emergency situations and in the context of development activities.

With a view to building national capacity, two training workshops in monitoring and evaluation were organized in Bamako, Mali, for national counterpart staff from 15 countries within the western Africa region.

Other counterpart training activities focused on enhancing national expertise in project implementation, management, monitoring, reporting and evaluation, food storage management, financial and administrative management, and office automation and communication. A total of 6,662 counterparts from three continents have participated in 92 training programmes in 50 developing countries.

A major management training programme was implemented for WFP's newly developed performance management system. Three workshops for senior country office staff, held at the ILO Training Centre in Turin, were designed to improve United Nations coordination at the country level. WFP staff also participated in five other inter-agency training programmes, including a UNHCR security awareness workshop in Addis Ababa, two UNHCR workshops in Bangkok and Ankara, and two HIV/AIDS training of trainers workshops in Bogota and Harare.

A joint WFP/UNHCR training workshop on working with refugees was held in Addis Ababa in February 1994 to improve coordination in the light of new working arrangements between the two agencies.

Two separate training sessions were designed in collaboration with the Disaster Management Centre of the University of Wisconsin, United States of America, and a Geneva-based consultancy company. The first, for senior managers, focused on the management of emergency operations; the other, for country officers, concentrated on the operational aspects of emergency relief programmes. The first two training workshops of this kind were held

in Kampala, Uganda, in November/December 1994 for some 40 WFP country office staff from the East and Horn of Africa subregion. Workshops for staff from the southern and western Africa subregions are scheduled for 1995.

### **Information and communication systems**

By the end of the year, more than 550 Personal Computers (PCs) were installed at WFP headquarters, enabling all staff to have access to up-to-date information and communication systems. All PCs were linked to an electronic-mail system, which dramatically improved communications between headquarters and the field.

The development of a single WFP operational information system that will lead to the availability of corporate information was also started in 1994. In a first phase, which is expected to be completed by the end of 1995, the current dual system of a food transaction data base (WIS) and a separate non-food payment system (NOP) will be merged into a single system, streamlining accounting and reporting on WFP activities.

During 1994, a series of automated reports was developed in order to improve reporting to donors, which has become more demanding as the complexity of WFP operations has increased.

Significant progress has been made in improving the efficiency and cost-effectiveness of WFP's communications. The Programme has created a communication unit with responsibility for ensuring efficient management of all WFP telecommunications systems.

## RESOURCES AND FINANCE

In 1994, WFP continued to experience difficulty in obtaining sufficient resources. Although donor support was maintained for relief operations, resources pledged for development activities were inadequate. Only 65 percent of the \$1.5 billion target for WFP regular programme activities in 1993-94 had been pledged by donors by the end of the biennium.

Figure X below shows the trends in food-aid pledges and contributions for WFP regular, IEFR and PRO resources during the past five years.

### Regular resources for development

Voluntary pledges to the biennial targets set for WFP's regular programme have traditionally been the "base" resource of the Programme. Those pledges are made in food commodities and cash to meet transport, project support and administrative costs. Between 1993 and 1994, \$982 million were pledged,

constituting the lowest-ever percentage achievement of the target.

Donors are expected to make at least one third of their pledges in the aggregate to WFP's regular resources in the form of cash. For the 1993-94 biennium, the cash element was 35 percent, compared to 31 percent for the previous biennium. Table 4 on page 59 shows donor pledges to WFP for the last five biennia.

### Protracted refugee and displaced person operations (PROs/PDPOs)

WFP, UNHCR and many government and NGO partners worked together to assist refugees and displaced people in some 30 PRO/PDPO operations in 1994. WFP has the responsibility for mobilizing basic food commodities (including blended foods and sugar) and related transport and ITSH costs. There were no major gaps in the PRO/PDPO food pipelines in 1994. Some 758,000 tons of food, valued at about \$280 million (including transport costs), were pledged to WFP in 1994, compared to 871,000 tons in 1993.

Figure X Value of pledges and contributions to WFP, 1990-94 (in \$ million)

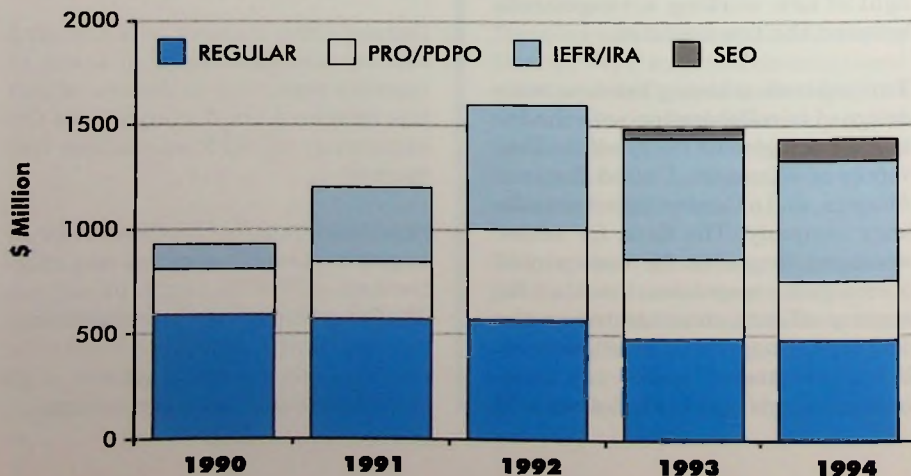


Table 4 WFP regular programme resources, 1985-94

Biennium	Approved target	Total pledge	Of which cash	Percent of cash	Percent of target met
(in \$ million)					
1985-86	1 350	1 167	248	21	86
1987-88	1 400	1 231	293	24	88
1989-90	1 400	1 188	298	25	85
1991-92	1 500	1 138	352	31	76
1993-94	1 500	982 <sup>1</sup>	346 <sup>2</sup>	35	65

<sup>1</sup> Total pledges include cash in lieu of commodities (CLC) and cash not tied to commodity purchases. In 1993-94, CLC pledges amounted to \$57 million.

<sup>2</sup> 1993-94 cash pledges include \$17.5 million for special initiative programmes and some \$100 million to be used for shipments tied to donor flags.

### International Emergency Food Reserve (IEFR)

Advance pledges of untied IEFR resources, particularly of cash, are essential for a rapid response to emergency situations. The IEFR was originally established to facilitate a rapid multilateral response to emergency needs around the world. The Reserve

has a minimum annual target of 500,000 tons of foodstuffs. Contributions have fluctuated markedly in response to demand. WFP usually has access to about 100,000 tons of food at the beginning of each calendar year to programme for emergency operations. The rest of the resources needed are mobilized through special appeals to donors, which can increase

### THE IMPACT OF DECLINING RESOURCES FOR DEVELOPMENT

A predictable and adequate flow of resources for development is essential. Sustainable human development enables countries to cope better with natural disasters. "Preventative development" can reduce the likelihood of civil strife. Food aid also plays an important part in helping communities rebuild their lives in the aftermath of man-made and natural disasters.

A target of \$1.5 billion for WFP's regular development resources was recommended by the CFA, approved by ECOSOC and the FAO Council, and endorsed by the United Nations General Assembly and the FAO Conference for the 1993-94 biennium. This was considered the minimum required to allow WFP to support a portfolio of development projects targeted at a small proportion of the poor and hungry people in developing countries. In 1994, only two thirds of this target was realized. Traditional donors have been actively pursued to increase their pledges and negotiations have been held with potential donors that have not previously made contributions.

For 1994, it was projected that about 1.3 million tons of food would be made available from pledges to WFP's regular resources, compared to an aggregate requirement for WFP-assisted development projects of 1.5 million tons. Available resources were stretched to the limit to meet minimum needs. As a result, the implementation of projects was often delayed, thereby prolonging the vulnerability of millions of poor and hungry people.

## **TYING AND DESIGNATING WFP AID**

Attaching conditions to pledges may sometimes be a legal, administrative or political necessity for some donors, but it greatly complicates the allocation process, involves additional costs and delays, and may even affect the efficient use of other donors' contributions.

The IEFR, theoretically the most flexible of all WFP's resources, is in fact the least flexible resource, as contributions are often tied. For operations funded through PROs/PDPOs, it may take up to six months to negotiate donor contributions before resources are confirmed. If food commodities are being provided in kind, it can take a further six months before commodities are delivered in-country. Such delays make forward planning of food supplies very difficult. Even for WFP-assisted development projects, some donors require prior consultation on country allocations before confirming their pledges to WFP's regular resources.

The CFA will continue to discuss the multilateral nature of WFP's operations in the context of a country programme approach. Decisions will be taken in 1995 regarding WFP's multilateral resource base, including the method of programming and allocation.

the lead time for delivery of food aid by several months.

Resources for the IEFR in 1994 were valued at \$555 million and amounted to more than 1.1 million tons of commodities, marginally less than in 1993. Only 10 percent of these resources were made available in advance. Consequently, a timely and adequate response to all, especially less-publicized emergencies, proved to be difficult.

### **Immediate Response Account (IRA)**

The IRA was set up by the CFA in 1991, with an annual target of \$30 million, to allow WFP to respond rapidly in crisis situations where speed is essential to save lives. These funds are to be untied and untargeted, giving total flexibility to WFP to obtain food, usually through local or regional purchases, close to where emergencies occur. In 1993, the Food Aid Committee, which administers the Food Aid Convention (FAC) of the International Wheat

Agreement, agreed that 50 percent of any donation to the IRA could be credited in wheat-equivalent terms to donors' FAC obligations.

In 1994, IRA contributions totalled \$21.3 million (71 percent of the target) the highest achievement rate since the IRA's inception, but still short of the agreed target. WFP's response is often inadequate in the first weeks of a major emergency owing to the lack of cash resources.

### **Non-food items**

In 1994, non-food items, valued at \$8 million, were provided by seven donor countries and several individuals. They included tools, vehicles, prefabricated warehouses and food-handling equipment. WFP-assisted projects in some 37 developing countries benefited from these donations. To ensure the effectiveness of food aid, it is often necessary that complementary resources are made available, particularly for LDCs. As WFP is to increase its focus on the poorest communities and the neediest countries,

a high level of non-food resources may be necessary in the future.

In addition to the items above, in 1994 more than \$12 million at headquarters and over \$4 million in the field were spent on the procurement of non-food items.

### Cash contributions for Special Emergency Operations (SEOs)

During 1994, WFP handled \$105 million in cash contributions, pledged by 19 donor countries or institutions, in support of major relief operations in 33 countries. Cash resources are required to provide an increasing range of logistics support and other services, including inter-country and intra-country coordination of food-aid deliveries; the provision of airlifts, air-drops and barge facilities, where normal land delivery proves to be impossible; assistance in improving the port and inland transport infrastructure; staff to coordinate food supplies through ports and to extended delivery points inside recipient countries, and communication equipment to improve the flow of information between all parties involved.

### Bilateral services

WFP has provided a range of services for bilateral donors for their own food assistance programmes, in addition and as a complement to WFP's regular multilateral operations.

These services include ocean, overland and internal transport, food purchasing, food distribution monitoring and reporting. Donors have recognized both the improved coordination of deliveries and significant cost savings due to the fact that WFP is often able to combine bilateral shipments with multi-lateral food donations.

During 1994, the Programme handled bilaterally some 500,000 tons of food with a cost to WFP of \$120 million (not including the value of food contributions in kind). The volume of food aid handled includes all categories of WFP services for bilateral donors, e.g., purchase, transportation and monitoring of food.

### Procurement and contracts

WFP's non-food purchasing group was transferred to the Resources Division in 1994, in order to strengthen the Programme's procurement capacity for both food and non-food commodities.

*WFP projects in 37 countries benefitted from \$8 million worth of vehicles, tools, pre-fabricated warehouses and food-handling equipment provided by various countries and individuals in 1994, in addition to the \$16 million worth of non-food items purchased by WFP.*

Kenya/WFP/B. Barton





## WFP FOOD PURCHASES

WFP has been purchasing increasing quantities of food produced in developing countries, particularly for relief operations.

If WFP had cash available in advance, purchases could be made when food was available in abundance after the harvest and prices low. But this is not always possible.

There are many advantages to local and regional food purchases: in many cases, transport costs are reduced; local staple foods are often preferred by recipients; local and regional trade is fostered; and food can usually be provided more quickly.

However, at times there can be constraints to expanding local purchase further. These include: lack of infrastructure and managerial capacity in developing countries; lack of local financial resources, which results in "contract defaults" on the part of the suppliers; quality problems due to inadequate food storage and improper fumigation.

Food purchases have increased significantly during the last five years (see Table 5 below).

In 1994, WFP purchased a record 1.4 million tons of food, almost half of all commodities distributed by the Programme. Sixty percent of the food commodities were bought in developing countries, maintaining WFP's position as the largest contributor to south-south trade in the United Nations system.

### Financial accountability

In 1994, major efforts were made to improve the financial management and accountability of WFP operations.

The Executive Director commissioned the international consultant firm, McKinsey & Company, to review the existing financial management information system (FMIS). The consultants emphasized that the existing FMIS had been overburdened by increasing demands, both internal and external, and recommended that WFP undertake a number of immediate actions and set the foundation for a structural change.

A specific initiative, known as the Accountability Management Project was introduced to implement the corrective actions recommended by the consultants.

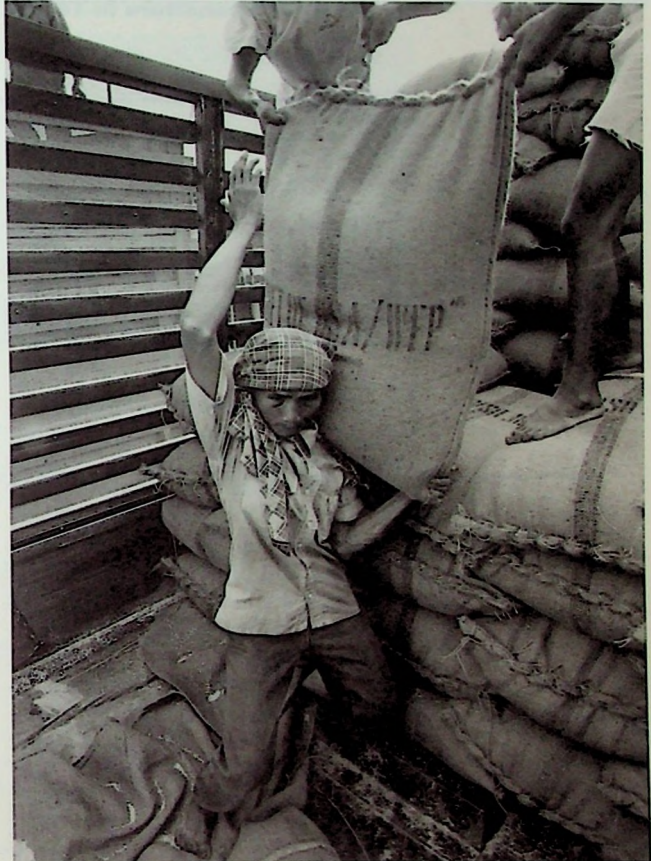
Table 5 **WFP food purchases, 1990-94**

Year	Tonnage	Value (\$ million)
1990	735 000	155
1991	926 000	196
1992	1 201 000	281
1993	1 080 000	263
1994	1 425 000	315

- A pilot payment system ("Citiaccess") that speeds up the transfer of money between WFP headquarters and WFP country offices was introduced (payments that in the past may have taken between three weeks and three months are now being transferred within 48 to 72 hours).
- A WFP Finance Manual was prepared and issued to all WFP units. A manual specifying WFP country office accounting requirements has been developed and will be circulated by mid-1995.
- Efforts to integrate WFP's computer processing systems have been expedited and are expected to be finalized by mid-1995.

A fundamental and structural overhaul of WFP's financial system was initiated at the end of 1994. A Financial Management Improvement Programme (FMIP) became operational on 1 January 1995. The major objectives of FMIP are to: enhance the cost-efficiency of WFP's management information infrastructure with a view to minimizing long-term recurrent costs; enable the WFP secretariat to provide more accurate reports to the CFA and donors on the expenditure of WFP's operations; provide WFP management with up-to-date information on the status of project budgets in order to make the best use of available resources; and, minimize risks and gain economic benefits by centralizing the management of WFP's cash resources.

Other measures undertaken in 1994 to improve WFP's financial accountability included the recruitment of specialist finance officers in WFP



country offices, and closer monitoring of WFP's programme support and administrative (PSA) expenditures. Finance officers are now posted in WFP country offices in Afghanistan, Angola, Burundi, Kenya, Mozambique, Rwanda, Somalia, the Sudan, Tanzania and Uganda. In addition, newly-recruited finance staff at WFP headquarters can be deployed to WFP country offices at short notice, as required.

WFP's internal audit unit has developed a methodology of risk assessment in order to ensure more adequate audit coverage and to identify

*In addition to its multilateral operations, WFP purchased, transported and/or monitored the delivery of 500,000 tons of bilaterally donated food in 1994.*

*Cambodia/WFP/  
R. Mitchell*

Table 6 **WFP expenditure in 1994** (by source of funds)

Source of funds	Value (\$ million)
Regular programme	392
Protracted refugee and displaced person operations	263
International Emergency Food Reserve (including Immediate Response Account)	617
Bilateral, Special Emergency and other operations	228
<b>Total</b>	<b>1 500</b>

priorities. Quantitative and qualitative factors have been taken into consideration. Quantitative factors refer to the value and volume of resources, the level of expenditures and other financial matters. Qualitative factors include the administrative complexity of operations, handling of food, findings from field visits by internal and external auditors, financial and commercial structures in host countries, and audit reports from donor countries. A system designed to provide an effective follow-up to the implementation of audit recommendations has been introduced, which includes, *inter alia*, strengthening the role of the WFP Audit Committee.

### **Budget, expenditure and cash position**

In 1994, WFP managed \$1.5 billion of resources - in food commodities and cash - in support of the hungry and poor throughout the developing world.

WFP expenditure in 1994 included \$87 million for PSA costs (\$67 million from regular resources, \$8 million from PRO funds and \$12 million from IEFR/IRA), which constituted 5.8 percent of the total value of WFP-assisted operations. Reductions in regular

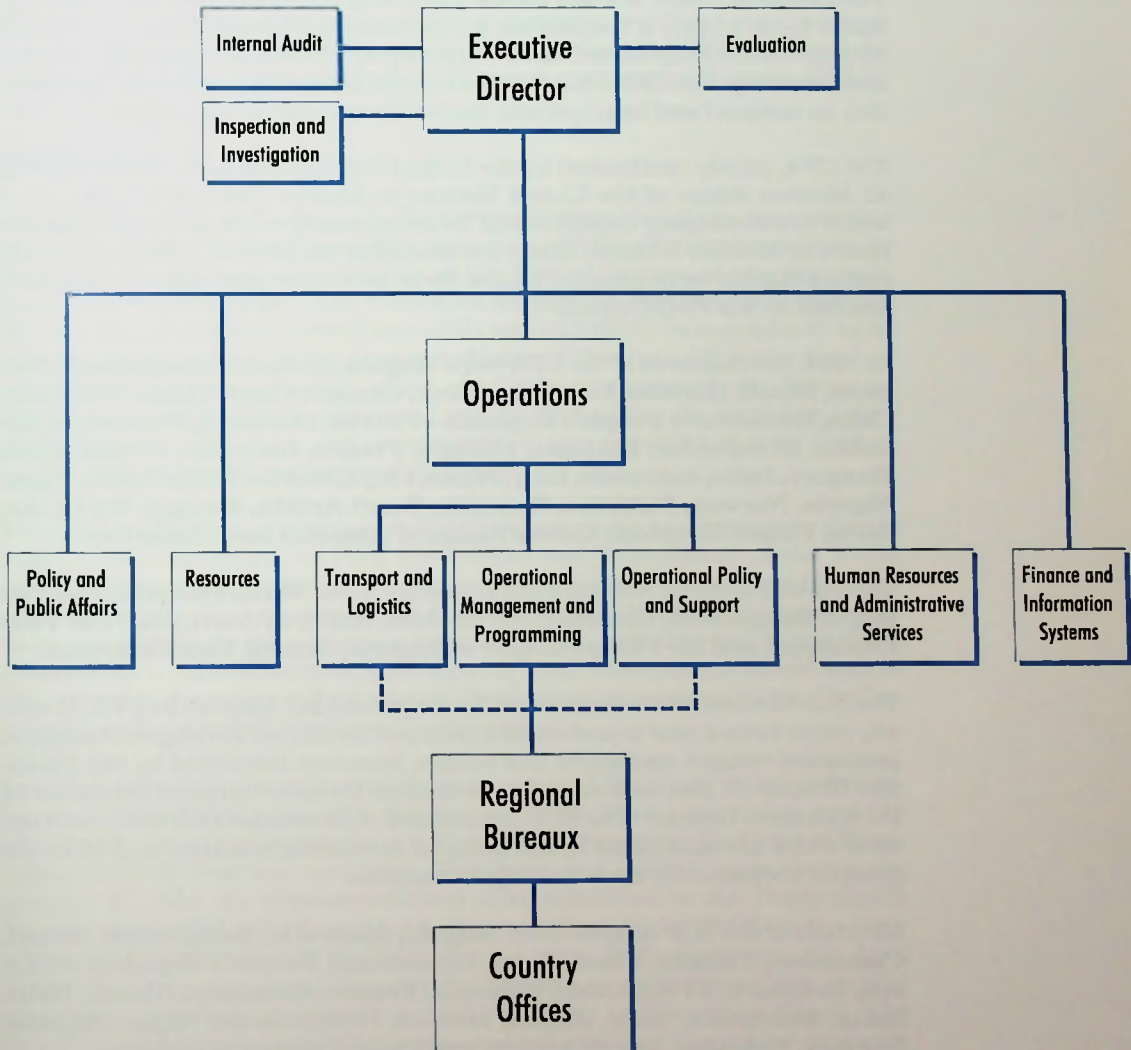
programme pledges had a significant impact on cash availability. Most of the regular budget was absorbed in meeting transport and ITSH expenditure for development projects.

All PSA costs of the Programme were met from a small balance of regular funds and the income generated through the partial recovery of support costs under IEFR and PRO contributions. A five percent reduction in staff costs and a reduction of up to 25 percent on other selected PSA budget items (such as travel and communication) were among the *ad hoc* measures which enabled the Programme to cope with the cash shortage.

While the working group established by the CFA will focus on options for a long-term financing strategy for WFP, the CFA also agreed that, in the interim, support charges for IEFR and PROs should be raised to five percent and that the support cost on contributions to complex emergency operations should be nine percent. The Committee agreed that a cost measurement study prepared by the WFP Secretariat in 1994 should be updated periodically, to reflect the actual cost of management of the different types of WFP activities.

# Annex I

## WFP Organizational Chart



## *Annex II*

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### **THE COMMITTEE ON FOOD AID POLICIES AND PROGRAMMES**

The Committee on Food Aid Policies and Programmes (CFA), which usually meets twice a year, is responsible for the intergovernmental supervision and direction of the Programme, including policy, administration, operations, funds and financing. The CFA also provides a forum for intergovernmental consultation on national and international food-aid programmes and policies.

The CFA, jointly established by the United Nations and FAO, is composed of 42 Member States of the United Nations or Member Nations of FAO, 27 of which are developing countries and 15 economically more developed Member States or Member Nations. States are elected to the CFA for a three-year term and are eligible for re-election. Half of the countries are elected by the ECOSOC and half by the FAO Council.

In 1994, the members of the CFA were: **Angola, Australia, Bangladesh, Belgium, Brazil, Burkina Faso, Cameroon, Canada, Chad, China, Colombia, Cuba, Democratic People's Republic of Korea, Denmark, Dominican Republic, El Salvador, Ethiopia, Finland, France, Germany, Ghana, Haiti, Hungary, India, Indonesia, Italy, Japan, Libya, Mexico, Netherlands, Niger, Nigeria, Norway, Pakistan, Romania, Saudi Arabia, Senegal, Sri Lanka, Syria, United Kingdom, United States of America and Zimbabwe.**

The Bureau of the CFA in 1994 was composed of: **Mr Mirza Tasadduq Hussain Beg of Bangladesh, Chairperson; Mr John Bailey of Australia, First Vice-Chairman; and Mr Filibus Bature of Nigeria, Second Vice-Chairman.**

The Sub-Committee on Projects (SCP) is a subsidiary body of the CFA. It usually meets twice a year to undertake a technical scrutiny of development projects, protracted refugee operations and budget increases submitted by the Executive Director. It also reviews reports and other technical matters submitted by the Executive Director. The SCP is composed of 28 members of the Committee, 18 of which are nominated by the group of developing countries and 10 by the group of economically more developed countries.

Members of the SCP in 1994 were: **Angola, Australia, Bangladesh, Brazil, Cameroon, Canada, Chad, Cuba, Democratic People's Republic of Korea, Denmark, El Salvador, Ethiopia, France, Germany, Ghana, Haiti, India, Indonesia, Italy, Japan, Mexico, Netherlands, Niger, Nigeria, Norway, Pakistan, Saudi Arabia and United States of America.**

## MAJOR ACTIVITIES OF THE CFA IN 1994

In 1994, the CFA held its two annual meetings as well as several informal meetings. The Thirty-seventh Session of the CFA took place from 19 to 26 May and the Thirty-eighth Session from 12 to 16 December 1994.

During 1994, the CFA addressed major issues related to the governance of the Programme, its policy orientation and the resources and long-term financing required for carrying out WFP's mandate. In addition, the CFA approved development projects, PROs and budget increases recommended by the SCP for approval.

### Governance

At its Thirty-seventh Session, the Executive Director brought to the attention of the Committee General Assembly resolution 48/162 - "Further measures for the restructuring and revitalization of the United Nations in the economic, social and related fields". The resolution adopted on 20 December 1993 addresses the roles of the General Assembly and ECOSOC. Paragraphs 21 to 30 of this resolution focus on the governing bodies of the United Nations development funds and programmes, which should be transformed into Executive Boards composed of 36 members and will be responsible for providing inter-governmental support to, and supervision of, the activities of each fund or programme under the authority of ECOSOC.

Paragraph 30 of the resolution states that "the same arrangements should apply to the Committee on Food Aid Policies and Programmes of the World Food Programme, and consultations between the United Nations and the Food and Agriculture Organization of the United Nations should be undertaken as soon as possible for this purpose, in view of the fact that the World Food Programme is an autonomous joint organ of both. This process should lead to the adoption of parallel resolutions by the General Assembly and the Conference of the Food and Agriculture Organization."

In order to prepare the necessary decisions which follow from General Assembly resolution 48/162, the CFA decided to establish an open-ended working group with the task of looking into the necessary changes to the General Regulations arising from the resolution. The group met several times during the summer of 1994. Its recommendations were submitted to the Thirty-eighth Session of the CFA, which decided to forward, through ECOSOC to the General Assembly and through the FAO Council to the FAO Conference, the draft of the Programme's revised General Regulations as well as the draft parallel resolutions required to transform the CFA into an Executive Board. The General Assembly and the FAO Conference are expected to consider this matter in 1995.

## Policy

There was a major review of WFP's policies, objectives and strategies at the Thirty-seventh Session of the CFA in May 1994. The process of review continued at the Thirty-eighth Session (December 1994), which approved the WFP Mission Statement, drafted by a 14-member working group.

As part of the review of WFP's policies, objectives and strategies, and in line with General Assembly resolution 47/199, the CFA at its Thirty-eighth Session expressed full support for a programme approach (based on the preparation of CSOs followed by a programme of country activities), and endorsed the proposed implementation strategy, with the proviso, *inter alia*, that country programmes be firmly embedded in national priorities and programmes; that they also be fully harmonized with the activities of other United Nations agencies; that the preparation of CSOs be strengthened; and, that adequate attention be paid to the monitoring of progress and impact of country programmes.

## Resources and long-term financing

During 1994, both in its annual sessions as well as during informal working groups, the Committee devoted great attention to studying the financial situation of the Programme. A working group on options for WFP's resources policies and long-term financing was established by the Committee at its Thirty-eighth Session. The working group will, *inter alia*, make proposals for increasing the predictability of available resources and flexibility in their use. An interim report of the working group will be submitted to the CFA in May 1995.

At the Thirty-eighth Session, the CFA also agreed that an operational reserve should be established at a level of up to \$57 million.

## Approval of recommendations of the SCP

In 1994, the CFA approved 14 development projects, six protracted refugee/displaced person operations and three budget revisions which were recommended by the SCP. The CFA took note of budget increases, protracted relief operations and development projects approved by the Executive Director, as well as the report of the Executive Director on approved emergency operations. The total value of newly-approved WFP activities, including budget revisions, was \$1,368 million for the year.

## Annex III

## DEVELOPMENT PROJECTS APPROVED IN 1994

Country, project number	Project title	Food beneficiaries per annum ('000)	Total WFP food commitments ('000 tons)	Total WFP cost (\$ million)	Total cost (\$ million)	Duration (years)
Bangladesh 2197 (Exp.9)	Rural development programme	6 300	140.8	30.8	54.6	1.0
Bhutan 3734 (Exp.1)	Assistance to primary and post-primary students, and hospital patients	47	10.9	3.7	9.2	4.0
China 4355	Integrated development of low-yielding land in four poverty-stricken counties of Dabieshan mountain, Xinyang prefecture, Henan province	575	100.2	16.6	31.2	5.0
Dominican Republic 5276	School feeding in the poor and economically depressed areas	95	5.2	4.0	18.3	3.0
Ecuador 3096 (Exp.1)	School feeding programme for improvement of basic education in priority areas	495	23.1	10.1	22.7	3.0
Egypt 2499 (Exp.3)	Settlement of newly-developed land	72	55.5	18.6	112.6	5.0
Ghana 4932	Supplementary feeding and health and nutrition education	83	12.9	5.5	7.0	4.0
Guatemala 5360/Q	Post-war assistance to returnees, displaced persons and needy population	60	9.5	2.9	6.2	1.5
India 2206 (Exp.6)	Support to Integrated Child Development Services (ICDS)	2 200	151.7	61.0	131.2	3.0
India 2783 (Exp.1)	Poverty alleviation through forestry activities and tribal development in Gujarat	610	33.2	9.0	40.3	3.0
Jamaica 5471	Poverty reduction and food security through the development of human resources	215	90.3	14.9	84.9	3.0
Lesotho 3853 (Exp.1)	Food assistance to primary schools	157	28.9	13.3	19.9	5.0
Mozambique 5331	Reconstruction and rehabilitation in rural Mozambique	257	30.8	12.2	54.7	5.0
Peru 4808	Food assistance to pre-school and primary schoolchildren in rural areas	224	102.5	17.0	24.4	3.0
Senegal 3867 (Exp.1)	Community public works and sanitation programme	190	8.3	3.6	1.4	4.0
Sierra Leone 2663 (Exp.2)	Agricultural development and training	31	9.7	6.1	22.3	4.0
Sri Lanka 2627 (Exp.2)	Excavation and conservation of the monuments and sites in the Cultural Triangle	25	5.4	1.5	11.0	2.5
<b>Total</b>		<b>11 636</b>	<b>819</b>	<b>231</b>	<b>652</b>	
<b>Budget increases</b>			<b>42</b>	<b>23</b>		



# Annex IV

## PROTRACTED REFUGEE AND DISPLACED PERSON OPERATIONS APPROVED IN 1994

Country, operation number	Operation title	Beneficiaries ('000)	Total WFP food commitments ('000 tons)	Total WFP cost (\$ million)	Total cost (\$ million)	Duration (years)
Afghanistan Regional (Afghanistan 5086 (Exp.2), Pakistan 4256 (Exp.5), Iran 4258 (Exp.5))	Refugee and displaced person projects	3725.4	246.5	95.3	133.9	1.0
Cambodia 5483	1994/95 programme for rehabilitation in Cambodia to assist returnees, internally displaced persons and vulnerable groups	100	14.0	4.5	26.7	1.0
Central African Republic 5358	Food assistance for Sudanese refugees	25	4.0	4.2	4.8	1.0
Liberia 4604 (Exp.3)	Food assistance to Liberian and Sierra Leonean refugees and displaced persons in Liberia, Côte d'Ivoire, Guinea and Sierra Leone	2535	214.9	96.3	133.1	1.0
Mauritania 5413	Food aid for Malian Tuareg refugees	55	9.2	4.2	9.7	1.0
Mexico 4163 (Exp.3)	Assistance to Guatemalan refugees	19.5	8.0	0.9	2.4	1.0
Sri Lanka 5346 (Exp.1)	Assistance to displaced persons	50	8.6	2.4	3.4	1.0
Uganda 4171 (Exp.4)	Food aid for Sudanese refugees in Uganda	230	62.3	22.2	36.3	0.5
Zambia 5428	Refugees from Angola, Somalia and Zaire	33.5	5.4	1.7	2.8	1.0
<b>Total</b>		<b>6773</b>	<b>573</b>	<b>232</b>	<b>353</b>	
<b>Budget increases</b>			<b>69</b>	<b>24</b>		

## Annex V

## EMERGENCY OPERATIONS APPROVED IN 1994

Country, operation number	Operation title	Beneficiaries ( <sup>'000</sup> )	Total WFP food commitments ( <sup>'000</sup> tons)	Total WFP cost (\$ million)	Duration (months)
Algeria 5418	Assistance to displaced Tuaregs from Niger and Mali	42	4.4	2.4	7
Angola 5298 (Exp.1)	Assistance to conflict and drought victims	1 936	164.2	83.3	6
Benin (Exp.3)	Assistance to Togalese refugees	60	3.4	0.6	5
Burkina Faso 5152 (Exp.2)	Assistance to Tuareg refugees	20	1.8	0.8	6
Central African Republic 5244 (Exp.2)	Assistance to Chadian refugees	12	1.1	0.6	6
Congo 5266 (Exp.1)	Assistance to Angolan refugees	4.5	0.5	0.3	10
Eritrea 5405	Assistance to agro-pastoralists, pastoralists and vulnerable groups	1 376	89.2	32.7	5
Ethiopia 5411	Assistance to drought-affected farmers and displaced persons	2 650	54.7	21.7	2
Former Yugoslavia 5142 (Exp.2)	Assistance to refugees, displaced persons and other affected populations in the six republics of the former Yugoslavia	4 121.5	260.7	150.8	9
Georgia 5315 (Exp.1)	Assistance to internally displaced persons and vulnerable groups	483	41.4	20.9	12
Ghana 5452	Assistance to internally displaced persons	150	11.0	4.0	6
Guinea-Bissau 5018 (Exp.2)	Assistance to Senegalese refugees	15	1.1	0.7	6
Haiti 5010 (Exp.2)	Returnees and vulnerable groups	100	4.5	3.2	6
Haiti 5539	Emergency feeding of pre-school children	20	0.7	0.5	6
Iraq 5311 (Exp.2)	Assistance to destitute groups	1 325	102.3	33.6	6
Kenya 5412 (and Exp.1)	Assistance for drought victims and vulnerable groups	1 000	110.1	45.2	12
Kyrgyzstan 5441	Food assistance to vulnerable groups	250	8.8	3.9	6
Laos 5445	Assistance to drought victims	44.4	5.8	2.0	6
Malawi 5498	Food assistance to drought victims	1 700	194.5	53.4	9

Continued...

## EMERGENCY OPERATIONS APPROVED IN 1994

Country, operation number	Operation title	Beneficiaries ('000)	Total WFP food commitments ('000 tons)	Total WFP cost (\$ million)	Duration (months)
Philippines 5432	Assistance to typhoon victims	100	2.6	0.7	2
Rwanda/Burundi Regional (Burundi 5387 (Exp.1), Rwanda 5388 (Exp.1 & 2), Tanzania 5389 (Exp.1), Zaire 5390 (Exp.1, 2 & 3))	Food assistance to Burundese displaced people/refugees in Burundi, Rwanda, Tanzania and Zaire	2 950	327.4	205.7	12
Rwanda 5450	Food assistance to drought victims	243	18.0	9.2	5
Somalia 5036 (Exp.4)	Support for emergency rehabilitation and reconstruction	533	79.5	44.0	12
Sudan 5016 (Exp.2)	Emergency relief and rehabilitation	1 500	39.0	23.5	4
Syria 5201 (Exp.1)	Iraqi refugees in Syria	3	0.4	0.2	9
Tajikistan 5253 (Exp.1)	Returnees, internally displaced and war-affected people	605	38.6	16.7	12
Tanzania 5384 (and Exp.1)	Assistance to drought victims	350	44.9	12.9	12
Tanzania 5470 (and Exp.1)	Food assistance to refugees and displaced people	400	72.2	36.4	11
Togo 5440 (and Exp.1)	Assistance to Ghanaian refugees	6	0.7	0.2	8
Turkey 5451	Bosnian and Iraqi refugees in Turkey	6	0.7	0.3	6
Uganda 5507	Assistance to Rwandese and Zafrican refugees	45	4.1	2.0	6
Viet Nam 5423	Assistance to ethnic Vietnamese refugees from Cambodia	35	2.6	0.6	6
Yemen 5520	Feeding of displaced people and other civil strife victims	300	10.8	3.9	2
Yemen 4954 (Exp.2)	Assistance to Somali refugees in Yemen	14.3	2.1	1.0	10
Zaire 5048 (Exp.2)	Assistance to vulnerable groups in Kinshasa	30	1.8	1.1	6
<b>Total</b>		<b>22 430</b>	<b>1 706</b>	<b>819</b>	
<b>Budget increases</b>			<b>69</b>	<b>39</b>	

# Statistical Tables

Table 1:  
WFP OPERATIONAL EXPENDITURES<sup>1</sup> BY TYPE, 1990-94 (\$ thousand)

	1990		1991		1992		1993		1994	
	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent
<b>TOTAL</b>	926 046	100	1 326 734	100	1 571 907	100	1 481 553	100	1 392 720	100
<b>DEVELOPMENT</b>	498 645	54	487 751	37	469 746	30	398 391	27	311 474	22
<b>Agricultural and rural development</b>	295 342		275 739		268 739		217 380		180 923	
Agricultural production	223 413		202 180		195 427		141 705		134 919	
Food reserves	90		-1 109		1 538		4 662		-17	
Rural infrastructure	41 756		39 800		39 709		58 243		29 596	
Settlement	30 083		34 869		32 066		12 770		16 425	
<b>Development of human resources</b>	201 711		211 812		201 006		181 006		130 551	
MCH and primary schools	182 855		197 057		191 642		169 298		109 486	
Secondary and other educational training	18 856		14 755		9 364		11 708		21 065	
<b>Other</b>	1 592		200		1		5		0	
Industry and mining	1 592		200		1		5		0	
<b>RELIEF</b>	261 155	28	586 325	44	868 092	55	865 820	58	873 501	63
<b>Emergency</b>	91 535		275 485		464 848		541 288		609 815	
Drought/crop failures	14 779		110 308		256 679		169 323		110 627	
Man-made disasters	72 330		161 561		199 788		366 533		494 078	
Sudden natural disasters	4 426		3 615		8 380		5 432		5 110	
<b>PRO/PDPO</b>	169 620		310 840		403 244		324 533		263 686	
Protracted displaced person operations	216		27 111		41 257		141 649		109 119	
Protracted refugee operations	169 404		283 729		361 987		182 883		154 567	
<b>EXTRA BUDGETARY</b>	166 245	18	252 658	19	234 069	15	217 342	15	207 745	15

<sup>1</sup> Total expenditures exclusive of programme support, administrative and other non-operational costs. They also exclude such operational expenditures as insurance premium and cost of warehouse facilities that cannot be apportioned by project/operation. The aforementioned expenditures from 1990 to 1994 amounted to 99.7, 105.1, 114.0, 108.5 and 107.1 \$ million respectively. Negative figures represent financial adjustments.

Table 2:

**WFP OPERATIONAL EXPENDITURES<sup>1</sup> BY COUNTRY, REGION AND TYPE, 1990-94** (\$ thousand)

	1990				1991			
	Development	Relief	Extra-budgetary	TOTAL	Development	Relief	Extra-budgetary	TOTAL
<b>SUB-SAHARAN AFRICA</b>								
Angola	3 879	4 156	2 141	10 176	4 261	15 082	6 682	26 024
Benin	3 974	0	156	4 130	1 877	-7	178	2 048
Botswana	2 075	-1 302	247	1 021	2 397	0	116	2 513
Burkina Faso	7 155	0	102	7 257	5 383	-2	91	5 471
Burundi	2 886	-3	69	2 952	1 585	0	8	1 594
Cameroon	914	0	700	1 614	4 320	2 400	181	6 901
Cape Verde	7 275	0	2 283	9 558	5 845	0	922	6 767
Central African Republic	3 757	0	-8	3 749	2 218	991	76	3 285
Chad	8 632	-146	1 995	10 481	6 680	4 418	2 211	13 309
Comoros	1 081	0	132	1 213	841	0	95	935
Congo	987	0	0	987	1 224	0	0	1 224
Côte d'Ivoire	2 830	3 629	101	6 560	5 110	36	466	5 612
Djibouti	969	601	401	1 971	476	1 710	-134	2 052
Equatorial Guinea	2 571	0	60	2 632	2 181	0	6	2 186
Eritrea	0	0	0	0	0	0	0	0
Ethiopia	9 023	38 454	40 988	88 465	12 372	159 156	77 277	248 804
Gambia	2 684	0	85	2 769	4 403	1 238	7	5 648
Ghana	10 366	0	-6	10 360	13 749	0	318	14 067
Guinea	3 682	4 835	97	8 614	1 305	2 449	464	4 218
Guinea-Bissau	3 680	0	11	3 692	1 546	180	128	1 855
Kenya	3 517	0	-1	3 516	8 997	1 331	317	10 645
Lesotho	8 330	0	48	8 378	8 354	0	446	8 800
Liberia	742	22 034	155	22 930	0	74 700	4 046	78 745
Madagascar	657	-47	170	779	1 159	6 664	186	8 008
Malawi	3 286	32 313	7 739	43 337	2 350	56 185	746	59 281
Mali	8 021	0	438	8 459	3 984	0	-96	3 887
Mauritania	3 248	2 485	328	6 061	3 657	6 996	876	11 529
Mauritius	2 467	0	17	2 484	2 404	0	0	2 404
Mozambique	6 129	19 181	8 569	33 879	6 473	25 445	3 774	35 692
Namibia	0	2 018	0	2 018	0	2 470	45	2 514
Niger	8 773	0	0	8 773	8 515	1 579	97	10 190
Rwanda	287	1 208	453	1 948	1 153	510	1 506	3 170
Sao Tome & Principe	3 237	0	0	3 237	1 978	0	129	2 107
Senegal	5 586	5 134	952	11 673	3 312	5 530	134	8 977
Seychelles	450	0	21	471	136	0	2	138
Sierra Leone	630	513	139	1 281	1 906	62	290	2 258
Somalia	4 834	13 997	2 692	21 523	-449	11 826	412	11 789
Sudan	4 645	9 752	23 241	37 637	8 945	18 554	87 515	115 015
Swaziland	1 290	2 308	10	3 608	991	1 056	17	2 065
Tanzania	5 300	974	1 511	7 785	5 827	648	406	6 881

1992				1993				1994			
Development	Relief	Extra-budgetary	TOTAL	Development	Relief	Extra-budgetary	TOTAL	Development	Relief	Extra-budgetary	TOTAL
3 923	33 995	8 662	46 580	1 381	37 277	18 705	57 362	221	82 693	23 947	106 861
3 684	-10	4	3 678	2 299	3 353	1 638	7 290	1 496	422	536	2 454
4 239	2 001	-31	6 209	3 242	944	522	4 708	3 149	7	127	3 283
3 037	75	58	3 170	6 893	457	60	7 409	2 844	9	145	2 998
2 082	0	71	2 152	3 464	1 076	428	4 968	1 159	54 163	8 867	64 189
811	-116	149	844	1 633	255	-15	1 872	1 779	0	643	2 422
6 132	0	1 746	7 878	5 480	0	125	5 606	2 847	0	1 799	4 646
2 298	1 736	170	4 205	1 448	4 314	-18	5 744	-299	3 420	0	3 122
7 312	-294	-47	6 971	5 447	-11	50	5 485	4 876	0	66	4 942
1 595	0	2	1 597	1 647	0	2	1 649	-25	0	0	-25
854	0	0	854	881	203	0	1 083	217	219	9	445
4 503	-161	39	4 381	5 755	0	580	6 335	3 871	0	592	4 463
167	201	1 507	1 875	439	2 005	395	2 839	157	3 010	117	3 284
1 218	0	251	1 469	2 720	0	113	2 832	-30	0	-3	-33
0	15 695	0	15 695	2	14 532	709	15 243	0	26 349	4 389	30 738
10 944	86 489	33 135	130 568	16 331	66 463	18 485	101 280	1 206	17 956	7 022	26 184
3 995	-39	19	3 975	2 224	17	398	2 640	2 970	0	2	2 972
6 116	0	199	6 315	8 348	5 037	1 626	15 011	3 483	4 940	834	9 257
4 525	-1 187	152	3 491	3 125	0	341	3 466	2 691	0	-418	2 273
2 884	150	543	3 577	3 722	522	-15	4 229	2 053	162	6	2 220
8 174	52 265	11 329	71 769	16 028	68 950	3 939	88 918	340	40 583	7 784	48 706
6 822	4 827	562	12 211	6 065	648	387	7 100	4 077	1 220	371	5 667
0	67 688	1 862	69 551	0	62 068	3 908	65 976	0	58 742	6 262	65 004
1 439	9 859	638	11 937	1 955	852	74	2 881	1 363	-246	288	1 405
3 394	129 286	7 249	139 929	2 419	64 829	1 661	68 909	3 972	39 936	1 570	45 478
4 636	0	132	4 768	3 142	0	14	3 156	1 745	0	27	1 772
4 192	609	636	5 436	5 122	14 811	1 198	21 131	2 247	4 626	386	7 259
1 436	0	-17	1 419	1 457	0	0	1 457	58	0	0	58
2 806	82 785	14 977	100 567	2 516	52 529	3 775	58 820	6 851	33 610	7 237	47 697
1 577	4 970	470	7 017	2 953	131	907	3 991	-871	761	73	-36
13 279	654	635	14 569	5 885	-269	471	6 087	5 770	0	1 350	7 120
1 751	5 569	-16	7 304	3 300	46 313	4 325	53 939	76	42 883	4 780	47 738
5 156	0	541	5 697	1 913	0	695	2 608	1 386	0	0	1 387
6 172	3 591	46	9 809	5 051	3 531	0	8 582	2 918	84	19	3 021
108	0	18	126	40	0	84	125	-2	0	0	-2
2 794	-81	221	2 934	2 853	0	1 912	4 764	1 406	0	-523	883
-259	43 332	20 831	63 904	0	55 339	21 112	76 451	6	15 253	9 816	25 075
7 125	37 402	50 325	94 852	4 587	39 741	46 524	90 853	6 287	74 647	29 762	110 696
697	6 852	72	7 622	4	3 813	2 177	5 993	0	2 252	-8	2 244
3 536	-51	459	3 944	2 674	2 683	2 324	7 681	699	37 137	5 651	43 487

Continued...

Table 2:

**WFP OPERATIONAL EXPENDITURES<sup>1</sup> BY COUNTRY, REGION AND TYPE, 1990-94** (\$ thousand)

	1990				1991			
	Development	Relief	Extra-budgetary	TOTAL	Development	Relief	Extra-budgetary	TOTAL
<b>SUB-SAHARAN AFRICA (continued)</b>								
Togo	1 691	0	71	1 762	648	0	18	666
Uganda	9 236	6 119	1 181	16 535	6 838	10 853	369	18 060
Zaire	0	3 151	80	3 231	0	2 187	0	2 187
Zambia	591	1 190	825	2 606	1 926	986	289	3 202
Zimbabwe	0	3 404	-24	3 380	0	4 188	5	4 192
Not specified	0	0	0	0	0	0	0	0
<b>Total region</b>	<b>161 367</b>	<b>175 953</b>	<b>98 171</b>	<b>435 491</b>	<b>156 877</b>	<b>419 422</b>	<b>190 620</b>	<b>766 919</b>
<b>SOUTH AND EAST ASIA</b>								
Bangladesh	49 994	-73	1 272	51 193	46 611	-27	994	47 578
Bhutan	2 514	0	29	2 543	4 031	0	-3	4 028
Cambodia	0	0	4 780	4 780	0	0	9 050	9 050
China	8 637	0	15	8 652	21 629	0	-5	21 624
India	44 051	0	41	44 092	45 435	0	38	45 473
Indonesia	6 872	1 085	-1	7 956	6 153	1 510	-30	7 634
Lao, People's Dem. Rep.	-13	5	3	-5	23	5	-64	-36
Mongolia	0	0	0	0	0	0	2 464	2 464
Myanmar	0	0	10	10	0	0	13	13
Nepal	6 331	-172	412	6 570	972	-6	137	1 103
Pakistan	5 422	46 452	10 872	62 746	10 007	85 420	1 842	97 269
Philippines	262	2 478	-3	2 737	946	3 030	0	3 977
Samoa	0	1 035	0	1 035	0	0	0	0
Sri Lanka	3 549	-5	154	3 699	1 888	0	110	1 997
Thailand	0	0	27 615	27 615	0	0	27 638	27 638
Vanuatu	0	0	0	0	0	0	0	0
Viet Nam	11 443	-8	783	12 218	16 722	-171	150	16 700
<b>Total region</b>	<b>139 063</b>	<b>50 798</b>	<b>45 980</b>	<b>235 842</b>	<b>154 418</b>	<b>89 761</b>	<b>42 335</b>	<b>286 513</b>
<b>LATIN AMERICA &amp; THE CARIBBEAN</b>								
Antigua and Barbuda	0	0	0	0	0	0	25	25
Barbados	0	0	0	0	0	0	0	0
Bolivia	6 542	0	14	6 555	6 230	0	146	6 376
Brazil	12 596	-29	0	12 567	12 459	0	0	12 459
Chile	0	0	0	0	1 332	0	0	1 332
Colombia	1 953	0	0	1 953	2 614	0	0	2 614
Costa Rica	1 447	983	7	2 437	368	-9	100	459
Cuba	13 191	0	0	13 191	12 478	0	0	12 478
Dominica	-17	0	0	-17	250	0	25	275
Dominican Republic	199	0	3	202	282	0	0	282
Ecuador	7 543	0	0	7 543	8 443	0	197	8 639
El Salvador	7 882	221	1	8 105	12 328	-3	144	12 469
Grenada	-13	0	0	-13	246	0	39	285

1992				1993				1994			
Development	Relief	Extra-budgetary	TOTAL	Development	Relief	Extra-budgetary	TOTAL	Development	Relief	Extra-budgetary	TOTAL
1 288	0	0	1 288	335	0	81	416	1 501	151	0	1 652
4 346	6 373	122	10 841	7 578	8 375	1 028	16 981	4 790	13 020	608	18 417
0	5 870	0	5 869	0	5 918	0	5 918	0	46 325	7 432	53 758
2 206	17 636	4 042	23 883	2 390	5 286	1 366	9 042	4 856	864	249	5 968
0	59 140	0	59 140	0	5 210	0	5 210	0	4 409	0	4 409
0	0	4 255	4 255	0	0	18 840	18 840	0	0	13 068	13 068
152 990	677 113	166 020	996 124	154 746	577 203	160 932	892 882	84 138	609 606	144 881	838 626
64 485	10 185	1 881	76 551	20 448	3 053	1 503	25 004	45 747	21 230	21	66 999
3 031	0	60	3 090	2 234	0	191	2 425	1 015	0	5	1 020
0	0	23 177	23 177	0	0	20 094	20 094	0	0	10 031	10 031
28 120	0	0	28 120	23 782	0	0	23 782	24 746	0	109	24 855
43 878	0	101	43 980	25 705	0	576	26 281	28 014	0	271	28 284
12 657	1 826	254	14 738	2 807	758	-3	3 562	5 239	461	-97	5 603
0	3 433	0	3 433	0	926	0	926	0	1 758	1 404	3 162
0	0	-194	-194	0	1 791	-208	1 583	0	82	618	700
0	0	3	3	0	0	0	0	0	0	1 386	1 386
1 344	4 536	163	6 043	640	9 462	-132	9 970	1 048	6 416	264	7 728
2 822	82 853	1 208	86 882	2 548	9 613	873	13 035	4 112	29 822	1 295	35 229
573	2 044	0	2 618	38	747	0	785	302	706	0	1 008
0	1 378	0	1 378	0	-1	0	-1	0	0	0	0
2 643	2 021	981	5 645	1 191	2 103	6	3 301	3 294	2 318	2	5 614
0	0	23 414	23 414	0	0	4 969	4 969	0	0	1 487	1 487
0	-22	0	-22	0	0	0	0	0	0	0	0
11 511	295	408	12 214	15 357	149	385	15 891	13 115	554	1 377	15 046
171 064	108 548	51 456	331 069	94 750	28 602	28 255	151 606	126 633	63 348	18 171	208 153
150	0	0	150	38	0	0	38	0	0	0	0
0	0	20	20	0	0	-1	-1	0	0	0	0
6 297	0	8	6 306	10 256	0	367	10 622	1 724	0	400	2 124
9 672	0	0	9 672	9 208	0	1	9 208	7 150	0	0	7 150
-35	0	0	-35	-1	0	0	-1	-2	0	0	-2
5 864	0	0	5 864	1 348	0	0	1 348	4 938	0	11	4 949
1 302	18	159	1 479	1 015	0	0	1 015	1 081	0	-2	1 079
5 360	338	-15	5 683	7 420	1 795	85	9 300	2 341	69	1 162	3 571
210	0	0	210	223	0	0	223	0	0	0	0
332	0	0	332	206	0	38	244	523	0	0	523
3 431	246	123	3 800	115	733	-14	835	213	0	250	464
15 580	0	130	15 709	5 657	-9	183	5 831	1 321	0	-5	1 316
416	0	0	416	270	0	0	270	0	0	0	0

Continued...



Table 2:

**WFP OPERATIONAL EXPENDITURES' BY COUNTRY, REGION AND TYPE, 1990-94** (\$ thousand)

	1990				1991			
	Development	Relief	Extra-budgetary	TOTAL	Development	Relief	Extra-budgetary	TOTAL
<b>LATIN AMERICA &amp; THE CARIBBEAN (continued)</b>								
Guatemala	17 996	0	54	18 049	15 488	0	77	15 564
Guyana	1 264	0	34	1 298	701	0	0	701
Haiti	1 606	0	111	1 717	477	0	152	629
Honduras	3 303	2 737	160	6 201	5 022	440	20	5 482
Jamaica	6 348	0	22	6 371	3 240	0	103	3 343
Mexico	8 604	1 568	0	10 172	4 175	1 078	0	5 253
Nicaragua	3 489	2 368	1 730	7 587	6 460	577	94	7 130
Panama	591	0	0	591	422	0	0	422
Paraguay	2 110	0	0	2 110	2 191	0	50	2 241
Peru	3 945	0	6 712	10 656	8 185	0	10 116	18 300
St. Kitts and Nevis	0	0	0	0	0	0	32	32
St. Lucia	-13	0	0	-13	0	0	0	0
St. Vincent & the Grenadines	1	0	56	57	0	0	30	30
<b>Total region</b>	<b>100 566</b>	<b>7 848</b>	<b>8 902</b>	<b>117 316</b>	<b>103 391</b>	<b>2 084</b>	<b>11 348</b>	<b>116 823</b>
<b>NORTH AFRICA &amp; MIDDLE EAST</b>								
Afghanistan	0	2 710	10 279	12 989	0	6 724	116	6 840
Algeria	0	2 276	3	2 278	1	3 665	524	4 190
Cyprus	0	0	0	0	0	0	0	0
Egypt	10 141	0	0	10 141	13 479	0	253	13 732
Gaza/West Bank	0	0	211	211	771	0	44	815
Iran	0	9 930	1 548	11 477	0	26 687	2 583	29 270
Iraq	0	0	0	0	0	30 527	35	30 562
Jordan	1 169	8 096	541	9 806	5 500	6 806	3 871	16 177
Lebanon	4 245	7	590	4 842	3 476	299	710	4 485
Marocco	25 756	0	0	25 756	16 937	0	50	16 987
Syrian Arab Republic	22 649	0	0	22 649	13 361	0	90	13 451
Tunisia	11 880	1 683	0	13 563	3 398	5	0	3 402
Turkey	872	1 855	0	2 726	1 083	345	0	1 427
Yemen	20 937	0	20	20 958	15 059	0	79	15 139
<b>Total region</b>	<b>97 649</b>	<b>26 556</b>	<b>13 192</b>	<b>137 396</b>	<b>73 065</b>	<b>75 058</b>	<b>8 355</b>	<b>156 479</b>
<b>EUROPE &amp; NIS</b>								
Armenia	0	0	0	0	0	0	0	0
Azerbaijan	0	0	0	0	0	0	0	0
Georgia	0	0	0	0	0	0	0	0
Kyrgyzstan	0	0	0	0	0	0	0	0
Tajikistan	0	0	0	0	0	0	0	0
Yugoslavia (former)	0	0	0	0	0	0	0	0
Not specified NIS	0	0	0	0	0	0	0	0
<b>Total region</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>GRAND TOTAL</b>	<b>498 645</b>	<b>261 155</b>	<b>166 245</b>	<b>926 046</b>	<b>487 751</b>	<b>586 325</b>	<b>252 658</b>	<b>1 326 734</b>

1992				1993				1994			
Development	Relief	Extra-budgetary	TOTAL	Development	Relief	Extra-budgetary	TOTAL	Development	Relief	Extra-budgetary	TOTAL
2 320	0	43	2 363	7 379	0	0	7 379	5 033	0	141	5 173
519	0	-14	505	1 108	0	82	1 190	1 306	0	108	1 414
3 060	226	-7	3 279	1 451	2 006	218	3 676	1 709	231	106	2 046
3 204	-31	2 653	5 826	3 736	0	632	4 368	5 579	0	20	5 599
1 628	0	-1	1 627	5 124	0	-26	5 098	1 307	0	0	1 307
2 191	2 105	44	4 340	7 635	2 205	19	9 858	6 238	1 959	246	8 443
8 209	-12	499	8 695	2 887	12	31	2 931	6 710	-6	864	7 568
1 139	0	208	1 346	719	0	-21	697	-35	0	1	-34
1 801	0	7	1 808	3 842	0	0	3 842	163	0	0	163
6 901	1 432	429	8 762	10 155	191	975	11 321	6 101	0	15	6 117
393	0	10	402	153	0	0	153	0	0	0	0
3	0	0	3	0	0	0	0	0	0	0	0
549	0	-1	548	315	0	0	315	0	0	0	0
80 496	4 322	4 295	89 112	80 260	6 934	2 569	89 762	53 399	2 253	3 317	58 969
0	20 124	4 448	24 572	0	33 602	5 930	39 532	0	19 450	5 142	24 593
0	6 478	-99	6 380	0	4 822	346	5 168	0	7 036	23	7 059
0	0	0	0	0	0	0	0	0	0	0	0
12 372	0	0	12 372	10 468	0	-7	10 461	14 004	0	0	14 004
86	0	154	240	5	0	282	287	2 124	0	934	3 059
0	11 198	26	11 223	0	12 388	0	12 388	0	2 945	0	2 945
0	19 176	6 983	26 159	0	21 974	4 656	26 631	0	14 031	659	14 690
4 072	158	179	4 409	4 529	47	-73	4 503	3 668	5	2	3 675
2 174	-1	-18	2 154	1 874	0	10	1 885	1 124	0	0	1 124
22 871	0	229	23 100	23 199	0	-50	23 149	8 916	0	23	8 939
10 762	0	0	10 762	14 146	182	0	14 328	13 791	278	1	14 070
2 605	0	0	2 605	3 693	1	28	3 722	3 658	-6	0	3 652
1 423	2 106	0	3 529	960	71	0	1 031	70	283	0	353
8 832	411	188	9 430	9 761	951	-28	10 684	-51	2 175	102	2 226
65 196	59 650	12 089	136 934	68 635	74 038	11 094	153 768	47 304	46 197	6 887	100 388
0	0	0	0	0	797	47	844	0	6 879	454	7 333
0	0	0	0	0	1 083	128	1 210	0	8 100	463	8 563
0	0	0	0	0	281	694	975	0	5 685	1 872	7 557
0	0	0	0	0	0	0	0	0	1 783	52	1 835
0	0	0	0	0	2 903	331	3 235	0	5 908	138	6 046
0	18 459	210	18 669	0	173 980	13 292	187 271	0	123 743	27 266	151 009
0	0	0	0	0	0	0	0	0	0	4 244	4 244
0	18 459	210	18 669	0	179 043	14 492	193 535	0	152 097	34 489	186 586
469 746	868 092	234 069	1 571 907	398 391	865 820	217 342	1 481 553	311 474	873 501	207 745	1 392 720

<sup>1</sup> Total expenditures exclusive of programme support, administrative and other non-operational costs. They also exclude such operational expenditures as insurance premiums and cost of warehouse facilities that cannot be apportioned by project/operation. The aforementioned expenditures from 1990 to 1994 amounted to 99.7, 105.1, 114.0, 108.5 and 107.1 \$ million respectively. Negative figures represent financial adjustments.

Table 3:

**TOTAL AND PER CAPITA WFP EXPENDITURES<sup>1</sup> FOR DEVELOPMENT PROJECTS AND RELIEF OPERATIONS BY COUNTRY CATEGORY AND REGION, 1990-94**

	1990			1991			1992			1993			1994		
	Expenditures (\$ 000)	% of total	Per capita (\$)	Expenditures (\$ 000)	% of total	Per capita (\$)	Expenditures (\$ 000)	% of total	Per capita (\$)	Expenditures (\$ 000)	% of total	Per capita (\$)	Expenditures (\$ 000)	% of total	Per capita (\$)
<b>ALL RECIPIENTS</b>															
Total	759 801	100.0	0.21	1 074 076	100.0	0.29	1 337 838	100.0	0.36	1 264 211	100.0	0.33	1 184 975	100.0	0.31
<b>BY INCOME GROUP (GNP per capita)<sup>2</sup></b>															
500 dollars or less	469 887	61.8	0.18	667 121	62.1	0.25	888 555	66.4	0.32	716 459	56.7	0.26	725 359	61.2	0.26
501 - 1,500 dollars	241 322	31.8	0.45	311 440	29.0	0.58	353 137	26.4	0.62	297 439	23.5	0.50	285 118	24.1	0.48
1,501 - 2,500 dollars	35 574	4.7	0.15	44 743	4.2	0.26	36 038	32.7	0.22	28 498	2.3	0.17	18 205	1.5	0.11
over 2,500 dollars	13 017	1.7	0.09	50 772	4.7	0.19	60 108	4.5	0.22	221 815	17.5	0.80	156 294	13.2	0.57
<b>BY SPECIAL STATUS CATEGORY<sup>3</sup></b>															
Least-developed countries	363 721	47.9	0.92	573 569	53.4	1.24	740 521	55.4	1.55	634 011	50.2	1.29	620 170	52.3	1.27
Landlocked countries	129 436	17.0	0.91	153 307	14.3	1.02	330 518	24.7	2.12	253 223	20.0	1.57	230 770	19.5	1.43
Low-income, food-deficit countries	647 432	85.2	0.21	926 688	86.3	0.30	1 148 098	85.8	0.36	960 215	76.0	0.30	966 423	81.6	0.30
- China & India	52 689	6.9	0.03	67 064	6.2	0.03	71 998	5.4	0.04	49 487	3.9	0.02	52 760	4.5	0.03
- Without China & India	594 744	78.3	0.56	859 624	80.0	0.79	1 076 100	80.4	0.96	910 728	72.0	0.79	913 663	77.1	0.77
<b>BY REGION/COUNTRY GROUP</b>															
Sub-Saharan Africa	337 320	44.4	0.90	576 299	53.7	1.48	830 104	62.0	2.07	731 950	57.9	1.80	693 744	58.5	1.71
South and East Asia	189 862	25.0	0.07	244 179	22.7	0.09	279 612	20.9	0.11	123 351	9.8	0.05	189 981	16.0	0.07
- Without China & India	137 173	18.1	0.24	177 114	16.5	0.31	207 614	15.5	0.35	73 864	5.8	0.12	137 221	11.6	0.23
Latin America & the Caribbean	108 414	14.3	0.29	105 474	9.8	0.27	84 817	6.3	0.23	87 194	6.9	0.23	55 652	4.7	0.15
North Africa & Middle East	124 205	16.3	0.46	148 124	13.8	0.50	124 846	9.3	0.41	142 674	11.3	0.45	93 500	7.9	0.30
Europe and NIS <sup>4</sup>	—	—	—	—	—	—	18 459	1.4	1.74	179 043	14.2	5.43	152 097	12.8	4.06

<sup>1</sup> Exclusive of extra-budgetary (non-programmable) expenditures. Also excluded are programme support, administrative and other non-operational costs, and other non-operational costs, and such operational expenditures as insurance premiums and cost of warehouse facilities that cannot be apportioned by project/operation. The aforementioned expenditures from 1990 to 1994 amounted to 265.9, 357.8, 348.1, 325.8 and 314.8 \$ million respectively.

<sup>2</sup> GNP per capita and population estimates are based on World Bank data. For 1994, the GNP per capita and population in 1993 were applied.

<sup>3</sup> Actual classifications for each year.

<sup>4</sup> Relief only.

Table 4:

**TOTAL PLEDGES AND CONTRIBUTIONS ANNOUNCED FOR THE BIENNIUM 1993-94, BY DONOR**  
 (as at 31 December 1994, in \$ thousand)

Donor	Regular	IRA 93	IRA 94	PRO 93	PRO 94	IEFR 93	IEFR 94	NFI 93	NFI 94	SEO 93-94	Other <sup>1</sup>	TOTAL
Argentina	4 000.0	—	—	—	—	—	—	—	—	—	—	4 000.0
Australia	73 602.9	425.4	—	2 621.2	—	1 741.4	—	281.9	—	2 169.9	4 176.3	85 019.0
Austria	7 500.0	—	—	—	—	—	1 673.4	—	—	—	1 894.3	11 067.7
Barbados	6.5	—	—	—	—	—	—	—	—	—	—	6.5
Belgium	4 030.4	—	—	1 300.0	—	6 456.0	500.0	—	—	500.0	1 319.7	14 106.0
Bhutan	2.2	—	—	—	—	—	—	—	—	—	—	2.2
Botswana	9.8	—	—	—	—	—	—	—	—	—	—	9.8
Burundi	4.4	—	—	—	—	—	—	—	—	—	—	4.4
Canada	138 729.5	1 551.2	3 972.3	30 021.2	28 500.6	574.1	2 847.1	793.7	751.5	1 819.5	40 348.1	249 908.9
Chile	5.0	—	—	—	—	—	—	—	—	—	—	5.0
China	2 200.0	—	—	—	—	—	—	—	—	—	—	2 200.0
Colombia	280.0	—	—	—	—	—	—	—	—	—	—	280.0
Cuba	2 400.0	—	—	—	—	—	—	—	—	—	—	2 400.0
Cyprus	6.4	—	—	—	—	—	—	—	—	—	—	6.4
CEC	112 194.2	—	—	84 903.1	82 957.5	111 142.7	111 423.1	—	—	17 579.6	16 237.0	536 437.3
Denmark	70 529.6	—	—	1 847.3	3 449.0	7 692.6	5 026.4	—	—	197.6	197.6	88 940.0
Djibouti	1.0	—	—	—	—	—	—	—	—	—	—	1.0
Dominica	1.0	—	—	—	—	—	—	—	—	—	—	1.0
DHA	—	—	—	—	—	7 082.2	500.0	—	—	82.8	417.1	8 082.1
Egypt	400.0	—	—	—	—	—	—	—	—	—	—	400.0
Finland	14 723.6	—	—	1 506.9	2 637.0	3 118.0	3 279.4	—	—	2 002.8	426.5	27 694.3
France	5 912.2	—	—	11 357.3	12 419.7	668.0	4 660.8	—	325.0	177.6	5 529.5	41 050.1
Germany	55 106.8	1 260.0	204.0	7 602.9	12 536.0	23 971.3	36 761.1	—	—	1 005.4	29.5	138 476.5
Greece	300.0	—	—	—	—	—	—	—	—	63.6	—	363.6
Honduras	3.8	—	—	—	—	—	—	—	—	—	—	3.8
Hungary	195.0	—	—	—	—	—	—	—	—	—	—	195.0
Iceland	17.8	—	—	—	—	6.4	—	—	—	—	—	24.2
ICRC	—	—	—	—	—	—	265.8	—	—	—	—	265.8
India	1 920.0	—	—	—	—	—	—	—	—	—	—	1 920.0
Indonesia	180.0	—	—	—	—	—	—	—	—	—	—	180.0
Iran	44.0	—	—	—	—	—	—	—	—	—	—	44.0
Ireland	2 052.0	—	—	557.4	—	—	500.0	—	—	394.7	—	3 504.1
Italy	10 482.4	—	—	1 308.4	—	—	—	—	509.6	—	8 042.9	20 343.3
Japan	30 700.0	1 000.0	1 000.0	54 950.7	27 272.7	13 532.2	6 535.7	1 000.0	1 000.0	17 973.5	61 670.8	216 635.6
Jordan	81.0	—	—	—	—	—	—	—	—	—	—	81.0

Continued...

Donor	Regular	IRA 93	IRA 94	PRO 93	PRO 94	IEFR 93	IEFR 94	NFI 93	NFI 94	SEO 93-94	Other <sup>1</sup>	TOTAL
Kenya	0.6	—	—	—	—	—	—	—	—	—	—	0.6
Madagascar	0.8	—	—	—	—	—	—	—	—	—	—	0.8
Malaysia	11.8	—	—	—	—	—	—	—	—	—	—	11.8
Mali	2.1	—	—	—	—	—	—	—	—	—	—	2.1
Malta	2.5	—	—	—	—	3.0	—	—	—	—	—	5.5
Mauritius	5.7	—	—	—	—	—	—	—	—	—	—	5.7
Namibia	1.0	—	—	—	—	—	—	—	—	—	—	1.0
Netherlands	55 833.0	1 405.9	4 248.0	7 669.0	10 766.5	26 475.7	18 370.6	2 375.6	2 741.2	29 290.1	989.9	160 165.4
New Zealand	404.9	134.0	—	—	—	26.5	—	—	—	—	—	565.4
Norway	58 144.5	994.0	920.4	1 266.7	920.4	3 935.7	3 360.6	1 100.7	1 426.7	467.0	1 101.8	73 638.5
Others	—	—	—	—	—	—	—	—	—	1 008.4	—	1 008.4
Pakistan	1 305.6	—	—	—	—	—	—	—	—	—	—	1 305.6
Panama	2.0	—	—	—	—	—	—	—	—	—	—	2.0
Philippines	38.0	—	—	—	—	—	—	—	—	—	—	38.0
Portugal	50.0	—	—	—	—	—	—	—	—	145.0	—	195.0
Rep. of Korea	120.0	—	—	—	—	—	—	—	—	—	—	120.0
Saudi Arabia	15 000.0	—	—	—	—	—	—	—	—	—	—	15 000.0
Spain	596.8	—	—	—	—	2 309.5	1 831.0	—	—	—	—	4 737.3
Special cash	—	—	—	—	—	—	—	0.7	—	—	—	0.7
Sri Lanka	214.3	—	—	—	—	—	—	—	—	—	—	214.3
Sudan	—	—	—	—	—	2 793.2	—	—	—	—	—	2 793.2
Sweden	30 590.3	5 000.0	5 723.7	5 762.9	12 155.1	9 413.4	8 008.0	2 775.7	1 221.7	20 131.9	1 415.9	102 198.5
Switzerland	10 143.4	—	1 200.0	8 738.5	5 203.7	6 473.7	10 705.7	—	—	1 187.4	3 810.4	47 462.7
Syrian Arab Rep.	18.8	—	—	—	—	—	—	—	—	—	—	18.8
Tanzania	4.1	—	—	—	—	—	—	—	—	—	—	4.1
Tunisia	39.8	—	—	—	—	—	—	—	—	—	—	39.8
Turkey	120.0	—	—	—	—	—	—	—	—	—	—	120.0
UK	11 512.1	1 081.3	1 004.7	4 643.6	2 527.2	13 082.8	57 082.6	—	—	7 640.8	608.1	99 183.1
UN agencies	—	—	—	—	—	—	—	1 001.7	—	—	—	1 001.7
USA	259 996.2	—	3 000.0	147 708.8	78 254.9	321 922.0	282 090.7	—	—	47 554.8	395.4	1 140 922.9
Viet Nam	18.0	—	—	—	—	—	—	—	—	—	—	18.0
Yemen	8.7	—	—	—	—	—	—	—	—	—	—	8.7
Individuals	—	—	—	—	—	—	—	9.7	12.3	—	—	22.0
NGOs	—	—	—	—	—	—	—	—	—	690.0	—	690.0
<b>TOTAL</b>	<b>981 806.4</b>	<b>12 851.8</b>	<b>21 273.2</b>	<b>373 765.6</b>	<b>279 600.4</b>	<b>562 420.4</b>	<b>555 422.0</b>	<b>9 339.7</b>	<b>7 988.0</b>	<b>152 082.4</b>	<b>148 610.7</b>	<b>3 105 160.6</b>

<sup>1</sup> Resource category includes JPO contributions for the biennium 1993-94 and bilateral contributions to WFP-assisted projects/operations ("multi-bilateral") for 1994 only.

Table 5:  
**MAJOR DONORS TO WFP BY TYPE OF PLEDGE OR CONTRIBUTION, BIENNIUM 1993-94**  
 (as at 31 December 1994, in \$ thousand)

Rank	TOTAL <sup>1</sup>		Regular		IRA		PRO	
	Donor	Value	Donor	Value	Donor	Value	Donor	Value
1	USA	1 140 922.9	USA	259 996.2	Sweden	10 723.7	USA	225 963.7
2	CEC	536 437.3	Canada	138 729.5	Netherlands	5 653.9	CEC	167 860.6
3	Canada	249 908.9	CEC	112 194.2	Canada	5 523.6	Japan	82 223.4
4	Japan	216 635.6	Australia	73 602.9	USA	3 000.0	Canada	58 521.8
5	Netherlands	160 165.4	Denmark	70 529.6	UK	2 086.0	France	23 777.0
6	Germany	138 476.9	Norway	58 144.5	Japan	2 000.0	Germany	20 138.9
7	Sweden	102 198.5	Netherlands	55 833.0	Norway	1 914.4	Netherlands	18 435.5
8	UK	99 183.1	Germany	55 106.8	Germany	1 464.0	Sweden	17 917.9
9	Denmark	88 940.0	Japan	30 700.0	Switzerland	1 200.0	Switzerland	13 942.2
10	Australia	85 019.0	Sweden	30 590.3			UK	7 170.8
11	Norway	73 638.5	Saudi Arabia	15 000.0			Denmark	5 296.3
12	Switzerland	47 462.7	Finland	14 723.6			Finland	4 143.9
13	France	41 050.1	UK	11 512.1			Australia	2 621.2
14	Finland	27 694.3	Italy	10 482.4			Norway	2 187.1
15	Italy	20 343.3	Switzerland	10 143.4			Italy	1 308.4
16	Saudi Arabia	15 000.0	Austria	7 500.0			Belgium	1 300.0
17	Belgium	14 106.0	France	5 912.2				
18	Austria	11 067.7	Belgium	4 030.4				
19	DHA	8 082.1	Argentina	4 000.0				
20	Spain	4 737.3	Cuba	2 400.0				
21	Argentina	4 000.0	China	2 200.0				
22	Ireland	3 504.1	Ireland	2 052.0				
23	Sudan	2 793.2	India	1 920.0				
24	Cuba	2 400.0	Pakistan	1 305.6				
25	China	2 200.0						
26	India	1 920.0						
27	Pakistan	1 305.6						
28	UN Agencies	1 001.7						

<sup>1</sup> Listed individually are all donors that pledged or contributed a total of more than \$1 million for the biennium 1993-94.

<sup>2</sup> Resource category includes JPO contributions for biennium 1993-94 and bilateral contributions to WFP-assisted projects/operations ("multi-bilateral") for 1994 only.

Rank	IEFR		Special emergencies		Non-food items		Other <sup>1</sup>	
	Donor	Value	Donor	Value	Donor	Value	Donor	Value
1	USA	604 012.8	USA	47 554.8	Netherlands	5 116.8	Japan	61 670.8
2	CEC	222 565.9	Netherlands	29 290.1	Sweden	3 997.4	Canada	40 348.1
3	UK	70 165.3	Sweden	20 131.9	Norway	2 527.4	CEC	16 237.0
4	Germany	60 732.4	Japan	17 973.5	Japan	2 000.0	Italy	8 042.9
5	Netherlands	44 846.3	CEC	17 579.6	Canada	1 545.2	France	5 529.5
6	Japan	20 067.9	UK	7 640.8	UN Agencies	1 001.7	Australia	4 176.3
7	Sweden	17 421.4	Australia	2 169.9			Switzerland	3 810.4
8	Switzerland	17 179.3	Finland	2 002.8			Austria	1 894.3
9	Denmark	12 719.0	Canada	1 819.5			Sweden	1 415.9
10	DHA	7 582.2	Switzerland	1 187.4			Belgium	1 319.7
11	Norway	7 296.3	Germany	1 005.4			Norway	1 101.8
12	Belgium	6 956.0					Netherlands	989.9
13	Finland	6 397.4						
14	France	5 328.8						
15	Spain	4 140.5						
16	Canada	3 421.2						
17	Sudan	2 793.2						
18	Australia	1 741.4						
19	Austria	1 673.4						