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PROTRACTED RELIEF AND RECOVERY OPERATION— WEST AFRICA COASTAL 10064.2

**Targeted Food Assistance for Relief and
Recovery of Refugees, Returnees and Internally
Displaced Persons in Guinea, Sierra Leone and
Liberia**

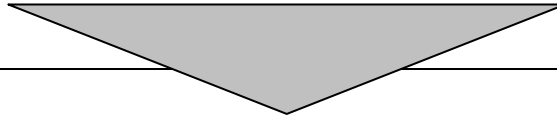
Number of beneficiaries	752,100 (with an additional 150,000 under the contingency provision)
of whom, women	451,260 (or 60 percent)
Duration of project	12 months (1 January–31 December 2004)

Cost (United States dollars)

Total cost to WFP	74,465,754
Total food cost	32,923,016
Total food requirement (mt)	124,015

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Executive Summary

Achieving security in Liberia remains a basic precondition to making the transition to sustainable recovery and development throughout the West Africa Coastal region. Conflict in Liberia is once again posing a threat to the stability of the entire sub-region. As a result, increased humanitarian assistance will be required throughout 2003 and 2004 in all three Mano River Union countries, Guinea, Sierra Leone and Liberia. Political instability in Côte d'Ivoire—including conflict in border areas with Liberia—is further compounding the humanitarian challenge.

As the civil war engulfs Monrovia, the number of internally displaced persons in Liberia is rising. For months, much of the country has been inaccessible to humanitarian agencies. Large influxes of Liberian refugees have been recorded in Guinea and Sierra Leone, and populations in the eastern border area—caught between conflict in Liberia and Côte d'Ivoire—are believed to be in critical need of humanitarian assistance.

Recovery programmes in Sierra Leone and Guinea have continued throughout 2003, in spite of the threat posed by instability in neighbouring Liberia. The bulk of WFP food assistance in the sub-region will once again be directed towards emergency food needs. A separate WFP operation in Côte d'Ivoire, launched in 2003, will cover needs there in 2004. With the aim of assisting an estimated 752,100 beneficiaries, and a regional contingency allocation for an additional 150,000 persons, the main WFP interventions in the three Mano River Union countries during 2004 will continue to be:

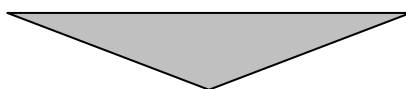
- emergency response through an adequate basic ration;
- curative interventions for the severely and moderately malnourished through supplementary or therapeutic feeding; and
- emergency/recovery/rehabilitation response through safety-net programmes such as mother-and-child health programmes, emergency school feeding and seed protection.

Despite the heavy burden that the increased displacement in the region has placed on resources, WFP has worked to consolidate and expand recovery interventions in Sierra Leone and Guinea and to improve monitoring and evaluation in the sub-region through a results-based framework. A self-reliance strategy for refugees in Guinea will come into effect during 2004, and will be expanded as soon as possible to Sierra Leone. The phasing-in of new safety-net measures and support to productive activities among refugees will be combined with re-adjustment of the general food ration. In Sierra Leone and Guinea, increased attention will be paid to host populations whose livelihoods have been disrupted by displacement and the influx of refugees.



WFP has continued to work with UNHCR and other partners to ensure that the problems of sexual and gender-based violence committed against refugees—first highlighted in a March 2002 report—continue to be tackled. Information-gathering from women refugees has increased significantly as a result both of sensitization campaigns throughout the camps and of more systematic home visits by medical non-governmental organizations. Safe and non-stigmatizing means to report cases of sexual and gender-based violence have been introduced, resulting in more women reporting abuses. The increased information has helped local authorities, camp administrators, implementing partners and camp committees take corrective action.

Draft Decision*



The Board approves West Africa Coastal PRRO 10064.2—"Targeted Food Assistance for Relief and Recovery of Refugees, Returnees and Internally Displaced Persons in Guinea, Sierra Leone and Liberia" (WFP/EB.3/2003/8/1).

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



CONTEXT AND RATIONALE

Context of the Crisis

1. Humanitarian and political crisis in the West Africa Coastal region has raged for more than a decade, but its root causes go much further back. Gradual economic decline over several decades—exacerbated by a series of constraints to achieve workable governance models—has led to disintegration of political and administrative systems in the Mano River Union countries. Recent events in Liberia are posing the greatest threat in the region. Achieving security in that country remains the basic precondition to reversing decades of decline in human development in the region.
2. Several years prior to the current unrest, some hopeful signs for the West Africa Coastal region had begun to emerge. In Sierra Leone, United Nations peacekeepers gradually stabilized the country, disarmed rebel factions and, in May 2002, oversaw peaceful parliamentary and presidential elections. The improved security environment has allowed the return and resettlement of roughly 450,000 refugees and internally displaced persons (IDPs). Though peace remains fragile in Sierra Leone, the continued presence of international peacekeepers and substantial donor investment are allowing the country to take the first steps in more than a generation towards building a stable political and economic environment.
3. In Guinea, repatriation of significant numbers of refugees to Sierra Leone during 2001–2003 reduced the burden on Guinea’s national resources, but an influx of new Liberian and Ivorian refugees—approximately 37,000 between mid-2002 and mid-2003, with more expected—has strained donor and national resources, and fighting near the Guinean border in Liberia has continued.
4. Hopes for stability in Liberia faded quickly after the post-war elections of 1997. By mid-2003, allied rebels had moved to the outskirts of Monrovia, and a series of ceasefires was barely holding. Conflict in Côte d’Ivoire in late 2002 and early 2003 has brought some 95,000 asylum seekers into Liberia. The swollen and besieged population of Monrovia is critically vulnerable and in urgent need of increased emergency assistance for its basic needs. The conditions of the rest of the population, many of whom have been inaccessible to aid workers for months or years as a result of the fighting, are believed to be even worse.
5. Côte d’Ivoire is in the midst of political and economic turmoil. As a result of an attempted *coup d’etat*-turned-rebellion in September 2002, the country is divided and highly insecure in its western regions. More than one million people have been displaced or have sought refuge in neighbouring countries.¹ The conflict has taken a heavy economic toll on neighbouring countries, which are highly dependent on Côte d’Ivoire’s economic performance. The creeping regional dimension of the conflict—in particular the links with the war in Liberia—is another significant risk.
6. With conflict in Liberia likely to continue—combined with regional instability as a result of the Côte d’Ivoire crisis—prospects for sustained recovery in the region during 2004 are uncertain. The humanitarian situation in Liberia is expected to remain critical at least through 2004, as is the situation for Liberian refugees who have recently arrived in Guinea and Sierra Leone.

¹ WFP is currently assisting some 600,000 people in Côte d’Ivoire through an emergency operation (US\$16.4 million for the period May–December 2003).



⇒ *The Human Development Context*

7. Over the past few years, Guinea and Sierra Leone have consistently ranked near the bottom of UNDP's Human Development Index; human development in Liberia—though not measured by UNDP in recent years because of the conflict—is similarly low. Côte d'Ivoire is also in the lowest tier, ranked 156th out of 173 countries (2002 Human Development Index).
8. In Liberia, unemployment stands at a staggering 85 percent. Nine out of ten people live in absolute poverty (on less than US\$1 per day); of these, half live on less than US\$0.50. Some 80 percent of Liberian children aged 6–12 are not in school. In Guinea, less than half the population has access to safe water. In Sierra Leone, adolescent fertility is the sixth highest in the world, maternal mortality is the second highest and the under-5 mortality rate is the highest (UNICEF, 2003).
9. The situation of women and girls in the West Africa Coastal region is particularly precarious. Displacement and insecurity aside, UNDP's 2002 Gender Development Index ranks the countries in the region among the lowest in the world.

Situation Analysis

10. Renewed fighting in Liberia and civil conflict in Côte d'Ivoire have been the major developments affecting the humanitarian situation—and the relief/recovery response—in the West Africa Coastal region during 2003. Political insecurity continues to be the single most important cause of hunger and food security and the greatest threat to the nascent recovery efforts under way in some parts of the region.
11. During 2003, certain events have shaped the nature of the protracted crisis in the region. Significant numbers of Liberian refugees have streamed into Guinea, Sierra Leone and Côte d'Ivoire. The numbers of IDPs have increased as populations have fled to Monrovia for safety. In the main stadium of Monrovia alone, some 15,000 people have sought shelter and emergency relief assistance. The WFP VAM study conducted in the IDP camps around Monrovia in May–June 2003 found health problems such as malaria, diarrhoea and child malnutrition. Efforts to complete the repatriation of Sierra Leonean refugees have stalled. Access to approximately 80 percent of the country has been impossible; therefore little is known about the health and nutritional status of populations who have remained there.
12. In March 2003, in consultation with the Executive Board, WFP activated the full contingency mechanism of PRRO 10064.1 (i.e., the equivalent of full rations for 50,000 people for a one-year period), allowing an immediate response as the crisis evolved.
13. Civil conflict in Côte d'Ivoire has resulted in streams of refugees seeking asylum in neighbouring countries (including Liberia) or safe transit to their countries of origin. Access for humanitarian assistance in the West has been limited, but first reports from the region (June–July 2003) suggest that needs are critical on both sides of the Liberian-Ivorian border.
14. In Guinea, the scheduled repatriation of most Sierra Leonean refugees, ongoing since 2001, has been counterbalanced by the arrival of Liberian and Ivorian refugees. Guinea expects to host 95,500 refugees in 2004, a slight increase from 2003.
15. In Sierra Leone, although the return and resettlement of IDPs and refugees has continued, large new influxes of Liberian refugees have occurred throughout 2003. Also, fighting in border areas of Liberia poses a serious threat to stability in Sierra Leone.



16. Women and girls who are displaced or caught up in conflict situations face particular risks. Sexual and gender-based violence (SGBV) is common in situations of displacement. WFP and other humanitarian agencies are paying particular attention to the protection concerns of displaced women throughout the West Africa Coastal region in response to reports of incidents of SGBV by humanitarian staff in refugee and IDP camps during 2002 (UNHCR/Save the Children; see paragraphs 48–49 below for an update on the measures adopted following publication of that report).
17. Special care must be taken to ensure that access to resources, such as food rations and medical care, and opportunities for productive activities are open to women affected by the crisis in the West Africa Coastal region. In this regard, the situation of women is generally better in the refugee camps than in the surrounding communities. In Guinea, for example, where women account for 53 percent of the refugee population, women refugees have higher social status than women in the local population as a result of awareness campaigns in the camps and of support to women by United Nations agencies and non-governmental organizations (NGOs). According to post-distribution monitoring findings, women contribute the majority of household income in the Albadariah camps (approximately 65 percent), including through agriculture, gardening, commercial activities and small trade. Care must be taken that interventions do not overburden women with additional activities. Guinean women outside the camps, however, are more disadvantaged in terms of access to education, health facilities and participation in power structures and decision making. This disparity is a reflection of a general phenomenon: that host communities have significantly less access to basic social services and safety nets. As a result, their socio-economic status, as exemplified by their nutritional status (see Table 1), is generally weaker. A major challenge for humanitarian assistance in the region is to balance assistance to camps with appropriate interventions in the host communities.

TABLE 1: CAMPS VS. HOST POPULATION—NUTRITIONAL STATUS OF CHILDREN IN GUINEA

Area covered	Global acute malnutrition of children under 5* (%)	Severe wasting of children under 5 (%)
Guinea (rural)	8.6	1.2
Guinea Forestière (camp location)	9.2	4.0
Refugee camps		
Kissidougou	2.3–4.2	0.42–0.62
Kouankan	4.5	2.0
Kola	3.0	0.9

* WFP/UNHCR/donor Joint Assessment Mission (JAM) Report, June 2003.

Food Security, Nutrition and Health Situation

⇒ Food Security

18. Because of improved political stability, the level of food security in Sierra Leone and Guinea has begun to rise over the past two years. Food production in Guinea returned to normal levels in 2002, and prospects for production in 2003 are positive. In Sierra Leone, the return to stability has seen a steep rise in rice production. Sierra Leone's overall cereal



self-reliance increased from 30 percent in 2001 to 44 percent in 2002; by the end of 2003, production is expected to cover 60 percent of national needs.

19. Household food security in Guinea and Sierra Leone—especially during the agricultural lean season—remains precarious because of factors such as low yields for subsistence farmers, lack of transport and marketing opportunities, high rates of unemployment and low wages. In Guinea, the food security of populations in border areas and areas surrounding refugee camps has sometimes been adversely affected by the transit and influx of people or the protracted presence of refugees. In Sierra Leone, a Food and Agriculture Organization (FAO) vulnerability assessment in December 2002 found that the vast majority of 25 extremely vulnerable chiefdoms are in the eastern and northern regions—the area worst affected by the civil war, and WFP’s main operational area for resettlement activities within the PRRO.
20. For refugees in Guinea and Sierra Leone, there are convincing medium- and long-term opportunities to achieve food security based on self-reliance activities. A study in Guinea by the Government, FAO and the European Commission in June 2003, for example, found that 40 percent of refugee families in Kola camp had access to agricultural land during the 2002–2003 planting season, producing enough rice to cover their cereal requirements for two months. As refugee populations stabilize in other camps, including those in Sierra Leone, opportunities for self-reliance (i.e., camps being located in lowland areas suitable for rice production, vegetable gardening, small cash crops and husbandry) should increase. Interviews and focus group discussions held with refugees during the WFP/UNHCR/donor Joint Assessment Mission (JAM) of June 2003 suggested that the refugees themselves gave self-reliance (especially rice cultivation) top priority.
21. Food security in Liberia continues to deteriorate steadily as a result of the ongoing conflict and displacement. Even before the latest stage of the civil conflict, Liberia was able to meet only a quarter of its rice requirements. IDPs, especially those who have been forced to move repeatedly, are the worst affected by household food insecurity.

⇒ **Nutrition**

22. Health and nutrition are major concerns in the West Africa region. Sierra Leone has the highest under-5 mortality rate in the world (UNICEF 2002). The rate in Liberia, where statistics are scant, is probably in the same range. Sub-Saharan Africa as a whole ranks second, after South Asia, in terms of moderate and severe wasting (acute malnutrition) in children under 5, while West Africa has the highest rate of wasting (9.5 percent) on the continent.
23. In Guinea, the nutritional situation in the camps and among host populations was generally stable throughout 2002 and 2003. With the present low rates of malnutrition in the camps, targeted feeding programmes such as supplementary feeding for pregnant and lactating women play a preventive role and serve as a safety net. The targeted feeding programmes in the camps are available also to mothers and children in surrounding villages, where malnutrition rates are higher, though participation in such programmes has been low because of limited outreach and the long distances to the camps.
24. Rates of malnutrition in the refugee camps of Sierra Leone are higher than in Guinea, in part because many refugees have not been settled long enough to build up alternative coping strategies. The most recent surveys by *Action contre la faim* (ACF) in August 2002 and *Médecins sans frontières* (MSF) Belgium in February 2003, suggested rates of global acute malnutrition in the camps of approximately 10 percent, though questions have been raised about the reliability of the data and the comparability of the survey results. In order to establish statistically reliable data, implementing partners and WFP/UNHCR will carry



out a joint nutrition survey in all the camps in July 2003. Supplementary feeding continues in the camps for moderately malnourished children and for pregnant and lactating women. Therapeutic feeding is provided in government hospitals outside the camps for severely malnourished children. Malnutrition among host populations and in returnee areas of Sierra Leone that were affected by the war continues to be a concern. Some 10 percent of children in Sierra Leone suffer from wasting and 27 percent are underweight (Multi-Indicator Cluster Survey [MICS] 2000).

25. Little information is available on the nutritional status of the Liberian population, but the situation is believed to be critical, particularly in inaccessible regions and among young children and women. In early 2003, NGO screening reports in the Montserrado IDP camps near Monrovia reported rising rates of moderate and severe wasting. These camps were overrun by anti-government forces in June 2003, so the nutritional condition of IDPs within and around Monrovia can be assumed to be worsening. According to the June VAM survey, IDPs and others in Monrovia lack adequate clean water, sanitation, shelter, medical services and protection. The situation in rural areas that have not been accessible for months is thought to be even worse. On the Côte d'Ivoire side of the border, where the first joint United Nations/NGO assessments took place in mid-2003 after months of inaccessibility, teams found alarming signs of acute malnutrition among the population.

Health

26. Apart from protein-energy malnutrition, the major medical problems associated with diet in the region are high prevalence of goitre among the general population and high rates of anaemia among women and girls. To combat goitre, WFP has included iodized salt in its basic ration since 2002. As a curative and preventive measure for anaemia, the Programme provides fortified blended food to all pregnant and lactating women. The high prevalence of anaemia, however, is exacerbated by malaria, which, along with acute respiratory infections, diarrhoea and measles, is among the most common causes of sickness and death. Although it is not one of the leading causes of morbidity, outbreaks of Lassa fever in four of eight refugee camps in Sierra Leone have raised concerns. The fever is spread by a particular species of rat, and is believed to be transmitted in the camps by poor household storage of food and drinking water.
27. The 2003 JAM has recommended that the following general vector problems in refugee camps be addressed: rats (Lassa fever), mosquitoes (malaria) and flies (river blindness). The VAM survey of June 2003 identified the latter two as among the main health problems in local communities as well. The JAM calls for the distribution to refugees of containers with lids to prevent contamination of home supplies of food and water, and provision of mosquito nets impregnated with insect repellent.
28. HIV/AIDS remains a threat in the West Africa Coastal region, especially with the occurrence of conflict and displacement, which contribute to sexual abuse and the spread of sexually-transmitted infections. The prevalence of HIV/AIDS ranges from 2.8 percent in Guinea and 4.9 percent in Sierra Leone to approximately 9 percent in Liberia, with significant variations between regions and urban and rural areas. Throughout the region, WFP has been using its food distributions and sub-offices to promote HIV/AIDS awareness and prevention, holding awareness seminars for WFP and partner staff and for beneficiaries. These mechanisms will be further strengthened during 2004.



Government/Regional Recovery Policies and Programmes

29. Continued fighting in Liberia and instability in Côte d'Ivoire have hindered regional economic recovery programmes in the West Africa Coastal region in recent years. The status of recovery policies and programmes differs from country to country.
30. In Liberia, hope for a move towards recovery rests first with maintenance of the ceasefire signed in June 2003 between the Government and rebel groups. This would need to be followed by peaceful national elections, currently scheduled for January 2004. The Government's human, technical and financial resources are currently inadequate to plan or implement recovery programmes.
31. In Sierra Leone, progress in formulating meaningful policies and strategies and in shifting national and donor resources towards recovery has been substantial. An Interim Poverty Reduction Strategy Paper (I-PRSP, March 2002) and a National Recovery Strategy (2002–2003) have provided the framework to restore basic needs and services such as safe water, food, shelter, basic health care and primary education in the context of a longer-term development vision. A full PRSP is now being prepared. In January 2003, the United Nations Country Team, in collaboration with the Government, completed a United Nations Development Assistance Framework (UNDAF) for the period 2004–2007.
32. In Sierra Leone, government policy towards refugees calls for settlement in smaller camps housing not more than 10,000 people, far enough from the Liberian border to discourage incursions from Liberian forces. UNHCR is working with the Government to encourage more general and formal access to agricultural land for refugees. Access to land outside the camps is currently obtained through informal agreements with local administrations and landowners.
33. In Guinea, the Government's PRSP (2002) serves as the framework for donor development interventions, including the WFP country programme (2002–2005). Two branches of the Ministry of the Interior are responsible for emergency response and recovery: the National Service for Humanitarian Action, *Service national d'action humanitaire* (SENAH), which coordinates humanitarian assistance for displaced populations and manages disaster mitigation and response; and the National Office for the Coordination of Refugees, *Bureau national pour la coordination des réfugiés* (BNCR). As in Sierra Leone, UNHCR and WFP have been advocating with the national Government and the local administration in Guinea Forestière to provide agricultural land to refugees on a more formal basis. Government policy towards refugees and local community attitudes are generally favourable, but there is a strong feeling that the level of donor resources directed to camps should be better balanced with assistance to host communities.

WFP Response

34. This PRRO, covering relief and recovery activities in Liberia, Guinea and Sierra Leone, is complemented by a separate WFP operation that addresses the crisis in Côte d'Ivoire and provides assistance to Liberian refugees there. Under a separate special operation (SO), passenger air services operating out of Guinea reinforce WFP's logistical and operational response capacity.

Rationale

35. The rationale for providing WFP food assistance through the proposed PRRO is twofold:
 - to save lives by providing adequate food to populations affected by fighting and to other vulnerable populations who remain refugees or IDPs as a result of the protracted regional crisis; and



- to contribute to longer-term recovery prospects, particularly in Sierra Leone and Guinea, with food rations covering some of the basic needs of recent returnees or host populations and, at the same time, serving as an investment towards achieving durable food security.

RELIEF AND RECOVERY STRATEGIES

Beneficiary Needs

36. The proposed PRRO strategy for 2004 is based on extensive consultations involving the WFP Regional Bureau for West Africa, its country offices, UNHCR, NGOs, the United Nations, donors and governments of the region. In April 2003, the regional bureau in Dakar held a mid-term review of the present PRRO, bringing together key staff from all the country offices in the sub-region and major donors. Based on the conclusions of the mid-term review, existing nutritional surveys and post-distribution monitoring, each country office subsequently formulated a draft 2004 PRRO country strategy. In June 2003, the JAM visited Sierra Leone and Guinea and met with WFP and UNHCR Liberia staff in Dakar (United Nations international staff in Monrovia were evacuated on 10 June). The JAM also met with beneficiaries and host communities and with local and traditional authorities. The JAM confirmed the need for continued food assistance in the form of relief and recovery assistance and worked with WFP and UNHCR staff to refine projected caseloads for 2004.

⇒ *Contingency Mechanism*

37. For the proposed PRRO, the total projected number of beneficiaries is based on a realistic assessment of people who can be reached under the present circumstances. Given the extremely volatile situation in Liberia, however, WFP is again requesting approval of a higher overall budget as a contingency mechanism, as in the 2003 operation.
38. In 2003, WFP established a contingency caseload, equivalent to full rations over one year for 50,000 people. This PRRO contingency was fully activated in the course of the year, allowing WFP to expand its rapid-response capacity to meet the needs of increasing numbers of vulnerable civilians affected by conflict. With the situation in Liberia deteriorating as of mid-2003, WFP is proposing to raise the contingency mechanism in the 2004 operation to reach 150,000 people over a nine-month period. This will allow WFP to re-adjust rapidly to evolving situations and to cater for 150,000 new beneficiaries if necessary.
39. Given the volatility of the situation, it is impossible to anticipate future developments with any degree of certainty. Discussions are under way on the potential role of a peacekeeping mission, which would eventually lead to increased stability and enhanced access to areas and beneficiaries beyond the current planning levels. Further escalation of the conflict could, however, trigger new internal and cross-border population displacements. If the situation requires it, WFP would activate the contingency provision of the new 2004 PRRO. Any additional needs beyond the planning figure of 150,000 new beneficiaries for nine months will be addressed by WFP through a budget revision.



40. The evolving crisis in the West Africa Coastal region has resulted in the following changes between current PRRO beneficiary needs and the proposed 2004 operation:
- **Liberia.** By early 2003, before the camp populations were overrun and dispersed by fighting, WFP was assisting 170,000 IDPs in Liberia, an increase from the initial planning figure of 120,000; 11,500 Sierra Leonean refugees were also receiving assistance. Estimates of potential IDP needs—should access to the whole country open up or should fighting again become widespread—are two or three times greater. Life-saving food for 50,000 returnees from various West African countries, a result of the Côte d’Ivoire crisis, and for 40,000 Ivorian refugees may eventually be required (UNHCR estimates). Since the situation remains extremely fluid, however, WFP will retain a planning figure of 181,500.
 - **Sierra Leone.** While emergency school feeding and support to self-reliance activities are declining as the resettlement process draws to a close, the refugee caseload from Liberia has increased substantially. As of March 2003, WFP took over responsibility for food distribution in six camps that had previously been managed by the other food-pipeline agencies. This has allowed standardization of the programming, logistics and delivery systems in all camps, thus improving communication with UNHCR and its camp managers and the overall cost-effectiveness of the assistance provided. Quality control during and after final delivery, and beneficiary verification have been improved by WFP’s introduction of laminated distribution cards. WFP has effectively assumed direct responsibility for final distribution in these camps under the July 2002 revised MOU between UNHCR and WFP; Sierra Leone was selected as a pilot case. By mid-2003, WFP was assisting 53,000 refugees against the initial planning figure of 20,000. An additional 30,000 Liberian refugees are expected to arrive by the end of 2003, bringing the total to 83,000 when WFP phases into the new 2004 PRRO. The Programme expects to assist 30,000 returnees in 2004. The total number of beneficiaries to be assisted under a general ration would, therefore, be 113,000—83,000 refugees and 30,000 returnees.
 - **Guinea.** The repatriation of substantial numbers of Sierra Leone refugees has been counterbalanced by the arrival of Ivorian and, particularly, Liberian refugees. The result is an increase in the refugee caseload from the 90,000 planned for in 2003 to 95,500 in 2004. Emergency school feeding is being expanded in local primary schools around the camps and in border transit areas in order to reduce the pressure on the resources of host communities.
 - **Côte d’Ivoire.** Because of the nature and dimensions of the crisis in Côte d’Ivoire, WFP food assistance will be covered through a separate relief operation, including assistance for Liberian refugees. An emergency operation covering the period May–December 2003 is currently under way.

The Role of Food Aid

41. The twofold role of food aid as defined under the present PRRO remains valid: (i) to save the lives of internal and cross-border populations who are critically food insecure; and (ii) to contribute to recovery efforts through support to resettlement and through activities such as food for work (FFW), food for training (FFT) and emergency school feeding.



Programme Approaches

⇒ *Regional Management*

42. The PRRO regional relief and recovery approach serves as a flexible tool for shifting resources and adjusting types of assistance as circumstances evolve. This includes flexibility in providing logistics support and deploying staff to meet emergency needs. The 2004 West Africa Coastal PRRO will work in close coordination with WFP's humanitarian operation based in Côte d'Ivoire, from which it will receive support.

⇒ *Empowerment and Protection of Women*

43. At the regional and country levels, the PRRO adopts an approach that is in line with WFP's Enhanced Commitments to Women (ECW) and that builds on efforts already undertaken to respond to allegations made during 2002 of sexual abuse of beneficiaries by humanitarian workers.
44. Women beneficiaries are not only targeted when they are vulnerable, but also integrally involved in programme design and implementation, including through representation on food management committees and participation in the distribution of food rations. In Liberia, for example, camp committees are now composed of more than 60 percent women. In Sierra Leone, new ration cards are being introduced that require a photograph of the senior women of the household along with a photograph of her husband, facilitating her control of the family ration. WFP and UNHCR have agreed to explore ways of introducing this system in the Guinean camps as soon as possible.
45. Throughout the region, beneficiary needs are addressed with a gender-specific approach. As part of self-reliance strategies being introduced among refugees in Guinea, for example, WFP assistance is focused on programmes that support women's access to food, education and income. Letters of Understanding with all implementing partners in the PRRO incorporate the relevant sections of the ECW to ensure that WFP's gender goals are consistently pursued.
46. WFP women staff ensure that the voices of women PRRO beneficiaries are heard and that the ECWs are aggressively pursued in camps and other project areas. In Liberia, for example, the WFP food aid monitors and coordinators covering activities throughout the country are women. They are supported by a gender specialist in the WFP office in Monrovia, who is charged with assisting them in mainstreaming the ECWs in all activities and designing innovative and corrective programming measures.
47. With regard to SGBV, the proposed PRRO calls for continued vigilance and reinforcement of actions undertaken over the past 18 months to address allegations of sexual abuse of beneficiaries by humanitarian workers. UNHCR has taken the lead—with the full support of WFP—to improve information-gathering in the camps and to offer women safe and non-stigmatizing means to report cases of SGBV. As a result of increased home visits by medical NGOs and the massive sensitization campaigns throughout the camps, more women are reporting abuses. The increased information has helped local authorities, camp administrators, NGOs and camp committees to take corrective action.
48. WFP, in partnership especially with UNHCR, has taken the following measures to date:
- All WFP PRRO staff have signed the joint United Nations Code of Conduct, the United Nations–NGO commonly developed Standards of Accountability in Sierra Leone, and have received sensitization training and directives on the issue. Refresher training on SGBV is included in country office work plans.



- A zero-tolerance policy has been adopted, under which any WFP staff member found to be violating the Code of Conduct will be dismissed immediately.
- Additional women staff have been hired for refugee camps, for example six new women food aid monitors in Guinea.
- Support has been provided to sensitization campaigns in the camps, such as WFP sponsors “Community Action Days” in Sierra Leone camps, covering human rights issues including SGBV.
- Letters of Understanding with partner NGOs require that the NGOs establish a system to prevent staff from using food rations or other resources for sexual exploitation or other abuses and for disciplinary action, including immediate termination.

⇒ *Self-Reliance and Transition to Development*

49. The proposed PRRO calls for approaches that foster greater steps towards self-reliance among refugees and links between recovery assistance within the PRRO and WFP development assistance through current and up-coming country programmes.
50. Among the refugee population, food assistance is being tailored to needs: strengthened coping mechanisms would allow for a progressive phase-down of full general distribution in favour of smaller food rations and targeted feeding to vulnerable groups. In Guinea and Sierra Leone, where food-security coping mechanisms such as access to farmland exist, there are real possibilities for encouraging self-reliance and decreasing food aid dependency, thus easing phase-out of assistance during resettlement or repatriation. As a first step, WFP will adjust the full ration in Kola Camp, Guinea—where malnutrition rates are low, the camp population is stable, and significant rice farming is taking place—from 2,100 kcal to 1,830 kcal during 2004. At the same time, the Programme will introduce emergency school feeding for the camp children, encourage other self-reliance activities and work closely with UNHCR to monitor the effects of ration reduction on beneficiary well-being. WFP’s strategy in Guinea is to move towards the reduced general ration in camps where 75 percent of the population arrived before at least one full planting season. This approach may also be adopted in Sierra Leone as the refugee population stabilizes and as UNHCR works towards a transition from care and maintenance to more developmental relief.
51. For people who have benefited from relief and recovery components of the PRRO and who are now living in stable areas, sustainable well-being frequently requires longer-term development assistance. This is the case in both Sierra Leone and Guinea. In Sierra Leone, for example, the WFP approach is to ensure a smooth transition from using food aid in an emergency and recovery context to using it for longer-term development. Two such development activities in Sierra Leone—community-based school feeding (approved in May 2003) and integrated mother-and-child health (MCH) care (under formulation mid-2003)—are designed to absorb former PRRO beneficiaries who continue to face longer-term food-security challenges.

⇒ *Addressing Needs in Host Populations and Bridging Disparities*

52. In Guinea and to a lesser extent in Sierra Leone, the host communities are measurably poorer than the refugees. The proposed PRRO calls for approaches to bridge these disparities by directing complementary resources towards host communities. In Guinea, for example, greater efforts will be made to encourage pregnant women and mothers from the host community to use camp services such as supplementary and therapeutic feeding and child-growth monitoring. Emergency school feeding in primary schools around the camps



in Guinea should improve schooling and serve as a demonstrable commitment to host communities whose scarce resources have been stretched by massive influxes of refugees and IDPs. In Sierra Leone, WFP will continue to provide emergency school feeding in host community schools that include refugee children.

⇒ *Intervention Approaches*

53. The basic relief and recovery interventions of the PRRO—adapted according to country-specific circumstances—will be continued in 2004. They are:
- emergency response through a full and reduced general ration;
 - emergency response through curative therapeutic and supplementary feeding, as well as through preventive MCH feeding; and
 - emergency/recovery/rehabilitation response through safety-net programmes such as emergency school feeding, FFW/skills development through training and institutional feeding for malnourished vulnerable groups.
54. Details of the target groups of these interventions are given in Tables 2 and 3, and the levels of the rations are provided in Annex III.

Emergency Response through a General Ration

55. Emergency response through a general ration supports refugees, IDPs and returnees who have been displaced as a result of armed conflict and intimidation. Those who are totally reliant on external food assistance—generally new IDPs and refugees—will receive a full general ration of 2,100 kcal/day. Those with limited alternative resources will receive a reduced general ration of 1,830 kcal/day. High-energy biscuits (HEBs) will be distributed to help cover food needs if there are new influxes of refugees or IDPs.
56. The level of general emergency-response ration for particular groups may be adjusted during the course of the PRRO. Newly displaced and frequently displaced people in Liberia are usually totally reliant on the WFP food ration. In Sierra Leone, all refugees will receive the full general ration until coping mechanisms are further developed. Returnees in Sierra Leone are at first fully reliant on the food ration; they receive a full general ration for four months to tide them over through the first planting season. In Guinea, all refugees will receive the full general ration, with the exception of Kola Camp, where refugees will begin receiving the reduced general ration as soon as possible, and not later than October 2004.

Emergency Response through Therapeutic and Supplementary Feeding

57. Emergency response through therapeutic and supplementary feeding will be given to severely malnourished people in therapeutic feeding centres and to moderately malnourished people in supplementary feeding centres, overseen by nutritional/medical NGOs or government health units. The supplementary rations are given in addition to the general ration and, in the case of severe malnutrition, in addition to therapeutic milk. Where the infrastructure for a MCH approach exists, such as in refugee camps, WFP will provide supplementary rations as a preventative approach to pregnant and lactating women and their children.



Emergency Recovery/Rehabilitation Response through Safety-Net Schemes

58. WFP's recovery/rehabilitation response through safety-net schemes under the proposed PRRO continues to focus on emergency school feeding, FFW/FFT and institutional feeding of vulnerable groups. Annex III provides a breakdown of intervention types by country and ration.
59. School feeding has played an important role in contributing to a return to normal in traumatized communities. This approach will continue in 2004 in Kailahun and Kono Districts in Sierra Leone and to the extent possible in refugee camps, IDP camps and host communities in Liberia. In Guinea, WFP will for the first time begin emergency school feeding in refugee camps where the reduced general ration of 1,830 kcal is being distributed—primarily as an incentive to children for learning and attendance, but also as a safety net for families struggling as a result of the reduced ration. A pilot emergency school feeding programme for primary schools around the camps in Guinea—which has improved attendance and placated host-community resentment over refugee assistance—will be expanded.
60. FFW community interventions within the PRRO will continue to be focused in Sierra Leone in 2004, though at the reduced level of 15,000 beneficiaries, down from 45,000 in 2003, as the pace of resettlement continues to slow. Women play a key role in identifying activities that will benefit the community; access to water and sanitation points, health facilities and markets are typical examples.
61. Food-for-training activities are likewise concentrated in Sierra Leone, with the aim of imparting marketable and life-sustaining skills to young people, some of whom are ex-combatants. Such activities include social reintegration programmes and vocational and agricultural skills training. Emphasis will also be given to skills training and micro-credit schemes for women's groups. The proposed PRRO targets 15,000 beneficiaries for training, down from 30,000 in 2003.
62. The scope for recovery and rehabilitation activities in Liberia is currently non-existent. Should conditions improve, WFP will be prepared to move quickly to support FFW interventions for communities hosting IDPs. For example, the groundwork has already been laid, in collaboration with FAO, to support agricultural activities in areas around the camps that have become degraded. FFW is another area where WFP has previously provided support to build shelters for displaced female heads of household. WFP is budgeting for 10,000 FFW beneficiaries in Liberia in order to be able to respond immediately should some political stability be achieved.

Risk Assessment

63. The following risks to implementation of the PRRO remain largely unchanged:
- worsening insecurity and conflict in Liberia, resulting in increased cross-border incursions and threats to the political stability of neighbouring countries;
 - threats to staff security and safe access for delivery of humanitarian assistance, particularly in Liberia, where the United Nations and its staff continue to be caught in the civil conflict;
 - insufficient or untimely availability of sufficient resources for food aid rations, particularly if the situation in Liberia deteriorates rapidly; and
 - insufficient supply of non-food inputs by governments and implementing partners, which undermines opportunities to build self-reliance among the regional refugee population.



Objectives and Goal

64. The goal of the PRRO is to contribute to regional stability and household food security through food aid interventions that encourage the long-term recovery prospects of vulnerable people who have suffered as a result of protracted conflict.
65. The objectives/key interventions are:
- to save lives and help prevent nutritional deterioration by providing a general ration to people affected by conflicts and displacement—refugees, IDPs and returnees—and through therapeutic and supplementary feeding for the severely and moderately malnourished; and
 - to contribute to a gradual transition towards food security among populations affected by civil strife, including host communities, through recovery/return/resettlement programmes based on FFW, FFT and emergency school feeding activities.

IMPLEMENTATION PLAN BY COMPONENT

Key Programme Components

66. The PRRO relief component (82 percent of food assistance) consists of emergency response through a full and reduced general ration, and emergency response through curative (therapeutic and supplementary feeding) and preventative (MCH) interventions.
67. The PRRO recovery component, 18 percent of food assistance, consists of recovery and rehabilitation responses through safety-net programmes such as emergency school feeding, FFW, FFT and institutional feeding for malnourished vulnerable groups. Recovery activities are centred in highly food insecure areas and aim at achieving longer-term food security among vulnerable groups.

Beneficiaries, Food Basket and Commodity Requirements

68. In June 2003, the JAM recommended that WFP target an average of 752,100 beneficiaries under the regional PRRO during 2004. The JAM also examined potential beneficiary needs in Liberia in the present critical security situation. Based on WFP's past contingency planning work and discussions with members of the United Nations Country Team from Liberia, the JAM recommended that WFP include in the PRRO an additional 150,000 beneficiaries under a contingency mechanism, as in the 2003 PRRO. By May 2004, WFP will report to the Executive Board on the status of the operation, submitting a budget revision that reflects the ongoing situation.²
69. The PRRO rations are based on the recommendations of the 2003 JAM, which also considered alternative commodities such as rice, which beneficiaries clearly prefer. The JAM endorsed the current practice of not supplying rice because of cost, security and overall food management considerations. The JAM encouraged WFP to continue to explore opportunities for local purchases.
70. Tables 2 and 3 summarize the beneficiary caseload by country and type of intervention. Annex III details overall PRRO food requirements and food needs by type of intervention and country.

² WFP beneficiary numbers do not include those covered by other food pipeline agencies working in coordination with WFP.



TABLE 2: BENEFICIARY CASELOAD, BY COUNTRY AND TYPE OF INTERVENTION

Intervention type	Sierra Leone	Liberia	Guinea	Region
General distribution	113 000	181 500	95 500	390 000
Refugees	83 000	11 500	95 500	190 000
IDPs		170 000		170 000
Returnees	30 000			30 000
Curative interventions	9 000	22 600	6 200	37 800
Therapeutic	1 500	4 500	200	6 200
Supplementary	7 500	18 100	6 000	31 600
Safety nets	153 000	100 300	71 000	324 300
Emergency school feeding	120 000	75 000	62 000	257 000
FFW	15 000	8 000	9 000	32 000
FFT	15 000	2 300		17 300
Institutional feeding	3 000	15 000		18 000
Contingency provision				150 000
Total	275 000	304 400	172 700	902 100

TABLE 3: FOOD REQUIREMENTS, BY COUNTRY AND TYPE OF INTERVENTION (MT)

Intervention type	Sierra Leone	Liberia	Guinea	Region
General distribution	18 845	36 768	19 307	74 920
Refugees	16 814	2 330	19 307	38 451
IDPs		34 438		34 438
Returnees	2 031			2 031
Curative interventions	890	2 195	657	3 742
Therapeutic	82	246	11	339
Supplementary	808	1 949	646	3 403
Safety nets	9 618	8 152	4 667	22 436
Emergency school feeding	3 627	2 852	2 358	8 837
FFW	4 545	2 424	2 309	9 277
FFT	898	138		1 036
Institutional feeding	548	2 738		3 286
Complementary rations*	6	70	30	106
Contingency provision				22 811
Total	29 359	47 185	24 661	124 015

* 6 mt of salt will be provided to the other food pipeline agencies in Sierra Leone to complement their rations for 10,000 returnees in areas of Sierra Leone, and 100 mt of HEB will be pre-positioned in the region for people on the move.



Institutional Arrangements, Selection of Partners and Coordination

71. WFP works as part of the United Nations Country Team in each country. Strategic coordination is carried out through the United Nations resident coordinator and humanitarian coordinator system. Operational coordination is carried out at the country level through committees on food aid that include government, donor, United Nations agency and NGO representatives.
72. WFP works closely with government authorities in all three countries. In Guinea, the main government counterpart for food aid issues is the Food Security Group, chaired by SENAH and composed of representatives from ministries, NGOs and FAO. In Liberia, WFP works regularly with the Government through refugee/IDP coordination meetings hosted by the Government with the assistance of the Office for the Coordination of Humanitarian Affairs (OCHA). In Sierra Leone, WFP's main government counterpart for food aid coordination is the Food Aid Secretariat.
73. WFP programme activities are implemented through international and national NGOs; WFP contributes to meeting costs through landside transport, storage and handling (LTSH) funds, and the NGOs provide non-food and technical inputs. WFP recognizes that its food aid has maximum impact when partners provide complementary non-food inputs such as shelter, water/sanitation items, cooking kits, seeds, tools and therapeutic foods.
74. The Memorandum of Understanding (MOU) between WFP and UNHCR guides collaboration on assistance to refugees. The 2003 JAM found strong coordination between the two agencies at the field and national levels.
75. Similarly, the WFP/UNICEF MOU guides collaboration throughout the sub-region. This includes UNICEF partnership for nutritional monitoring and supplementary and therapeutic feeding for IDPs in Liberia. The two agencies also collaborate on emergency school feeding in Sierra Leone and Guinea, for example, concentrating on school rehabilitation, curriculum and health issues such as deworming.
76. Work with FAO in the sub-region has grown and will become increasingly important as WFP moves more aggressively in 2004 towards a self-reliance strategy for refugees. For example, FAO's June 2003 study on self-sufficiency in the refugee camps of Guinea served as one factor behind the JAM recommendation to introduce a new programme and assistance delivery approach starting in Kola Camp in 2004. In Sierra Leone, FAO and WFP continue to work together on resettlement activities and are designing future complementary development activities.
77. The consolidated appeal process (CAP), led by OCHA, continues to play an important coordination role in the region. PRRO activities will be included in the 2004 regional consolidated appeal to be prepared in late 2003.

Capacity-Building

78. At the government level, WFP works closely to build capacity especially through the food aid arms of the Government. In Sierra Leone, WFP will sponsor training events with the Food Aid Secretariat of the Ministry of Development and Planning and with the Ministry of Gender and Children's Affairs. Guinea and Sierra Leone will donate basic IT equipment and provide training to ministries in order to improve their coordination roles. Training for local NGOs is regularly offered in areas such as warehousing, gender mainstreaming, HIV/AIDS and monitoring and evaluation (M&E), with some costs covered by the budget for other direct operational costs (ODOC).



Logistics Arrangements

79. Regional pipeline management has been crucial to managing the movement of commodities in the volatile West Africa Coastal region. WFP establishes a uniform LTSH rate based on an average of the logistics matrixes prepared and updated in each country office. The weighted transport cost average is US\$111. Rates for each country are as follows:
- Liberia: US\$95
 - Sierra Leone: US\$108
 - Guinea: US\$117
80. WFP relies on commercial transport, and its own regional fleet where no viable commercial operators are available. For coastal transshipment, carrier agreements are negotiated with reputable shipping lines. WFP maintains an independent Resources and Planning Unit in its Dakar regional bureau in order to provide timely information on pipeline management and resource levels to donors and other United Nations agencies.
81. A WFP special operation, SO 10061.1, "Passenger Aircraft in Guinea, Sierra Leone, Liberia and Côte d'Ivoire", has provided crucial logistical and security support to the PRRO since November 2001. WFP will continue to use a small fixed-wing aircraft into 2004, increasing the currently contracted 100 block hours to 140 block hours to allow the service to operate daily and to increase coverage in Côte d'Ivoire. Should access in Liberia open up, WFP may consider a special operation to rehabilitate roads and bridges.

⇒ Liberia

82. Security permitting, WFP will re-open its up-country sub-offices and logistics bases. Food will continue to be moved from the port in Monrovia to extended delivery points (EDPs) and to final delivery points (FDPs). With the gradual depletion of viable transporters in Liberia, WFP will need to reinforce its own trucking fleet through SO 10263.0; the overall funding requirement is US\$826,000.
83. WFP Côte d'Ivoire will also support operations in Liberia through its 500-ton-capacity EDP in Guiglo, near the border with Liberia.

⇒ Sierra Leone

84. WFP will continue to transport food from Freetown to EDPs and FDPs using private-sector transport wherever feasible. Further investment is required to maintain a small fleet of 4x4 trucks at EDPs for deliveries to remote sites during the rainy season.

⇒ Guinea

85. WFP food will continue to transit through Conakry to the central warehouse of Tombo. For deliveries to more accessible areas, WFP maintains a shortlist of truck owners. As in Sierra Leone, WFP maintains 17 small trucks deployed at the EDP level for deliveries to remote areas. In 2004, some investment will be required to maintain this fleet.

Monitoring and Evaluation

86. Within the PRRO, WFP will pursue its commitment to results-based management. In 2002–2003 emphasis was placed on increasing the number of food aid monitors. Thanks to a German technical assistance grant, each country office has been able to redesign its monitoring systems for the 2004 PRRO. Each country office has prepared a planning



matrix based on a logical framework approach, defining the hierarchy of results, objectively verifiable indicators, means of verification and assumptions/risks. These matrixes have been incorporated into a master matrix for the PRRO at the regional level. The overall objective is to establish standard data-collection and reporting methods on the use of PRRO resources, the progress of interventions and the effects on the lives of beneficiaries.

87. Data collection within the PRRO is based on a combination of quantitative and qualitative methods; findings are regularly used to complement information from secondary data analysis and from VAM baseline studies through VAM capacity at the country office, regional bureau and Headquarters levels. Standard tracking of commodities from the port of entry to EDPs is based on food basket monitoring (FBM) and post-distribution monitoring (PDM).
88. FBM concentrates on gathering standard beneficiary distribution data, for example:
 - the number and geographical distribution of men, women and children who have received the planned food ration;
 - the number of moderately and severely malnourished children rehabilitated; and
 - spot-check results at distribution centres, feeding centres, schools, etc., and random verification of commodity management.
89. PDM delves deeper—often through participatory approaches such as focus groups and individual interviews—into the effects of WFP assistance on beneficiaries. In order to create a broader picture of beneficiary livelihoods, PDM is designed and implemented in partnership with funding partners such as UNHCR. Implementing NGOs are also involved in the design of questionnaires, and their staff often carry out the monitoring. Indicators collected through PDM differ according to the type of activity WFP is implementing. In Guinea, for example, PDM is designed to collect indicators such as:
 - use of the ration by households—percentage consumed, sold or exchanged, by type of commodity;
 - percentage of household income spent on food;
 - level of children's attendance at schools with and without school canteens;
 - admission and re-admission rates of malnourished children in supplementary and therapeutic feeding programmes (SFP and TFP);
 - recovery and mortality rates of beneficiaries in SFP and TFP; and
 - number and percentage of refugee men and women and households involved in self-reliance activities, and percentage of food needs covered by activities.
90. PDM data is analysed in conjunction with information gathered through VAM in the country offices. Combined with FBM data, it is used to monitor monthly progress in the achievement of PRRO objectives. This M&E analysis is eventually reflected in WFP's Standardized Project Report (SPRs).

Security Measures

91. The conflict in Liberia and the crisis in Côte d'Ivoire have brought an additional level of uncertainty to the region. Cross-border incursions from Liberia, an unstable security situation in Côte d'Ivoire, the drawdown of the United Nations Armed Mission in Sierra Leone and political instability in Guinea all pose security threats. On the positive side, peacekeeping operations in Côte d'Ivoire have improved stability; options for a



peacekeeping mission in Liberia are also being explored. In order to improve emergency preparedness and ensure staff safety, WFP has fielded a second security officer in the region. The WFP air operation continues to be crucial for providing safe access for humanitarian personnel and for evacuating staff when necessary.

92. The United Nations field-security structure provides the framework for ensuring staff safety. Evacuation plans are in place and updated regularly. Guinea and Sierra Leone are in full compliance with the United Nations 2002 Minimum Operating Security Standard (MOSS). Efforts are under way in Liberia to achieve MOSS compliance.

Exit Strategy

93. Peace in Liberia remains the key to stability in the West Africa Coastal region. The possibilities for phasing out relief assistance in Liberia are linked to a durable political settlement. There is still some hope for the gradual phase-out of relief assistance in Sierra Leone and Guinea. However, the continuing influx of Liberian refugees means that relief assistance will still be required, at least through 2004. As part of its transition from relief to regular development programmes, WFP Sierra Leone will finish preparing a country programme in late 2003, covering the period 2005–2007, thus coming into step with the 2004–2007 UNDAF. In this context, PRRO activities for returnee communities, such as emergency school feeding, will be phased out. In Guinea, continued repatriation of Sierra Leonean refugees should allow for a phase-out of assistance to this group during 2004.

Contingency Mechanism

94. At the conclusion of the JAM in June 2003, WFP brought together donors and staff from PRRO country offices and UNHCR to review the planning figures for the 2004 PRRO. Given the deteriorating security situation in Liberia, it was concluded that there was a high probability of a dramatic increase in Liberian refugees throughout the region and significantly increased humanitarian needs in Liberia itself. The scope of assistance will depend on how the conflict evolves and whether the international community gains access to areas of the country that have been inaccessible for months.
95. In the context of the very uncertain Liberia situation, the proposed PRRO adopts a two-pronged contingency approach for beneficiary numbers:
- A conservative number of beneficiaries has been retained as the core planning figure for the PRRO, based on the current IDP caseload in Liberia and moderate influxes into neighbouring countries. This assumes continued low-scale conflict in Liberia and continued lack of humanitarian access in much of the country.
 - An additional 150,000 beneficiaries have been included as a first-option contingency mechanism. This assumes that the conflict worsens and that humanitarian access is improved.
96. The budget proposed for approval within the PRRO includes the higher beneficiary numbers. This will allow WFP to respond immediately and call forward additional commodities without requiring additional approval or a budget revision by the Executive Board. In May 2004, WFP will update the Board on the current situation in the region and submit a budget revision for the PRRO if necessary.



BUDGET PROPOSAL AND INPUT REQUIREMENTS

97. A total of 124,015 mt of food will be required (see Annex III). This comprises 74,920 mt for the general basic ration, 3,742 mt for selective feeding and 22,436 mt for safety-net programmes; 100 mt of HEB will be provided for emergency rations, and 6 mt of salt for other food pipeline agencies targeting returnees in Sierra Leone. There will be a 22,811 mt contingency.³ Total WFP costs are US\$74,465,754, of which direct operational cost (DOC) is US\$60,280,193, the direct support cost (DSC) is US\$9,313,970 and the indirect support cost (ISC) is US\$4,871,591. WFP will maintain in the proposed PRRO roughly the same DSC rate as in its 2003 PRRO and will continue to strive for cost-containment through the use of national staff, continual review of LTSH rates and other measures. Budgetary provision has been made for the PRRO comprehensive evaluation and for gender-related ad hoc studies and baseline surveys.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

98. The Executive Board is requested to approve this PRRO for 2004, designed to benefit 752,100 people, and a contingency for an additional 150,000 beneficiaries, for which the food cost is US\$32,923,016 and the total cost to WFP is US\$74,465,754.

³ The contingency budget is valued at US\$ 5.7 million.



ANNEX I

PROJECT COST BREAKDOWN

	Quantity (mt)	Average cost per ton	Value (dollars)
WFP costs			
A. Direct operational costs			
Commodity (mt) ¹			
– Cereal	90 620	222	20 122 383
– Pulses	12 371	345	4 267 995
– Corn-soya blend (CSB)	12 235	260	3 181 100
– Vegetable oil	7 176	706	5 067 488
– Salt	1 171	110	128 810
– Sugar	342	220	75 240
– HEB	100	800	80 000
Total commodities	124 015		32 923 016
External transport			11 887 112
Total LTSH			13 765 665
Other direct operational costs			1 704 400
Total direct operational costs			60 280 193
B. Direct support costs (see Annex II for details)			
Total direct support costs			9 313 970
C. Indirect support costs			
Subtotal indirect support costs			4 871 591
TOTAL WFP COSTS			74 465 754

¹ 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**DIRECT SUPPORT REQUIREMENTS (dollars)****Staff**

International Professional staff	2 992 800
National Professional staff	209 800
National General Service staff	1 627 960
Temporary assistance	110 000
Overtime	112 000
Incentive (hazard pay and rest and recuperation)	370 600
International consultants	358 510
National consultants	45 000
United Nations Volunteers	636 000
Staff duty travel	503 200
Staff training and development	145 000

Subtotal**7 110 870****Office expenses and other recurrent costs**

Rental of facility	366 900
Utilities general	119 600
Office supplies	232 400
Communication and IT services	294 700
Insurance	41 000
Equipment repair and maintenance	112 400
Vehicle maintenance and running cost	360 200
Other office expenses	104 900
Contributions to United Nations and related services	110 500

Subtotal**1 742 600****Equipment and other fixed costs**

Vehicles	125 000
TC/IT equipment	158 000
Furniture and equipment	177 500

Subtotal**460 500****TOTAL DIRECT SUPPORT COSTS****9 313 970**

LOGICAL FRAMEWORK SUMMARY—PRRO WEST AFRICA COASTAL 10064.2			
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Hierarchy of results (1)	Objectively verifiable indicators (2)	Means of verification (3)	Assumptions/risks (4)
<p>Goal</p> <p>The nutritional situation and the degree of self-reliance of refugees and IDPs in the Mano River region has improved along with the national and regional security situation and rehabilitation and development conditions.</p> <p>Objective</p> <p>Depending on local conditions, food security has tangibly improved, especially of vulnerable groups in the region.</p>	<p>Intermediary VAM data on</p> <ul style="list-style-type: none"> ➤ nutritional status ➤ access to food <p>by group of beneficiaries, by (key) intervention</p> <p>Weight-for-height relation before and after curative interventions</p> <p>Enrolment figures by school</p> <ul style="list-style-type: none"> ➤ boys ➤ girls <p>Retention rates by school</p> <ul style="list-style-type: none"> ➤ boys ➤ girls <p>Number and type of assets</p> <p>Number of graduates by skill attainment course and beneficiary group</p> <ul style="list-style-type: none"> ➤ youths ➤ women ➤ men 	<ul style="list-style-type: none"> ➤ VAM reports and follow-up surveys ➤ Country-specific SPRs (where applicable) ➤ SITREPs ➤ FASREPs ➤ Nutritional surveys and reports from implementing partners ➤ School performance reports from partners (and government services such as the Ministry of Education) ➤ PDM and FBM reports 	<p>The present internal political tensions do not reach unmanageable proportions (Sierra Leone and Guinea).</p> <p>The ongoing civil strife in Liberia and the fluid situation in Côte d'Ivoire do not lead to sudden and unmanageable waves of refugees and IDPs.</p> <p>Ongoing and planned repatriation of refugees from neighbouring countries (both UNHCR-organized and voluntary) does not encounter major constraints.</p> <p>Environmental impact can be kept at an manageable level.</p>



LOGICAL FRAMEWORK SUMMARY—PRRO WEST AFRICA COASTAL 10064.2

Hierarchy of results (1)	Objectively verifiable indicators (2)	Means of verification (3)	Assumptions/risks (4)
Results			
Guinea			
<p>A gradual transition from food insecurity affecting specific population groups towards a durable and stable situation is initiated and successfully pursued.</p>	<p><i>Applied to the three countries</i></p> <p>Actual number of beneficiaries supplied and type of intervention:</p> <p><u>General food assistance</u></p> <p><i>(Guinea)</i></p> <ul style="list-style-type: none"> ➤ Refugees and evacuees in camps 	<p><i>Applied to the three countries</i></p> <ul style="list-style-type: none"> ➤ VAM reports ➤ SPRs ➤ Evaluation reports ➤ Agreements signed with partners ➤ Note for the Record of meetings with partners ➤ Activity reports by partners 	<p>The present internal political tensions do not reach unmanageable proportions (Sierra Leone and Guinea).</p> <p>The ongoing civil strife in Liberia and the fluid situation in Côte d'Ivoire, do not lead to sudden and unmanageable waves of refugees and IDPs.</p>
Sierra Leone			
<p>Food security of specific vulnerable groups has improved.</p>	<p><i>(Liberia)</i></p> <ul style="list-style-type: none"> ➤ IDPs ➤ Sierra Leonean refugees ➤ Possible Liberian returnees <p><i>(Sierra Leone)</i></p> <ul style="list-style-type: none"> ➤ Groups with limited means of coping among refugees and returnees 		<p>Ongoing and planned repatriation of refugees (UNHCR-organized and voluntary processes) from neighbouring countries does not meet undue constraints.</p>
Liberia			
<p>Depending on the degree of coping mechanisms of IDPs and refugees, and on accessibility and security considerations, the effects of civil strife have been mitigated.</p>	<p><u>Curative (therapeutic and supplementary) feeding</u></p> <ul style="list-style-type: none"> ➤ Moderately and severely malnourished children under 5 ➤ Pregnant and lactating women <p><u>Emergency school feeding</u></p> <p><i>(Guinea)</i></p> <p>Local population in border areas</p> <p><i>(Liberia)</i></p> <p>Internally displaced children</p> <p><i>(Sierra Leone)</i></p> <p>Returnees and local /refugee pupils in host communities near camps</p>		



LOGICAL FRAMEWORK SUMMARY—PRRO WEST AFRICA COASTAL 10064.2

Hierarchy of results (1)	Objectively verifiable indicators (2)	Means of verification (3)	Assumptions/risks (4)																																
<p>Activities</p> <p>Activities that WFP is directly accounting for</p> <p>Define and monitor recipient groups through a well-conceived M&E system.</p> <p>Provide the identified groups with food assistance according to quantity, quality and time planning instructions.</p> <p>Set up and manage a contingency stock.</p> <p>Choose and engage implementing partner institutions and organizations (IP) based on clearly de-fined requirements and criteria.</p> <p>Train implementing partners, placing emphasis on emergency food and non-food delivery and management.</p> <p>Plan and execute an efficient M&E system in close coordination with IPs and partner organizations.</p> <p>Implementing partner activities (wherever applicable).</p> <p>Plan, organize and execute complementary tasks in line with the engagements concluded.</p> <p>Plan and execute an efficient M&E system in close coordination with WFP.</p>	<p><u>Safety net (FFW, FFT)</u></p> <ul style="list-style-type: none"> ➤ Refugees, IDPs and returnees ➤ Local communities <p>Planned caseloads by type of intervention:</p> <p><u>General food assistance</u></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;"><i>Guinea</i></td> <td style="text-align: right;">95 500</td> </tr> <tr> <td><i>Liberia</i></td> <td style="text-align: right;">181 500</td> </tr> <tr> <td><i>Sierra Leone</i></td> <td style="text-align: right;">113 000</td> </tr> </table> <p><u>Curative (therapeutic, supplementary and MCH) feeding interventions</u></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;"><i>Guinea</i></td> <td style="text-align: right;">6 200</td> </tr> <tr> <td><i>Liberia</i></td> <td style="text-align: right;">22 600</td> </tr> <tr> <td><i>Sierra Leone</i></td> <td style="text-align: right;">9 000</td> </tr> </table> <p><u>Emergency school feeding</u></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;"><i>Guinea</i></td> <td style="text-align: right;">62 000</td> </tr> <tr> <td><i>Liberia</i></td> <td style="text-align: right;">75 000</td> </tr> <tr> <td><i>Sierra Leone</i></td> <td style="text-align: right;">120 000</td> </tr> </table> <p><u>Self-reliance (FFW, FFT)</u></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;"><i>Guinea</i></td> <td style="text-align: right;">9 000</td> </tr> <tr> <td><i>Liberia</i></td> <td style="text-align: right;">10 300</td> </tr> <tr> <td><i>Sierra Leone</i></td> <td style="text-align: right;">30 000</td> </tr> </table> <p><u>Contingency</u></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;">Refugees/IDPs</td> <td style="text-align: right;">150 000</td> </tr> </table> <p>Planned food requirements (tonnage) and type of intervention:</p> <p><u>General food assistance</u></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;"><i>Guinea</i></td> <td style="text-align: right;">18 845</td> </tr> <tr> <td><i>Liberia</i></td> <td style="text-align: right;">36 768</td> </tr> <tr> <td><i>Sierra Leone</i></td> <td style="text-align: right;">19 307</td> </tr> </table>	<i>Guinea</i>	95 500	<i>Liberia</i>	181 500	<i>Sierra Leone</i>	113 000	<i>Guinea</i>	6 200	<i>Liberia</i>	22 600	<i>Sierra Leone</i>	9 000	<i>Guinea</i>	62 000	<i>Liberia</i>	75 000	<i>Sierra Leone</i>	120 000	<i>Guinea</i>	9 000	<i>Liberia</i>	10 300	<i>Sierra Leone</i>	30 000	Refugees/IDPs	150 000	<i>Guinea</i>	18 845	<i>Liberia</i>	36 768	<i>Sierra Leone</i>	19 307	<p>Applied to the three countries</p> <ul style="list-style-type: none"> ➤ Food security studies ➤ Regional PRRO ➤ Country-specific work plans ➤ Agreements signed with implementing partners 	<p>The present internal political tensions do not reach unmanageable proportions (Sierra Leone and Guinea).</p> <p>The ongoing civil strife in Liberia and the fluid situation in Côte d'Ivoire, do not lead to sudden and unmanageable waves of refugees and IDPs.</p> <p>Ongoing and planned repatriation of refugees (both UNHCR-organized and voluntary) from neighbouring countries does not meet with major constraints.</p> <p>WFP's partners' funding is ensured, especially as far as income-generation and self-reliance-oriented interventions are concerned.</p>
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Hierarchy of results (1)	Objectively verifiable indicators (2)	Means of verification (3)	Assumptions/risks (4)
	<u>Curative (therapeutic, supplementary and MCH) feeding interventions</u>		
	<i>Guinea</i>	657	
	<i>Liberia</i>	2 195	
	<i>Sierra Leone</i>	890	
	<u>Emergency school feeding</u>		
	<i>Guinea</i>	2 358	
	<i>Liberia</i>	2 852	
	<i>Sierra Leone</i>	3 627	
	<u>Self-reliance (FFW, FFT)</u>		
	<i>Guinea</i>	2 309	
	<i>Liberia</i>	2 562	
	<i>Sierra Leone</i>	5 443	
	<u>Contingency allocation</u>		
	<i>All countries</i>	22 811	



West Africa Coastal PRRO 10064.2

World Food Programme



Legend

- Country Office
- Sub-Office

Data Sources

WFP Guinea
WFP Sierra Leone
WFP Liberia

Scale



Localisation de la Zone
Sur la carte de l'Afrique



WFP/ODD-Juin 2003



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

ANNEX V

DATA PROFILE PER COUNTRY IN WEST AFRICA COASTAL (WITHOUT CÔTE D'IVOIRE)

Indicators	Guinea	Liberia	Sierra Leone
Population, (as at April 2003 based on CILSS figures)	7 600 000	3 200 000	5 100 000
Population growth (annual %)	2.6	2.5	2.3
Life expectancy at birth (years)	46	47.1	39
Fertility rate, total (births per woman)	6.3	5.9	6.5
Mortality rate, infant (per 1,000 live births)	112	157.0	180
Mortality rate, under-5 (per 1,000 live births)	175	235.0	316
Underweight (% of children under 5)	23	NA	27
Urban population (% of total)	27.5	NA	36.6
Illiteracy rate, adult male (% of males 15+)	NA	45.2	NA
Illiteracy rate, adult female (% of females 15+)	NA	61.9	27
Gross rate enrolment (% from primary school to high school)	28	NA	NA
Gross rate primary school (% of total enrolment)	46	NA	NA
Girls in secondary school (15–24 years in % of total enrolment)	37	NA	NA
Gender-related development index (GDI)	NA	NA	NA
Human poverty indicator (HPI)	NA	NA	NA
Human development index (HDI)	0.414	NA	0.275
Surface area (sq. km)	245 900	111 400	71 740
Forest area (sq. km)	69 290	34 810	10 550
Annual deforestation (% of change)	0.5	2	2.9
Improved water source (% of total population with access)	48	NA	57
Improved sanitation facilities, urban (% of urban population with access)	94	NA	88
GNI, Atlas method (current US\$) in million	3 300	459.1	693.5
GNI per capita, Atlas method (current US\$)	410	140	140
GDP (current \$) million	3.0	522.9	749.1
GDP growth (annual %)	3.6	5.3	5.4
Inflation, GDP deflator (annual %)	5.1	12.1	6.1
Agriculture, value added (% of GDP)	24.4	NA	50.1
Aid per capita (current US\$)	35.9	11.9	65.0

Sources: World Development Indicators Database, April 2002; Human Development Report 2002, UNDP 2002.



CÔTE D'IVOIRE DATA PROFILE

Indicators	Côte d'Ivoire
Population, (as at April 2003 based on CILSS figures)	16 400 000
Population growth (annual %)	3.1
Life expectancy at birth (years)	46
Fertility rate, total (births per woman)	5.2
Mortality rate, infant (per 1,000 live births)	103
Mortality rate, under-5 (per 1,000 live births)	173
Underweight (% of children under 5)	21
Urban population (% of total)	43.6
Illiteracy rate, adult male (% of males 15+)	44.5
Illiteracy rate, adult female (% of females 15+)	61.4
Gross rate enrolment (% from primary school to high school)	38
Gross rate primary school (% of total enrolment)	59
Girls in secondary school (15–24 years in % of total enrolment)	51
Gender-related development index (GDI)	0.411
Human poverty indicator (HPI) (%)	42.3
Human development index (HDI)	0.428
Surface area (sq. km)	322 500
Forest area (sq. km)	71 170
Annual deforestation (% of change)	3.1
Improved water source (% of total population with access)	81
Improved sanitation facilities, urban (% of urban population with access)	71
GNI, Atlas method (current US\$) in million	10 300
GNI per capita, Atlas method (current US\$)	630
GDP (current \$) million	10 400
GDP growth (annual %)	-0.9
Inflation, GDP deflator (annual %)	-0.2
Agriculture, value added (% of GDP)	24.3
Aid per capita (current US\$)	11.4

Sources: World Development Indicators database, April 2002 Human Development Report 2002. UNDP 2002.



ACRONYMS USED IN THE DOCUMENT

ACF	<i>Action contre la faim</i>
BNCR	<i>Bureau national pour la coordination des réfugiés</i>
CAP	consolidated appeals process
CFA	Committee on Food Aid Policies and Programmes
CP	country programme
CRS	Catholic Relief Services
CSB	corn-soya blend
DOC	direct operational costs
DSC	direct support costs
EC	European Commission
ECHO	European Commission Humanitarian Office
ECW	Enhanced Commitments to Women
EDP	extended delivery point
FAO	United Nations Food and Agriculture Organization
FBM	food-basket monitoring
FDP	final delivery point
FFT	food for training
FFW	food for work
HDR	humanitarian daily ration
HEB	high-energy biscuit
ICRC	International Committee of the Red Cross
IDP	internally displaced person
IP	implementing partner
IPRS	Interim Poverty Reduction Strategy
ISC	indirect support costs
JAM	Joint Assessment Mission
LTSH	landside transport, storage and handling
LURD	Liberians United for Reconciliation and Democracy
M&E	monitoring and evaluation
MCH	mother-and-child health
MICS	multi-indicator cluster survey
MOSS	Minimum Operating Security Standard
MOU	Memorandum of Understanding



MSF	<i>Médecins sans frontières</i>
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
ODOC	other direct operational costs
PDM	post-distribution monitoring
PRO	protracted relief operation
PRRO	protracted relief and recovery operation
PRSP	Poverty Reduction Strategy Paper
SENAH	<i>Service national d'action humanitaire</i>
SFP	supplementary feeding programme
SGBV	sexual and gender-based violence
SO	special operation
TPF	therapeutic feeding programme
UNAMSIL	United Nations Armed Mission in Sierra Leone
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
WHO	World Health Organization

