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de Alimentos

Executive Board  
Second Regular Session  
Rome, 22 - 24 May 1996

# PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS APPROVED BY THE EXECUTIVE DIRECTOR

Agenda Item 4 a)

## PROJECT CAMBODIA 5483 (Exp.1)

(WIS No. KAM 00548301)

### 1995 programme for rehabilitation in Cambodia

Duration of project	Six months (1 July - 31 December 1995)
Total cost to WFP	4 169 075 dollars
Estimated total cost	36 990 530 dollars

All monetary values are expressed in United States dollars, unless otherwise stated.

For relevant statistical data, please consult the WFP country profile for Cambodia, which is available on request.

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## NOTE TO THE EXECUTIVE BOARD

1. This document is submitted for information to the Executive Board.
2. Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.
3. The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.
4. The WFP staff dealing with this document are:  

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5. Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documents Clerk (tel.: 5228-2641).

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## BACKGROUND

1. Few countries in the recent past have suffered such a heavy loss of life and the utter destruction of both economic and social infrastructure as Cambodia. Regional conflict, civil war and the ravages of the Khmer Rouge regime in the seventies caused the death of an estimated 15 percent of the Cambodian population and the tearing apart of the social fabric, and left the nation struggling for its very survival. While basic subsistence was restored by 1982 through massive emergency relief and the sheer will to survive on the part of the Cambodian people, an economic embargo and ongoing conflict throughout the eighties forestalled any significant reconstruction or development efforts. With the signing of the Paris Peace Accords in 1991 and in the aftermath of the overwhelmingly successful democratic elections in May 1993, a Royal Cambodian Government was established and a massive reconstruction effort is taking shape.
2. WFP has been continuously present in Cambodia and on the Thai-Cambodian border since 1979. Since that time, total food assistance channelled through the Programme for Cambodians amounts to 1.7 million tons valued at 590 million dollars. During the critical rehabilitation period of 1992-93, total assistance distributed through WFP inside Cambodia amounted to 166,000 tons, valued at 60 million dollars. The main activities of WFP in 1992-93 included full responsibility for food distribution to 370,000 returnees, food assistance and coordination assistance for relief efforts on behalf of internally displaced persons (IDPs), food distribution to vulnerable groups and food-for-work (FFW) programmes.
3. While it is hoped that Cambodia will ultimately be self-sufficient in food production, problems such as widespread rural poverty, the high percentage of vulnerable groups and pockets of serious food deficiency will continue to require attention. Food aid in support of relief and rehabilitation activities will, therefore, continue to play a valuable role in supporting the Government's efforts to improve the lives of Cambodia's rural population.
4. For the period 1994-95, WFP launched a food aid programme for rehabilitation in Cambodia. This marked a shift in operational emphasis to assist the rural poor through a variety of self-help rehabilitation schemes at the village level using the food-for-work modality. The programme has a geographically targeted approach, selecting the neediest communities based on a country-wide poverty mapping exercise. It also maintains a capacity to respond spontaneously to any humanitarian relief requirements due to the continuing military conflict and insecurity or natural disasters. In 1994 the programme distributed some 40,000 tons of food through its various activities. This quantity was slightly higher than the 50 percent of the original requirement of 73,118 tons for the two years 1994 and 1995 due to increased needs for relief assistance. The food aid for 1994 was funded exclusively from bilateral contributions channelled through WFP.
5. The original plan for 1995 was to deliver an estimated 40,000 tons of food through the various activities of the ongoing rehabilitation programme, of which 14,000 tons of rice were to be provided multilaterally through the current project, approved by



the CFA at its Thirty-eighth Session in December 1994, and the rest bilaterally. However, because of the drastically reduced rice harvest during the 1994/95 cropping period, caused by natural calamities, the need for food assistance increased significantly. The serious floods of August 1994, particularly in areas close to the Mekong river, destroyed many hectares of nursery beds and newly-transplanted seedlings. The farmers had to wait for the water to recede before replanting, where possible, which delayed the start of the growing season. In October-November 1994 (the end of the growing season), the rainfall was much lower than normal and in some areas drought conditions occurred. This resulted in a further loss of crops and a generally low yield.

6. In late 1994 the Royal Government of Cambodia declared that there would be a food deficit of 300,000 tons of rice in 1995 because of the reduced harvest and appealed to the international community for increased food assistance. In the period December 1994 to January 1995, WFP conducted a harvest survey in 15 provinces of the country, primarily with the purpose of identifying the target groups and, within the context of the Government's appeal, to determine the type and level of assistance that WFP could provide. The conclusion was that the government-reported figures on the overall estimated rice production for the 1994/95 wet season harvest were reasonably accurate, especially in the identified vulnerable areas. On the basis of the survey results, WFP in Cambodia concluded that a total of 94,720 tons of food would be needed in 1995 to alleviate the food security situation of rural poor in the affected areas, many of whom were already living at the subsistence level. This has necessitated an upward revision of food requirements of the current programme. The assistance will be provided within the framework of the ongoing food aid programme for rehabilitation in Cambodia to an estimated 1,993,000 beneficiaries, mainly through food-for-work activities (see Annex II).

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## **PROGRAMME TARGETING**

7. The WFP programme is targeted at the neediest populations, primarily in rural areas. WFP target areas are based on three years of extensive experience in rural Cambodia, in which poverty mapping exercises and, more recently, the 1994/95 harvest survey were conducted. They include:
  - a) selected communes with a rice-production deficit primarily caused by 1994/95 crop damage, and where high rates of recurrent rural debt are observed;
  - b) selected communes with large populations of returnees and IDPs who have not yet achieved full reintegration and lack means to undertake agricultural production or income generation.
8. In the first target area, a total of 325 communes in 15 provinces have been identified, with a combined population of about 2.1 million persons. WFP and Cambodian Red Cross (CRC) staff in these provinces will further verify their vulnerability. For the second category, precise locations of returnees and IDPs are well known to WFP, and assistance will continue. As poor populations exist in



communes outside the target area, WFP will consider proposals for assistance from government departments and NGOs working in non-target areas as well.

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## PROGRAMME STRATEGY

9. The five components of the WFP project are described below:

### Rehabilitation of rural infrastructure

10. *Objectives* - alleviation of poverty, improve household-level food security and rehabilitation of basic infrastructure primarily at the village level.
11. *Activities* - construction or repair of irrigation canals, secondary and tertiary roads, small dams/dikes; excavation of ponds and wells; clearing of agricultural land; and construction of community facilities.
12. *Summary*. With the rehabilitation approach, food assistance will be used primarily as an incentive for villagers to work on small-scale infrastructure rehabilitation activities, referred to as food for work. The WFP project stresses the participatory approach and encourages both village leaders and villagers in target areas to identify their own rehabilitation priorities. Once communities have determined these priorities, a work plan will be established and an agreement eventually signed by WFP with the participating government department, the CRC, United Nations agencies, international or local NGOs and in most cases the project leader from the community itself. This agreement will outline the type of project, work specifications, the amount of work involved and the food payments that will be made against work actually performed. Work will commence after the agreement has been signed, and WFP and CRC staff will make regular visits to monitor supervision and progress made. Following the completion of work, food will be distributed to those villagers who participated and according to the amount of work completed by each person. At the project identification stage, vulnerable families who may not be able to participate in strenuous physical work, will be identified and assigned special community work or sometimes a free ration of food with the agreement of the villagers. Estimated number of beneficiaries: 1,335,000.

### Assistance to the public social service sector

13. *Objective* - improve conditions and provide budgetary support to public-sector institutions serving vulnerable groups, such as hospitals, orphanages, and day-care centres for children.
14. *Activities* - hospital feeding, food support to tuberculosis victims, and the feeding of orphans, children in day-care centres and street children.
15. *Summary*. Owing to budgetary shortfalls, particularly in the public sector, WFP food assistance is provided on a selective basis to certain public institutions. In certain provincial and district hospitals, WFP is providing food for the feeding of both



in-patients and out-patients suffering from tuberculosis. Hospital feeding reduces the burden on poor families when a family member is sick, encourages patients to stay longer for proper treatment, provides budgetary support to the hospital and, in the case of tuberculosis victims, encourages their regular return for proper treatment. All state orphanages in the country and a few programmes for day-care centres and street children also receive food assistance. Estimated number of beneficiaries: 51,000.

### Development of human resources

16. *Objective* - enhance the effectiveness of initiatives for the development of human resources in the country with budgetary support through food aid, with particular emphasis on those programmes involving participants from rural areas.
17. *Activities* - food assistance for training schemes, including vocational and skills training, literacy training, training in primary health care and rehabilitation of Khmer Rouge defectors.
18. *Summary*. The WFP project notes the importance of training as a priority in the Government's development plan. On a limited basis, particularly for training that involves participants from rural areas, food support is provided as both an incentive and as budgetary support to the collaborating government department or agency during the time that participants are fully occupied with training and not able to earn an income. Estimated number of beneficiaries: 17,000.

### Rural credit schemes

19. *Objective* - alleviate rural debt.
20. *Activities* - rice banks and rice seed banks.
21. *Summary*. Food shortages continue to be one of the main causes of rural debt, as many poor families, in order to meet their basic needs, are forced to borrow either food or money at high rates of interest. Where communities can be assisted by other departments or agencies in the establishment of village rice or rice seed banks, WFP will provide the initial stock of rice. Thereafter, the village committees are responsible for lending the rice at low rates of interest to families who have the means to pay back the loan at the next harvest period, thereby maintaining the rice bank for subsequent years. Estimated number of beneficiaries: 260,000.

### Emergency assistance to displaced persons

22. *Objective* - provide stability to communities displaced by military activities or natural disasters and ensure that basic needs are covered.
23. *Activities* - provision of food relief to displaced persons and those communities suffering from natural or man-made disasters. Maintenance of an efficient emergency response capacity and information network.



24. *Summary.* While the majority of those persons displaced due to fighting since 1990 have been able to return to their homes, there continue to be small groups in various provinces that are unable to go home, mainly because of mines, and have no means of support. As many areas remain insecure, new cases of displaced persons requiring assistance will continue. It is likely that in 1995 such new cases will arise because of ongoing Khmer Rouge activities. Following careful assessments by WFP and CRC, liaison with all levels of the Government, and only after it is determined that food-for-work activities cannot be organized, emergency food aid will be made available on a limited time basis. Estimated number of beneficiaries: 330,000.

### **Mode of implementation**

25. The WFP project has developed out of long-term, nation-wide operations in support of returnees, displaced and vulnerable groups carried out in conjunction with the CRC. Highly efficient food logistics and emergency response capacities, and precise reporting and accounting procedures have been developed with the CRC over the past four years which continue to support the ongoing WFP programme. All transport of food from WFP-managed warehouses to distribution points is carried out by the CRC.
26. For management purposes WFP has divided the country into six regions, with each region covering two or three provinces. Each region is headed by a WFP officer and supported by two to eight local staff, all of whom are based in each of the 15 provinces. In the provinces, close coordination is maintained with the provincial CRC counterpart staff as well as with other United Nations agencies, and international and local NGO personnel working in the area.
27. In the current project, WFP is willing to work with any government, ministry or department, United Nations agency or NGO on a rehabilitation proposal that fits into the programme's criteria. Particularly in target areas, the staff of WFP and the CRC actively pursue opportunities for assistance with the participant communities. Food aid in support of rehabilitation is most successful when it is combined with technical support and/or non-food inputs. For this reason, a wide range of partners is sought.
28. WFP also maintains close contact with the provincial authorities, keeping them informed of the extent of WFP-supported activities within their provinces and discussing future developments. At the national level, WFP will keep the Ministries of Foreign Affairs, Rural Development, Agriculture and other ministries concerned, regularly informed of progress achieved and will seek advice on policy formulation and programme issues.

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### **OVERALL 1995 PROGRAMME COSTS**

29. The total indicative costs of food, transport and implementation for the overall 1995 rehabilitation programme are estimated as follows (rice would be purchased locally or in the region):



Item	Total requirements		WFP commitment (Project 5483)		WFP proposal (Project 5483 (Exp.1))	
	(tons)	(dollars)	(tons)	(dollars)	(tons)	(dollars)
<b>Food cost</b>						
- Rice	90 000	22 887 500	14 000	3 080 000	9 500	2 850 000
- Canned fish	2 360	2 666 800				
- Vegetable oil	1 960	1 626 800				
- Salt	400	24 000				
Subtotal	94 720	27 205 100	14 000	3 080 000	9 500	2 850 000
<b>Cash cost</b>						
- External transport, insurance and superintendence						237 500
- ITSH (71 dollars a ton)		6 725 120		994 000		2 375
- Monitoring and logistics support*		2 360 310		596 762		674 500
- Non-food items		700 000		201 000		404 700
Subtotal		9 785 430		1 791 762		1 319 075
<b>Total cost</b>		<b>36 990 530</b>		<b>4 871 762</b>		<b>4 169 075</b>

\* For details, see Annex I.

30. The overall 1995 programme costs will be covered from bilateral and multilateral sources as in the summary table below:

Funding source	Food (tons)	Food cost (dollars)	Cash cost (dollars)	Subtotal (dollars)
Bilateral	71 220	21 275 100	6 674 593	27 949 693
Project 5483	14 000	3 080 000	1 791 762	4 871 762
Project 5483 (Exp.1)*	9 500	2 850 000	1 319 975	4 169 075
<b>Total</b>	<b>94 720</b>	<b>27 205 100</b>	<b>9 785 430</b>	<b>36 990 530</b>

\* Refers to proposed Expansion 1.

31. About 89 percent of the overall 1995 rehabilitation programme costs will be covered by bilateral contributions and the original commitment of Project 5483. It is recommended that the balance, amounting to an estimated 4,169,075 dollars, be covered by an additional commitment by WFP under the proposed expansion phase. To date, a total of 50,026 tons of food (39,209 bilateral and 10,817 under Project 5483) are fully resourced. Additional bilateral and multilateral contributions are expected to be confirmed soon.





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## **DATE OF APPROVAL BY THE EXECUTIVE DIRECTOR**

32. The project was approved by the Executive Director on 17 July 1995.



## ANNEX I

**MONITORING AND LOGISTICS SUPPORT COSTS (in dollars)**

Staff salaries for emergency/logistics officers and food aid monitors	
- International (2)	67 600
- National (31)	168 000
Travel and DSA	47 000
Fuel and maintenance	43 600
Communications, equipment (VHF mobile (6); VHF handset (20); codans* (2); radio repeater station (1))	24 000
Surveys/reporting	54 500
<b>Total</b>	<b>404 700</b>

\* A small apparatus attached to a radio communication system: answering code.

Note: Figures include a provision for Headquarters support costs.



## ANNEX II

## 1995 FOOD REQUIREMENTS BY ACTIVITY

Activities	Beneficiaries (estimated No. of persons)	Rice	Vegetable oil	Canned fish	Salt	Total
		<i>(tons)</i>				
<b>Rehabilitation of rural infrastructure</b>						
Irrigation	490 000	22 000	374	374		22 748
Road rehabilitation	330 000	15 000	255	255		15 510
Ponds and dams	230 000	10 000	170	170		10 340
Resettlement/land preparation	130 000	6 000	102	102		6 204
Urban infrastructure upgrading	45 000	2 000	34	34		2 068
Community facilities upgrading	110 000	5 000	85	85		5 170
<b>Subtotal</b>	<b>1 335 000</b>	<b>60 000</b>	<b>1 020</b>	<b>1 020</b>		<b>62 040</b>
<b>Assistance to the public service sector</b>						
Hospital feeding	40 000	4 000	120	120		4 240
Orphanages/day-care centres	11 000	1 000	20	20		1 040
<b>Subtotal</b>	<b>51 000</b>	<b>5 000</b>	<b>140</b>	<b>140</b>		<b>5 280</b>
<b>Development of human resources</b>						
Informal and formal training	17 000	1 000				1 000
<b>Subtotal</b>	<b>17 000</b>	<b>1 000</b>	<b>0</b>	<b>0</b>		<b>1 000</b>
<b>Rural credit schemes</b>						
Rice banks	260 000	4 000				4 000
<b>Subtotal</b>	<b>260 000</b>	<b>4 000</b>	<b>0</b>	<b>0</b>		<b>4 000</b>
<b>Emergency assistance to displaced persons and to victims of natural disasters</b>						
	330 000	20 000	1 200	800	400	22 400
<b>Subtotal</b>	<b>330 000</b>	<b>20 000</b>	<b>1 200</b>	<b>800</b>	<b>400</b>	<b>22 400</b>
<b>Total</b>	<b>1 993 000</b>	<b>90 000</b>	<b>2 360</b>	<b>1 960</b>	<b>400</b>	<b>94 720</b>

