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de Alimentos

**Executive Board  
Third Regular Session**

**Rome, 21 - 24 October 1996**

# PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 9 a)



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## PROJECT LIBERIA REGIONAL 4604 (EXP.5)

### Targeted food assistance to internally displaced persons in Liberia and Liberian refugees in Guinea, Côte d'Ivoire and Ghana

Duration of project	One year
Total cost to WFP	75 756 316 dollars
Estimated total cost	124 213 360 dollars
Number of beneficiaries	1 484 800

All monetary values are expressed in United States dollars, unless otherwise stated.

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## Note to The Executive Board

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

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

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

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## BACKGROUND

1. At its Fortieth Session in November 1995, the CFA approved protracted refugee and displaced person project (PRO) Liberia Regional 4604 (Exp.4) which significantly updated the case-load, with a reduction in the overall number of refugees. This document covered the phasing out of general distribution and the development of targeted distributions.
2. In mid-1995, a framework for peace, the "Abuja Agreement", was accepted by the warring factions in Liberia; the agreement offered some hope for normalization and the reinstallation of displaced and refugee populations. Contingency plans to that effect were being drawn up by WFP and the donors.
3. However, these rehabilitation strategies were abandoned in April 1996 when violent combat erupted in Monrovia and a spree of murders and looting by all factions ensued. Food became scarce and thousands of families were homeless. During the fighting, most diplomatic, United Nations and NGO premises were ravaged and all vehicles stolen. Most of the humanitarian community had to leave the country.
4. Against this background, a WFP core staff organized emergency food distribution in Monrovia which continued until the end of June, before being gradually replaced with targeted feeding for the most vulnerable groups. Although a semblance of order has since been restored, insecurity is still prevalent and spreading to the provinces.
5. To date, the violence in Monrovia does not appear to have caused any major exodus into neighbouring countries, except for the arrival of a refugee vessel in Ghana, but these events have dissuaded the refugees from considering a return to their home country. Refugee assistance programming for 1997 should therefore be based on the assumption that no significant repatriations to Liberia are likely.

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## WFP ASSESSMENT

6. A joint assessment mission, conducted by WFP, UNHCR, NGOs and major donors, visited Liberia and Sierra Leone in January 1996. In February/March 1996, a programme policy evaluation was carried out to assess the 1990-95 period of WFP assistance through a comprehensive thematic overview of major issues.
7. The January joint assessment mission had set food aid for demobilization, resettlement and rehabilitation as WFP's priorities for 1997. It had also recommended the intensification of verification exercises to establish the number of internally displaced persons (IDPs) and to carry out household and nutritional surveys.
8. A further outcome of this mission was to separate the WFP programme in Sierra Leone from the Liberia PRO in response to resourcing constraints and the growing difference in the situation in the two countries. A separate emergency operation (EMOP) for Sierra Leone (No. 5767) was then implemented covering the period April-December 1996.
9. As the April events in Monrovia rendered the demobilization and resettlement strategy irrelevant, an alternative approach had to be devised. A joint WFP/UNHCR/NGO meeting was therefore organized in Abidjan in early July to review the implementation status of the 1996 programme and to design, for 1997, a common strategy for Liberia and the other countries hosting Liberian refugees, i.e., Guinea, Côte d'Ivoire and Ghana. A programming



decision was also taken during the meeting to formulate two separate sub-regional PROs in 1997 for Liberia and Sierra Leone, given the different evolution of the countries' respective situations.

10. The meeting recognized the results achieved during the first part of this year in both Guinea and Côte d'Ivoire; these were:
  - a) phasing out of the "old" refugee case-load from the general food distribution (with the exception of rural refugees during the lean season), while maintaining this assistance throughout the current year for those who arrived in 1994-95;
  - b) implementation of the school feeding programme on a pilot basis in Côte d'Ivoire since the end of 1995, with a target of 70,000 students by September 1996. In Guinea, a similar programme started in August 1996 with 21,000 students in 50 schools for further expanding to 87,000 children during the 1996/97 school year; and
  - c) setting up of vulnerable group assistance schemes in Guinea and Côte d'Ivoire, starting in early 1996, for 108,000 and 35,000 beneficiaries, respectively.
11. In Liberia, the April crisis has amply demonstrated the risks associated with the conduct of relief operations in the country. As a result, the food aid strategy for the rest of 1996 and for 1997 will be limited to emergency interventions, i.e., food assistance to IDPs and refugees in shelters, vulnerable group and "emergency" school feeding, and food-for-work activities for maintaining basic health and essential services. WFP will therefore abide by the common United Nations and NGO position for future activities in Liberia which limits humanitarian assistance to minimal, life-saving and life-sustaining interventions until the Liberian authorities are able to effectively guarantee security and respect for the basic principles of humanitarian aid.
12. As all general food distribution will consequently be terminated by the end of 1996 in the four countries (with the only exception of the IDP and refugee case-load in Liberia), the food aid distribution in 1997 will concentrate on the following schemes:
  - a) vulnerable group feeding, including the Ghana case-load and the 1996-97 new arrivals in Guinea and Côte d'Ivoire;
  - b) emergency school feeding; and
  - c) food for work, which will mainly support agricultural production and income-generating activities within the refugee operations.



13. In accordance with the above strategy, the PRO's case-load for 1997 has been updated as follows:

BENEFICIARY CASE-LOAD							
Feeding programmes	WFP	Liberia Catholic Relief Services (CRS)	Guinea WFP	Côte d'Ivoire WFP	EU	Ghana WFP	Total
Internally displaced/refugees	450 000	150 000					600 000
Vulnerable group feeding	70 000	35 000	119 000		90 000	10 000	324 000
Emergency school feeding	200 000	55 000	87 000	70 000			412 000
Food for work	80 000	34 000	19 000	15 000			148 000
<b>Total</b>	<b>800 000</b>	<b>274 000</b>	<b>225 000</b>	<b>85 000</b>	<b>90 000</b>	<b>10 000</b>	<b>1 484 000</b>

## SOCIO-ECONOMIC SITUATION OF THE REFUGEES AND INTERNALLY DISPLACED PERSONS

14. Few beneficiary baseline data are available in Liberia because of the recurrent insecurity resulting from over six years of civil strife which has made it impossible to conduct household food supply surveys. In order to remedy this situation, the Government of the United Kingdom has agreed to assign a food security officer from Save the Children (UK) to the WFP office in Monrovia to assist in developing an ongoing food needs assessment methodology in order to facilitate the application of targeted feeding programmes.
15. The household surveys and UNHCR technical missions conducted in 1994-95 in Guinea and Côte d'Ivoire provided detailed socio-economic data on the extent of self-reliance of the Liberian refugees, as already reported in the document relating to PRO No. 4604 (Exp.4). With the progressive phasing out of general food distribution and the simultaneous implementation of targeted feeding schemes in 1996, WFP and UNHCR are taking the necessary steps to establish a socio-economic surveillance system to monitor better the impact of this strategy as well as to improve targeting mechanisms and the selection of vulnerable groups.

## NUTRITIONAL ASPECTS

16. Apart from small groups in camps and in some inaccessible areas, there has been no report so far of a high rate of acute malnutrition in Liberia. Coping mechanisms exist for the displaced population, since land is available in sufficient quantities. However, the security situation and continuous fighting in the country have seriously compromised the possibility of attaining full self-reliance. The displaced population will continue to be partially dependent on food aid.
17. In Guinea and Côte d'Ivoire, most of the refugees have successfully integrated into the local population. Nutritional surveys indicate that there is no significant difference in the nutritional status of the two groups. However, the individual ability of the refugees to cope



varies according to different factors, and some households that are more vulnerable than others will need additional specific support through targeted feeding programmes.

18. The refugees in Ghana live in camps and are subjected to different constraints. Their status is marginal and local regulations restrict their economic opportunities. Therefore, they are being considered as a vulnerable group and their food requirements have been planned accordingly.

## FOOD RATIONS AND REQUIREMENTS

19. The regional food basket composition and ration scales for 1997 will concentrate on the expansion and intensification of targeted feeding schemes in the four countries and will include only limited general distribution for IDPs and refugees in Liberia. The food basket and the ration scales are summarized as follows:

<b>DAILY RATIONS</b>		
	Number of days	Grams
<b>IDPs and refugees</b>	<b>365</b>	
Cereals (bulgur wheat, maize meal)		200
Vegetable oil		25
<b>Vulnerable group feeding</b>	<b>365</b>	
Cereals (bulgur wheat, maize meal)		300
Corn-soya blend		125
Vegetable oil		25
<b>Emergency school feeding</b>	<b>210</b>	
Cereals (bulgur wheat, maize meal)		200
Vegetable oil		20
Pulses		50
<b>Food for work</b>	<b>180</b>	
Cereals (bulgur wheat, maize meal)		1 000
Vegetable oil		125
Pulses		300

The cereals in the basket will include bulgur wheat for Liberia and maize meal for Guinea, Côte d'Ivoire and Ghana.

## DEVELOPMENT CONSIDERATIONS

20. The following targeted feeding schemes will be implemented in 1997 to encourage the IDPs and refugees to engage in productive activities, at the same time providing them with a safety net against adverse circumstances:
- a) Emergency pre-school and primary school feeding will cover 412,000 refugee/IDP children in approximately 1,000 schools in Guinea, Côte d'Ivoire and Liberia, where



- the children and school staff will receive a hot meal daily for 210 days of the school year.
- b) Vulnerable group and supplementary feeding will cover approximately 324,000 beneficiaries in the four countries, including malnourished children under five, expectant and nursing mothers, orphans, the elderly, the handicapped, and destitute women heads of household without a source of income.
  - c) Food for work aiming to create, rehabilitate or maintain productive assets for the IDPs and refugees will be implemented in Liberia, Guinea and Côte d'Ivoire. In the latter two countries, these schemes will support productive activities in the sectors of agriculture, irrigation, forestry and environmental rehabilitation, rural and urban infrastructure, and income-generating activities. These will be undertaken in coordination with UNHCR efforts to improve food security and self-sufficiency of the rural refugee populations, especially during the lean season. In Liberia, these activities will help to maintain essential emergency services, including support for the distribution of seeds and tools.
21. These programmes will be implemented by WFP/UNHCR on a joint-partnership basis (designated division of operational roles) in all four countries, through the Services of the Governments concerned and international NGOs. Local NGOs, churches, self-help groups, women's groups and parent-teacher associations will support and complement these activities.
  22. In response to the evaluation mission that took place during the first quarter of 1996, WFP and UNHCR have agreed to strengthen the monitoring of the PRO. It was therefore decided during the meeting in Abidjan that joint monitoring and assessment teams comprising representatives of WFP, UNHCR, the Governments, local and international NGOs, and the recipient communities would be set up in order to establish appropriate selection criteria for targeted feeding and ensure that such criteria are properly applied. Medical or nutrition-oriented NGOs in the four countries will be responsible for organizing a comprehensive nutritional surveillance system.
  23. Socio-economic surveys will be undertaken on a regular basis in order to assess the food security situation of IDPs and refugees and to measure the effectiveness and adequacy of the food distribution, also in terms of equitable treatment and participation of women in food management.
  24. All the above assistance should be closely coordinated and, whenever possible, integrated into the Governments' regional development programmes. This coordination will be particularly important in Côte d'Ivoire, where the European Union (EU) intends to make considerable investments to strengthen humanitarian assistance to the refugees and initiate a comprehensive development programme.
  25. In order to support the WFP/UNHCR/NGO regional feeding programmes, a total of 164,020 tons of food commodities will be required in 1997. Details are as follows:



<b>TOTAL QUANTITIES OF FOOD COMMODITIES</b>							
<b>Food commodities (tons) IDPs/refugees</b>	<b>Liberia</b>		<b>Guinea</b>	<b>Côte d'Ivoire</b>		<b>Ghana</b>	<b>Total</b>
	<b>WFP</b>	<b>CRS</b>	<b>WFP</b>	<b>WFP</b>	<b>EU</b>	<b>WFP</b>	
Cereals (bulgur wheat, maize meal)	32 85	10 950					43 80
Vegetable oil	4 10	1369					5 47
<b>Subtotal</b>	<b>36 95</b>	<b>12 3</b>	<b>0</b>	<b>0</b>		<b>0</b>	<b>49 27</b>
<b>Vulnerable group feeding</b>							
Cereals (bulgur wheat, maize meal)	7 66	3 8	13 031		9 8	1 0	35 47
Corn-soya blend	3 19	1 5	5 42€		4 1	456	14 78
Vegetable oil	639	319	1 08€		821	91	2 95
<b>Subtotal</b>	<b>11 49</b>	<b>5 7</b>	<b>19 54€</b>		<b>14 7</b>	<b>1 6</b>	<b>53 21</b>
<b>Emergency school feeding</b>							
Cereals (bulgur wheat, maize meal)	8 40	2 3	3 654	2 94		0	17 30
Vegetable oil	840	231	365	294		0	1 73
Pulses	2 10	578	914	735		0	4 32
<b>Subtotal</b>	<b>11 34</b>	<b>3 1</b>	<b>4 93€</b>	<b>3 9€</b>		<b>0</b>	<b>23 36</b>
<b>Food for work</b>							
Cereals (bulgur wheat, maize meal)	14 40	6 1	3 564	2 70		0	26 78
Vegetable oil	1 80	765	446	338		0	3 34
Pulses	4 32	1 8	1 06€	810		0	8 03
<b>Subtotal</b>	<b>20 52</b>	<b>8 7</b>	<b>5 07€</b>	<b>3 84</b>		<b>0</b>	<b>38 16</b>
<b>Total</b>	<b>80 31</b>	<b>29 9</b>	<b>29 55€</b>	<b>7 81</b>	<b>14 7</b>	<b>1 6</b>	<b>164 02</b>

## GENDER ISSUES

26. Although profiles of the target population have not yet been carried out for Liberia, it is estimated that women constitute the majority. They contribute more than men to the life of the household and are almost exclusively responsible for their children's sustenance. Among the refugee populations, about 50 percent of the heads of urban households are women, while in the rural areas one third of the heads are women. Opportunities and constraints of households headed by women to participate in food-for-work activities will therefore be closely monitored.
27. Specific data on women's participation in food-for-work activities, food management and entitlements are not available, but the increased involvement of women is imperative for ensuring more effective and fair targeting of food distributions with a view to fulfilling WFP's commitments for women. Enhanced responsibility for women will therefore be a strategic priority, which will include:
- a) gender-oriented census/registrations to better identify households headed by women and vulnerable single women;
  - b) priority to the above groups in distributions;
  - c) increased participation of female representatives in IDP/refugee committees and in parent-teacher associations;





- d) gender-oriented monitoring by WFP/UNHCR personnel and implementing agencies, including collection of gender data for the school feeding programmes; and
  - e) enhanced involvement of female officers in host government agencies dealing with the refugees.
28. The data thus collected will permit the different target groups to be reached in the most equitable way when planning the food aid assistance.

## MODE OF IMPLEMENTATION

29. The final distribution system, as already applied in the previous phase of the regional operation, will be enhanced in the light of the strategic priorities proposed in the above section.
30. Following the April events in Liberia, WFP, UNHCR and implementing agencies have agreed on a new strategy better suited to the changed context and to the new targeting approach. The tenets of this strategy will include:
- a) minimization of food stocks in Monrovia;
  - b) intensified cross-border deliveries into Liberia through Côte d'Ivoire, Guinea or Sierra Leone;
  - c) coastal food deliveries and transshipment from Côte d'Ivoire for Buchanan and Greenville areas in Liberia; and
  - d) reinforcement of WFP logistics teams.
31. The quantities of food transiting via Monrovia will be limited to minimum operational requirements. Stocks will be kept as low as possible, with additional quantities available in Freetown or San Pedro. Commodities delivered through Monrovia will be reserved for distributions in greater Monrovia and for cross-line deliveries to up-country areas, if and when security conditions permit.
32. Cross-border operations from Côte d'Ivoire, Guinea or Sierra Leone will be intensified and logistic arrangements in these countries will be strengthened. A maritime transport system will continue to be used to deliver food from San Pedro or Freetown to the coastal towns of the country. WFP support and logistics staff in San Pedro, Man and Nzerekore will be reinforced.
33. Logistical arrangements for deliveries to refugees in Guinea, Côte d'Ivoire and Ghana will not be modified, as they have generally been effective. These arrangements combine the contracting of private carriers with the use of NGO fleets. The European Union has indicated its willingness to donate more trucks for NGO food distributions in Côte d'Ivoire. Close coordination will be maintained in the use of the various fleets.
34. WFP will continue to budget the full coverage of land transport, storage and handling (LTSH) costs. The LTSH rate is periodically reviewed by the WFP Logistics Service and now stands at 95 dollars a ton. The Service will continue to monitor the costs and the effectiveness of all land transport operations.



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## MONITORING

35. With a view to ensuring that resource allocations for 1997 are used in the most efficient and effective way and are accountable, WFP will intensify its presence in:
  - a) screening and verification of beneficiary groups; and
  - b) joint socio-economic assessment and monitoring in order to meet, among others, gender-specific reporting requirements.
36. In order to provide a data base for the joint assessment and monitoring, a specialist should be attached to the regional office in Abidjan, with the specific task of developing and testing a methodology.
37. Specialists in gender development issues will also be added to WFP field staff with a view to addressing the strategic priorities highlighted in the above section.
38. This approach will generally require a reinforcement of WFP field offices together with the recruitment of additional professional, United Nations Volunteer (UNV) and local support staff, whose costs are included in the budget.

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## RESOURCING

39. All commodities will be channelled on a multilateral basis by donors through this PRO, with the exception of the following bilateral programmes:
  - a) USAID Food for Peace bilateral programme through the Catholic Relief Services (CRS) for IDPs and targeted feeding programmes in Liberia for approximately 30,000 tons.
  - b) European Union (DG VIII) bilateral programme for vulnerable group feeding in Côte d'Ivoire for approximately 15,000 tons.
40. With regard to basic care, maintenance services and developmental activities for the refugee populations, UNHCR estimates that over 22 million dollars will be needed during 1997 in the four countries for the following sectors: domestic needs, water and sanitation, shelter, agricultural production, and income-generating activities.

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## PROJECT COSTS

41. Previous WFP-assisted PROs in the Liberia Region have been carried out with minimal investments in personnel and equipment. This low-cost approach has, however, prevented WFP from attaining the greatest operational effectiveness and from fully meeting its obligations regarding monitoring and reporting.
42. In order to meet the Executive Board's requests for improved management and accountability, WFP requests an enhancement of its cash resources in order to recruit additional field staff and procure the necessary equipment. This increased funding will permit the implementation of comprehensive socio-economic surveillance as well as a permanent monitoring/evaluation system in the four countries.
43. The estimated project costs are as follows:



<b>PROJECT COST BREAKDOWN</b>			
	Quantity (tons)	Average cost per ton (dollars)	Value (dollars)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodities <sup>1</sup>			
- Bulgur wheat	63 315	260	16 461
- Maize meal	26 983	255	6 869
- Vegetable oil	10 005	950	9 504
- Corn-soya blend	9 079	450	4 085
- Pulses	9 948	450	4 476
<b>Subtotal commodities</b>	<b>119 330</b>		<b>41 398</b>
External transport	119 330	95.5	11 398
LTSH	119 330	95	11 336
Land transport	119 330	32	3 818
ITSH	119 330	63	7 517
<b>Subtotal direct operational costs</b>			<b>64 133</b>
<b>B. Direct support costs</b>			<b>8 400</b>
(SEE THE ANNEX)			
<b>Total direct costs</b>			<b>72 533</b>
<b>C. Indirect support costs (7.2 percent of total direct costs)</b>			<b>5 222</b>
<b>Subtotal direct + indirect support costs</b>			<b>77 756</b>
<b>COSTS TO UNHCR AND OTHER DONORS</b>			
<b>Food distribution</b>			
- bulgur wheat	23 213		6 035
- maize meal	9 855		2 513
- vegetable oil	3 505		3 329
- corn-soya blend	5 703		2 566
- pulses	2 414		1 086
<b>Subtotal</b>	<b>44 690</b>		<b>15 530</b>
External transport, insurance and superintendence costs			4 268
Land transport, storage and handling (LTSH) subsidy (100 percent) at 95 dollars a ton			4 245
<b>Subtotal</b>			<b>24 045</b>
<b>UNHCR BUDGET FOR 1997<sup>2</sup></b>			
Guinea			13 750
Côte d'Ivoire			6 743
Liberia			1 620
Ghana			298 100
<b>Subtotal</b>			<b>22 411</b>
<b>TOTAL COST TO UNHCR AND OTHER DONORS</b>			<b>46 457</b>
<b>TOTAL PROJECT COSTS (WFP and others)</b>			<b>124 213</b>
WFP costs as percentage of total project costs: 63 percent			

<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.

<sup>2</sup>The value given is indicative and based upon estimated funding for 1997.

## RECOMMENDATION OF THE EXECUTIVE DIRECTOR

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



## ANNEX

## DIRECT SUPPORT REQUIREMENTS

Dollars

<b>Staff costs</b>	
International	2 633 850
United Nations Volunteers	420 000
National Professional Officers	
International consultants and SSAs	
Local staff and temporaries	935 000
<b>Subtotal</b>	<b>3 988 850</b>
<b>Technical support services</b>	
Project appraisal/assessment	200 000
Monitoring and evaluation	350 000
Socio-economic surveillance	150 000
<b>Subtotal</b>	<b>700 000</b>
<b>Travel and DSA</b>	
International	150 000
In-country	200 000
<b>Subtotal</b>	<b>350 000</b>
<b>Office expenses</b>	
Rental of facility	250 000
Utilities	150 000
Communications	100 000
Office supplies	75 000
Equipment repair and maintenance	65 000
<b>Subtotal</b>	<b>640 000</b>
<b>Vehicle operation</b>	
Spare parts	75 000
Repairs	120 000
Insurance	30 000
Maintenance	75 000
Fuel	175 000
<b>Subtotal</b>	<b>475 000</b>
<b>Equipment</b>	
Communication equipment	189 000
Vehicles	258 000
Agricultural equipment (food for work)	350 000
Computer equipment	50 000
Warehouse equipment	180 000
<b>Subtotal</b>	<b>1 027 000</b>
<b>Project devices</b>	
Storage facilities	350 000
Kitchen utensils (school canteens)	200 000
Seeds and tools	420 000
Milling costs	250 000
<b>Subtotal</b>	<b>1 220 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>8 400 850</b>

