

# Internal Audit of Corridor Management in WFP

Office of the Inspector General  
Internal Audit Report AR/25/22



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## II. Executive summary

### Background

1. As part of its annual workplan, the Office of Internal Audit conducted an audit of corridor management in WFP, covering the period from 1 January 2024 to 30 September 2025. The audit focused on governance and oversight, operational coordination and Integration, and budgeting and performance monitoring.
2. According to the 2024 WFP audited annual accounts and the WFP Data Operations and Tracking System, WFP delivered 63 percent of the total food procured (approximately 1.9 million metric tons (mt) out of total of 2.9 million mt) through its corridors, with approximately 1.8 million metric tons procured via the Global Commodity Management Facility.
3. Management of corridors, a critical element of WFP's supply chain, involves the planning, coordination, and oversight of designated transport routes that enable the movement of food and humanitarian commodities across multiple countries, ensuring timely delivery to country operations under complex logistical, regulatory, and security conditions.

### Audit conclusions and key results

4. Based on the results of the audit, the Office of Internal Audit reached an overall conclusion of **some improvement needed**. The assessed governance arrangements, risk management and controls were generally established and functioning well but needed improvement to provide reasonable assurance that the objective of the audited entity/area should be achieved. Issue(s) identified by the audit were unlikely to significantly affect the achievement of the objectives of the audited entity/area. Management action is recommended to ensure that identified risks are adequately mitigated.

#### *Positive practices*

5. The Office of Internal Audit acknowledges the progress made since the 2019 internal audit of WFP Djibouti corridor management.<sup>1</sup> Building on lessons learned, the then Regional Bureau of Eastern Africa (now the Regional Bureau of Eastern and Southern Africa) launched the pilot corridor management model in 2020, a structured solution to align corridor operations with regional contexts, streamline budgeting practices, and strengthen coordination between service provider and recipient country offices. Serving as a catalyst for subsequent reforms, the model introduced templates for corridor budget agreements, a regional governance body, clearer accountability mechanisms, and improved visibility of throughput and costs.
6. In December 2021, the WFP Supply Chain and Delivery Division issued a directive on corridor cost sharing, budget management and expenditure reconciliation to enhance transparency and accountability. This was followed by internal corridor fund management guidelines in April 2022 to provide further operational guidance.

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<sup>1</sup> [Internal Audit Report of WFP Djibouti Corridor Management - June 2019 | World Food Programme](#)



### *Context*

7. In response to organizational and financial challenges, WFP undertook a structural review in 2023, leading to the adoption of a “one integrated global headquarters” model in October 2024, aimed at enhancing support to country offices and streamlining services through global hubs. Following a pause in a donor’s foreign development assistance and declining funding projections, WFP initiated cost-efficiency measures, and by April 2025, due to a projected 40 percent funding reduction, WFP announced plans to reduce its global workforce by up to 30 percent. The results of this audit should be read in the context of these organizational measures.

### *Improvement areas*

8. There was limited progress in extending the 2020 corridor solution across regions due to the decentralized nature of corridor operations and WFP’s organizational setup at the time. In the second quarter of 2025, the Supply Chain and Delivery Division, building on the opportunity of the global headquarters restructuring effective 1 May 2025, launched the Global Corridor Management Team and initiated significant efforts to standardize the corridor management framework and improve efficiency gains and data models to ensure greater coherence, oversight, and harmonization across WFP’s global corridor network.

9. The audit report contains two high-priority observations, (i) governance framework and (ii) corridor budget and data management, as well as two medium-priority observations.

10. **Governance framework:** The absence of a comprehensive governance framework and clarity on corridor definitions led to fragmented approaches, uneven interpretations and application of standards, as well as unclear roles and decision-making. Beyond existing guidance focused on budgeting practices, there was inconsistent oversight and fragmented accountability. Nearly a quarter of active corridors did not have formal agreements. Limited corridor performance monitoring resulted in poor visibility, inconsistent reviews, and unimplemented compensation mechanisms for unused capacity or service provider issues. Staffing decisions for corridor management were inconsistent and poorly documented with unclear criteria and insufficient transition planning.

11. **Corridor budget and data management:** There were inconsistent methodologies and assumptions in calculating corridor data across regions, which hindered effective budget decisions and made it difficult to assess throughput, costs, and efficiency. Without harmonized data and standardized monitoring frameworks, WFP faces the risks of resource misallocation and undetected performance issues, which threaten operational credibility and value for money.

12. The audit also highlighted two medium-priority observations. Risk management processes and business continuity plans did not consistently consider corridor operations. Corridor service providers lacked formal risk assessments, which increased vulnerability to operational disruptions and loss of institutional knowledge, especially in the context of significant staffing reductions. The audit also highlighted gaps in the prioritization and management of call-forward requests and the resolution of operational issues.

13. Management has agreed to address the four reported observations and implement the agreed actions by their respective due dates.

14. The Office of Internal Audit would like to thank managers and staff for their assistance and cooperation during the audit.

### III. Background and audit approach

#### Background

15. Corridor management is a critical component of the WFP's global supply chain, enabling the movement of food and humanitarian assistance across complex and often challenging environments. Corridors are defined routes, sometimes spanning multiple countries, through which WFP transports commodities from points of entry to recipient countries, ensuring timely delivery to beneficiaries.

16. Corridor management involves a diverse set of operational models, ranging from bilateral arrangements between two countries, to multi-country and hub-based models. Each corridor presents unique logistical, regulatory, and security contexts, requiring tailored approaches to planning, coordination, and oversight. The scale and complexity of WFP's corridor operations have grown in recent years, reflecting both the increasing demands of humanitarian response and the evolving geopolitical landscape.

17. The key coastal entry points (Dar es Salaam, Djibouti, Douala, Durban, Lome and Mombasa) are gateways that handle imports and distribute them downstream across numerous countries. The performance of these corridors directly impacts the resilience of entire regions: any inefficiency or disruption at these nodes will inevitably cascade downstream, affecting the operations of service recipient countries.

18. Throughout the audit report, the term 'corridor services'<sup>2</sup> refers to the internal WFP supply chain services provided by country offices to recipient country offices. The country offices share fixed costs related to the provision of these services as governed by a Corridor Budget Agreement (CBA). Corridor services include port operations (vessel discharge, customs clearance, superintendence), overland transportation, warehousing and handling of commodities, and commodity tracking, among others. The supply chain logistics manual covers each of these activities specifically, for guidance and operational support. Accordingly, the audit of WFP corridor operations did not assess individual processes in isolation (such as transport), but rather examined the coordination, interdependence, and communication across the various corridor management steps and tasks.

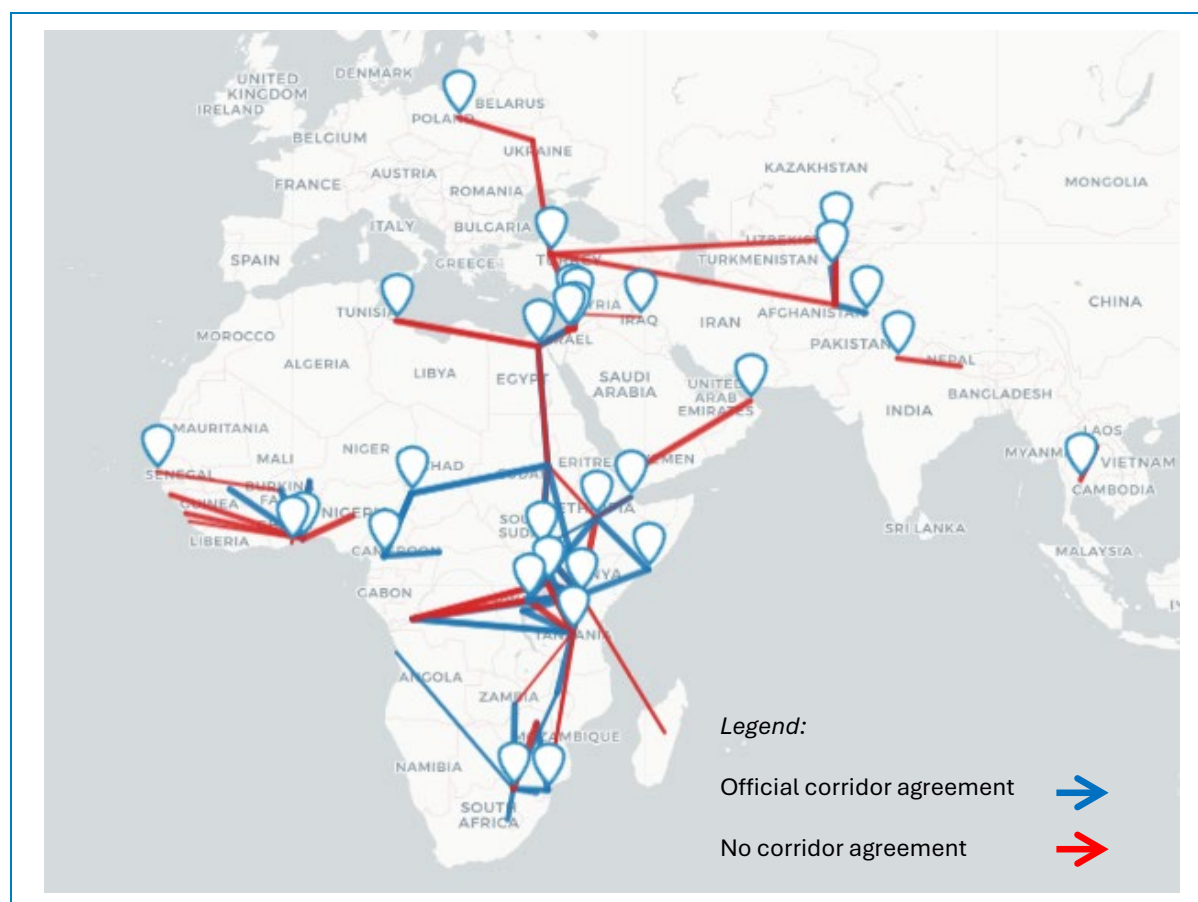
#### *Key corridor management figures*

19. In 2025,<sup>3</sup> WFP operated 79 corridor routes worldwide, comprising 42 multilateral (one country office serving more than one service recipient) and 37 bilateral routes (one country office service one service recipient), facilitating the movement of humanitarian commodities across more than 40 countries. Figure 1 below shows the map of active corridors in 2025. There were 18 corridor budget agreements in place in 2025 comprising of 15 multilateral corridors with a formal corridor budget agreement between service provider and recipient country offices and three bilateral corridors with an established agreement.

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<sup>2</sup> WFP directive on Corridor cost sharing and budget management and expenditure reconciliation process, December 2021

<sup>3</sup> Data source: WFP supply chain corridor efficiency review, September 2025

Figure 1: Overview of active corridors and routes in 2025<sup>4</sup>

20. The total corridor service food volume for 2025 is projected to reach approximately one million mt. Over 80 percent of this volume is registered for the Africa continent; the Eastern and Southern Africa Regional Office (ESARO) region alone accounts for nearly half of all corridor throughput. The planned corridor fixed costs for 2025 amounted to USD 32 million for a total volume of 1.5 million mt, with staff costs representing an average of 55 percent of total corridor costs. Table 1 below summarizes the 2025 regional office planned average cost per mt.

Table 1: Planned average regional office cost per metric ton for 2025

Regional office <sup>5</sup>	Total planned cost (USD millions)	Total planned tonnage (mt)	Average cost per mt (USD/mt)
Asia and the Pacific Regional Office (APARO)	0.8	57,519	13.3
Eastern and Southern Africa Regional Office (ESARO)	17.2	687,534	25.0
Former Regional Bureau for Southern Africa (ESARO)	0.6	88,984	7.2
Latin America and the Caribbean Regional Office (LACRO)	0.1	1,350	80.8
Middle East, Northern Africa and Eastern Europe Regional Office (MENAEEERO)	8.1	300,417	27.0
Western and Central Africa Regional Office (WACARO)	5.1	331,950	15.4
<b>Total 2025 planned cost and mt</b>	<b>32</b>	<b>1,467,754</b>	<b>21.8</b>

<sup>4</sup> Data source: supply chain 2025 corridor efficiency gain review

<sup>5</sup> Data source: Analysis of planned costs and tonnage for the 2025 corridor budget agreements across 18 corridors

21. The ESARO region had the most complex corridor network in WFP operations, both in terms of service volumes and number of corridors, and in number of service recipients per service provider. Kenya served 14 service recipients, followed by Tanzania with 9, and South Africa with 8.

*The Regional Bureau for Eastern Africa corridor management pilot*

22. The Eastern Africa corridor management solution, initiated in 2019 by the WFP Supply Chain and Delivery Division (SCD), responded to operational challenges as well as findings from the 2019 internal audit of WFP Djibouti corridor management. SCD established a corridor management working group, comprising representatives from headquarters and regional bureaux, to identify root causes of corridor management issues and to generate corporate solutions, guidelines, and tools. The first phase of this initiative was piloted in the Eastern Africa region from 2020, with the intention of fine-tuning the model before rolling it out globally.

23. The primary goal of the corridor management solution was to strengthen the governance, efficiency, and transparency of WFP's supply chain corridors. It aimed at addressing weaknesses in governance, risk management, planning, operations, and performance evaluation, relying on four key principles:

- a. A Regional governance body – the Corridor Management Committee (CMC) with responsibilities for oversight, risk management, decision-making on staffing, budgeting, operational adjustments, performance review and issue-resolution authority. The CMC is also responsible for facilitating coordination between service provider and recipient country offices;
- b. Standardized processes – such as streamlined and transparent planning, budgeting, and cost-sharing processes including the use of the CBA;
- c. Implementation of an end-to-end corridor performance framework – with clear key performance indicators (KPIs) and mechanisms for monitoring and benchmarking; and
- d. Cost transparency – with the introduction of a “money for value” approach to ensure high service costing transparency and fairness in cost sharing among service recipient country offices.

24. These initiatives led to (i) the corporate directive on corridor cost sharing, budget management and expenditure reconciliation process issued in December 2021 and (ii) the internal corridor fund management guidelines issued in April 2022. SCD updated specific sections of the WFP logistics manual in 2025 to reflect these changes and lay out the steps for the corridor budgeting process.

25. The Eastern Africa corridor management solution served as a pilot for WFP's wider strategy. Its implementation involved regular reviews of budgets and staffing, ongoing cost-efficiency improvements, and adapting lessons learned to shape a global corridor management framework.

26. In the second quarter of 2025, the model's success led to the second phase, with its expansion globally under the global corridor management team and the launch of a global corridor management efficiency gain review. The initiative aimed to map and analyze WFP's global corridor network, enable SCD to standardize processes, set efficiency targets, and benchmark performance through KPIs. This initiative also aimed to identify corridor types, assess operations without formal agreements, and develop analytics to measure and improve operational and financial efficiency across all corridors.

## WFP's organizational redesign and funding context

27. In 2023, WFP conducted a review of its organizational structure. Following this exercise, in October 2024, it announced adopting a “one integrated global headquarters” model, aiming to ensure better support to country offices, consolidating the delivery of key enabling services via a network of global hubs. Further, in February 2025, and in response to the 90-day pause in a donor’s foreign development assistance, WFP emphasized the implementation of cost-efficiency measures in view of projected donor forecasting and the overall widening resource gap.

28. In March 2025, WFP issued a Management Accountability Framework, aimed at enhancing accountability, authority, performance, and results across country offices, regional levels, and global operations. The framework outlines functional roles and responsibilities at various levels, including country directors, regional directors, and global functions. It establishes a support structure with a defined chain of command and explicit accountability, aiming at ensuring flexibility and operational efficiency.<sup>6</sup>

29. In April 2025, WFP’s funding projection for 2025 was set at USD 6.4 billion, a 40 percent reduction compared to 2024. As a result, senior management communicated the need for a 25-30 percent reduction in the worldwide workforce, potentially impacting up to 6,000 roles across all geographies, divisions, and levels in the organization.

30. The results of this audit, and specifically the agreed action plans, should be read in the context of the organizational changes ongoing in WFP at the time of audit reporting.

## Objectives, scope and methodology of the audit

31. The audit's objective is to provide independent and objective assurance on the effectiveness of internal controls, governance, and risk management processes supporting corridor management in WFP. This audit contributes to the broader objective of issuing an annual assurance statement to the Executive Director regarding the adequacy and effectiveness of governance, risk management, and internal control systems across WFP.

32. In defining the audit scope, the Office of Internal Audit considered coverage by second and third-line oversight providers such as the West and Central Africa Regional Office (WACARO) oversight mission on the Douala corridor (January 2025) and the ESARO oversight mission on the Mombasa corridor (April 2025).

33. The audit covered the period from 01 January 2024 to 30 September 2025 and reviewed transactions and events pertaining to other periods where necessary. The draft report was shared on 18 November 2025 and final comments received on 18 December 2025.

34. The areas in the scope, as identified in the audit engagement plan and based on a risk-based assessment, include the following areas and audit questions:

- a. **Area I – Governance and oversight:** Does the corridor governance framework clearly define what constitutes a corridor, and does it specify roles, responsibilities, including decisions and delegations of authority, and oversight mechanisms?
- b. **Area II – Operational coordination and integration:** Are corridors planned from entry point to recipient country with realistic demand forecasts and sufficient capacity to operate effectively?

<sup>6</sup> WFP Management Accountability Framework, March 2025



- c. **Area III – Budgeting and performance monitoring:** Are corridor budgeting and cost-sharing arrangements transparent, applied consistently, and supported by robust performance monitoring tools and key performance indicators?

35. The audit used a comprehensive methodology that included: interviews with WFP personnel, review of relevant documentation, process and system walkthroughs, mapping of key sub-processes, data analysis, field visits to Mombasa, Nairobi and Durban, survey to a selected sample of recipient country office corridors' services, testing of budget agreements and invoicing, analysis of root causes, and compliance checks against applicable policies and procedures.

36. The audit was conducted in accordance with the *Global Internal Audit Standards (GIAS)* issued by the Institute of Internal Auditors.

## IV. Results of the audit

### Audit work and conclusions

37. Four observations resulted from the audit, relating to the three areas in scope. Other audit issues assessed as low priority were discussed directly with the office and are not reflected in the report.

### Area I: Governance and oversight

38. In May 2025, following changes in reporting lines to central global headquarters functions, the ESARO-based SCD team launched the second phase of the corridor management model, with a global initiative to review corridor management and efficiency gains with the goal of developing a strategic framework, operational guidance and methodology.

39. The SCD Director delegates authority to the service provider Country Office Director, who in turn has responsibility for operating the corridor (contracting and payments, overland transport). These are usually granted for a defined period to serve the identified recipient countries of the corridor. At the time of audit fieldwork, over 110 active sub-delegations of authority for cargo movements were active, while 18 CBAs were in place.

40. The audit examined the governance and management practices of WFP corridors, reviewing the global and local approaches to planning, defining roles and responsibilities, budgeting, monitoring as well as reporting on performance, issues and escalation protocols. This included assessing the effectiveness of committees, policies and procedures, operational plans and reports, and risk management activities. The audit testing also considered key decisions on staffing and the opening or closing of corridors.

#### Observation 1. Governance framework

##### *Governance framework*

41. Progress was limited in extending the 2020 Eastern African corridor solution to all regions in WFP, given WFP's decentralized accountability structure. As such, the absence of comprehensive or overarching corridor management governance framework coupled with a decentralized operating model resulted in inconsistent practices and inefficiencies in corridor management in the field.



42. Corridor definitions and operational models varied significantly across regions and country offices. Some corridors served multiple countries; others were bilateral; and some operated without a formal CBA. No comprehensive mapping of corridor types, routes, or regular updates to this typology information existed. A concept note to clarify definitions was in progress at the time of audit reporting.

43. Existing documentation outlined basic principles, lacking clear and consistent guidance. This led to local adaptations and varied interpretations of corridor management. Several respondents to the survey conducted by the Office of Internal Audit noted unclear and inconsistent corporate guidance, leading to local adaptations and various local interpretations of the management of corridors and their underlying mechanisms.

#### *Roles and responsibilities*

44. Except for the corridor management solution developed in 2020 in East Africa, there was no comprehensively defined or documented RACI (Responsible, Accountable, Consulted and Informed) matrix, resulting in various scenarios across regions and corridors. However, the December 2021 directive describes the roles of the service provider country office, service recipient country office, (now) former regional bureau and the headquarters fund management unit.

#### *Decision-making and delegations of authority*

45. There were no standardized processes and criteria to inform decisions on corridor utilization. Management relied on context-driven criteria and informal consultations, without formal documentation to inform decisions on activating new corridors. Approximately 25 percent of corridors operated outside any formal corridor agreement. Delegations of authority allow country offices to enter into direct bilateral agreements for corridor arrangements, on which SCD had limited visibility.

46. The unique Djibouti corridor includes a WFP owned humanitarian logistics base (HLB), established with the Government of Djibouti in 2010.<sup>7</sup> The HLB utilization has sharply reduced since 2023 due to funding and operational changes. With ESARO's support, the Djibouti country office reduced planned fixed costs from USD 5.7 million in 2023 to USD 3.3 million in 2025, mainly through staffing cuts (USD 1.4 million, 60 percent of total savings). Further opportunities for reductions are limited by the fixed cost of WFP-owned asset.

47. The accountability for deciding on the closure of, or operational adjustment to the Djibouti corridor was not clearly defined, despite its strategic importance and financial risks. The planned cost per mt rose by 657 percent, from USD 6.9/mt in 2021 to USD 52.2/mt in 2025. WFP's ability to improve cost efficiency is constrained by the projected decline in corridor demand due to Djibouti's potential discontinuation as a Global Commodity Management Facility (GCMF) prepositioning hub and increased competition from the Berbera corridor. At the time of the audit reporting phase, WFP management was reviewing potential operational scenarios for the Djibouti corridor based on a SCD analysis.<sup>8</sup>

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<sup>7</sup> In 2021, the Government of Djibouti and WFP signed a memorandum of understanding to establish the humanitarian logistics base

<sup>8</sup> In August 2025, the Supply Chain and Delivery Division conducted an in-depth cost analysis of the Djibouti operations (2016-2025)

### *Management oversight bodies and missions*

48. Management oversight bodies' involvement (e.g. the regional risk committees, the various global supply chain committees) in plan validation was limited, and oversight structures and practices varied by region.

49. The ESARO-based corridors regularly handled the corridor management committee exercise, at least on an annual basis, following the renewal of the CBA. In other regions, escalation and monitoring forums were inconsistent and often ad-hoc. For example, the Durban corridor did not have a functional corridor management committee to provide governance and oversight of business continuity during its operational transition (as detailed in [Observation 3: Operational coordination](#)).

50. Regional offices, or sometimes technical units from headquarters, conducted management oversight missions on an ad-hoc basis, tailoring them to local contexts and operations (effective oversight of corridor operations requiring technical and in-depth knowledge of logistic processes and local markets). No structured oversight existed to review the effectiveness and efficiencies of corridor operations, as shown by three regional missions in 2025 (Douala, Mombasa and Afghanistan) with differing objectives and procedures.

### *Performance metrics and monitoring*

51. Many KPIs (e.g., corridor lead time at net of storage) were listed in the CBAs, but most thresholds were missing, limiting their effectiveness for decision-making. The review of the various regional and local corridor forums or oversight meetings, such as the corridor management committee or the corridor performance presentations, did not specifically link the KPIs identified in the CBA to the actual monthly performance. Additionally, applying uniform KPIs across all corridors posed a significant risk due to the varying corridor types, underscoring the need for a common methodology that still accounts for local contexts.

52. Although some country offices surveyed reported regular performance reviews of logistics service providers and corridor operations, there was no standardized corridor performance monitoring framework and dashboard. Performance reviews were often ad-hoc or focused on individual logistics service providers rather than the corridor. While corridor typologies varied in scale, complexity and geopolitical context, there was no baseline performance benchmark to provide visibility on overall performance or issues.

53. Because of limited visibility on corridor performance, scattered data and the absence of a common performance monitoring framework, compensation mechanisms for unused capacity or poor service provider country office performance, although detailed in each CBA, had never been implemented.

54. Each CBA is based on a standard template, which includes criteria related to corridor performance and efficiency, as well as provisions entitling the recipient country office to compensation in cases of continued and prolonged under-performance by a corridor service provider. However, compensations mechanisms varied among corridors: for example, ESARO compensation applies only when actual demand is below plan and budget adjustments are not possible; Pakistan to Afghanistan CBA included a 20 percent operational flexibility range.

### Staffing of corridors

55. Corridor management is integrated within country office supply chain operations and is treated as a supply chain function, with staff seniority determined by operational context. In 2025, total corridor operations were budgeted at USD 32 million<sup>9</sup> with a planned throughput of 1.5 million mt. Staffing costs represented 55 percent (USD 15.8 million) of the total planned costs.

56. Under the CBA approach, staffing decisions are made during corridor budget formulation, where the service provider and recipient countries discuss planned throughput and related fixed costs. While the service provider Country Director is accountable for staffing decisions, adjustments to staffing levels may impact other country offices relying on corridor services.

57. In the absence of a corporate corridor strategy and defined corridor typologies with related processes, the audit corridors sampled during the audit applied different practices and approaches when assessing staffing capacity and determining staffing structures, thus limiting WFP's ability to minimize significant risks and achieve operational efficiency across its corridor operations.

- a. *Centralized decision making on corridor staffing structure* – In April 2025, WFP headquarters proposed assigning a senior (P-5) staff member to the Douala corridor. The decision was later reversed, as this proposal lacked adequate consultation with the country and regional offices and did not assess whether staffing levels were aligned with reduced operational volumes and existing capacity.
- b. *Corridor staffing structure missing food safety and support staff* – The 2025 Durban corridor budget excluded critical food safety and quality staffing costs, with third-party services insufficient to meet minimum food safety and quality requirements. In addition, support costs for finance and human resources were also excluded. Similarly, Mombasa also lacked dedicated FSQ staff.

#### Underlying cause(s):

<i>Organizational direction, structure and authority</i>	Insufficient authority and/or accountability ( <i>decentralized governance leading to inconsistent practices and decisions for staffing</i> )
<i>Policies and procedures</i>	Absence or inadequate corporate policies/guidelines
<i>Process and planning</i>	Rules and processes, including decision making, not established or unclear ( <i>absence of corridor strategy and defined corridor typologies and processes to inform corridor staffing decisions</i> ) Unclear roles and responsibilities ( <i>absence of centralized guidance for corridor management resulting in significant regional and local variations</i> )
<i>Oversight and performance</i>	Insufficient oversight from global headquarters / local management Performance measures and outcomes inadequately measured/established ( <i>absence of a unified, formal framework for corridor performance monitoring and KPI management</i> )

#### Agreed Actions [High priority]

1. The Supply Chain and Delivery Division, building on the ongoing corridor efficiency gain review and an assessment of practices in other regions, will establish a governance framework for corridor management, formally defining:

<sup>9</sup> As per Table 1 of the audit report.

- (i) Corridor definitions and typologies;
  - (ii) Roles and responsibilities, including for oversight;
  - (iii) Decision-making and delegation of authority mechanisms; and
  - (iv) A process and criteria for the periodic review of corridor performance, including utilization levels, cost efficiency and sustainability to guide decisions on corridor optimization.
2. The Supply Chain and Delivery Division will establish guidance on criteria and methodology, taking into account corridor typology and operational risks to guide country office decisions on minimum staffing levels required for effective corridor management.

#### **Timeline for implementation**

- 1. 31 December 2026
- 2. 31 December 2026

### **Observation 2. Risk management and business continuity**

#### *Risk assessments and real-time monitoring*

58. Uncertainty in funding and operations has led country offices to use a cautious approach in budget monitoring, and this includes costs from the corridor. Risk assessments and risk informed planning were inconsistently required or reviewed by regional offices or corridor management committees. In several cases, corridor service providers were dependent on the planning processes of service recipient countries. In cases of delays in receiving planned estimates (which are due each calendar year by October), this negatively impacted corridor hiring, workload, and staff morale. This was further confirmed by the responses to the survey.

59. Additionally, the management oversight committees and reporting (e.g., on corridor key achievements, obstacles and outcomes) were fragmented or inconsistent in practice, periodicity and content, and did not consistently allow for rapid responses to disruptions or changes in corridor utilization. The audit encountered significant challenges in obtaining a clear view of corridor performance and key operational risks as detailed in [Observation 4: Corridor budget and data management](#)).

#### *Business continuity and knowledge retention*

60. Specific risks linked to corridor operations, including business continuity ones, had not been consistently developed across corridors. Among the sampled corridors, the Mombasa corridor established best practices by developing a comprehensive corridor management risk analysis and dedicated business continuity plan.

61. Knowledge retention processes were weak or absent following the 2025 staffing cuts, which adversely impacted WFP operations. The staffing reductions particularly affected institutional knowledge held by personnel with technical expertise and field experience essential for corridor-related activities, such as shipping practices and local transport market dynamics. To mitigate these risks, the Mombasa corridor conducted a comprehensive review of staff skillsets and learning gaps, and introduced cross-training for critical functions, to reduce key dependencies and broaden organizational knowledge. At the time of audit reporting, efforts were under way to ensure robust knowledge management in the current funding climate.

*Underlying cause(s):*

Process and planning	Inadequate risk management ( <i>corridor operation risks including business continuity risks insufficiently considered</i> )
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**Agreed Actions** [Medium priority]

The Supply Chain and Delivery Division will provide guidance to ensure country offices incorporate into their risk assessment corridor management processes and especially business continuity risk.

**Timeline for implementation**

31 December 2026

## Area II: Operational coordination and integration

62. Food commodities moving through the corridor network include GCMF stocks, in-kind food donations and direct procurement. GCMF primarily accounts for commodity flows, and its prepositioning strategy will significantly influence corridor utilization. The CBA formulation is based on the tonnage demand forecasts provided by service recipient country offices. This tonnage projection drives the apportionment of corridor fixed costs.

63. In 2026, corridor planning and optimization are key priorities for SCD. To support this, SCD initiated a corridor efficiency review in 2025, using corporate data systems to monitor planned activities, identify bottlenecks, compare actual versus planned throughput and capacity, and provide real-time information to support effective operational management. As part of its operational support role, the ESARO-based SCD team analyzed changes in throughput, staffing structures, and warehouse utilization to revise corridor budget agreements and update cost rates. It also conducted an in-depth cost reduction analysis for corridors in the ESARO region and proposed actions to lower operational costs.

64. From September 2025 and per the global headquarters model, the ESARO-based global SCD team assumed corporate responsibility for corridor management and from January 2026, will take over the management the Durban corridor from the former regional bureau for Southern Africa. The former regional bureau had not fully implemented corridor management processes associated with the CBA approach. The audit survey highlighted gaps in corridor management, including limited opportunities for the sampled country offices to contribute to decision making and cost-efficiency improvements. One sampled country office cited inefficient routing from Durban to Mozambique (over 2,000 km), which increased delivery costs and lead times. A team composed of former regional bureau for Southern Africa supply chain and ESARO conducted a joint mission in July 2025 to support transition planning and facilitate the operational handover, followed by a further ESARO mission in October 2025 to advance the handover process.

65. The audit assessed whether corridors were effectively planned and managed by reviewing cost-effectiveness and budget management for three sampled corridors (Mombasa, Douala, and Durban). It also conducted a survey and interviews with sampled country offices to evaluate corridor operational effectiveness and cost efficiency.



Observation 3. Operational coordination

Operational coordination and prioritization

66. The Mombasa corridor faced capacity constraints particularly during peak demand periods when multiple recipient offices submitted urgent requests for large food volumes. In September 2025, staff capacity in the Mombasa sub-office was reduced by 30 percent due to funding cuts. During this period, the sub-office processed urgent call-forward requests totaling 45,700 mt over two months amid strict vessel booking and discharge deadlines, demurrage risks, country prepositioning timelines, and reliance on third-party transport. These conditions highlight the need to clarify roles and responsibilities, prioritize call-forward requests, establish mechanisms to resolve operational issues and improve visibility of call-forward requests to strengthen corridor planning and responsiveness.

Underlying cause(s):

Process and planning	Unclear roles and responsibilities ( <i>unclear roles and responsibilities to prioritize call forward requests and absence of an operation resolution mechanism</i> ) Inadequate process ( <i>manual prioritization of the call-forward process</i> )
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Agreed Actions [Medium priority]

The Supply Chain and Delivery Division, in consultation with corridor service provider country offices, will define roles and responsibilities for prioritizing call-forward requests and establish a process to resolve operational issues to improve operational visibility and planning.

Timeline for implementation

31 December 2026

Area III: Budget and performance monitoring

67. Supply chain analysis relies on LESS<sup>10</sup> and the DOTS<sup>11</sup> platform for acquiring and computing data. As such, corridor data management was handled directly by either the country office service provider, the former regional bureau, or by the global headquarters SCD teams.

68. SCD launched in April 2025 the corridor management data model initiative, aiming to provide end-to-end visibility and integrated management of WFP's logistics corridors by standardizing definitions, accountability, and data structures across regions. Key expected benefits include optimized use of corridor resources, improved operational efficiency, reduced transport time and costs, enhanced safety and security, and better data-driven decision-making through real-time monitoring and comprehensive dashboards. At the time of the audit reporting phase, the project was in progress with concept notes in place, stakeholders identified and detailed plan prepared for delivery into mid-year 2026.

<sup>10</sup> LESS: Logistics Execution Support System. It is WFP's fully integrated, SAP-based, real-time system for managing food and commodity resources from the point of purchase through to final delivery or handover to cooperating partners.

<sup>11</sup> DOTS: Data Operations and Tracking System. WFP's enterprise data management platform.



69. The audit tested whether corridor budget and cost-sharing agreements were transparently and consistently applied by reviewing annual planning cycles, actual costs incurred and shared, and year-end reconciliations for selected corridors. The audit also assessed the use of KPIs, supporting systems and digital tools to monitor performance, efficiency, and timely delivery.

#### Observation 4. Corridor budget and data management

##### *Corridor budget and costs*

70. Country offices surveyed reported recurring issues such as high corridor-related costs, unclear budget cost components, late country office engagement and delays in reconciliation as well as closure of internal purchase orders hindered efforts to identify and implement corridor cost efficiencies during budget formulation.

71. In some cases, due to concerns about funding gaps and cost transparency, recipient country offices opted for alternative solutions. The WFP Zimbabwe country office did not sign the 2025 Beira corridor CBA (WFP Mozambique), due to concerns on funding gaps and cost transparency, as the initial CBA proposed a corridor rate of USD 8 per mt. The Zimbabwe country office entered instead into a bilateral agreement with WFP Mozambique to use the Beira corridor at a reduced rate of USD 6 per mt. This approach introduced risks, which included: (i) unclear governance in the absence of a CBA framework when the country office cannot pay for corridor costs after service delivery; (ii) limited cost visibility and monitoring due to reliance on fund reservations under the bilateral agreement; and (iii) under-recovery of costs, as corridor charges excluded finance and human resources support costs.

72. The process for managing payment shortfalls and budget reductions was unclear, and there were no timely cost adjustments when actual corridor throughput deviated from plan. To illustrate this, the 2024 year-end reconciliation for the Pakistan to Afghanistan corridor showed about 100 percent of the budget used (USD 1 million), while the actual tonnage was nearly half of that planned (59,000 mt total throughput versus 110,000 mt planned). Because the total budget was fully spent to cover unexpected warehouse staff costs, and despite throughput being only half of what was planned, the actual cost per metric ton doubled, highlighting a lack of timely cost adjustments, and distorting corridor performance.

##### *Actual tonnage and throughput data*

73. The fragmented and decentralized model for corridor management also led to inconsistent methodologies and practices, in terms of calculation, assumptions and data modelling. There were inconsistent assumptions underlying corridor data across corridors, regions and countries, which made it difficult to rely on a single source of truth for actual tonnage figures. This in turn made corridor performance difficult to assess.

74. The attribution of food as GCMF accounting stock, later sold to service recipients, complicated tracking of actual tonnage. The various methodologies and data sources across corridors and country offices made tonnage calculations complex, especially for multi-leg corridors and transits. In the ESARO corridor model, GCMF stock flows through corridors are tracked through DOTs; this has been in place since 2020. Efforts are under way by SCD teams to streamline this methodology corporately.

75. In cases where the route was direct and did not involve GCMF hubs or multiple legs (such as Pakistan-Afghanistan or Uganda as service provider country office), tracking actual tonnage in corporate systems was more reliable and straightforward.



76. As an example, the year-end 2024 actual tonnage figures for movements from Cameroon to Chad varied widely between reports:

- The newly developed corridor monitoring tool (excluding GCMF) reported approximately 31,390 mt. The inclusion of GCMF stocks from corporate systems increased this tonnage to nearly 68,862 mt.
- Douala's reconciliation report (developed by the supply chain team located in WACARO) showed 44,030 mt, including GCMF.
- Other tools developed by SCD, such as the interactive corridor map and the corridor report, indicated figures closer to 23,000 mt.

77. These discrepancies highlighted insufficient alignment in calculation methods, making it difficult to determine the true throughput of food and undermined performance monitoring.

78. Given the limited visibility on performance metrics and data constraint it was difficult for the audit to have a comprehensive view of the performance of WFP corridors.

*Underlying cause(s):*

<i>Oversight and performance</i>	Performance measures and outcomes inadequately measured/established ( <i>insufficiently harmonized cost calculation methodologies and inconsistent consultations with recipient countries on budget and cost-sharing decisions</i> )
<i>Tools, systems and digitization</i>	Inappropriate implementation or integration of tools and systems ( <i>decentralized corridor management leading to inconsistent methodologies and use of real-time corridor data tools and dashboards</i> )

**Agreed Actions [High priority]**

1. The Supply Chain and Delivery Division, building on its ongoing work, will establish cost calculation methods for all corridors and implement regular consultation and communication with recipient countries on budget and cost-sharing decisions.
2. The Supply Chain and Delivery Division, as part of its corridor data model project, will:
  - (i) Harmonize methodologies to ensure complete and consistent corridor data leveraging existing corporate systems.
  - (ii) Develop standardized dashboards to provide visibility and enable monitoring of key performance metrics across corridors.

**Timeline for implementation**

1. 31 December 2026
2. 31 December 2026



## Annex A – Agreed actions plan

The following table shows the categorization, ownership, and due dates agreed with the audit client for all the observations raised during the audit. This data is used for macro analysis of audit findings and monitoring the implementation of agreed actions.

The agreed actions plan is primarily at the Supply Chain and Delivery Division level.

#	Observation	Owner	Priority	Due date for implementation
1	Governance framework	Supply Chain and Delivery Division	High	1. 31 December 2026 2. 31 December 2026
2	Risk management and business continuity	Supply Chain and Delivery Division	Medium	31 December 2026
3	Operational coordination	Supply Chain and Delivery Division	Medium	31 December 2026
4	Corridor budget and data management	Supply Chain and Delivery Division	High	1. 31 December 2026 2. 31 December 2026



Annex B – List of tables and figures

Figure 1: Overview of active corridors and routes in 2025..... 4

Table 1: Planned average regional office cost per metric ton for 2025 ..... 4

Annex C – Acronyms used in the report

<b>APARO</b>	Asia and the Pacific Regional Office
<b>CBA</b>	Corridor Budget Agreement
<b>CMC</b>	Corridor Management Committee
<b>DOTS</b>	Data Operations and Tracking System
<b>ESARO</b>	Eastern and Southern Africa Regional Office
<b>FSQ</b>	Food Safety and Quality
<b>GCMF</b>	Global Commodity Management Facility
<b>HLB</b>	Humanitarian Logistics Base
<b>KPI</b>	Key Performance Indicator
<b>LACRO</b>	Latin America and the Caribbean Regional Office
<b>LESS</b>	Logistics execution support system
<b>MENAEERO</b>	Middle East, Northern Africa, and Eastern Europe Regional Office
<b>Mt</b>	Metric Ton
<b>RACI</b>	Responsible, Accountable, Consulted, and Informed
<b>SCD</b>	Supply Chain and Delivery Division
<b>USD</b>	United States dollar
<b>WACARO</b>	Western and Central Africa Regional Office
<b>WFP</b>	World Food Programme

## Annex D – Agreed actions terminology

### List of root causes

<b>Organizational direction, structure and authority</b>	Unclear direction for planning, delivery, or reporting
	Insufficient authority and/or accountability
	Strategic and operational plans not developed, approved, or not SMART
<b>Policies and procedures</b>	Absence or inadequate corporate policies/guidelines
	Absence or inadequacy of local policies/guidelines
<b>Process and planning</b>	Inadequate process or programme design
	Rules and processes, including for decision making, not established or unclear
	Unclear roles and responsibilities
	Insufficient planning
	Inadequate risk management
	Insufficient coordination - internal or external
<b>Oversight and performance</b>	Insufficient oversight from global headquarters / local management
	Insufficient oversight over third parties
	Oversight plans not risk-informed
	Performance measures and outcomes inadequately measured/established
<b>Resources – People</b>	Insufficient staffing levels
	Insufficient skills and/or competencies
	Absence of/insufficient staff training
	Inadequate succession and workforce planning
	Inadequate hiring, retention, and/or compensation practices
	Inadequate supervision and/or performance appraisal processes
<b>Resources – Funds</b>	Inadequate funds mobilization
	Insufficient financial / cost management
<b>Resources – Third parties</b>	Insufficient third-party capacity (NGO, government, financial service providers, vendor, etc.)
	Insufficient due diligence of third parties
	Insufficient training/capacity building of cooperating partners' staff
<b>Tools, systems and digitization</b>	Absence or late adoption of tools and systems
	Inappropriate implementation or integration of tools and systems
<b>Culture, conduct and ethics</b>	Deficient workplace environment
	Insufficient enforcement of leadership and/or ethical behaviours
<b>External factors - beyond the control of WFP</b>	Conflict, security & access
	Political – governmental situation
	Funding context and shortfalls
	Donor requirements
	UN or sector-wide reform
<b>Unintentional human error</b>	
<b>Management override of controls</b>	



## Priority of agreed actions

Audit observations are categorized according to the priority of agreed actions, which serve as a guide to management in addressing the issues in a timely manner. The following categories of priorities are used:

Priority	Definition
<b>High</b>	Prompt action is required to ensure that WFP is not exposed to high/pervasive risks; failure to take action could result in critical or major consequences for the organization or for the audited entity.
<b>Medium</b>	Action is required to ensure that WFP is not exposed to significant risks; failure to take action could result in adverse consequences for the audited entity.
<b>Low</b>	Action is recommended and should result in more effective governance arrangements, risk management, or controls, including better value for money.

Low-priority recommendations, if any, are dealt with by the audit team directly with management. Therefore, low-priority actions are not included in this report.

Typically, audit observations can be viewed on two levels: (1) observations that are specific to an office, unit, or division; and (2) observations that may relate to a broader policy, process, or corporate decision and may have a broad impact.<sup>12</sup>

The Office of Internal Audit tracks all medium and high-risk observations. Implementation of agreed actions is verified through the corporate system for the monitoring of the implementation of oversight recommendations. The purpose of this monitoring system is to ensure management actions are effectively implemented within the agreed timeframe to manage and mitigate the associated risks identified, thereby contributing to the improvement of WFP's operations.

The Office of Internal Audit monitors agreed actions from the date of the issuance of the report with regular reporting to senior management, the Independent Oversight Advisory Committee, and the Executive Board. Should action not be initiated within a reasonable timeframe, and in line with the due date as indicated by Management, the Office of Internal Audit will issue a memorandum to management informing them of the unmitigated risk due to the absence of management action after review. The overdue management action will then be closed in the audit database, and such closure confirmed to the entity in charge of the oversight.

When using this option, the Office of Internal Audit continues to ensure that the office in charge of the supervision of the unit that owns the actions is informed. Transparency on accepting the risk is essential, and the Risk Management Division is copied on such communication, with the right to comment and escalate should they consider the risk accepted is outside acceptable corporate levels. The Office of Internal Audit informs senior management, the Independent Oversight Advisory Committee, and the Executive Board of actions closed without mitigating the risk on a regular basis.

<sup>12</sup> An audit observation of high risk to the audited entity may be of low risk to WFP as a whole; conversely, an observation of critical importance to WFP may have a low impact on a specific entity, but have a high impact globally.

## Annex E – Audit rating system

The internal audit services of UNDP, UNFPA, UNOPS, and WFP adopted harmonized audit rating definitions, as described below:

Rating	Definition
<b>Effective / satisfactory</b>	The assessed governance arrangements, risk management and controls were adequately established and functioning well, to provide reasonable assurance that issues identified by the audit were unlikely to affect the achievement of the objectives of the audited entity/area.
<b>Some improvement needed</b>	<p>The assessed governance arrangements, risk management and controls were generally established and functioning well but needed improvement to provide reasonable assurance that the objective of the audited entity/area should be achieved.</p> <p>Issue(s) identified by the audit were unlikely to significantly affect the achievement of the objectives of the audited entity/area.</p> <p>Management action is recommended to ensure that identified risks are adequately mitigated.</p>
<b>Major improvement needed</b>	<p>The assessed governance arrangements, risk management and controls were generally established and functioning, but need major improvement to provide reasonable assurance that the objectives of the audited entity/area should be achieved.</p> <p>Issues identified by the audit could negatively affect the achievement of the objectives of the audited entity/area.</p> <p>Prompt management action is required to ensure that identified risks are adequately mitigated.</p>
<b>Ineffective / unsatisfactory</b>	<p>The assessed governance arrangements, risk management and controls were not adequately established and not functioning well to provide reasonable assurance that the objectives of the audited entity/area should be achieved.</p> <p>Issues identified by the audit could seriously compromise the achievement of the objectives of the audited entity/area.</p> <p>Urgent management action is required to ensure that the identified risks are adequately mitigated.</p>