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**Executive Board  
Third Regular Session**

**Rome, 19 - 22 October 1998**

## **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

Agenda item 8

### **PROTRACTED RELIEF AND RECOVERY OPERATION CAMBODIA 6038.00**

#### **Food aid for recovery and rehabilitation in Cambodia**

WFP food cost	24,189,952 dollars
Total cost to WFP	40,881,326 dollars
Total cost	41,239,085 dollars
Number of beneficiaries	1,299,400
Duration	Two years (1 January 1999–31 December 2000)

All monetary values are expressed in United States dollars, unless otherwise stated.  
One United States dollar equalled 3,885 Cambodian riels in June 1998.

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## NOTE TO THE EXECUTIVE BOARD

**This document contains recommendations for review and approval by the Executive Board.**

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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## RECOVERY STRATEGY: CONTEXT AND RATIONALE

### Situation analysis

1. The Country Strategy Outline (CSO) for Cambodia was approved by the Third Regular Session of the Executive Board in 1996. The CSO stressed that Cambodia was “struggling to overcome the trauma of the Pol Pot Regime, when basic economic infrastructure, production systems, social services and even family and community ties were severely disrupted”. The outcomes of this trauma are reflected in the 1997 Human Development Index, ranking Cambodia 153rd out of 175 nations in the world.
2. After the United Nations-sponsored national elections in 1993, Cambodia took a number of positive steps to begin national reconstruction and development with the strong support of donors, NGOs and the United Nations system. In 1995, the Royal Government of Cambodia adopted its first Socio-Economic Development Plan, which outlined a development strategy for the next five years. Implementation of this plan continues, although constrained by lack of Government resources.
3. As part of the Plan, two sub-decrees were passed by the Council of Ministers in 1996 directly pertaining to WFP’s assistance to rural development. The first was the creation of Provincial Rural Development Committees (PRDCs), interdepartmental task forces that serve under the direction of the Provincial Governor. The second sub-decree enabled the formation of Village Development Committees (VDCs) by popular vote within communities. Both entities are gradually becoming the major conduits for planning and implementing rural development activities in Cambodia.
4. However, political upheavals in July 1997 impeded efforts to move from relief to development. Such impediments include new displacements of over 10,000 families<sup>1</sup> in the Northwest provinces, the cessation of development projects by major donors, and loss of new investments and employment in rural areas. Cambodia has scheduled national elections for 26 July 1998. Most of the development projects initiated in 1997 have been put on hold pending the outcome of the elections.
5. Ironically, events in national politics have triggered a series of defections and military withdrawals from Khmer Rouge holdouts, opening up for the first time areas and populations to international aid agencies. This presents a challenge to the international community, and in particular to WFP, to quickly establish lines of relief, communications, and basic recovery and rehabilitation for isolated populations previously under Khmer Rouge control.
6. WFP has been continuously present in Cambodia since 1979. The assistance programme was expanded in 1989 to provide 31,000 tons of emergency relief over three years to approximately 190,000 internally displaced persons. In addition, WFP initiated a vulnerable group feeding operation and limited food-for-work activities in cooperation with the Cambodian Red Cross (CRC), international NGOs and UNICEF. Total food aid disbursements reached an annual peak of over 85,000 tons in 1993, when WFP delivered food aid to more than 370,000 returning refugees. In 1994, the various operations became

<sup>1</sup> The average family numbers 5.2 members.



integrated through protracted relief operation (PRO) 5483.00, "Food aid for rehabilitation in Cambodia". Between 1994 and 1997, WFP distributed 189,966 tons of food aid<sup>1</sup> averaging 47,492 tons a year. WFP's commitment under the current PRO expansion (5483.03) is 66,890 tons, valued at 37.8 million dollars. The PRO has represented an evolving and innovative strategic approach to address the continuum from relief to rehabilitation. WFP assistance has progressed from emergency relief rations to a variety of food-for-work and supplementary feeding activities. From 1994 to 1997, 85 percent of WFP-provided commodities were distributed through village-based food for work in targeted areas.

7. In addition to this transition to food for work, there are positive signs of improved self-sufficiency for poor Cambodians. Overall, there has been a clear pattern of decreasing reliance on food aid among the vulnerable and poor. In 1993, vulnerable households and internally displaced persons were receiving approximately 80 kilograms of rice, fish and oil per person in the form of emergency relief. By 1996, the average yearly amount of food aid received by food-for-work participants was only 67 kilograms according to a participatory household survey. Free emergency relief food has taken a steep and steady decrease in Cambodia from over 103,000 tons in 1993 during the repatriation of 370,000 Cambodian refugees from Thailand to 1,211 tons in 1997, despite continued problems of displacement.
8. **Food availability versus food insecurity.** Being an agriculturally based economy, Cambodia's chief indicator of food security is rice production. There were marked overall improvements between 1995 and 1997 in both national production and reporting of national rice crop statistics, with a reported national surplus of 129,000 tons of milled rice in 1996/97, from a total national production of 3.4 million metric tons of paddy (FAO/WFP). Production declined again in the 1997/98 crop year, as a result of drought associated with El Niño in various provinces. A close look reveals that less than 25 percent of rice-growing communes (sub-districts), representing approximately 15 percent of the population, are producing 75 percent of the surplus. National food supplies are therefore just adequate, but distribution problems remain among a significant group of communities. Neither the country as a whole nor many individual households can yet be regarded as enjoying food security. At the national level, profound weaknesses in the rice production system continue to cause structural food insecurity. At the household and community level, there is another web of factors which lead to recurrent, even chronic, food insecurity.
9. Until May 1998, prices for most food products remained relatively stable throughout the country. Rice, the staple food, rises in price by as much as 100 percent during the year (765 riels per kilogram in January 1997 after harvest to 1,431 in September 1997), with prices averaging 35 cents per kilogram. Rice prices increased precipitously in May 1998, as the riel depreciated by 20 percent against the dollar, and almost 50 percent since July 1997. Such depreciation especially hurts poor Cambodians who buy and are paid in riel. (The United States dollar is also legal tender in Cambodia and most commerce is conducted in dollars). It is as yet too early to determine whether the price increases are a short-term phenomenon preceding elections, or a more serious trend of longer duration.
10. Subject to a sustained peace and satisfactory elections, it is expected that improvements to major infrastructure will be renewed, and increased employment opportunities and trade will take place, particularly for lowland rice farmers. The extent to which these

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<sup>1</sup> Included bilateral contributions managed by WFP under the PRO umbrella.



improvements will reach the most impoverished and isolated communities is still open to question.

## Needs assessment

11. WFP/Cambodia established a Vulnerability Analysis and Mapping (VAM) Unit in 1996. The basic concepts used in vulnerability analysis are measuring risks to food insecurity and assessing a given population's ability to cope with these risks. The techniques used include: a) computerized maps from the Geographical Information System (GIS); b) rapid rural appraisals of poverty; c) data from structured surveys including the Socio-Economic Survey of Cambodia (UNDP, Asian Development Bank (AsDB), Ministry of Planning) and the Regional Technical Assistance (RETA) nutritional survey (UNICEF, Ministry of Health); and d) rice production estimates based on crop cuts and commune-level surveys, with the assistance of FAO. The effectiveness of this is revealed by the demand for WFP GIS data by other national and international agencies.
12. In 1996, the national Multi-Indicator Cluster Survey (MICS) showed extremely high rates of malnutrition (<-2 standard deviation) among children under five: 52.4 percent were underweight; 56.4 percent stunted and 13 percent moderately to severely wasted. Rates in rural areas were significantly higher. Underweight rises at a first peak of 58.7 percent for the 17 to 23-month age group, and stunting at 64.3 percent in the 48 to 59-month age group. Wasting peaks at 14.5 percent in the 12 to 17-month age group.
13. While the prevalence of stunting and underweight status of children under five is endemic throughout Cambodia, certain patterns clearly emerge from the 1996 MICS which help to target WFP's beneficiary groups. Although children of households headed by women generally have higher nutritional status, there is a sharp division between women heads over 35 and those under 35 years of age. Where women under 35 head the household, average weight for age Z score is -2.0241 standard deviation, significantly lower than the national average of -1.8355 standard deviation. Another significant difference was found between families living within two kilometres of major improved roads and those living beyond this threshold. Firmer conclusions will be drawn from the additional surveys currently being undertaken by UNICEF in conjunction with WFP.
14. A serious problem among the rural poor is indebtedness for rice supplies during the year. While serving as a short-term coping strategy, this practice carries unacceptable financial risks. This is due to the 100 percent interest normally charged on rice loans. The problem of rural debt for daily living is common throughout the country. In targeted communes an average of 30.2 percent of families in villages were in debt for daily needs for more than three months of the previous year. Other coping strategies which carry unacceptable risks include working in land-mine areas, long-term migration in search of employment, or forced land sales.
15. The opening of Cambodia's economy is bringing many new opportunities and benefits to its people. Unfortunately, however, it has not yet been possible to balance the open economic policy with measures to equip all of Cambodia's people to take full part in economic revival—including education, skills training and health services. Even more seriously, it is still not possible to protect those who, for one reason or another, are at risk of abuse (such as women and street children) or have no family support systems (again, including many children as well as the lone elderly). Much remains to be done to mobilize domestic resources, and to provide the required services and support systems. Meanwhile, many NGOs are active, though generally with insufficient resources to help on the scale necessary.



16. Tuberculosis is a major health threat in Cambodia, with an estimated prevalence rate of 500 per 100,000, the highest in the Southeast Asia region. Recognizing this, in 1994 the Government launched a nationwide tuberculosis control programme. The National Tuberculosis Programme (NTP) aims to decrease tuberculosis transmission by improving the cure rate and case detection. With the assistance of WFP and WHO, a directly observed treatment with short-term chemotherapy (DOTS) is provided to more than 90 percent of the tuberculosis patients attending consultations in 120 anti-tuberculosis units throughout the country. Tuberculosis patients from rural and urban areas tend to represent the poorest groups within their communities. Should patients not complete their six-month course of treatment, it is possible that drug-resistant strains of tuberculosis will develop in Cambodia and spread globally, with catastrophic consequences for public health. HIV/AIDS is also spreading rapidly in Cambodia, estimated to already have infected 2.3 percent of the adult population, the highest infection rate in Southeast Asia.
17. Illiteracy is endemic throughout rural Cambodia, compounding the problems of targeted areas. Survey work by the UNFPA and the Ministry of Planning has been able to establish national estimates of adult literacy rates by gender, finding that the illiteracy rate for rural females is 43 percent compared to 25 percent for males. In rural areas, illiteracy correlates significantly with the use of contraceptives which in 1995 was as low as 13 percent, including traditional practices. The Ministry of Women's Affairs and the Ministry of Education have launched community health care/birth spacing and literacy outreach programmes supported by UNICEF, UNFPA and WFP to improve the quality of life of poor women living in rural areas.
18. Staple foods among most rural Cambodians consist of rice, and fish and fish products, supplemented by seasonal fruits and vegetables. The availability of vegetables and fruits can vary significantly depending on sources of water during the dry season. Fuel for cooking is almost entirely firewood and charcoal. Most fuelwood is collected from quick-growing trees in degraded forest areas. In higher density rainfed lowland areas, families travel as far as eight kilometres in search of fuelwood, as local supplies are quickly exhausted.
19. Disasters in Cambodia most commonly take the form of drought and floods. Both are direct threats to household, regional and even national food security. An analysis of rainfall over 15 years in Kampong Thum Province for a planned AsDB-funded project has estimated the threat of drought to be as frequent as one year in four.
20. **Gender considerations.** In all cases, the ratio of women to men is disproportionately high, with an estimated 27 percent of all households headed by women. The ratio of households headed by women does not follow any clear geographic or demographic pattern, being largely due to the massive population movements and deaths during the war and the Khmer Rouge regime (UNFPA/Ministry of Planning, 1996 Demographic Survey).
21. A series of focus group interviews conducted by WFP with women's associations has identified how poverty and food insecurity affect women, with the results applied in targeting. Fortunately, there are no religious, cultural or attitudinal constraints to the participation of women. As in many countries, women appreciate food as a wage or incentive in terms of its nutritional value. Their subsistence workload prevents many women from travelling far in search of employment. The PRRO's community-based approach is therefore highly appropriate.



## Beneficiaries

### Activity 1: Community recovery and rehabilitation activities

Activity 1	Beneficiaries per annum
a) Protracted emergency (long-term IDPs, returnee settlements)	187 500
Reconciliation Zones (former Khmer Rouge)	52 000
b) Chronic poor	312 000
<b>Total (Activity 1)</b>	<b>551 500</b>

#### a) Beneficiaries in protracted emergency target areas: Long-term IDPs; Former refugees in new settlements; Newly resettled/former IDPs; Khmer Rouge defector families in Reconciliation Zones

22. WFP has identified internally displaced persons and former refugees in new settlements as populations of special concern. Approximately 187,500 Cambodians continue to lie outside official statistics, and face exceptional risks. WFP uses the term protracted emergency targets for this group. This number is a significant reduction from 1993, when over 370,000 returning refugees and 180,000 internally displaced persons were receiving assistance. Target beneficiaries include people who have been displaced from one to five years and newly resettled former refugees. The population estimates are collated by WFP provincial offices, in consultation with NGOs, provincial authorities and the Cambodian Red Cross. The numbers are regularly updated by commune and maintained on a geo-referenced database.
23. The most food-insecure families in protracted emergency situations lack access to agricultural land and suffer continued exposure to low-level conflict. While many families in protracted emergency target areas have developed flexible coping strategies of wage labour and migration, such coping strategies are overwhelmed when further conflicts disrupt their villages or temporary settlements. The benefits of food aid through the proposed PRRO are found in both basic food security, and involving families in activities which help provide sources of income other than rice cultivation.
24. A special target population are families living in zones of former Khmer Rouge control, which were closed to the outside world until mass defections to the Government between August 1996 and May 1998. While precise estimates are still impossible owing to security problems and lack of access, WFP has estimated that 52,000 people would benefit from food aid. These populations will be included in the protracted emergency area vulnerability analysis to be conducted by WFP in late 1998. Assistance for residents of these reconciliation zones is included in the PRRO.
25. Approximately 39,000 refugees who were in Thailand as of July 1998 will be repatriated in late 1998 and 1999. Many of these families will require assistance to re-establish themselves in their homelands. It is anticipated that the repatriation ration for these groups will be provided before the current PRO 5483.03 expires. Based on information from UNHCR, a majority of the refugees will be relocating to reconciliation zones, or to areas targeted as protracted emergency areas.



**b) Beneficiaries in areas of chronic or recurrent food insecurity: lowland rainfed areas; scrub and degraded forest areas**

26. While over 85 percent of the population are engaged in rice production, as little as 30 percent of the population depend on this crop as their primary source of income. Based on land cover types, agricultural statistics and socio-economic survey data, five food security zones have been identified in Cambodia (rainfed lowland; scrub/degraded forest; riverine; forest; and urban/market). By defining food security zones, factors such as deforestation and poorly developed water resources are more precisely identified in terms of their impact on food security. Two of these zones, rainfed lowland and scrub/degraded forest, have been targeted by WFP for rehabilitation activities to assist communities with severe problems of chronic or recurrent food insecurity. Based on previous targeting exercises and project implementation, WFP estimates that approximately 50 percent of targeted families will require two years of food-for-work interventions, and the remaining 50 percent will require only one year of assistance, depending on variations of rice crop production and availability other sources of income.
27. **Characteristics of rainfed lowland areas.** The majority of the population rely on a single non-irrigated wet season rice crop as their major source of food and income; the land is divided into small independent landholdings; income is supplemented by a variety of seasonal activities; terrain is characterized as relatively flat and under intensive rice cultivation. Characteristics of vulnerability are as follows: below average rural agricultural production; over 10 percent reduction in rice yields from previous year; and extensive prevalence of high-risk coping strategies, including long-term indebtedness for food.
28. Approximately 57,600 families in rainfed lowland communes are targeted through this PRRO. These households are constrained by poorly developed water resources, and a lack of improved tertiary roads to markets and basic services. While average per capita rice production in lowland areas is 412 kilograms, targeted communities produce on average only 395 kilograms.
29. **Characteristics of scrub/degraded forest areas.** People rely mainly on degraded forest resources and wage labour for income; as well as on limited cultivation of rice, insufficient to meet annual needs. Landless households are commonly found in these areas. Livelihood is vulnerable to the reduction of forest resources through improper exploitation. Characteristics of vulnerability are: in upland scrub and degraded forest zones on the periphery of forest areas, income from non-timber forest products has been reduced in many communes because of access problems from increased illegal logging and the reduction of resources. Targeted populations have sporadic access to forest resources and rely on risky coping strategies.
30. In degraded forest/scrub land areas, 32,400 targeted families live in communities where distance from markets and services represents one of the greatest constraints to food security, and where indebtedness is highest. On average, over 35 percent of families in targeted communities are in debt for basic living requirements, and more than 90 percent of villages are more than two kilometres from major roads.
31. Another emerging group of beneficiaries are families adversely affected by logging practices in the Northeast provinces of Cambodia. While further information is required on the extent of problems faced by communities, preliminary research from the World Bank and NGOs suggests that communities on the fringe of logging areas are becoming gradually deprived of basic livelihood and food supplies.



### **Activity 2: Improvement to the quality of life for the most vulnerable (48,500 beneficiaries per annum)**

32. The target group for activities to improve the quality of life will include tuberculosis patients, illiterate women, street children, amputees at prosthesis centres, members of poor families receiving skills training through NGOs and the Ministry of Women's Affairs, and the lone elderly.

### **Activity 3: Short-term emergency relief/immediate hunger relief (50,000 beneficiaries per annum)**

33. For as long as it has been assisting the people of Cambodia, WFP has been responding not just to natural disasters, but also to extreme hunger whenever and wherever it has occurred. In sum, WFP has a clear track record of being able to react quickly, efficiently and effectively to food shortages. WFP also participates in two relevant bodies: the Government's National Committee for Disaster Management and the Emergency Response Group comprising United Nations agencies, NGOs and the CRC.

### **Partnerships**

34. Collaboration with United Nations agencies and other donor-funded projects is a cornerstone of WFP operations. Collaborative partnerships have been formed both with government projects and international agency initiatives over the years of WFP's presence in Cambodia. WFP and the UNDP/ILO Labour-Based Rural Infrastructure Project are collaborating in the construction of rural roads and irrigation infrastructure in WFP target communes in four Northwest provinces. A tripartite effort of German Kreditanstalt für Wiederaufbau (KfW), WFP and the Ministry of Rural Development (MRD)—the Tertiary Roads Improvement Project (TRIP)—will continue into 1999. WFP and CARE International are planning a collaborative programme in Mesang District, Prey Veng Province—one of the most food-insecure in the country—focusing on the construction of water-supply and transportation infrastructure, diversification of agricultural production, and social forestry. German Technical Cooperation (GTZ) and WFP have collaborated in the establishment of rice banks, food security projects, and in the sharing of GIS data and systems. WFP and FAO are collaborating in flood mapping through the use of RADARSAT images, as well as in strengthening the Ministry of Agriculture, Forestry and Fisheries' crop assessment and reporting capacity. WFP supports the Ministry of Women's Affairs birth spacing programme, funded by UNFPA, and a female literacy programme funded by UNICEF and UNESCO. WFP also supports an umbrella organization of NGOs working with children at risk—End Child Prostitution, Abuse and Trafficking (ECPAT). In Reconciliation Zones WFP will work closely with the UNDP, United Nations Office of Project Services (UNOPS) and Cambodian Rehabilitation and Regeneration Programme (CAREERE2).

## **IMPLEMENTATION PLAN**

### **Goals and objectives**

35. The broad goal of the PRRO is sustained food security among the chronically hungry poor, simultaneously with the promotion of re-emerging social cohesion and support systems.



36. The objectives—in line with WFP's Mission Statement—will be to:
- a) build and rehabilitate essential assets, facilitate reconciliation and promote self-reliance among the poor;
  - b) contribute to improving the quality of life; and
  - c) provide immediate relief from hunger among specific groups temporarily unable to meet their basic food needs.
37. Individual activities under the PRRO will be approved through separate activity summaries, which include individual budgets and more detailed information such as targets, activity-specific monitoring indicators and measurement standards.

## Recovery activities

### Key areas/types of assistance

38. Assistance will be provided through three components:
- a) Community recovery and rehabilitation
    - Civil works and village development; food for recovery, the development and upgrading of infrastructure; community wood lots; farm improvements; and the formation or augmentation of capital stocks for rice/seed banks.
  - b) Improvement to the quality of life
    - income transfers to those engaged in development-related training;
    - incentives for tuberculosis patients to complete their treatment;
    - direct nutrition of vulnerable groups being helped out of vulnerability; and
    - distribution of health messages to food aid recipients.
  - c) Short-term emergency relief/immediate hunger relief
    - hunger relief to unassisted vulnerable groups and victims of emergencies.

### Community recovery and rehabilitation activities

39. **Strategic focus.** This activity will be guided by the objective of helping to build assets and promote self-reliance of the poor. Rather than the more narrow definition of food for work, the expression food for recovery (FFR) is used, to reflect the broader range of options. There will be two dimensions. In protracted emergency areas, the aim will be to provide essential physical infrastructure to: a) those resettling in their original or new village locations; and b) those who have been cut off from the mainstream of the national economy. In chronically food-insecure target areas, FFR outputs will help to overcome structural weaknesses in rural economies that cause—or exacerbate—recurrent or chronic food insecurity. In both cases, the aim will be to 'kick-start' their rural economies and facilitate community reconciliation after years of turmoil, isolation and neglect.
40. Particularly in protracted emergency areas, WFP will play a pivotal role to assist civil authorities in establishing a rapid and effective presence in newly opened reconciliation zones, and a more proactive approach for assisting protracted emergency target populations.



41. **Objectives and intended outcomes.** The objectives of FFR will be two-fold. The immediate objective will be to alleviate food insecurity. Food wages will impose no transaction costs on the beneficiaries and will be proof against variations in price. The broader objective—the outcome—will be acceleration in the rural development process. This will be achieved by adding to the stock of essential infrastructure. The benefits will depend on the type of scheme but will include closer market integration (road improvement and maintenance); time saved in water collection, improved health, and increased food and income from horticultural and livestock production (community ponds and wells); and sustainable increases in food security resulting from reliably higher production (water control works).
42. **Implementation strategy.** At the beginning of the year, the target commune list is provided to implementing partners, Provincial Departments of Rural Development (PDRD) and NGOs. PDRD or NGO staff meet with VDCs (VDCs are the lowest level in the Government's decentralized structure for rural development planning), or village committees in all villages within target communes to inform them of the participatory process to be followed in the selection of FFR projects. A variety of issues are discussed at village meetings, including priority needs, types of activity, scale, participation of vulnerable groups, gender equality, community contribution, community ownership and maintenance plans. Proposals are jointly pre-assessed by all partners: community representatives; WFP field monitors from the WFP provincial sub-office; and the implementing partner, PDRD or NGO. Following consensus, an agreement is prepared, specifying details of the activity, including the number of participating households, food rations, and the volume of work output, with technical specifications prepared by the implementing partner and approved by the WFP technical monitor. The project details are then entered into the WFP Project Database. Daily activity is supervised by members of the community, and monitored daily by the implementing partner. WFP staff pay regular monitoring visits to check on progress and technical quality. On completion of the activity, the community and the implementing partner measure the final output of the project. WFP staff then independently check this output measurement. When the final output has been agreed, the implementing agency prepares a food request order that must be approved by the WFP Provincial Sub-Office Head.
43. WFP employs a dual strategy to ensure that food aid reaches intended beneficiaries in food-for-recovery activities:
- a) Scale of activities: The average size of activity involves approximately 890 beneficiaries, or 170 families, and approximately 21 metric tons of rice and complementary fish and oil. Approximately 90 percent of all food aid under this component is limited to one community (village) at a time. Important exceptions are the ILO/UNDP and the German KfW-supported road improvement projects, which may involve as many as five villages.
  - b) Procedural guidelines: based on the previous four years' experience, WFP has developed a step-by-step set of performance checks, including registration and pre-selection sessions with communities, work reviews, and public information during food distributions.
44. Another element of food for recovery will involve a two-year maintenance agreement with beneficiary communities to firmly establish improvements. ILO has demonstrated that continued low-level maintenance, during the first two years of labour-constructed earthworks, increases the durability of the improvements. Commitments to initial



maintenance will also provide villages and local authorities with the opportunity to establish a local maintenance routine.

45. The Cambodian Government has also recently improved its commitment to demining operations by promoting land allocation to displaced rural families. This work is being done with the support of the international donor community, the United Nations and international demining agencies such as the Mines Advisory Group (MAG) and Halo Trust, under the overall coordination of the Government's Cambodian Mines Action Centre (CMAC). WFP will work closely with CMAC to target humanitarian demining needs within protracted emergency target areas.
46. The selection and rotation of FFR workforces will be entrusted to VDCs, where they exist. This works well in ongoing projects in selecting those in greatest need. To consolidate the process, WFP will prepare specific guidelines for MRD outlining poverty criteria. In areas without VDCs, the guidelines will be given to traditional village leaders. ILO confirms that women participate spontaneously in FFR, accounting for between about 40 and 60 percent of workers. The WFP target will be for at least 45 percent female participation. The beneficiaries of outputs will be all those in the selected poor districts within the area of influence of developmental infrastructure.
47. WFP is planning to work with UNICEF and the national AIDS programme to raise HIV/AIDS awareness by distributing a simple health message to recipients of food aid during food distributions. This could be extended to the dissemination of a new child nutrition message that may be developed by UNICEF following the full analysis of its survey data.

### Improvement to the quality of life

48. **Strategic focus.** This activity will have as its strategic focus improving the nutrition and quality of life of the most vulnerable at critical times of their lives and promoting self-reliance.
49. **Activities which receive WFP assistance are:** the National Tuberculosis Programme of the Ministry of Health; the literacy and birth spacing programmes of the Ministry of Women's Affairs; NGO programmes providing skills training and assisting vulnerable groups; and amputee prosthesis workshops.
50. WFP assistance, as evaluated by WHO in 1996, has served as a major incentive for patients to complete their lengthy treatment of four to eight months, thus enabling a cure rate of 92 percent of the cases detected and thereby reducing the risk of the emergence of drug resistant strains. Through an outreach programme with UNICEF, the Ministry of Women's Affairs and the Ministry of Education, village women trainers organize and conduct literacy classes. Volunteer literacy teachers receive no stipend from the Government. As support to the female literacy programme of the Ministry of Women's Affairs, volunteers will receive 10 kilograms monthly rice rations as an incentive to teach within their own communes, not only as a necessary income supplement to their livelihood, but also to help advocate the practical benefits of literacy.
51. Although the UNFPA/Ministry of Women's Affairs outreach programme for birth spacing requires only a limited amount of assistance from WFP, it has a considerable impact on the improvement of life of rural poor women who receive counselling, advice and education from trained female volunteers. Rural poor populations, particularly women and children, are also deprived of skills which would enable them to become self-sufficient. Over the last two years, WFP has been assisting 38 partners who offer these



women and children specific vocational and skills training, with a view to generating employment opportunities and additional income.

52. **Role and modalities of food aid.** Food aid will have four roles in improving the quality of life. First, food will be provided to tuberculosis patients a) to ensure their adequate nutrition during treatment in hospital; and b) as an incentive to complete their treatment as outpatients. Second, food income transfers will be issued to volunteer trainee literacy teachers and child-minders associated with the Government's adult literacy campaign. Third, incentives will be given to trained volunteer birth spacing advisors. Fourth, partner NGOs will feed the vulnerable target groups with whom they work, as a direct nutritional supplement for vulnerable groups being helped out of vulnerability.
53. **Implementation strategy.** Food aid will be an input to ongoing initiatives conceived and implemented by partner agencies. As such, the role of WFP will be limited to checking a) the relevance of these initiatives to its own Mission Statement; b) the need for food aid as a critically important input; and c) the effectiveness of its partners' work. In the supply of food incentives to tuberculosis patients, WFP has an excellent working relationship with the Ministry of Health (MoH) and WHO. The measure of success of this element is the number of tuberculosis patients cured. This depends on continuity of supply—of the food incentives but even more critically, medicine. Coordination between WFP and WHO ensures that neither resource is lacking.
54. WFP will maintain its close relationship with UNICEF and the Government to devise an appropriate response to the extremely high levels of malnutrition among children in Cambodia. The prevalent conclusion within WFP is that dietary patterns and habits may explain such malnourishment more powerfully than absolute access to food. Yet if WFP's interpretation is correct, there is a massive nutrition education job to be done.

#### **Short-term emergency relief/immediate hunger relief**

55. **Strategic focus.** This activity will focus on saving lives in emergencies; and responding to situations of extreme hunger.
56. **Role and modalities of food aid.** Although requirements are greatly reduced from previous years, WFP continues to provide relief rations to victims of conflict or natural disaster on a case-by-case basis. In most cases, rations cover a one-month period, to enable families to recover from initial losses or relocation. Food aid will provide immediate rations to those experiencing nutritional crises for any reason at any accessible location—though for the minimum necessary period. The standard individual daily ration will be 500 grams of rice, 20 of fish, 30 of vegetable oil and 10 of iodized salt.
57. **Implementation strategy.** For the victims of climatic emergencies and those who may be affected by possible new man-made crises, WFP will act principally in partnership with CRC. In responding to nutritional crises among any vulnerable groups not receiving development assistance, WFP will work with and through government agencies or NGOs with the capacity to assist.
58. **Arrangements for early warning indicators and vulnerability map updates.** WFP will maintain its current network of eight provincial sub-offices in all of the zones likely to be affected by emergencies. Its staff, through their extensive information networks, will be well able to convey early warning signals of impending emergencies. In addition, built-in links with other United Nations agencies and complementary assistance partners will keep WFP fully informed.



59. **Returning refugees.** In July 1998, approximately 39,000 refugees were in camps in Thai territory. Subject to successful national elections, most families should be repatriated during late 1998 and 1999. Refugee populations are composed of traders, rural families caught between factional fighting, and families of resistance groups who fear political reprisals. Owing to difficulties in reaching refugee populations, UNHCR has not been able to clearly determine numbers of people falling into each category. WFP offers a ration package of 20 kilograms of rice, with complementary fish and oil upon return. In situations where groups of people return to the same location, WFP will coordinate with the UNHCR Quick Impact Programme to implement food-for-work activities.

### Capacity-building

60. MRD is a relatively young Ministry, established in 1994. With MRD (at the central level) and Provincial Departments of Rural Development (PDRD) at the provincial level as WFP's primary counterparts, capacity-building is a priority. WFP is assisting at various levels. Regular training workshops are conducted for MRD/PDRD and WFP field staff, ranging from subjects such as Community Development and Gender and Development, to the technical engineering aspects of food-for-recovery activities, such as pond, well and rural road construction. Further, WFP offers resources and staff time to support the 94 PDRD officers assigned as WFP programme counterparts at the provincial level, who are responsible for food-for-recovery project appraisal and oversight, working in close collaboration with WFP Food Monitors. The WFP VAM unit will continue to provide training for the MRD Planning Department in GIS, mapping and vulnerability analysis, and monitoring and evaluation in order to prepare MRD for the gradual take-over of these functions.
61. WFP's main partner for the distribution of emergency assistance is CRC. The latter is a central member of the National Committee for Disaster Management (NCDM). WFP and UNDP have been instrumental in establishing and supporting the NCDM; and WFP continues to provide training for CRC staff in logistics, food storage and contingency planning.

### Monitoring and evaluation

62. WFP Cambodia and the Ministry of Rural Development maintain an integrated database system linked to mapping for tracking performance and impact. The database system comprises the following components:
- a) Project database: specifies food per agreement, number of participating households, number of beneficiaries, identification of households headed by women, type and size of activity, and dates of implementation. This database is based on project contract information sheets prepared by WFP monitoring staff.
  - b) Dispatch database: tracks distributions of food against project data. Helps to monitor the implementation status and registration of beneficiaries.
  - c) Target database: identifies size and location of project villages, measures of current and chronic vulnerability, and food economies. Based on rapid rural appraisals, group interviews and geographic information systems data from the Department of Geography and the VAM Unit.
  - d) Baseline database: linked to project areas and food economy zones, the household survey currently under way in cooperation with UNICEF will be used to track nutritional status and economic outcome indicators



- e) The WFP country office will also work with partners at the field level in drawing up monitoring indicators specifically to assess the effects of outputs in terms of boosting agricultural production and economic activity, thus enhancing food security throughout the selected districts.
63. In addition to the database system, WFP will fund two external evaluations a year. The first is a technical review of projects; the second is a participatory evaluation with beneficiaries to determine satisfaction, perceived understanding and achievement of food aid objectives, and the degree of women's participation in all phases of the activities.
64. **Protracted emergency target areas and Reconciliation Zones.** Key indicators of transition will include number and percentage of families living in declared home villages without further displacement; unimpeded land tenure; the percentage of families with demined land.
- **Chronic or recurrent food-insecure target areas.** Recognizing that a greater measurement of impact is required, this year WFP, with UNICEF and with technical assistance from Tulane University, has initiated a joint baseline survey of WFP/UNICEF project areas, which focuses on food security outcome indicators (including female body mass index (BMI), percentage of expenditure on food to total expenditures, and anaemia); access to services; mother and child health care; and key micronutrient issues.

### Gender considerations

65. Gender issues are a high priority in the WFP Cambodia operation, as there is a disproportionately high number of households in the country. In 1995 WFP Cambodia developed an Action Plan to improve WFP's Commitments to Women. A major milestone in this plan included the recruitment by WFP's Counterpart MRD of six female field staff, from none previously. Over the past year, WFP has similarly increased its female field staff from four to eight, including two female Heads of Sub-office. This breakthrough has opened doors to a much fuller participation of female staff in all phases of programme planning and implementation.
66. Another part of the Action Plan to Improve WFP's Commitments to Women has been to ensure gender parity in needs assessments. To this end, the Ministry of Women's Affairs and WFP co-sponsored a series of focus group interviews with district-level members of women's associations in all provinces where WFP is active. Discussions centred on specific problems of food insecurity among women in rural areas, and on how food security could be improved. The findings of these interviews were transcribed and shared with staff, and with other agencies. As a result of WFP's objective to improve food security among women, all field research, including the baseline survey and rapid appraisals, include gender-specific questions regarding livelihood, nutritional status, shocks, stresses and coping strategies. The data gathered by WFP, disaggregated by gender, have been used by the Ministry of Women's Affairs and NGOs in their own planning work.
67. In 1997 and 1998, WFP and MRD staff attended intensive gender and development orientation workshops facilitated by the Dutch-funded Gender and Development Programme for Cambodia. At the same time, WFP has revised reporting norms to clarify both participation of households headed by women, and shares of food received by such households.



68. Proposed steps in the programme to continue progress already made include improved gender dimensions in vulnerability analysis, outcome indicators for monitoring and evaluation, and stronger representation of women at the village level.

### Exit strategy

69. An evaluation of the recovery and rehabilitation programme will be conducted during the first quarter of 2000. Recommendations as to the continued requirement for food aid will be used in determining the form and scale of any further WFP assistance to Cambodia. The time frame of this two-year Protracted Relief and Recovery Operation will bring WFP into line with the Government's five-year planning cycle and the programme cycle of other United Nations agencies in the country. A Development Assistance Framework for Cambodia will be developed during 1999, and the possible role of WFP in a coordinated United Nations effort will be considered during this process.

### Risk assessment

70. The first assumption underlying the PRRO is that the democratic process will be consolidated and that there will be political stability. The second is that the Government will remain committed to the principles, priorities and strategies outlined in the First Socio-economic Development Plan. Third, it is assumed that the Government's technical capacity will remain weak and that the need for internationally-funded complementary assistance partners will continue to be met. The assumption is final that there are no catastrophic climatic events requiring a major re-orientation of WFP assistance towards emergency relief.

## INPUT REQUIREMENTS

### Food aid requirements

71. The commodities required for the PRRO are detailed in the table below.

Commodity	Tons
Rice	70 000
Fish	1 634
Oil	2 766
Salt	704
<b>Total</b>	<b>75 104</b>

72. **Local purchases.** Depending on availability, rice will be purchased locally in order to support the internal market. Iodized salt is included in the rations, and should be purchased locally in support of current UNICEF/Government efforts to produce this commodity locally. Annex III gives details of food requirements by activity. Ration scales for food-for-recovery activities are roughly equivalent to the prevailing wage rate for casual, unskilled rural employment, which is less than one dollar a day.



## Staffing

73. Staffing requirements are detailed under the Direct Support Cost (DSC) requirements in Annex II. The two Project Officers will oversee and support the work of national staff in the eight provincial sub-offices, which are responsible for WFP activities in 21 of the 23 Provinces and Municipalities in the country. Half the cost of a Regional VAM Officer and half that of a Regional TC/IT Officer will also be covered under DSC. All provincial sub-offices will be headed by a National Officer (three posts) or Programme Assistant, with a staff of Food Monitors, a Technical Monitor and a warehouse supervisor (for the five provinces with WFP-managed warehouses). One United Nations Volunteer (UNV) will provide technical support and training for MRD/PDRD and WFP field staff. The second UNV will be a rural development specialist who will work with the Project Officers.

## Non-food inputs

74. Small-scale projects implemented through food-for-recovery activities will require construction materials for drainage, surfacing material for tertiary roads, and tools for excavation. Improvement to the quality of life and short-term emergency assistance do not require additional non-food inputs. It is anticipated that approximately 70 percent of all food-for-recovery activities will be implemented with MRD, and receive no assistance from other sources such as NGOs or other international agencies. In cases where other implementing partnerships are available, non-food inputs are typically included in cost-sharing arrangements.

75. **Logistics arrangements.** The WFP country office will have one international logistics officer and three national staff responsible for the overall management of commodity movements, reporting and local purchases. Five warehouses will be maintained in the provinces, under WFP management. Transport services to project sites have been provided by the Cambodian Red Cross under an annual service contract since 1992. It is expected that these services will continue. Food will be distributed to approximately 320 extended delivery points near beneficiary sites. Food to improve the quality of life will be distributed directly to centres typically on a quarterly basis. WFP and MRD will monitor distributions.

76. **Cost sharing.** Thus far, the Government has been unable to provide a share of the LTSH costs for commodity movements. One measure to be used in the transition will be the ability of the Government (through external review) to take over a portion of the internal management responsibilities for food aid, through free storage at extended delivery points, fuel subsidies, loading services or maintenance of vehicles.

## Technical assistance

77. The Government counterpart for community recovery and rehabilitation activities will be MRD, and PDRDs at the provincial level. For water control schemes, (both drainage and small-scale irrigation) MRD will coordinate with the General Directorate of Irrigation, Meteorology and Hydrology of the Ministry of Agriculture, Forests and Fisheries. Owing to the generally weak capacity of the Government, however, WFP will also rely on partnerships with a number of separately-funded development projects. This is the only feasible arrangement by which the necessary managerial, technical, financial and supervisory resources can be made available to ensure the effective use of food aid to produce outputs of sufficient quality to achieve the recovery objectives.



### **Contingency provision**

78. The provision of 1,830 tons a year under short-term emergency and relief operations is a contingency allocation to enable a rapid response in the event of sudden and unpredictable shocks requiring urgent food assistance. In the event of a national emergency, such as massive flooding or the sudden displacement of very large numbers of people, this provision would allow for an initial response, pending the approval of an emergency operation.

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### **RECOMMENDATION OF THE EXECUTIVE DIRECTOR**

79. The PRRO is recommended for approval by the Executive Board. Details of costs are given in Annexes I and II.



## ANNEX I

<b>PROJECT COST BREAKDOWN</b>			
	Quantity (tons)	Average cost per ton	Value (dollars)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Rice	70 000	270	18 900 000
– Fish	1 634	1 400	2 287 600
– Oil	2 766	1 032	2 854 512
– Salt	704	210	147 840
<b>Total commodities</b>	<b>75 104</b>		<b>24 189 952</b>
External transport and superintendence			4 517 740
– ITSH		60	4 506 740
<b>Subtotal direct operational costs</b>			<b>33 213 932</b>
<b>B. Direct support costs (see Annex II for details)</b>			
<b>Subtotal direct support costs</b>			<b>4 959 000</b>
<b>Total direct costs</b>			<b>38 172 932</b>
<b>C. Indirect support costs (7.1 percent of total direct costs)</b>			
<b>Subtotal indirect support costs</b>			<b>2 710 278</b>
<b>TOTAL WFP COSTS</b>			<b>40 883 210</b>
<b>GOVERNMENT COSTS</b>			
– Staff costs			112 320
– Office costs			154 695
– Transport costs			89 110
<b>TOTAL GOVERNMENT COSTS</b>			<b>356 125</b>
<b>TOTAL PROJECT COSTS (WFP and Government)</b>			<b>41 239 335</b>

WFP costs as a percentage of total project costs: 99 percent

<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



## ANNEX II

<b>DIRECT SUPPORT REQUIREMENTS (dollars)</b>
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<b>Staff costs</b>	
International	1 334 000
United Nations Volunteers	84 000
National professional officers	84 000
International consultants and SSA	112 800
Local staff and temporaries	1 002 600
<b>Subtotal</b>	<b>2 617 400</b>
<b>Technical support services</b>	
Project appraisal, studies, surveys	150 000
Project evaluation	49 000
MRD Monitoring	446 000
Counterpart staff training	37 500
WFP staff training	22 100
<b>Subtotal</b>	<b>704 600</b>
<b>Travel and DSA</b>	
International	44 000
In-country	216 000
<b>Subtotal</b>	<b>260 000</b>
<b>Office expenses</b>	
Rental of facility	156 000
Utilities	68 000
Communications	90 000
Office supplies	60 000
Equipment repair and maintenance	30 000
<b>Subtotal</b>	<b>404 000</b>
<b>Vehicle operation</b>	
Maintenance/fuel	115 000
Insurance	20 000
<b>Subtotal</b>	<b>135 000</b>
<b>Equipment</b>	
Communications equipment	30 000
Vehicles	54 000
Computer equipment	64 000
<b>Subtotal</b>	<b>118 000</b>
<b>Non-food items</b>	
Construction materials (roads, irrigation, ponds)	560 000
Seeds	20 000
Hand-tools, picks, axes	15 000
Small equipment (hand-held compactors, rollers)	60 000
Technical supervision	65 000
<b>Subtotal</b>	<b>720 000</b>
<b>TOTAL</b>	<b>4 959 000</b>



**ANNEX III**





## FOOD REQUIREMENTS BY ACTIVITY

Activities	Food requirements						
	Number of HHs	Number of direct beneficiaries	Rice	Fish	Oil	Salt	Rice share (%)
<b>Community Rehabilitation and Recovery Activities</b>							
Protracted Emergency target populations	36 000	187 200	12 500	210	420	124	36
Reconciliation zones	10 000	52 000	5 000	84	167	49	14
Chronically Food Insecure areas	60 000	312 000	12 500	205	411	121	36
<b>Activities will be selected at community level from a menu of the following:</b>							
Rural road improvement & maintenance							
Water-control infrastructure and development (pond, wells, dikes...)							
Land clearance							
Village wood lots							
Rural credit schemes/rice-seeds banks							
Alternative crops/support to generating activities/community training							
Community building construction (schools, latrines...)							
<b>Subtotal for rehabilitation</b>	<b>106 000</b>	<b>551 200</b>	<b>30 000</b>	<b>499</b>	<b>999</b>	<b>294</b>	<b>86</b>
<b>Improvement to quality of life</b>							
Support to public social sector							
Health Care							
Tuberculosis patients		21 000	2 000	120	120	20	
Birth spacing/Community Health Care		500	50				
Vulnerable Groups		15 000	750	53	53	8	
<b>Subtotal</b>		<b>36 500</b>	<b>2 800</b>	<b>173</b>	<b>173</b>	<b>28</b>	<b>8</b>

<b>FOOD REQUIREMENTS BY ACTIVITY</b>
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Activities	Food requirements						
	Number of HHs	Number of direct beneficiaries	Rice	Fish	Oil	Salt	Rice share (%)
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Development of Human resources							
Outreach adult literacy		1 500	80				
Vocational training (skills)		8 000	320	19	19		
Cultural heritage conservation		2 500	300	6	12		
<b>Subtotal</b>		<b>12 000</b>	<b>700</b>	<b>25</b>	<b>31</b>		<b>2</b>
<b>Subtotal for improvement to quality of life</b>		<b>48 500</b>	<b>3 500</b>	<b>198</b>	<b>204</b>	<b>28</b>	<b>10</b>
<b>Short term emergency</b>							
Short Term emergency and relief operations	10 000	50 000	1 500	120	180	30	
<b>Subtotal for short term emergency</b>	<b>10 000</b>	<b>50 000</b>	<b>1 500</b>	<b>120</b>	<b>180</b>	<b>30</b>	<b>4</b>
<b>GRAND TOTAL FOR ONE YEAR</b>		<b>649 700</b>	<b>35 000</b>	<b>816</b>	<b>1 383</b>	<b>352</b>	<b>100</b>
<b>GRAND TOTAL FOR TWO YEARS</b>		<b>1 299 400</b>	<b>70 000</b>	<b>1 634</b>	<b>2 766</b>	<b>704</b>	