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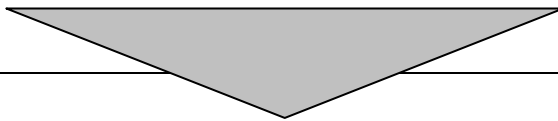
PROTRACTED RELIEF AND RECOVERY OPERATION— GREAT LAKES REGION 6077.01

Food Aid for Relief and Recovery in the Great Lakes Region

Number of beneficiaries	1,120,000
Female:	595,548
Male:	525,373
Duration of project	Eighteen months (1 August 2001–31 January 2003)
Cost (United States dollars)	
Total cost to WFP	167,087,444
Total food cost	62,298,413

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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

Conflicts in several parts of the Great Lakes region of Africa continue to cause immense suffering and population movements, affecting the food security situation of vulnerable families. Peace initiatives in the region have yet to yield positive results to allow refugees and internally displaced persons (IDPs) to return to their homes. The deteriorating food security situation in the region is further compounded by structural poverty, adverse climatic conditions and the pressure on limited farming land by increasing population density, particularly in Rwanda and Burundi, the two countries with the highest population density rates in Africa.

Through its activities, the regional protracted relief and recovery operation (PRRO) will contribute to: a) improving and maintaining the nutritional status of the target populations; b) addressing the immediate daily food requirements of refugees, IDPs, returnees and other vulnerable persons; c) protecting and rehabilitating specific vulnerable groups, such as hospital in-patients, expectant and nursing mothers, the chronically ill, the elderly and street children; d) promoting the recovery and rehabilitation of livelihoods at the household and community level, through increased access to infrastructure, assets, knowledge and skills; e) promoting gender equity in terms of access to and management of assets and resources; and f) enhancing preparedness and mitigation of the effects of crises arising from man-made or natural disasters. The PRRO will provide food assistance to an average of 1.1 million beneficiaries each month, half of whom are refugees and returnees. Refugee care and maintenance programmes will take into account the extent of self-reliance of the different refugee groups to reduce dependency on external food assistance. Relief activities will target displaced and vulnerable families in food-insecure areas. Support will continue to be provided to selective feeding programmes in supplementary and therapeutic feeding centres. One quarter of the PRRO resources will be utilized for recovery activities in Rwanda and Burundi, including productive activities, health and nutrition, and education and skills programmes.

With the region remaining highly volatile and with Burundi, in particular, at the crossroads between peace and protracted instability, it is essential that WFP be prepared to respond to evolving events and humanitarian needs. WFP has taken concrete action in the area of joint contingency planning and vulnerability assessment to allow for improved and timely emergency response to crises in the region.

The 18-month project would require WFP to provide a total of US\$167,087,444, including US\$62,298,413 in food costs.

Draft Decision

The Board approves PRRO Great Lakes Region 6077.01—Food Aid for Relief and Recovery in the Great Lakes Region (WFP/EB.1/2001/9-C/1).



CONTEXT AND RATIONALE

Context of the Crisis

1. WFP's Great Lakes regional cluster—Burundi, Rwanda, Tanzania and Uganda—continues to be affected by political tensions and conflict. The region remains volatile with Burundi, in particular, at the crossroads between peace and protracted instability. Within the Great Lakes as a whole, WFP is assisting a total of 2.3 million internally displaced persons (IDPs), refugees and food-insecure people, and the number is rising. Approximately 1.1 million of these are reached through Regional PRRO 6077.00 and 1.2 million through other country-specific emergency and protracted relief operations. Those most affected by war and poverty are caught up in a vicious circle of insecurity, displacement, malnutrition and disease.
2. In the second half of 2000, fighting within Burundi continued and even intensified. Although in some provinces relief programmes have resumed intermittently, access has remained a formidable challenge in much of the country. Widespread food insecurity persists as conflict, insecurity, regroupment and drought compound structural problems such as high population density and scarce arable land. A return to peace, while urgently needed, will not in itself restore food security given the slow but steady erosion of rural household capital and continuing lack of investment in agricultural production.
3. Rwanda remains relatively stable within the region. Insecurity and insurgency are no longer major obstacles to the provision of assistance. The highly volatile situation in eastern Democratic Republic of the Congo (DRC), however, presents a threat to border security and the stability of newly settled villages. WFP has shifted its focus towards addressing food insecurity caused by a combination of population density, limited access to arable land and agricultural inputs, inadequate infrastructure and chronic poverty. Some of the more vulnerable populations in Rwanda also suffer from crop failures resulting from adverse weather conditions.
4. In Tanzania at the beginning of the fourth quarter of 2000, some 480,000 refugees were receiving food aid in camps in two of the country's western regions, Kigoma and Kagera, and the numbers were increasing daily. An upsurge in violence within Burundi was already apparent and may cause further tens of thousands of people to flee to Tanzania. A second camp in Lukole has been opened to accommodate newly arriving refugees from Burundi. The numbers of Congolese refugees may also be expected to rise given the escalation in conflict in DRC during the second half of 2000. A small but steady stream of new refugees from Rwanda has been received in Kagera region. UNHCR has negotiated with the Government of Tanzania a contingency plan to accommodate up to 50,000 new refugees in Kitali Hills, Ngara district.
5. Uganda's relatively small Congolese, Rwandan and Burundian refugee populations—currently some 20,000 people in four settlements located in three districts of the south-western region—have little prospect of returning to their countries of origin in the foreseeable future. Settled on pre-allocated land and wholly accessible to the international community, nearly two thirds of the refugees have achieved varying levels of self-reliance. WFP has discontinued supplementary feeding and distributes reduced rations where self-sufficiency still cannot be achieved. Again, however, increasing violence in eastern DRC may result in new refugee influxes.
6. Under the regional emergency operation (EMOP) 5624.00 (1996–1999), WFP addressed the continuum from relief to development, progressing from emergency relief rations to a



variety of food-for-work and supplementary feeding activities. The regional PRRO 6077.00 (1 August 1999–31 July 2001) provided assistance to a planned beneficiary figure of 1.25 million with a budget of US\$269 million. The beneficiary figures rose by 5 percent by December 1999;¹ by May 2000, they had been reduced to 21 percent below the original planning figure.² Coordinated from the regional office in Kampala, the underlying rationale to create a pool of resources, personnel and logistics to respond flexibly to needs as they arose has proved largely successful, despite under-resourcing which resulted in intermittent pipeline breaks. In a rapidly changing arena, inter-changeable resources within and between countries were valuable assets and assurances for a quick response capacity. It is the responsibility of the regional office to allocate the resources available under the PRRO through a process of prioritization.

7. An unforeseen development was the East African drought, which, in varying degrees, affected all four countries in the region. In certain areas of Rwanda and Burundi, irregular and erratic rainfall has further eroded food security and complicated prospects for durable settlement and repatriation. Some resources were allocated under the regional PRRO to assist the populations affected. In Rwanda's prefectures of Kibungo, Umutara and Kigali-Rural, WFP provided targeted free food distributions and food-for-work rations to the most vulnerable families. In Burundi, insufficient and badly distributed rains during the 2000 B season reduced yields of cereal and pulse crops for the fourth consecutive season. The northern provinces of Kirundo and Muyinga, and the Moso region, were the worst affected by severe dry weather. Drought-affected populations in Tanzania and Uganda have been assisted through other WFP emergency operations.
8. At the time when this expansion of the regional operation was being prepared, there had been both achievements and setbacks in the Arusha and Lusaka peace processes. Further progress and the timing of the return of displaced populations were difficult to assess as a number of important issues remain to be resolved on the political front. For the purpose of planning this PRRO, WFP utilized the refugee population figures, which were agreed upon at the country level during the UNHCR-WFP Joint Food Aid Assessment Missions (JFAM) undertaken in January and July 2000. With the signing and implementation of the provisions of the peace accords for Burundi and DRC, the international community will need to be ready to provide support for repatriation and reintegration. Although the overall regional number of beneficiaries requiring food aid would remain constant, such a scenario would involve a significant shift in resources to the country of origin. The flexibility of a regional PRRO, wherein food follows people, is thus the optimal strategy for WFP.

¹ Uganda IDPs (120,000) were included within the PRRO; in Tanzania, refugee figures rose by more than 45,000 by February 2000; and in Rwanda IDP figures rose by 22,000 by December 1999.

² This was due to the transferral of Uganda's IDP population to the Uganda PRRO, the phasing out of general food distributions to Rwandan IDPs, and the approval of a separate EMOP for Burundi's regrouped IDPs.



Situation Analysis

9. **Burundi's** rapidly rising population density is the second highest in Africa. It is estimated that the average number of inhabitants per square kilometre of arable land is 421. Translated in terms of landholdings, the average plot size is now approximately 0.7 hectare per family compared with 1.5 hectares in 1970. The consequences of this increasing population pressure on limited resources are alarming, as the average plot size will soon be insufficient to support even subsistence farming. Prospects for food security will remain poor unless substantial investments are made in agricultural production and alternative employment. The constant cycle of displacement for some 500,000 people has led to a depletion of household assets and the monetization of what little harvest was produced. Soil infertility has accelerated due to the preference for short-cycle crops and a lack of livestock for fertilizer. In 2000, previously surplus-producing areas in the north-east, such as Kirundo and Muyinga, were stricken by poor rainfall. Food prices in Burundi have risen sharply since 1999, further aggravating the nutritional and health status of large sections of the population.
10. As a result of the protracted conflict, which has seen the death or departure of male members of many households, Burundi's population of about 6.7 million is comprised of approximately 60 percent females and 40 percent males. Increasing numbers of women-headed and child-headed households are associated with rising levels of malnutrition. Although women are primarily responsible for agricultural production in Burundi, current legislation prevents them from inheriting or owning land. Plans to support sustainable recovery will need to address not only the challenges facing the rural sector but also discriminatory legislation which may limit women's access to land, assets and food.
11. The FAO/WFP crop and food supply assessment for the 2000 B season estimated that after expected commercial imports and emergency food aid—the latter reaching only 55 percent of the targeted population by mid-2000 due to insecurity—there would be an uncovered deficit of 21,000 tons of maize and 99,000 tons of pulses. However, the figures themselves are of limited significance in terms of planning relief interventions, since little is known of production and consumption in large swathes of the country that cannot be assessed because of insecurity. WFP's relief and recovery planning figure for 2001 is 5,779 tons per month for 409,000 persons accessible to the Programme.
12. In **Rwanda**, the incomplete processes of resettlement and reintegration of former refugee populations continue to contribute to the vulnerability of some 372,000 households throughout the country. The food security outlook is not encouraging as a result of high population density and limited economic prospects. Rwanda has the highest population density in Africa, at 746 people per arable square kilometre, with an estimated annual growth rate of 2.8 percent. More than 60 percent of the population live below the internationally accepted poverty line and the UNDP Human Development Index for 1999 ranks Rwanda 164th out of 174 countries. The gross domestic product (GDP) per capita in 1998 was estimated at US\$660, as compared with the sub-Saharan average of US\$1,607. The number of families classified as "complete"—with two able-bodied adults per household—has fallen dramatically since the 1994 war. Some 34 percent of all households are currently headed by women and/or children. Approximately 92 percent of all Rwandans live in rural areas, with a substantial proportion of that population engaged in subsistence farming.
13. The return and resettlement of refugees, notably those of the 1994 DRC and Tanzania refugees in the massive repatriation exercise of 1996–1997, has resulted in inadequate shelter, water, sanitation and health facilities, which has increased the level of vulnerability in the country. Land tenure restrictions, access to livestock and soil infertility have also



contributed to food insecurity and vulnerability. Inadequate market and transport infrastructure as well as extremely limited purchasing power at the rural level further restrict access to food for most Rwandans. According to the 2000 B food and crop supply assessment conducted by the Government of Rwanda, WFP and donors, crop production has increased by 18 percent against the 1999 A harvest, although the country still has a food deficit of 54,000 tons.

14. **Tanzania**, politically stable despite long-standing unrest in the region, continues to host nearly half a million refugees. Although historically the Government has offered very generous accommodation to refugees from numerous African countries, tensions have arisen at times, between the refugees and the local populations. Government policy restricting the movement of the refugees to a four-kilometre radius of the camps represents a significant obstacle to the promotion of a higher degree of self-sufficiency and places the burden on the international community to continue to meet basic care and maintenance requirements. In 2000, donors were requested to provide over US\$90 million in humanitarian assistance for this population (US\$52 million through WFP, US\$31 million through UNHCR and approximately US\$10 million through the International Federation of the Red Cross and Red Crescent Societies (IFRC), NGOs and other partners).
15. The actual levels of assistance provided have not matched the amounts appealed for. In 2000, WFP was forced to implement periodic reductions in rations due to funding shortfalls. In the expansion phase of the PRRO, WFP will provide support to the refugee-affected areas through encouragement of local food purchases and assistance to vulnerable groups such as street children and orphans, as far as resource levels permit.
16. In **Uganda**, the year 2000 saw a steady monthly increase of about 250 new refugees of Rwandan and Congolese origin. The trend is expected to continue. The main issue of contention is the encroachment by the local population on land initially reserved for refugee settlements in Oruchinga and Nakivale. In some settlements, poor rainfall has led to high crop losses over two consecutive seasons. WFP assists an additional 150,000 Sudanese refugees as well as over 500,000 IDPs, under a separate PRRO.

Government Recovery Policies and Programmes

17. In **Burundi**, there is still substantial hesitation on the part of certain donors with regard to the resumption of assistance, with as much as US\$200 million from the World Bank, International Monetary Fund (IMF) and other United Nations agencies "frozen" pending repatriation. The Government's capacity for disaster management/preparedness remains very weak, given a lack of resources at the ministerial level. Nonetheless, an integrated plan for the return and reinstallation of refugees and IDPs is under preparation. New liaison units have been established within the Ministries of the Interior and External Relations to enhance coordination between the Government and United Nations, NGO and other humanitarian partners.
18. The Government of **Rwanda** considers agricultural and rural development to be crucial for national poverty reduction and improvement of the welfare of the vast majority of Rwandans. Comprehensive strategies for structural reform of the agricultural sector and the enhancement of food security have been formulated, with a view to increasing rural incomes, enhancing food security and converting the agricultural sector from a subsistence- to a market-based footing. WFP interventions support the Government's "Agricultural Development Strategy for Horizon 2010" that prioritizes soil conservation, terracing and swamp reclamation, reforestation and extension services. Other elements of the strategy include developing a consolidated statistical information base on agricultural development and the rural economy for policy and programming purposes.



19. In **Tanzania**, the counterpart government agency on refugee issues is the Ministry of Home Affairs, represented at the local level by District and Regional Commissioners. Tanzania has served as a very generous host, granting asylum to millions of refugees from the Great Lakes region over the past 30 years. Government restrictions on refugee movements to a four-kilometre radius of the camps, although not always vigorously enforced, mean that options for the refugees to farm or earn an income are limited. The 2000 JFAM urged that the subject of increasing self-reliance should be further pursued with the Government, with particular attention paid to issues of land access and agricultural activity. The Government recently launched a Special Programme for Poverty Alleviation in the Refugee-Affected Areas (SPRAA). The Kigoma and Kagera regions, where most of the Tanzanian refugees are located, are two of the poorest regions in the country, with weak infrastructure and few employment opportunities.
20. In **Uganda**, the Government continues a generous policy of hosting refugees and, where possible, providing them with agricultural land for settlement to encourage self-reliance. Except for Nakivale, where no suitable land for crop production is available, refugees in other settlements, which have been farmed for the past two to three years, will have food aid rations gradually reduced or phased out within the course of the PRRO expansion.

Rationale

21. The refugee and IDP populations of the Great Lakes region remain mostly on a relief footing, with WFP providing emergency food aid to those cut off from their sources of employment and food production. Conditions are becoming conducive to recovery interventions for the settled populations of Rwanda, Uganda and parts of Burundi. However, in many of WFP's targeted population groups, food security remains extremely precarious, underscored by poverty and malnutrition indices.
22. Recent trends in Rwanda include, *inter alia*, relative political and social stability, a partial return to a functioning cash economy, the settlement of hitherto transient population groups and their gradual rehabilitation, and increasing responsibility assumed by government bodies. WFP is the international agency with the broadest country-wide coverage, working in targeted communes. It acts as a forerunner and advocate for future development interventions.
23. Likewise, in Burundi it is expected that WFP's presence within the most food-insecure communes will attract further investment and complementary inputs from NGOs, United Nations sister agencies and some bilateral donors; these are still at the planning stage for substantial interventions. WFP is fully supportive of United Nations initiatives to encourage constructive engagement and forward-planning for rehabilitation. The PRRO effectively lays a foundation for more regular development assistance by creating and protecting primary assets, preventing and mitigating the worst effects of food insecurity, and building human capacity.

RELIEF AND RECOVERY STRATEGY

Beneficiary Needs

24. The Household Food Economy Assessment (FEA) methodology has become a cornerstone of targeting strategies in the region, evolving from an outsourced consultancy (Save the Children, UK) to an in-house competence, notably in Burundi and Tanzania. Although the combination of Food Economy Assessments and Rapid Rural Appraisal



(RRA) techniques provides much-sought data for both WFP and partners, their utility has been compromised by constraints in relation to access (security), monitoring capacity and resources. Through its newly-established regional Vulnerability Analysis and Mapping (VAM) Unit, WFP will be better able to identify and understand increasingly diverse beneficiary groups; link the analysis of vulnerability with operational programming at the country level; and strengthen contingency planning and other disaster preparedness measures, in collaboration with governments, donors and other partners.

25. In **Burundi**, security constraints notwithstanding, the immediate needs of newly settled communities include: a) a short-term injection of assistance (food aid, seeds, tools) to avoid the sale of assets prior to and after the first harvest; b) the re-establishment of basic infrastructure; and c) medium-term credit facilities for crops and livestock to offset seasonally inflated prices. In stable areas, a more strategic departure from relief towards commune-level rehabilitation will help stabilize existing populations while anticipating a large-scale return of refugees and IDPs.
26. Although reliable data are difficult to obtain, given continuing insecurity and access difficulties, humanitarian organizations have expressed serious concern about the food and nutritional situation in Burundi. Survey results show that malnutrition levels among children under 5 (<80 percent weight-for-height) are as high as 15 percent in some areas. The national network of NGO-run nutrition centres provides essential support to malnourished children under 5 as well as other nutritionally vulnerable individuals. The centres are also used for health and nutrition education, mother and child care (MCH) and small-scale food-for-work schemes. Household Food Economy Assessments, undertaken by three in-house WFP teams, mostly for the displaced populations of Bujumbura Rural, have provided much of the information needed for effective targeting of food aid in the last two years. These are complemented by random survey validation exercises using RRA techniques undertaken by NGO partners.
27. In **Rwanda**, existing food security data are comparatively well established through the Famine Early Warning System (FEWS) food security profiles, Save the Children (Food Economy Assessments, especially in the Northwest), and the European Union's food security support programme. WFP collects rural wage and market price indicators which, combined with these other sources of information, provide a useful analysis of the food security situation in the country. VAM will also be introduced during the life of the ongoing PRRO and will advocate for and strengthen national food security analysis and planning. Beneficiary needs in Rwanda arise in the context of the country's recovery process and local communities' needs for increased access to assets and income sources.
28. In **Tanzania**, the protracted food needs of refugees have continued to be met through a traditional care and maintenance programme approach, which has reinforced dependency on external assistance. Consistent with the Memorandum of Understanding (MOU) between WFP and UNHCR, food aid interventions should be designed to ensure that, pending a durable solution, refugees are able to meet their basic needs while taking full account of what they are able to provide for themselves. Household Food Economy Assessments carried out in selected camps in Tanzania have increased the understanding of refugees' livelihoods and coping mechanisms. They provide a valuable baseline both for determining the extent to which different groups of refugees are self-reliant and for better understanding the factors that make some refugee households more vulnerable than others. The findings of current and planned Household Food Economy Assessments are expected to contribute significantly to the development of longer-term strategies at the policy level as well as specific interventions at the programme level which could reduce refugees' dependency on external food aid.



29. Food requirements for this expansion phase of the PRRO are based on the 2000 JFAM, which recommended, *inter alia*, a reduction in the per capita pulses ration from 120 to 80 grams per day. WFP, together with UNCHR and other partners and in consultation with the Government, will be undertaking a study to identify possibilities for maximizing refugees' agricultural production. Support from donors and implementing partners will be important both to support the policy of increasing agricultural activity and to ensure that it is realized by providing the necessary agricultural inputs in a timely manner. Further work to explore options for enhancing income-generating activities is also required. WFP considers it very important that the information to be gathered through these studies be available prior to the 2001 JFAM so that possibilities for introducing further adjustments in rations on a camp-by-camp basis may be fully explored. WFP, in collaboration with UNHCR, will increase advocacy with the Government, donors and humanitarian partners on issues relating to self-reliance. This is fully consistent with the second objective of the UNHCR/WFP MOU, which states that the two organizations will promote self-reliance to facilitate a progressive shift from general relief food distribution in favour of development-oriented activities.
30. In **Uganda**, assessment methods have included the gender baseline survey conducted in September/October 1999, focus group discussions, key informant interviews during rapid assessments, and regular monitoring checklists. Two JFAMs were carried out in January 2000 for the 1999 B season and in July for the 2000 A season. Following both assessments, food rations were reduced in two refugee settlements. In 2000, selective feeding programmes ceased due to consistently acceptable nutritional levels among refugees. WFP is piloting an Emergency Food Needs Assessment methodology in Uganda with Save the Children/UK and other partners, which will be used to refine targeting of food aid under the PRRO, complementary to regular JFAM exercises.

The Role of Food Aid

31. The beneficiaries' needs indicate that external humanitarian food assistance remains a vital aspect of survival for large segments of the population in the Great Lakes region. Widespread displacement and insecurity, poverty and the disruption of food production and marketing systems prevent many groups from becoming self-reliant. In refugee situations, host Government policies are an important factor in determining possibilities for the achievement of greater self-sufficiency. Unlike those in Uganda, Tanzania's refugees remain largely dependent on food aid.
32. Food aid for income-generating projects and training in rural areas will complement projects based on food for work, offering alternative sources of income for food-insecure families and individuals. Food aid also provides a nutritional supplement to marginalized people and acts as an incentive for continued enrolment in rehabilitation initiatives. School feeding in Burundi's devastated education system will be supported for the first year of the PRRO prior to its transfer to another programme category. Medium-term asset creation not only helps develop rural infrastructure and short-term employment, it is also a recognized contribution to peace-building.

Intervention Approaches

33. A large part of WFP's food assistance will need to be provided in the form of relief distributions, particularly in Tanzania. As the region stabilizes and populations return to their places of origin, WFP's interventions will evolve to address emerging rehabilitation needs. Recovery activities will be targeted to food-insecure areas, guided by community priorities. Labour-intensive community-based food for work, already under way in



Rwanda, will address chronic/transient hunger by creating assets and providing income transfers in food-deficit areas.

34. Although only 23 percent of beneficiaries are under the planned "recovery" component, this figure could rise considerably with the success of the Burundi peace initiative. The care and maintenance of refugees and IDPs would very quickly revert to short-term resettlement packages followed by a more integrated set of recovery activities in home communes, as is already the case in Rwanda. In the event of repatriation, WFP will need to expand, or in some cases, re-establish its presence in areas to which the refugees are expected to return (and where security constraints have not allowed regular assessments or monitoring).
35. It is recognized that, in the Great Lakes region, the position of women is among the poorest in the world. The Gender-related Development Index (GDI) for the individual countries ranks Tanzania 126th, Uganda 131st and Burundi 140th out of 143 countries surveyed (the Rwanda GDI is not available). It is within this context that WFP will make a special attempt to ensure that women will have direct access to relief food and that they will collect the household ration in 80 percent of the cases. The Programme will further ensure that women will have a substantial voice in decision-making by actively including them in food aid management. An additional effort will be made to target 60 percent of recovery resources to women and ensure that women have greater control of the assets created through food for work, with at least 25 percent of the assets directed specifically to them.

Risk Assessment

36. The major factors that will influence the progress and direction of the expansion phase of the Regional PRRO will be the success of the Arusha and Lusaka peace processes and the restoration of secure conditions in the areas to which internally displaced and refugee populations would be expected to return. Continued stability will be required in Rwanda in order to create an environment that will be conducive to shifting the focus of food aid interventions from protracted relief and recovery to support for development. Throughout the region, security is a prerequisite for WFP to undertake assessments, implement planned activities and conduct follow-up monitoring.
37. As erratic and inadequate rainfall has been a problem in many parts of the Great Lakes over the past few years, climatic conditions will need to be closely monitored. A continuation of drought conditions in Burundi could constitute a further impediment to the return and sustainable reintegration of displaced populations. Further rainfall problems in Rwanda could mean that the attention of the Government and aid partners would need to remain focused on relief rather than development priorities.
38. Throughout the region, the capacity of Government and implementing partners as well as the availability of non-food and complementary inputs will affect the degree of success that WFP is able to achieve in its own interventions. The availability of resources is an obvious but nonetheless serious potential constraint to WFP in ensuring that assistance is provided in a timely and effective manner. Earmarking of resources by donors would restrict WFP's ability to implement the relief and recovery activities outlined in this project. Lack of support for interventions, which will assist populations to achieve greater self-sufficiency, could undermine efforts to reduce or phase out humanitarian assistance.

Objectives

39. In line with WFP's Mission Statement, the PRRO aims to contribute to the survival and recovery process of food-insecure populations and to the improvement of the overall food



security situation in the Great Lakes region. Through its activities, the PRRO will contribute to:

- a) improving and/or maintaining the nutritional status of target populations (all four countries);
- b) addressing the immediate daily food requirements of refugees, IDPs, returnees and other vulnerable populations (all four countries);
- c) protecting and rehabilitating specific vulnerable groups, such as hospital in-patients, expectant and nursing mothers, the chronically ill, the elderly and street children, from hunger, malnutrition and disease (Burundi, Rwanda and Tanzania);
- d) promoting the recovery and rehabilitation of livelihoods at the household and community levels through increased access of the target populations to infrastructure, assets, knowledge and skills (Burundi and Rwanda);
- e) promoting gender equity in terms of access to and management of WFP-related assets and resources (all four countries); and
- f) enhancing preparedness to and mitigation of the effects of crises arising from man-made and natural disasters (all four countries).

IMPLEMENTATION PLAN BY COMPONENT

Key Programme Components

📌 **Component A: Relief**

40. The targeted feeding of IDPs and vulnerable families in food-insecure areas in Burundi is the largest relief component of the PRRO. Many of these people have only partial access to land for cultivation and only limited access to other sources of income. In both Rwanda and Burundi WFP will also continue to support supplementary and therapeutic feeding in centres run by the Government and NGOs. In Burundi, many of these centres provide the only source of food aid available in the area. Accompanied by family rations and/or targeted distribution, where security and infrastructure allow, such selective feeding programmes provide a vital support mechanism to an otherwise inaccessible population.

📌 **Component B: Protracted Refugee**

41. The general food distributions for refugees in the four countries are, by far, the largest single component of the PRRO. Ration levels will continue to be determined by the UNHCR/WFP Joint Food Assessment Missions and subject to pipeline resource levels. Selective and institutional feeding activities targeting refugees will continue to be implemented in Rwanda and Tanzania. In Rwanda, WFP will provide returnees from DRC with a three-month ration.

📌 **Component C: Recovery**

42. Recovery activities target the rehabilitation of the food-insecure and their local communities through:
43. **Productive activities.** Food for work will address individual and community needs in food-insecure and refugee-host areas, and will include basic infrastructure rehabilitation,



agricultural production, land reclamation, reforestation, irrigation, shelter and water management. Income-generating and training activities will be undertaken in collaboration with partners who will provide complementary inputs. While physical outputs will remain one indicator of the success or failure of a particular project, the overall management, durability and community ownership of the project once it has been completed will also be assessed. In Burundi, seed protection, while contributing to increased food production, will also ensure against the sale or consumption of provisions supplied by FAO.

44. **Health and nutrition.** In Rwanda, institutional feeding will be provided for the chronically ill with little or no viable family support systems; institutional feeding will also be implemented for a small number of vulnerable groups in Tanzania's host and refugee communities.
45. **Education and skills.** A pilot school feeding scheme (190 days) will be implemented in Burundi, targeting primary schoolchildren in selected areas particularly affected by the crisis. National enrolment rates for Burundi for 1998/99 were roughly 60 percent for primary education. In Rwanda, vocational training forms an essential part of the reconciliation process promoted through government schemes. Several food-for-work activities will also contribute to enhanced education and skills.

Beneficiaries

46. The following table, combined with the more detailed charts presented in Annexes I and II, summarizes the beneficiary numbers for each of the three main PRRO components per country, their food requirements and a gender breakdown for each category. In the event of a large-scale repatriation of Burundian refugees from Tanzania, the short-term relief and recovery components of the Burundi proportion of beneficiaries will expand. By early November 2000, the number of Tanzanian refugees stood at 484,000, with new daily influxes from DRC, Burundi and Rwanda. The projected figure of 500,000 for the PRRO was agreed upon by the JFAM. In all, it is planned that the expansion phase of the regional PRRO will assist approximately 1,120,000 people. Of these, almost half are refugees and returnees.

TABLE 1: BENEFICIARY NUMBERS AND
FOOD REQUIREMENTS (all commodities) BY COMPONENT
AUGUST 2001–JANUARY 2003

Country	Component	Monthly average beneficiaries			Food requirements (tons)
		Female	Male	Total	
Burundi	Relief feeding	143 500	94 500	238 000	66 301
	Protracted refugee	550	450	1 000	290
	Recovery	98 000	72 000	170 000	37 430
	Total Burundi	242 050	166 950	409 000	104 021
Rwanda	Relief feeding	18 500	9 000	27 500	4 061
	Protracted refugee	22 100	19 400	41 500	9 314
	Recovery	59 350	48 150	107 500	31 033
	Total Rwanda	99 950	76 550	176 500	44 408
Tanzania	Relief feeding	0	0	0	0



	Protracted refugee	236 000	264 000	500 000	141 435
	Recovery	5 580	5 420	11 000	3 359
	Total Tanzania	241 580	269 420	511 000	144 794
Uganda	Relief feeding	0	0	0	
	Protracted refugee	11 968	12 453	24 421	4 727
	Recovery	0	0	0	0
	Total Uganda	11 968	12 453	24 421	4 727
Total		595 548	525 373	1 120 921	297 950

Note: All protracted refugee beneficiary numbers are based on general distribution figures. Beneficiaries of additional support programmes are not reflected in the above table.

47. The commodity basket and its proportional composition are based on local consumption habits and food preferences. Experience over the past years has shown its appropriateness. Close quality control, especially of whole grain and beans, and provision of milling facilities where necessary, will further enhance consumer-friendliness as well as shorten cooking time and reduce water and fuelwood requirements. It is also in this light that the majority of the cereal requirement is requested in the form of maize meal. It is recognized that the pipeline does not normally allow for a continuous supply of this commodity. Therefore, a provision for milling a maximum of 23,000 tons of maize grain per year within the region is vital to ensure constant availability of the milled cereal to those programmes in particular need of maize meal.
48. The general and targeted distribution rations are based on the international reference level of 2,100 Kcal/person/day. As this PRRO is an expansion of earlier activities, the different rations proposed are the result of adjustments over time related to the specific conditions of the programme activities in each country of the Great Lakes region. Similarly, although the rations are based on internationally agreed guidelines, differences in the food baskets for selective, vulnerable and institutional feeding have arisen from varying circumstances. Food-for-work, free food distribution and school feeding rations have been established through consideration of logistical/infrastructural as well as nutritional aspects. Harmonization of the rations across the region is being pursued, recognizing both the similarities and the differences among the programme activities (Annex IV).

Selection of Activities

📁 **Component A: Relief**

49. **Burundi** (total 238,000 persons/month): Targeted feeding for an average of 175,000 food-insecure persons and IDPs per month will be identified through Household Food Economy Assessment surveys, with distribution through NGOs. The surveys determine the number of full-ration days per month per "site" which varies according to access to factors such as farming, food prices and nutritional status. In addition, supplementary rations for some 55,000 persons (mainly children under 5 and expectant and nursing mothers) will be distributed through nutrition centres run by NGOs. The same centres will undertake therapeutic feeding of 3,500 severely malnourished individuals and provide meals for their caretakers (3,500). One thousand hospital in-patients will receive a nutritionally balanced food basket to support their recovery process.



50. **Rwanda** (total 27,500 persons/month): Supplementary feeding of children under 5 (16,250 per month) will be undertaken in approximately 157 nutritional centres administered by the Government. The same centres will serve approximately 6,250 women with additional antenatal and/or nursing requirements and 2,500 children in need of therapeutic feeding as well as their caretakers (2,500).

➤ **Component B: Protracted Refugee**

51. Activities under this component consist of general food distributions and selective feeding programmes to address the short-term food needs as well as specific nutritional requirements of refugees.
52. **Tanzania** (total 500,000 persons/month): General bi-monthly distribution to refugees by partner NGOs, in accordance with modalities set out by the UNHCR/WFP Joint Food Assessment Missions, will continue with a ration comprising maize grain and meal, pulses, oil, salt and corn-soya blend (CSB). The total requirements sought for the expansion phase of the PRRO reflect a downward adjustment in pulses from 120 to 80 grams per person per day. In addition, the supplementary feeding ration for expectant and nursing mothers has been adjusted by replacing 50 grams of CSB (out of 200 grams) with 50 grams of maize. Supplementary feeding (2,500 children under 5 and 22,000 expectant and nursing mothers) and therapeutic rehabilitation activities are undertaken for refugees with special nutritional needs (500). Hospital feeding, including of refugees and the host population, accounts for 2,500 persons.
53. **Uganda** (total 24,421 persons/month): 11,227 persons/month will receive full rations; those with relatively greater access to alternative food sources (i.e. land and/or employment) will receive either a 50 percent ration (5,038 persons/month) or 25 percent ration (8,156 persons/month). Under this programme, supplementary feeding activities for Rwandan/DRC refugees are currently not required.
54. **Rwanda** (total 41,500 persons/month): 28,500 registered refugees from DRC and a further 500 from Burundi will receive a full ration. Supplementary and therapeutic feeding centres will cater for the additional needs of 1,050 refugee women and children. A three-month resettlement package (administered through UNHCR) will be provided to an anticipated 12,500 returnees from DRC before the end of 2001.
55. **Burundi** (total 1,000 persons/month): General food distributions will benefit an estimated 1,000 persons on full rations.

➤ **Component C: Recovery**

56. **Rwanda** (total 107,500 persons/month): The three main areas of activity are:
- Food for work (100,000 persons, consisting of 20,000 workers and on average four family members of each worker). Activities in this sector will include swampland reclamation and hillside terracing; rehabilitation of water catchment areas and water facilities; rehabilitation of transport infrastructure; income-generation activities (some 10,000 persons), and environmental projects. Rations are based on a monthly family food package.
 - Food for training (5,000 persons). Support to vocational training, spearheaded by the National Reconciliation Commission, consists in training in life skills and rights as citizens of Rwanda, for women's associations, student groups, and newly elected civil servants. Food provided through the food for training programme is targeted to those participants who are unable to return to their homes for the duration of the training period.



- Institutional feeding (2,500 persons). Rations will be provided for chronically ill persons with no alternative food source to assist them in their recovery.
57. **Burundi** (total 170,000 persons/month): The three main areas of activity are:
- Food for work (50,000 persons, consisting of 10,000 workers and on average four family members of each worker). WFP will geographically target its activities, firstly to promote self-sufficiency among stable populations, collaborating in seeds and tools distribution programmes, and supporting income-generating activities and small-scale projects, aimed at promoting agricultural production. Secondly, WFP will support rehabilitation of the environment and of basic infrastructure, focused principally on areas to which refugees and IDPs would return. Thirdly, WFP will aim to improve the status/condition of women on the basis of the fundamental premise that strengthening opportunities and options for women is a major factor in overcoming the current crisis. In this domain, WFP will, *inter alia*, allocate to women an increasing proportion of the resources designated for income-generating and rehabilitation projects, involving them in project identification, design, management and implementation.
 - School feeding (60,000 children for 190 days). This pilot programme will provide porridge and/or lunch to primary schoolchildren in selected areas particularly affected by the crisis, based on the infrastructural capacity of the schools. WFP will consider giving girl students an additional take-home food ration as an incentive to increase their school attendance.
 - Seed protection (60,000 persons). Ten and 15-day rations will be provided to those who receive FAO seed distributions, notably those returning to home communes and/or in areas hit by poor rainfall.
58. **Tanzania** (total 11,000 persons/month): An estimated 10,000 persons (2,000 workers and on average four family members of each worker) will benefit from food-for-work projects aimed at building community infrastructure in refugee-host areas. Vulnerable group feeding (street children, orphans, and destitute families) will be extended to 1,000 persons.

Activity Approval Mechanism

59. In **Burundi**, food committees are currently being established in collaboration with Concern, Oxfam/Great Britain and CARE for identification of target populations and validation of beneficiary lists within the targeted feeding programme. For food for work, women's associations are instrumental in the identification and management of project activities. Activity approval starts at the level of the association involved in the food-for-work programme, followed by the NGO intermediary. Activities are ratified by the local authorities. Finally, the WFP sub-office or Head of Programme reviews the proposals according to criteria that are approved by the WFP Representative and are within the framework provided by the regional office.
60. In **Rwanda**, community-based targeting methodologies are used to identify project beneficiaries. These project proposals are submitted to the Prefectural Food Committee, in which the Deputy Prefect acts as chairperson, and representatives of the Ministries of Agriculture and Health for consideration before recommendation to the WFP sub-office for review and onward transmission to the WFP country office for approval. An MOU stipulating the framework of project implementation (ration scale, distribution arrangements, etc.) is executed between the sub-office and implementing partner and this forms the basis of regular monitoring and progress reporting.



61. In **Tanzania**, each refugee camp has a food committee with over 50 percent female membership, which meets regularly with WFP, UNHCR and implementing partners. Ration levels and distribution modalities are announced and arranged through these committees and strong encouragement is given to engaging women in non-traditional roles such as porters at the extended delivery points (EDPs) (now 15 percent female) and security guards (now 25 percent). Food is issued to family groups (50–100 people), each having two group leaders.
62. In **Uganda**, one settlement, Oruchinga, has established a food management committee, comprised of three women and two men. In line with the recommendation of the 2000 JFAM, Refugee Welfare Councils will be established in all settlements to replicate the Ugandan Local Council system (where women should occupy a minimum of four positions out of nine members).

Institutional Arrangements and the Selection of Partners

63. In **Burundi**, the Government selects which NGOs should work in which provinces, creating some constraints for WFP in relation to partner selection. Due to high staff turnover, it has often been necessary to repeat orientation and training efforts for NGOs. Consultations and training on WFP policies and guidelines (on issues such as gender, monitoring and evaluation (M&E) and nutrition) will continue throughout the PRRO. CARE International is WFP's main implementing partner for IDP relief distributions and monitoring. WFP participates in the Common Country Assessment (CCA) process, which should be completed by the end of 2000.
64. In **Rwanda**, the National Food Committee is the Government's primary body for food aid issues. Technical line ministries are consulted on a regular basis, including Local Government. WFP works closely with the Ministry of Agriculture and FAO on swamp reclamation projects. WFP works with UNHCR in refugee feeding and has joint annual workplans and JFAMs. The Ministry of Health is a key partner in WFP's nutritional feeding programmes. WFP inaugurated the first inter-agency Committee on Food Aid (CFA) in June 2000, involving the Catholic Relief Services (CRS), the Agricultural Cooperative Development International/Volunteers in Overseas Cooperative Assistance (ACDI/VOCA), World Vision, United States Agency for International Development (USAID) and the European Union Food Security Unit. Monthly CFA meetings allow WFP to be pro-active in advocacy on food policy and coordination issues while keeping main donors informed on resourcing priorities and concerns. WFP-Rwanda participates actively in the CCA/UNDAF process, begun in April 1999. Additional efforts have also been made to reinforce partnership and coordination with the World Bank and other multilateral agencies, including IFAD and the African Development Bank. WFP will continue to identify and select NGO partners based on their technical capacity to implement projects and their resource capability to provide non-food inputs. In addition, partners have to be acceptable to beneficiaries and local associations.
65. In **Tanzania** and **Uganda**, the UNHCR/WFP global MOU and annual JFAM provide the basis for modalities of assistance to refugees. In addition, separate agreements between WFP and implementing partners provide detailed obligations of the partners in the programme. These are supplemented with specific workplans at the sub-office level. In both countries there are regular scheduled meetings between UNHCR, WFP, Government representatives and NGO implementing partners, which provide a forum for discussion of issues such as the food pipeline, anticipated delivery problems and potential security concerns.



Capacity-building

66. Technical and managerial capacities of WFP staff members, Government and partner organizations will continue to be strengthened during the implementation of the PRRO. Special areas of focus will vary from one country to another but will include gender mainstreaming, household food economy analysis, food needs assessment techniques, vulnerability analysis and mapping, nutrition, contingency planning and M&E. For example, WFP-Uganda will provide the Directorate of Refugees equipment to enhance data processing/reporting and further support the Government's proposed reforestation programme in refugee-host areas. The PRRO will place an emphasis on training of staff in the areas of assessment, monitoring and targeting. A Regional Programme Network has been established, providing a forum for information exchange and promotion of best practice programme linkages within and among WFP's country offices.

Logistics Arrangements

67. The transport network comprises two main rail corridors: the northern corridor via Mombassa and the southern corridor via Dar-es-Salaam.³ Deliveries to Uganda will be through the northern corridor. For Burundi, food is delivered through Tanzania, from Isaka by road directly to Ngozi and by barge from Kigoma. Refugee camps in Tanzania receive shipments by road from Kigoma and Isaka to EDPs jointly determined by WFP and UNHCR. Rwanda is served by road deliveries from both Kampala and Isaka to WFP storage facilities situated in Kigali.
68. Long-haul road transportation needs will be met through commercial transporters for both the Ugandan and Tanzanian road sectors. The WFP strategic fleet is currently deployed in Rwanda and Burundi due to security concerns and local transport capacity limitations. As and when the situation improves, WFP will replace this fleet with local transporters.
69. WFP's current storage facilities in the region—a total of over 80,000 tons—will be adequate for projected needs. Milling facilities in Isaka and Bujumbura, with an annual capacity of over 23,000 tons, will be maintained. WFP has built up a strategic stock of essential logistics and telecommunications equipment both in Kampala and Isaka to facilitate rapid response to any emergencies in the region.
70. The projected landside transport, storage and handling (LTSH) rate is an average of US\$150 per ton. This rate represents a 4 percent reduction on the rate that was effective during the first phase of the PRRO. This reduction was achieved despite the fact that axle load limitations on road transport were implemented throughout the region during 2000, which effectively reduced the carrying capacity of individual vehicles by as much as 30 percent.
71. The rate of US\$150 per ton includes the costs of discharge and handling in the port of entry, rail transport to transit warehouse (1,500 km from the ports), storage and handling costs in these transit points, road and barge transport to EDPs in the recipient countries (up to 500 km distance from the transit points) and distribution costs. Considering the long distances from the ports of entry and the complex nature of the logistics network required to effect deliveries, the average cost of US\$150 per ton would appear to be very cost-effective.

³ To meet its trans-shipment needs from rail to long haul transport, WFP maintains cargo centre operations at Kampala and Tororo on the northern corridor, and Isaka and Kigoma on the southern corridor.



72. **Local Procurement of Food Commodities.** Based on past experience, approximately 20,000 tons of maize and 10,000 tons of beans a year can be procured in Tanzania and Uganda.⁴ Rwanda also has the potential to provide maize and beans for local purchase. WFP plans to purchase 40,000 tons of food commodities from within the Great Lakes region during this 18-month project. Additional quantities may be purchased in other African countries such as Kenya, South Africa, Zambia and Zimbabwe.
73. **Commodity Tracking System (CTS).** With the Commodity Movement Processing and Analysis System (COMPAS), WFP has a regional automated CTS which provides a comprehensive view of commodity movements through the region in support of WFP pipeline management, quality control, operations and preparedness activities. A deep-field connectivity system for voice and data transmissions links WFP offices in the region.⁵

MONITORING AND EVALUATION

74. M&E focal points have been established in each country supported by a Regional M&E Officer in Kampala, linking up with technical focal points in the areas of gender, VAM and nutrition. A regional baseline exercise was conducted at the end of 1999 and a set of standard monitoring indicators was proposed. These indicators form the baseline for subsequent reviews, monitoring and evaluation of the PRRO. Among the monitoring tools and mechanisms to be used by staff in WFP sub-offices in the Great Lakes are distribution-point monitoring, post-distribution monitoring checklists, participatory monitoring techniques, household food economy assessment techniques, market price surveys and JFAMs.
75. Staff monitor and report on the quality, quantity and timing of each distribution as well as nutritional data, composition of the food basket, food usage, commodity quality, pipeline situation, health information, progress towards achievement of WFP Commitments to Women, levels of participation, security incidents, and other significant activities. Implementing partners and WFP staff members in the sub-offices collect data and prepare reports that are sent to the country office for analysis and summary, usually in the form of situation reports. These country reports are then compiled to constitute a monthly regional report.
76. Through training on survey methods and monitoring and evaluation, M&E focal points have already been exposed to basic monitoring principles. Monitoring will be strengthened by the new guidelines and training tools developed by WFP, and workshops to promote these will be organized in 2001. The regional office will increase support to programme management through situation and trend analyses with regard to gender, nutrition and food security issues, with inputs from the country offices. It should be noted that the Regional Programme Unit, in partnership with country offices, will initiate a logical framework review of the project to develop detailed indicators and activities. A proposed list of core indicators by objectives is provided in the table below.

⁴ Local procurement assumes that cash in lieu of commodity funds are available, and that local market supplies and prices are competitive.

⁵ Both the CTS and telecommunications/information technology (TC/IT) activities are managed by the regional office in Kampala.



TABLE 2: INDICATORS BY OBJECTIVE

Improving and/or maintaining the nutritional status of target populations (all four countries).

- Level of malnutrition in the under-5 age group according to weight-for-height
- Qualitative information regarding nutritional status of women, elderly, children
- Prevalence of micronutrient deficiency diseases in the target population
- (NB: usual levels of acute malnutrition in Africa for non-drought-affected populations are 5–10 percent weight-for-height in children under 5 (Refugee Nutrition Information System (RNIS))

Addressing the immediate daily food requirements of refugees, IDPs, returnees and other vulnerable populations (all four countries).

- Number and proportions of beneficiaries by age, sex and category
- Quantity, type, composition and caloric value of WFP food basket to beneficiaries
- Quantity, type and composition and caloric value of household food basket and WFP contribution

Protecting and rehabilitating specific vulnerable groups—such as hospital in-patients, expectant and nursing mothers, the chronically ill, the elderly and street children—from hunger, malnutrition and disease (Burundi, Rwanda and Tanzania).

- Number of people by sex and age group benefiting from the selective, institutional and vulnerable feeding programmes
- Qualitative information regarding nutritional and health status of the target groups

Promoting the recovery and rehabilitation of livelihoods at the household and community levels through increased access of the target populations to infrastructure, assets, knowledge and skills (Burundi and Rwanda).

- Number of training meetings/workshops by type and skills and socio-economic assets created
- Number and type of economic activities undertaken per household
- Qualitative information on change in livelihoods of households and communities arising from availability of new infrastructure, assets, knowledge and skills

Promoting gender equity in terms of access to and management of WFP-related assets and resources (all four countries).

- Proportion of beneficiaries by sex, benefiting from programme and income-generating activities
- Quantity and percentage of resources received by women and men, by type of activity
- Number and percentage of management positions held by women at different levels of the food aid intervention (women as workers, supervisors, and project managers)

Enhancing preparedness and mitigation of the effects of crises arising from man-made and natural disasters (all four countries).

- Timeliness and efficacy of contingency plans
- Quantities of food stocks, equipment, staff available for disaster mitigation
- Adequacy of systems for interventions

77. On completion of the project, an independent evaluation will be undertaken to assess the extent to which the project attained its objectives. The evaluation will include representatives of the country offices, the regional office, governments of the respective cluster countries, United Nations agencies and other stakeholders. Results and lessons of this evaluation will be used for the design of subsequent follow-up projects.



Security Measures

78. Conflict, banditry and an often confusing and shifting landscape of rebel insurgency have been defining characteristics of the Great Lakes for some years. In certain parts of the region, these realities have continued to hinder the ability of WFP and other humanitarian partners to undertake assessments, deliver emergency relief assistance and conduct follow-up monitoring. The lack of identifiable interlocutors among rebel movements in Burundi has made the negotiation of humanitarian immunity or relief corridors very difficult. WFP has lost five staff in the region since 1998 (two in Burundi, two in Uganda one in Rwanda).
79. As a highly visible operational organization working in a volatile and dangerous region, WFP employs its own Field Security Officers while still working within the security framework established by the United Nations Security Coordinator (UNSECOORD) Office. WFP continues to play an important role in the joint United Nations communications networks, which form the backbone of each agency's security system. Security measures include sophisticated communications equipment, particularly in vehicles, which are also fitted with ballistic blankets as standard practice. In Burundi, WFP needs to deploy a small fleet of armoured vehicles for staff travelling in insecure areas. Security training for all personnel was held in 1999–2000.

Exit Strategy

80. The ability of WFP to shift its focus in the Great Lakes region from protracted relief and refugee operations to sustainable recovery and development assistance will depend, to a large degree, on the successful conclusion of the Arusha and Lusaka negotiations. Support for reintegration of refugee and internally displaced populations will be an essential component in the consolidation of the peace processes. In anticipation of the return of these displaced populations, WFP will strengthen support to national frameworks for reintegration and recovery. A decline in humanitarian food aid requirements would allow greater scope for food-for-work activities to be used to foster enhanced food security and socio-economic recovery. Over the period of this PRRO expansion, WFP, through VAM, will support efforts by governments in the region to strengthen their understanding of issues such as disaster mitigation and vulnerability to food insecurity, and how to incorporate this knowledge into national planning processes.
81. In Burundi, an optimistic outlook is that within the first year of the PRRO expansion, greater numbers of people will return permanently to their home communes away from food-dependent IDP sites in Bujumbura Rural and elsewhere. General distribution will rapidly be replaced by more targeted and productive use of food aid to encourage economic stability. Wherever large-scale repatriation from Tanzania occurs, the release of development funds will greatly enhance project complementarity and sustainability. The time frame of this PRRO will facilitate harmonization of WFP's programme cycle with those of other United Nations agencies in the country.
82. In Rwanda, WFP's operations since 1997 have consistently reduced in tonnage and number of beneficiaries as the country emerges from the emergency period following the genocide. Future food security will depend on further encouraging innovative agricultural reclamation and rehabilitation schemes while simultaneously providing more diverse forms of employment for a rapidly increasing population. As development investments increase, WFP will revert to more specific targeting of vulnerable populations and reduce the overall number of beneficiaries. The 18-month PRRO expansion is aligned with the anticipated resumption of more regular development programmes by both government and other United Nations agencies. WFP's country office is already engaged in consultations with



the Government and development partners in relation to the formulation of a Country Strategy Outline.

83. In Tanzania, WFP will be working closely with the Government, UNHCR, implementing partners and donors to promote greater self-reliance among the refugee populations. The objective is to facilitate a progressive shift from general relief food distribution in favour of increased possibilities for refugee agricultural production and other income-generating activities. WFP believes that this strategy should be pursued both in light of resourcing realities and in order to avoid longer-term negative consequences such as perpetuating dependency and undermining the self-esteem of the refugees.
84. In Uganda, the relatively smaller refugee population has become increasingly capable of supporting themselves and in 2000, some attained a high degree of food self-sufficiency from cropping activities. Within the PRRO timeframe, this trend is expected to further improve.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

85. The expansion of the Great Lakes regional PRRO for a period of 18 months is recommended for Executive Board approval, within the budget shown in Annexes I and II.



ANNEX I

PROJECT COST BREAKDOWN

	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Cereals	195 894	157	30 677 686
– Pulses	55 083	272	14 962 157
– Vegetable oil	12 834	565	7 250 000
– Salt	2 884	130	374 920
– Corn-soya blend	29 744	288	8 555 550
– Sugar	1 480	300	444 000
– Biscuits	31	1 100	34 100
Total commodities	297 950	209	62 298 413
External transport		83.78	24 963 184
Landside transport		68	20 260 600
ITSH		82	24 431 900
Total LTSH		150	44 692 500
Other direct operational costs		2	680 462
Subtotal direct operational costs			132 634 559
B. Direct support costs (see Annex II for details)			
Subtotal direct costs			22 363 070
C. Indirect support costs (7.8 percent of total direct costs)			
Subtotal indirect support costs			12 089 815
TOTAL WFP COSTS			167 087 444

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 (<i>dollars</i>)
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Staff

International	9 935 292
International consultants and SSA	279 000
National professional officers	427 500
Local staff and temporaries	4 612 500
Overtime (in US\$ only)	74 500
Subtotal	15 328 792

Technical Support Services and Training

Project preparation	10 000
Technical advisory services	7 000
Project monitoring and evaluation	314 800
Training (staff and counterpart)	156 138
Other	95 000
Subtotal	582 938

Travel and DSA

International	83 151
Blanket travel (regional travel)	163 257
Mission status allowance	1 124 640
Rest and recuperation	338 286
In-country travel	341 800
Subtotal	2 051 134

Office expenses

Rental of facility	701 653
Utilities	259 683
Communications	340 000
Office supplies	367 000
Equipment repair and maintenance	121 000
Subtotal	1 789 336

Vehicle operations

Vehicle fuel and maintenance	883 500
Subtotal	883 500

Equipment

Vehicles	283 500
Communication equipment	150 000
Computer equipment	145 900
Furniture and equipment	112 620
Subtotal	692 020

Other**United Nations common premises and joint United Nations Administration (actual)**

Meetings	62 826
Security	879 466

Airlift operations

Advocacy	41 000
Miscellaneous/bank charges/hospitality	52 058
Subtotal	1 035 350

TOTAL DIRECT SUPPORT COSTS**22 363 070**

ANNEX III

TOTAL FOOD REQUIREMENTS BY COUNTRY (tons)

	Beneficiaries (monthly average)	Cereals maize grain	Cereals maize meal	Pulses	Oil	Salt	CSB	Sugar	HEB	Total
Burundi	409 000	56 271	9 811	19 857	4 706	16	12 529	831	0	104 021
Rwanda	176 500	19 840	6 367	11 856	2 041	93	3 893	318	0	44 408
Tanzania	511 000	2 250	97 457	22 852	5 915	2 745	13 213	331	31	144 794
Uganda	24 421	3 898	0	518	172	30	109	0	0	4 727
Total	1 120 921	82 259	113 635	55 083	12 834	2 884	29 744	1 480	31	297 950




ANNEX IV

PER CAPITA DAILY RATIONS (in grams)
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		<u>Cereals</u>								
		Maize grain	Maize meal	Pulses	Oil	Salt	CSB	Sugar	HEB	Kcal
Component A: Relief	Targeted feeding in Burundi	410	350	120	20	0	40	0	0	2 166/1 991
	Supplementary feeding in Burundi	0	0	0	40	0	240	20	0	1 266
	Therapeutic feeding in Burundi (composite)	0	20	20	28.3	1.7	140	0	0	633/1 816
	Therapeutic feeding in Burundi/caretakers	0	200	120	60	5	120	0	0	2 109
	Hospital feeding in Burundi	0	350	120	40	5	120	0	0	2 472
	Supplementary feeding for < 5 in Rwanda	0	0	0	20	0	200	20	0	1 017
	Supplementary feeding for pregnant women in Rwanda	0	0	0	20	0	250	20	0	1 207
	Therapeutic feeding in Rwanda (composite)	0	30	9	19	1.5	160	16	0	1 017/1 566
	Therapeutic feeding in Rwanda/caretakers	0	200	120	10	5	100	10	0	1 631
Component B: Protracted refugee	General distribution Tanzania	0	350	80	20	10	40	0	0	1 857
	General distribution in Burundi & Rwanda	0	350	120	20	5	40	0	0	1 991
	General distribution of returnees in Rwanda	410	0	120	20	0	40	0	0	2 166
	General distribution in Uganda (full ration)	450	0	60	20	5	40	0	0	2 105
	General distribution in Uganda (50 percent ration)	225	0	30	10	0	0	0	0	976
	General distribution in Uganda (25 percent ration)	112.5	0	15	5	0	0	0	0	488




PER CAPITA DAILY RATIONS
(in grams)

		Cereals								
		Maize grain	Maize meal	Pulses	Oil	Salt	CSB	Sugar	HEB	Kcal
Component B (cont.): Protracted refugee	Supplementary feeding in Tanzania & Rwanda	0	0	0	20	0	200	20	0	1 017
	Supplementary feeding in Tanzania expectant/nursing women	0	50	0	20	0	150	20	0	1 700
	Therapeutic feeding Tanzania (composite)	0	43.4	18.4	41	2.2	125.6	25.1	115.5	2 126/1 983
	Hospital feeding in Tanzania/caretakers	0	400	120	20	0	60	30	0	2 367
	Therapeutic feeding in Rwanda composite (refugees)	0	30	9	10	1.5	160	16	0	1 017/1 566
 Component C: Recovery	FFW Tanzania/Burundi & Seed Protection in Burundi	410	0	120	20	0	0	0	0	2 014
	FFW Rwanda	333	0	167	24	0	0	0	0	1 937
	School feeding in Burundi (190 days)	0	200	60	15	0	75	20	0	1 419
	Vulnerable feeding in Tanzania	0	400	120	20	0	60	30	0	2 367
	Food-for-training in Rwanda	400	0	120	20	0	0	0	0	1 979
	Institutional feeding in Rwanda	0	350	100	25	5	75	20	0	2 181

1. With the exception of refugees on 100 percent ration and therapeutic/hospital feeding, no other caseloads will receive salt.
2. Due to climatic factors, the Tanzania refugee salt ration is maintained at 10 g, while the salt ration for other refugees stays at 5 gr.
3. All HEB requirements (with the exception of 31mt for therapeutic feeding in Tanzania) will be covered through the Contingency Reserve.
4. All TF-'rations' reflect daily requirements of the feeding centres per attendant, not daily ration per person. Calculated from proportional averages of the different phases. Kcals: phase 2/phase 3.
5. As per Tanzania 2000 JFAM recommendation, pulses ration for general feeding has been reduced by 40 gr; CSB ration for expectant and nursing mothers has been reduced by 50 gr, replaced by 50 gr of maize flour.

ANNEX V

TOTAL FOOD REQUIREMENTS BY COMPONENT (tons)
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		Beneficiaries (monthly average)	Cereals		Pulses	Oil	Salt	CSB	Sugar	HEB	Total
			Maize grain	Maize meal							
Burundi	Component A: Relief Feeding	238 000	31 512	7 339	11 862	3 318	14	11 653	603	0	66 301
	Component B: Protracted Refugee	1 000	0	192	65	10	2	21	0	0	290
	Component C: Recovery	170 000	24 759	2 280	7 930	1 378	0	855	228	0	37 430
	Total	409 000	56 271	9 811	19 857	4 706	16	12 529	831	0	104 021
 Rwanda	Component A: Relief Feeding	27 500	0	315	176	285	8	2 997	280	0	4 061
	Component B: Protracted Refugee	41 500	461	5 572	2 046	351	79	794	11	0	9 314
	Component C: Recovery	107 500	19 379	480	9 634	1 405	6	102	27	0	31 033
	Total	176 500	19 840	6 367	11 856	2 041	93	3 893	318	0	44 408
Tanzania	Component A: Relief Feeding	0	0	0	0	0	0	0	0	0	0
	Component B: Protracted Refugee	500 000	0	97 238	22 129	5 796	2 745	13 181	315	31	141 435
	Component C: Recovery	11 000	2 250	219	723	119	0	32	16	0	3 359
	Total	511 000	2 250	97 457	22 852	5 915	2 745	13 213	331	31	144 794
Uganda	Component A: Relief Feeding	0	0	0	0	0	0	0	0	0	0
	Component B: Protracted Refugee	24 421	3 898	0	518	172	30	109	0	0	4 727
	Component C: Recovery	0	0	0	0	0	0	0	0	0	0
	Total	24 421	3 898	0	518	172	30	109	0	0	4 727
GRAND TOTAL		1 120 921	82 259	113 635	55 083	12 834	2 884	29 744	1 480	31	297 950

ACRONYMS USED IN THE DOCUMENT

ACDI/VOCA	Agricultural Cooperative Development International/Volunteers Overseas Cooperative Assistance
CCA	Common Country Assessment
CFA	Committee on Food Aid
COMPAS	Commodity Movement Processing and Analysis System
CRS	Catholic Relief Services
CSB	Corn-soya Blend
CTS	Commodity Tracking System
DRC	Democratic Republic of Congo
EDP	Extended Delivery Point
EMOP	Emergency Operation
FEA	Food Economy Assessment
FEWS	Famine Early Warning System (USAID)
GDI	Gender-related Development Index
GDP	Gross Domestic Product
HFEA	Household Food Economy Assessments
IDP	Internally Displaced Person
IFRC	International Federation of Red Cross and Red Crescent Societies
IMF	International Monetary Fund
JFAM	Joint Food Needs Assessment Mission
LTSH	Landside Transport, Storage and Handling
M&E	Monitoring and Evaluation
MCH	Mother and Child Health
MOU	Memorandum of Understanding
PRRO	Protracted Relief and Recovery Operation
RNIS	Refugee Nutrition Information System
RRA	Rapid Rural Appraisal
SPRAA	Special Programme for Poverty Alleviation in the Refugee-affected Areas
UNDAF	United Nations Development Assistance Framework
UNSECOORD	United Nations Security Coordinator
USAID	United States Agency for International Development
VAM	Vulnerability Analysis and Mapping

