Report on the utilization of WFP’s advance financing mechanisms during the period 1 January–31 December 2017

Draft decision*

The Board takes note of the “Report on the utilization of WFP’s advance financing mechanisms during the period 1 January–31 December 2017” (WFP/EB.A/2018/6-D/1/Rev.1) and approves an increase in the ceiling of the Global Commodity Management Facility from USD 350 million to USD 500 million.

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

1. WFP continues to be funded entirely by voluntary contributions. The lives and livelihoods of the people WFP serves depend upon the timely transfer of benefits, which can be better guaranteed through the advance financing mechanisms at WFP’s disposal.

2. This report describes the use of advance financing resources in 2017, during which they have been used to fund projects, to purchase food in anticipation of requests for food distributions and to support corporate services.

Advance financing for the release of funds to projects

3. Three mechanisms were deployed in 2017 to provide projects with advance financing or spending authority:

i) Internal project lending (IPL): This mechanism allows forecast contributions to a project to serve as collateral to support spending on the project before the contributions are confirmed. The Executive Board has approved a ceiling for IPL of USD 570 million. This level is guaranteed through the operational reserve of USD 95.2 million, leveraged at a ratio of 6:1.

ii) Macro advance financing (MAF): This mechanism is similar to IPL and is managed within the IPL ceiling of USD 570 million, but spending authority is based on a general funding forecast acting as collateral instead of specific forecast contributions. MAF was begun on a pilot basis in 2016; it was continued on the same basis in 2017, but fewer countries benefitted from it.

iii) The Immediate Response Account (IRA): The IRA enables WFP to finance specific activities addressing life-threatening situations. Funding allocations from the IRA are made without the need for collateral since the IRA is an existing reserve established by the Executive Board. The IRA is replenished through direct donor contributions (see annex I). IRA funds allocated to a given project may be revolved when a project allocation is reimbursed from donor contributions made directly to the project (see annex III). The IRA target level is USD 200 million for each financial period.

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1 Internal project lending is a component of WFP’s Working Capital Financing Facility.

2 WFP/EB.2/2014/5-A/1, paragraphs 9–11.
4. Figure 1 illustrates the process used for deciding whether to deploy IPL or the IRA.

**Figure 1: Decision making process for deploying IPL or the IRA**

- **Request process for assistance**
  - Does the request represent a life-threatening need?
  - Yes → Immediate Response Account (IRA)
  - No → Does the project have low/medium/high forecast collateral?
  - No → Operational reserve (USD 95.2 million)
  - Yes → Yes → No → Does the request represent the greatest need and is multilateral funding available for collateral?
  - No → Internal Project Lending Facility USD 570 million

- **Assistance mechanism**
  - Is the IRA allocation made as a grant?
  - No → Is an eligible contribution subsequently received for repayment?
  - Yes → Loan repaid; funds revolved
  - No → Converted to grant

- **Repayment**
  - Yes → No

- **Safety nets**
  - IRA balance
  - Operational reserve (USD 95.2 million)

**Use of internal project lending in 2017**

5. IPL can be used to provide spending authority for projects when resources exist in the form of forecast contributions that serve as collateral for the advance. Table 1 shows the history of IPL from its inception in 2004. In 2017, the total value advanced reached USD 1.278 billion (see Annex IV) – an increase of 17 percent from the previous record in 2014. These advances were made for 67 distinct operations, including under 11 country portfolio budgets. Protracted relief and recovery operations (PRROs) accounted for 68.0 percent of these advances’ total value, while emergency operations (EMOPs) accounted for 24.5 percent, country portfolio budgets 4.9 percent, special operations 2.3 percent and country programmes 0.3 percent.
TABLE 1: INTERNAL PROJECT LENDING, 2004–2017

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of loans</th>
<th>Amount advanced (USD million)</th>
<th>Average loan amount (USD million)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004</td>
<td>5</td>
<td>27.1</td>
<td>5.4</td>
</tr>
<tr>
<td>2005</td>
<td>10</td>
<td>154.5</td>
<td>15.5</td>
</tr>
<tr>
<td>2006</td>
<td>4</td>
<td>36.8</td>
<td>9.2</td>
</tr>
<tr>
<td>2007</td>
<td>21</td>
<td>157.3</td>
<td>7.5</td>
</tr>
<tr>
<td>2008</td>
<td>58</td>
<td>324.6</td>
<td>5.6</td>
</tr>
<tr>
<td>2009</td>
<td>35</td>
<td>227.1</td>
<td>6.5</td>
</tr>
<tr>
<td>2010</td>
<td>62</td>
<td>427.3</td>
<td>6.9</td>
</tr>
<tr>
<td>2011</td>
<td>64</td>
<td>439.1</td>
<td>6.9</td>
</tr>
<tr>
<td>2012</td>
<td>120</td>
<td>636.1</td>
<td>5.3</td>
</tr>
<tr>
<td>2013</td>
<td>132</td>
<td>675.2</td>
<td>5.1</td>
</tr>
<tr>
<td>2014</td>
<td>161</td>
<td>1 092.8</td>
<td>6.8</td>
</tr>
<tr>
<td>2015</td>
<td>157</td>
<td>777.5</td>
<td>5.0</td>
</tr>
<tr>
<td>2016</td>
<td>179</td>
<td>1 072.4</td>
<td>6.0</td>
</tr>
<tr>
<td>2017</td>
<td>176</td>
<td>1 277.7</td>
<td>7.3</td>
</tr>
<tr>
<td>All years</td>
<td>1 184</td>
<td>7 325.6</td>
<td>6.2</td>
</tr>
</tbody>
</table>

6. The value of advances made in 2017 increased by USD 205.3 million – 19 percent – from 2016. The largest advances were provided for WFP’s operations in the Syrian Arab Republic and the Syrian regional response (USD 469.5 million), West Africa (USD 131.4 million), Yemen (USD 96 million), Somalia (USD 81 million), Ethiopia (USD 74.9 million) and Uganda (USD 58.8 million). These operations alone received 54 advances – 31 percent of all advances made during the year – and accounted for 71 percent of the total value of all IPL advances.

**Syrian Arab Republic**

An IPL advance of USD 99 million in February 2017 enabled the Syrian Arab Republic country office to cover imminent shortfalls for April and May and build up in-country stocks, ensuring the provision of a stable food basket and the distribution of a nearly full general food basket from April onwards. The level of available stocks gradually increased, providing a buffer against possible supply disruptions in the country, where lead times are long and import procedures strict.

On 15 May, another advance of USD 56 million helped to prevent pipeline breaks that were anticipated to begin in August 2017. It also ensured that the general food basket remained as close as possible to the resource-based plan – in line with WFP guidance – until September. The advance enabled the supply chain for the Syrian PRRO to remain at an optimum level, with two months of stocks available in-country and requirements for an additional month in transit. This was particularly helpful after the country office was notified that it could no longer procure from Turkey and needed to identify new supply sources.
Nigeria

In the first quarter of 2017, WFP faced significant resource shortfalls, forcing WFP to review its priorities. To optimize funding for its EMOP and ensure that the most vulnerable beneficiaries received assistance, WFP developed a nuanced prioritization plan focusing on the most critically food-insecure populations in consultation with donors and partners.

Taking advantage of IPL, WFP was able to use advances made between January and May 2017 to procure food earlier, reduce pipeline breaks and increase the predictability of operations, enabling it to scale up during the lean season.

Flexible funding for food assistance and the use of the Global Commodity Management Facility (GCMF) enabled WFP to address the needs of 1.1 million vulnerable people on average each month, scale up its critical life-saving operation in Borno and Yobe states and expand coverage to Adamawa state. This contributed to a reduction in the use of negative coping strategies while ensuring that food assistance was provided in a safe and dignified manner.

According to the October 2017 cadre harmonisé, the number of people facing critical and crisis food and nutrition insecurity in Borno, Adamawa and Yobe states was expected to drop from an estimated 5.2 million between June and August 2017 to 2.6 million between October and December.

Yemen

During 2017, IPL was a key factor in covering pipeline needs for the EMOP in Yemen. While the EMOP was 90 percent funded in 2017, advance financing allowed 11 percent of the total requirement of USD 874 million to be made available in time to cover pipeline gaps.

Given Yemen's complex operating environment including challenges at all stages of the supply chain, 3–5 months are required on average to convert donor contributions into assistance. While WFP used local procurement and the GCMF to expedite deliveries, these options have limitations and require at least two months of lead time. IPL was critical, enabling WFP to avoid delivery delays by providing spending authority based on donor collateral and to start the procurement process in time for efficient delivery.

The advances received during the EMOP allowed WFP to purchase over 117,000 mt of food and provide over USD 16.5 million in cash-based transfers.

During November 2017, and following the blockade of ports and airports in Yemen and fighting in Sana’a and elsewhere in early December, the country office requested use of the IRA for the airlift of 100 mt of high-energy biscuits to newly displaced populations with no access to cooking facilities or clean water. The USD 532,000 received from the IRA enabled the pre-positioning of enough high-energy biscuits to assist 121,428 beneficiaries for one week.

MAF pilots in 2017

7. MAF takes IPL one step further by providing budget authority based on the overall funding forecast rather than specifically identified contributions acting as collateral for an advance. The funding forecast projects the level of resources that a country office may reasonably expect based on past contribution trends and an assessment of donors’ funding intentions. The principal aim of MAF is to increase the predictability of resources available to programmes and increase their efficiency and effectiveness through timely spending authority. In 2015, the Executive Board was informed of the plan to pilot MAF in 2016, with an upper limit of between USD 150 million and USD 200 million set aside from the IPL ceiling.³
8. Table 2 shows the country offices participating in MAF pilots in 2017 and the financial status of the 2017 pilots in March 2018.

<table>
<thead>
<tr>
<th>Country</th>
<th>Project</th>
<th>2017 needs-based plan</th>
<th>2017 resource-based plan</th>
<th>MAF released</th>
<th>MAF advance repaid</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mali</td>
<td>PRRO 200719</td>
<td>99.0</td>
<td>54.2</td>
<td>9.4</td>
<td>9.4</td>
</tr>
<tr>
<td>Ethiopia</td>
<td>PRRO 200700</td>
<td>131.0</td>
<td>100.5</td>
<td>18.7</td>
<td>14.0</td>
</tr>
<tr>
<td>Kenya</td>
<td>PRRO 200737</td>
<td>88.4</td>
<td>58.4</td>
<td>7.9</td>
<td>7.9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>36.0</strong></td>
<td></td>
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</tbody>
</table>

9. The report on the utilization of WFP's advance financing facilities during in 2016 explained the positive impacts of MAF, which include the mitigation of pipeline breaks and ration cuts and the ability to take advantage of favourable commodity prices.

10. The report also noted challenges identified in the MAF pilots that hindered optimal implementation. These challenges included the earmarking of received contributions for other activities, making it difficult to repay advances made through MAF, and a high level of manual intervention required in the repayment process to match MAF expenditures with donor conditions, which hindered MAF expansion. Difficulties were also encountered in repaying MAF advances to country programmes in the 2016 pilots, and country programmes were, as a result, excluded from MAF for 2017.

11. Nevertheless, the clear benefits of MAF are sufficiently persuasive to call for WFP to continue its efforts to overcome the constraints. The Boston Consulting Group is supporting WFP in reviewing the work of the Strategic Resource Allocation Committee on the use of “softly” earmarked contributions in order to determine how such contributions can be used to achieve better outcomes. This includes a review of options for establishing a MAF safety net and a more holistic approach to the resources at WFP’s disposal (including the operational reserve).

**Use of the IRA in 2017**

12. The IRA was established in December 1991 to provide immediate assistance in emergencies. Annex II details 2017 IRA allocations to operations requiring rapid injections of resources to respond to life-threatening situations in the absence of forecast contributions. If an operation receives no contributions after receiving an IRA allocation and the ability to repay is compromised, either part of or the entire original allocation may be converted to a grant.

13. The IRA received USD 61.9 million in new contributions in 2017, including a transfer of USD 15 million from the Programme Support and Administration Equalization Account. Taken together with the USD 114.5 million revolved during that year, the total inflow for 2017 amounted to USD 176.4 million.

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*WFP/EB.A/2017/6-J/1.*
**TABLE 3: IRA MOVEMENTS, 2010–2017 (USD MILLION)**

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>New contributions</td>
<td>37.3</td>
<td>38.1</td>
<td>56.2</td>
<td>52.1</td>
<td>53.1</td>
<td>107.3</td>
<td>47.6</td>
<td>61.9</td>
</tr>
<tr>
<td>Allocations</td>
<td>151.9</td>
<td>161.9</td>
<td>126.1</td>
<td>165.3</td>
<td>182.0</td>
<td>164.2</td>
<td>215.2</td>
<td>154.2</td>
</tr>
<tr>
<td>Revolved funds</td>
<td>113.0</td>
<td>104.4</td>
<td>82.4</td>
<td>88.6</td>
<td>132.6</td>
<td>95.3</td>
<td>125.2</td>
<td>114.5</td>
</tr>
</tbody>
</table>

14. IRA allocations during 2017 totalled USD 154.2 million (see table 3). These funds were utilized for 11 PRROs (USD 68.2 million), two special operations (USD 5.3 million), three EMOPs (USD 16.7 million), seven crisis-response activities under country portfolio budgets (USD 42.3 million), 15 immediate-response EMOPs approved under the delegated authority of country directors, regional directors and the Director of Emergencies (USD 16.2 million) and 14 preparedness allocations (USD 5.6 million).

15. In 2017, the largest IRA allocations were made to operations in Somalia and the Democratic Republic of the Congo, both of which received approximately USD 40 million, accounting for 52 percent of the total IRA allocations made that year. Other large allocations (exceeding USD 5 million) were made to Myanmar, Niger and Tanzania.

**Somalia**

Eight advances were made to Somalia during 2017, amounting to USD 121 million (USD 40 million from the IRA and USD 81 million from IPL). With these funds, WFP was able to purchase over 8,000 mt of critical nutritious food from the GCMF, enabling rapid delivery of assistance at the height of the famine emergency response. The advances also allowed a rapid and timely scale up of cash-based transfers, with over USD 60 million transferred to vulnerable Somalis.

The first IRA allocation was granted in February 2017 at the start of the emergency response, allowing for timely emergency assistance while donor funding was being negotiated. Additional IRA grants and IPL allocations made throughout the year enabled WFP to maintain the highest possible level of assistance. Without this funding, the country office's ability to mitigate major pipeline breaks and assist 3.1 million drought-affected Somalis would have been severely reduced.

**Democratic Republic of the Congo**

The IRA accounted for more than 43 percent of resources utilized by WFP in Kasai during 2017. It enabled WFP to:

- procure and transport more than 19,000 tons of food and USD 750,000 in cash;
- assist 400,000 people in the most food-insecure areas, in collaboration with partners; and
- provide critical nutrition assistance to 44,000 children and pregnant and lactating women.

Using the IRA in tandem with the Central Emergency Response Fund and direct donor contributions, WFP has been able to continue scaling up its response in Kasai.

**Myanmar**

An IRA advance allowed WFP to procure 9,560 tons of rice, peas, vegetable oil, iodized salt and enriched flour. The first delivery of these commodities took place at the end of December 2017, just prior to the start of the country strategic plan.

This allocation has had a crucial impact on more than 150,000 vulnerable people in Rakhine state. The country office was able to manage the critical funding situation and move from a PRRO to a CSP in January 2018, avoiding substantial shortfalls in January. Timing of the allocation was also a critical factor in allowing the country office to prioritize resources in anticipation of the Level 3 emergency in Rakhine.
At the end of 2017, the IRA balance was USD 35.9 million, compared with USD 13.8 million at the end of 2016. Outstanding advances made to projects but not yet repaid or converted to grants totalled USD 89.5 million at year end.

**IRA grants made during 2017**

During 2017, 63 allocations made during 2016 and 2017 were converted into grants. These allocations totalled USD 103.7 million, including those made to immediate-response EMOPs and in support of preparedness activities.

**Advance financing for corporate services**


Three advances totalling USD 5.7 million were made from the Capital Budgeting Facility to support the Logistics Execution Support System, bringing the total advanced since 2013 to USD 37.3 million, and to construct a new Mali country office in Bamako. Recovery of the LESS advance continued throughout 2017. USD 14.7 million was recovered during the year, leaving an outstanding balance of USD 7.7 million.

In addition, six other advances totalling USD 4.4 million were made in 2017 for fee-for-service activities focusing on wellness, security, telecommunications and evaluations.

**Advance financing for food purchase prior to requests from projects**

The GCMF enables food purchases to be made and commodities to be pre-positioned in advance of requests from specific projects. It improves WFP’s effectiveness by anticipating needs and resources and setting the supply process in motion early, enabling WFP to exploit favourable market conditions and reduce response times in emergencies. It is administered through a special account.

WFP maintains food inventories for certain planning zones to reduce delivery lead times. These inventories are replenished according to aggregated demand and projected resources and shortfalls. Food is released for specific projects upon receipt of confirmed contributions or advances from IPL or allocations from the IRA. Since its inception in 2008, the approved GCMF level has increased from USD 60 million to USD 350 million in order to provide for operations covering large areas and for more non-cereal foods.

**Highlights in 2017**

Each year, the GCMF plays an increasingly important role in enabling WFP to reach beneficiaries effectively and efficiently by providing a steady supply of commodities with reduced lead times and with better value for money. In 2017, the GCMF accounted for 46 percent of food purchased by country offices – the highest share ever delivered through the facility.

In 2017, the GCMF provided food for an estimated 32 million people by transferring 1.7 million mt to 44 country offices. This is the highest quantity delivered through the facility in a single year. The GCMF is also increasingly supporting local and regional purchases: 45 percent of the commodities purchased through the facility during 2017 were sourced from local and regional markets in East, West and Southern Africa.

Countries purchasing from the facility were able to deliver food to beneficiaries in an average of 41 days, or nearly three months earlier than through the conventional procurement process.
26. Countries facing unfolding crises sourced their food almost exclusively from GCMF: seven out of the top ten GCMF “customers” were affected by Level-2 or Level-3 emergencies and were provided with a total of 1.2 million mt of food with reduced lead times. When purchasing from the facility, WFP offices responding to the “four famines” and other emergencies received food after an average of 38 days – 68 percent faster than through conventional procurement.

27. The average monthly GCMF inventory in 2017 was 532,000 mt; this steady flow of supplies enabled WFP to meet operational requirements promptly. Unsold stocks at discharge ports averaged 62,000 mt, minimizing the risk of prolonged storage costs and maximizing lead-time gains.

28. The GCMF has also flexibly managed the USD 350 million ceiling between active planning zones. The ability to quickly allocate funds where they are most needed while decreasing envelope allocations in areas phasing out of emergencies has allowed WFP to provide a more effective response to unfolding food crises. For example, the supply line in Southern Africa was expanded in the second half of 2017 to support the response to the Kasai crisis in the Democratic Republic of the Congo. This allowed WFP to reduce procurement lead time by more than two months on average.

29. The GCMF’s potential is now constrained by the USD 350 million ceiling previously approved by the Board. To maximize its effectiveness, a further expansion of the facility is required to ensure that a growing number of WFP operations can benefit from faster delivery of food.

**Request for an expansion of the GCMF ceiling**

**a) Background**

30. In 2008, WFP allocated USD 60 million from the Working Capital Financing Facility to a special account for a pilot project exploring the potential of forward planning and purchasing.\(^5\) Between June 2008 and July 2010, 440,000 mt of cereals and a small quantity of pulses were purchased through the GCMF. In September 2010, the Canadian International Development Agency provided a CAD 20 million grant to support the facility, enabling WFP to expand the pilot to include non-cereal foods, develop capacity for local procurement in countries with surplus production and enhance in-house capacities.\(^6\)

31. In November 2010 – after the successful implementation of the pilot – the Executive Board approved an increased allocation of USD 150 million from the Working Capital Financing Facility to the GCMF special account, expanding the model to include non-cereals and a wider geographic area for procurement.\(^7\) In mid-2011, a continuous global pipeline to several defined zones was launched under parameters defined by the Executive Director and the Executive Management Group. Supply lines were established to East Africa, West Africa, Southern Africa and the Middle East – plus a global supply line for nutritious food – under the supervision of the special account manager.

32. Following demonstrated efficiency gains produced through the use of the facility, the Executive Board approved a request to increase GCMF authority to USD 300 million in June 2012.\(^8\) In November 2013, this authority was further increased by USD 50 million in

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\(^5\) “Forward Purchase Facility” (WFP/EB.A/2012/6-B/1).

\(^6\) Ibid.

\(^7\) “Review of the Working Capital Financing Facility” (WFP/EB.2/2010/5-B/1).

\(^8\) “Forward Purchase Facility” (WFP/EB.A/2012/6-B/1).
order to meet potential sudden surges in needs during unfolding emergencies. In 2014, the Board approved the separation of the GCMF from the Working Capital Financing Facility.

b) GCMF achievements 2011–2017

Share of total volume of food handled by WFP

Since its expansion in mid-2011, the GCMF has become responsible for an increasing share of WFP’s food supply chain. The quantity of food purchased through the facility increased from 377,000 mt in 2011 to 1.7 million mt in 2017, while the share of GCMF purchases of the total amount of food handled by WFP increased from 10 percent in 2011 to 46 percent in 2017.

<table>
<thead>
<tr>
<th>Year</th>
<th>Cash-funded purchases (mt)</th>
<th>In-kind funding (mt)</th>
<th>Share of GCMF purchases (percent)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>GCMF purchases</td>
<td>Direct cash purchases</td>
<td></td>
</tr>
<tr>
<td>2011</td>
<td>377 000</td>
<td>1 984 000</td>
<td>1 242 000</td>
</tr>
<tr>
<td>2012</td>
<td>612 000</td>
<td>1 312 000</td>
<td>1 344 000</td>
</tr>
<tr>
<td>2013</td>
<td>850 000</td>
<td>1 232 000</td>
<td>959 000</td>
</tr>
<tr>
<td>2014</td>
<td>815 000</td>
<td>1 388 000</td>
<td>1 103 000</td>
</tr>
<tr>
<td>2015</td>
<td>844 000</td>
<td>1 334 000</td>
<td>1 296 000</td>
</tr>
<tr>
<td>2016</td>
<td>1 356 000</td>
<td>1 230 000</td>
<td>1 188 000</td>
</tr>
<tr>
<td>2017</td>
<td>1 738 000</td>
<td>1 192 000</td>
<td>844 000</td>
</tr>
</tbody>
</table>

In 2017, GCMF purchases accounted for approximately 60 percent of WFP’s total cash-funded purchases. While many large operations rely on the GCMF for nearly all of their cash-funded requirements, several smaller projects source their food exclusively from the facility.

<table>
<thead>
<tr>
<th>Recipient country</th>
<th>GCMF purchases (mt)</th>
<th>Direct cash purchases (mt)</th>
<th>Share of GCMF purchases (percent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yemen (Level 3)</td>
<td>338 000</td>
<td>127 000</td>
<td>73</td>
</tr>
<tr>
<td>Ethiopia (Level 2)</td>
<td>307 000</td>
<td>6 000</td>
<td>98</td>
</tr>
<tr>
<td>South Sudan (Level 3)</td>
<td>189 000</td>
<td>2 000</td>
<td>99</td>
</tr>
<tr>
<td>Uganda</td>
<td>173 000</td>
<td>14 000</td>
<td>93</td>
</tr>
<tr>
<td>Nigeria (Level 3)</td>
<td>152 000</td>
<td>30 000</td>
<td>84</td>
</tr>
<tr>
<td>Malawi</td>
<td>90 000</td>
<td>3 000</td>
<td>97</td>
</tr>
</tbody>
</table>

11 WFP. Food PO report (ZSCR035).
12 Ibid.
### TABLE 5: 2017 GCMF VS. DIRECT CASH PURCHASES FOR TOP TEN GCMF CLIENTS

<table>
<thead>
<tr>
<th>Recipient country</th>
<th>GCMF purchases (mt)</th>
<th>Direct cash purchases (mt)</th>
<th>Share of GCMF purchases (percent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Syrian Arab Republic (Level 3)(^{13})</td>
<td>67 000</td>
<td>403 000</td>
<td>14</td>
</tr>
<tr>
<td>Kenya (Level 2)</td>
<td>55 000</td>
<td>3 000</td>
<td>94</td>
</tr>
<tr>
<td>United Republic of Tanzania</td>
<td>46 000</td>
<td>5 000</td>
<td>90</td>
</tr>
</tbody>
</table>

**Lead-time gain**

35. In 2017, country offices purchasing from the GCMF delivered assistance to beneficiaries after an average of 41 days from the confirmation of the contribution funding the assistance: this represents a 66 percent reduction when compared to the 120-day average lead time in the conventional procurement process\(^{14}\) and is a further improvement on the 46-day average in 2016.

c) **Main constraints of the GCMF**

**Availability**

36. Currently, the USD 350 million GCMF envelope is fully utilized as a result of the increase in needs in the Horn of Africa, Nigeria, South Sudan and Yemen. Most of WFP’s Level-2 and Level-3 emergencies have come to rely upon GCMF for up to 100 percent of their cash-funded procurements.

37. At the beginning of 2017, the Middle East GCMF supply line serving the Syria+5 Level-3 emergency was put on hold because of the proximity of the main sourcing area in Turkey. To comply with import restrictions enacted by the Government of the Syrian Arab Republic, WFP had to reduce its food procurement from Turkey significantly. The GCMF supply line for the Middle East was consequently reactivated to allow timely purchases from other countries. In the second half of 2017, the Asia regional bureau also requested activation of a GCMF supply line in order to reduce delivery lead times in Afghanistan, Pakistan and the Far East.

38. With the current USD 350 million envelope, the GCMF cannot ensure steady food supply lines and reduced lead times for all countries that need them while maintaining sufficient funds to cope with unfolding emergencies.

**The GCMF and procurement from smallholder farmers**

39. Since its expansion in 2011, the GCMF has been increasing its food purchases from local and regional markets, from less than 2 percent in 2011 to 45 percent in 2017.

40. Purchases from smallholder farmers (SHFs) have increased hand in hand with the amount of food sourced locally and regionally. WFP is committed to sourcing 10 percent of cash-funded requirements from SHFs. The GCMF is utilized in most of the countries where SHF procurement is implemented and is a critical tool for achieving this objective.

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\(^{13}\) In 2017, the GCMF supply line to the Syrian Arab Republic was temporarily put on hold due to the proximity of the main sourcing option in Turkey, resulting in limited lead-time gains. In late 2017, following the approval of an export ban by the Turkish Government, the supply line was re-activated.

\(^{14}\) GCMF 2017 Performance Report.
41. For effective procurement from SHFs, funding needs to be made available to traders before harvest time to allow them to begin the tendering process well in advance. This limits the risk of farmers being unable to deliver the agreed quantity of food on time. The need for flexibility in the timing of funding allocations makes the GCMF the ideal solution for SHF procurement, which cannot be contingent upon the often uncertain confirmation of donor contributions. Providing funds to traders before harvest time would mean committing GCMF funds for an average of 6–9 months.

42. It is estimated that an initial allocation of USD 20 million per year (for food and associated costs) under the GCMF special account would be needed to provide initial support towards the goal of procuring 10 percent of total cash-funded purchases from SHFs in upcoming years. This represents 6 percent of the GCMF’s current authority of USD 350 million, but with the GCMF fully utilized to serve active planning zones such an amount cannot be allocated to SHF procurement.

d) Expansion of the GCMF envelope

43. The last increase in the GCMF envelope, from USD 300 to USD 350 million, was approved by the Executive Board in November 2013. From that time until the end of 2015, the GCMF delivered an average of 840,000 mt of food per year. The volume of food handled through the facility rose from 1.4 million mt in 2016 to 1.7 million mt in 2017, an increase of more than 60 percent, despite the size of the envelope remaining the same.

44. Table 6 below presents projected cash-funded resources for 2018. It includes countries currently served by the facility and those that will be included in the near future.

<table>
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<tr>
<th>GCMF planning zone</th>
<th>2018 Projected cash-funded resourcing (mt)</th>
<th>2018 Projected cash-funded resourcing (USD million, food only)</th>
<th>2018 Projected cash-funded resources (USD million, food and associated costs)</th>
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<td>Asia</td>
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<td><strong>923</strong></td>
<td><strong>1 108</strong></td>
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16 WFP. Food PO report (ZSCR035).
17 *Amount of food projected to be purchased with forecasted cash funding.*
45. USD 1.1 billion would be needed to ensure a 12-month supply of food to GCMF planning zones. Considering the average 2.5 stock rotations per year, the GCMF envelope should therefore be increased to USD 440 million. Considering an amount to be kept aside for responding to unfolding emergencies, the Secretariat proposes to the Board that the GCMF authority be increased to USD 500 million, of which:

- USD 440 million (food and associated costs) would be used to ensure a steady supply of food at reduced lead times for zones to be served by the GCMF and to preserve the principle of the GCMF as a revolving fund, with approximately 2.5 stock rotations per year;
- USD 20 million (food and associated costs) would be used to support SHF procurement activities under a dedicated budget line within the GCMF Special Account in order to simplify the tracking process and allow the commitment of funds for longer periods of time without affecting lead-time gains; and
- USD 40 million (food and associated costs) would be unassigned and allocated to any supply line as necessary in unfolding emergencies.

**Risk management**

46. In a 2014 paper on the restructuring of its Working Capital Financing Facility, WFP recognized that losses of GCMF food stocks resulting from operational risks constituted a small percentage of total GCMF purchases and that no GCMF food losses had resulted from poor demand planning. The paper also described WFP’s use of self-insurance to protect against food losses from damaged goods, loss and theft up to the point of entry into a country. For 2013–2017, total food losses incurred from GCMF purchases totalled USD 4.9 million out of USD 2.8 billion in GCMF total purchases over the same period. This represents less than 0.2 percent of the total volume handled through the facility. It is notable that all losses were recovered through the insurance scheme.

47. In order to create additional safety nets, the Executive Board approved the establishment of a reserve for the GCMF, transferring USD 6 million from the operational reserve to the GCMF reserve. This amount is considered a sufficient safety net for an enlarged USD 500 million GCMF.

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## ANNEX I: CONTRIBUTIONS TO THE IMMEDIATE RESPONSE ACCOUNT AS AT 31 DECEMBER 2017 (USD)

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# ANNEX I: CONTRIBUTIONS TO THE IMMEDIATE RESPONSE ACCOUNT AS AT 31 DECEMBER 2017 (USD)

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## ANNEX I: CONTRIBUTIONS TO THE IMMEDIATE RESPONSE ACCOUNT AS AT 31 DECEMBER 2017 (USD)

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* "Others" include (1) United Nations Common Funds and Agencies
* For 2015, "Others" includes transfer of USD 50 million from the Programme Support and Administrative (PSA) Equalization Account
* For 2017, "Others" includes transfer of USD 15 million from the Programme Support and Administrative (PSA) Equalization Account
## ANNEX II: IMMEDIATE RESPONSE ACCOUNT ALLOCATIONS MADE DURING 2017

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<td>201067</td>
<td>Food Assistance to Flood Affected People in Inhambane and Gaza Provinces</td>
<td>07-Mar-17</td>
<td>925 282</td>
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<td>Kenya</td>
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<td>Treatment of Malnutrition resulting from Drought</td>
<td>10-Mar-17</td>
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<td>Angola</td>
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<td>Emergency food assistance for DRC refugees and IDPs from the greater Kasai region</td>
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<td>Nepal</td>
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<td>Support to Flood Affected</td>
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<td>Sierra Leone</td>
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<td>Emergency Assistance to Communities Affected by Mudslide and Floods in Sierra Leone</td>
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<td>Assistance to Victims of Hurricane Irma and Hurricane Jose in the Eastern Caribbean</td>
<td>11-Sep-17</td>
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<td>201104</td>
<td>Assistance to Victims of Hurricane Irma in the Western Caribbean</td>
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<td>375 706</td>
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<td>Cuba</td>
<td>IR-EMOP</td>
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### ANNEX II: IMMEDIATE RESPONSE ACCOUNT ALLOCATIONS MADE DURING 2017

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<tr>
<td>Zambia</td>
<td>IR-EMOP</td>
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<td>Emergency Food Assistance for DRC Refugees/Asylum Seekers in Nchelenge and Kawambwa Districts, Luapula Province</td>
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<td>751 342</td>
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<td>Philippines</td>
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<td>201119</td>
<td>Immediate response to people affected by Typhoon “Vinta” (international name “Tembin”)</td>
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<td>Preparedness for refugee influx from South Sudan into northeast Uganda (Karamoja region)</td>
<td>10-Feb-17</td>
<td>280 373</td>
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<td>Sri Lanka</td>
<td>EPR</td>
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<td>Specific Preparedness Activities in Sri Lanka due to severe drought impact</td>
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<td>188 300</td>
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<td>EPR</td>
<td>201093</td>
<td>Regional Preparedness for Cross-Border Displacements from DRC to Republic of Congo, Angola, Tanzania and Zambia</td>
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<td>Yemen</td>
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<td>Jordan</td>
<td>EPR</td>
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<td>Berm Emergency Preparedness</td>
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<td>Ecuador</td>
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<td>Special Preparedness Activity in Relation to the Influx of Migrants from Venezuela to Ecuador</td>
<td>30-Aug-17</td>
<td>152 250</td>
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<td>Zambia</td>
<td>EPR</td>
<td>201102</td>
<td>DRC Refugee Emergency Preparedness in Zambia</td>
<td>13-Sep-17</td>
<td>107 649</td>
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<td>EPR</td>
<td>CO01</td>
<td>Special Preparedness Activity in the Departments of Norte de Santander, Arauca and La Guajira for the Humanitarian Border Crisis in Venezuela</td>
<td>18-Sep-17</td>
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## ANNEX II: IMMEDIATE RESPONSE ACCOUNT ALLOCATIONS MADE DURING 2017

<table>
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<tr>
<th>Recipient</th>
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<tr>
<td>Libya</td>
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<td>201112</td>
<td>Emergency Preparedness action aim to support WFP Libya CO to Assist the Security and Food Security Situation in Country, in Preparation for Scale-up of the Operation and for overall WFP Presence in CO</td>
<td>5-Oct-17</td>
<td>828 800</td>
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<td>Tajikistan</td>
<td>EPR</td>
<td>201117</td>
<td>Special Preparedness Activities in Tajikistan</td>
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<td>Zimbabwe</td>
<td>EPR</td>
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<td>CPB Zimbabwe (2017-2021)</td>
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<td>Special Preparedness activities in the Sahel Region</td>
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### Allocations

- **United Republic of Tanzania**
  - PRRO 200603: Food Assistance for Refugees in North-Western Tanzania
  - Date: 18-Jan-17
  - Allocation: 5 800 000

- **Somalia**
  - PRRO 200844: Reducing Malnutrition and Strengthening Resilience to Shocks for a Food-Secure Somalia
  - Date: 14-Feb-17
  - Allocation: 5 000 000

- **Algeria**
  - PRRO 200301: Assistance to Western Saharan Refugees
  - Date: 14-Feb-17
  - Allocation: 1 458 952

- **Malawi**
  - PRRO 200692: Responding to Humanitarian Needs and Strengthening Resilience
  - Date: 27-Feb-17
  - Allocation: 2 362 861

- **Peru**
  - SOP 201071: Provision of logistics and programmatic expertise in support of Government of Peru’s flood response
  - Date: 03-Apr-17
  - Allocation: 278 335

- **Zimbabwe**
  - CPB ZW01: CPB Zimbabwe (2017-2021)
  - Date: 04-May-17
  - Allocation: 934 579

- **Rwanda**
  - PRRO 200744: Food and Nutrition Assistance to Refugees and Returnees
  - Date: 15-May-17
  - Allocation: 1 869 158

- **Somalia**
  - PRRO 200844: Reducing Malnutrition and Strengthening Resilience to Shocks for a Food-Secure Somalia
  - Date: 17-May-17
  - Allocation: 7 100 000

- **Burkina Faso**
  - PRRO 200793: Developing Resilience and Fighting Malnutrition
  - Date: 02-Jun-17
  - Allocation: 1 401 869
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<th>Recipient</th>
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<th>Project/ country portfolio budget (CPB)</th>
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<tr>
<td>Niger</td>
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<td>Strengthening resilience in Niger through an integrated multi-sector and multi-partner safety net approach</td>
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<td>Senegal</td>
<td>PRRO</td>
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<td>Protecting lives and promoting resilience of food-insecure communities including conflict affected Casamance</td>
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<td>State of Palestine</td>
<td>PRRO</td>
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<td>Food Assistance for the Food-Insecure Populations in the West Bank and Gaza Strip</td>
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<td>Uganda</td>
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<td>Assistance to Displaced and Affected Population: District of Pool</td>
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<td>Food assistance to conflict-affected populations in the Kasai region</td>
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<td>201106</td>
<td>Special Operations for Supply Chain and Emergency Telecommunications Augmentation and Coordination in Support of the Eastern Caribbean Islands Impacted by Hurricanes Irma and Jose</td>
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<td>Restoring Food Security and Livelihoods through Assistance for Vulnerable Groups Affected by Recurrent Shocks in El Salvador, Guatemala, Honduras and Nicaragua</td>
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<td>Myanmar</td>
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<td>Immediate, Integrated and Sustained Response to Avert Famine in Yemen</td>
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## ANNEX III: IMMEDIATE RESPONSE ACCOUNT REVOLVED FUNDS (2017)

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<tr>
<td>Afghanistan</td>
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<td>Humanitarian Support to Afghan Returnees from Pakistan</td>
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<td>Response to Food Security and Nutrition Needs of Population Affected by Natural Disasters and Resilience Building of Food Insecure Communities of Madagascar</td>
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<td>Malawi</td>
<td>PRRO</td>
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<td>Life-Saving Support to Highly Food-Insecure Young Children Affected by Conflict and Insecurity in North-Eastern Nigeria</td>
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<td>Providing Life-Saving Support to Households in Cameroon, Chad and Niger Directly Affected by Insecurity in Northern Nigeria</td>
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<td>Support to the Southern African Development Community (SADC) El Niño Logistics and Coordination Centre</td>
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<td>Latin America and the Caribbean</td>
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### ANNEX III: IMMEDIATE RESPONSE ACCOUNT REVOLVED FUNDS (2017)

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<tr>
<th>Recipient</th>
<th>Project type</th>
<th>Project/CPB</th>
<th>Project title</th>
<th>Number of revolving transactions</th>
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<td>SOP</td>
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<td>Special Operations for Supply Chain and Emergency Telecommunications Augmentation and Coordination in Support of the Eastern Caribbean Islands Impacted by Hurricanes Irma and Jose</td>
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<tr>
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<td>Philippines</td>
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<td>Congo</td>
<td>EMOP</td>
<td>201066</td>
<td>Assistance to Displaced and Affected Population: District of Pool</td>
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<td>622 722</td>
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<td>PRRO</td>
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<td>34 234 544</td>
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<td>Sri Lanka</td>
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<td>Specific Preparedness Activities in Sri Lanka due to severe Drought Impact</td>
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<td>Food Assistance to Refugees in North-Western Tanzania</td>
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## ANNEX III: IMMEDIATE RESPONSE ACCOUNT REVOLVED FUNDS (2017)

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## ANNEX IV: WORKING CAPITAL FINANCING FACILITY ALLOCATIONS

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<th>Project type</th>
<th>Project/CPB</th>
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### ANNEX IV: WORKING CAPITAL FINANCING FACILITY ALLOCATIONS

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<table>
<thead>
<tr>
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<th>Approved allocation (USD) excluding ISC</th>
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<td>EMOP</td>
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# ANNEX IV: WORKING CAPITAL FINANCING FACILITY ALLOCATIONS

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## ANNEX IV: WORKING CAPITAL FINANCING FACILITY ALLOCATIONS

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<tr>
<th>Recipient</th>
<th>Project type</th>
<th>Project/CPB</th>
<th>Project title</th>
<th>Date of approval</th>
<th>Approved allocation (USD) excluding ISC</th>
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<td>Building Resilience, Protecting Livelihoods and Reducing Malnutrition of Refugees, Returnees and other Vulnerable People</td>
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## ANNEX IV: WORKING CAPITAL FINANCING FACILITY ALLOCATIONS

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<thead>
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<th>Date of approval</th>
<th>Approved allocation (USD) excluding ISC</th>
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<td>Yemen</td>
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## ANNEX IV: WORKING CAPITAL FINANCING FACILITY ALLOCATIONS

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### Macro Advance Financing advances

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<td>23-Jan-17</td>
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**TOTAL WORKING CAPITAL FINANCING FACILITY ADVANCES**

| Corporate services advances | | | | | **1 313 705 163** |

### Capital Budgeting Facility advances

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<td>SLES-2000040</td>
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### Fee-for-services advances

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### Acronyms used in the document

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<td>IRA</td>
<td>Immediate Response Account</td>
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<td>MAF</td>
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<td>PRRO</td>
<td>protracted relief and recovery operation</td>
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<td>Smallholder farmer</td>
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