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PROTRACTED RELIEF AND RECOVERY OPERATION—SRI LANKA 6152.00

Relief and Recovery Assistance to Internally Displaced Persons in Sri Lanka¹

Number of beneficiaries 100,520
Duration Two years
(1 January 2000 to 31 December 2001)

Cost (United States dollars)²

Total cost to WFP	12,973,786
WFP food cost	9,547,395
Total cost to Government	7,681,085
Total cost	20,654,871

¹ The operation was preceded by PRO 5346.05—Extension of Relief Assistance to Internally Displaced Persons in Sri Lanka.

² One United States dollar equalled 70.05 Sri Lankan rupees in June 1999.

ABSTRACT

Sri Lanka is a low-income, food-deficit country (LIFDC) of 18 million people. Notwithstanding continuous efforts to become self-sufficient in rice, there is still a significant dependence on imports. In recent years, Sri Lanka has been importing nearly 45 percent of its cereal requirements. Food availability in general has been low; the dietary energy supply (DES) amounted to 2,260 Kcal in 1998. The FAO Aggregate Household Food Security Index (AHFSI) for Sri Lanka was 84.7 for the period 1993–95. The UNDP Human Development Index value for 1998 was 0.716. The average yearly per capita income is US\$ 670. On the basis of the World Bank's "dollar-a-day" criterion of poverty 35 percent of Sri Lankans were estimated to be poor in 1990-91. The under 5 mortality rate in 1998 stood at 22 per 1,000 for boys and 20 per 1,000 for girls. All these national indices do not include some 15 percent of the population, living in the conflict-affected North and East.

The internal conflict, which erupted in the Northern and Eastern provinces of Sri Lanka in 1983 and escalated in intensity in the ensuing years, has resulted in large-scale displacements. About two million people have been directly affected by the conflict. The Government provides food and other humanitarian assistance to some 650,000 internally displaced persons (IDPs) exclusively from its own resources.

WFP has been assisting IDPs in Sri Lanka since 1992. The core objective of this PRRO is to provide relief food assistance to some 85,550 displaced persons worst affected by the conflict. They have been forced to flee their homes and are housed by the Government in 273 welfare centres located in eight districts of the Northern and Eastern provinces.

With the conflict areas being gradually reclaimed by the Government, displaced persons have started returning to their villages, but require initial assistance to commence normal lives. Under this PRRO, WFP food assistance for some 15,000 returnees in 2000 and 20,000 in 2001 will be an important complement to a Government-provided relocation package. This recovery food assistance will mainly be used for the rehabilitation of village-based drinking water and irrigation structures.

The overall project implementation responsibility is with the Department of Social Services of the Ministry of Social Services. Project mechanisms have been developed to ensure the collection of food rations by women, their representation on coordination and management committees, and support to their income-generating activities.

WFP food aid is the primary source of nutritional support and assistance to displaced persons living in welfare centres. Daily food rations consisting of WFP-provided rice, pulses, sugar and iodized salt, and Government-provided coconut oil will be distributed. In addition, children under 5, and expectant and nursing mothers will receive a supplementary ration.

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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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2641).



ACRONYMS USED IN THE DOCUMENT

AHFSI	Aggregate Household Food Security Index
CCA	Common Country Assessment
DAS	Department of Agrarian Services (of the Ministry of Agriculture and Lands)
DES	Dietary energy supply
DSS	Department of Social Services (of the Ministry of Social Services)
IDP	Internally displaced person
LIFDC	Low-income, food-deficit country
MPCS	Multi-purpose Cooperative Society
MRI	Medical Research Institute
RRAN	Resettlement and Rehabilitation Authority for the North
VAM	Vulnerability Analysis and Mapping

RECOVERY STRATEGY: CONTEXT AND RATIONALE FOR PROVIDING ASSISTANCE

Situation Analysis

1. Sri Lanka is a low-income, food-deficit country (LIFDC) of 18 million people with an average yearly per capita income of US\$670. Rice and wheat make up nearly 60 percent of the Sri Lankan diet. Notwithstanding continuous efforts to become self-sufficient in rice, there is still a significant dependence on imports. In recent years, Sri Lanka has been importing nearly 45 percent of its cereal requirements. Food availability in general has been low; the dietary energy supply (DES) amounted to 2,260 Kcal in 1998.¹ The FAO Aggregate Household Food Security Index (AHFSI) for Sri Lanka was 84.7 for the period 1993-95. The Human Development Index value for 1998² is 0.716. In the South Asia region, only one other country has lower indices. The average daily wage for unskilled labour amounts to US\$2.3 for men and US\$ 1.9 for women (Central Bank, 1998).
2. Nearly two decades of economic reforms have not been able to arrest the poverty problem in Sri Lanka. On the basis of the World Bank's "dollar-a-day" criterion of poverty based on Purchasing Parity Exchange Rates, 35 percent of Sri Lankans were estimated to be poor in 1990-91 (latest data available). The under 5 mortality rate in 1998 stood at 22 per 1,000 for boys and 20 per 1,000 for girls. All these national indices do not include some 15 percent of the population, living in the conflict-affected North and East.
3. Internal conflicts in Sri Lanka's Northern and Eastern provinces commenced in 1983 and escalated in intensity in the ensuing years. Civilians trying to escape to areas under Government control were caught in crossfire between the military and the rebels. Major offensives caused large displacements in 1990, 1995, 1997 and more recently. The Government's aim is to reclaim areas under control of the separatist rebels. The rebels' objective is to establish an autonomous homeland for the Tamil populations in the North and East of the island.
4. The conflict has claimed many lives and has had a devastating impact on the economy at large. An estimated 2 million people are directly affected by the conflict through displacements and massive destruction of infrastructure and property. Internally displaced persons (IDPs) have sought refuge in welfare centres or are residing with friends and relatives in the expectation that one day they will be able to return to their home areas.
5. Against this national context, the nutritional and food security status of IDPs is precarious. In most of the cases IDPs have left their assets behind and their income-generating ability is very limited. While many are residing with friends and relatives, those residing in government welfare centres rely on food aid distribution to meet their basic food needs.
6. The prospects for an early and lasting reconciliation between the warring parties are as yet not very promising. Alternating periods of fierce fighting and brief cessation of hostilities have marked the past 15 years. Offensives and counter-offensives, each claiming

¹ FAO, PR98/70, 1998.

² UNDP, *Human Development Report*, 1998; HDI is a composite indicator reflecting life expectancy, educational attainment and income; Sri Lanka ranks 90th out of 174 countries.



territorial gains, have caused multiple displacements of people fleeing crossfire. Others, faced with personal threats or ethnic persecution, have left their places of origin and sought refuge in border districts.

7. The Government provides food and other humanitarian assistance to some 680,000 IDPs¹ and to economically affected people; the majority are living with friends and relatives and have access to other sources of income. Therefore, the Government food ration of approximately 1,300 Kcal is considered sufficient.
8. Since 1992, WFP has been supporting the most vulnerable among the IDPs who typically reside in Government welfare centres. Under the ongoing PRO 5346.05 (Extension of Relief Assistance to Internally Displaced Persons in Sri Lanka) WFP food rations are being provided to some 80,000 IDPs who do not receive Government food assistance. WFP beneficiaries are concentrated in 273 welfare centres in seven conflict borderline districts.
9. The Government is committed to giving free access to basic amenities and socio-economic infrastructure such as drinking water, roads, schools and health services to all IDPs. However, there is also a growing realization that many of the IDPs who have stayed in welfare centres for six to seven years may develop a dependency syndrome. In an effort to develop greater self-reliance among the IDPs, the Government has introduced relocation schemes for eligible IDPs. The relocation is either on state land or on private plots of land made available by NGOs or philanthropists. The Government provides an incentive in the form of a multi-stage relocation package under its Unified System of Assistance.
10. The Government recognizes that the resettlement of IDPs to their original places of residence is not immediately feasible for more than a limited number of families.
11. As there appear to be no prospects for an early settlement of the conflict, this PRRO foresees the continuation of relief assistance for 24 months to IDPs in welfare centres after the termination of the current PRO 5346.05 on 31 December 1999.
12. The extent to which recovery activities can be undertaken depends on relocation and resettlement opportunities that arise. Voluntary relocation of welfare centre residents is mainly determined by the Government's Unified System of Assistance, under which, due to budgetary constraints, a limited number of IDPs are allocated land and receive an installation grant to construct a permanent dwelling.
13. Relocating and resettling IDPs receive a six-month phase-out food aid ration. In addition, recovery assistance is planned to be provided for a maximum of four months in the form of food-for-work activities aimed at restoring relocated people's self-reliance.
14. Resettlement opportunities, i.e. IDPs returning to their places of origin, are largely determined by the security situation. In 1998, as newly reclaimed parts of the Jaffna peninsula became available for resettlement, WFP provided recovery assistance in the form of a pilot project to some 2,000 returning families for a period of three months. In 1999, some 2,500 families are expected to receive recovery assistance under a pilot component of project Sri Lanka 4521.00. Both interventions were aimed at enabling returning IDPs to achieve a state of self-reliance by focusing on rehabilitation of war-damaged drinking water and irrigation facilities under a community-based self-help modality. It is planned to include a growing share of this type of recovery assistance under the PRRO.

¹ Commissioner General of Essential Services, Report on Issue of Dry Rations, February 1999.

15. Income-generating activities for women through training and micro-credit schemes have been introduced under the PRO phase as a first step towards the restoration of self-reliance in welfare centres. It is proposed to further expand this recovery assistance under the PRRO based on careful monitoring and assessment of these activities.

Needs Assessment

16. The nutritional status of the Sri Lankan population is distressful, as reflected by the fact that 14 percent of all children in the age group of 6–59 months suffer from wasting (Demographic and Health Survey, Department of Census and Statistics (1993)—Vitamin A Status of Sri Lanka, Medical Research Institute, 1999) and 34 percent in this age group are underweight, and that 39 percent of all mothers are anaemic (UNICEF, The State of the World's Children, 1998). Sri Lanka ranks 83rd of 96 developing countries listed with regard to child malnutrition. In South East Asia, only Bangladesh has a worse performance. However, these indicators are from surveys that do not cover the North and East of the country, nor do they include IDP welfare centres. As no comprehensive survey results were available for the IDP population, WFP, in conjunction with the Department of Social Services, undertook a nutritional survey¹ during May 1999 to establish the nutritional status of IDPs in welfare centres which are currently assisted by WFP or planned to be assisted. The survey took measurement of about 10 percent of children under 5 in IDP welfare centres in eight districts (including those in Jaffna not yet assisted by WFP). The preliminary results show that the nutritional status among under-fives in particular and of the welfare centre population in general is substantially worse than the national averages. The survey results, district by district and for the entire sample, are as follows:

TABLE 1: PREVALENCE OF MALNUTRITION IN IDP WELFARE CENTRES¹

	Number of centres	%		
		Wasting	Stunting	Underweight
Puttalam ²	3	12.3	27.6	40.9
Anuradhapura ²	1	17.5	23.0	42.9
Polonnaruwa ²	1	9.1	20.2	32.3
Mannar ³	1	19.3	48.4	62.7
Vavuniya	1	19.5	51.0	63.1
Ampara ³	1	16.3	50.0	60.9
Trincomalee ³	1	16.9	28.6	38.3
Jaffna ⁴	4	18.0	44.5	56.3
Average entire sample		15.6	35.1	48.4
National data 1996		14.0	18.0	34.0

Source: Medical Research Institute (MRI)/WFP, 1999.

¹ Disaggregating the nutritional survey results by gender shows a marginally better status for girls.

² Welfare centres assisted by WFP.

³ Welfare centres planned to be assisted by WFP.

⁴ Three centres planned to be assisted plus one other.

17. Further analysis of the nutritional survey reveals that malnutrition was less in those welfare centres which had been receiving WFP food assistance over the past years than in those not yet receiving and in other centres.

¹ Methodology for calculation of wasting (weight/height), stunting (height/age) and underweight (weight/age) used – 2 standard deviation of median in accordance with national survey practice.



18. The fact that most welfare centres are located in the dry zone of the island, where agricultural productivity is low and the demand for farm labour limited, may explain why vulnerability and malnutrition among IDPs are higher than in the rest of the country. Most IDPs are unable to generate a significant income and rely on relief food distribution to meet their most basic nutrition requirements. In some welfare centres, IDPs' freedom of movement is limited to such an extent that virtually no income generation is possible. It should be mentioned that people turn to these centres after having explored all other options.
19. A joint United Nations Food Security Mission scheduled for the last quarter of 1999 is expected to contribute to a more complete picture of vulnerability and food insecurity in Sri Lanka. Part of the terms of reference of the mission will be to identify the food/food aid needs of vulnerable sections of the population in the conflict zones and to compare them with those in the other areas of the country, including the IDP welfare centres. The mission will also provide targeting directions for effective recovery and food security projects. Thus, the outcome of this mission is expected to provide more concrete guidance for the selection and design of recovery activities envisaged under this PRRO.

Beneficiaries

20. **Relief.** Basic data on the proposed number of beneficiaries are provided in Annex III. The total number for relief assistance is estimated at 85,520 persons during the first year. The increase from the present level of 79,515 is on account of a planned extension of WFP coverage to the now cleared Jaffna district in the Northern Province first under relief and later under recovery activities. The findings of the Project Review Mission, which will be scheduled for the first half of 2000, will provide further guidance on the design and implementation of WFP's intervention in Jaffna. The mission will also make recommendations regarding the necessity of posting a WFP officer in Jaffna. Respective budget provisions have been made.
21. **Recovery.** An additional 15,000 IDPs, i.e. some 3,000 households, should receive recovery assistance, since they are expected to move out of welfare centres in the first year of the PRRO and return to their places of origin as resettlement opportunities arise. During the second year of operation, it is expected that the number of returning IDPs receiving recovery assistance will increase and consequently relief feeding to IDPs in welfare centres would be reduced.

TABLE 2: NUMBER OF RELIEF AND RECOVERY BENEFICIARIES IN 2000 AND 2001

Year	Number of relief beneficiaries	Number of recovery beneficiaries	Total number of beneficiaries
2000	85 520	15 000	100 520
2001	80 520	20 000	100 520

22. Annex IV provides a map showing the geographical location of welfare centres proposed for WFP food assistance and indicates the areas proposed for recovery activities.
23. Eligibility criteria for WFP relief food assistance remain the same as under the current PRO. These criteria include that IDPs should:

- a) reside permanently in identifiable welfare centres;
- b) have a monthly household income of less than Rs1,500 (assessed through regular surveys); and
- c) not benefit from the Government's relocation grant under the Unified Assistance System.

IMPLEMENTATION PLAN

Relief and Recovery Activities

- 24. Food aid will serve the two purposes of sustaining IDPs in welfare centres (relief) and providing an investment enabler for resettling households during the transitory period of rehabilitation of their livelihoods (recovery). In the latter case, food aid will be provided on the basis of progress of physical activities under a food-for-work modality.
- 25. Food aid as a resource is deemed appropriate in view of:
 - a) the initial inability of IDPs to meet their food requirements;
 - b) the newly cleared areas' general staple food deficit; and
 - c) improperly functioning markets and in-country trade restrictions.
- 26. WFP foresees that the need to support IDPs with food aid will continue for the period 2000–2001. However, in the first half of 2000 a Project Review Mission will, *inter alia*, assess and advise if and how WFP food aid can be increasingly targeted to assisting those parts of the conflict-affected population who are most vulnerable, inside and outside of welfare centres in both cleared and uncleared areas. This mission will also look specifically at how the PRRO's income-generating component could be strengthened.
- 27. WFP will seize emerging opportunities to assist resettlement in secured areas. In the context of the Project Review Mission recovery activities will be developed to enable returning IDPs to resume a productive existence as quickly as possible.
- 28. Possibilities for recovery activities are arising in Jaffna peninsula and in Mannar. More than 100,000 persons have returned to the Jaffna peninsula in 1998. Self-reliant existence is impeded by massive destruction of basic infrastructure. Based on a Government request for food assistance for returning IDPs, WFP has provided recovery assistance under a pilot project in Jaffna in 1998 and again in 1999. Based on the experience gained from these projects, recovery activities for the period 2000–2001 are included under this PRRO.

Objectives

- 29. The objectives for providing WFP assistance to IDPs are two-fold:
 - a) ensure access to an adequate diet; and
 - b) contribute to the restoration of self-reliance and resilience.
- 30. The strategy that has been adopted to reach the above objectives includes the following components:
 - a) provision of nutritionally adequate relief food rations;
 - b) provision of food-for-work assistance for recovery activities for returnees and relocated persons;



- c) assurance that women collect the food rations: ration cards have been issued, indicating the name of the senior female household member as food recipient and showing her photograph (target: 100 percent food collection by women);
 - d) assurance that women are well represented in coordinating and welfare centre management committees for both food assistance and income-generating activities (target: 60 percent committee members to be women; two of the three executive posts within each committee will be held by women);
 - e) provision of management training for female committee members;
 - f) provision of revolving loans and vocational training targeting unemployed women, female heads of households, and adolescent girls and boys to engage in small-scale income-generating activities; and
 - g) close collaboration with UNICEF in assuring availability of cooking utensils and fuel as well as health and sanitation, and coordination with UNFPA on issues of nutritional and reproductive health.
31. The extent to which gender targets are reached will be periodically reported on in a newly designed annex to the quarterly progress report. Indicators are listed under the section on Monitoring and Evaluation.

Key Programme Components

32. The following components are proposed:
- Relief feeding (including supplementary rations) to IDPs in welfare centres;
 - Recovery assistance through food-for-work modality for resettling/relocating IDPs; and
 - Establishment of income-generating activities for women and provision of vocational training in IDP welfare centres.
33. IDPs residing in welfare centres will receive nutritionally adequate relief food aid rations. In order to improve their chances of resuming productive lives, WFP will undertake to develop their skills and create income-generating activities. Under PRO 5346.05 a fund has been established through the sale of empty food aid containers and bags. In addition, income-generating activities for women have been established in a number of welfare centres whereby women who lack sources of income receive an interest-free loan to set up small-scale workshops within the centres. The activities are the women's own initiatives and include tailoring, dairy processing, small repair shops, retail shops, hairdressing and basket-making. The loans vary from Rs5,000 to 10,000 (US\$76–152) and are repaid in ten monthly instalments after a four-month grace period. As at the end of May 1999, 30 revolving funds, each with an initial capital of Rs50,000 (US\$760), had been established benefiting some 300 mainly female-headed households. Beneficiary Contact Monitoring reports show that the activities are viable and the high level of repayment corroborates this. It is proposed that these activities are continued and further expanded to include adolescent girls and boys under the PRRO, depending on the availability of funds. Vocational training courses, resourced from specific or bilateral funding, will be conducted through local NGOs.
34. WFP proposes that the activities supported by micro-credit include the manufacture of tools required for WFP development projects. As such, tool requirements for development activities will secure at least a partial market outlet for goods produced in the welfare centres. This mutually benefiting relationship between development and relief activities

further strengthens the concept of WFP's integrated relief and development interventions in Sri Lanka.

35. Some previously "uncleared" areas are gradually becoming available for resettling IDPs. Returnees face enormous difficulties when trying to re-build their lives and re-establish their livelihoods in an almost completely destroyed environment. In response to specific Government requests and in coordination with the Resettlement and Rehabilitation Authority for the North (RRAN), WFP will provide recovery assistance to returning displaced persons. Activities will be aimed at restoring people's self-reliance, specifically through the rehabilitation of drinking water and irrigation infrastructure so as to ensure re-establishment of their food security status.
36. The project will also consider food-for-work recovery activities for conflict-affected border villages whose residents, in fear of offensives and counter-offensives, seek temporary shelter at night in neighbouring villages. However, food assistance will be provided only after careful examination of concrete activity proposals in which the role of food aid is clearly demonstrated.

Institutional Arrangements and Selection of Partners

37. The overall project implementation responsibility will rest with the Department of Social Services (DSS) of the Ministry of Social Services. A project management unit headed by a full-time Project Coordinator at the level of Deputy Director and an assistant supported by administrative and field staff, including a Data Processing Officer, will be made available to the project by DSS.
38. Food commodities will be arriving at the port of Colombo and stored at the Food/Land Commissioner's warehouses. For distribution to welfare centres, DSS will continue to use the Multi-purpose Cooperative Society (MPCS) sales outlets (National Distribution Network), as final distribution points for WFP-supplied commodities. All in-country transport, handling and storage charges will be borne by the Government.
39. At the field level, Divisional Secretaries, Assistant Divisional Secretaries, Social Service Officers and *Grama Niladaris* (village heads) will be responsible for day-to-day administration of the welfare centres and for coordination with the MPCS outlets. Welfare centre committees with at least 60 percent representation of women will be established in all WFP-assisted welfare centres to ensure, *inter alia*, accurate weights and timely distribution of food commodities. Detailed implementation guidelines and a comprehensive system of household/family ration cards, check lists and reporting formats are already in place and are effectively used.
40. For recovery activities in the Jaffna Peninsula, WFP commodities will be transhipped into smaller vessels, forwarded to Point Pedro or Kankasanturai and stored at the Government Agent's Puloly warehouse. The Assistant Commissioner for Agrarian Services will arrange for transport to Agrarian Service Centres stores in the proximity of the project sites from where beneficiaries will draw their rations. DSS, in conjunction with the Department of Agrarian Services of the Ministry of Agriculture and Lands (DAS), will jointly assume implementation responsibility for recovery activities and provide necessary counterpart funds to cover structural and monitoring costs.
41. A United Nations task force (former Emergency Task Force, since December 1998 Relief and Rehabilitation Theme Group) has been in place since May 1995 for the periodic review of the humanitarian situation in the conflict zone. Six United Nations agency representatives, including WFP, signed a joint United Nations Letter of Intent in response



to the Government's request for assistance for IDPs returning to areas opened for resettlement. A United Nations compound, including a logistics centre, was established in Jaffna in 1998. WFP's proposed recovery activities to rehabilitate war-torn drinking wells and irrigation structures form an integral part of a concerted United Nations approach to support the resettlement of displaced persons.

42. Collaboration with UNICEF has been successfully pursued with regard to the provision of cooking utensils and fuel, and improvement of health and sanitary conditions in WFP-assisted welfare centres. Coordination with UNFPA's programmes on nutritional and reproductive health will be continued and expanded.
43. Mention should be made that a management committee comprising representatives from all United Nations agencies has identified the main topics and relevant indicators to be covered in the Common Country Assessment (CCA) document. Consequences of Armed Conflict is one main topic in the CCA. A panel of consultants headed by a team leader has been appointed for writing the report. The first draft of the CCA document is expected to be completed by early November 1999.

Capacity-building

44. Training for WFP country office staff and counterpart staff is deemed particularly useful in participatory approaches and on participatory rural appraisal techniques. These techniques will assist the staff in identifying community needs of relocated and resettled IDPs, and develop activities accordingly. They will also be useful in conducting beneficiary-focused participatory monitoring.
45. In order to ensure that the project's objective and fundamental concepts are understood and to develop counterpart staff's basic skills required for project implementation, the following training modules are planned during the course of the project:
 - Project management, monitoring and gender sensitization for senior and junior managers;
 - General welfare centre management for camp officers; and
 - Food storage management and record keeping for officers of multi-purpose cooperative societies.
46. The costs of WFP country office and counterpart training staff have been included in the direct support cost budget (Annex II). In addition, WFP will seek specific or bilateral funding for needs-based vocational training of female IDPs and general management training of welfare centre committee members.

Environment

47. The impact of the welfare centres on the environment is considered substantial in a number of situations. The PRRO proposes assistance to some 273 welfare centres, the average population per centre is less than 400. Deforestation is a major problem and high demand for fuelwood in welfare centres is one of the primary factors effecting forest cover. Latrines and other sanitary facilities have been established within the welfare centres, thus decreasing the pressure on the surrounding land. Kerosene cookers and kerosene fuel provided by UNICEF to IDPs assisted by WFP in welfare centres will decrease the requirement for fuelwood.

Monitoring and Evaluation (M&E)

48. The Project Steering Committee headed by the Secretary to the Ministry of Social Services will review project performance at least once every two months on the basis of qualitative information and key performance indicators presented by the Director, DSS and the Commissioner for Agrarian Services. Detailed monthly reporting formats are already in use to report from the divisional level to DSS on key project implementation indicators, which include:
- Number of persons by gender in welfare centres;
 - Number of general food rations issued to IDPs by gender;
 - Number of supplementary rations issued to children under 5, expectant and nursing mothers;
 - Financial statement of generated funds (from sale of empty food aid containers and bags);
 - Number of men/women in different levels and types of management positions (welfare centre committees, divisional secretaries, management and steering committees);
 - Number of people (disaggregated by gender) resettled or relocated;
 - Number of persons taking loans from fund and amounts of loans (by gender); and
 - Number of male/female household members collecting the food rations.
49. DSS compiles quarterly progress reports for submission to the country office. The country office supplements these reports with findings of its own field visits and those obtained from its implementing partners and prepares quarterly reports. These reports will provide quantitative and qualitative information on food distribution and achievements in recovery activities.
50. In order to monitor the nutritional status of the IDPs, the prevalence of child malnutrition is proposed as the key indicator. The results of the nutritional survey carried out in May 1999 will serve as a baseline against which the nutritional status of children will be monitored through periodic surveys of randomly selected samples. Other reference points will include national, provincial and district nutritional data collected during the vulnerability analysis and mapping (VAM) exercise.
51. The extent to which the recovery activities were successfully implemented will be assessed with the help of proxy indicators such as land developed, area cultivated, houses built, and livestock owned by re-settled former IDP households. Data collection and survey costs have been reflected in the PRRO budget.
52. Subject to the recommendations of the foreseen Project Review Mission, greater attention may be given to recovery activities. This will also be in accordance with the prevailing security situation at that time. This mission will also look into the development activities of the PRRO in relation to those under project Sri Lanka 4521.00.

EXIT STRATEGY

53. In view of the persistence of the civil conflict, the country office foresees the continuation of the current relief effort beyond the time period of the proposed PRRO. However, it is expected that the overall number of beneficiaries will decrease gradually and



that in future years substantial shifts from relief to recovery assistance will be possible. It is also anticipated that the current trend of voluntary relocation of IDPs will continue, further decreasing the relief assistance requirements. Provisions are in place to discontinue food assistance to relocating IDPs after a six-month period. Food-assisted recovery activities are limited to a critical investment phase that typically extends to some four months. The Project Review Mission will also review the current project approach and will look into the possibilities of a shift from support to welfare centres to a targeted supplementary feeding programme for vulnerable groups inside and outside of welfare centres.

RISK ASSESSMENT

54. WFP's planned relief assistance is based on the moderately optimistic assumption of a reduced level of hostilities in the North and East and a gradual return to normalcy in a post-conflict era. Subject to the recommendations of the Project Review Mission, WFP may discuss the need and explore with Government authorities possibilities for targeted assistance in the uncleared areas.
55. In the event of an increase in hostilities resulting in higher levels of displaced persons, it is proposed to shift the current allocation of food commodities from recovery towards relief. Likewise, should an early settlement of hostilities enable large-scale resettlement, it is proposed to use relief food for recovery activities.
56. The proposed recovery activities mainly focus on irrigation and land rehabilitation yielding short to medium-term returns to the participants in the form of increased harvests during the off-season. The main activity consists of restoring permanent earth structures. The main investment is the participants' own labour, with capital investments kept to a minimum. In view of the uncertainty of the current security situation in the areas selected for resettlement and the people's need for immediate return, this approach was deliberately chosen over full-scale development aimed at building permanent structures the benefits of which will materialize in the long term. These recovery activities are similar to the basic activities under project No. 4521.00.
57. The Government's contribution will cover the implementation costs of the PRRO, structural cost requirements and the internal transport cost of the food. In addition, the Government will also provide coconut oil as part of the ration to IDPs. Delays in disbursement of the counterpart funds and other limitations in implementation capacity may affect the scope, progress of activities and attainment of overall project objectives. However, in view of the positive experience gained with the Government's implementation of previous protracted refugee operations and development projects, this risk is considered minimal.

INPUT REQUIREMENTS

Food Aid Requirements

58. Two rations have been identified according to the requirements of various groups targeted for intervention. A general ration, equivalent to about 2,100 Kcal, will be provided to all eligible IDPs residing in welfare centres. In view of the prevailing rates of child and maternal malnutrition, a supplementary ration with a nutritional value of 500 Kcal and

consisting of an enriched cereal blend, sugar and coconut oil, will be given to children under 5, expectant and nursing mothers. A census of IDPs was conducted by the Government recently and the data are currently being processed. Accordingly, information on the age and gender composition of IDPs is expected to be available soon. The results of this census (on which the Government is expected to conduct follow-ups every year) will be a valuable input to the vulnerability and food needs assessment of IDPs that WFP plans in the context of the Project Review Mission scheduled for the first half of 2000. At that time WFP will review whether to continue to provide full rations to IDPs or if a supplementary feeding programme for vulnerable groups in and outside of welfare centres would be more appropriate. Respective food commodity and ration adjustments may then be made within the overall food budget of this PRRO.

59. Guidelines will be provided to mothers on the use and preparation of the supplementary ration for children. WFP will provide fortification for Government-supplied coconut oil. A food-for-work ration for recovery activities is foreseen for households returning to their places of origin.

TABLE 3: DAILY FOOD RATION AND NUTRITIONAL VALUE

	Commodities					Nutritional value			
	Rice	Pulses	CSB	Sugar	Coconut oil ¹	Iodized salt	Kcal	Protein	Fat
Relief (365 days a year) (grams per person per day)									
General ration	450	50		20	25	5	2 091	42	28
Supplementary ration for:			100	10	10		509	18	16
a) Children under 5 (15% of IDPs)									
b) Expectant and nursing mothers (5%)									
Recovery (120 days) (grams per household per day)									
Food-for-work ration ²	2 250	250		100	125		10 456	208	138

¹ To be provided by the Government.

² Household/family ration.

BUDGET PROPOSAL AND INPUT REQUIREMENTS

60. The total food requirements are estimated at 35,338 tons, excluding 1,742 tons of coconut oil to be provided by the Government. The total commodity cost to WFP amounts to just over US\$9.54 million. The commodity cost is expected to decline over the project period. Relief accounts for some 94 percent of total project commodity cost.

TABLE 4: COMMODITY REQUIREMENTS AND COSTS, 2000-2001

Commodities	2000	2001	Total	WFP Total (\$US)
	(tons)			



Rice	14 857	14 305	29 162	7 290 500
Pulses	1 651	1 589	3 240	1 458 000
Sugar	725	695	1 420	355 000
Coconut oil ¹	888	853	1 741	
CSB	624	588	1 212	393 900
Iodized salt	156	147	303	49 995
Total	18 901	18 177	37 078	9 547 395

Calculation based on beneficiary figures provided in Table 2.

¹ Provided by the Government.

61. The budget provides a detailed analysis of all costs envisaged under the PRRO. Other operational costs to cover fortification of coconut oil with Vitamin A, provision of hand tools and counterpart training have been estimated at US\$132,705. A budget provision of US\$80,000 has also been made for technical advisory services to the supplementary feeding component (e.g. local production of blended food). The revolving fund for income-generating activities for women and adolescents in welfare centres will continue to be funded through the proceeds from the sale of food aid containers and sacks under an account directly managed by the Project Steering Committee.
62. A total of US\$34,000 is estimated for WFP's share (4.8 percent) of the cost of a United Nations Field Security Officer and security-related equipment under Direct Support Costs in the budget. The total direct support costs are estimated at US\$638,000 or 5 percent of total cost to WFP (PRRO Budget, Annexes I and II).

Contingency Provision

63. It is proposed that any reduction in relief food requirements due to relocation/resettlement during the project period above allocation in this document be used as a contingency should new displacements requiring food assistance occur elsewhere.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

64. The PRRO is recommended for approval by the Executive Board, within the budget detailed 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			
– Rice	29 162	250	7 290 500
– Pulses (lentils)	3 240	450	1 458 000
– Sugar	1 420	250	355 000
– CSB	1 212	325	393 900
– Iodized salt	303	165	49 995
Total commodities	35 337	270	9 547 395
External transport		41.93	1 481 613
Other		4	132 705
Subtotal direct operational costs			11 161 713
B. Direct support costs (see Annex II for details)			
Subtotal direct support costs			952 000
Total direct costs			12 113 713
C. Indirect support costs (7.1 percent of total direct costs)			
Subtotal indirect support costs			860 074
TOTAL WFP COSTS			12 973 786
TOTAL GOVERNMENT COSTS			7 681 085
TOTAL PROJECT COSTS			20 654 871

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



ANNEX II

DIRECT SUPPORT REQUIREMENTS (dollars)¹
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Staff costs	
International	452 000
United Nations Volunteers	30 000
National professional officers	76 000
International consultants and SSA	-
Local staff and temporaries	113 000
Overtime	5 000
Subtotal	676 000
Technical support services and Training	
Project preparation	5 000
Technical advisory services	80 000
Project monitoring and evaluation	20 000
Training	5 000
Project Review Mission	40 000
Subtotal	150 000
Travel and DSA	
Blanket	15 000
In-country	8 000
Subtotal	23 000
Office expenses	
Rental of facility	5 000
Utilities	2 000
Communications	3 000
Office supplies	5 000
Equipment repair and maintenance	4 000
Subtotal	19 000
Vehicle operations	
Fuel and maintenance	10 000
Subtotal	10 000
Equipment	
Vehicles	25 000
Computer equipment	10 000
Subtotal	35 000
Other	
Public information	50 000
Contribution to UN Field Security Officer and security related equipment	34 000
Subtotal	39 000
TOTAL DIRECT SUPPORT COSTS	952 000

¹ Staff resources, non-food items and services required under DSC are exclusively for use by the WFP office in direct support to the Programme.

ANNEX III

BASIC IDP DATA BY DISTRICT FOR WELFARE CENTRES PROPOSED FOR WFP RELIEF ASSISTANCE UNDER PRRO 6152 IN 2000
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District	Divisional secretary	No. Camps	Proposed PRRO 6152 relief caseload 2000			Women %	Female-headed household %
			General ration beneficiaries	Supplementary ration U5	Supplementary Ration pregnant and nursing mothers		
Ampara	Thirukovil	4	3 927	562	175	53	19
Total Ampara		4	3 927	562	175	53	19
Trincomalee	Town	8	3 049	458	152	51	15
	Kinniya	3	533	110	27	48	23
	Kuchchaveli	2	294	85	15	44	14
	Morawewa	4	380	68	19	43	14
Total Trincomalee		17	4 257	721	213	49	16
Mannar	Mannar	2	1 443	383	38	51	22
	Nanattan	1	1 136	211	46	50	21
Total Mannar		3	2 579	594	85	51	22
Vavuniya	Vavuniya	2	6 498	885	797	51	12
	Vengalachikulam	1	1 442	219	73	53	14
Total Vavuniya		3	7 940	1 105	870	51	12
Jaffna	Vali East (Kopay)	6	616	99	31	51	
	Vali North (Tellipalai)	4	1 179	189	59	52	
	Vali West (Chankanai)	11	1 411	226	71	50	
	Vali South-West (Sandilipay)	8	645	103	32	51	
	Vali South (Uduvil)	11	1 079	173	54	51	
	Vali South (Uduvil)	7	1 215	194	61	51	
	Vadamaradchi North (PPD)	1	57	9	3	50	
	Vadamaradchi North (PPD)	5	546	87	27	51	
	Vadamaradchi South-West	2	175	28	9	51	
	Vadamaradchi East						
	Pallai						
Total Jaffna¹		55	6 924	1 108	346	51	-
Puttalam	Puttalam	12	10 670	1 490	455	51	10
	Mundel	11	4 838	674	209	51	6
	Kalpitiya	84	28 619	3 969	1 224	51	7
	Wanathavilluwa	10	3 767	559	160	51	9
Total Puttalam		117	47 895	6 692	2 047	51	7
Anuradhapur	Kanatagasdigiliya	4	197	38	10	50	4
	Talawa	1	130	25	5	50	8



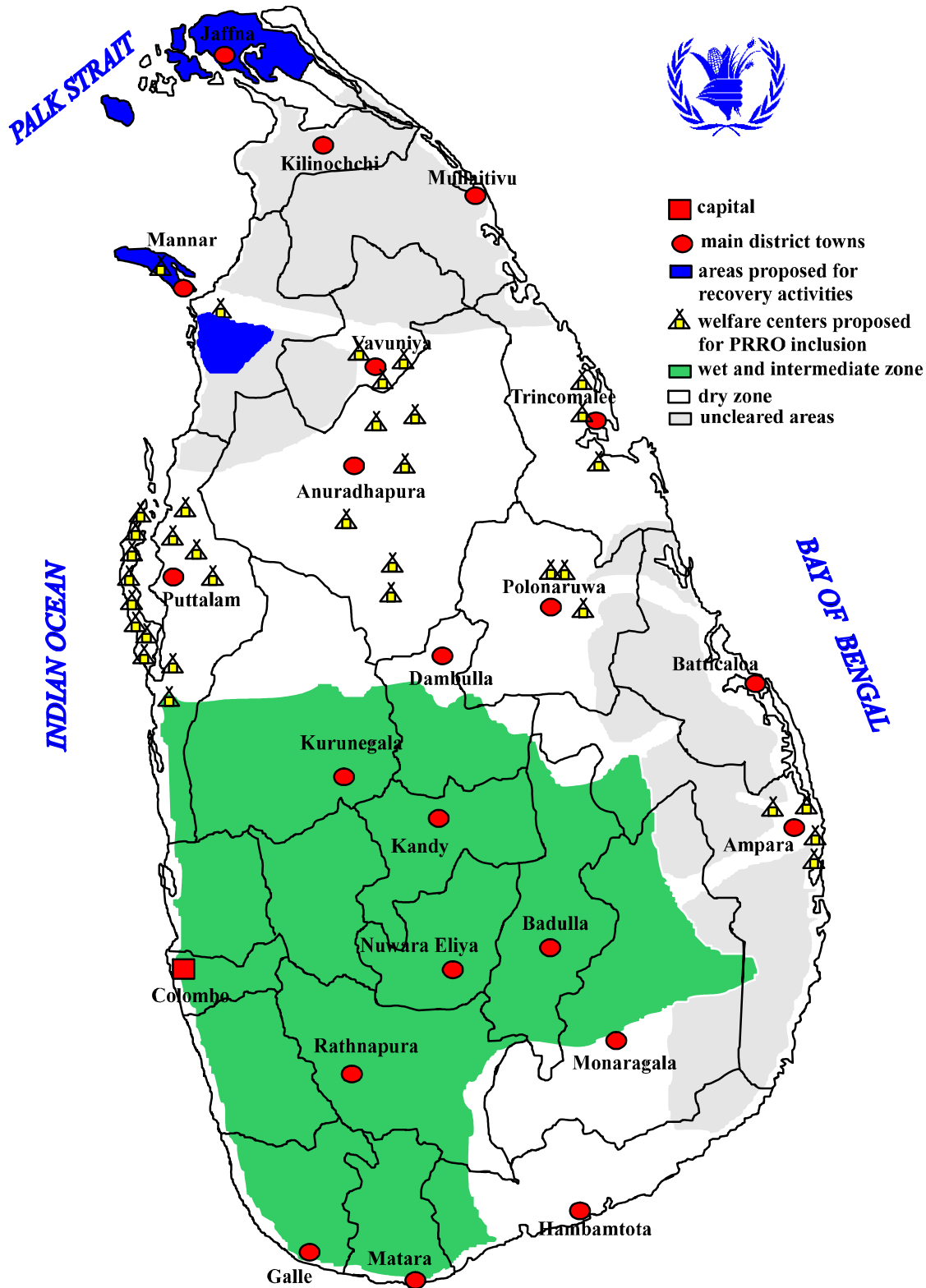
BASIC IDP DATA BY DISTRICT FOR WELFARE CENTRES PROPOSED FOR WFP RELIEF ASSISTANCE UNDER PRRO 6152 IN 2000

District	Divisional secretary	No. Camps	Proposed PRRO 6152 relief caseload 2000			Women %	Female-headed household %
			General ration beneficiaries	Supplementary ration U5	Supplementary Ration pregnant and nursing mothers		
	Tirrapane	4	569	101	24	51	10
	Kekirawa	4	901	146	38	51	5
	Nuwaragam Palatha	3	150	39	6	51	4
	Ipalogama	2	1 817	278	77	51	8
	Mihintale	1	41	12	2	51	28
	Rambewa	2	1 658	247	72	51	5
	Horowpathana	10	722	135	32	51	6
	Kebithigollewa	8	2 030	379	83	51	6
	Palangala	3	599	158	22	51	7
	Nochchiyagama	1	446	79	18	51	12
	Mahavilachchiya	1	856	155	36	51	8
	Total Anuradhapur	44	10 116	1 791	425	51	7
Polonaruwa	Dimbulagala	5	1 355	208	60	51	4
	Lankapura	3	529	82	22	51	11
	Total Polonaruwa	8	1 884	290	83	51	6
GRAND TOTAL		251	85 520	12 863	4 243	51	12

¹ Data on % female-headed households in Jaffna Camp under review.

ANNEX IV

LOCATION OF WELFARE CENTRES AND AREAS FOR RECOVERY ACTIVITIES PROPOSED FOR WFP-ASSISTANCE UNDER PRRO 6152.00



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



ANNEX V

OVERVIEW OF PREVIOUS IDP ASSISTANCE PROJECTS SUPPORTED BY WFP
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	PRRO 6152	PRO 5346.05	PRO 5346.04	PRO 5346.03	PDPO 5346.02	PDPP 5346.01	SRI 5346.00	EMOP 4923.01	EMOP 4923.00
Period	1/00–12/01	5/99–12/99	3/98–4/99	11/96–2/98	10/95–10/96	10/94–9/95	9/93–9/94	2/93–8/93	2/92–1/93
Duration (months)	24	8	14	16	3	12	13	6	12
WFP beneficiaries	100 520	79 515	50 000	50 000	55 000	50 000	55 000	60 000	75 000
WFP food cost	9 547 395	2 731 075	3 001 525	3 032 350	2 798 760	1 916 500	1 900 800	1 387 800	3 336 378
Total cost to WFP	12 973 786	3 496 631	3 781 239	3 865 422	3 258 713	2 350 400	2 350 755	1 602 580	3 627 531
Total cost to Government	7 681 085	2 110 293	2 870 000	1 337 800	1 108 000	1 034 000	924 000	140 000	305 380
Total cost	20 654 871	5 606 924	6 651 239	5 203 222	4 366 713	3 384 400	3 274 755	1 742 580	3 932 911

