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PROTRACTED RELIEF AND RECOVERY OPERATION— CENTRAL AMERICA 10212.0

Targeted Food Assistance for People Affected by Shocks and for the Recovery of Livelihoods

| | |
|-------------------------|--|
| Number of beneficiaries | 690 000 per year |
| Duration of project | 36 months (1 March 2003–28 February 2006) |

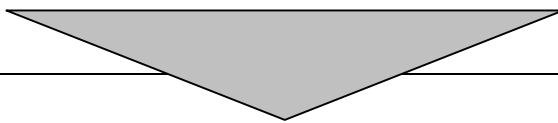
Cost (United States dollars)

| | |
|--------------------------|------------|
| Total project cost | 66 843 442 |
| Total cost to WFP | 56 622 080 |
| Total cost to Government | 10 221 362 |
| Total food cost | 27 720 625 |

Based on June 2002 exchange rates of 8.75 Colones/US\$ in El Salvador; 7.85 Quetzales/US\$ in Guatemala; 16.34 Lempiras/US\$ in Honduras; and 14.24 Cordobas/US\$ in Nicaragua.

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

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

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Executive Summary

Food insecurity, triggered by recurring natural disasters, has placed rural and urban populations in El Salvador, Guatemala, Honduras and Nicaragua in crisis. Depending on the type and magnitude of the events, almost 9 million people have been affected in the last five years. This situation continues to prevent excluded groups, such as indigenous people, the landless and households headed by women, from escaping poverty and hunger. Left with few livelihood options, crisis-affected people rely on negative coping mechanisms that undermine their capacity to withstand further shocks.

Recurrent shocks will be the norm in Central America for the foreseeable future. Families living in drought zones face food deficiencies. Despite the human and financial resources of the Government, donors and non-governmental organizations (NGOs), capacity is lacking. Many assistance programmes in these countries are ending at this critical time, worsening this situation of insufficient capacity.

Results of recent nutritional surveys demonstrate that acute malnutrition is particularly high among marginalized people living in drought-prone areas with poor access to food and water. These areas are particularly prone to nutritional crises resulting from natural or economic shocks. The nutritional emergency in Guatemala to which WFP responded in early 2002 illustrated how quickly a situation of chronic food insecurity accentuated by drought can lead to an acute and life-threatening situation. Income disparities in the four countries are among the highest in the region, and chronic malnutrition rates in Central America range from 23 to 48 percent.

The protracted relief and recovery operation (PRRO) presents a regional approach, responding to a crisis that shares similar origins and affects the poorest, most food insecure in the four countries. The regional strategy promotes a standard approach to targeting—covering the drought corridor that reaches from Guatemala to Nicaragua—and to assessments and monitoring, using a core set of indicators and emphasizing nutritional surveillance. A regional contingency plan will strengthen response capacity and ensure a more integrated response, which will reach those most in need in the four countries.

This PRRO strategy aims to prevent acute malnutrition among food-insecure children and families exposed to recurring shocks, rebuild and buffer livelihoods eroded by exposure to disasters, and respond efficiently and effectively to shocks.

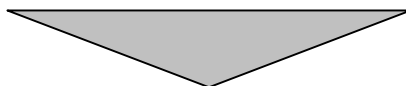
Through relief and recovery, food aid will provide nutritional support to families affected by shocks, in particular women and children; facilitate families' asset-creation to mitigate the effects of shocks and improve household food supply; and provide dietary support to help stabilize enrolment rates and keep children in school. The regional strategy will ensure a coherent and consistent response and provide greater flexibility and efficiency in allocating resources according to need. A key factor of the PRRO is its strong link with the ongoing Country Programmes (CPs) in the four countries. Coordination and complementarity will be achieved through targeting, training and modalities that are reinforcing.

Of urgent concern is the need to strengthen government capacity to provide short- and long-term assistance in a more responsive and proactive manner. The PRRO strengthens vulnerability analysis and mapping (VAM), permitting a more geographically focused approach in the drought corridor and selected areas prone to flooding.



The new PRRO plays a unique role in linking emergency response with medium- and long-term sectorial programmes, including WFP emergency operations and Country Programmes. WFP assistance will be provided within country frameworks (Common Country Assessment/United Nations Development Assistance Framework [CCA/UNDAF]) and coordinated donor strategies. Through this PRRO, WFP will seek US\$56,622,080 from the donor community to provide assistance to 690,000 men, women and children per year. The new operation would cover a three-year period, starting in March 2003. A three-year programme is critical for coherence in developing a regional contingency and monitoring response for natural and economic shocks, and enabling governments to absorb newly affected families into ongoing programmes.

Draft Decision



The Board approves Central America PRRO 10212.0—Targeted Food Assistance for Persons Affected by Shocks and for the Recovery of Livelihoods (WFP/EB.3/2002/9-B/2).



CONTEXT AND RATIONALE

Context of the Crisis

1. Food insecurity triggered by recurring natural disasters has placed rural and urban populations in Guatemala, El Salvador, Honduras and Nicaragua in crisis. Depending on the type and magnitude of the events, almost 9 million people have been affected in the last five years. The year 2001 was no exception, with a combination of droughts, earthquakes, floods and tropical storms seriously damaging crops, livestock and infrastructure throughout the region. These events negatively affected the food, nutrition and livelihood security of 2.6 million people in the four countries. The losses from drought alone totalled US\$154 million.

TABLE 1: RECURRING SHOCKS 1997–2002

| Year | Event | Affected | WFP response | No. of people assisted |
|-----------|-----------------------------|-----------|--|------------------------|
| 1997 | “El Niño” (drought, floods) | 387 000* | EMOP 5949.00 | 323 000 |
| 1998 | Hurricane Mitch | 6 702 400 | EMOP 6079.00/ PRRO 6089.00 | 2 894 181 |
| 1999 | Floods, landslides | 100 000 | PRRO 6089.00 | 40 000 |
| 2000 | Earthquake | 26 096 | PRRO 6089.00 | 2 000 |
| | Floods | 15 000 | PRRO 6089.00 | 9 000 |
| 2000–2001 | Drought | 1 790 000 | EMOP 6285.00/ EMOP 6286.00/ PRRO 6089.00 | 380 000 |
| 2001 | Earthquake | 1 582 400 | IRA/EMOP 10022.0 | 700 000 |
| | Tropical Storm Michelle | 98 000 | EMOP 6285.00 | 28 200 |
| | Floods | 7 825 | PRRO 6089.00 | 7 680 |

*Food-insecure people. WFP reported figures.

2. El Niño is likely to affect the next two or three agricultural cycles, particularly the production of basic grains (maize, sorghum, rice and beans) through: (i) flooding along the Pacific and Caribbean seaboard, and (ii) reduction in rains in the central drought corridor. The probability of El Niño having an effect on these countries over the next three years is approximately 60 percent (National Oceanic and Atmospheric Administration [NOAA]). Though it is still early to determine El Niño’s potential strength, it is likely that adverse climatic conditions will continue into 2003.
3. These recurring shocks leave farmers with few livelihood options, and many of them must rely on negative coping mechanisms. As one shock follows the next, the poorest and most food insecure increasingly exhaust coping mechanisms to withstand further shocks. Prolonged droughts, extensive floods and a decline in commodity prices, particularly for coffee, exacerbate the poverty and inequalities in the four countries.
4. Overall statistics conceal the huge disparities and marginalization faced by many groups living in areas frequently experiencing shocks. Repeated shocks continue to prevent excluded groups, including indigenous people and women, from escaping poverty and hunger. Various indicators, such as the Gini coefficient and Human Development Index (HDI) rankings, demonstrate the pervasive inequalities in Central America (see Table 2).



These factors are particularly worrisome for a region in economic crisis, with a large portion of its population at nutritional risk.

TABLE 2: ECONOMIC INDICATORS

| Economic indicators | El Salvador | Guatemala | Honduras | Nicaragua |
|---|-------------|-----------|----------|-----------|
| HDI rank 2001 (out of 162 countries)* | 95 | 108 | 107 | 106 |
| Gross domestic product (GDP) per capita 2000 (US\$) | 1 990 | 1 690 | 850 | 420 |
| Gini Index** | 51 | 56 | 59 | 60 |
| Gender Development Index (GDI) rank*** | 87 | 98 | 96 | 95 |
| GDP per capita annual growth rate 1990–1999 (%) | 2.8 | 1.5 | 0.3 | 0.4 |
| Population living below the income poverty line (%) | 48 | 57 | 53 | 50 |

* Human Development Report 2001 (UNDP): measures average achievement in human development: a long and a healthy life, knowledge and a decent standard of living.

** World Bank 2002: measures the extent to which household income distribution deviates from perfectly equal distribution, with 0 representing perfect equality.

*** Human Development Report 2001 (UNDP): measures average achievement of HDI, adjusted for inequalities between men and women.

5. Structural food deficits affect the availability, access and quality of the food consumed by the poorest. Food production is not increasing at the same rate as population growth. Aggregate food deficits are covered by commercial imports and international donations. At the local level, food does not reach the poorest isolated areas during the rainy season. Access to cultivable land is extremely limited, and holdings are characterized by degraded soils, arid and semi-arid locations and low use of inputs.
6. The donor community has been very generous in responding to the enormous needs in Central America over the past five years. Through emergency and protracted relief operations WFP was able to reach people affected by El Niño (1997), Hurricane Mitch (1998), droughts in Honduras and Nicaragua (1999), earthquakes and drought in El Salvador (2001), and the nutritional crisis in Guatemala (2002). WFP also provided critical support to people affected by chronic poverty through ongoing Country Programmes.
7. To date, PRRO 6089.00, “Assistance to Victims of Hurricane Mitch”, has assisted approximately 3 million people in the four countries. Food aid served vital life-saving functions and helped to prevent human suffering in the early weeks of the crisis. In the first year of the PRRO, WFP was able to reach more than 1.3 million poor people in devastated communities with food and other essential support. In the later stages, food assistance has helped to catalyse reconstruction and rehabilitation efforts. In Guatemala, results in 2001 included rebuilding 348 km of roads and the rehabilitation of 12,166 ha of agricultural land. While the results of the PRRO are impressive, 100,000 people still reside in temporary shelters in El Salvador in the aftermath of the 2001 earthquake, and in general, livelihoods have not recovered from the numerous recurring disasters that have affected the region.
8. The 2000 mid-term evaluation of PRRO 6089.00 identified two key lessons: (i) recurrent natural disasters require preparedness and strategic efforts to reduce vulnerability, and these types of activities should be ongoing elements of WFP programmes; and (ii) the role



of monitoring is critical and should be given full recognition to ensure timely and effective responses. These and other recommendations are integrated into the proposed PRRO.

Situation Analysis

9. Central America is a disaster-prone area with frequent climatic anomalies. Human activities such as large-scale deforestation and inadequate farming practices, particularly the cultivation of marginal lands without soil conservation measures, have increased the vulnerability of families. Food-insecure farmers in marginal areas, without access to land, credit or technical assistance, face the greatest hardship when affected by shocks.
10. Chronic malnutrition rates in Central America range from 23 to 48 percent, illustrating that children commonly face prolonged and repeated exposure to malnutrition. National average rates of acute malnutrition in Central America mask large geographic and socio-economic variations. Results of recent nutritional surveys demonstrate that acute malnutrition is particularly high among marginalized people living in drought-prone areas with poor access to water. The lack of solid nutritional data in the drought corridor means that increases in malnutrition currently are largely undetected. As the prevalence of acute malnutrition in parts of the drought corridor could be higher than the numbers presented in Table 3, strengthening nutritional surveillance to be able to detect such changes is central to this PRRO. Marginalized areas are particularly prone to nutritional crises resulting from natural or economic shocks. The nutritional emergency in Guatemala to which WFP responded in early 2002 illustrated that a situation of chronic food insecurity, accentuated by drought, can quickly lead to an acute and life-threatening situation.
11. Health indicators highlight the existence of inadequate public services (primarily in rural areas), a situation that aggravates compromised nutritional status. Lack of adequate water facilities is one of the reasons why water-borne infections are the main cause of under-5 mortality in most of these countries. The clustering of malnutrition indicates the importance of strengthening nutrition monitoring systems to identify at-risk areas before the nutritional status deteriorates to severe levels.

TABLE 3: HEALTH-RELATED INDICATORS

| Children under 5 years of age—prevalence of: | El Salvador (%) | Guatemala (%) | Honduras (%) | Nicaragua (%) |
|---|------------------|------------------|------------------|------------------|
| Acute malnutrition (<-2 standard deviation [SD]) | 1.5 ^a | 2.5 ^d | 1.4 ^g | 2 ^j |
| Acute malnutrition in drought-affected areas (<-2 SD) | 2.5 ^b | 3.2 ^e | 5.9 ^h | 3.3 ⁱ |
| Chronic malnutrition (<-2 SD height for age) | 23 ^c | 48 ^f | 38 ⁱ | 33 ^j |
| Access to water | | | | |
| Urban households with access to clean water | 88 | 38.8 | 90 | 91 |
| Rural households with access to clean water | 61 | 24.7 | 82 | 59 |

^a Country office and Ministry of Health.

^b Country office.

^c Ministry of Health; *Encuesta Familiar 1998*.

^d Demography and Health Survey 1998–1999.

^e National Survey 2001–2002, Ministry of Health (MOH) and the United Nations Children's Fund (UNICEF).

^f 2001 United States Agency for International Development (USAID) private voluntary organization (PVO) Survey, unpublished *Encuesta Nacional de Ingresos y Gastos Familiares, 1998–1999* (ENIGFAM—Study of Family Income and Expenditure), Guatemala.

^g National Micronutrients Survey, 1996.

^h UNICEF/WFP Nutritional Assessment (2001).

ⁱ Demographic and Health Survey, 2001 (draft).



⇒ *El Salvador*

12. Nationally, 17 percent of El Salvador's population cannot cover the costs of the basic food basket. In rural areas 28 percent of households cannot meet their basic food needs. Consequently, there is high chronic malnutrition in children under 5 living in drought-affected areas and in families living below the poverty line.
13. El Salvador's high per capita income fails to reflect huge inequalities in income distribution, one of the highest in Latin America. In 1999 the poorest 50 percent of the population captured only 16 percent of national income, while the richest 20 percent controlled over 56 percent. In 2001, 49 percent of the population lived under the poverty line; this increased to 61 percent in rural areas. Over 62 percent of farmers have landholdings of less than 2 ha and together hold only slightly more than 8 percent of cultivable land. About 60 percent of the total population lacks access to proper health care services and 39 percent in rural areas are without access to clean water. Illiteracy rates are high in rural areas (29 percent), rising to 32 percent for women. In 1999, in rural areas, 32 percent of girls over 10 could not write or read, three times more than for urban areas.
14. Marginalization of the poorest is exacerbated by frequent natural and economic shocks, for example the earthquakes of early 2001 and the severe droughts of 2001–2002. More than 100,000 people, severely affected by the 2001 drought, live in extreme food insecurity. Drought agricultural losses amounted to more than 60 percent of cultivated crops. In the most affected departments, 27.7 percent of the population has insufficient earnings to cover the cost of the basic food basket of 2,100 kcal per person per day. The earthquakes caused 1,165 deaths and economic damages estimated at US\$1 billion (16 percent of gross national product [GNP]). A 58-percent decline in the value of coffee exports has undermined the primary income of more than 650,000 landless farmers. More than 300 Salvadorans leave the country daily, evidence that rural-urban and cross-border migration are among the few livelihood alternatives available to the poorest.

⇒ *Guatemala*

15. Approximately 76 percent of the rural Guatemalan population is poor, with a per capita income below US\$2 a day. Approximately 30 percent lives in extreme poverty (below US\$1 a day). Poverty leaves 48 percent of children under 5 chronically malnourished, the highest rate in Latin America. Of the estimated 43,250 families affected by drought in 2001, 31,000 suffered acute malnutrition and another 12,250 were at risk.
16. In rural areas, 23 percent of the population lives without adequate sanitation and 63 percent lives without improved water sources. Over 40 percent lacks access to health care. Illiteracy for women in rural areas is high, at 51 percent. Land distribution is extremely skewed, with 96 percent of subsistence farmers cultivating only 2 percent of arable land.
17. The 2001 drought resulted in crop losses of between 60 and 80 percent in the driest areas. Families producing only basic grains for household consumption are extremely vulnerable to shocks, which force their children to drop out of school and work, and force men to migrate in search of work. Migration in drought areas is 40 percent, causing huge social disruption, including an increase in single-parent, primarily female-headed, households.



⇒ Honduras

18. Honduras is the third poorest country in the region, with about 40 percent of Hondurans in rural areas living in extreme poverty, earning less than US\$1 a day. Income distribution is very unequal. In rural areas, 18 percent of the population has no access to safe drinking water and 15 percent has no access to improved sanitation facilities. Village/town access is also poor.
19. The early 2002 UNICEF/WFP assessment reported an increase in acute child malnutrition in southern Honduras, from 2.7 percent in July to 5.9 percent in November 2001. In 2001 chronic malnutrition reached 44 percent in rural areas. These rates are expected to increase throughout 2002 as the region experiences recurrent droughts. The 2001 drought resulted in up to 100 percent grain losses, affecting 66,900 subsistence farmers, and in the loss of 135,064 mt of other food crops. The impact of natural disasters on food availability is clear, with the national food deficit (2001–2002) increasing to 498,831 mt compared with the ten-year average of 260,000 mt. The deficit was the result mainly of water availability: 40 percent of wells are dry and only 2.7 percent of land is irrigated.
20. In 2001 Tropical Storm Michelle hit the northern coast, affecting more than 60,000 people, mainly subsistence farmers. The decline in coffee prices further aggravated this situation. In most cases, coffee was not even harvested, leaving 300,000 subsistence farmers jobless, thereby disrupting food and nutritional security.

⇒ Nicaragua

21. In 1999 the minimum salary in Nicaragua in the agriculture sector covered only 32 percent of the cost of the basic food basket. Ranked as the second poorest country in the region behind Haiti, with an average per capita income of US\$480, Nicaragua has income disparities that are among the highest in the world. Fifty percent of the population captures only 15 percent of the GNP, while the richest 10 percent controls 44 percent of the GNP. Of the total population, 44 percent lives in rural areas and women head 20 percent of rural households.
22. Restricted access affects the cost of living and quality of health and schooling, contributing to high malnutrition rates and low school attendance. A nutrition survey conducted in late 2001 found that 4 percent of infants aged 6 to 11 months suffered from acute malnutrition. On average, children attend 2.1 years of school in rural areas of the Atlantic region, compared with 5.7 in the dry zones of the Pacific region.
23. Most rural families living in the Pacific region are subsistence farmers who depend on off-farm activities. Basic grain yields in Nicaragua are substantially lower than in neighbouring countries (under 1,200 kg per hectare for maize and under 800 kg per hectare for beans). More than 250,000 people were directly affected by the 2001 drought, suffering heavy crop losses. This forced a large number of farmers to migrate to seek alternative sources of income. Losses in areas cultivating basic cereals (maize, pulses, sorghum and rice) reached 90,666 ha, representing a reduction of 18.2 percent from expected cultivated areas.
24. The region offers limited work opportunities, and recurrent shocks leave many families under-employed. Migration, in particular in the coffee areas, continues to be an important coping mechanism. In the flood-prone Atlantic region, livelihoods are similar to those in the Pacific, however, isolation and poor access make them even more vulnerable.



Government Recovery Policies and Programmes

⇒ Regional Level

25. In 1999, the presidents of Central America established a five-year programme to reduce the impact of natural disasters (2000–2004). Endorsed by the international community, the programme provides a framework for establishing concrete initiatives in the four countries.
26. The Central America Coordination Centre for the Prevention of Natural Disasters (CEPRENAC) was established to address these issues at a regional level, offering the opportunity to exchange information and coordinate activities on a regional basis. The *Secretaría de Integración de Centro América* (SICA) plays a key role as the integration body for Central America in ensuring policy consistency. The Regional Disaster Reduction Plan (PRRD) is the mechanism by which governments present policies, priorities and disaster-mitigation actions. Strategic linkages are already established between WFP and the Pan-American Health Organization (PAHO) and serve as a framework for supporting the PRRD initiative, particularly at the municipal level. Effective coordination, among ministries, international agencies, donors and local officials is recognized as key to effective and efficient responses.
27. In April 2002, a meeting of the Ministers of Agriculture of Central America was held in Guatemala to discuss regional shocks, including declining coffee prices. WFP is committed to working closely with the ministries in the preparation and implementation of this PRRO.
28. **El Salvador.** The Ministry of Agriculture (MAG) strategy (1999–2004) aims to improve national food security the modernization of the National Emergency System as part of the Regional Plan for the Reduction of Natural Disasters. Key initiatives include the implementation of local emergency plans, the establishment of local emergency committees and capacity strengthening at the municipal level to reduce local risks.
29. **Guatemala.** In September 2001 the Government introduced an Intensive Action Plan to address acute malnutrition, which served as a blueprint for the Ministry of Health National Plan for the Reduction of Malnutrition. In early 2002 the National Committee for Food Security and Nutrition (CONSAN) was created to combat food and nutritional insecurity. WFP supports these processes, and works with the Ministry of Agriculture and the National Coordinator for Disaster Mitigation (CONRED) to promote community participation in early warning systems, disaster mitigation and environmental conservation.
30. **Honduras.** The Government's strategy to address disaster mitigation and emergency response includes a multi-sectorial and inter-agency task force in early warning and drought management, *Comité Multi-Sectorial de la Sequía* (COMUS Multisectoral Committee for the Drought). Led by the Ministry of Agriculture with the participation of several government institutions, international organizations—including WFP—and NGOs, COMUS supports initiatives related to recurring drought, food insecurity and nutrition. The leading government agency for drought-related issues is the Ministry of Agriculture.
31. **Nicaragua.** The National System for Disaster Prevention, Mitigation and Attenuation coordinates government, United Nations, donor and NGO action in disaster mitigation, prevention and response at the national and sub-national levels. In 2002, this system will launch its first major programme, Reduction of Vulnerability to Natural Disasters, with support from the World Bank. WFP participated in the elaboration of the system's training programme, remains involved in future operations in mitigation and prevention, and supports government initiatives in contingency planning. WFP was instrumental in developing Nicaragua's Food and Nutritional Security Policy (2000).



Rationale

32. Recurrent shocks will be the norm in Central America for the foreseeable future. Many families affected by shocks over the last five years have not recovered or are living in the same conditions that made them vulnerable to past shocks. Families living in the drought zones already face food deficiencies, a severe decline in asset levels and no capacity to mitigate or respond to the effects of shocks. Governments, donors and NGOs are mobilizing human and financial resources to respond to recurring shocks in an attempt to forestall local crises. However, the problems are large and cross sectoral. Human and financial capacity are lacking, and many assistance programmes are ending at this critical time.
33. This PRRO will provide crucial relief assistance, and prevent the advancement of malnutrition and the further destruction of livelihoods. It will also emphasize the recovery of those already affected by the spiralling effects of recurring shocks. The regional strategy will ensure a coherent and consistent response and provide greater flexibility and efficiency in allocating resources. The proposed flexible approach allows WFP assistance to reach populations in areas that are affected by recurrent shocks or have target groups with similar livelihood and coping mechanisms. Government response strategies are mutually supportive in the four countries.
34. The PRRO would cover a three-year period, starting in March 2003. The proposed resource level and the number of beneficiaries are almost half of those for PRRO 6089.00, allowing a more focused and targeted operation. The new operation is geographically more tightly focused, primarily in the drought zones of the four countries (in Nicaragua, the North Atlantic Coastal Region [RAAN] is included because it is prone to heavy flooding). In the new PRRO the strategy shifts from a focus on reconstruction to a focus on the prevention of acute malnutrition and the mitigation of shocks produced by natural disasters. It is based on a standardized approach in the four countries to targeting, needs assessments, monitoring, nutritional surveillance and contingency planning.
35. A three-year programme is critical for coherence in developing a regional contingency and monitoring response to natural and economic shocks, and for enabling governments to absorb newly affected families into ongoing programmes. Of urgent concern is the need to strengthen government capacity to provide short- and long-term assistance in a more responsive and proactive manner. The new PRRO plays a unique role in linking emergency response with medium- and long-term sectorial programmes, including WFP emergency operations and Country Programmes, and in strengthening counterpart VAM assessment and monitoring capacities.

RECOVERY STRATEGY

36. The strategy aims to respond efficiently and effectively to shocks, in order to prevent acute malnutrition among food-insecure children and families exposed to recurring shocks and to rebuild and buffer livelihoods eroded by exposure to disasters.
37. A key element of the strategy is the PRRO's complementarity with ongoing programmes in the four countries, in particular Country Programmes and the emergency operation (EMOP) in Guatemala. Coordination and complementarity will be achieved by reinforcing operational modalities including monitoring, targeting, contingency planning and training. Each country will achieve complementarity in the following way:



- In **El Salvador**, the CP relies heavily on chronic malnutrition indicators to target geographically at the department level and supports education activities, while the PRRO focuses on preventing acute malnutrition and mitigating the effects of shocks.
 - In the **Guatemala** CP, the major activities are pre-school and school feeding and asset creation to ease the resettlement process, with priority given to women-headed households. The PRRO will continue the support initiated under EMOP 10174.0 by targeting children under 5 and vulnerable groups. The PRRO will carefully follow cases of acute malnutrition that received assistance under the EMOP.
 - In the **Honduras** CP, longer-term livelihood objectives are achieved through watershed management and other natural resource management activities. In the drought-affected areas of Honduras, the PRRO will target municipalities with over 50 percent chronic malnutrition and high school desertion rates as a result of the effects of shocks. School feeding will be implemented to prevent the deterioration in the food security status of children and their families.
 - In **Nicaragua**, CP and PRRO activities are complementary, with school feeding being the major CP activity. The PRRO focuses on the drought corridor and the RAAN, an area highly vulnerable to food insecurity, prone to floods and traditionally marginalized.
38. The PRRO strategy will strengthen capacities at the national level in order to:
- develop mechanisms to respond flexibly to shocks, including safety nets;
 - support the Government in developing VAM, monitoring systems and contingency response capacities;
 - develop linkages and build upon Country Programmes for disaster management and social-sector programmes; and
 - establish partnerships, including private-sector ones.

Beneficiary Needs

39. The proposed PRRO will be implemented mostly in the drought corridor of the four countries and in flood-prone areas in the RAAN in Nicaragua (see map, Annex III). The drought corridor, defined by a dry season of six months or more, is found in parts of all four countries. In rural parts of the drought corridor there are 8.6 million people: in Honduras there are 202 municipalities (10 departments) with 2.2 million people; in Nicaragua, 81 municipalities (12 departments) and 2.6 million people; in Guatemala, 94 municipalities (16 departments) with 2.5 million people; in El Salvador, 95 municipalities (four departments) with 1.3 million people.
40. WFP will work in approximately 331 out of the 472 municipalities, reaching 690,000 food-insecure people annually. Exact areas and numbers will depend on the occurrence of shocks.
41. In Central America, a severe drought is defined as more than 30 days with less than 5 mm of rain per day during the cropping season. To better understand the food insecurity and vulnerabilities of communities in the drought corridor, WFP, in collaboration with national governments, United Nations partners and donors, carried out a Standardized Food and Livelihood Assessment in 121 communities to profile family needs by livelihood group. A summary of results is presented below:



⇒ *Livelihoods in the Drought Corridor*

42. The predominant livelihoods are smallholder farming combined with livestock-raising, off-farm and farm casual labour, and temporary migration. About 70 percent of families do not own the land they cultivate, and the majority of families—up to 64 percent—cultivate less than 1.4 ha and live at or below the subsistence level. The most common arrangements for those who rent land are: 53 percent rent with cash; 21 percent rent with cash and leave a portion of the post-harvest to the owner for livestock; 10.8 percent rent, leaving 50 percent of the harvest with the owner.
43. Families consistently mention the lack of seeds and of water, for cultivation and household consumption, as major obstacles to food security.

⇒ *Trends in Disasters*

44. Results from the Standardized Food and Livelihood Survey indicate that the communities in the Central America drought corridor have been regularly and repeatedly affected by the same types of natural disasters in recent years. The overall trend is an increase in the recurrence of natural disasters and with increased regularity, particularly for drought and the ensuing plagues and diseases that affect crops and livestock in crisis periods. Community responses to survey questions emphasize the degree to which shocks have negatively affected the region on a regular basis over the past three years, placing livelihoods at risk through asset depletion and preventing the re-establishment of a minimum subsistence level.

⇒ *Coping Mechanisms*

45. When threatened by natural hazards and economic shocks, families often rely on coping mechanisms that negatively affect long-term livelihood security: depletion of assets (sale of small animals); reduction in quantity and quality of food, with a resulting deterioration in family diet and children's nutrition; temporary and permanent migration; and taking children out of school so that they can contribute to family activities or reduce family expenditures. In the dry corridor, recurrent shocks prevent families who live on the margins to recover sufficiently to attain minimum food requirements.

⇒ *Seasonal Food Gaps*

46. Throughout the drought corridor, households face a seasonal period of severe food insecurity—about five months—from April through August. During that lean period, dietary diversity is limited to basic grains, salt and pulses. Consumption quantities are drastically reduced, as are the number of meals per day. It is not uncommon for families to deplete food reserves and animal assets because they do not have enough food to feed their families. In some areas, Guatemala for example, households rely on wild forest foods. Meeting prolonged seasonal food gaps is critical to preventing rises in malnutrition. If people are exposed to shocks during this critical period, they may be left without food or coping mechanisms.

⇒ *Access to Clean Water and Sanitation*

47. Food insecurity and malnutrition is aggravated by a lack of water, health, and sanitation services. Almost 70 percent of communities lack a health centre and 50 percent safe water wells. Poor water and sanitation services aggravate situations of chronic malnutrition.



⇒ *Retaining Children in School*

48. In communities severely affected by drought, 25 percent of households reported taking their children out of school to meet family needs. In Honduras 43 percent and in Nicaragua 26 percent of households took children out of school during the last crisis.

⇒ *Migration*

49. Migration within each country and into other countries is a response to recurrent disasters and a livelihood strategy. Migration is the result of an irreversible cycle of asset depletion and the existence of few employment alternatives during critical periods. Strengthening the capacities of women to cope, as heads of households, can help offset the extra burdens resulting from migration.

Role of Food Aid

50. Food aid will provide:
- nutritional support to families affected by shocks, in particular women and children;
 - an enabling environment for asset-creation to mitigate the effects of shocks and improve household food supply; and
 - dietary support to help stabilize enrolment rates and keep children in school.

Programme Approaches

51. As adverse climatic and economic shocks place families in recurring situations of crisis and recovery, WFP will support governments to develop flexible responses to meet immediate food needs and to implement longer-term solutions to respond to hunger. Thus, the PRRO will adopt approaches that increase flexibility in responding to food needs when and where they occur.
52. **Targeting approaches** include targeting communities where food needs are greatest and applying standard selection criteria in the four countries:
- Geographic targeting indicators that may trigger a relief response:
 - ◇ areas affected by a distinct shock;
 - ◇ below-average rainfall distribution; and
 - ◇ crop production 50 percent less than normal.
 - Community/family affected by a shock with:
 - ◇ crop production loss over 50 percent;
 - ◇ significantly higher prevalence of malnutrition than the national average;
 - ◇ food insecurity leading to a sudden increase in the prevalence of acute malnutrition;
 - ◇ vulnerable women requiring nutritional support; and
 - ◇ farmers without land, who rent, or small owners with less than 1 ha, in particular women single-headed households.



53. Programming approaches include:

- having flexibility in planning the use of emergency response resources, according to need;
- monitoring the situation in the drought corridor and other areas affected by shocks, using these criteria, among others;
- mobilizing additional resources locally, especially when larger shocks occur;
- strengthening partnerships and expanding joint programmes to ensure timely and adequate inputs to support recovery and supplementary and therapeutic feeding activities;
- building capacity at the national, local and community level in disaster planning and response and VAM;
- developing phase-over plans that link with Country Programmes; and
- implementing advocacy activities, including materials related to PRRO objectives and initiatives, that, for example, create greater awareness concerning the reasons why marginalized groups and women lack access to assets, including land.

Risk Assessment

54. The following factors, beyond the control of WFP, could influence the effectiveness of this PRRO:

- changes in funding priorities resulting in insufficient government, donor or partner resources;
- unreliable and late partner monitoring data on nutritional status;
- inaccessible emergency areas due to infrastructure damage or insecurity;
- lack of counterpart funding for joint operations due to unexpected budget restrictions; and
- insufficient operational staff due to counterpart restructuring.

55. These risks will be monitored and strategies developed as required to reduce the effects on implementation.

Objectives

56. The primary purpose of the PRRO is to contribute to the food, nutrition and livelihood security of families affected by recurring shocks through flexible and effective government and community responses.

57. The PRRO will strengthen capacity to respond to emergency food needs and encourage the recovery of people affected by shocks through relief and recovery activities.

58. The objectives of the relief component are to:

- provide minimum food requirements in response to floods, droughts and other shocks that threaten the immediate food security of poor families; and
- contribute to the nutritional recovery of children, women and their families suffering from recurring shocks.



59. The objectives of the recovery component are to:
- enable families to preserve and create assets to mitigate the effects of shocks, ensuring that a minimum of 50 percent of the assets are controlled by women;
 - prevent nutritional decline in children and women; and
 - strengthen government and local capacities to plan and respond to recurring shocks.
60. Resources will be allocated between components and countries (in accordance with WFP guidelines) based on need, depending on the frequency and severity of shocks.

IMPLEMENTATION PLAN BY COMPONENT

Key Programme Components

61. The PRRO will support two key programme components:
- **Relief—timely and effective responses to shocks.** Response capacity will be strengthened at both the national and local level in areas of contingency and emergency response planning; food, nutritional, and livelihood security monitoring; and food distribution. Food distribution mechanisms will include vulnerable group feeding and small-asset-creation, where feasible, to prevent dependency (e.g. water and sanitation structures and rebuilding of damaged infrastructure). This component will reach 30 percent of total PRRO beneficiaries and will receive 40 percent of the food tonnage. Eighty percent of food will be distributed to women.
 - **Recovery—shock prevention through livelihood support.** The main activity under this component is support to families affected by recurring shocks through livelihood support activities. Important elements of the component are the prevention of a decline in nutritional and food security status and the creation of assets to mitigate the effects of natural disasters. This component will reach 70 percent of PRRO beneficiaries and receive 60 percent of the tonnage. Fifty percent of assets will be oriented towards women. Activities include:
 - ◇ preventing nutritional and food security decline through safety nets (school feeding, mother-and-child health programmes);
 - ◇ asset-creation to mitigate the effects of natural disasters and strengthen livelihoods; and
 - ◇ capacity-building at the community level to respond to recurring shocks.¹

Beneficiaries' Needs and the Food Basket

62. A standard ration that can be adjusted to respond flexibly to changing needs has been designed to ensure that nutritional requirements are met. The ration was developed to be sufficient to prevent a rise in acute malnutrition in situations where households face severe food insecurity, even when implementing food-for-asset activities. In areas where the prevalence of acute malnutrition warrants supplementary feeding, such activities will be

¹ Actual beneficiary numbers will be determined by the final ration kilocalorie level, the proportion between the two components and final allocation of beneficiaries among the activity categories (school feeding, food for work).



implemented according to WFP guidelines using the same commodities as in the standard ration.

63. The standard rations for relief and recovery operations are presented in Table 5. The ration, based on nutritional considerations and local consumption habits, has been calculated based on 2,100 kcal per person per day, with sufficient protein and fat included. The actual ration will be determined based on an assessment during the lean period to understand better actual food gaps and family size in the four countries. The standard ration also contains blended foods and vitamin-A-fortified oil to help address the high prevalence of micronutrient deficiencies (particularly anaemia) in the region.

**TABLE 4: BENEFICIARY NUMBERS AND FOOD REQUIREMENTS BY COMPONENT
MARCH 2003–FEBRUARY 2006**

| Country | Component | Annual number of beneficiaries | | | Food required |
|--------------------|---|--------------------------------|----------------|----------------|----------------|
| | | Women | Men | Total | (mt) |
| El Salvador | Relief Emergency response, essential asset-creation | 15 500 | 14 500 | 30 000 | 7 560 |
| | Recovery Physical and human asset-creation | 36 500 | 33 500 | 70 000 | 14 700 |
| | Total | 52 000 | 48 000 | 100 000 | 22 260 |
| Guatemala | Relief Emergency response, essential asset-creation | 33 000 | 27 000 | 60 000 | 15 120 |
| | Recovery Physical and human asset-creation | 77 000 | 63 000 | 140 000 | 29 400 |
| | Total | 110 000 | 90 000 | 200 000 | 44 520 |
| Honduras | Relief Emergency response, essential asset-creation | 50 400 | 21 600 | 72 000 | 18 144 |
| | Recovery Physical and human asset-creation | 84 000 | 84 000 | 168 000 | 16 632 |
| | Total | 134 400 | 105 600 | 240 000 | 34 776 |
| Nicaragua | Relief Emergency response, essential asset-creation | 22 500 | 22 500 | 45 000 | 11 340 |
| | Recovery Physical and human asset-creation | 52 500 | 52 500 | 105 000 | 17 055 |
| | Total | 75 000 | 75 000 | 150 000 | 28 395 |
| Grand total | | 371 400 | 318 600 | 690 000 | 129 951 |



**TABLE 5: FOOD BASKET—STANDARD RATION AND SCHOOL FEEDING
(per person per day)**

| | Standard ration (g) | School feeding ration (g) |
|-----------------------|---------------------|---------------------------|
| Cereals | 400 | 80 |
| Pulses | 40 | 40 |
| Corn-soya blend (CSB) | 100 | 20 |
| Vegetable oil | 20 | 10 |
| Kcal | 2 100 | 578 |
| Protein (g) | 70 | 19 |
| Fat (g) | 43 | 15 |

Selection of Activities

64. Activities will be identified and planned at the local level using rapid appraisal and participatory approaches. WFP and its partners will work through existing local committees (development, disaster mitigation, school, etc.) and with local authorities to develop response plans, identify activities, and ensure community participation in activity selection and implementation. WFP will strategically enter into agreements with NGO partners, with priority given to those with proven records in mobilizing resources and working in community participation. Regular and joint consultations with appropriate government authorities, United Nations partners (UNICEF, United Nations Office for Project Services [UNOPS], PAHO) NGOs, and community-based organizations (CBOs) will ensure consistency among the four countries in VAM assessments, nutritional assessments, applying targeting criteria, implementing strategies and in advocacy.

⇒ Relief

65. **El Salvador.** Special attention will be given to vulnerable groups, targeting children under 5 and expectant and nursing mothers. Essential asset-creation will improve community response and include domestic rainwater harvesting, the building of latrines, basic sanitation and hygiene, especially in areas with a large concentration of disaster-affected people. WFP's experience after Hurricane Mitch and the 2001 earthquakes demonstrated the importance of training in these related areas to avoid the spread of disease.
66. **Guatemala.** Vulnerable group feeding and food assistance under essential asset-creation (water and sanitation structures) will strengthen relief responses and meet initial food needs. To improve food consumption and family health, training activities will include domestic systems for potable water, drainage for dirty water, latrine use, food preparation, and nutritional health for expectant and nursing mothers. The PRRO will continue monitoring the nutritional situation of the children suffering from acute malnutrition who are covered by the 2002 EMOP.
67. **Honduras.** Activities will support the improvement of the nutritional status of children and expectant and nursing mothers by creating essential assets such as water and sanitation infrastructure at health centres. Training in health, nutrition and sanitation will be included in asset-creation activities.
68. **Nicaragua.** Relief activities aim to improve the nutritional status of expectant and nursing mothers and the health of newborn babies through the provision of micronutrient-supplemented food. Small-scale farmers and landless rural workers will



receive food for the repair of damaged infrastructure and the construction of essential assets such as water systems.

⇒ Recovery

69. **El Salvador.** Following the immediate response, food for assets will strengthen people's capacity to withstand further shocks while meeting food consumption needs. With NGO partners, WFP will build human, social, natural and financial assets with food for work and food for training.
70. The following physical assets activities will mitigate the effects of recurrent natural disasters: water dams and drainage systems in flood-prone areas; water containment structures and deep wells in drought-affected areas; soil and water conservation structures; and crop diversification. These will help increase food production and add value to basic agricultural products. Improved marketing of alternative crops will be an important part of activities carried out with partners.
71. **Guatemala.** Partnerships, empowerment through participation, and productive assets will help strengthen livelihoods. Food-for-asset-creation and -training (FFA and FFT) will build human, social, natural and financial assets. Physical and natural assets include the construction of micro-irrigation systems, nurseries, family/community gardens and terraces, which will help improve land productivity, the availability and access to food and family income. Social assets include the creation of informal and formal communication support networks. Women and men will receive training in disaster prevention and mitigation and improved community organization.
72. **Honduras.** Activities aim to improve nutritional status and prevent nutritional decline in pre-school and primary school children and stabilize school enrolment and attendance, particularly during the lean period, when parents take their children out of school. The implementation strategy involves careful targeting of municipalities with chronic malnutrition prevalence among children above 50 percent; the involvement of municipal councils representing the poorest schools; and partnering with relevant NGOs. The estimated number of beneficiaries is 168,000 children per year.
73. **Nicaragua.** Asset-creation will focus on access to water in municipalities prone to recurrent droughts (micro-irrigation and water supply, wells), reforestation, and soil conservation. The core activities in areas prone to floods will include constructing dykes and bridges, diverting rivers, maintaining roads, and improving access to clean water and sanitation facilities. Annually, an estimated 45,000 pre-school and primary school children will receive food rations to promote school enrolment and attendance, and reduce drop-out. School feeding activities will also promote parents' participation through the creation of parent-teacher associations. Training in topics such as food handling and preparation and health-related practices will enhance women's participation in decision-making positions within school committees.

Activity Approval Mechanisms

74. **El Salvador.** WFP and implementing partners will sign an implementation agreement covering: number of families, rations and distribution modalities. Women will play a principal role in all operational aspects, with special attention given to increasing their decision-making opportunities. Participatory approaches will be used in activity identification.



75. **Guatemala.** Target populations will be selected through rapid appraisal exercises using the standard indicators and criteria described in this document. Indicators will be refined with partners in targeted communities. Specific activities will be identified on the basis of joint rapid rural appraisals with communities and counterparts.
76. **Honduras.** The General Coordination Unit within COMUS will work with implementing ministries for activity selection and implementation. WFP, the General Coordination Unit and main partners will review and select activity proposals. Local structures and municipal development councils at the field level will oversee direct implementation. The Ministry of Education—as part of COMUS—will have the responsibility of implementing, monitoring and evaluating activities through the ministry’s School Feeding Support Unit (SAEH).
77. **Nicaragua.** Activities will be defined according to municipal plans and community needs and priorities. In the RAAN, women’s roles in decision-making are limited, therefore special measures will be taken to strengthen their role in the community.

Institutional Arrangements and Partners

78. WFP assistance will be provided within country frameworks (CCA/UNDAF) and coordinated donor strategies. WFP and PAHO/WHO will collaborate to strengthen community emergency plans in areas affected by drought as per the WFP/Nutrition Institute of Central America and Panama (INCAP)/PAHO Memorandum of Understanding (MOU) that outlines joint early-warning activities to detect nutritional deterioration in high-risk areas. UNICEF is a committed partner, in particular for monitoring and therapeutic feeding efforts, should the need arise. Collaboration with the Food and Agriculture Organization (FAO) will include furthering the Food Insecurity Vulnerability Information and Mapping Systems (FIVIMS) initiative and collaboration in FAO’s regional disaster management and prevention initiative.
79. NGO partners will be selected among organizations that: (i) share common objectives with WFP; (ii) have proven implementation capacities; (iii) are present at the local level in the drought corridor; (iv) contribute complementary resources (non-food inputs, technical assistance, training, etc.); and (v) are committed to WFP’s gender approach. World Vision International (WVI) and WFP will work towards the implementation of World Vision’s Strategic Framework for Drought Response.
80. Letters of Understanding (LOUs) outlining responsibilities and obligations will be signed; these LOUs will make reference to WFP Commitments to Women and the circular “Women’s Access to Assets, Including Land, in WFP-Assisted Activities”. Country gender focal point teams will ensure that gender is mainstreamed in the operation.
81. This PRRO has been prepared with inputs from UNICEF, PAHO, FAO, NGOs and the relevant government counterparts. The United States Agency for International Development (USAID) and UNICEF participated in the VAM Standardized Food and Livelihoods Needs Assessment. WFP will continue to seek strong collaboration with UNICEF for implementation and monitoring and encourage a coordinated donor response to ensure that all required inputs are secured on time. Potential major donors for the new PRRO have been contacted and consulted on strategy and implementation modalities.

Government Contributions

82. The implementation of the PRRO will require several counterpart ministries, in accordance with the activities to be carried out in the respective countries. Government contributions are expected to be in line with past PRRO resource levels.



83. **El Salvador.** The Department of Food Assistance (DAA), sub-agency of the National Secretariat of the Family (SNF) and WFP's government counterpart in El Salvador, evaluates and approves activities jointly with WFP. The Government manages warehouses and is responsible for storage, transport and other logistical arrangements. An "umbrella" NGO arrangement currently exists, including Cooperative for Assistance and Relief Everywhere (CARE), Catholic Relief Services (CRS), World Lutheran Federation (WLF), and the Salvadoran Red Cross, among others. Each of these major partners works with an extensive network of local NGOs (more than 100) in activity implementation.
84. **Guatemala.** The Ministry of Agriculture and Livestock is the government counterpart for this PRRO, responsible for coordination, supervision and monitoring. The MOH coordinates weight/height monitoring of children under 5 and health controls for expectant and nursing mothers. Implementing partners for nutritional activities include the Office of the First Lady, UNICEF, Action Against Hunger, World Vision, the Red Cross and Intervida. Major partners for recovery activities include FAO, Project for Integrated Development of Rural Communities (DICOR), *Prodeco Sur* (Community Development Project), CARITAS, the Guatemalan Red Cross, Club 700, *Pastoral Social de Jalapa*, National Fund for Peace (FONAPAZ), municipal technical units and local NGOs.
85. **Honduras.** COMUS and the National Committee for Early Warning (CNAT) are the main government counterparts for this PRRO. COMUS comprises the Ministries of Health, Agriculture, and Natural Resources, Public Ministry of Labour, Transport and Housing (SOPTRAVI), local municipalities, NGOs and the UNDAF Disaster Mitigation Group. CNAT is part of the regional CEPREDENAC initiative. NGO partners for relief and recovery activities include CRS, WVI, Save the Children Fund and *Ayuda en Acción*. Partners for school feeding are the Ministry of Education, International Foster Plan, CARE and *Ayuda en Acción*. COMUS will be responsible for the implementation of this component. The MOH, WFP, UNICEF, PAHO/WHO, CRS, WVI and other implementing partners are represented therein.
86. **Nicaragua.** The Ministry of Agriculture will be the general counterpart for this PRRO, implementing asset-creation activities. Vulnerable group activities will be carried out with the MOH, and pre-school and school feeding with the Ministries of Education and the Family. Coordination between WFP, USAID and American PVOs will be maintained, and nutritional monitoring will be coordinated with the Ministry of Health, INCAP/PAHO and UNICEF. An improved food security monitoring system will be operationalized with FAO and the Ministry of Agriculture's Food Security Unit.

Capacity-Building

87. WFP will support ongoing government and United Nations training initiatives to increase the effectiveness of disaster management and contingency planning, and to detect more systematically food and nutritional insecurity. Training will emphasize the organization of local-level disaster responses and coordination between community and local government mechanisms. Of particular relevance for the implementation of this PRRO is training in VAM methodologies and food and nutrition security monitoring with INCAP/PAHO and UNICEF.
88. Training will be managed from regional and country offices, with a strong emphasis on local-level capacity development. Women will receive priority in training and when roles are assigned for disaster response. Currently in the four country offices and the regional bureau women comprise 52 percent of all staff members. At the regional bureau and country office level, VAM will develop training modules based on the experiences of the Standardized Food and Livelihoods assessment that supported the preparation of this



PRRO. WFP's inputs to food and livelihood assessments will complement partners' nutrition inputs.

Logistics Arrangements

89. Depending on the availability of resources, the preferred strategy is to follow the experience gained in the previous PRRO, purchasing locally when possible. This has proven to be cost-effective and does not affect the local market. The landside transport, storage and handling (LTSH) matrixes of all four countries will be reviewed on a biannual basis.
90. **El Salvador.** Logistics aspects will be coordinated jointly with the SNF. Transport to and distribution at final delivery points (FDPs) will be the responsibility of NGO counterparts, CARE, CRS, ACT, and FUSADES, in coordination with the SNF/DAA and WFP. The Government of El Salvador will cover 50 percent of LTSH.
91. **Guatemala.** In-kind contributions are received at Puerto Santo Tomás de Castilla and transported to one of the Government's five main warehouses (Fraijanes, Retalhuleu, Chimaltenango, Quetzaltenango and Amates). These are strategically located, with a total capacity of 28,440 mt that can be increased to 40,000 mt. Commodities are distributed from the extended delivery points (EDPs) to one of the 96 FDPs located in the most affected departments of the country. Quantities handled in each FDP are small, increasing the logistics transport costs and monitoring tasks. The Government of Guatemala will cover 50 percent of LTSH.
92. **Honduras.** Food aid will arrive at Puerto Cortés. WFP and COMUS will be responsible for receipt and customs clearance, transport to, handling and storage in the warehouses in San Pedro de la Sula, San Lorenzo, and Tegucigalpa. Once commodities are dispatched from these warehouses, counterparts and partners are responsible for their receipt in the municipal warehouses, where partners and local authorities are responsible for final food deliveries.
93. **Nicaragua.** Food will be received at the port of Corinto and initially stored in the central warehouse. Three new warehouses will be established in the RAAN, in Waspan, Puerto Cabezas and Siuna to facilitate deliveries in this isolated part of the country. Community organizations will be responsible for transportation from the warehouses to distribution points.

Monitoring and Evaluation

94. The PRRO will adopt a results-oriented monitoring and evaluation (M&E) system, to meet standard reporting, accountability, and management information requirements. A single M&E system will be designed in coordination with VAM work and made operational in the four countries. Data collected in the field will be consolidated in the regional bureau and analysed from a regional and country perspective. The common M&E system includes:
 - a common set of indicators (nutritional, livelihood and capacity strengthening), linking the prevalence of global acute malnutrition among children to ongoing VAM assessments;
 - baseline information building on the Standard Food and Livelihood Assessment and school feeding baseline surveys;
 - a common set of reporting formats;



- a special section to monitor gender issues during implementation, using disaggregated data (WFP's Commitments to Women); and
 - outposted food monitors to follow up on food deliveries.
95. The M&E system will monitor the nutritional, food and livelihood status of families, focusing on the nutritional situation in the drought corridor. The system includes three main steps: community interviews, livelihood focus group discussions and household surveys. It will provide thematic information on the effectiveness of WFP's response and the appropriateness of activities with respect to objectives. This information will allow country offices and national counterparts to respond flexibly to shocks and to redirect activities based on changing nutritional and livelihood needs.
96. A mid-PRRO evaluation to be carried out after 18 months will reinforce monitoring information, assessing the effectiveness of WFP's response, in particular meeting food needs as they occur. The use of standardized targeting criteria, local contingency planning, coordination between communities and local-level authorities will be examined in all four countries.

Security Measures

97. A regional United Nations Field Security Officer post has recently been established by UNSECOORD (United Nations Security Coordinator) in Guatemala. Establishing minimum standards for communications for field security remains a priority for WFP. This includes plans to finalize the high frequency radio network to permit communications among the four country offices and the regional bureau. High rates of crime, including kidnapping, armed robbery, carjacking and petty theft, and the threat of sudden major natural disasters require preventive measures at both the country and regional levels. Security training will be given to new WFP staff.

Exit Strategy

98. With favourable circumstances, governments will be in a position to respond to natural and economic shocks and to orient recovery activities to strengthen livelihoods. However, uncertainty regarding the impact of shocks such as El Niño and declining prices of coffee and other export crops, combined with the low resistance of families to recover from recurring shocks, will likely result in unmet food needs for the foreseeable future.
99. This necessitates effective capacity-building within this PRRO to facilitate phase-over. It is expected that increased government capacities may enable WFP to phase over or out elements of the operation by the end of the PRRO. Government resources, both human and financial, will be key to funding and implementing responses at the national and local levels. A key issue will be government ownership of VAM and monitoring processes. WFP will continue to advocate for the provision of resources to people living in marginal areas affected by shocks.

Contingency Mechanism

100. A WFP/government regional contingency planning mechanism will operate concurrently with country plans to ensure the effective allocation of resources. Regional planning mechanisms will include: updating country office contingency plans; deployment of experienced staff in the region; timely use of food reserves; and rapid assessments. The planning process will ensure that food reaches those most in need, irrespective of location within the four countries.



101. Additional funds are not sought through this PRRO mechanism, although it is anticipated that the delegation of authority to shift commodities/funds among activities may be employed depending on the frequency and severity of recurring shocks.

RECOMMENDATION

102. The PRRO is recommended for approval by the Executive Board within the budget provided in Annexes I and II.



ANNEX I

PROJECT COST BREAKDOWN

| | Quantity (mt) | Average cost per ton | Value (dollars) |
|--|------------------|-------------------------|--------------------|
| WFP COSTS | | | |
| A. Direct operational costs | | | |
| Commodity ¹ | | | |
| – Maize | 89 006 | 127 00 | 11 303 763 |
| – Pulses | 13 399 | 522 00 | 6 994 278 |
| – Vegetable oil | 5 294 | 666 00 | 3 525 804 |
| – CSB | 22 252 | 265 00 | 5 896 780 |
| Total commodities | 129 951 | | 27 720 625 |
| External transport | | 107.28 | 13 941 144 |
| Total LTSH | | 45.30 | 5 887 312 |
| Other direct operational costs | | 10.67 | 1 386 043 |
| Total direct operational costs | | 376.57 | 48 935 124 |
| B. Direct support costs (see Annex II for details) | | 27.63 | 3 589 996 |
| Total direct support costs | | 404.19 | 52 525 121 |
| C. Indirect support costs (7.8 percent of total direct costs) | | | |
| Subtotal indirect support costs | | 31.53 | 4 096 959 |
| TOTAL WFP COSTS | | 435.72 | 56 622 080 |

¹ This is a notional food basket used for budgeting and approval purposes. The mix and quantities of commodities, as in all WFP-assisted projects, may vary depending on availability.



ANNEX II**DIRECT SUPPORT REQUIREMENTS (dollars)****Staff**

| | |
|----------------------------------|------------------|
| International Professional staff | 31 000 |
| Temporary assistance | 38 900 |
| Overtime | 16 500 |
| International consultants | 15 000 |
| National consultants | 2 212 866 |
| UNVs | 315 250 |
| Staff duty travel | 205 999 |
| Staff training and development | 110 500 |
| Project preparation | 20 000 |
| Case studies | 40 000 |
| Publication of case studies | 10 000 |
| Monitoring | 30 000 |
| Subtotal | 3 046 015 |

Office expenses and other recurrent costs

| | |
|--|----------------|
| Rental of facility | 161 000 |
| Utilities (general) | 47 500 |
| Office supplies | 31 908 |
| Communication and information technology (IT) services | 49 468 |
| Insurance | 29 099 |
| Equipment repair and maintenance | 20 000 |
| Vehicle maintenance and running costs | 79 500 |
| Other office expenses | 11 000 |
| United Nations organizations services | 12 600 |
| Subtotal | 442 075 |

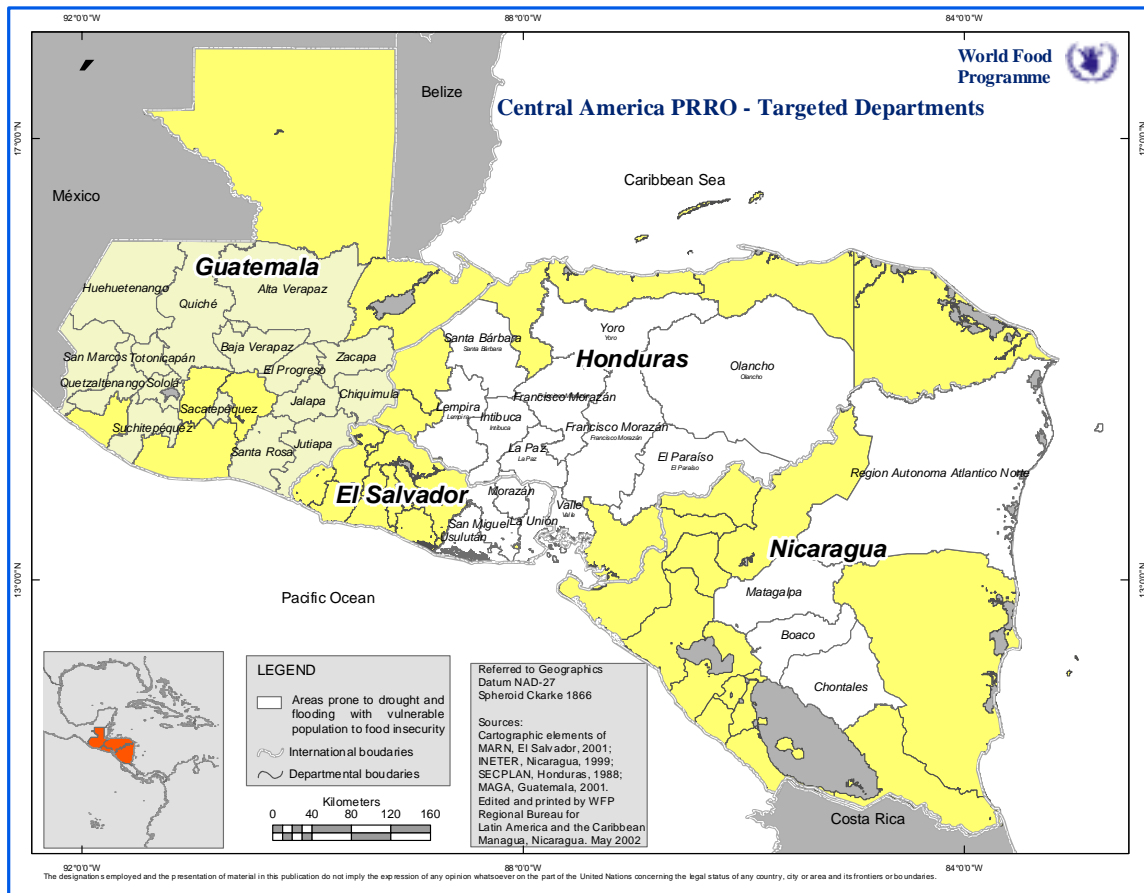
Equipment and capital costs

| | |
|--------------------------------|----------------|
| Furniture, tools and equipment | 10 000 |
| Vehicles | 62 000 |
| TC/IT equipment | 29 906 |
| Subtotal | 101 906 |

| | |
|-----------------------------------|------------------|
| TOTAL DIRECT SUPPORT COSTS | 3 589 996 |
|-----------------------------------|------------------|



ANNEX III



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 III (cont.)



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 IV

INDICATORS

All indicators are to be disaggregated by gender.

Relief Component

⇒ *Shocks*

- Number of shocks
- Number of people affected
- Number of people assisted by WFP
- Number of people displaced temporarily (less than three months)
- Number of meals per day eaten by families in lean season
- Number of items in diet in lean season
- Number of meals per day eaten by families outside of lean season
- Number of items in diet outside of lean season

⇒ *Nutrition*

- Number of children receiving full supplementary rations
- Chronic malnutrition levels in targeted municipalities
- Change in chronic malnutrition levels in drought corridor
- Change in acute malnutrition levels in drought corridor

⇒ *Training*

- Number of women and men trained, by theme
- Type of rations received, by training theme
- Food rations distributed, by training theme

⇒ *Assets*

- Number of people receiving rations, by asset category
- Number of assets created, by asset category, that improve sanitation conditions
- Number of assets created, by asset category, that improve household water supply
- Number of assets created, by asset category, that increase food items in family diets
- Percentage of assets created by women
- Percentage of assets maintained by women
- Percentage of assets generating income for women

Recovery Component

⇒ *Assets*

- Number of people receiving rations, by asset category
- Number of assets created, by asset category, that reduce vulnerability to disasters
- Number of assets created, by asset category, that increase food items in family diets
- Number of assets created, by asset category, to improve natural resource base
- Number of assets created, by asset category, to rebuild infrastructure
- Percent of assets created by women
- Percent of assets maintained by women
- Percent of assets generating income for women



⇒ Training

- Number of trainings organized, by theme
- Number of men and women trained, by theme
- Food rations distributed by training

⇒ School feeding

- Percentage of children who receive food rations for 220 days
- Percentage of children attending schools (in lean periods and non-lean periods)
- Percentage of children enrolled in school, by grade

⇒ Nutrition

- Total number of children affected by chronic malnutrition in drought corridor
- Change in chronic malnutrition levels in drought corridor
- Total number of children affected by acute malnutrition in drought corridor
- Change in acute malnutrition levels in drought corridor



ACRONYMS USED IN THE DOCUMENT

| | |
|----------|---|
| ACT | Action by Churches together |
| CARE | Cooperative for Assistance and Relief Everywhere |
| CBO | Community-based organization |
| CCA | Common Country Assessment |
| CEPRENAC | Central America Coordination Centre for the Prevention of Natural Disasters |
| CNAT | National Committee for Early Warning—Honduras |
| COMUS | <i>(Comité Multi-Sectorial de la Sequía)</i> Multisectoral Drought Committee—Honduras |
| CONRED | National Coordinator for Disaster Mitigation—Guatemala |
| CONSAN | National Committee for Food Security and Nutrition—Guatemala |
| CP | Country Programme |
| CRS | Catholic Relief Services |
| DAA | Department of Food Assistance—El Salvador |
| DICOR | Project for Integrated Development of Rural Communities |
| EDP | Extended delivery point |
| EMOP | Emergency operation |
| FAO | Food and Agriculture Organization of the United Nations |
| FDP | Final delivery point |
| FFT | Food for training |
| FFW | Food for work |
| FIVIMS | Food Insecurity Vulnerability Information and Mapping System |
| FONAPAZ | National Fund for Peace—Honduras Guatemala |
| GDI | Gender Development Index |
| GNP | Gross national product |
| HDI | Human Development Index |
| INCAP | Nutrition Institute of Central America and Panama |
| LOU | Letter of Understanding |
| LTSH | Landside transport, storage and handling |
| M&E | Monitoring and evaluation |
| MAG | Ministry of Agriculture—El Salvador |
| MOH | Ministry of Health |
| MOU | Memorandum of Understanding |
| NGO | Non-governmental organization |



| | |
|-----------|--|
| NOAA | National Oceanic and Atmospheric Administration |
| PAHO | Pan-American Health Organization |
| PRRD | Regional Disaster Reduction Plan |
| PRRO | Protracted relief and recovery operation |
| PVO | Private voluntary organization |
| RAAN | North Atlantic Coastal Region |
| SAEH | Ministry of Education's School Feeding Support Unit—Honduras |
| SICA | <i>Secretaría de Integración de Centro América</i> |
| SNF | National Secretariat of the Family |
| SOPTRAVI | Public Ministry of Labour, Transport and Housing—Honduras |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UNICEF | United Nations Children's Fund |
| UNOPS | United Nations Office for Project Services |
| UNSECOORD | United Nations Security Coordinator |
| USAID | United States Agency for International Development |
| VAM | Vulnerability analysis and mapping |
| WHO | World Health Organization |
| WLF | World Lutheran Federation |

