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Executive Board  
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## PROJECTS FOR EXECUTIVE BOARD APPROVAL

### Agenda item 6

*For approval*



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## PROTRACTED RELIEF AND RECOVERY OPERATION— GEORGIA 6122.01

### Relief and Recovery Assistance for Vulnerable Groups

Number of beneficiaries	454,000
Duration	Two years (1 July 2000–30 June 2002)

#### Cost (United States dollars)

Total WFP cost	14,470,657
Total food cost	7,568,680

### ABSTRACT

The people in Georgia face a very uncertain future, especially the poor and vulnerable. The country has little freedom of manoeuvre, politically or economically. It is faced with the possibility of renewed internal conflicts in Abkhazia and South Ossetia, and a new conflict in Ajara. Some 260,000 internally displaced persons (IDPs), victims of earlier conflicts, are already in the process of being integrated in local communities. It also faces the threat of a spill-over of renewed conflict in neighbouring countries, in the Russian Federation (Chechnya), and between Azerbaijan and Armenia. Elections are imminent in both Russia and Georgia. The economic collapse of the past few years has left the government able to finance only 37 percent of its 1999 budget; and it is largely dependent on Bretton Woods Institutions and bilateral donor financing, which represents more than 40 percent of the national budget. The estimated population of some 4-5 million Georgians have seen their per capita income fall by 60 percent and their savings lost or eroded by the hyperinflation of the mid-1990s. The basic infrastructure has fallen into disrepair, with electricity working only 6-8 hours per day, and many irrigation and drainage systems do not function. The main social safety net, the pension system, is able to make only erratic payments at best. Georgia does not produce enough food to feed its population, yet it could produce more than it does in an economically efficient way. Its economic fragility limits the imports of basic foodstuffs, putting their prices beyond the reach of the most vulnerable. The country hosts more than 5,000 refugees, a figure that is expected to grow in the coming months. Those most at risk are people who are unable to cope by themselves and lack the support of the family—orphans, the physically and mentally handicapped, and single elderly pensioners. There are people who could move towards recovery, if enabled to do so. These include small farmers with private landholdings ranging from 0.8 ha or more, and communities who could benefit from improved social infrastructure. WFP is not able to support all of the vulnerable people in Georgia or to meet their entire real needs. Accordingly, WFP is targeting its assistance to vulnerable people in the most food-insecure areas and is seeking to work with a wide range of partners to ensure that its assistance is linked with that of others to gain the maximum benefit for the target groups. This PRRO is divided into two parts: relief and recovery. In relief it targets refugees, orphans and mentally and physically handicapped persons in institutions and single elderly pensioners dependent on institutional feeding. The recovery programme focuses on the rehabilitation of basic agricultural infrastructure, cash crops for small farmers with private landholdings and communities which lack basic social infrastructure. Both components of this two-year PRRO help to empower communities and build resilience through food for training (FFT) by promoting community-based organizations and by supporting skills development. The implementation of a strategy targeted to vulnerable people in the most food-insecure areas promotes sustainability.

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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 point(s) 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.: 066513-2645).



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## LIST OF ACRONYMS USED IN THE DOCUMENT

ACF	Action contre la faim (Action against Hunger)
CIS	Commonwealth of Independent States
FFT	Food for training
FFW	Food for work
GDP	Gross domestic product
IDP	Internally displaced person
IRC	International Rescue Committee
LIFDC	Low-income, food-deficit country
MOU	Memorandum of Understanding
PRA	Participatory rapid assessment
PRRO	Protracted relief and recovery operation
SCF	Save the Children Fund
SDS	State Department of Statistics
UMCOR	United Methodist Committee on Relief
UNOMIG	United Nations Observer Mission in Georgia
VAM	Vulnerability Analysis and Mapping



## CONTEXT AND RATIONALE FOR PROVIDING ASSISTANCE

### Context of the Crisis

1. Following independence in 1991, Georgia experienced a civil war and ethnic conflicts in South Ossetia and Abkhazia. Although some political settlements have been reached for South Ossetia, the conflict in Abkhazia has yet to be resolved, with more fighting occurring again in 1998. About 260,000 people are internally displaced. Possible areas of conflict still exist in other regions, such as Ajara. With the forthcoming presidential elections of April 2000, tensions have been building between leaders in Ajara and at the national level. Any conflict between Ajara and Georgia could lead to the destabilization of Javakheti and other regions. Dissenting groups in West Georgia continue to engage in insurrections. Two political assassination attempts have been made on the current President of Georgia, Eduarde Shevarnadze. The conflicts in the neighbouring countries of Armenia, Azerbaijan and the Russian Federation are a threat to the stability of the country. Georgia is currently hosting more than 5,000 Chechen refugees. More refugees are expected to arrive in the spring, when the snow in the mountains will have melted.
2. Georgia's main economic activities are strongly linked to Russia and the Commonwealth of Independent States (CIS) countries, which account for about 44 percent of trade (Economic Trends, 1999). Thus, the Russian rouble crisis of 1998 resulted in a large trade deficit and economic crisis for Georgia. The industrial base is technologically old, environmentally damaging and unable to become competitive to maintain its market share. Georgia has undergone de-industrialization, which has resulted in an increase in unemployment. The 1996 industrial output was only 14 percent of the 1989 levels. In 1998, only 46 percent of official registered industries were operating (UNDP, 1999). Foreign investments have remained low, as Georgia is considered very unstable.
3. Agriculture accounts for 30 percent of the gross domestic product (GDP) and provides up to 50 percent of the income for both rural and urban households. This sector has undergone a rapid decline, producing about half of 1990 levels (UNDP, 1999). Many years of neglecting the irrigation and drainage systems have led to water logging, marshing of land, salinization, soil erosion and a decline in agricultural productivity. Rehabilitating the water systems will be necessary for improving the agricultural sector and the food security of rural households. As is the case with other sectors, most of the assets in agriculture belonged to the State at the time of independence and therefore required privatization. By April 1998, only 26 percent of the land was privatized; the lack of land ownership is closely related to poverty.
4. The official per capita GDP of US\$700 in 1999 is only about 40 percent of 1990 levels (UNDP, 1999) and is considered by informed observers to be too high. Georgia has one of the lowest per capita GDPs among the CIS countries, lower than that of many developing countries. Government revenue generation is low and weak. The tax collection system is poor, generating only 10 percent of GDP, and suffers from rampant corruption. In 1999, the Government was only able to finance 37 percent of its own budget with about 40 percent financed by the Bretton Woods Institutions (UNDP, 1999). Georgia's debt is growing faster than its GDP with a foreign debt servicing of about 25 percent of total revenues.



## Situation Analysis

5. Georgia's population of 4-5 million requires about 815,000 tons of cereal annually, of which 650,000 is wheat. In 1999, wheat production was 280,000 tons, which is far below the requirement (FAO, 1999). By FAO classification, Georgia is a low-income, food-deficit country (LIFDC). However, no food shortages exist in rural or urban markets, as imported food is available. For most people the issue is access to food. Prices and household income are the major determinants of food security at the household level. The ability of households to purchase food has decreased over the years as incomes have declined by about 40 percent compared to 1990 levels; at the same time, prices have increased as a result of inflation. In 1997, the cost of the minimum monthly food basket of about 2,500 calories per person was about 102 Lari (US\$50) while the average income was about 50 Lari (US\$25). About 50 percent of the population have incomes below the cost of the food basket (UNDP, 1999).
6. The ability of households to purchase food has been negatively affected by major macroeconomic shocks and ethnic conflicts. The unemployment rate is about 22 percent nationally and 35 percent in urban areas (UNDP, 1999). There is a growing incidence of highly skilled personnel having to accept employment far below their qualifications and skills. A large proportion of women, such as college graduates, are not able to find employment and have had to work in markets that are considered unsafe and sometimes controlled by criminals. Older workers are even more disadvantaged as they face age discrimination.
7. The ability of rural households to increase production and income has been eroded due to declining agricultural productivity. Yields for cereals and traditional export crops are low, following years of neglecting the irrigation and drainage systems, as was mentioned above. Ageing and unmaintained citrus plantations and vineyards have contributed to the poor quality and low yields of these export crops. Many farmers have no access to credit and lack technical knowledge for efficient agricultural production. Members of poorer households lack equipment and tools and work long hours in sub-zero temperatures without appropriate clothing and shoes.
8. The major social safety net for the poor is the Social Welfare Programme, which provides allowances to elderly pensioners, invalids and IDPs. The pension system has collapsed as a result of the economic decline. The Government is trying to improve the targeting of the vulnerable population, but has nevertheless been unable to pay them social benefits on a regular basis. By 1999, pensioners were owed up to six months of pension benefits (UNDP, 1999). The monthly pensions of an average of 12 Lari (US\$6) have become even more irregular, leaving many elderly people with no income to pay for food or heat.
9. Levels of chronic malnutrition or stunting are above the expected incidence of 2-3 percent. The 1999 UNICEF survey shows stunting levels of 11.7 percent for children under 5. Some regions, such as Kakheti, Kvemo Kartli and Samtshkhe-Javakheti have an incidence of stunting of over 15 percent. Changes in food consumption patterns have been noted, with households shifting away from nutritious to less nutritious foods. If these changes are not contained, malnutrition is likely to increase.

## The Situation of Women

10. The combination of social, political and economic upheavals has devastated communities, bringing hardships where the most vulnerable members of the population—the women and children—suffer the worst.



11. The disruption and the accompanying economic decline have caused many women to lose their employment. Industries that traditionally employed women, such as textile, clothing, food processing, chemical and petro-chemical industry have ceased operating, thus pushing women out of the labour force. In the rural context, female employment was mostly concentrated in the areas of tea production and vineyards. Again, these areas were almost completely destroyed as a result of neglect while attempting to move from a centralized agricultural economy to privatizing the sector. Meanwhile, the number of families with women as the sole or major provider has increased sharply; women's average remuneration constitutes only 41 percent of the minimum subsistence level as set by the Government, compared with 99.6 percent for male labour.
12. In addition, the loss of the former social service guarantees has made it more difficult to properly maintain families in times of economic hardship. Women are seriously under-represented and often disenfranchised. Even in the civil service, women occupy only 3-5 percent of senior positions.

### Government Policy

13. The Government's macroeconomic policy is largely set in the context of stabilization and adjustment programmes of the Bretton Woods Institutions. This includes structural reform in the following areas:
  - The introduction of a national currency with a freely negotiated exchange rate;
  - Price and trade liberalization;
  - Tax reform;
  - Privatization including land reform;
  - Restructuring of the banking sector; and
  - The creation of a legal and regulatory framework for private sector development.
14. The Government is refining its criteria for targeting vulnerable groups to enable it to assist the most needy. Since 1998, the Government's policy towards vulnerable groups has been emphasizing the need to move from relief to development. Bilateral donors and international agencies are being encouraged to focus more on longer-term needs and strategies.
15. Encouraged by several donors (World Bank, UNDP, UNHCR), the Government recently adopted a new policy towards IDPs which supports the provision of assistance to them in the context of individual vulnerability, rather than on the basis of the mere status of IDPs as done until now. This new policy encourages integration into the local communities. A survey will be carried out this year with a view to identifying the most vulnerable IDPs, who do qualify for assistance.
16. The privatization of land started in 1992, when the Government earmarked about 60 percent of all high-quality arable land for privatization. However, it was not until 1996 that laws were enacted to allow private ownership of land, land titling and leasing of State land to the private sector. Additional steps taken by the Government to improve household food security in rural areas include: upgrading of agricultural skills; research and training; agricultural credit and provision of support services for irrigation; drainage and water systems.



## WFP ASSISTANCE TO DATE

17. WFP has been in Georgia since 1993, providing food relief to IDPs and other vulnerable groups affected by economic crisis and civil conflicts. In 1997, WFP began implementing FFW activities to contribute towards the improvement of household food security for the rural population. Between May 1997 and July 1999, WFP distributed 18,400 tons of food to 73,800 food-insecure households and supported 188 FFW projects. FFW activities helped put back into production 11,700 ha of tea plantations, improved irrigation for 29,100 ha of land and cleared drainage for up to 4,870 ha of land, thereby enhancing the income-earning opportunities of rural households. Other activities included rehabilitation of feeder roads, bridges, schools and water supply systems as well as some reforestation. WFP is currently implementing a PRRO that began in July 1999 and is to end in June 2000. The objective of the PRRO is to contribute to the improvement of food security among vulnerable groups and increase opportunities for beneficiaries to become self-reliant. The current PRRO is providing 15,444 tons of commodities to an average of 100,000 people through FFW to build self-reliance, and 2,746 tons to provide life-saving support to 12,000 of the most vulnerable and elderly pensioners in institutions and 70,000 IDPs during the winter.

### Rationale for Extension

18. The people of Georgia face great uncertainty. The Government has little freedom to manoeuvre; the war in Chechnya, the elections in Russia and Georgia, and the threat of internal strife and conflicts in neighbouring countries like Armenia and Azerbaijan are major determinants of its political and economic stability. Moreover, the Government, as was mentioned above, was able to finance only 37 percent of its 1999 budget and is dependent on external donors for more than 40 percent of the national budget. The strategy for moving from relief to sustainable recovery is based on a more development-oriented approach and grounded in community-based action, which needs a longer time frame than one year. Hence, this PRRO is proposed for implementation over a two-year period.
19. Several years of economic stagnation and low revenue generation have led to the collapse of the previously comprehensive social safety net. Although social and economic reforms which are currently carried out signal a positive move towards achieving the Government's long-term development goals, they create in the short term additional burdens for a significant proportion of the population which remains poor and has yet to recover from the upheavals of the past. The population groups worst affected by the current macroeconomic reforms are those who are least likely to be able to support themselves and are fully dependent on Government support. Pension schemes, one of the pillars of any social safety net, are chronically grossly under-funded, and are paid only sporadically, if at all.
20. The conflict in Chechnya and the accompanying influx of refugees have put additional pressure on Georgia's already low budget resources. The problems in the social sector are well recognized by the Government which is making strenuous efforts to formulate a new social protection mechanism better adapted to the realities of a market economy. In the meantime, several State-funded programmes will need donor support.
21. Under these circumstances, food distribution is proposed to continue, until the Georgian Government has put in place a new social safety net and/or its economy has picked up sufficiently for it to provide basic services for the most vulnerable categories. The activities under the relief programme aim to improve the food security of those who are



solely dependent on Government support and are without any family network, namely the orphans, disabled, single pensioners and refugees.

22. Agriculture has traditionally been one of the most important sectors in the Georgian economy thanks to the various favourable climatic zones and relatively fertile soils. Prior to independence, the Georgian agricultural sector supplied the Soviet Union with vegetables, fruits, citrus, tea and wine, while other basic foodstuffs such as grain and livestock feed were imported from other Soviet Republics.
23. Following independence and the cessation of staple food imports from the Soviet Union, Georgian farmers had to assume a more prominent role in the country's food supply. This was hampered by the lack of knowledge and experience of how to run independent enterprises, and the loss of irrigation/drainage. Thus, farmers were poorly prepared for this mammoth task. As a result, by 1994, agricultural production levels had fallen by 60 percent from the beginning of the 1990s. This not only led to an inadequate national food supply for rural families, principally dependent on farm production for their subsistence, but was also one of the main causes for the continuation of livelihood and food insecurity in Georgia.
24. Small-scale farmers in Georgia will have an opportunity to become economically self-reliant, when provided with initial assistance. The overall objective of FFW activities will be to help kick-start rural economies and restore the basic social infrastructure. The umbrella of activities under this programme will be to rehabilitate essential agricultural assets and main social infrastructure. These activities will help restore the productive capacity of the land and thereby contribute to the improvement of household food security and self-reliance within vulnerable Georgian communities. In addition, WFP will provide food for training (FFT) to enhance agricultural knowledge and to provide leadership and management skills.

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## IMPLEMENTATION PLAN

### Objectives and Goals

25. The overall goal of this PRRO will be to continue moving towards a more comprehensive and sustainable recovery approach with the following objectives:

#### *Short-term objective*

- provide relief to the most vulnerable and unprotected groups with no other support system than the Government—orphans, the disabled, single elderly pensioners in institutions, IDPs and Chechen refugees.





### Medium-term objectives

- enhance the capacity of small-scale farmers to increase agricultural production and food security through agricultural rehabilitation and skills training;
- restore self-sufficiency and social cohesion among different ethnic groups through collaboration in economic activities and the creation of an improved social infrastructure for all;
- assist women to gain access to economic agricultural assets which shall lead to higher food security within their families;
- provide leadership and management skills for women for effective decision-making at the community level; and
- create ownership of the development process within the communities.

## KEY PROGRAMME COMPONENTS

26. The main components of the PRRO are outlined in the table below.

OVERVIEW OF ACTIVITIES				
Activity	Objective	Target group	Counterpart	Counterpart contribution
	<i>Relief</i>			
Secure food availability in institutions and improve nutritional value and caloric intake of orphans	Institutional feeding	Orphans	UNICEF	Assist with impact/qualitative monitoring  Evaluate 11 institutions on health standards and physical and psychological development of children  Train institution personnel
Secure food availability and improve nutritional value and caloric intake of physically and mentally handicapped (Levels I and II, as classified by the Government)	Institutional feeding	Handicapped (Levels I and II)	UNICEF	Same as above
Provide basic food security throughout the year to severely food-insecure single elderly pensioners	Institutional feeding Urban areas: soup kitchens	Single pensioners above 65	Government and church institutions	Provide shelter and non-food items
Provide basic food security to refugees from Chechnya	Food assistance	Refugees from Chechnya	UNHCR	Provide non-food items and shelter



## OVERVIEW OF ACTIVITIES

Activity	Objective	Target group	Counterpart	Counterpart contribution
	<b>Relief</b>			
	Recovery/FFW agricultural sector			
Promote self-sufficiency through the rehabilitation of productive assets in order to increase agricultural capacities	Rehabilitation of: – Drainage and irrigation systems – Land protection	Small plot holders (0.8 ha and over)  Priority to be given to: – Single-headed (hh) – Multiple-children households (hh) – Household with several elderly	Community groups Local authorities  ACF/SCF/UMCOR	Identify participants Identify projects in second year  Identify projects in first year Rehabilitate main drainage level Provide agric. inputs & technical support
Assist women to regain access to economic assets and help create opportunities so that they can shoulder major responsibility for their families' welfare	Rehabilitation of cash crops: – Tea – Citrus – Grapes – Fruit gardens – Winter vegetables/ greenhouses	Same as above  At least 70% women	Community groups Local authorities  Women in Business	Identify beneficiaries Provide land titles for beneficiaries Provide business and management training for women who want to engage in food processing and marketing Market identification Product quality
	Recovery/FFW social sector			
Promote self-reliance and community empowerment by assisting communities in the removal of major infrastructural constraints as identified by themselves	e.g. Provision of potable water School rehabilitation Other constraints as identified by community	Landless IDPs Single-headed hh Multiple- children hh	Community groups Local govern./NGOs	Identify community projects Identify participants Identify community projects in first year
	FFT/Project-related training			
Increase women's capacity to take on leadership roles to assist in development planning and management within their communities	Provide leadership training for female members of community groups and teach them community mobilization techniques	2 female members of each community group	IRC and other local NGOs as identified	Provide training in community mobilization and leadership skills
Improve women's business and management skills to enable them to take part in the economic recovery of their country	Provide business and marketing skills training to women engaged in micro-business activities such as fruit processing, marketing of vegetables, etc.	Female participants of FFW activities in fruit and vegetable growing and processing	Women in Business	Provide training in business and management skills and help identify markets
Improve farming skills of small-scale farmers in order to increase overall agricultural productivity	Provide improved farming skills training to small-scale farmers participating in FFW	Small plot holders. At least 30% women	To be identified	Provide training in farming and business skills



27. The PRRO will comprise two main programme components:
- **The relief programme** will provide food assistance to orphans, the disabled and single elderly pensioners in institutions, as well as Chechen refugees;
  - **The recovery programme** will work towards the rehabilitation of essential social and agricultural assets and provide food assistance through FFW activities. FFW will be used to provide project-related training such as improved agricultural skills to small-scale farmers; business and marketing training for women entrepreneurs in the small-scale business sector (mostly related to food processing); and leadership skills among women representatives of community groups.

## Protracted Relief Programme

### *Institutional feeding for orphans, the disabled and elderly*

28. The selection criteria for the new relief assistance programme will be children in orphanages, the disabled (Level I and II as per definition of the Georgian Government) and single elderly pensioners within institutions. WFP will supply a 1,500-calorie package over the entire year, containing the full ration of flour, beans and oil. Flour will be fortified with iron, and oil with vitamin A. The food provision will address the nutritional needs of the target group in order to minimize the risk of micronutrient deficiency and malnutrition, especially among children. Government contributions to the same institutions will be based on a common agreement, whereby the Government will provide perishable but essential food items such as vegetables, fruits and meat. Within cities where the concentration of single elderly pensioners without family support is highest, WFP will support the provision of one hot meal per day through soup kitchens.
29. In the implementation of the relief component and for improved programme impact, WFP will cooperate with UNICEF. The latter will assess the health of orphans in 11 institutions. UNICEF support is being sought with regard to qualitative monitoring of all WFP-assisted institutions. UNICEF's programme to provide training to personnel in one institution could be expanded to include other institutions, which are supported under WFP's relief programme.

### *Food assistance to Chechen refugees*

30. Commencing in March 2000 and in line with the Memorandum of Understanding (MOU) between UNHCR and WFP, WFP has committed itself to providing food assistance to a minimum of 5,000 to 6,000 refugees from Chechnya currently located in Akhmeta District of Kakheti Region. With the start of spring and the possibility of refugees passing the northern Caucasus mountainous barrier, another influx of several thousand refugees is anticipated. UNHCR has prepared a contingency plan for some 10,000 refugees starting June 2000, a plan adopted by WFP and provided for accordingly. Targeted beneficiaries will receive a daily dry food ration covering their basic needs (some 2,100 calories).

## Recovery/Rehabilitation Activities

### *Towards recovery through FFW*

Agricultural rehabilitation



31. WFP's approach will be to provide one-time assistance for the rehabilitation of assets such as irrigation and drainage systems in order to bring land back into production. WFP will not provide additional assistance for the maintenance of assets created or rehabilitated.
32. WFP will also support the setting up of community groups in partnership with specialized international and national NGOs, wherever FFW activities are carried out. A key role of the community groups will be to provide a forum for identifying their problems, for discussing and finding approaches to deal with development obstacles, as well as to ensure that regular maintenance is undertaken of the assets that have been created or rehabilitated through WFP support. This will not only help to strengthen and empower communities to take initiative towards more self-governance and self-reliance; it will also be a durable mechanism to assist communities in their development process after WFP assistance has been phased out.
33. In the past, female employment in the rural context was mostly concentrated in the areas of tea and wine production. These areas were almost completely destroyed due to neglect while moving from a centralized agricultural economy. WFP's recovery programme for Georgia will assist women to regain access to these agricultural assets through the rehabilitation of cash crops.
34. WFP will seek the cooperation of development partners such as Action Against Hunger (ACF), International Rescue Committee (IRC), Save the Children Fund (SCF), United Methodist Committee on Relief (UMCOR) and others with a strong agricultural development focus and community development approach, as it implements this component. These linkages provide small-scale farmers with additional agricultural inputs as well as a technical proficiency of the assets created, thereby increasing the overall impact of the activities.

#### Social rehabilitation

35. The activities under the social infrastructure rehabilitation programme will aim at the removal of major constraints such as the lack of potable water. The community-based approach of this PRRO will give the community the responsibility and right to identify and prioritize needs. Special attention will be paid to those obstacles as identified by the women within the community.
36. As in the past, project proposals may be received from local authorities during the initial period of PRRO implementation. An increase in the number of community groups is expected to shift project identification away from government structures to the community groups. This will help to ensure that communities are involved in defining priorities and directing initiatives themselves, leading to increased ownership of the development process by the community.

#### **Beneficiaries of FFW Activities**

37. A total of 432,000 people will benefit from FFW activities over a period of two years. This figure is calculated on the basis of an average of 18,000 FFW participants per month, for 22 days. The duration of FFW activities is of an average duration of 4 months. Hence, the calculation is as follows: 18,000 workers x 3 times per year x 4 family members x 2 (two-year duration of PRRO).

#### Agriculture



38. Vulnerable groups with the greatest potential for long-term economic recovery in the rural context are those with access to land. WFP will therefore target the rehabilitation works of major agricultural infrastructure such as drainage and irrigation systems, land protection and cash-crop plantations that benefit small farmers. This will have an immediate impact on their capacity to increase agricultural production and will lead to greater food security within their families and within the communities. In cases where additional labour may be needed towards these rehabilitation activities, WFP will give priority to other vulnerable households such as the landless and IDPs. Women will constitute at least 70 percent of direct beneficiaries in the rehabilitation of the cash crop programme.

#### Social rehabilitation

39. Communities targeted for the social rehabilitation programme will be remote, isolated food-insecure areas with a poor social infrastructure. Participants for these FFW rehabilitation activities will be rural people with limited or no access to land, single-headed households, large families, and IDPs if included in these categories. In all activities where it is culturally appropriate for women to participate, they will at least constitute 50 percent of FFW participants. In all cases, women and their families will be the main beneficiaries of the infrastructure rehabilitated.

#### *Towards Recovery with FFT*

40. One of the strategic elements of this PRRO will be the provision of leadership training, as well as business and marketing skills for women, which will strengthen their ability to better cope with the effects of the current crisis and enable them to provide more food security for their families. The FFT programme will be directed towards female beneficiaries and participants of the WFP/FFW programme.
41. Training in improved agricultural skills will be directed towards male and female small-scale farmers (with plots under 0.8 ha). Community groups will identify other project-related training needs and participants during the implementation of this PRRO.
42. WFP will seek cooperation from development partners such as Women in Business, a local NGO, to impart to female participants business and marketing skills related to the cash crop sector. This will increase their ability to market their produce, e.g. dried fruit, other processed-fruit products and vegetables. WFP will also identify national NGOs to provide training in leadership and community mobilization skills for women. Their support will also be sought in the field of improved farming skills and other areas, as identified by community groups.

#### *Beneficiaries of the FFT Programme*

43. The beneficiaries of the FFT programme are the so-called “new” inexperienced small-scale farmers within the rehabilitation programme. They will benefit from upgraded farming skills. In each community two or three women will be selected for training in community mobilization and decision-making skills. Courses will also be offered for women traders and producers of agricultural produce to teach them basic business, management and marketing know-how.
44. In all FFT activities, the food rations of 50 kg wheat flour per participant will enable participants to engage in the training activities offered. In addition, it will balance costs incurred by the participants in order to be able to attend the training sessions, such as transport, accommodation and meals. Budget provisions have been made to support NGOs



delivering the training sessions, for example payment to staff, transport to communities and rental of training venues.

#### Composition of community groups and FFT

- at least 50 percent female representation;
- at least one woman in a decision-making position (e.g. chairman, secretary or treasurer); and
- FFT for two or three female members in each community to promote leadership qualities among women and to teach them community mobilization techniques.

#### WFP BENEFICIARY GROUPS

Activity	Target Group	Female %	Male %	Total
Institutional feeding	Orphans, disabled (Level I & II), single elderly pensioners	60	40	12 000
Food assistance	Refugees	60	40	10 000
FFW activities	Small-scale farmers, landless, single-headed hh, multiple-children hh, IDPs	52	48	432 000
FFT activities	Participants of FFW programme	50	50	4 000*

\* Beneficiaries of FFW scheme.

#### BREAKDOWN OF BENEFICIARIES, RATIONS AND FOOD REQUIREMENTS (2 YEARS)

Beneficiary type	No. of days	Commodity			
		Wheat flour	Beans	Vegetable oil	Sugar
Orphans, handicapped, single pensioners	720	350	30	25	
Refugees	720	450	60	25	20
FFW (x 4 for family)	528	500 2 000	30 120	25 100	30 120
FFT (1 50-kg bag)	25	2 000			

#### BREAKDOWN OF BENEFICIARIES, RATIONS AND FOOD REQUIREMENTS (in tons)

Beneficiary type	No. of days	Commodity				
		Wheat Flour	Beans	Vegetable oil	Sugar	Total
Orphans, handicapped,	12 000	3 024	260	216		3 500



single pensioners						
Refugees	10 000	3 240	432	180	144	3 996
FFW	432 000	19 008	1 140	950	1 140	22 238
FFT	4 000*	200				200
<b>Total</b>	<b>454 000</b>	<b>25 475</b>	<b>1 832</b>	<b>1 346</b>	<b>1 288</b>	<b>29 934</b>

\* FFW Beneficiaries, therefore only counted once.

### Activity Approval Mechanism

45. During the first year of this PRRO the selection of projects will be based on project proposals submitted by the local authorities, NGOs and community groups. During project implementation, WFP will work towards the strengthening or establishment of community groups in all communities assisted, in order to build village level structures that can assist in the identification of project priorities and manage project assets after WFP interventions. Subsequent project proposals shall be increasingly identified and proposed by such community groups.
46. Each project proposal will be assessed according to a set of criteria: the priority given to the project by the community and/or local authorities; the expected output; sustainability of the assets created; participation of the most vulnerable groups; and the increase in production levels expected, based on rehabilitation efforts.
47. Project approval will be preceded by assessment of project feasibility by WFP programme staff together with community group members or local authorities. To ensure project transparency and allow for ownership by project beneficiaries, WFP will explain the selection criteria for each project activity during meetings with FFW beneficiaries and participants.
48. WFP will explore the possibilities of building upon development initiatives by development partners, to ensure greater project impact. Where such opportunities do not exist, WFP will try to identify eligible national or international development partners, who can supplement WFP-supported initiatives and will continue development assistance beyond WFP's phasing out.
49. The final project approval will be carried out by a WFP Internal Approval Committee. Occasionally and if required, potential external partners might be invited to participate. A project document will be prepared for each approved project, to be signed by the main parties to the project, i.e. the project counterpart, other implementing partners and the WFP Country Director.

### Institutional Arrangements and Selection of Partners

50. WFP will seek the support and cooperation of UNICEF in the identification and qualitative monitoring of institutions. It may also provide training to institutional personnel.
51. To work towards community mobilization, WFP will seek the assistance of NGOs such as IRC and SCF, which already have extensive experience in this field of work. WFP will also identify qualified national NGOs for such activities, which can provide training in community mobilization and decision-making skills.
52. WFP will aim to work closely with partners within the rural context, especially the cooperation of development partners providing agricultural inputs, extension services and legal support to small farmers concerning land ownership. In particular, WFP will seek



coordination with NGOs such as (ACF), SCF and UMCOR, whose activities are specially geared towards community mobilization and agricultural activities.

53. Women in Business can provide business and management skills for women under the FFT programme, and can also assist with the identification of markets for agricultural food and processed food.

### Capacity-building

54. The development of a community-based approach is considered vital in creating a forum which will help to empower people at the local level. It is a mechanism through which communities can find their own solutions based on local realities and initiatives. This process shall ensure sustainability of WFP-assisted interventions and transfer ownership of programmes to those implementing them. To this end, once established, community groups will participate in the identification of community priorities and needs and in the choice of activities; assist and oversee the management of project implementation; and participate in the targeting of WFP beneficiaries. They can also provide a mechanism to reduce inter-communal tensions (among IDPs and local population), as they provide a forum for dialogue and discussion.
55. It is expected that by shifting the decision-making away from the local authorities to the communities and supporting the full inclusion of women in decision-making positions, WFP can contribute to the institutionalization of a more gender-balanced and gender-sensitive political process at the local level.

### Target Areas

56. WFP/Georgia initiated VAM activities in September 1999 to improve identification of poor areas and households. The main activities of the VAM exercise have included reviewing the various data sources to gain a better understanding of the food security problems and to locate the food-insecure. Meanwhile, a number of surveys have been undertaken for Georgia through the State Department of Statistics (SDS). The quality of data is varied and there is no general agreement on the cut-off used in the identification of poor or vulnerable households.
57. The World Bank conducted a nation-wide survey in 1997, which has been the basis for poverty assessment for Georgia. UNICEF has recently concluded the End of Decade survey, the main objective of which is to assess progress in attaining the goals of the Children's Summit. Counterpart International, an NGO, has conducted a large survey/registration to identify vulnerable households eligible for electricity grants.
58. The major source of data for VAM/Georgia has been the World Bank survey data that constituted the bases for the household survey carried out by the SDS. Raw data are not provided but variables of interest can be extracted for analysis upon request. Other data available have included census and survey data from IFAD and other Government Departments.

### Regional/District Targeting of FFW

59. WFP adopted SDS's minimum subsistence allowance as the threshold for household vulnerability. Regions for the WFP programme are selected on the basis of a composite index of concentration of vulnerable households and the proportion of vulnerable households within each region. The four regions selected with the lowest composite index are: Imereti, Racha-Lechkhumi, Kakheti and Guria. These regions will be targeted for





FFW activities that have a strategic focus of improving the situation of rural households with problems of access to food. Three additional regions that have a low score on the composite index are: Shida Kartli, Mtskheta-Mtianeti and Samegrelo; these will serve as secondary targeting areas for possible intervention.

60. WFP has identified small plot holders (land size under 0.8 ha) as a group that has potential for increasing food production. Districts within the targeted regions that have a high proportion of farmers with privately owned land of more than 0.8 ha will be targeted with FFW for rehabilitation of agricultural infrastructure. VAM will disaggregate data by district to identify areas that have a high proportion of farmers with plots greater than 0.8 ha. Communities that have a high proportion of small plot holders, single-headed households, multiple-children and elderly households will comprise the most food-insecure.
61. The extent of WFP's support for recovery in the second tiers regions will depend upon the following: changing food security conditions in the selected regions; security considerations; government/political support at both the regional and national levels; the presence of collaborating partners that would ensure sustainability of FFW initiatives beyond WFP's phasing out.
62. To ensure that FFW activities are targeted to food-insecure districts, it will be necessary to monitor food security conditions on an ongoing basis. Indicators will include the average number of meals, food consumption and coping strategies which measure the extent of food stress. These indicators will be collected on a quarterly basis and will be used to determine changes in the food security situation of households. The data will then be reviewed bi-annually to determine areas that have diminished food access and therefore priority districts for FFW. VAM will establish the collection of food security indicators and analyse these indicators quarterly. WFP field monitors will collect these data along with conducting monitoring and evaluation.

### Targeting for Relief

63. The relief component will be implemented nation-wide. The target group will be individuals in institutions that are unable to take care of themselves and have no family support system. This component is therefore targeted to the following:
  - Orphanages;
  - Institutions for the handicapped;
  - Single pensioners of 65 years and above in urban and semi-urban areas; and
  - Refugees.

### Monitoring and Evaluation

64. WFP will closely monitor project progress and accomplishments through regular field visits, data collection and analysis. Monitoring findings will be reviewed with project counterparts and management. Periodic qualitative monitoring will also provide gender-disaggregated data to the extent possible.
65. WFP will monitor the distribution of food to all beneficiaries under the relief and rehabilitation programmes. Food to relief recipients, together with Government contributions, should cover full nutritional requirements. Any sign of malnutrition will be investigated immediately to the extent possible with the support of UNICEF.



66. Participants of FFW activities will receive food rations according to the days they actually worked and to work norms established.
67. WFP will maintain close coordination with other United Nations agencies, NGOs and government authorities in order to avoid duplication of coverage and seek opportunities for cooperation.
68. WFP will maintain the following databases:
- a) *A baseline database for each project district:* land-use pattern; average size of plots; land under crop cultivation; number of villages/communities; amount of land under irrigation/tea area; yield by crop and number of vulnerable households by gender. The major source of data will be the Department of Statistics and Social Welfare, Counterpart International and the VAM Unit. Additional data to be collected will be indicators on food access and coping strategies that will help direct implementation of FFW to the most food-insecure districts.
  - b) *A database for each participating community:* the number of households participating by gender and age; land size; current yield; type of activities or asset to be created; total size of asset; number of direct beneficiaries from the assets created; expected production and yield and qualitative indicators on food consumption patterns.
69. Two Participatory Rapid Assessments (PRA) will be conducted; the first will be to review progress, provide a basis for refining the programme and updating the food security conditions in the project areas at midterm; the second, at the end of the programme, to assess the extent to which the programme has achieved its intended objectives. These PRAs will be implemented by VAM.

### Logistics Arrangements

70. All food for Georgia arrives at the ports of Poti and Batumi and is then delivered by rail and road directly to various extended delivery points (EDPs)—Tbilisi (East Georgia) and Kutaisi (West Georgia).

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## EXIT STRATEGY

71. WFP Georgia will prepare for phase-out with the following approach. During the current transitional period WFP will continue to assist the most vulnerable populations by providing food assistance for a limited period of two years. Given the current crucial political phase, this time frame is considered realistic to re-evaluate the political developments and the stability within the region. Given favourable circumstances, i.e. improved stability within the country (politically and in matters of internal conflict resolution; rehabilitation of infrastructure; investment; growth with equity in income distribution), Georgia has some prospects and chances for economic recovery. Within the country, WFP will shift programme operations to more needy districts, if periodic monitoring shows that the area is no longer food-insecure.
72. On the programme level, WFP will target direct food assistance only to the most unprotected, State-dependent groups, as well as Chechen refugees. If the economy recovers, the Government should be able to take on its responsibility and obligations in this sector, after WFP's phase-out.



73. Simultaneously, WFP will continue to shift its operations from relief towards a more comprehensive recovery through FFW and FFT activities. FFW projects are geared towards creating household and community food security, and the removal of major development constraints in the social infrastructure. Moreover, FFW activities are directed towards the promotion of self-reliance through income-generating opportunities.
74. The creation of community groups and FFT for leadership development will assist to establish lasting mechanisms and tools. The training of women in leadership skills and their explicit promotion in community groups is a first step towards more female participation in decision-making structures.
75. The training of women entrepreneurs in business and management skills will present women with another way to increase their family income. It will also constitute a valuable asset in the evolving market economy of Georgia.
76. All rehabilitation initiatives are geared towards the creation of lasting assets, which will contribute to the sustainability of WFP interventions, beyond WFP operations in Georgia. To strengthen this approach, WFP will work closely with sister United Nations agencies, international and national NGOs to coordinate and supplement each other's development initiatives. This cooperation will further create an opportunity for WFP to link its target group with other development initiatives and partners in the country.

## RISK ASSESSMENT/CONTINGENCY MECHANISM

77. The outcome of the forthcoming elections in Georgia and Russia, as well as conflicts in some of the regions (Abkhazia, South Ossetia), could create more uncertainty. Continued fighting in Chechnya and other geo-political uncertainties in the region (Armenia, Azerbaijan) remain alive. Moreover, the Government's economic mobility is unlikely to improve over the period.
78. If the situation deteriorates, relief needs will increase and the move towards recovery will become less possible. The WFP country office will therefore need to be able to adjust its activities back towards relief.

## Security Measures

79. Georgia is currently in Phase II of the overall Security Plan. The year 1998 was a rather turbulent one that saw an assassination attempt on the President, the assassination of a United Nations Observer Mission in Georgia (UNOMIG) staff member, a military putsch attempt in the west and the imposition of curfews. While the situation seemed more tranquil in 1999, caution is still recommended as new tensions might arise with the latest influx of Chechen refugees and forthcoming presidential elections in April 2000. All missions from abroad are subject to Security Clearance by the United Nations Resident Coordinator.
80. The high-risk zones are mainly in the west and in the north. In response, basic security measures have been taken to protect WFP offices, equipment, staff, residences and resources.

## Possible Training Requirements for WFP/Georgia staff

81. Given the strong programmatic shift from relief to recovery, WFP staff in Georgia will require additional training in the following sectors:



- Qualitative and impact monitoring skills;
- Rapid rural appraisal techniques; and
- Community mobilization skills.

82. Within the sub-regional context of the West and Central Asia Cluster, training for support staff will also be required in various matters such as finance, TCI/IT, VAM, information and management.

## RECOMMENDATION OF THE EXECUTIVE DIRECTOR

83. 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 (tons)	Average cost per ton	Value (dollars)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Wheat flour (iron-fortified)	25 472	212.39	5 410 240
– Vegetable oil (Vitamin A added)	1 346	729.23	981 550
– Pulses (beans)	1 832	468.56	858 410
– Sugar	1 284	248.03	318 480
<b>Total commodities</b>	<b>29 934</b>	<b>253.00</b>	<b>7 568 680</b>
– External transport		94.56	2 830 559
Landside Transport			
ITSH	29 934	42	1 257 228
<b>Total LTSH</b>	<b>29 934</b>	<b>42</b>	<b>1 257 228</b>
Other Direct Operational Costs	29 934	16	477 580
<b>Total Direct Operational Costs</b>			<b>12 134 047</b>
<b>B. Direct support costs (see Annex II for details)</b>			
<b>Subtotal direct support costs</b>			<b>1 289 568</b>
<b>Total direct costs</b>			
<b>C. Indirect support costs (7.8 percent of total direct costs)</b>			<b>1 047 042</b>



PROJECT COST BREAKDOWN
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	Quantity (tons)	Average cost per ton	Value (dollars)
<b>T O T A L W F P C O S T S</b>	<b>14 470 657</b>		

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

## ANNEX II

DIRECT SUPPORT REQUIREMENTS ( <i>dollars</i> )
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### Staff costs

International	396 384
National professional officers	57 936
Local staff and temporaries	277 848
Overtime (in US\$ only)	10 200
<b>Subtotal</b>	<b>742 368</b>

### Technical support services

Project appraisal/assessment	3 500
Technical Advisory Services	4 000
Monitoring and logistics	4 500
Training	8 000
<b>Subtotal</b>	<b>20 000</b>

### Travel and DSA

International	50 000
In-country	50 000
<b>Subtotal</b>	<b>100 000</b>

### Office expenses

Rental of facility	132 000
Utilities	26 000
Communications	55 600
Office supplies	12 000
Equipment repair and maintenance	7 000
<b>Subtotal</b>	<b>232 600</b>

### Vehicle operations

Vehicle fuel and maintenance	83 600
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<b>Subtotal</b>	<b>83 600</b>
<b>Equipment</b>	
Communications equipment	4 000
Vehicles	60 000
Computer equipment	22 000
Furniture and equipment	13 000
<b>Subtotal</b>	<b>99 000</b>
<b>Other</b>	
Advocacy	3 000
Security	9 000
<b>Subtotal</b>	<b>12 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1 289 568</b>

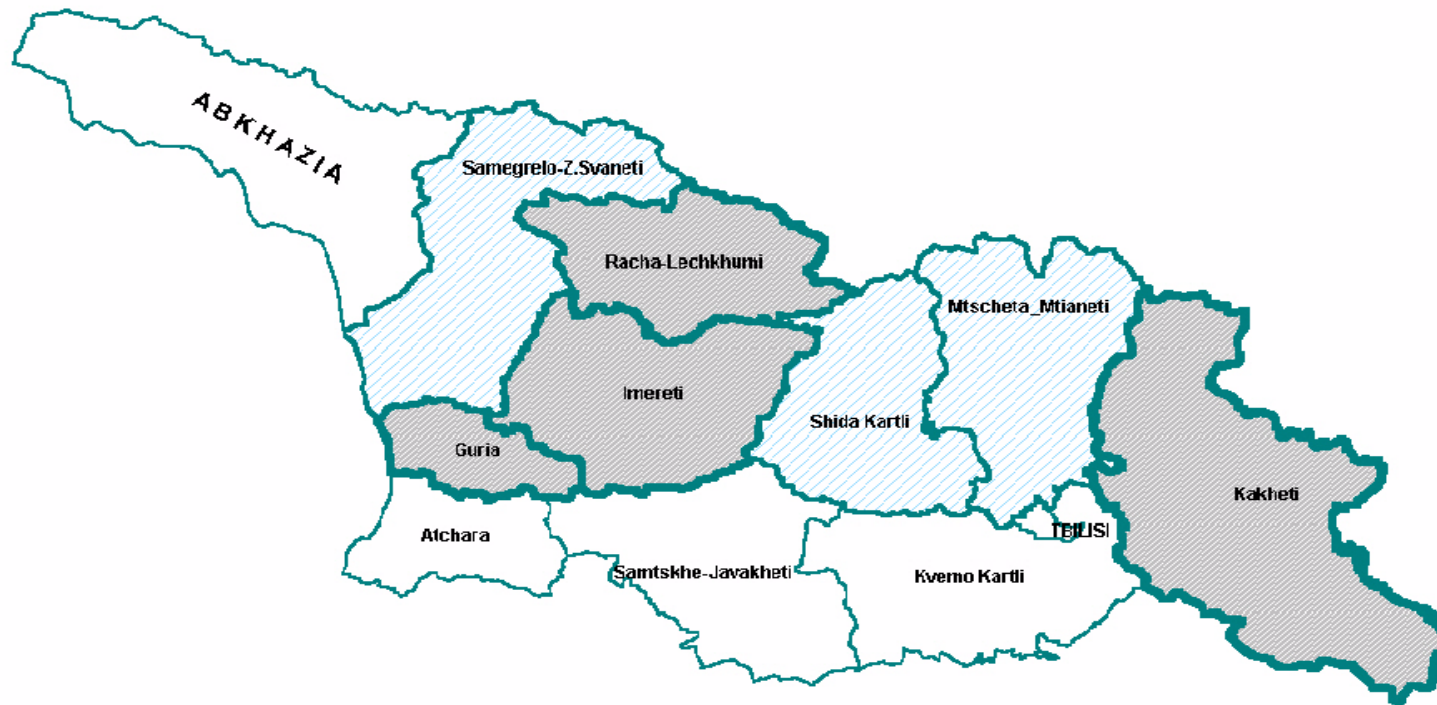
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## ANNEX III



## TARGET AND BUFFER REGIONS



-  Target regions
-  Buffer regions

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