

**Integrated Road Map:
Proposed permanent delegations of authority**



Second informal consultation

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**World Food Programme
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Introduction

1. The Integrated Road Map (IRM) framework, comprising the WFP Strategic Plan (2017–2021),¹ the Policy on Country Strategic Plans,² the Financial Framework Review³ and the Corporate Results Framework (2017–2021),⁴ is a holistic platform designed to support appropriate and sustainable responses and reinforce the effectiveness and efficiency of WFP's operations in a time of unprecedented humanitarian need. Implementation of the plan to date has required extensive organizational change to train and equip staff for the rollout of the framework to more than 80 country offices, changes to the General Rules and Financial Regulations with respect to full cost recovery policies and terminology, reconfiguration of WFP's technology systems and close collaboration with Member States and donor partners.
2. Critical components of the IRM framework that remain to be finalized are the related governance arrangements and permanent delegations of authority. Management aims to establish a risk-based and cost-effective governance model that reflects the holistic IRM framework, thereby strengthening the Board's approval and strategic oversight functions by reducing fragmentation while retaining WFP's ability to respond quickly to emergencies.
3. The Policy on Country Strategic Plans and the Financial Framework Review noted that changes to the General Rules and Financial Regulations would be required with regard to the Executive Director's delegated authority regarding programme and budget revision approvals, as well as the authority delegated jointly to the Executive Director and the Director-General of the United Nations Food and Agriculture Organization (FAO) with regard to limited emergency operations and crisis-response-related strategic outcomes, including revisions. Given that only limited experience was gained during the pilot phase, the Board at its 2017 second regular session approved interim delegations of authority for the period from 1 January 2018 to 28 February 2020,⁵ and the Secretariat committed to reviewing the application of the interim delegations of authority to ensure that the Board's fundamental role of approval and oversight was maintained.
4. Initial findings from the review confirmed that implementation of the IRM framework had resulted in a significant, demonstrable and evidence-based increase in the Board's role in approving WFP programmes, enhanced visibility of WFP operations and gains in efficiency. Notably, the proportion of the annual average value of Board-approved programmes has increased from an average of 53 percent or USD 4.4 billion per year under the project-based system between 2011 and 2016 to 96 percent or USD 13.4 billion under the IRM framework in 2018. Projections through 2024 indicate that the Board's increased approval role will be sustained. The review also confirms that the increase in the Board's approval role is happening independent of budget revisions. This is largely attributable to the holistic IRM framework, which has increased the visibility of all WFP operations in all contexts, including strategic outcomes related to protracted, predictable and recurring crisis response and service provision-related activities. The findings from the review of the application of the interim delegations of authority were shared with Member States at a 10 July 2019 informal consultation. The Secretariat has since updated the review to include data from the

¹ WFP/EB.2/2016/4-A/1/Rev.2.

² WFP/EB.2/2016/4-C/1/Rev.1.

³ WFP/EB.2/2016/5-B/1/Rev.1

⁴ WFP/EB.2/2016/4-B/1/Rev.1.

⁵ WFP/EB.2/2017/4-A/1/Rev.1.

first six months of 2019. The additional data and experience gained validates the initial findings. The updated analysis and corresponding figures can be found in annex II.

5. This document provides an overview of governance arrangements, beginning with General Regulation Article VI.2(c), which establishes that among the Board's functions are the review, modification and approval of projects, programmes and activities and their budgets submitted to it by the Executive Director and that the Board may delegate to the Executive Director such authority regarding approvals as it may specify. It also details the various reporting mechanisms that WFP employs to ensure transparency, accountability, strong financial management and robust internal controls.
6. The document then sets out the background and rationale for proposals aimed at ensuring the Board's strategic oversight through a streamlined consultation process; optimizing permanent delegations of authority; and simplifying the five-day Member State review process for crisis response-related revisions. These proposals are informed by WFP's experience in implementing the interim delegations of authority in 2018 and the first six months of 2019, the review of the application of the interim delegations, lessons learned from country offices and recommendations from WFP's oversight mechanisms, which include internal and external audits and evaluations. The proposals, if implemented, would not affect the Board's increased approval of programmes and would ensure that WFP is effective and efficient in its operational responses, has flexibility to align with the requirements of the new United Nations sustainable development cooperation framework (UNSDCF) and reduces the administrative burden on country offices.
7. Management requests the Board's feedback on the proposals on governance arrangements and permanent delegations of authority at the 4 September informal consultation. Management will then refine the proposals to reflect Member State views and present them for consideration at the Board's 2019 second regular session. Permanent delegations of authority will be presented for approval at the Board's 2020 first regular session and if approved would take effect 1 March 2020. Governance arrangements with respect to the streamlined consultation process and Member State review of crisis-response-related revisions to be presented at the Board's 2019 second regular session would go into effect in 2020.
8. Finally, this paper provides an update on the implementation of interim multi-country strategic plans (IMCSPs) and management's intention to present for approval any necessary amendments to the WFP General Rules and Financial Regulations at the Board's 2020 first regular session along with the proposed permanent delegations of authority.

Overview of the IRM Framework

9. The WFP Strategic Plan (2017–2021) came into effect on 1 January 2017 and sets WFP's course through the first five years of the 2030 Agenda for Sustainable Development. The plan channels WFP's activities in support of countries working to end hunger among the poorest and most food-insecure people.
10. The country strategic plan (CSP) framework guides the design of CSPs, i.e., WFP portfolios of humanitarian and development activities within countries. CSPs are aligned with national priorities in order to serve people more effectively and efficiently, supporting governments and other partners in achieving the Sustainable Development Goals (SDGs). Annex I describes the components of the CSP framework.

11. The country portfolio budget that accompanies each CSP, interim CSP (ICSP), transitional ICSP and limited emergency operation consolidates all operations and resources into a single structure, with the exception of service-level and third-party agreements that are incidental to WFP's programme of work and are pass-through activities. The structure reveals the relevance and impact of WFP's work by transparently linking strategy, planning, budgeting, implementation and resources to results achieved. It also introduces four high-level cost categories and simplifies the application of full cost recovery. Each country portfolio budget, broken down into its four high-level cost categories, is approved in terms of total budget per WFP strategic outcome. As a consequence of lessons learned in 2017 and 2018, the country portfolio budget structure and related internal processes have been simplified⁶ with a view to reducing the transactional workload and complexity of funds management for country offices while maintaining the enhanced transparency that is a cornerstone of the IRM framework. In line with recommendation 6 from the external audit of the country portfolio budgets,⁷ management continues to assess options for reducing the administrative burden on country offices arising from the volume of transactions without compromising transparency.
12. The Corporate Results Framework (2017–2021) (CRF), in effect since 1 January 2017, enables WFP to measure results and meet its commitments to transparency and accountability, with strategic goals, outcomes and results relating to the WFP Strategic Plan (2017–2021). It forms the basis for the logical frameworks of CSPs, ICSPs, limited emergency operations and transitional ICSPs. All country offices have now moved to the CRF. Based on experience and feedback, the Board approved a revised version of the CRF at its 2018 second regular session. The revised CRF reflects global agreements, incorporates additional indicators for measuring contributions to all relevant SDGs and introduces high-level key performance indicators that facilitate corporate performance management and reinforce the single results framework.

Outstanding governance arrangements

13. The following section first provides an overview of the desired governance arrangements and WFP's commitment to the core values of good governance. It then addresses the role of the Executive Board in approving WFP's programmes, activities and budgets, as enshrined in General Regulation Article VI.2(c), and outlines the various reporting mechanisms that WFP employs to ensure transparency, accountability, strong financial management and robust internal control. The document then sets out the background and rationale for proposals aimed at ensuring the Board's strategic oversight through a streamlined consultation process; optimizing permanent delegations of authority; and simplifying the five-day Member State review process for crisis response-related revisions. In addition, the CSP data portal will be augmented with additional information to improve its usefulness to users in line with recommendations 7 and 8 of the External Auditor's report on country portfolio budgets.⁸

⁶ The simplification measures include streamlining or consolidating certain elements of cost planning, taking into account the impact on high-level costing, the validity of the detailed planning and expenditure data available and the value of cost planning elements versus the transactional work they require; automating the production of budget details for the later years of a country portfolio budget; making internal refinements to cost management processes; and improving the integration of budget planning processes.

⁷ WFP/EB.A/2019/6-E/1.

⁸ WFP/EB.A/2019/6-E/1.

Proposed governance arrangements maintain WFP's commitment to core values of good governance

14. The IRM framework aims to establish a risk-based and cost-effective governance model that strengthens the Board's approval and strategic oversight functions by reducing fragmentation while retaining WFP's ability to respond quickly to emergencies.
15. Through the IRM framework and its underlying governance model, WFP is committed to the core values of good governance, which include transparency, accountability, strong financial management and robust internal control. As detailed in paragraphs 19–22 of the document, "Integrated Road Map: update on governance arrangements", that was shared in advance of the informal consultation held on 10 July 2019, WFP has a solid reputation and track record with respect to these core governance values that is confirmed by external sources such as the Multilateral Organization Performance Assessment Network, the Joint Inspection Unit of the United Nations and the Audit Committee,⁹ as well as by findings from internal and external audit reports.
16. Transparency is a cornerstone of the IRM framework and a key aspect of WFP's governance approach. WFP has in place robust reporting and accountability mechanisms that include its annual management plan, its annual performance report and annual country reports; in addition, to ensure the Board retains visibility and oversight, WFP management shares with the Executive Board all budget revisions approved by the Executive Director that are greater than USD 7.5 million and twice-yearly reports on the Executive Director's use of his delegated authority. Most recently, management launched a CSP data portal that provides operational and budgetary information from country operation management plans – including activity-level details – for all approved CSPs and ICSPs. The CSP data portal also features financial and performance information needed to monitor the progress of CSPs and ICSPs.
17. Management welcomed a recent external audit of country portfolio budgets, which examined the extent to which country portfolio budgets provide reasonable assurance that donor conditions and Executive Board authorizations are being met and whether the definitions of the cost categories¹⁰ introduced by the revised financial framework are clear enough to avoid duplication and describe expenditure effectively.¹¹ The audit concluded country portfolio budgets have improved transparency and accountability and that the new cost categories facilitate a better understanding of WFP's expenditures. The external audit also identified difficulties related to the operational planning documents for CSPs and their country portfolio budgets with regard to the appropriate level of detail to be presented to the Board for approval. The report also describes how WFP management faces conflicting imperatives articulated by Board members when approving CSPs and country portfolio budgets.

⁹This advisory body provides independent expert advice to the Executive Board and the Executive Director in fulfilling their governance responsibilities, including ensuring the effectiveness of WFP's internal control systems, risk management, audit and oversight functions and governance processes.

¹⁰The four cost categories are transfers, implementation, direct support costs and indirect support costs.

¹¹WFP/EB.A/2019/6-E/1. The external audit of country portfolio budgets and accompanying management response was shared with the Board for consideration at its 2019 annual session. The external audit was conducted in two phases between September 2018 and February 2019, with field missions to the regional bureaux in Nairobi and Panama and WFP country offices in Bangladesh, Guatemala, Haiti, Jordan, Uganda and the United Republic of Tanzania. The main objectives of the external audit were to determine whether country portfolio budgets provide reasonable assurance that donor conditions and Executive Board authorizations are being met; whether the four cost categories introduced by the revised financial framework are clear enough to avoid duplication and to describe expenditure effectively; whether the budgets allocated to cooperating partners are in line with the new budget structure; and what the impact of the implementation of the revised financial framework is on budget management and country office workloads.

18. In line with the external auditor's recommendations, management will continue to engage with the Board at consultations to define the appropriate level of information required for strategic governance and to identify detailed information that could be obtained through other platforms including the board website, the CSP data portal and the WFP website to ensure that the organization has the operational flexibility that it needs to be efficient and effective.

Fundamental approval role of the Board

19. Article VI of WFP's General Regulations sets out the powers and functions of the Board. General Regulation VI.2, establishes its authority to approve all WFP programmes and activities and their related budgets. This regulation remains unchanged.

General Regulation Article VI.2(c): "The Board shall review, modify as necessary, and approve programmes, projects and activities submitted to it by the Executive Director. In respect of such approvals, however, it may delegate to the Executive Director such authority as it may specify. It shall review, modify as necessary, and approve the budgets of programmes, projects and activities, and review the administration and execution of approved programmes, projects and activities of WFP."

20. It is important to note that under the IRM the Board is for the first time exercising its authority to approve the initiation of WFP programmes and activities in all contexts¹², including with regard to strategic outcomes related to protracted, predictable and recurring crisis response and service provision activities.¹³ The Board also approves any non-emergency change to the overall strategic focus of WFP in a country that involves the addition or deletion of one or more non-emergency strategic outcomes in a CSP. Under the previous fragmented project-based system the Board did not approve emergency operations, special operations or country-level trust funds or protracted relief and recovery operations or related revisions that involved less than USD 20 million in food value or country programmes or related revisions involving less than USD 3 million in food value.
21. It is proposed that under the permanent delegations of authority the Board retain the authority to approve the following:
- CSPs and ICSPs, other than one funded entirely by a host country where the host country has not requested Executive Board approval; and
 - the addition or removal of an entire strategic outcome from a CSP, ICSP or transitional ICSP, except for a strategic outcome that relates only to emergency¹⁴ or service provision activities or is funded entirely by a host country that has not requested Executive Board approval, in which case the addition or removal would fall under the Executive Director's delegated authority in those areas.
22. To help it fulfil its strategic oversight role and ensure visibility, the Board is provided with the following:
- a streamlined consultative process prior to the presentation of the CSPs and ICSPs for approval, which includes close collaboration with local missions, an informal consultation and electronic review of draft documents with Member States;

¹² With the exception of CSPs and ICSPs funded entirely by a host country where the host country has not requested the Executive Board to approve the plan.

¹³ With the exception of strategic outcomes that are funded entirely by the host country.

¹⁴ Strategic outcomes related to emergency response fall in the crisis response focus area. The addition, removal or modification of crisis-response-related strategic outcomes will be submitted to the Executive Director for approval and, when required, to the FAO Director-General.

- operational and budgetary information – including activity-level details – from the country operation management plans via the CSP data portal for all approved CSPs and ICSPs. The CSP data portal also features financial and performance information needed to monitor the progress of CSPs and ICSPs;
- information on all budget revisions of CSPs and ICSPs greater than USD 7.5 million and any changes in the duration of a CSP or ICSP, regardless of approval authority;
- extracts of updated operational and budgetary plans presented with the management plan each year for information;
- twice-yearly reports on the Executive Director’s use of his delegated authority to approve revisions of CSPs and ICSPs;
- the annual performance report; and
- annual country reports.

Proposal for streamlining the consultation process while ensuring strategic engagement of the Board

Background

23. Responding to feedback received from the Board and based on experience gained in 2017 and early 2018, management initiated a two-step consultation process for draft CSPs and ICSPs in an effort to obtain Member States’ views earlier and thus shape the underlying strategy and formulation of the draft documents. Management agreed to apply this two-step consultation process until the end of 2019 and then to present at the Board’s 2020 first regular session a revised process taking into consideration lessons learned and feedback from Member States. The current two-step process entails:
 - an informal consultation on the concept note for each CSP or ICSP held approximately six months before the Board session at which the CSP or ICSP is to be presented; and
 - a written review period that allows Board members to provide detailed comments on draft CSP or ICSP documents 12 weeks before the documents are submitted for approval by the Board.
24. Country offices have consistently expressed a preference for moving to a streamlined consultation process, noting that the current process is labour-intensive and complex for country office staff. Lead times required to meet documentation and review deadlines have, in certain instances, resulted in country offices preparing revisions even before a CSP is approved due to rapidly changing circumstances in the countries in which they operate. Despite this, country offices emphasize that knowledge and insight gained during local consultations with stakeholders continue to add significant value to the development of CSPs and ICSPs.
25. Moreover, the UNSDCF is expected to become the main strategic document for all United Nations development activities. It is expected that each United Nations entity will derive its country development priorities and outcomes from the UNSDCF. The UNSDCF for a given country will be approved jointly by the country’s resident coordinator and the host government. The increased authority of UNSDCFs over agencies’ country strategic planning implies that CSPs should be developed in parallel and alignment with UNSDCFs, which have a much shorter development period.
26. At the 10 July 2019 informal consultation, Member States recognized that the consultation process should be manageable and not too cumbersome for country offices while providing Member States with an opportunity for strategic engagement.

Proposal 1: Streamline the two-step consultation process while ensuring strategic engagement of the Board.

27. To simplify the two-step consultation process while ensuring the Board's strategic engagement, it is proposed that there be an informal consultation on each draft CSP or ICSP and a simultaneous electronic review period.
28. Under this proposal, the concept note would be replaced with a first draft of the CSP or ICSP, which would perform the same function of laying out the strategic direction of the CSP or ICSP, with the UNSDCF serving as the main overarching document. Management would hold an informal consultation on the draft at which Member States would provide critical strategic guidance. Simultaneously, Member States would review the draft from a technical perspective and provide comments during a period of electronic review following the consultation. Comments received during the informal consultation and the written review period would be addressed and incorporated into a revised draft by the country office in a single step, and the revised draft would then be presented for approval by the Executive Board at its next session.

Rationale

29. The proposal is based on critical developments with respect to United Nations reform and the foreseen requirements of the UNSDCF, which calls for a reduced CSP preparation period to align with the UNSDCF process, which has been compressed from an average of 14.5 months to 6-9 months. Following a call from Member States for a tailored country presence, a review of United Nations country team configuration will be an integral part of the UNSDCF, underscoring its importance as a central platform for United Nations strategic and programmatic positioning in a country. Subsequently, country offices need to reorient their country strategic planning and ensure that CSPs are presented for approval as early as possible after UNSDCF signature. UNSDCF formulation – starting with the United Nations common country analysis – should mark the beginning of WFP's country strategic planning process.
30. One of the drivers of United Nations reform is a desire for enhanced coherence and complementarity of the various United Nations entities and instruments that operate in a given country. Anchored in national SDG priorities, the United Nations system as a whole defines its contribution to national SDG targets. This starts with the common country analysis as the analytical foundation and common point of departure for all United Nations instruments relating to development, humanitarian action and peace. This is further underscored by the design of collective outcomes that will serve as a framework for the various United Nations instruments to ensure that the most vulnerable are not excluded from sustainable development. To that end, it is key to build a bridge between short-term assistance, medium-term outcomes and long-term development programming and financing. CSPs already follow a holistic approach, embracing the entire humanitarian-development-peace nexus within one planning framework. Through the IRM, WFP is in an advanced position to contribute meaningfully to joint planning and joint implementation of the United Nations system's activities in a given country.
31. It is important to recall that recommendation 3(b) of the strategic evaluation of CSP pilots¹⁵ and recommendation 3 of the External Auditor's report on country portfolio budgets¹⁶ stated that CSP cycles should be matched with the corresponding United Nations

¹⁵ Summary evaluation report of the strategic evaluation of the pilot country strategic plans (2017-mid-2018) (WFP/EB.2/2018/7-A).

¹⁶ WFP/EB.A/2019/6-E/1.

development assistance frameworks (now UNSDCFs) as quickly as possible. Under the proposal, the current CSP design, review and approval timeline will be adjusted to better align with the timeline for the development of the UNSDCF and allow for the documents to be reviewed in conjunction with one another.

32. The proposal reflects the consistent feedback from country offices that local consultation processes continue to add significant value in the early development phase and could be intensified, also as part of the UNSDCF-related stakeholder consultations. It also will reduce country offices' administrative burden. It is anticipated that the streamlined process will reduce costs associated with the CSP design, review and approval process as revisions by the country offices, subsequent review by regional bureaux and headquarters and editing and translation will be performed in a single step.
33. Subject to feedback from Member States, the simplified process would go into effect in 2020. In addition, it reflects that future CSPs and ICSPs will be developed according to the outcomes of United Nations development system reform and the UNSDCF. This proposal ensures that WFP will have maximum flexibility to adjust to the new dynamic.

Proposal for permanent delegations of authority

Background: Current interim delegations of authority

34. Following a series of informal consultations in 2016 and 2017, interim delegations of authority to the Executive Director for the period 1 January 2018–29 February 2020 were approved by the Board at its 2017 second regular session.¹⁷ At the time of approval of the IRM, it was difficult to demonstrate the extent to which the Board's approval of programmes would increase under the IRM framework, given the limited experience during the pilot phase.¹⁸ It was not possible to fully anticipate whether there would be efficiency gains through fewer programme and budget revisions under the IRM framework than there had been under the project-based system. This led to the approval of prescriptive delegations of authority for the interim period as well as additional processes (the five-day Member State review of crisis response-related revisions and the two-step consultation process) to provide greater assurance that the Board's approval authority and oversight would be maintained.
35. The following authorities have been delegated to the Executive Director for the period 1 January 2018–29 February 2020:
 - initial approvals of limited emergency operations and transitional ICSPs that follow limited emergency operations, to be exercised jointly with the FAO Director-General when a limited emergency operation or the emergency-related components of a transitional ICSP exceed USD 50 million, and of CSPs and ICSPs funded entirely by a host countries that have not requested the Board to approve the plans;
 - revision of any limited emergency operation or emergency-related revision¹⁹ of a CSP, ICSP or transitional ICSP, to be exercised jointly with FAO Director-General when the related budget increases by more than USD 50 million;
 - upward revision of one or more individual strategic outcomes of a CSP, ICSP or transitional ICSP related to the resilience building or root causes focus areas, provided

¹⁷ WFP/EB.2/2017/4-A/1/Rev.1.

¹⁸ Update on the IRM, 17 March 2017, paragraph 60: Analysis conducted in 2017 projected that the Board's oversight and approval of new operations would increase, at a minimum, by approximately 23 percent as a result of the new framework.

¹⁹ Strategic outcomes and revisions related to an emergency fall in the crisis response focus area. The addition, removal or modification of crisis-response-related strategic outcomes is submitted for approval to the Executive Director and, when required, the FAO Director-General.

that the total amount of the revision does not exceed 25 percent of the plan's latest Board-approved budget or USD 150 million. Such revisions of strategic outcomes are treated cumulatively over the lifespan of a CSP or ICSP. Therefore, if a given revision brings the total budget for all revisions beyond the threshold of USD 150 million or 25 percent of the original budget, Board approval of the current budget revision is required. The cumulative amount of the revisions approved by the Executive Director and the Board is reset to zero once the Board approves a revision. Revisions related to emergency or service provision activities, or Executive Director-approved strategic outcomes funded entirely by host countries, do not count towards the Board approval thresholds;

- downward revision of any individual strategic outcome of a CSP, ICSP or transitional ICSP;
- revision of non-emergency components of a transitional ICSP following a limited emergency operation;
- revision of a CSP, ICSP or strategic outcome funded entirely by the host country;
- addition to a CSP, ICSP or transitional ICSP of a strategic outcome funded entirely by a host country that has not requested that the Board approve the strategic outcome; and
- revisions related to service provision activities.

Review of the application of the interim delegations of authority

36. At the Board's 2017 second regular session the Secretariat committed to conducting a review of the application of the interim delegations of authority to ensure that the Board's fundamental role of approval and oversight was maintained. The review – conducted in early 2019²⁰ – examined specifically:

- the extent to which the Executive Board's role in approving WFP programmes (CSPs and ICSPs) increased under the IRM framework compared with the project-based system; and
- any efficiency gains achieved in terms of the number of programme and budget revision approvals under the IRM framework compared with the project-based system.

37. Initial findings from the review were shared with the Board at an informal consultation on 10 July 2019:

Finding 1: Under the IRM framework, there has been a substantial increase in the Executive Board's role in approving WFP programmes (CSPs and ICSPs) in terms of absolute value – from USD 4.4 billion between 2011 and 2016 to USD 13.4 billion in 2018 – and as a proportion of annual approvals compared with the project-based system – from an average of 53 percent per year between 2011 and 2016 to 96 percent in 2018. The increase in the approval of programmes by the Board is expected to be sustained in future years, based on conservative projections.

Finding 2: Under the IRM framework, the substantial increase in the Executive Board's role in approving WFP programmes (CSPs and ICSPs) has occurred independently of revisions. Approximately 98 percent of the USD 13.4 billion that the Board approved in 2018 was for initial programmes – only 2 percent related to revisions. In terms of quantity, the Board

²⁰ Parameters of the review are described in the background document for the 10 July 2019 informal consultation.

approved two of 46 revisions under the IRM framework (4 percent, which is the same proportion as under the project-based framework). The increase in the approval of programmes by the Board is expected to continue in future years, based on conservative projections.

Finding 3: Under the IRM framework, the overall dollar value of programmes approved has increased, while the number of approvals has declined, leading to efficiency gains.

Finding 4: The change from the project-based system to the IRM framework has improved efficiency, as evidenced by a substantial reduction in the number of revisions being processed annually.

38. The initial analysis and findings were based on the application of interim delegations of authority for the 2018 calendar year. Since the 10 July 2019 informal consultation, the Secretariat has updated the analysis to include the first six months of 2019. The additional data and experience gained validate the initial findings. The updated analysis and corresponding figures can be found in annex II.
39. Feedback and lessons learned from country offices indicate that the interim delegations of authority are considered to be too complex because different criteria are used based on the focus area of the strategic outcome being revised. For instance, revisions of crisis-response-related strategic outcomes and limited emergency operations are subject to a per revision threshold, beyond which joint approval by the Executive Director and FAO Director-General is required. By contrast, revisions of strategic outcomes related to the root causes and resilience building focus areas are subject to a maximum absolute value threshold of USD 150 million as well as a proportion-based threshold of 25 percent of the last Board-approved CSP or ICSP budget. Both thresholds are applied cumulatively and revisions exceeding the budget threshold require Executive Board approval. Revisions of emergency or service provision activities and Executive Director-approved revisions of strategic outcomes funded entirely by host countries do not count towards the cumulative threshold.
40. Country offices also indicated that the proportion-based threshold applied to the last Board-approved value for revisions relating to root causes and resilience building has a significant impact on offices with smaller CSP budgets because the threshold is exceeded at a lower dollar value than for offices with larger CSP budgets. This means that relatively small changes can be subject to a lengthy and labour-intensive approval process. Country offices with annual budgets of several hundred thousand dollars are required to follow the same process as offices with annual budgets of several hundred million dollars, at a much greater proportional cost in terms of staff resources, in order to seek approval of revisions of a much lower value. In addition, the implementation of revisions can be delayed because there are only three Board sessions a year at which to consider and approve them.
41. Member States welcomed the review and its findings at the 10 July 2019 informal consultation.

Proposed permanent delegations of authority

42. The Secretariat considers delegations of authority to be a critical component of the governance framework because they enable WFP to be sufficiently agile and responsive to operational needs. Building on the principles of good governance and the experience gained in implementing CSPs, ICSPs, transitional ICSPs and limited emergency operations, the Secretariat recommends that the Executive Board delegate to the Executive Director the following authority as currently provided in the interim delegations of authority:

- initial approval of limited emergency operations and transitional ICSPs that follow limited emergency operations, to be exercised jointly with the FAO Director-General when the budget for the limited emergency operation or the emergency-related components of the transitional ICSP exceeds USD 50 million;²¹
- initial approval of CSPs and ICSPs funded entirely by host countries that have not requested the Board to approve the plans;²²
- revision of any limited emergency operation or emergency-related revision²³ of a CSP, ICSP or transitional ICSP, to be exercised jointly with the FAO Director-General when the related budget increases by more than USD 50 million;²⁴
- revision of a CSP, ICSP or strategic outcome funded entirely by the host country;²⁵
- addition to a CSP, ICSP or transitional ICSP of a strategic outcome funded entirely by a host country that has not requested that the Board approve the strategic outcome;²⁶ and
- revisions related to service provision activities.

Proposal 2: The Executive Board will approve all new CSPs and ICSPs and any revisions that add or delete strategic outcomes related to resilience building or root causes. Other revisions would be delegated to the Executive Director or, for crisis response-related revisions, the Executive Director and, if required, the FAO Director-General.

43. The Secretariat further recommends that the Board continue to approve all new CSPs and ICSPs²⁷ and revisions that add or delete strategic outcomes related to resilience building or root causes.²⁸ It is proposed that other revisions be delegated to the Executive Director. In line with the recommendation in the preceding paragraph, revisions of crisis-response-related strategic outcomes would be delegated to the Executive Director and, if required in accordance with the budgetary threshold, the FAO Director-General.
44. To ensure that the Board retains visibility and effective oversight, in line with current practice all approved budget revisions that increase CSP or ICSP budgets by USD 7.5 million or more will be published on WFP's website. The CSP data portal will continue to be updated with all revisions upon their approval. Improvements in notifying Member States of newly posted changes, including the use of e-mail to inform Board Members, could be made. Lastly, in addition to the annual management plan, the annual performance report and annual country reports, twice-yearly reports detailing the Executive Director's use of his delegated authority will be submitted to the Board.

²¹ Appendix to the General Rules (a)(1).

²² Appendix to the General Rules (a)(2).

²³ Strategic outcomes and revisions related to an emergency fall in the crisis response focus area. The addition, removal or modification of crisis response-related strategic outcomes is submitted to the Executive Director for approval and, when required, the FAO Director-General.

²⁴ Appendix to the General Rules (b)(1).

²⁵ Appendix to the General Rules (b)(5).

²⁶ Appendix to the General Rules (b)(6).

²⁷ CSPs and ICSPs, other than those funded entirely by host countries unless they have requested Executive Board approval.

²⁸ The addition or removal of an entire strategic outcome from a CSP, ICSP or transitional ICSP that relates only to emergency or service provision activities or is funded entirely by a host country that has not requested Executive Board approval falls under the Executive Director's delegated authority.

Rationale

45. Findings from the review of the application of interim delegations of authority indicate the IRM framework has delivered a demonstrable, evidence-based improvement in the Board's approval and oversight role. As noted in paragraph 37, there has been a substantial increase in the Executive Board's role in approving WFP programmes (CSPs and ICSPs) both in terms of absolute value – from USD 4.4 billion between 2011 and 2016 to USD 13.4 billion in 2018 – and as a proportion of annual approvals compared with the project-based system – from an average of 53 percent per year between 2011 and 2016 to 96 percent in 2018.
46. The increase in the Board's approval role is occurring independent of budget revisions. Approximately 98 percent of the USD 13.4 billion of the funding that the Board approved in 2018 was for initial programmes – only 2 percent related to revisions. In terms of quantity, the Board approved two out of 46 revisions under the IRM framework, or 4 percent, the same proportion it approved under the project-based system.
 - The first Board-approved revision was for the Turkey transitional ICSP.²⁹ The revision does not imply any strategic changes, but it increased the transitional ICSP budget by USD 241.1 million, which exceeded both thresholds for delegated authority for non-crisis-response-related revisions – i.e., above USD 150 million or 25 percent of the overall budget. As noted in the revision document, the principal changes to the Board-approved strategic outcomes were prompted by an increase in the number of beneficiaries, the transfer amounts and additional top-up transfers under an approved activity, the need to increase the budget for capacity strengthening activities and fluctuations in the exchange rate.
 - The second Board-approved revision was for the Honduras transitional ICSP.³⁰ The revision did not include any changes to strategic outcomes or activities. The revision consolidated changes across all three focus areas, four strategic outcomes and five activities. It increased the budget by USD 58.9 million, which exceeded the threshold of 25 percent of the overall budget. The revision sought to increase the number of beneficiaries, geographic coverage and rations of school meals, provide additional equipment and technology to smallholder farmer associations, schools and municipalities to support home-grown school meals programmes, increase the number of beneficiaries for nutrition activities, expand the coverage of community resilience-building and capacity strengthening and update the supply chain costs based on current market prices.
47. There has also been a decrease in the number of budget revisions from an annual average of 215 under the project-based system to only 46 under the IRM framework in 2018. This is due to the enhanced flexibility of the country portfolio budget structure and the use of resource-based implementation plans, which has improved operational planning at the country level, thus reducing the need for budget revisions.
48. Based on these findings, therefore, delegating the approval of revisions of previously Board-approved strategic outcomes related to resilience building and root causes would have little impact on the Board's overall strategic oversight and approval role, which has significantly increased under the IRM framework compared to the project-based system.
49. This proposal to optimize the delegations of authority supports the vision of the IRM framework by promoting good governance and the Board's fundamental approval role. It ensures focused engagement on issues of greater strategic importance, enables critical

²⁹ WFP/EB.1/2018/6-C.

³⁰ WFP/EB.2/2018/8-C.

oversight, safeguards swift and effective emergency response and maximizes WFP's operational efficiency and flexibility by consigning non-strategic operational revisions to the Executive Director. It also responds to feedback from the field that interim delegations of authority for approving revisions are unduly complex and cumbersome and should be simplified. Lessons learned from the field were validated by the Audit Committee, which noted the complexity of the current delegations of authority.³¹

Proposal to simplify the five-day Member State review of crisis-response-related revisions by notifying and sharing crisis-response-related revisions with Member States

Background

50. At the Board's 2017 second regular session, the Secretariat committed to sharing crisis-response-related budget revisions with Member States prior to their approval if such revisions were above the thresholds for delegated authority for non-crisis-response-related revisions – i.e., the lesser of USD 150 million or 25 percent of the overall budget. This process is in addition to the publication of budget revisions greater than USD 7.5 million and the twice-yearly report on emergency operations approved by the Executive Director either alone or jointly with the FAO Director-General, which is submitted for information at formal Board sessions.
51. Since the 2017 second regular session the Secretariat has posted budget revisions exceeding the threshold on the WFP website in the four WFP languages, and Member States have four working days to comment. Member State comments are then collated on the Executive Board website and Member States have an additional working day to react to comments from other Member States. Following the five-day comment period the revision is changed where appropriate in response to the comments and presented for approval by the Executive Director and, if required, the FAO Director-General. Following approval, the final version of the revision is shared with Board members. In accordance with rule III.2(b) of the rules of procedure, Member States may request that the revision be presented for information at the next Board session.³²
52. To safeguard flexibility and ensure timely, swift and effective response to emergencies, the Executive Director and, if required, the FAO Director-General can approve crisis-response-related strategic outcome revisions without sharing the revisions beforehand. The revisions are, however, shared after approval, and Member States are again given five days to comment. The next iteration of the document can – at that time – incorporate comments, where appropriate.
53. As of 31 July 2019, there have been 43 budget revisions of crisis-response-related strategic outcomes, of which 18 exceeded the applicable budgetary thresholds and were subject to the five-day Member State review process (see annex III). A total of 12 budget revisions were shared with Member States prior to approval by the Executive Director and, where required, the FAO Director-General. Due to their urgency, the remaining six revisions were shared with Member States after the approval by the Executive Director and, where required, the FAO Director-General.
54. Lessons learned from the review process found that an average of two to three Member States provided comments on each revision. The comments consisted

³¹ In paragraph 38 of the annual report of the Audit Committee (WFP/EB.A/2019/6-C/1, covering the period from 1 April 2018 to 31 March 2019), it was noted that “[d]elegations of authority have to be reviewed as the current system was not sufficiently agile to meet WFP's operational needs”.

³² Rule III, paragraph 2(b), of the Rules of Procedure of the Executive Board provides: “The Executive Director shall prepare a provisional agenda, taking into account the annual plan of work. The provisional agenda shall include all items as are required by these Rules of Procedure or as are proposed by ... any member of the Board”.

primarily of requests for more information and expressions of support. Small country offices with limited capacity are especially over-burdened by the need to respond to requests for additional information and resolve conflicting views between Member States, all while responding to the emerging crises that gave rise to the revisions. To date, there has only been one instance, a budget revision of the crisis response in Burkina Faso, when a Member State comment prompted WFP to adjust the revision to prioritize activities in certain areas.

55. An examination of the Member State review process in 2018 concluded that it delayed WFP's operational response by an average of ten working days, which has serious implications for emergency operations. This delay in approval affects WFP's ability to confirm and programme contributions and can also limit the time available for utilizing contributions as some donors impose 90-day response requirement on contributions. Country offices have also conveyed concerns over how to resolve differing views from individual Member States and the numerous steps in the process, which impose onerous obligations and place an administrative burden on country offices, particularly smaller ones, who are already busy to the emergencies that give rise to the revisions at issue. In addition, the budget thresholds that trigger the sharing of revisions with Member States – i.e. the lesser of USD 150 million or 25 percent of the overall budget – is difficult to apply and can result in relatively small revisions being shared for review and comment. Consequently, crisis response-related revisions of USD 8.5 million for Zambia's transitional ICSP and USD 9.5 million for Eswatini's transitional ICSP – which were approved within the country director's delegated authority, were shared with Member States.
56. At the 10 July 2019 informal consultation, Member States expressed appreciation for the review process and said that visibility of crisis response revisions was essential for increasing Board oversight, supporting internal planning and mobilizing resources from donor partners. However, Member States also expressed a willingness to discuss alternative proposals or mechanisms for ensuring that Board oversight of crisis response-related revisions did not impede swift and effective emergency response.

Proposal 3: Simplify the five-day Member State review process for crisis-response-related revisions by notifying and sharing crisis-response-related revisions³³ with Member States.

57. In recognition of the value to Member States of sharing crisis-response-related revisions, particularly in terms of the visibility of WFP's crisis response, management proposes to notify Member States of crisis response-related revisions greater than USD 7.5 million and to share revision documents immediately following approval by the Executive Director and, if required, the FAO Director-General, rather than employing the five-day crisis response review process. If adopted, this proposal will reduce the burden on country offices and eliminate the 10-day average delay in WFP's emergency response while alerting Member States to significant changes in crisis-response-related strategic outcomes.
58. Member States will be notified of all approved crisis response-related budget revisions that increase the budgets by USD 7.5 million or more. The revision documents will be published and shared with Member States and the CSP data portal will be updated with budget changes following approval by the Executive Director and, if required, the FAO Director-General. Improvements in notifying Member States of newly posted changes, including the use of e-mail to inform Board Members, could be made. In addition to the annual management plan, the annual performance report and annual country reports,

³³ All revisions of CSP and ICSP budgets greater than USD 7.5 million.

reports detailing the Executive Director's use of his delegated authority, including to approve revisions and corresponding budget increases for emergency-related revisions of a CSP, ICSP, or transitional ICSP, will be submitted to the Board twice a year.

Rationale

59. Under the IRM framework the Board for the first time exercises initial approval authority over all of WFP's operations in all contexts,³⁴ including with regard to strategic outcomes related to protracted, predictable and recurring crisis response, service provision activities and activities funded entirely by host governments that have not asked for approval by the Executive Board. This represents a meaningful improvement in terms of transparency, oversight and accountability.
60. The proposal to notify Member States and share crisis-response-related revisions following approval by the Executive Director and, if required, the FAO Director-General, would optimize WFP's ability to respond swiftly to needs on the ground while providing visibility to Member States and enabling WFP to confirm and programme contributions without delay.
61. Under this proposal Member States would continue to have the opportunity to seek clarification on crisis responses and to express support. In line with current governance arrangements, Member States could request that a crisis response revision be discussed at a subsequent Board session. Operational briefings on WFP's crisis response would also continue to be offered. Country offices will continue to consult with local missions on revisions and sharing relevant documents, which are often compiled in the context of humanitarian assessments.
62. Subject to feedback from Member States, the modified process would come into effect in 2020.

Other proposal

Proposal 4: Provide more detailed information via the CSP data portal to improve its usefulness to users in line with recommendations 7 and 8 of the External Auditor's report on country portfolio budgets.

63. Transparency is a cornerstone of the IRM framework and WFP is committed to upholding the principles of good governance by continuing to provide enhanced transparency to ensure open and comprehensive engagement with the Board. Consistent with proposals 1, 2 and 3, management recognizes that it is necessary to strike a balance with regard to information provided to the Board for strategic engagement and more detailed information to facilitate decision-making made available through WFP's online platforms.
64. To increase operational transparency under the IRM framework, WFP has created the CSP data portal to provide Member States with budgetary, financial and performance information. In line with feedback from Member States since the portal's launch in July 2018, WFP is implementing actions to better integrate data and enhance the presentation of detailed information to ensure that it is coherent, relevant and useful for decision-making and oversight purposes. These enhancements are in line with recommendations 7 and 8 of the External Auditor's report on country portfolio budgets³⁵ which recommended "improving the usefulness of the 'CSP Data Portal' for its users" and "rationalizing the coexistence of the different information portals". In response to the recommendations,

³⁴With the exception of CSPs and ICSPs funded entirely by host countries where the host countries have not requested the Executive Board to approve the plans.

³⁵WFP/EB.A/2019/6-E/1.

management agreed to continue to improve the usefulness of the CSP data portal and to integrate the management plan website into the portal over the course of 2019.³⁶

65. Actions include providing the original implementation plans for all approved CSPs and ICSPs; more regularly updated expenditure data, including allocations from the programme support and administrative budget; percentages of indirect and direct support costs; and information on requirements in relation to the needs-based plan and the implementation plan and on the resource situation.
66. The Secretariat remains committed to engaging bilaterally and through informal consultations with Member States and donor partners to ensure that the CSP data portal provides the information they require – in an easy-to-digest format – to support decision-making and visibility.

Summary of proposals

67. With respect to budget revisions and other governance processes, the Secretariat has developed the following proposals:

Proposal 1: Streamline the two-step consultation process while ensuring strategic engagement of the Board.

Proposal 2: The Executive Board will approve all new CSPs and ICSPs and any revisions that add or delete strategic outcomes related to resilience building or root causes. Other revisions would be delegated to the Executive Director or, for crisis response-related revisions, the Executive Director, and if required, the FAO Director-General.

Proposal 3: Simplify the five-day Member State review process for crisis-response-related revisions by notifying and sharing crisis-response revisions³⁷ with Member States.

Proposal 4: Provide more detailed information via the CSP data portal to improve its usefulness to users in line with recommendations 7 and 8 of the External Auditor's report on country portfolio budgets.

68. The proposals, if enacted, would not affect the Board's increased approval of programmes and would ensure that WFP has the agility required for effective and efficient operational response, has the flexibility to align with the requirements of the new UNSDCF and is able to reduce the administrative burden on country offices.
69. The proposals will be discussed at the informal consultation on 4 September 2019, and management welcomes the Board's feedback. Based on the comments received, management will refine the proposals and present them for consideration at the Board's 2019 second regular session. The proposed permanent delegations of authority – considering the Board's views – will be presented for approval at the 2020 first regular session. If they are approved the appendix to the General Rules will be revised and the permanent delegations of authority will take effect on 1 March 2020.

Additional issues

Implementation of interim multi-country strategic plans

70. At the Board's 2018 second regular session,³⁸ and in the prefatory note to the Pacific interim multi-country strategic plan³⁹ (IMSCP), management outlined its approach to regions such

³⁶ WFP/EB.A/2019/6-E/1/Add.1.

³⁷ All crisis response revisions of CSP and ICSP budgets costing more than USD 7.5 million.

³⁸ WFP/EB.2/2018/5-A/1, para. 48–52.

³⁹ WFP/EB.A/2019/8-B/3.

as the Pacific and Caribbean, where WFP works on themes – disaster preparedness, for example – that are relevant to a number of similarly situated small states that do not have individual CSPs or ICSPs in place. In these cases, an IMCSP will cover a number of countries and will not overlap with any existing CSP, ICSP, limited emergency operation or transitional ICSP following a limited emergency operation.

71. An IMCSP would be treated and approved as a single plan covering all the countries where WFP plans to implement a response. One programme document (including one country portfolio budget) will be submitted to the Executive Board for approval, and the programme will subsequently be implemented in a manner consistent with other CSPs. Since the accountability for monitoring and reporting progress towards SDG targets remains with national governments at the country level, a common collective strategic outcome for the IMCSP would be applied to each country context, with the possibility that certain strategic outcomes would apply to only a subset of the countries involved.
72. For programmatic authority, each IMCSP should be derived, where possible, from the individual United Nations development assistance framework (UNDAF) for each country, which is expected to be replaced by the UNSDCF. This should help to ensure national ownership and coherence with the achievement of the SDGs and with the plans of other partners, in line with ongoing United Nations development system reform, including the redesign of the UNDAF system.
73. One or more activities would be designed to achieve specified outputs and would be linked to a strategic outcome or outcomes; activities could be designed as common activities for implementation in all the countries covered by the plan, where these are linked to the same strategic outcome. To ensure flexibility, one country office in the region or the regional bureau could act as the coordinator for managing the implementation of an IMCSP. Funds would be managed through a multi-country portfolio budget.
74. While an IMCSP approved by the Board would generally have a programmatic focus common to the countries covered by the plan, emergency responses would be handled through existing mechanisms if and when the need arose, for example, by adding crisis-response-related strategic outcomes, outputs and activities through a revision of the original IMCSP.
75. The Pacific IMCSP⁴⁰ was approved by the Board at its 2019 annual session and the Caribbean IMCSP will be presented for approval at its 2019 second regular session. The Pacific IMCSP contains necessary temporary derogations from the WFP General Rules, Financial Regulations and delegations of authority to the Executive Director in order to apply those rules and regulations analogously, such that the phrase “country strategic plan” is understood to mean “multi-country strategic plan” and the word “country” is understood to refer to the multiple countries covered by the IMCSP.
76. It is expected that the draft decision on the approval of the Caribbean IMCSP, to be presented at the 2019 second regular session, will feature a similar provision, amended as necessary to consider experience gained through the implementation of the Pacific IMCSP.
77. Based on the experience of implementing the IMCSPs, management will present for approval any necessary amendments to the WFP General Rules and Financial Regulations at the 2020 first regular session along with the permanent delegations of authority.

⁴⁰ WFP/EB.A/2019/8-B/3.

ANNEX I

1. **CSPs:** CSPs include WFP's entire portfolio of humanitarian and development activities in a country. They are prepared following country-led analyses of sustainable development¹ and may also be informed by evaluations, assessments – including joint needs assessments – and feasibility studies. CSPs that are funded entirely by their host countries may be approved by the Executive Board, unless the host country elects to have the Executive Director approve their plan; all other CSPs are approved by the Board.
2. **ICSPs:** ICSPs include WFP's entire portfolio of humanitarian and development activities in a country but are prepared when a country-led sustainable development analysis for informing the design of a CSP has not been completed. ICSPs are based on WFP's existing strategies, studies, assessments – including joint needs assessments – analysis and data. Like CSPs, ICSPs that are funded entirely by a host country may be approved by the Executive Board, unless the host country elects to have the Executive Director approve their plan; all other ICSPs are approved by the Board.
3. **IMCSPs:** IMCSPs cover a number of countries and will not overlap with any existing CSP, ICSP, limited emergency operation or transitional ICSP following a limited emergency operation. IMCSPs are employed in regions where WFP works on themes that are relevant to a number of similarly situated small states. Where possible, an IMCSP will be derived from the individual United Nations development assistance framework (UNDAF) for each country that it covers. All IMCSPs are approved by the Board.
4. **Limited emergency operations:** A limited emergency operation includes emergency relief in a country or countries where WFP does not operate under a CSP or ICSP. A limited emergency operation may include the provision of services or capacity strengthening support, as required. Limited emergency operations are planned for an initial period of up to six months and are approved by the Executive Director and, if required, the FAO Director-General. After the initial six-month period, operations are planned and implemented under a transitional ICSP as described in the next paragraph.
5. **Transitional ICSPs:** A transitional ICSP may be carried out between the end of a limited emergency operation and the start of a CSP or ICSP. A transitional ICSP following a limited emergency operation may be approved by the Executive Director, with joint approval, if required, by the FAO Director-General, for emergency-related components. Transitional ICSPs, which are based on previously approved project documents, may be approved by the Executive Director for a duration of up to 18 months as a bridge to CSPs informed by strategic reviews.²

¹ A country-led sustainable development analysis typically consists of a zero hunger strategic review or a country analysis that informs the development of a United Nations development assistance framework.

² The Board approved the extension of the duration of certain transitional ICSPs approved by the Executive Director beyond 18 months, up to December 2019, in order to allow the presentation of CSPs and ICSPs for approval at its 2019 second regular session.

Updated findings from the review of the application of interim delegations of authority

1. As noted in paragraph 37 of the main document, the review of the application of interim delegations of authority initially covered only 2018. The analysis and findings have been updated to include the first six months of 2019, as described below. The additional data and experience gained largely validate the initial findings.

Finding 1: Analysis of approvals: value of initial programmes and revisions

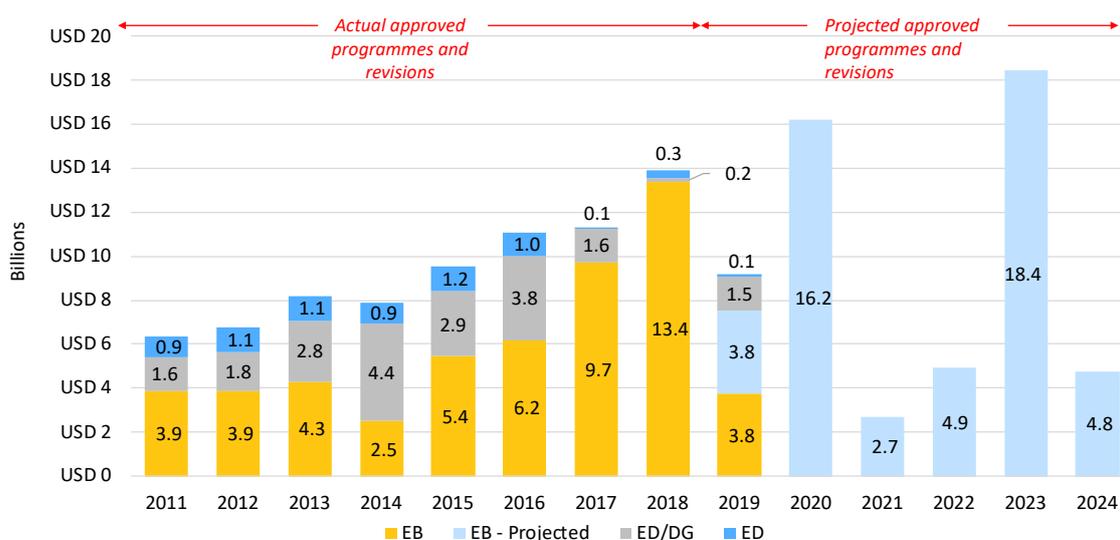
2. At the 10 July informal consultation the Secretariat shared its analysis of the annual value of approved initial programmes and revisions. The proportion of the value approved is included to account for the increasing size of WFP's programme of work from 2011 to 2019. It was determined that because a CSP or ICSP encompasses WFP's entire portfolio of humanitarian and development activities in a country, including outcomes relating to crisis response and service provision and activities funded entirely by the host government, that the transition to the IRM framework has resulted in a significant increase in the value of the programmes and revisions approved by the Board, from USD 4.4 billion (53 percent of the value all approved programmes and revisions) between 2011 and 2016 to USD 13.4 billion in 2018 (96 percent of the value of all approved programmes and revisions).

Finding 1

Under the IRM framework there has been a substantial increase in the Executive Board's role in approving WFP programmes (CSPs and ICSPs) in terms of absolute value – from USD 4.4 billion between 2011 and 2016 to USD 13.4 billion in 2018 – and as a proportion of programmes and revisions approved each year compared with the project-based system – from an average of 53 percent per year between 2011 and 2016 to 96 percent in 2018. The increase in the approval of programmes by the Board is expected to be sustained in future years, based on conservative projections.

3. Figure A.II.1 has been updated to show the annual value of initial programmes and revisions approved, the actual value of approved programmes and revisions from 2011 to 2018 and the first six months of 2019 and the projected value of approved programmes and revisions for the second half of 2019 through 2024. The total amount approved each year is disaggregated by approving authority: the Executive Board, the Executive Director and the Executive Director and the FAO Director-General jointly.

Figure A.II.1: Value of initial programmes and revisions approved



*Note: 2017 includes approvals for initial programmes and revisions under both the project-based system and the IRM framework and excludes T-ICSP approvals and project approvals related to the transition. 2018 excludes all approvals under the project-based system, the approval of T-ICSPs and all T-ICSP extensions in time as these are linked to the transition from the project-based system to the IRM framework. 2019 includes actual approvals from January to June and projected Board approvals for July to December.

4. Under the project-based system, between 2011 and 2016 the Executive Board approved on average USD 4.4 billion in programmes annually.¹ This represented 53 percent of the total average annual value approved of USD 8.3 billion.
5. In 2017, the Board approved programmes and revisions valued at USD 9.7 billion, 86 percent of all programmes and revisions approved (valued at USD 11.3 billion). In 2018, the Board approved USD 13.4 billion of programmes and revisions, or 96 percent of all programmes and revisions approved (valued at USD 13.9 billion).² Management initially projected the Board would approve USD 6.9 billion in 2019. In the first six months, the Board approved USD 3.8 billion. After taking into consideration CSPs and ICSPs that will be approved at the 2019 second regular session, it is estimated the Board will approve programmes and revisions totalling USD 7.6 billion, or 83 percent of the total programmes and revisions expected to be approved in 2019.
6. As shown in figure A.II.1, looking ahead to the 2020–2024 period, the Board is projected to approve CSPs and ICSPs with an average annual value of nearly USD 9 billion – more than double the value of the programmes that the Board approved annually under the project-based system. These projections do not include revisions because they cannot be predicted with any accuracy.
7. The additional data from the first six months of 2019 confirms that the transition to the IRM framework has resulted in a significant increase in the Board's approval of programmes and revisions, from USD 4.4 billion (53 percent of the value all approvals) between 2011 and 2016

¹ Under the project-based system, the Board approved protracted relief and recovery operations and revisions with budgets exceeding USD 20 million in food value and country programmes and revisions costing more than USD 3 million in food value. The Board did not approve emergency operations, special operations or country-level trust funds.

² Board approvals in 2017 and 2018 included 48 new CSPs and ICSPs, one CSP revision, one transitional ICSP revision and five project revisions.

to USD 13.4 billion in 2018 (96 percent of the value of all approvals) and an estimated USD 7.6 billion in 2019 (83 percent of the value of all anticipated approvals).

Finding 2: Analysis of approvals: value of initial programmes and revisions approved solely by the Board

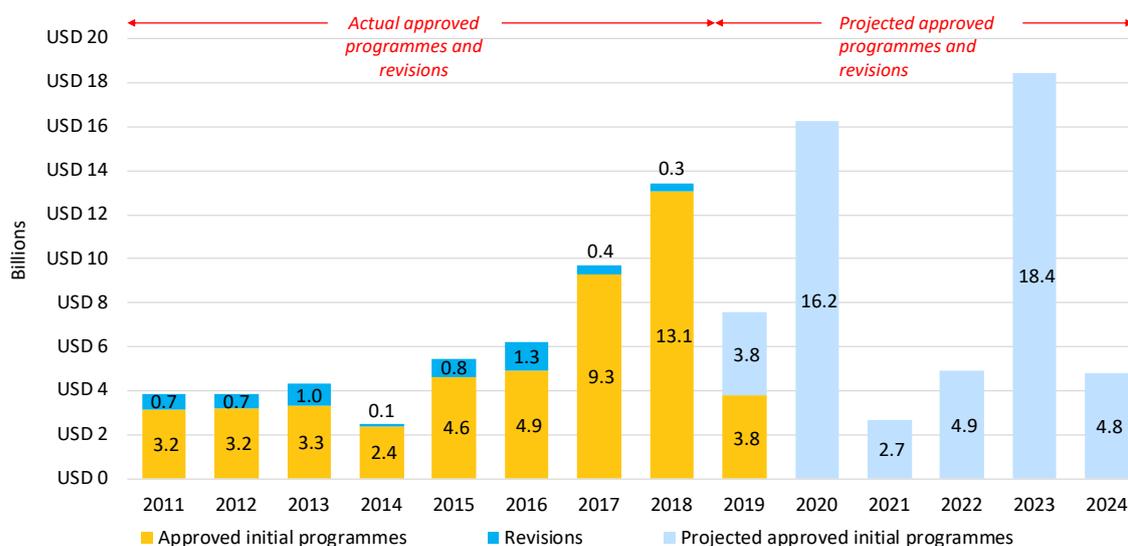
- The Secretariat next analysed the annual value of only programmes and revisions approved by the Board. It was determined that the significant increase in the Board’s approval role derives almost exclusively from its initial approval of CSPs and ICSPs, each of which includes the entire portfolio for a country, including crisis response.

Finding 2

Under the IRM framework, the substantial increase in the Executive Board’s role in approving WFP programmes (CSPs and ICSPs) has occurred independently of revisions. The increase in the approval of programmes by the Board is expected to continue in future years, based on conservative projections.

- Figure A.II.2 has been updated to show the annual value of initial programmes and revisions approved by the Board. It reflects the actual value of approved programmes and revisions for the period 2011–2018 and the first six months of 2019 and the projected value of approved programmes and revisions for the second half of the period 2019–2024.

Figure A.II.2: Value of initial programmes and revisions approved by the Board



*Note: 2017 includes approved initial programmes and revisions under both the project-based system and the IRM framework and excludes approved projects related to the transition. 2018 excludes all approvals under the project-based system and all T-ICSP extensions in time as these are linked to the transition from the project-based system to the IRM framework. 2019 includes actual approvals from January to June and projected Board approvals for July to December.

- Finding 1 concluded that the annual value approved by the Board averaged USD 4.4 billion between 2011 and 2016 and USD 13.4 billion in 2018 and that it is currently projected at USD 7.6 billion for 2019. In the first six months of 2019 there were no revisions that exceeded the budgetary thresholds requiring Board approval.³ With the addition of data from the first six months of 2019, figure A.II.2 makes clear that the value of the initial

³This analysis excluded four transitional ICSP extensions in time approved by the Board because they were linked to the transition from the project-based system to the IRM framework.

programmes – and not the revisions – is key to the substantial increase in the value of programmes and revisions approved by the Executive Board. If the value of approved budget revisions is excluded, the value approved by the Board decreases only slightly, to USD 3.6 billion between 2011 and 2016 and to USD 13.1 billion in 2018. Thus the increase in the Board’s approval role is occurring independent of budget revisions, with the value of approved initial programmes rising significantly with the transition to the IRM framework. This increase is projected to be sustained in future years.

Finding 3: Analysis of approvals: value and number of approved initial programmes and revisions

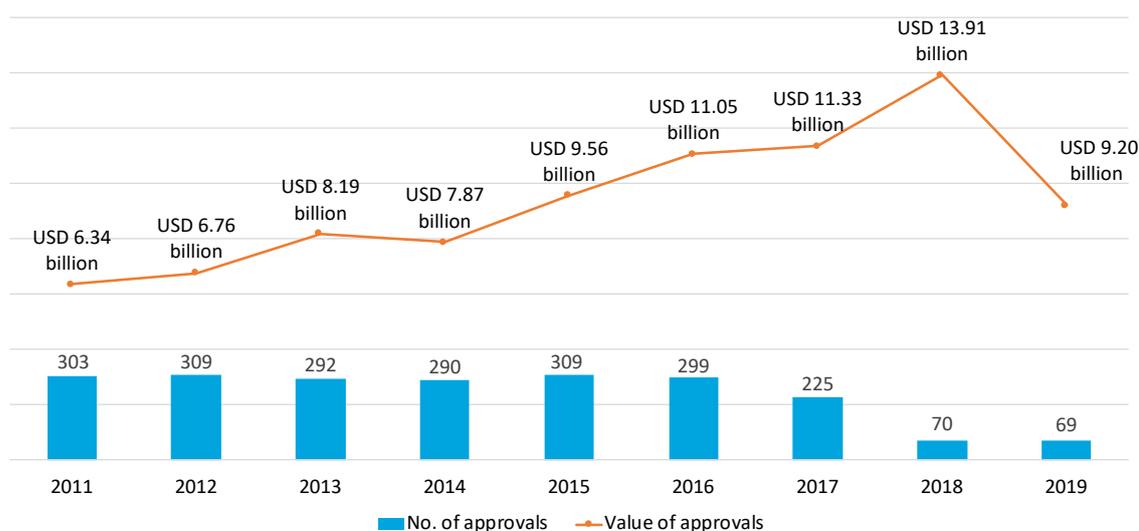
- The Secretariat also analysed the data to determine whether any efficiency gains had been made in the transition from the project-based system to the IRM framework. The analysis showed that the dollar *value* of programmes and revisions approved significantly increased under the IRM framework in 2018 and the average *number* of approvals decreased compared with the 2011–2016 average under the project-based system, a notable increase in efficiency.

Finding 3

Under the IRM framework, the overall dollar value of programmes and revisions approved has increased while the number of approvals has declined, leading to efficiency gains.

- Figure A.II.3 show the total value (in billions of dollars) and the total number of initial programmes and revisions approved by the Board, by the Executive Director and by the Executive Director and the FAO Director-General jointly and has been updated to include 2019. In the first six months of 2019, there were 57 actual approvals (valued at USD 5.4 billion). It is anticipated there will be 12 CSP or ICSP documents approved at the 2019 second regular session bringing the total number of approvals to 69 (valued at USD 9.2 billion). Projections do not include budget revisions because they cannot be predicted with any accuracy.

Figure A.II.3: Value and number of approved initial programmes and revisions



*Note: 2017 includes approvals for initial programmes and revisions under both the project-based system and the IRM framework and excludes T-ICSP approvals and project approvals related to the transition. 2018 excludes all approvals under the project-based system, the approval of T-ICSPs and all T-ICSP extensions in time because they are linked to the transition from the project-based system to the IRM framework. 2019 includes actual approvals from January to June and projected Board approvals for July to December.

13. Between 2011 and 2016, the average value of programmes, projects and revisions approved annually was USD 8.3 billion and the average number of approvals was 300. Under the IRM framework in 2018, the annual value of initial programmes and revisions approved increased to USD 13.9 billion while the number of approvals decreased to 70.⁴ As shown in figure A.II.3, the additional data from 2019 confirms that the dollar value of programmes remains high while the number of approvals has significantly decreased under the IRM framework compared to the project-based system.

Finding 4: Analysis of approvals – number of revisions

14. As the last piece of the review, management analysed the number of approved revisions to determine whether any efficiency gains had been achieved. One indicator of increased efficiency would be fewer revisions, as a lower number would mean less time and fewer resources were being spent on processing revisions.
15. The introduction of a country-wide portfolio framework was expected to increase efficiency in the revision process. This is because instead of managing three or four different projects of different durations, each of which might require revision, the CSP framework consolidates the work into a single revision. In addition, as outlined in the update on the IRM presented at the Board's 2017 second regular session,⁵ the enhanced flexibility of the country portfolio budget structure and the use of resource-based implementation plans was expected to improve operational planning at the country level and reduce the need for revisions related to technical adjustments.
16. In the period 2011–2016 there were an average of 215 revisions each year. In 2018 under the IRM framework there were 46 revisions. This is a good indication that under the IRM there are substantial improvements in efficiency, resulting in time and cost savings, as well as a reduction in fragmentation.

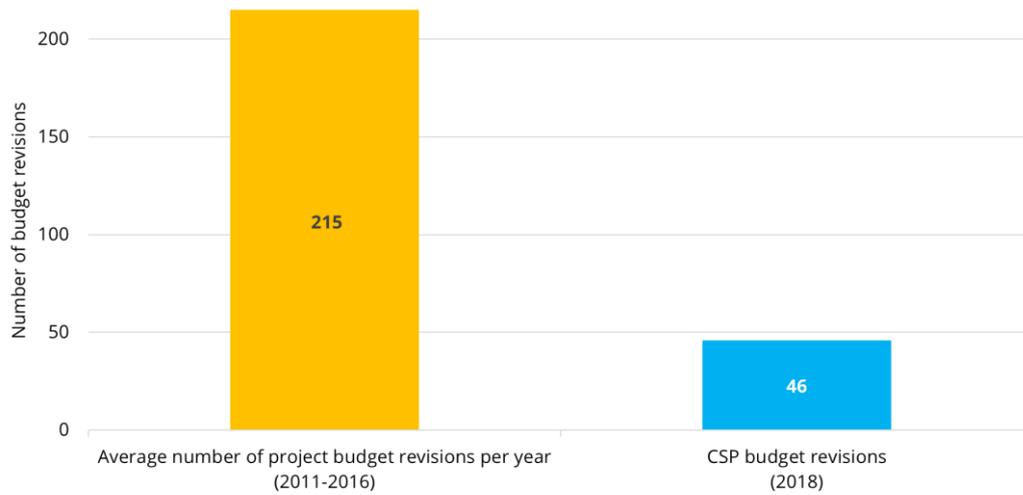
Finding 4

The change from the project-based system to the IRM framework has improved efficiency, as evidenced by a substantial reduction in the number of revisions being processed annually.

⁴ The 70 approvals covered 24 initial programmes and 46 revisions.

⁵ WFP/EB.2/2017/4-A/1/Rev.1.

Figure A.II.4: Average number of revisions in a one-year period



*Note: 2018 excludes the approvals of all T-ICSP extensions in time as these are linked to the transition from the project-based system to the IRM framework.

17. Figure II.A.4 relates to revisions only and shows the average number of revisions approved per year between 2011 and 2016 under the project-based system and the number of revisions approved in 2018 under the IRM framework. In the first six months of 2019 there were 31 approved revisions.⁶ Because revisions cannot be predicted with any accuracy it is difficult to estimate how many revisions may be presented in the latter half of 2019. However, management is confident that the final number of revisions approved in 2019 will be significantly less than the annual average of 215 revisions under the project-based system.

⁶ This number excludes four transitional ICSP extensions in time as these are linked to the transition from the project-based system to the IRM framework.

Crisis response revisions that warranted Member State review

1. Paragraphs 50–56 of the main document cover the background of the Member State review process for crisis-response-related revisions. Under the process, crisis response-related revisions above the thresholds for delegated authority for non-crisis-response-related revisions, i.e., the lesser of USD 150 million or 25 percent of the overall budget, are shared with Member States for a five-day comment period. This process is in addition to the publication of revisions costing more than USD 7.5 million and the usual twice-yearly reports on emergency operations approved by the Executive Director or jointly by the Executive Director and the FAO Director-General submitted for information at formal Board sessions.
2. Table A.III.1 shows the 18 revisions that exceeded the applicable budgetary thresholds and were subject to the five-day Member State review process. A total of 12 revisions were shared with Member States prior to approval by the Executive Director and, where required, the FAO Director-General. Due to their urgency, the remaining six revisions were shared with Member States after their approval by the Executive Director and, where required, the FAO Director-General. Lessons learned from the review process found that an average of two or three Member States provided comments on each revision.

Date approved	Country office	Value in USD*	Shared with Member States before approval	Member States commenting
16 March 2018	Mauritania	21 869 847	No	Belgium, Canada
23 March 2018	Zambia	8 495 532	Yes	United Kingdom, United States
30 April 2018	Mali	39 880 444	Yes	Belgium, Canada, United States
31 May 2018	Burkina Faso	41 520 530	Yes	Denmark, Kuwait United States
29 June 2018	Bangladesh	188 550 905	Yes	Canada, Myanmar
24 August 2018	Colombia	43 780 256	Yes	Colombia, United States, Venezuela
16 Jan 2019	Democratic Republic of the Congo	452 884 490	No	Spain, United States
27 Feb 2019	Bangladesh	438 125 978	Yes	Australia, Bangladesh, Canada, Myanmar, Spain
21 March 2019	Eswatini	9 521 617	No	(none)
5 April 2019	Mozambique	168 103 739	No	Belgium, Finland
8 April 2019	Madagascar	45 112 763	No	United States
2 May 2019	Colombia	93 303 121	Yes	Canada, Denmark
13 June 2019	Somalia	214 529 478	No	Australia, Canada
3 July 2019	Cameroon	86 682 316	Yes	Canada, United States
3 July 2019	Yemen	1 483 114 732	Yes	Canada
18 July 2019	Lebanon	364 354 369	Yes	Australia, Canada, Kuwait
In progress	Central African Republic	212 620 887	Yes	Ongoing
In progress	Zimbabwe	156 166 408	Yes	Sudan, United Kingdom

*Value is primarily – but not solely – accounted for by crisis response, since revisions rarely relate to just one focus area. Shaded rows indicate revisions that were shared with Member States for comment after their approval by the Executive Director or the Executive Director and the FAO Director-General.

Acronyms used in the document

CRF	corporate results framework
CSP	country strategic plan
FAO	Food and Agriculture Organization of the United Nations
ICSP	interim country strategic plan
IMCSP	interim multi-country strategic plan
IRM	Integrated Road Map
SDG	Sustainable Development Goal
UNDAF	United Nations development assistance framework
UNSDCF	United Nations sustainable development cooperation framework