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PROTRACTED RELIEF AND RECOVERY OPERATION— WEST AFRICA COASTAL 6271.00

**Targeted Food Assistance for Relief and
Recovery of Refugees, Internally Displaced
Persons and Returning Refugees in Liberia,
Guinea and Sierra Leone**

Number of beneficiaries	965,000
Women	530,750
Men	434,250
Duration of project	Twelve months (1 January – 31 December 2001)

Cost (United States dollars)

Total cost to WFP	64,968,890
Total food cost	27,299,650
Total cost	64,968,890

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



Since 1989, wars and civil strife have affected Liberia and Sierra Leone, claiming the lives of more than 350,000 people and leaving hundreds of thousands internally displaced or forced to seek refuge in neighbouring countries. The infrastructure and economic base of many people have been destroyed, depriving them of their livelihoods. The conflicts continue to have a destabilizing effect on the sub-region.

Following the disarmament and demobilization of former combatants in 1997 and subsequent democratic elections, Liberia has enjoyed a prolonged period of relative stability but it continues to be affected by the situation in neighbouring Sierra Leone. Guinea still hosts a large refugee population from Sierra Leone and Liberia. Prospects for peace in Sierra Leone improved after the Peace Accord was signed in Lomé on 7 July 1999 and the disarmament and demobilization of 45,000 ex-combatants was initiated. However, some areas remained inaccessible. Resumption of the conflict brought the peace process to a halt, broke down the security, obstructed the repatriation of Sierra Leone refugees from Guinea and Liberia and displaced a substantial number of people in Sierra Leone.

While food aid for Liberian refugees provided under the current protracted relief and recovery operation (PRRO) has been phased out in Guinea, Côte d'Ivoire and Ghana, relief and recovery assistance will still be required for some 965,000 beneficiaries in Liberia, Sierra Leone and Guinea during the one-year period of this PRRO. Relief food aid will be provided to new refugees, resettling refugees and internally displaced persons (IDPs), malnourished children and other vulnerable groups. The relief component of the PRRO will cover some 573,000 beneficiaries, while another 392,000 beneficiaries will participate in rehabilitation and recovery activities. The rehabilitation and recovery component will be implemented through food for work and food for training. Activities comprise rebuilding infrastructure, and improving agricultural production and household food security. Women account for an average of 55 percent of the total beneficiaries and will be involved at all levels of food aid management, including participation in decision-making.

Given the continued movement of populations as refugees or returnees among the countries covered by this PRRO, the regional approach will be maintained. This approach has been endorsed at the regional consultation meeting comprising WFP, UNHCR, UNICEF, donors and other partners. It will enable greater flexibility in response to urgent needs and the maintaining of a cohesive pipeline among countries.

The 12-month project would require WFP to provide a total of US\$64,968,890, including US\$27,299,650 in food costs.

Draft Decision



The Board approves project West Africa Coastal 6271.00—Targeted Food Assistance for Relief and Recovery of Refugees, Internally Displaced Persons and Returning Refugees in Liberia, Guinea and Sierra Leone (WFP/EB.3/2000/8-B/1).



CONTEXT AND RATIONALE FOR PROVIDING ASSISTANCE

Regional Context of the Crisis

1. Analysis of the current political, social and economic situation of the countries covered by this PRRO, particularly Liberia and Sierra Leone, suggests that overall conditions remain volatile with varying levels of insecurity. The conflict in Sierra Leone continues, and the outcome remains uncertain. The presence of large numbers of refugees in Guinea and Liberia, a large number of displaced people in Sierra Leone and an increase in the movement of weapons and armed groups throughout the sub-region are expected to continue to affect its stability. In addition, Liberia is still recovering from its own recent civil war and has not yet made much progress on the road to rehabilitation and recovery.
2. In Sierra Leone and Liberia much of the infrastructure has been destroyed as a result of the conflicts. Agricultural production has collapsed in Sierra Leone and is only beginning to revive in Liberia. While both countries are rich in natural resources, they remain among the world's poorest countries.
3. The renewed stability in Liberia was threatened by insurgent attacks in the border zone between Guinea and Liberia in April and August 1999. These attacks strained relations between the two countries and led to the closure of the border for a significant period. In addition, some international support was withheld or reduced, further slowing recovery.
4. Article XVI of the Lomé Peace Accord, signed on 7 July 1999, states that all combatants (estimated at some 45,000) of the Rebel Movement (RUF), the Armed Forces Revolutionary Council (AFRC), the Civil Defence Forces, the Sierra Leone Army (SLA) and paramilitary groups will disarm to a neutral peacekeeping force comprised of United Nations Missions in Sierra Leone (UNAMSIL) and Economic Community of West African States Cease-Fire Monitoring Group (ECOMOG). Nevertheless, most areas in the northern and eastern provinces, which are mainly RUF/AFRC-controlled, have yet to be demilitarized. The refusal of RUF to dismantle the parallel power structures they have set up continues to be a serious obstacle to the peace process.
5. The opportunity for the repatriation and resettlement of the country's internally and externally displaced populations, provided under the Lomé Peace Accord, has been seriously undermined. The hopes of affected populations to benefit fully from interventions aimed at restoring and sustaining lives and livelihoods have suffered a setback. The resumption of hostilities, recently triggered by RUF, is preventing humanitarian agencies from adequately addressing the needs of more than 1.5 million people rendered destitute and vulnerable by a conflict that has lasted over a decade.
6. In Guinea, apart from the effects of the incidents at the Liberia/Sierra Leone/Guinea borders, the security situation has remained fairly stable. The Government has tried to play an active role in achieving peace in the sub-region, and while already hosting large numbers of refugees, the country continues to give asylum to new ones.



Situation Analysis

7. Three years of relative peace in Liberia have encouraged thousands of refugees and IDPs to return to their places of origin and begin to rebuild their lives. However, according to UNHCR, a number of Liberian refugees have chosen to remain in Côte d'Ivoire and Guinea. Setbacks in Sierra Leone have prevented the reintegration of approximately 40,000 Sierra Leone refugees currently in Liberia. The presence of armed groups in Lofa County of northern Liberia has forced Sierra Leone refugees, as well as the local population, to leave the Kolahun area and discouraged the return of refugees and IDPs to the area.
8. Although government institutions in Liberia have been re-established at the urban, regional and local levels, they lack adequate resources to function properly. Rehabilitation of public and socio-economic infrastructure is extremely limited and is a cause for serious concern for humanitarian aid organizations. Over the next few years, major inputs will be necessary for the reconstruction process to take hold and to strengthen the frail stability that currently exists.
9. After the signing of the Lomé Peace Accord, the security situation in Sierra Leone witnessed an overall, albeit slow, improvement, which made room for some optimism. Disarmament and demobilization proceeded slowly and, according to official figures, a total of 24,271 ex-combatants, including loyal SLAs under government control, were disarmed by the end of April 2000. Humanitarian access improved as UNAMSIL deployed to strategic areas. In early May 2000, however, the peace process suffered serious setbacks when RUF forces took 500 United Nations peacekeepers hostage and resorted to armed action in various parts of the country, including threats to Freetown. The renewed outbreak of fighting forced people to cross the border into Guinea and brought to a halt the initiated return of Sierra Leone refugees from neighbouring countries. It also disrupted WFP's food distribution in a number of newly accessible areas where support was being given for relief and agricultural activities. At present, food aid distribution to IDPs is increasing, mainly in the Freetown area. The situation is expected to remain highly unstable for some time and will require the full range of WFP interventions under the PRRO instrument.
10. Although the situation in Guinea has been fairly stable, the country is still affected by the large number of refugees in its territory. Renewed insecurity in Sierra Leone has led to more refugees moving into Guinea. Plans for repatriation and a phasing-out of assistance in Guinea have been seriously delayed. Depending on the evolution of the situation in Sierra Leone, Guinea might yet see a substantial increase in numbers of refugees.
11. In Côte d'Ivoire a resurgence of ethnic tension surfaced prior to the military coup in December 1999. The dislocation in 1999 of populations in the north and southwest of the country, the recent coup attempt by the military and problems related to the forthcoming national election have given rise to a new area of instability in the sub-region.

HUMANITARIAN IMPACT

Food Security

12. With the exception of Upper Lofa County, where armed incursions in 1999 and continued insecurity have inhibited agricultural production, recent harvests in Liberia have improved food security throughout the country. However, Sierra Leone refugees in Liberian camps, in both rural and urban areas, continue to depend heavily on food aid. They are assisted through food for work activities involving small-scale agricultural



production near the camps, and through vulnerable group feeding. Agriculture-related activities that affect food security, such as swamp rice development and road rehabilitation, will be continued in Liberia under the proposed PRRO.

13. A renewed outbreak of fighting has hampered agricultural production in Sierra Leone. Under the current PRRO, WFP has focused on the need to restore agricultural production in partnership with the Ministry of Agriculture, NGOs, FAO and IFAD. In addition to vulnerable group feeding and support to IDPs, much of the assistance has been concentrated on food for agriculture and on seed rice protection. Other support mechanisms have included the procurement of seed rice and the provision of seeds and tools along with the food component. With the recent upsurge of hostilities, many farmers have been displaced and agricultural work has been disrupted, especially in rice-producing areas. Given the importance of agricultural rehabilitation and production, the proposed PRRO will continue to focus on this sector through food for agriculture and the delivery of seeds and tools.
14. In Guinea, refugees are located primarily in the more densely populated areas (Guéckédou). Despite continued efforts, access to land to grow food is very limited. Also, refugees who have secured some land are unable to put it to optimum use because of a lack of material and technical support. These people continue to depend to a great extent on food aid.

Rationale

15. Nutrition surveys, needs assessments, food-security monitoring and the Joint Assessment Mission (WFP, UNHCR, UNICEF and donors) in April 2000 have all confirmed the need for continued food assistance. Targeted assistance will focus on refugees, IDPs and returnees in Liberia, Sierra Leone and Guinea. These people will be assisted through a range of activities as the situation in each of the three countries evolves.
16. In Liberia the focus is on second-stage recovery and rehabilitation. Full recovery is essential for the future stability and development of Liberia. Modest successes gained through the resettlement and rehabilitation activities of the current PRRO have highlighted the positive impact of food aid, and these activities need to be reinforced and expanded. Under the proposed PRRO, emphasis will be placed on interventions that improve basic social services, encourage economic activity and raise the standard of living. This must be accomplished with fewer resources, requiring that WFP make even more efficient use of the limited resources available.
17. In Sierra Leone, needs are assessed by WFP and its partners through continuous monitoring of the nutritional status of the population and evaluation of the food security situation in all accessible areas of the country. In November 1999, the Government, WFP and the main humanitarian agencies participated in a national vulnerability assessment. This assessment revealed significant differences in the vulnerability level among the four provinces of the country. Areas cut off from external support during prolonged periods were shown to be particularly food-deficient, a condition that has persisted because of setbacks in the security situation and the renewed inaccessibility of these areas. A strong relief assistance element will continue to be necessary there. In spite of this, all efforts will be made to move towards rehabilitation and recovery as soon as the situation allows. The new national resettlement strategy for the displaced populations, returning refugees and ex-combatants, defined and finalized early this year, will provide the framework for that move.



18. The current setback in the situation in Sierra Leone warrants a continued focus on relief and maintenance for old and new Sierra Leone refugees living in Guinea. WFP food aid will continue to prepare both groups for their eventual resettlement in Sierra Leone, particularly through food for training and emergency school feeding. Once the refugees have returned to their country of origin, recovery programmes in refugee-affected areas will have to be considered. This could include food aid interventions designed to restore infrastructure and the environment through a separate emergency operation in line with strategic proposals by the Country Programme for Guinea currently under preparation.

Environment

19. Environmental problems continue to exist, particularly in the vicinity of refugee camps in Guinea. Land occupation, agricultural practices and the excessive collection of fuelwood have aggravated deforestation. WFP support for conservation activities through food for work will continue, with a special focus on women, as it is mainly they who are involved in fuelwood collection. To reduce fuelwood consumption, maize meal and bulgur wheat, which require relatively little cooking time, will again be proposed for the food basket.
20. In Liberia, WFP continues to work closely with the United Nations Environmental Theme group to promote issues related to the environment. In addition, support will be provided through the food-for-work and food-for-training schemes that promote the use of improved wood-saving stoves in schools, refugee camps and the communities collaborating with environmental NGOs. WFP-assisted road rehabilitation (i.e. the construction of culverts and ditches) in Liberia and Sierra Leone is designed to reduce the negative impact of erosion on the surrounding environment.
21. In Sierra Leone, environment-related activities, such as the reclaiming of land for rice production, drainage projects and reforestation, will continue where possible. Emphasis will be placed on sensitizing target groups and communities in collaboration with implementing NGOs specialized in environmental rehabilitation. Swamp-rice production and intercropping will continue, security and other factors permitting. This will reduce hill rice (slash-and-burn) production in forested areas, thus minimizing the negative impact of such traditional practices on the environment.

WFP Response

22. WFP has been providing emergency relief and recovery assistance to internally displaced persons and refugees in the sub-region since 1990. The current regional PRRO 4604.07 was approved by The Executive Board at its Second Regular Session in May 1999 for the period July 1999 to June 2000. A regional approach was chosen because the previous division of the operation into two protracted relief operations (PROs) and one emergency operation (EMOP) had proved not as efficient as desired. A single resource regional pipeline was considered indispensable for improving efficiency as it would allow synchronization of calls-forward to accommodate the entire sub-region, limit isolated resource shortfalls and facilitate a coordinated approach for all incoming shipments. During implementation of the current PRRO, beneficiary numbers and food quantities were revised (downwards) in October 1999 in light of the findings of a joint WFP/UNHCR/Donor Assessment Mission. A six-month extension from 1 July to 31 December 2000 was approved in February 2000. The number of beneficiaries was revised to 1,133,050, and the budget for the PRRO was slightly decreased. In accordance with the repatriation and phasing-out schedule, assistance to beneficiary populations in Ghana and Côte d'Ivoire was phased out in January and June 2000, respectively. At present, assistance to targeted beneficiaries ranges from relief to recovery. The programme



includes assistance for IDP resettlement, support for refugee repatriation, therapeutic feeding, vulnerable group feeding, emergency school feeding, food for training and food for work in agriculture and social infrastructure rehabilitation.

Government Recovery Policies and Programmes

23. The Government of Liberia recognizes the need for significant investment to bolster recovery programme, but it is hampered by lack of funds and donor support. In the education and health sectors, for example, there are insufficient funds to pay teachers' salaries or for the rehabilitation of infrastructure. According to the Government, although rehabilitation of the road networks continues to be of major concern, significant assistance has not been forthcoming.
24. The Government of Sierra Leone, together with WFP and other United Nations agencies, has been extremely active in setting up the Strategic Framework for Sierra Leone aimed at integrating the political and humanitarian assistance strategies into a longer-term relief and development continuum. The framework is mutually reinforcing and clarifies the respective roles of the United Nations system agencies and the Office of the Special Representative of the Secretary General (SRSG).
25. It is recognized that a comprehensive disarmament and demobilization is a prerequisite to long-term improvement and development of the country. Since the signing of the Lomé Peace Accord, the Government has launched the National Disarmament, Demobilization and Reintegration (DDR) programme and requested assistance from WFP. WFP approved EMOP SIL 6187.00 "Emergency Food Assistance to the Disarmament, Demobilization and Reintegration Programme", which provides a total of 3,489 tons of assorted food commodities valued at over US\$2.7 million. The Government is committed to the Lomé Accord, but since May 2000 with the renewed outbreak of fighting, DDR activities have been halted. They are expected to resume when the situation permits.
26. In Guinea, government programmes continue to focus on the repatriation of Liberian refugees and the rehabilitation of the land they occupied. Refugees who do not want to return have been allowed to stay.

RECOVERY STRATEGY

Beneficiary Needs

27. Joint WFP/UNHCR/Donor assessment missions are carried out annually. In addition, needs at both the household and community levels are monitored by WFP, government counterparts, members of the donor community and national and international partner agencies. Ad hoc surveys on the nutritional and food security situation carried out by implementing partners are integrated into WFP's assessments and analysis. To respond adequately to the differing needs of the various beneficiary groups, like the current one, the proposed PRRO envisages diversified rations, ranging from relief to recovery. In the event of localized and/or short-term emergencies, flexibility is built into the programme.
28. Due to renewed fighting and continued insecurity in Sierra Leone, the current group of Sierra Leone refugees in Guinea and Liberia will most likely continue to require assistance during the period of the proposed PRRO. In addition to a monthly emergency ration, these beneficiaries will, where possible, be eligible to participate in food-for-work activities that will improve their sanitary and living conditions and strengthen their existing coping



mechanisms. Supplementary and therapeutic feeding programmes will also be available to the most vulnerable groups, particularly children under 5 and nursing mothers. Where land is available, seeds and tools will be provided to refugees to help them become more self-reliant.

29. New Liberian returnees, some Liberians who repatriated earlier and resettled IDPs, will all require food aid through food-for-work activities that will assist them in the rehabilitation of agriculture, social infrastructure and skills training. Sierra Leone refugee children in Liberia (six camps in Montserado and Sinje) will continue to require educational support under the Emergency School Feeding Programme. Liberian children returning to Upper Lofa County will also require emergency assistance until they are integrated into the national development school feeding programme currently under preparation.
30. Emergency food aid is required in Sierra Leone for those recently displaced by renewed hostilities. Activities aimed at maintaining or improving the nutritional status of children through therapeutic feeding and other interventions continue to be important. Once the peace process has been re-established, the rehabilitation of agriculture and infrastructure, important for household food security, will be actively pursued. Recovery and development activities in the education and health sectors will also be supported.
31. The scope and duration of assistance to Sierra Leone refugees in Guinea will depend largely on the evolution of the situation in Sierra Leone. It is hoped that repatriation will resume soon and that resources can be shifted into Sierra Leone in support of enhanced recovery and rehabilitation activities.

The Role of Food Aid

32. The situation in the countries covered by the proposed PRRO still justifies the provision of varying levels of assistance, with food aid continuing to play an important role. Food aid provides nutritional support for households with insufficient coping mechanisms. For newly arrived refugees or recently displaced people fleeing renewed fighting in Sierra Leone, food rations will help nutritional recovery, especially when combined with vulnerable group feeding rations and/or therapeutic feeding. Food aid facilitates the resettlement of returnees and IDPs through a two-month resettlement package. During the initial transition period, returnees will have the opportunity to participate in food-for-work activities for rehabilitation of social infrastructure, housing, agriculture, etc. As under the current PRRO, the operation will promote the participation of women in the decision-making process for the selection of priority food aid programmes, control of beneficiary targeting and management of food.

Ration Levels and the Food Basket

33. Food rations will remain at the current level (see Annex IV for ration details). The rations were established according to the type of intervention, nutritional requirements of the beneficiaries, existing coping mechanisms and incentive needs (food for work). Refugees and IDPs who have been in these camps for several years have developed coping mechanisms, such as acquiring complementary food through petty trade with the local population (e.g. for fuelwood) or through odd jobs. Many have developed small garden plots to produce fruits, vegetables and condiments. These coping mechanisms have helped diminish dependence, a common risk in protracted situations.
34. For some categories of beneficiaries the relatively low ration levels can be supplemented through other interventions. For example, returning refugees or IDPs receive a resettlement



package and may at the same time participate in rehabilitation activities, thus receiving food for work rations.

35. Ration levels can be adjusted to respond quickly to nutritional emergencies. The highly volatile situation in Sierra Leone, characterized by sudden outbreaks of fighting and the displacement of populations, fully justifies some degree of flexibility. The ration for such vulnerable groups can be temporarily enhanced to 300 grams of cereals, 125 of pulses and 25 of vegetable oil. The composition and level of the ration for therapeutic feeding aims at the quick recovery of malnourished children. These rations, providing more than 1,900 Kilocalories, comprise cereals, vegetable oil, pulses, sugar and corn-soya blend (CSB), included for its high nutritional value and easy preparation. However, CSB will no longer be included in the IDP and vulnerable group feeding rations where nutritional recovery is not the primary concern. Instead, it will be replaced by pulses, which have a longer shelf-life and a broader donor base, and are more in line with local food habits.
36. Emergency school feeding includes salt and sugar, in addition to the other commodities. Iodized salt has been added to the ration for vulnerable group feeding beneficiaries in order to combat goitre.

IMPLEMENTATION PLAN

The Regional Approach

37. A regional approach, covering Liberia, Sierra Leone and Guinea, is again proposed for this PRRO. The situation in the sub-region remains interrelated, with people moving among the three countries in response to changing security conditions, and requires flexibility in terms of resourcing, timely response and pipeline management. It also aims at achieving economies of scale, integrating financial, human resource and other inputs. With a single-resource pipeline, calls forward can be synchronized to accommodate the entire region, thereby minimizing isolated resource shortfalls and logistics and administrative costs.

Goals and Objectives

38. Within the longer-term goal of improving livelihoods, recovery and household food security, the specific objectives of the PRRO are to:
 - a) provide relief assistance to the most vulnerable victims of civil strife and new refugees and IDPs;
 - b) facilitate the return of refugees and IDPs to their place of origin once the situation there has stabilized; and
 - c) support their reintegration and recovery.
39. In order to achieve these objectives, this PRRO will specifically aim at:
 - a) meeting basic relief needs and minimum nutritional and dietary standards for those who have lost all coping mechanisms or are dependent upon others for their survival;
 - b) providing the environment for the settlement of refugees and IDPs in their places of origin;



- c) promoting self-reliance leading to empowerment, especially of women, through support to productive training and educational activities; and
- d) rehabilitating or reconstructing devastated infrastructure.

Key Programme Components and Beneficiaries

40. The proposed PRRO will assist a total of 965,000 beneficiaries, of whom some 55 percent are estimated to be women. Relief is still required for those with insufficient coping mechanisms, those affected by recent setbacks in the security situation in Sierra Leone and Liberians wishing to return to Upper Lofa. Refugees, IDPs, vulnerable groups and children in acute states of malnutrition will receive relief assistance. Malnourished children will be assisted through therapeutic feeding. The share of this relief component in the overall PRRO is some 573,000 beneficiaries or approximately 59 percent of the total.
41. Recovery and rehabilitation programmes are important for Liberia and Sierra Leone. This component of the proposed PRRO will continue to comprise food-for-work programmes such as rehabilitation of roads, reconstruction of social and productive infrastructure, rehabilitation of agricultural land and measures for increasing agricultural production. It will also continue to include emergency school feeding (at a reduced level in Liberia) as well as food for training. The activities carried out under this component are essential as they create the preconditions for stability and longer-term development.

Intervention Modalities by Beneficiary Category

Refugees

42. Food needs and the number of beneficiaries will continue to be monitored regularly by WFP, UNHCR, implementing partners and members of the humanitarian aid community through the Committees on Food Aid. Composed of relevant United Nations agencies, government, donors and NGOs, these develop annual strategies and policies, regularly review the security and humanitarian situation and confirm or modify aid approaches. Figures are regularly updated at the biannual consultation meetings and through joint needs assessment missions. Support to Liberian refugees has been phased out in Guinea and Ghana since January 2000 and in Côte d'Ivoire since June 2000. Sierra Leone refugees in Guinea and Liberia will continue to receive food rations under specifically targeted intervention schemes, such as therapeutic feeding, vulnerable group feeding, emergency school feeding and food for work.
43. In Liberia, some 45,000 Sierra Leone refugees (in Sinje and Montserado) will continue to receive monthly refugee rations. Those who are deemed to be more vulnerable will receive additional vulnerable group feeding or therapeutic feeding rations.
44. As a direct result of renewed fighting in Sierra Leone, new refugees have fled into Guinea with some 2,340 people registered in Forécariah by the end of May 2000. In order to provide for any further increase in new refugees, provisions for some 20,000 additional refugees have been made in the Guinea programme under the vulnerable group category. It is estimated that more than 53 percent of the new refugees are women.

Resettlement of internally displaced persons

45. Recent events in Sierra Leone have brought to a halt plans for phasing out support to IDPs. Substantial numbers of people have been newly displaced. When the security situation improves, some 100,000 IDPs and returning refugees (about 10 percent of the total number of beneficiaries covered under the PRRO) will require WFP assistance for



resettlement inside Sierra Leone. Some 52 percent of returnees (IDPs and refugees) are estimated to be women. IDPs settling at their places of origin or choice will receive a two-month food resettlement package. Efforts will be made, in cooperation with partners, to assist the IDPs during the resettlement period through food-for-work activities, seeds and tools programmes and infrastructure rehabilitation.

📌 *Resettlement of refugees*

46. Refugees who resettle will receive a repatriation package of two months of food rations and some non-food items. In agreement with UNHCR, the repatriation package will be provided to returning refugees upon arrival in their country of origin. Enhanced rations are foreseen in the resettlement package for repatriated refugees (and resettling IDPs) during the initial resettlement period, when coping mechanisms are practically non-existent. This ration enhancement will be provided only when it is deemed necessary.
47. It is expected that the repatriation of Liberian refugees from Guinea and Côte d'Ivoire will end by December 2000 and that resettlement packages will no longer be needed. Under the proposed PRRO, however, some 10,000 refugees are expected to repatriate. Longer-term resettlement and recovery support will be provided under different programmes aimed at rehabilitation of infrastructure, agricultural production, health and education.
48. Resettlement packages will also be required for Sierra Leone refugees returning to Sierra Leone from Liberia and Guinea. The setbacks to the peace process in Sierra Leone have delayed the early return of these refugees. If this situation persists, the number of beneficiaries might be lower inside Sierra Leone but higher in asylum countries (Guinea and Liberia).

Distribution Types

📌 *Therapeutic Feeding*

49. Therapeutic feeding targets malnourished children under 5 and accompanying adults (women's participation ranges from 44 percent in Liberia to 75 percent in Sierra Leone). The ration is comprised of cereals, vegetable oil, pulses, CSB and sugar, and provides some 1,900 Kcal. Therapeutic feeding programmes are managed by Médecins sans frontières (MSF) and Action contre la faim (ACF). Some 38,000 beneficiaries are to be assisted: 10,000 in Liberia, 25,000 in Sierra Leone and 3,000 in Guinea.

Vulnerable Group Feeding

50. This programme will continue to act as an important safety net for households and high-risk groups. It will target recently displaced persons or refugees who have just arrived in the countries of asylum. These high-risk groups include children under 5, expectant and nursing mothers, households headed by women elderly and disabled people, patients and inmates of hospitals, tuberculosis and leprosy control centres and orphanages. Some 60 percent of the beneficiaries in all these categories will be women.
51. In Guinea, most of the refugees meet one or several criteria of the vulnerable group feeding category and will be assisted under this programme. In Sierra Leone, a large number of people will continue to be included in this category. WFP will continue to work in partnership with medical NGOs, UNICEF and the respective Ministries of Health for the identification and targeting of beneficiaries and the implementation of this sub-component. Some 380,000 beneficiaries, or 39 percent of the total PRRO beneficiaries, will be assisted



under this sub-component: 35,000 in Liberia, 125,000 in Sierra Leone and 220,000 in Guinea.

Emergency School Feeding

52. Support to education by way of emergency school feeding will continue to be an important part of the proposed PRRO. IDPs and refugees view the existence of school facilities as a strong indicator of a return to normalcy and recovery. This, along with other factors, influences their decision to return to their place of origin. School feeding also continues to facilitate the reintegration of child soldiers in Sierra Leone. Where teachers are not receiving salaries, food rations will continue to be provided to them on a temporary basis to ensure the functioning of the educational system. Governments and communities will be encouraged to make provision for the payment of salaries.
53. Emergency school feeding in Liberia will be provided to Sierra Leone refugee children in six refugee settlements (Grand Cape Mount and Montserado Counties). For Liberian children, this programme will be limited to Upper Lofa County. Under the new PRRO, Liberian students currently assisted will no longer receive relief assistance but will be supported through a national school feeding project, which is under elaboration. It is intended that resources will be made available from WFP's development portfolio once the school feeding programme is approved. In this regard, WFP will continue to seek cooperation from partners such as UNICEF and UNESCO, as well as from NGOs involved in the education sector.
54. In Liberia, the Accelerated Learning Programme (ALP) for over-age students and adolescent mothers, currently assisted by UNICEF and other partners, is expected to receive support under the WFP school feeding development programme. However, if and when it expands to geographical areas not covered by the school feeding programme, such as Upper Lofa County, adolescent mothers/girls enrolled will be specifically targeted, along with their children, under the vulnerable feeding category of the PRRO. It is expected that providing take-home rations will prevent this group from relying for survival on coping mechanisms such as prostitution, forced labour and petty theft.
55. A total of 284,000 children (some 29 percent of the total number of beneficiaries) will participate in the emergency school feeding programme: 20,000 in Liberia, 200,000 in Sierra Leone and 64,000 in Guinea. A total of 43 percent will be girls.

Food for Work

56. Programmes supported through food for work will continue to promote rehabilitation and recovery. The food for work modality provides an opportunity for the greater participation of households and communities in recovery activities and decision-making. The number of beneficiaries expected to participate in food-for-work activities amounts to 78,000, or 8 percent of the total number of beneficiaries: 15,000 in Liberia, 55,000 in Sierra Leone and 8,000 in Guinea. Participation by women is estimated to range from 36 percent in Liberia to 43 percent in Sierra Leone (up to 60 percent for specific activities such as shelter schemes) and 52 percent in Guinea. These figures, resulting from monitoring of current activities, show that WFP's commitment of providing at least 25 percent of the food-for-work activities and assets to women will be met.
57. Under the proposed PRRO, no large-scale food-for-work activities are envisaged. The relative downscaling of the component reflects what is feasible under the present circumstances. Emphasis will be placed on food-for-work projects that promote reconstruction and rehabilitation activities and provide temporary economic support to



local communities, especially returnees and women (schools, hospitals, clinics, roads and water and sanitation systems).

58. Rural road rehabilitation is a concern of governments and WFP alike, as roads are essential for the provision of relief assistance and for longer-term development. Active collaboration with NGOs, United Nations agencies (UNDP, United Nations Office for Project Services (UNOPS) and ILO) and donors will help consolidate technical assistance and complementary inputs. Close collaboration with specialized NGO partners and FAO will be continued. The involvement of women will be actively pursued. Special support will continue to be provided to women's groups involved in agriculture (particularly in Sierra Leone), and WFP assistance will continue to focus on swamp rice development, seed protection, the establishment of seed banks, rice seed purchase from farmers and harvest protection.
59. The selection of activities will be based on proposals presented by communities, WFP or NGO field staff or other partners, including government departments. In all cases, a participatory approach will be adopted through discussions with community leaders and target groups. Activities will be discussed with in the Committees on Food Aid to ensure that food and non-food inputs are complementary. The authority for approval of food-for-work schemes lies with the WFP Country Directors. Individual food-for-work interventions will be of limited duration in order to avoid creating dependence. Efforts to support capacity-building directed at local and national government departments will continue. Rehabilitation of secondary and tertiary roads and shelter schemes in urban and rural Sierra Leone will also feature among the activities.

Food-for-Skills Training

60. Activities under this modality will continue in view of their potential for mid- and longer-term benefits. Activities comprise building trades, plumbing, metalworking, shoemaking, masonry and tie-dyeing (Liberia). In Sierra Leone, unemployed youths, mutilation victims and former child soldiers will be specifically targeted. In addition to food aid, training requires special inputs, materials and training skills. WFP will collaborate with training partners such as ILO, UNICEF and the German Agency for Technical Cooperation (GTZ). Efforts will also be made to link up with partners that can provide seed capital so beneficiaries can start up small businesses once training is completed. A total of 30,000 beneficiaries (some 3 percent of the total number) are expected to participate in skills training activities, of whom some 55 percent will be women.

Gender Considerations

61. During the transition from relief to rehabilitation and recovery, women bear much of the burden of war and civil unrest. They often become war widows, the sole breadwinners responsible for their families and the victims of abandonment or acts of violence.
62. The proposed PRRO will continue to promote a stronger gender approach in all programming areas. The WFP country offices in Liberia, Sierra Leone and Guinea will follow up on their respective Gender Action Plans. The hiring of a Regional Gender Adviser, funded through a special donor grant, will enhance the focus on gender issues. Close collaboration with specialized agencies providing assistance to women and women's groups will continue. WFP will focus support on activities with clear benefits to women (training for income-generating activities, literacy programmes and targeted support for agriculture). In the health sector, WFP will focus on activities that address the root causes of malnutrition, food insecurity and the high infant and maternal mortality rates in the



sub-region. In the education sector, WFP will focus support on girls' enrolment and retention in school. This approach is consistent with the focus on girls in the school feeding development programmes under preparation in Liberia and Guinea. Efforts to apply gender criteria to WFP-assisted interventions—for instance, by targeting women directly in agricultural rehabilitation—will continue.

Logistics Arrangements

63. WFP will continue to move food aid from the major ports (Monrovia, Freetown and Conakry) up to extended delivery points (EDPs) and in many cases to final delivery points (FDPs). Wherever feasible, WFP will continue to use private-sector transport facilities. In Liberia and Sierra Leone, such contracts will help revive the trucking industry. WFP will continue to maintain its own regional trucking capacity for inaccessible areas where most private truckers cannot travel. The trucking fleets will be located mainly in Liberia and Sierra Leone, where private-sector capacity is extremely limited. WFP will also continue to support road rehabilitation in an effort to provide better access to the remotest and poorest areas.
64. A number of special operations in support of logistics have directly affected and facilitated the implementation of the current PRRO, for example, Helicopter Support and Road Rehabilitation in Sierra Leone (Special Operation (SO) 6071.01 and SO 6229) and Road Rehabilitation in Liberia (SO 6004.00), for a total cost to WFP of US\$86,422,701. Given the impact of these operations, continued funding will be sought.
65. The volatile situation in the sub-region requires shifts in commodity movements among the countries. The regional pipeline management approach will continue, allowing for maximum flexibility. This approach also makes it easier to establish a unified regional landside transport, storage and handling (LTSH) rate. The rate will remain at an average level of US\$135 per ton on the basis of updated logistics matrixes for each of the countries covered by the PRRO.

Risk Assessment

66. Governments in Liberia and Sierra Leone continue to suffer from resource and capacity constraints while facing great pressure to show positive results. Increased international assistance to rehabilitation and reconstruction efforts and support for longer-term strategic planning will minimize the risk of possible political upheaval and economic regression.
67. The threat to staff security and safe access for humanitarian assistance continue to be major concerns in Liberia and Sierra Leone. Further deterioration of the security situation and the failure of timely and adequate food and non-food assistance may curtail the attainment of the objective of this operation.

Contingency Planning

68. Contingency planning at the regional and country levels will continue. WFP will ensure that resources are available and that systems are in place to address sudden crises in a timely and adequate manner. Planning will cover access to difficult-to-reach areas and air transport for emergency food, medical supplies and the evacuation of humanitarian agency staff. Continued support will be sought from donors to fund special operations, such as the WFP helicopter in Sierra Leone. This helicopter has proven to be invaluable in providing humanitarian assistance, transporting agency staff and evacuating them from conflict areas. Maintaining a reliable regional trucking fleet and fully equipped mobile workshop units and a strong communications capacity is equally important. Pre-positioning of strategic



stocks in one or two secure areas in the region will allow for continued flexibility and quick response.

69. The regional approach has facilitated quick redeployment of staff and food commodities from one area to another in response to urgent needs.

Monitoring and Ongoing Evaluation

70. Existing monitoring and evaluation systems are generating useful data on the nutritional status of target groups, food security and gender, and these will be strengthened. Monitoring should also enable a results-based assessment of progress made in meeting objectives. Funds permitting, WFP will hire additional field monitors to enhance capacity and upgrade skills. Training will focus particularly on the design of results-based performance indicators and data-collection methodologies.
71. Performance indicators will be gender-sensitive and will include, *inter alia*:
- timeliness of receiving commodities at ports of entry or at points of delivery;
 - timeliness of receiving commodities at EDPs or FDPs;
 - regularity and conduct of distribution to beneficiaries by implementing partners, in accordance with established schedules and modalities;
 - number of actual beneficiaries under the different categories, disaggregated by gender and age;
 - number of women involved in food management and decision-making in the different beneficiary categories;
 - number and type of beneficiaries benefiting simultaneously from various WFP food-aid interventions;
 - school enrolment and attendance by girls;
 - outputs of food-for-work activities; and
 - nutritional data on beneficiaries, on the basis of surveillance and surveys.
72. In carrying out monitoring activities, standard checklists and reporting formats will be used to check the consistency and reliability of data. Methodologies for the collection and verification of data will include spot-checks by field monitors, beneficiary contact monitoring and surveys on the nutritional status of beneficiaries and household food economy. Medical and nutritional NGOs, such as ACF and MSF, are expected to continue monitoring the nutritional situation. WFP field staff will monitor food storage, delivery and distribution. Market surveys will be undertaken to assess the impact of food aid on imports and local food production. Details on the scope of monitoring, methodologies and the frequency of reporting will be described in the Letter of Understanding between WFP and its implementing partners. Continuous monitoring will be complemented by fact-finding missions on security, access, food production and needs assessments (involving donors if possible) to maintain a reliable database and to have a common understanding of problems and possible solutions.

Institutional Arrangements, Implementation Mechanisms, and Selection of Partners

73. WFP will continue to provide assistance within the country-level framework established by United Nations agencies in consultation with the respective governments, the international donor community and NGOs. Efforts will be made to strengthen existing institutional arrangements and partnerships. WFP continues to participate actively in coordination activities related to health and nutrition, agriculture, education and



infrastructure rehabilitation. This is carried out through the Committees on Food Aid. Coordination also takes in the context of the resident/humanitarian coordinator system, with which WFP fully collaborates.

74. WFP and UNHCR regional offices organize biannual coordination and consultation meetings with the participation of WFP Country Directors/representatives, UNHCR country representatives and, occasionally, UNICEF representatives. The meetings focus on policy and strategic issues, resourcing, and operational matters relating to assistance to refugees and IDPs and rehabilitation and recovery. Representatives of donor countries also participate in these regional consultation meetings. A joint assessment mission, with donor participation, reviews all ongoing activities at least once a year. The approach and the operational objectives put forward in this PRRO reflect the findings of the most recent joint mission which took place in April 2000.
75. WFP's collaboration and shared responsibilities with UNHCR are well established. WFP will remain responsible for refugee food delivery up to EDPs, while UNHCR will be responsible for transport to FDPs, distribution and reporting. WFP also has close working relationships with other United Nations agencies (FAO, UNDP, UNOPS, ILO, UNESCO, etc.), governments and national and international NGOs.
76. A mix of international and national NGOs will continue to distribute WFP food and provide non-food and technical inputs. Joint monitoring will remain an integral part of the process. Partners will continue to be selected on the basis of capacity, areas of expertise, the inputs they can provide and their credibility and recognition by the host government. Whenever possible, local NGOs will be involved so as to enhance capacity-building. The strong involvement of national NGOs in Liberia and Sierra Leone demonstrates the special role they play in rebuilding their societies.
77. Following the approval of the PRRO, Letters of Understanding will be signed by the WFP country representatives with the respective governments in Liberia, Sierra Leone and Guinea. These Letters of Understanding will confirm agreement on specific activities, resource levels and mutual responsibilities. Special care will be taken to include adherence to WFP's Commitments to Women.

Security Issues

78. Safe access and staff security are major concerns to WFP. In Sierra Leone, measures have been put in place to ensure maximum security for WFP staff, equipment and food commodities. Although there is always an element of risk working in insecure areas, all efforts are being made to minimize that risk. The regional and country offices, in close collaboration with the United Nations field security structure, will continue to work on improvements in the area of staff security. Security awareness training has been carried out by WFP throughout the sub-region.
79. To maintain a high level of security preparedness, a budgetary provision has been made for more communications equipment for offices and vehicles. A stress counsellor has been made available on a part-time basis, and this arrangement will continue to assist staff. A total of US\$264,450 has been budgeted for security under this PRRO.

Exit Strategy

80. In the three countries covered by the proposed PRRO, there is a need for immediate relief with an eventual move to recovery activities.
81. In Liberia, a fairly stable situation—albeit still unpredictable—has persisted for a prolonged period. WFP will continue its efforts to gradually phase out relief and move to a



regular development programme. The emergency school feeding component has been scaled down while a three-year development project focusing on education will begin in 2001. The need for relief-type assistance to certain beneficiary groups, such as returnees and remaining Sierra Leone refugees, is expected to be at a lower level during the period of the proposed PRRO. A Country Strategy Outline (CSO) is under preparation and provides a framework for a coherent WFP-assisted development programme in Liberia. The country office is also planning some quick action projects in the health, agricultural and rural roads sectors. Although rehabilitation activities are not expected to continue beyond 2002, WFP would draw on existing capacity to respond to emergency and crisis situations, should the need arise.

82. Despite recent setbacks in Sierra Leone, a strategic planning process has started with the active involvement of WFP. This will create a framework for WFP and other aid providers to move towards recovery and longer-term development as security permits. However, it is not expected that relief-type assistance can be phased out during the period of the proposed PRRO. Recent events have seen a sudden rise in relief needs for an increasing number of displaced people.
83. The possibilities for phasing out relief assistance in Guinea will depend on the repatriation of refugees from Sierra Leone. Recent events in Sierra Leone brought repatriation of refugees from that country to a halt and prompted the influx of new refugees. Once the security situation improves in Sierra Leone, it is expected that organized and spontaneous repatriation will resume. The phasing out of assistance and the repatriation of Liberian refugees from Côte d'Ivoire, Guinea and Ghana have ended food-aid support to these target groups in those countries.

BUDGET PROPOSAL AND INPUT REQUIREMENTS

84. The PRRO covers a one-year period, from January to December 2001. Total food requirements are 103,210 tons, at a cost of US\$27,299,650. They include 70,810 tons of cereals, 7,257 of vegetable oil, 17,133 of pulses, 2,774 of CSB, 4,244 of sugar and 992 of iodized salt. Country allocations will be 16 percent for Liberia, 46 percent for Sierra Leone and 38 percent for Guinea. Resources will be allocated for relief and recovery activities as needs arise.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Cereals	70 810	197	13 978 221
– Pulses	17 133	313	5 358 290
– Vegetable oil	7 257	828	6 011 335
– CBS	2 774	258	716 884
– Sugar	4 244	263	1 115 880
– Iodized salt	922	120	119 040
Total commodities	103 210	265	27 299 650
External transport		104	10 690 237
ITSH		135	13 933 350
Total LTSH		135	13 933 350
Other direct operational costs		11	1 087 800
Total direct operational costs			53 011 037
B. Total direct support costs (see Annex II for details)		70	7 256 950
C. Total Indirect support costs (7.8% of total direct costs)			4 700 903
TOTAL WFP COSTS			64 968 890

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



ANNEX II

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

International	2 117 000
United Nations volunteers	464 000
International consultants and SSA	177 000
National professional officers	40 000
Local staff and temporaries	2 298 400
Subtotal	5 096 400

Travel and DSA

Blanket travel	188 600
In-country travel	118 000
Subtotal	306 600

Office expenses

Rental of facility	185 000
Utilities	115 000
Communications	150 000
Office supplies	91 000
Equipment repair and maintenance	50 000
Subtotal	591 000

Vehicle operation

Fuel and maintenance	301 000
Spare parts	109 000
Insurance	50 000
Subtotal	460 000

Equipment

Vehicles	340 000
Communications equipment	124 500
Computer equipment	74 000
Subtotal	538 500

Other

Security - staff	115 000
Equipment (vehicles, radio equipment)	78 000
Operating cost (maintenance)	71 450
Subtotal	264 450

TOTAL DIRECT SUPPORT COSTS	7 256 950
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ANNEX III

WEST AFRICA COASTAL OPERATION

Proposed rations for 2001

Programme	Cereal	CSB	Pulses	Oil	Sugar	Salt	Total (grams/per day)	Kcal
Returnees (IDPs and refugees)	300	0	125	25	0	0	450	1 630
New refugees	200	0	60	25	0	0	285	1 690
Therapeutic feeding	100	200	60	50	20	0	430	1 833
Vulnerable group feeding	300	0	60	25	20	5	410	1 552
Emergency school feeding	200	0	50	20	20	5	295	1 124
Food for work	1 000	0	300	125	0	0	1 425	5 611
Food for training	200	0	60	25	0	0	285	1 122
Returnees	200	0	0	25	0	0	225	921



ANNEX IV

PRRO PROJECTIONS FOR YEAR 2001

Food Commodity Requirements

Sub-Component	Number of days	Daily ration (grams)	Number of Beneficiaries	Total (tons)
New refugees				
Cereals	365	200	45 000	3 285
Vegetable oil		25		411
Pulses		60		986
Subtotal				4 681
Emergency school feeding				
Cereals	210	200	284 000	11 928
Vegetable oil		20		1 193
Pulses		50		2 982
Sugar		20		1 193
Salt		5		298
Subtotal				17 594
Returnees (IDPs and refugees)				
Cereals	60	300	110 000	1 980
Vegetable oil		25		165
Pulses		125		825
Subtotal				2 970
Therapeutic feeding				
Cereals	365	100	38 000	1 387
Vegetable oil		50		694
CSB		200		2 774
Pulses		60		832
Sugar		20		277
Subtotal				5 964
Vulnerable group feeding				
Cereals	365	300	380 000	41 610
Vegetable oil		25		3 468
Pulses		60		8 322
Sugar		20		2 774
Salt		5		694
Subtotal				56 867



PRRO PROJECTIONS FOR YEAR 2001

Food Commodity Requirements

Sub-Component	Number of days	Daily ration (grams)	Number of Beneficiaries	Total (tons)
Food for work				
Cereals	120	1 000	78 000	9 360
Vegetable oil		125		1 170
Pulses		300		2 808
Subtotal				13 338
Food for training				
Cereals	210	200	30 000	1 260
Vegetable oil		25		158
Pulses		60		378
Subtotal				1 796
Total			965 000	103 210
Total food requirements by commodity				
Cereals				70 810
Vegetable oil				7 257
Pulses				17 133
CSB				2 774
Sugar				4 244
Salt				992
TOTAL				103 210



ANNEX V

BENEFICIARIES JANUARY-DECEMBER 2001

Sub-component	Country			Total
	Liberia	Sierra Leone	Guinea	
Returnees (IDP and refugees)	10 000	100 000	0	110 000
New refugees	45 000	0	0	45 000
Therapeutic feeding	10 000	25 000	3 000	38 000
Vulnerable group feeding	35 000	125 000	220 000	380 000
Emergency school feeding	20 000	200 000	64 000	284 000
Food for work	15 000	55 000	8 000	78 000
Food for training	10 000	15 000	5 000	30 000
Total beneficiaries assisted under different interventions	145 000	520 000	300 000	965 000



LIST OF ACRONYMS USED IN THIS DOCUMENT

ACF	Action contre la Faim
AFRC	Armed Forces Revolutionary Council
ALP	Accelerated Learning Programme
CSB	Corn-soya Blend
CSO	Country Strategy Outline
DDR	National Disarmament, Demobilization and Reintegration
ECOMOG	Economic Community of West African States Cease-Fire Monitoring Group
EDP	Extended Delivery Point
EMOP	Emergency Operation
FDP	Final Delivery Point
GTZ	German Agency for Technical Cooperation
IDP	Internally Displaced Person
LTSH	Landside Transport, Storage and Handling
MSF	Médecins sans frontières
PRRO	Protracted Relief and Recovery Operation
RUF	Rebel Movement
SLA	Sierra Leone Army
SO	Special Operation
SRSG	Special Representative of the Secretary General
UNAMSIL	United Nations Mission in Sierra Leone
UNHCR	United Nations High Commission for Refugees
UNOPS	United Nations Office for Project Services

