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PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

PROJECT SIERRA LEONE 5802

(WIS No. SIL 00580200)

Targeted food assistance and support to resettlement of internally displaced persons in Sierra Leone and of returning Sierra Leonean refugees

Duration of project	Twelve months
Number of beneficiaries	452 840
Food cost to WFP	15 381 640 dollars
Total cost to WFP	31 568 62 dollars
Estimated total cost to other implementing agencies	40 000 000 dollars

All monetary values are expressed in United States dollars, unless otherwise stated.
One United States dollar equalled 900 leones in February 1997.



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NOTE TO THE EXECUTIVE BOARD

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

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

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

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BACKGROUND

1. In January 1997, the Director-General of FAO and the Executive Director of WFP approved emergency operation (EMOP) Sierra Leone 5767 (Exp.1) for the provision of relief food aid for war-affected populations in Sierra Leone. This EMOP was planned for the period January to June 1997 and included the supply by WFP of 35,394 tons of food to approximately 650,000 beneficiaries. The strategy of the EMOP was based on the launching of a nationwide resettlement programme following the re-establishment of peace throughout Sierra Leone. Protracted refugee and displaced person project (PRO) 5802 is designed as a continuation and expansion of the repatriation, resettlement and rehabilitation programmes initiated under EMOP 5767 (Exp.1). Groups of beneficiaries who had begun to receive WFP assistance under the EMOP will continue to receive it under PRO 5802 within the framework of the targeted feeding, while new groups of refugees and IDPs will enter the PRO resettlement programme before being eventually integrated into one of the targeted feeding schemes.
2. On 30 November 1996, a peace agreement was signed between the Government of Sierra Leone and the Revolutionary United Front (RUF) providing for the end of hostilities between the rebels and the security forces, and for the gradual reintegration of individual combatants into the mainstream of social and economic life. There are indications already that many rebels are willing to turn in their weapons, and signs of a return to normalcy are increasingly evident.
3. The main provisions of the peace agreement include, *inter alia*, the establishment of a commission for the consolidation of peace, the setting up of a demobilization and resettlement committee, the organization of local and international monitoring groups, and the withdrawal of all "foreign troops". These steps would be implemented simultaneously with the voluntary reinstallation in their communities of origin of internally displaced persons (IDPs) and returning refugees.
4. Against this background, WFP food aid will be a key element of an integrated national resettlement programme initiated in early 1997 with the support of the United Nations and the international community. This programme will aim at assisting the returning refugees and IDPs to move from the camps and shelters to their villages, and helping them rebuild their communities and resume a peaceful life.

OBJECTIVES OF WFP ASSISTANCE

5. The project's overall objective is to ensure the voluntary reinstallation of IDPs in their home communities and the repatriation of refugees from neighbouring countries, and their reintegration in the areas from which they had fled.
6. The immediate objectives include:
 - a) providing an incentive for, and support to, the safe return of Sierra Leonean refugees from Guinea and IDPs within Sierra Leone;
 - b) supporting a small group of Liberian refugees whose repatriation prospects are remote;



- c) ensuring a dignified survival and a satisfactory nutritional condition for the beneficiaries during the first phase of resettlement, before productive activities have yielded results;
- d) contributing to the resumption of schooling in the re-opened areas;
- e) contributing to the rehabilitation or reconstruction of devastated infrastructure and the resumption of productive activities; and
- f) supporting the demobilization of former guerrilla fighters and soldiers.

Indicators of achievement

7. The project will be considered successful, to the extent that:
- a) a substantial percentage of IDPs and returning refugees resettle in their place of origin;
 - b) the nutritional status of beneficiaries improves;
 - c) a substantial percentage of schools resume their activities; and
 - d) a substantial number of resettling IDPs or returnees involve themselves in food-for-training and food-for-work activities aiming at the rehabilitation of their communities.

WFP ASSESSMENT

8. A joint WFP/UNHCR mission with the participation of donors and NGOs visited Sierra Leone in September/October 1996. The mission had intensive contacts with the Government, local authorities and NGOs, and designed a food aid strategy for 1997 and beyond.
9. In accordance with this strategy, the PRO's case-load for 1997/98 has been updated as follows:

BENEFICIARY CASE-LOAD	
Category	Number of beneficiaries
Liberian refugees	11 340
Returning refugees (resettlement package)	86 500
Targeted feeding programmes	
Vulnerable Group Feeding	
Therapeutic (wet)	30 000
Safety net ration	150 000
Emergency school feeding	100 000
Food for training	25 000
Food for work	50 000
Total	452 840



10. The situation of beneficiaries under the first category, whose number is continuously monitored by UNHCR, is not expected to change in the medium term. Beneficiaries in the second category will be eligible to join the targeted feeding programmes once they resettle in their respective communities. Their number for the purpose of this PRO has been estimated at 50 percent of the refugee case-load under EMOP 5767 (Exp.1), covering the period from January to July 1997. This notional figure has been selected on the assumption that half this case-load may decide to resettle before the cut-off date of July 1997, and the remaining half afterwards. The beneficiary numbers for the targeted feeding include groups who joined under EMOP 5767 (Exp.1) and groups who will join from July 1997 onwards. IDPs and refugees who freely decide not to repatriate or resettle once security is demonstrably re-established will not receive further assistance from WFP.

SOCIO-ECONOMIC SITUATION OF THE REFUGEES AND IDPs

11. The beneficiaries covered by the PRO have been war-affected for periods ranging from two to five years. The IDPs and refugees fled their villages in order to escape the exactions of armed bands and were not able to take many belongings with them. Most arrived destitute in the camps and shelters, and have been partially or totally dependent on external assistance for their survival.
12. The villagers who were stranded behind rebel lines were used as forced labour. They were unable to cultivate their own fields, and were frequently subjected to brutality and mistreatment.
13. Over the last three years, socio-economic and nutritional surveys have been carried out by United Nations agencies and NGOs in places where the IDPs were concentrated around Freetown, Bonthe, Port Loko, Makeni, Bo, Kenema, etc. These surveys all include gender-disaggregated population data. Although they have not always been properly coordinated, they have all confirmed that the vast majority of war victims were unemployed, with limited opportunities to earn regular incomes. They had intermittent opportunities to be hired as underpaid casual labourers or had resorted to petty trade, woodcutting or scavenging. Returning IDPs/refugees generally find that the property left behind has been looted or destroyed. An assessment of the conditions of schools and health centres nationwide was carried out by the Government and included in the national Quick Action Plan for reconstruction. These surveys have not yet been completed in the insecure areas. Village infrastructure is generally in disrepair or in a state of abandonment.
14. The beneficiaries' overwhelming poverty generally prevents them from procuring the basic goods they need to sustain themselves and rebuild their communities. Since the commercial purchase by refugees of inputs or tools for repairs and rehabilitation is usually not possible, these items are being supplied along with food aid by bilateral and multilateral donors, and NGOs.

NUTRITIONAL ASPECTS

15. Many surveys have demonstrated that the IDP and refugee populations are fragile from a nutritional point of view. Great local and seasonal variations in severe and moderate malnutrition have been regularly reported, but could not always be clearly explained. The joint WFP/UNHCR/donor mission of September/October 1996 requested that a national



surveillance network be set up, involving the Government, the United Nations and donors, and NGOs under the overall coordination of the Committee on Food Aid (CFA). All data collection and treatment systems managed by this network are being standardized by the WFP-chaired CFA and the geographic coverage is being rationalized. This surveillance covers all the activities supported by the PRO. Among the categories for scoring on these surveys are children under five, children between six and 15, women between 16 and 35, working individuals, elderly persons and visibly disabled people.

FOOD RATIONS AND REQUIREMENTS

16. The food basket and ration scale are, by and large, in line with the recommendations made by previous assessment missions. However, the joint mission of September/October 1996 has introduced minor changes. A ration for food for work was introduced and pulses were provided to all sub-projects, whereas the same had previously been reserved for children under five.
17. Therapeutic wet feeding will not be dispensed to the same individuals during the full year. The average duration of wet feeding will be approximately 60 days per recipient. The tables in paragraphs 9 and 20 anticipate that at all times during the year, 30,000 vulnerable persons in Sierra Leone will require reinforced nutritional care.

DEVELOPMENT CONSIDERATIONS

18. Various targeted feeding schemes which had commenced under the previous EMOP phase will be implemented for the period July 1997 to June 1998. These will continue to support the return of the strife-affected populations to their villages, help them rebuild their communities, provide food for children's growth and education, and protect the vulnerable individuals and families against adverse circumstances. Due to the drawn-out schedule of the repatriation and resettlement phases, stretching from January 1997 to July 1998, and the various constraints and opportunities which will influence individual choices, the members of participating families will be involved concurrently in various targeted feeding programmes. This situation will ensure that, at least, basic food requirements are met for the resettling refugees and IDPs at a crucial juncture.
19. PRO 5802 will include the following sub-projects:
 - a) **Continued support to 11,340 Liberian refugees in Sierra Leone.** This assistance will be implemented by UNHCR until the security situation becomes satisfactory in Liberia and repatriation can be organized.
 - b) **Returning refugees resettlement package.** This package is the same that was provided for the resettlement of the first IDPs to return during the first semester of 1997. Refugees in neighbouring countries require more time for weighing the pros and cons of returning to Sierra Leone. It is estimated that 86,500 refugees will choose to return during the PRO period. This number corresponds to 50 percent of the group covered under the previous emergency phase, with the estimated needs taking into account the gender of household heads.

WFP food aid under this scheme will be a one-time grant to be given prior to the refugees' departure. Rolling verification exercises will allow the Government, WFP



and the CFA to know precisely where the returnees plan to resettle. Food aid stocks will be prepositioned in accordance with this knowledge.

- c) **Vulnerable group feeding for 180,000 recipients.** Therapeutic feeding will be available to a maximum population of 30,000 beneficiaries suffering from serious malnutrition; this case-load includes resettling IDPs, populations stranded behind former guerrilla lines, former RUF captives, etc. The selection criteria will be strictly nutritional and the treatment will last an average of 60 days, with specific discharge criteria. This programme will be under the responsibility of the Ministry of Health and medical NGOs.

A safety net system will be available to 150,000 beneficiaries who face difficulties in resettling and do not succeed in becoming self-sufficient in the first year, due to their vulnerability (categories mentioned under the section "Nutritional aspects" above), or external circumstances beyond their control, i.e., families who repatriated or resettled during the period covered by EMOP 5767 (Exp.1), but arrived too late for the planting season or did not succeed in becoming self-sufficient during the first cycle.

IDPs who are unable to resettle and stay behind because of personal circumstances (handicapped, sick, elderly, etc.) will also be covered by this programme. This safety net will be managed by NGOs such as CARE, Catholic Relief Services (CRS), World Vision, etc.

- d) **Emergency school feeding** will be provided to a total of 100,000 children aged six to 14 in the resettlement areas. Emergency school feeding will be phased out from Freetown and other areas which have been secure for several years. Under this component, 50 percent of resources will be invested in girls and WFP food aid will not be provided to schools which do not reach an enrolment ratio commensurate with the proportion of school-age girls in the local population. An additional take-home ration for school girls will be introduced with a carefully selected partner to test its effect on girls' school attendance.
- e) **Food for work (FFW).** A framework of activities suitable for FFW support, based on needs identified by community leaders, will be developed by the Inter-agency Technical Review Committee (i.e., United Nations agencies, NGOs, and representatives from the Ministry of Resettlement, Reconstruction and Rehabilitation (MRRR)). The FFW programme will benefit 50,000 adults. It will be implemented with NGO support, through community-based schemes aiming at reconstructing village infrastructure and supporting agricultural production. Food for work may also help to maintain basic services for an initial period. All these schemes will be based on a participatory approach and simple, tested technologies.

Food for training for 25,000 participants will be part of the support to resettlement and rehabilitation, equipping people to rebuild their society and diversify their skills. In all these schemes, WFP will ensure that 50 percent of the invested resources, and training and work opportunities go to women.

20. In order to support the PRO, a total of 46,359 tons of food commodities will be required for the 12-month period from 1 July 1997 to 30 June 1998. Details are as follows:

FOOD COMMODITY REQUIREMENTS				
Sub-project	Number of days	Daily ration (grams)	Case-load	Total (tons)



Refugees/Returnees				
Cereals	30	200	86 500	519
Vegetable oil		25		65
Subtotal				584
Liberian refugees				
Cereals	365	200	11 340	828
Vegetable oil		25		103
Subtotal				931
Therapeutic feeding				
Cereals	365	100	30 000	1 095
Vegetable oil		50		548
Pulses		60		657
Corn-soya blend		200		2 190
Subtotal				4 490
Safety net ration				
Cereals	365	300	150 000	16 425
Vegetable oil		25		1 369
Corn-soya blend		125		6 844
Subtotal				24 638
Emergency school feeding				
Cereals	210	200	100 000	4 200
Vegetable oil		20		420
Pulses		50		1 050
Subtotal				5 670
Food for training				
Cereals	210	200	25 000	1 050
Vegetable oil		25		131
Pulses		60		315
Subtotal				1 496
Food for work				
Cereals	120	1 000	50 000	6 000
Vegetable oil		125		750
Pulses		300		1 800
Subtotal				8 550
Total				46 359

GENDER ISSUES

21. Women and children comprise the majority of the case-load and, under this PRO, special efforts will be made to provide women with information and opportunities to take advantage of rehabilitation assistance. Towards this priority objective, WFP will coordinate its actions with the Ministry of Gender, local women's groups, regional authorities and implementing partners.
22. The collection of gender-disaggregated data in Sierra Leone has been systematic since 1995. Distribution reports distinguish between women, children and men. The CFA's and WFP's data collection methods are being further refined as regards the nutritional and socio-economic circumstances of women and girls, and their degree of vulnerability.



Different surveillance models are being tested and gradually introduced by the CFA's technical committee.

23. Sierra Leonean society does not erect cultural barriers to the participation of women in socio-economic activities, and more and more of them are working in national and international NGOs at increasing levels of responsibility. In order to support this trend further, WFP is working with all implementing partners and the Government to recruit more women and promote more of them to positions of authority within the organizations involved in food aid management. Specific guidance to this effect is sent regularly by the WFP country office to the agencies concerned. Letters of Understanding (LOUs) with all of WFP's implementing partners are being rewritten in this light.
24. A WFP gender specialist visited Sierra Leone in November 1996, and has made concrete recommendations regarding registration, targeting and monitoring. Measurable gender indicators are being evaluated by the CFA technical committee. Sensitization programmes are conducted by NGO implementing partners. Gender focal points are now employed in all WFP sub-offices. Under this PRO, it is planned to sell WFP food containers, with the proceeds being reinvested in the promotion of projects focusing on women, as more projects of this type are coming on line nationwide. WFP is also requesting the Government to prevent the levy of unauthorized local "taxes" by ad hoc authorities, as these are especially disadvantageous for the poorest households.
25. WFP is promoting gender-responsive policies with other private and public agencies in the areas of census/registration of women and girls, and through individualized distributions, the inclusion of female office holders, and the improvement of communications between women beneficiaries, the Government and WFP.
26. For improved monitoring and reporting, WFP and the CFA are field-testing a rolling verification system which will collect more refined data on female/male food recipients, on the percentage of positions in food management committees, and on the results of food-for-work activities carried out by individual women or women's groups. WFP has set aside funding to support gender action plans. These funds will be used to contract national development specialists, and to train field officers and food monitors.

MODE OF IMPLEMENTATION

27. All programmes will be implemented in close cooperation between the Government, WFP, and local and international NGOs, with back-stopping support from the UNDP/Department of Humanitarian Affairs (DHA) Humanitarian Assistance Coordination Unit (HACU). The operational coordination of food aid programmes between WFP, NGOs and other stakeholders is under the authority of the CFA, chaired by WFP. Implementing partners who have signed LOUs with WFP will work through community-based structures, and formal and informal beneficiary groups.
28. Non-food assistance and technical inputs will be provided by various donors, including other United Nations agencies, government-to-government cooperation, NGOs, and national resources. MNRRR and HACU will coordinate the distribution of investment and technical assistance, most of which was pledged during the Geneva roundtable for Sierra Leone in September 1996.



29. Due to the scale of needs and the complexity of the various approaches, the collaboration of all national and international relief and development organizations will be welcomed whenever it fits within a mutually agreed programme.
30. WFP's key role in the integrated national resettlement programme will require an expansion of its logistics capacity. A major aspect of this expansion will be deliveries from extended delivery points (EDPs) to final distribution points (FDPs). At the time of writing this document, WFP is using ten EDPs, including the Freetown area. When this PRO reaches its peak, 12 to 15 EDPs will be required (Waterloo, Grafton, Jui, Old Fourah Bay, Clay, Makeni, Bo, Kenema, Sebgwema, Bonthe, Magburaka, Pujehun and Kailahun).
31. The local transport sector will attract greater demand from both the commercial operators and the relief organizations. In addition, returning IDPs and refugees will often be transported by truck, thereby placing further pressure on existing capacity. This will probably cause the transportation rates on the main roads to increase considerably. Moreover, existing commercial fleets will not be sufficient, as a result of war-related losses. It is anticipated that the inland transport section of the land transport, storage and handling (LTSH) rate will increase substantially. WFP will continue to benefit from the fleet of German Agro Action (GAA) trucks (however limited), while more logistical input from NGOs will be required to supplement the deliveries. The port of Freetown will remain the main point of entry. Warehousing infrastructure is being reinforced with special assistance from the Government of Switzerland, but it is expected that increased demand by traders and relief agencies for storage facilities will result in additional costs and reduced availability. Increasing the areas of operation will necessitate the opening of new EDPs at Kailahun, Kambia, Port Loko and Moyamba. Effective deliveries will continue to depend on continued security.

MONITORING

32. In the switch from emergency relief to a rehabilitation mode, WFP monitoring strategies are being adjusted in order to keep track of the populations' movements from concentrated shelters and camps to dispersed villages. The revised monitoring methods place emphasis on locating the resettled communities, the socio-economic assessment of their new situation, the surveying of their medical and nutritional condition, and the effectiveness of the various rehabilitation and development projects offered to these populations. Whenever appropriate, all collected data are gender-disaggregated.
33. Due to the scale of monitoring needs, a stricter coordination between all participating agencies is being promoted through the technical committee of the CFA and MNRRR. This coordination could be reinforced further by the availability of adequate resources, allowing the strengthening of WFP country offices, together with the recruitment of additional United Nations Volunteer (UNV) field monitors and local support staff. With assistance from the Government of Japan and the Norwegian Refugee Council, WFP is upgrading its communication network within the sub-region, including in Sierra Leone.
34. Once fully operational, the WFP/MNRRR/CFA/NGO monitoring system will concentrate on improving inter-agency case-load management and implementation of the targeted feeding programmes through, *inter alia*, rolling verification teams, household surveys, systematization of nutritional data recording and the commissioning of a modern commodity tracking system by mid-1997.



RESOURCING

35. All commodities will be channelled on a multilateral basis by donors through the PRO, with the exception of the USAID Food for Peace bilateral programme through CRS, World Vision and CARE.
36. With regard to basic care, maintenance services for the Liberian refugees and the organization of the return operation from Guinea for the Sierra Leonean returnees, UNHCR estimates that over 21 million dollars will be needed during the period covered by the PRO.

PROJECT COSTS

37. The estimated project costs are as follows:

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Bulgur wheat	20 000	218	4 360 000
– Maizemeal	10 117	320	3 237 440
– Vegetable oil	3 386	888	3 007 400
– Pulses	3 822	450	1 719 900
– Corn-soya blend	9 034	338	3 056 900
Subtotal commodities	46 359		15 31
External transport	46 359	112.99	5 21
Land transport, storage and handling (LTSH)			
ITSH	46 359	131.00	6 07
Subtotal direct operational costs			26 69
B. Direct support costs (see annex for details)			2 71
Total direct costs			29 47
C. Indirect support costs (7.1 percent of total direct costs)			2 09
TOTAL WFP COSTS			31 56
TOTAL PROJECT COSTS (WFP and other donors)²			105 50

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

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.

² The Government of Sierra Leone has requested 211 million dollars (including food aid) from the donor community for a two-year comprehensive rehabilitation programme. Pledges already made following the Geneva Roundtable in September 1996 appear to fully cover this request.



RECOMMENDATION OF THE EXECUTIVE DIRECTOR

38. The project is recommended for approval by the Executive Board.



ANNEX

DIRECT SUPPORT REQUIREMENTS (dollars)	
WFP COSTS	
Staff costs	
International	753 350
United Nations Volunteers	180 000
International consultants and SSA	-
National professional officers	25 000
Local staff and temporaries	563 750
Subtotal	1 522 100
Technical support services	
Project appraisal (project monitoring)	20 000
Project evaluation	25 000
Subtotal	45 000
Travel and DSA	
International	16 000
In-country	36 740
Subtotal	52 740
Office expenses	
Rental of facility	20 000
Utilities	23 000
Communications	46 000
Office supplies	36 400
Equipment repair and maintenance	-
Subtotal	125 400
Vehicle operation	
Maintenance	44 000
Fuel	26 000
Subtotal	70 000
Equipment	
Communications equipment	15 000
Vehicles	100 000
Computer equipment	72 000
Agricultural equipment	-
Warehouse equipment	-
Other equipment (office furniture)	56 300
Subtotal	243 300
Non-food items	
Storage facilities	267 750
Kitchen utensils	106 000
Seeds	175 780
Milling costs	-
New UN system accommodation (rehabilitation)	175 000
Subtotal	724 530
TOTAL	2 783 070



