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PROTRACTED RELIEF AND RECOVERY OPERATION – CÔTE D'IVOIRE 10372.0

**Response to the Côte d'Ivoire Crisis and Its
Regional Impact in Burkina Faso,
Côte d'Ivoire, Ghana and Mali**

| | |
|-------------------------------------|---|
| Number of beneficiaries | 922,500 |
| Duration of project | 12 months (1 January–31 December 2005) |
| Food requirements | 33,677 mt |
| Cost (United States dollars) | |
| Total cost to WFP | 27,398,205 |
| Total food cost | 11,294,216 |

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for approval by the Executive Board.

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

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EXECUTIVE SUMMARY

In late 2002, an attempted coup d'état that evolved into a rebellion propelled Côte d'Ivoire into political and economic turmoil. As a result, the country became divided: the *Forces nouvelles* controlled the economically and politically isolated north; the Government ruled the country's economic core in the centre and south.

The turmoil in Côte d'Ivoire has had a negative economic effect on neighbouring countries. Before the crisis, Burkina Faso and Mali, and to a lesser extent Ghana, were highly dependent on Côte d'Ivoire for access to ports and roads and as a viable market. Up to 40 percent of the gross domestic product of the West Africa Economic and Monetary Union was generated by Côte d'Ivoire. Burkina Faso and Mali conducted between 70 percent and 80 percent of their external trade within the Union with or through Côte d'Ivoire.

More than 1 million people, including nationals of Burkina Faso and Mali who have lived and worked in Côte d'Ivoire for generations, were displaced in the country or sought refuge in their home or surrounding countries. In Côte d'Ivoire, the conflict has provoked short-term food shortages among vulnerable people and is contributing to a slow deterioration of the longer-term national and household food security.

WFP's strategy for the Côte d'Ivoire regional operation will:

- encourage social and economic recovery by providing food to help rebuild and protect human productive assets through emergency school feeding, support to people living with HIV/AIDS, food for training and seed protection; most beneficiaries of the operation fall into this category, with 598,000 persons assisted in Côte d'Ivoire, 90,000 in Burkina Faso, 51,000 in Mali, and 4,000 in Ghana;
- save lives by providing food over the short term to war-affected populations through general food distribution and selective feeding programmes; in Côte d'Ivoire and Ghana, the relief component of this operation will target refugees, internally displaced people and returnees as well as vulnerable people totalling 104,500 beneficiaries; in Burkina Faso and Mali, 75,700 returnees will benefit most from the food relief;
- promote emergency preparedness in the region through contingency planning and shifting of resources to address cross-border movements into Mali, Burkina Faso and Ghana; and
- support analysis of national food security trends in Côte d'Ivoire in order to shape immediate and future food interventions and to assist governments to develop longer-term food security policies and tools.

DRAFT DECISION*

The Board approves Côte d'Ivoire PRRO 10372.0, "Response to the Côte d'Ivoire Crisis and Its Regional Impact in Burkina Faso, Côte d'Ivoire, Ghana and Mali" (WFP/EB.3/2004/8-B/5).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



INTRODUCTION

1. This one-year protracted relief and recovery operation (PRRO), which addresses the crisis in Côte d'Ivoire and neighbouring countries, together with a complementary PRRO for the sub-region, PRRO 10064.3 "Post-Conflict Transition in the West Africa Coastal Region", are submitted to the Executive Board for approval. The two proposed PRROs should be read in conjunction with the document "WFP Strategy and Operational Approaches for Transition in the Conflict-Affected Countries of West Africa, 2005–2006" (WFP/EB.3/2004/INF/7), which outlines the strategy for tackling the humanitarian and food-security challenges associated with post-conflict transition in the greater West Africa sub-region.

CONTEXT AND RATIONALE

Context of the Crisis

2. Since late 2002, Côte d'Ivoire has been in a state of political and economic turmoil. As a result of an attempted coup d'état that became a rebellion in September 2002, the country was divided and today remains highly insecure. More than 1 million people, including many nationals of Burkina Faso and Mali who have worked the cocoa and coffee plantations of Côte d'Ivoire for generations, have been displaced or have sought refuge in their home country or neighbouring countries. Although essentially internal, the conflict in Côte d'Ivoire has been fuelled by and has contributed to lawlessness and ethnic-based fighting in Liberia – a clear illustration of how crisis in the region quickly takes on a regional dimension. Liberian armed factions, which share the same ethnicities as their neighbours across the border, have been directly involved in fighting on both sides of the conflict in western Côte d'Ivoire.
3. Under the Marcoussis-Linas accord between the northern-based *Forces nouvelles* rebels and the Government, a unity government consisting of ministers from all factions was formed in April 2003.¹ Real cooperation has been scant and irregular, however. By May 2004, the *Forces nouvelles* had formally withdrawn from the unity government in protest over cabinet appointments and the lack of progress on elements of the Marcoussis process such as disarmament, land reform, voting eligibility and nationality laws. As of mid-2004, progress on disarmament, demobilization and reintegration has been stalled.
4. Côte d'Ivoire today is characterized by division. On the political front, the *Forces nouvelles* control an economically isolated north. The central and southern regions, the economic engine of the country, are ruled by the Government. The United Nations Operation in Côte d'Ivoire (UNOCI) peacekeeping force is interposed between the two factions. UNOCI forces are currently composed of 3,081 troops, to be increased to over 6,000 by August 2004, complemented by 4,000 French troops.² Although some displaced groups returned to their homes in 2003–2004, the root causes of the conflict have yet to be adequately addressed. Continued tension between ethnic and political groups is potentially explosive, as has been seen in Abidjan during political protests and human

¹ The *Forces nouvelles* were created out of the consolidation of the former *Mouvement patriotique de Côte d'Ivoire* (MPCI) (Patriotic Movement of Côte d'Ivoire), the main rebel group, and its two western offshoots, the Ivorian Popular Movement for the Great West (MPIGO) and the Movement for Peace and Justice (MPJ).

² The United Nations-sanctioned French force is known as *Licorne*.



rights abuses in March 2004 and in sporadic episodes of ethnic-based fighting along the north-south divide, which have resulted in ongoing displacements.

⇒ *Impact of the crisis on the region*

5. Civil war and economic crisis in Côte d'Ivoire have taken a heavy toll on neighbouring countries. Since Côte d'Ivoire was once the leading economy of the sub-region, accounting for 40 percent of the gross domestic product (GDP) of the West Africa Economic and Monetary Union, neighbouring countries are highly dependent on its economic performance. Burkina Faso and Mali, for example, conduct 70 percent to 80 percent of their external trade within the West Africa Economic and Monetary Union, through or with Côte d'Ivoire. Perhaps most important, Côte d'Ivoire has employed and provided permanent residence over the years to hundreds of thousands of migrant workers who have few opportunities in their own impoverished countries. Remittances from Côte d'Ivoire to its neighbours, particularly Mali and Burkina Faso, provide a significant source of revenue; their interruption has been linked to declining growth in these countries.³ Burkina Faso and Mali in particular, with their own chronic poverty, droughts and other problems, are ill-equipped to cope with these new burdens. Although Ghana is better able to handle crises, the repercussions of the conflicts in the sub-region have strained local resources and weakened the infrastructure in border towns and villages, which have hosted tens of thousands of asylum seekers and transiting third country nationals.

Situation Analysis

⇒ *Impact of the crisis on food security*

6. Until recently, food shortages were unheard of in Côte d'Ivoire, but now the conflict has provoked intense short-term food insecurity among vulnerable people in many parts of the country and appears to be contributing to a slow deterioration of longer-term national and household food security. The characteristics of food vulnerability vary geographically, with the north and west generally more at risk because of the economic embargo imposed by the *Forces nouvelles* in territory occupied by them in the north, and conflict and destruction in the west. The latest joint food needs assessment by WFP and the Food and Agriculture Organization of the United Nations (FAO) concluded that food and cash crop production in Côte d'Ivoire would decline substantially in 2003⁴ and identified several factors that have adversely affected household food security, including massive displacement, insecurity, depletion of food stocks and seeds, loss or disruption of at least two agricultural campaigns, the collapse of social services and the collapse of food and cash crop markets as a result of the north-south divide and extortionist roadblocks throughout the country.
7. Transition or return to sustainable food-security coping mechanisms in Côte d'Ivoire continues to be incomplete or insufficient. Many people who have returned to devastated villages in the west missed the main 2003 planting season; others were unable to afford

³ For example, remittances to Burkina Faso from Côte d'Ivoire account for 3 percent of total Burkinabe household revenue (United Nations Regional Consolidated Appeals Process [CAP] for 2004); in Mali, a WFP Vulnerability Analysis and Mapping (VAM) Unit study in 2000 showed that remittances are the main source of income for vulnerable people in the poorest regions of the country.

⁴ *FAO/WFP Crop and Food Supply Assessment Report*. March 2004. Rome. Projected declines compared to a previous five-year average amounted to 15 percent for rice, 16 percent for maize, 23 percent for sorghum and 27 percent for millet. Exports were forecast to fall compared with 2002 as follows: cocoa beans 14 percent, coffee 29 percent and cotton 25 percent.



adequate seeds, tools and other inputs. Planting increased in 2004, but lack of seeds and tools continued to limit family production; several planting cycles are needed before people can hope to achieve some degree of sustainable self-sufficiency in food production.

8. Even in areas of the country where adequate quantities of food are available, the population is shifting towards a less nutritionally balanced diet (WFP/FAO February and December 2003 food needs assessment). The effects on shorter-term food security in crisis-affected areas, particularly in the west, will continue to be felt most critically during the lean season from May to September, depending on the area.

⇒ *Impact of the crisis on nutrition and health*

9. According to United Nations Children's Fund (UNICEF), social and health indicators such as infant mortality, maternal mortality and prevalence of HIV/AIDS and other infectious diseases, which were worrying before the crisis, have deteriorated substantially since September 2002, particularly in the north where approximately 85 percent of Government healthcare workers are no longer in place.⁵ The situation in war-affected areas of the west is similar. Major parts of the Ivorian education system have likewise been shattered: 800,000 primary schoolchildren have had some or all of two consecutive school years disrupted. By mid 2004, only 60 percent of teachers had returned to these conflict-affected, food-insecure areas of the north and west.
10. Finally, the nutritional situation of refugees in Ghana, particularly among recent arrivals and households headed by women, could deteriorate if there are no improvements in their living conditions and diet. An emergency needs assessment carried out in the Buduburam refugee camp in May 2004 found that one quarter of the refugees had "very poor and limited food consumption", a result of the new influxes of refugees and a significant decline from 1999 when WFP food assistance was phased out from the camp.

Government/Regional Policies and Responses for Transition

11. The response to the crisis by the Government of Côte d'Ivoire was to be led by the Prime Minister's office because coordination had not yet succeeded in creating a counterpart within the administration to support and guide the international community.
12. By March 2004, all *Direction régionale de l'éducation nationale* (DREN) representatives were redeployed in the north. Coordination of schooling activities throughout the country is thus ensured through the Ministry of Education.
13. The Ministry of Agriculture in Government-controlled areas ensures the coordination of agriculture policy with international stakeholders; *Agence nationale d'appui au développement rural* (ANADER, the National Agency for Rural Development) ensures technical assistance and specialized services to agricultural programmes at the field level. In the north and west there are no public structures to guide and support agriculture. Local NGOs and farmers' associations provide rural sensitization and extension services at the community level, but their capacity is weak.
14. The Governments of Burkina Faso, Ghana and Mali have experience but limited capacity to deal with displaced and refugee populations. Their main challenge with regard to the crisis in Côte d'Ivoire is to reduce the impact of returnees on already fragile communities, particularly in the case of possible massive influxes. The WFP regional

⁵ UNICEF. May 2003. *Crise Ivoirienne: Situation des Enfants et des Femmes Affectées et Réponses Humanitaires* (draft). Geneva.



approach to the emergency operations ensures the prompt adoption of preparedness measures to boost relevant response capacity among neighbouring countries.

WFP Sub-Regional Response to Date

15. WFP has approved three emergency operations (EMOPS) in the Côte d'Ivoire region since the onset of the crisis in late 2002. As of May 2004, donors have met 72 percent of total needs: Côte d'Ivoire's needs account for 80 percent of the operation. Up to mid-2003, the WFP response in neighbouring countries had concentrated on transit and returnee populations; since mid-2003, support from the Abidjan-based WFP Regional Humanitarian Coordination and Support Office (RHCSO) has allowed these country offices, which were primarily engaged in development activities before the crisis, to formulate more targeted and recovery-based activities that address the impact of the crisis and complement ongoing country programme development activities.

RECOVERY STRATEGY — STRATEGY AND OBJECTIVES FOR WFP'S HUMANITARIAN AND TRANSITION RESPONSE

Beneficiary Needs

16. The proposed sub-regional PRRO 10372.0 for 2005 is based on extensive joint assessments and consultations involving the WFP country offices and the Governments of Burkina Faso, Côte d'Ivoire, Ghana and Mali, as well as major partners such as the Office of the United Nations High Commissioner for Refugees (UNHCR), UNICEF, FAO, German Technical Cooperation (GTZ), *Action contre la faim* (ACF), *Médecins sans frontières* (MSF), *Solidarités*, Cooperative for Assistance and Relief Everywhere (CARE), the Oxford Committee for Famine Relief (Oxfam) and national non-governmental organizations (NGOs). The management of the WFP West Africa Coastal PRRO has been involved to ensure coordination with interventions in areas of Liberia and Guinea that border Côte d'Ivoire. The recommendations and agreed planning figures from the assessments and consultations are reflected in this PRRO, which provides the basis on which each WFP country office has prepared a detailed implementation plan.

The Role of Food Aid

17. As a result of the conflict and political stalemate, Côte d'Ivoire risks slipping into deeper poverty and food insecurity. Assuming that the fragile peace holds, WFP's strategy in this regional PRRO is to shift the present EMOP assistance to investments that build longer-term food security and contribute to peace-building by protecting human assets in conflict-affected communities. Given the uncertain political situation, WFP is proposing an operation that covers only one year. The main features of WFP's PRRO strategy for Côte d'Ivoire are:

- **Providing food as an investment to rebuild and protect human and productive assets** in order to encourage social and economic recovery. School children in food-insecure areas and farmers seeking to rebuild their livelihoods will be the major target groups.
- **On a smaller scale, providing life-saving food over the short term to war-affected populations.** Emphasis will be on refugees and internally displaced people (IDPs) for whom few alternative food security coping mechanisms exist. Returnees will also be targeted.



- **Analysing national food-security trends** in order to understand the overall food-security situation and give governments, WFP, donors and NGOs a longer-term perspective on food-security policy and targeting and timing tools to shape more immediate interventions.
18. WFP's strategy for Burkina Faso and Mali is to provide recovery and reintegration assistance, primarily in the form of emergency school feeding (ESF) and small-scale agricultural rehabilitation, to help to stabilize communities affected by the impact of returnees and refugees from the crisis in Côte d'Ivoire and to provide assistance to refugees and other vulnerable groups. WFP's strategy for Ghana is to assist Liberian refugees and minimize the impact of transit populations on basic social services and infrastructure.

Risk Assessment

19. The most likely scenario during 2005 is continued political reluctance to commit to peace and reunification. National elections scheduled for 2005 could be a source of further tension. The presence of UNOCI and Licorne will probably prevent the situation from deteriorating into violent and widespread confrontation.
20. WFP will be able to move quickly if the situation improves or deteriorates. Emergency preparedness, including contingency planning and shifting of resources to address cross-border movements, is referred to in "WFP Strategy and Operational Approaches for Transition in the Conflict-Affected Countries of West Africa, 2005–2006" (WFP/EB.3/2004/INF/7) and in the Côte d'Ivoire contingency plan. Political instability in 2004 may lead to civil unrest and even renewed fighting. On the other hand, a political breakthrough would make it possible for WFP to support the disarmament, demobilization and reintegration (DDR) process. WFP's sub-office in Côte d'Ivoire is able to deal with either eventuality. If the DDR process accelerates, WFP has committed its support, particularly with regard to reintegration of ex-combatants through returnee packages, food for work (FFW) and food for training (FFT) in areas of return.
21. Weak implementation capacity in the agricultural sector and under-funding for seeds and tools — constraints to operations in Côte d'Ivoire during 2004 — remain a major risk. In the most food-insecure areas in the west and the north, technical support services have not yet redeployed and are unlikely to redeploy in 2005. In order to overcome the risks related to the weak capacity, in 2004 WFP has been intensifying its planning, technical support and fundraising coordination with FAO. A small number of international and local NGOs have been identified for increased partnership with the aim of capacity-building. WFP may itself seek funds to procure seeds and tools if funding and inputs from partners are insufficient.

Overall Goal and Objectives

22. The goal of this PRRO is to contribute to sub-regional stability and household food security through food aid interventions that preserve human and productive assets and that encourage recovery prospects of vulnerable people who have suffered as a result of the crisis in Côte d'Ivoire.



⇒ *Objectives*

23. The immediate objectives and corresponding strategic priorities of this regional PRRO (see Annex III) are to:
- stabilize levels of malnutrition among crisis-affected populations benefiting from WFP assistance in Burkina Faso, Côte d'Ivoire, Ghana and Mali (Strategic Priority [SP]1);
 - increase ability to manage shocks and meet food needs (SP2);
 - increase enrolment and attendance of boys and girls in WFP-assisted primary schools (SP4);
 - improve the nutritional and health status of women in Côte d'Ivoire, children in Côte d'Ivoire and Ghana, people living with HIV/AIDS (PLWHA) and other vulnerable groups in Côte d'Ivoire, Ghana and Mali (SP3).

IMPLEMENTATION PLAN

Key Programme Components

24. In Côte d'Ivoire, immediate relief activities will be implemented in parallel with investments in recovery. In Burkina Faso and Mali, WFP will target returnee families and vulnerable host families outside the reach of WFP's country programmes with short-term relief and reintegration packages. WFP's strategy for Ghana is to assist Liberian refugees and minimize the impact of transit populations on basic social services and infrastructure.

Beneficiaries, Food Baskets and Commodity Requirements

25. A full breakdown of the beneficiary caseload by country and type of intervention is found in Table 1. Table 2 details the overall PRRO food requirements and food needs by type of intervention and country.



| TABLE 1: BENEFICIARY CASELOAD, BY COUNTRY AND TYPE OF INTERVENTION | | | | | |
|---|----------------------|---------------------|---------------|---------------|----------------|
| Intervention type | Côte d'Ivoire | Burkina Faso | Mali | Ghana | Region |
| RELIEF | | | | | |
| General distribution | | | | | |
| Refugees | 9 000 | | | 5 000 | 14 000 |
| IDPs | 8 500 | | | | 8 500 |
| Returnees | 10 000 | 50 000 | 10 300 | | 70 300 |
| Emergency distribution | 10 000 | | | | 10 000 |
| People in transit | 15 000 | 15 000 | 400 | | 30 400 |
| Lean season | 40 000 | | | | 40 000 |
| Total general distribution | 92 500 | 65 000 | 10 700 | 5 000 | 173 200 |
| Selective feeding | | | | | |
| Therapeutic | 300 | | | | 300 |
| Supplementary and MCH* | 3 500 | | | 1 000 | 4 500 |
| Take-home ration after therapeutic feeding** | 1 500 | | | | 1 500 |
| Total selective feeding | 5 300 | | - | 1 000 | 6 300 |
| RECOVERY | | | | | |
| Assistance to vulnerable groups | | | | | |
| Institutional feeding/PLWHA | 3 000 | | | | 3 000 |
| PLWHA/OVC*** | 15 000 | | 1 300 | 4 000 | 20 300 |
| Total vulnerable groups | 18 000 | | 1 300 | 4 000 | 23 300 |
| ESF | | | | | |
| Total ESF | 465 000 | | 8 800 | | 473 800 |
| Food for self-reliance – includes seed protection and FFW | | | | | |
| Total food for recovery | 115 000 | 90 000 | 40 900 | | 245 900 |
| GRAND TOTAL | 695 800 | 155 000 | 61 700 | 10 000 | 922 500 |

*Mother-and-child health.

**Children discharged from a therapeutic feeding centre would normally be transferred to supplementary feeding programmes (SFPs); in the absence of SFPs in some parts of Côte d'Ivoire, children are released by MSF with a take-home family ration.

***Orphans and other vulnerable children.



| TABLE 2: FOOD REQUIREMENTS BY COUNTRY AND TYPE OF INTERVENTION (mt) | | | | | |
|--|----------------------|---------------------|--------------|--------------|---------------|
| Intervention type | Côte d'Ivoire | Burkina Faso | Ghana | Mali | Total |
| RELIEF | | | | | |
| General distribution | 6 324 | 1 680 | 2 045 | 356 | 10 405 |
| Refugees | 1 823 | | 2 030 | 343 | 4 196 |
| IDPs | 1 722 | | | | 1 722 |
| Returnees | 500 | 1 665 | | | 2 165 |
| Transit ration | 15 | 15 | 15 | 13 | 58 |
| Emergency distribution | 500 | | | | 500 |
| Lean-season distribution | 1 764 | | | | 1 764 |
| Selective feeding | 697 | - | - | - | 697 |
| Therapeutic | 16 | | | | 16 |
| Supplementary and MCH* | 377 | | | | 377 |
| Take-home ration after therapeutic feeding** | 304 | | | | 304 |
| RECOVERY | | | | | |
| Assistance to vulnerable groups | 3 647 | 0 | 0 | 263 | 3 910 |
| PLWHA/OVC*** take-home ration | 3 039 | | | | 3 039 |
| Institutional feeding/PLWHA | 608 | | | 263 | 871 |
| ESF | 11 787 | - | - | 678 | 12 465 |
| ESF | 11 787 | | | 678 | 12 465 |
| Food for self-reliance includes seed protection and FFW | 3 485 | 1 598 | - | 1 117 | 6 200 |
| FFW | 3 485 | 1 598 | | 1 117 | 6 200 |
| TOTAL | 25 940 | 3 278 | 2 045 | 2 414 | 33 677 |

* Mother-and-child health.

** Children discharged from a therapeutic feeding centre would normally be transferred to supplementary feeding programmes (SFPs); in the absence of SFPs in some parts of Côte d'Ivoire, children are released by MSF with a take-home family ration.

***Orphans and other vulnerable children.

Selection of Activities and Beneficiary Description

26. Emergency response through a general ration and/or high-energy biscuits (HEB):

- **Refugees and IDPs.** Those who have been displaced as a result of armed conflict and intimidation, most of whom are women and children, will receive a full general ration of 2,100 kcal/day. During the first two days of displacement, HEB will be provided.



- **Returnees.** Those returning to their villages will receive a general ration equivalent to 2,100 kcal for two to three months depending on the assessed ability of the returnees to be incorporated into reintegration or other support programmes.
- **Households experiencing short-term food insecurity during the May–September lean season.** These households will receive up to three months of reduced general rations of 1,835 kcal until the harvest. The reduced ration is given because the targeted beneficiaries have limited means of coping with food insecurity. This activity will target 8,000 households in the most vulnerable areas of the west.
- **Emergency distribution and transit ration of HEB.** Emergency distribution will be used as contingency rations for unexpected interventions and for people on the move until they can be stabilized.

27. Emergency response through targeted feeding:

- **Severely and moderately malnourished children.** When cases of malnutrition are diagnosed by nutritional/medical implementing partners, WFP will provide therapeutic and supplementary rations for the children and accompanying adults in the case of therapeutic feeding.
 - ⇒ Supplementary feeding will consist of 1,250 kcal/day for moderately malnourished children — weight-for-height (W/H) 70–79 percent of reference median;
 - ⇒ Therapeutic feeding will consist of 725 kcal/day for severely malnourished children — W/H below 70 percent of the reference median — and all cases of oedema, in addition to therapeutic milk provided by medical NGOs.

Recovery Response

28. **Primary school children.** ESF is expected to contribute to normalizing traumatized communities by contributing to a supportive environment for children and their families in conflict-affected areas. Schools will be selected on the extent of food insecurity, based on vulnerability analyses with a particular emphasis on returnee areas. In Côte d'Ivoire, the number of beneficiaries is estimated at 465,000, of whom 200,000 are in the north and 265,000 in the south. In the north, where volunteer teachers do not receive a salary, WFP will also provide a nominal food incentive to the teachers.
29. In Mali, the platform of WFP's development school feeding programme will be expanded in an emergency scheme to cover areas in the southern part of the country with large returnee populations who do not currently benefit under the country programme; beneficiaries for ESF are estimated at 8,800.
30. ESF rations differ slightly between countries, reflecting food preferences and harmonization with country programmes. The school feeding ration in Côte d'Ivoire will include rice, pulses, oil and salt, equivalent to 729 kcal/day. The possibility of increasing the ration with 30 g/day of locally-produced corn-soya blend (CSB) to address micronutrient deficiencies will be explored through a pilot procurement and distribution programme. The school feeding ration in Mali will include oil, pulses and either rice, maize meal or bulgur wheat.
31. **Seed protection for food-insecure farmers in Côte d'Ivoire.** Distribution of food in combination with seeds and tools will prevent farmers from consuming the seeds and will support them during the agricultural season. This activity will target the most food-insecure areas in the west, where the conflict-affected population still faces serious obstacles in restoring agriculturally-based livelihoods. Food will be distributed as standard



family rations based on five members per family, for 20,000 households/100,000 beneficiaries.

32. Shortages of seeds, tools and fertilizer are constraints to achieving harvests that could ease household food shortages over time. With FAO, local NGOs and village committees, WFP will target vulnerable beneficiaries and communities hosting large numbers of IDPs and returnees, and households headed by women.
33. In Burkina Faso and Mali, a regional FAO seed-protection programme for reintegration and agricultural production will serve as the primary targeting mechanism for WFP, whose efforts will be concentrated in areas with a significant returnee influx. Seed-protection rations will consist of cereals, oil and pulses.
34. Given the unfavourable context, communities whose coping mechanisms were already fragile are expected to be increasingly prone to seasonal food insecurity.
35. **PLWHA, OVC and their households/caregivers.** Family rations will contribute to adequate dietary intake and serve as an income transfer that allows household budgets to include non-food expenditures, in turn contributing to an increase in their caregiving capacity. Pending the results of pilot initiatives with two NGO networks, the number of beneficiaries is estimated at 3,000 households/15,000 individuals. Rations for these recovery responses will consist of rice, pulses, corn-soya blend (CSB), oil and salt, equivalent to 2,100 kcal.
36. WFP will also offer HIV/AIDS awareness training and food support to PLWHA in institutions in Côte d'Ivoire and Mali, and to affected families on a pilot basis.

Partnerships

37. WFP food aid will be complemented by other assistance such as seeds and tools, school kits and teachers' salaries, MCH programmes to protect nutritional gains, and health and sanitation in IDP camps. When possible, WFP will implement its programmes through international and local NGOs with sufficient capacity, and will advocate with government authorities and other humanitarian agencies to establish programmes. If partners do not have sufficient capacity, WFP will need to implement its food aid programmes on its own, with the assistance of temporary staff overseen by sub-office programming officers and food aid monitors. Where possible, WFP will build on successful partnerships and coordination mechanisms that were effective in 2004.
38. Where possible, WFP has continued to work with the Government of Côte d'Ivoire to maintain capacities built up through the pre-crisis development programme. In 2005, WFP will work towards further strengthening of government capacity through training in commodity tracking and results-based monitoring (RBM).
39. WFP will ensure that HIV/AIDS prevention and awareness are covered in the curriculum of schools that receive food assistance, working through advocacy with the government agency administering school feeding activities in Côte d'Ivoire, *Direction nationale des cantines scolaires* (DNC), and with UNICEF, which has recently produced an HIV/AIDS booklet for school children. WFP's logistics capacity will be available to manage the distribution of awareness and teaching materials.



Non-food Inputs

40. WFP will continue to budget for essential non-food items to complement WFP's food input. The primary requirement for seeds and tools — valued at US\$1 million for 14,000 households in Côte d'Ivoire — will complement FAO inputs. Procurement of seeds and tools will be undertaken in consultation with FAO.
41. Support for DNC will be designed with an emphasis on commodity tracking and monitoring through the Commodity Movement Processing and Analysis System (COMPAS). Other direct operational costs (ODOC) for school feeding include a baseline study and a second round of deworming activities. Funding for additional needs in monitoring and evaluation (M&E) to strengthen implementing partners' capacities and fund assessments will also be included.

Logistics Arrangements

42. WFP uses three logistics corridors for delivering commodities to extended delivery points (EDPs) in Côte d'Ivoire: in the west through the port of San Pedro, in the east through Abidjan and in the north from Burkina Faso. Food arriving by sea for Burkina Faso and Mali will be unloaded at the ports of Dakar and Lome, from where it will be transported to WFP warehouses. Locally purchased food will be delivered directly to warehouses. Food allocations to project activities and areas will be transported mainly by commercially contracted trucks. In Ghana, deliveries will be received at the ports of Tema and Takoradi for forwarding to refugee and transit camps.
43. WFP will apply a uniform landside transport, storage and handling (LTSH) rate of US\$135/ton in 2005.
44. The PRRO will continue to benefit from the services of WFP's regional air transport service for humanitarian personnel, funded through special operation 10061.2 "Air Passenger Service in West Africa Coastal Countries: Guinea, Sierra Leone, Liberia and Côte d'Ivoire".

Food Procurement

45. WFP is moving towards selective use of maize and bulgur wheat to conform with the West Africa Coastal PRRO for the relief component; recovery rations still contain rice, which is indispensable for school feeding in much of the region. Providing rice in the FFW programme often makes sense because of its inherent value to families. Similarly, FFW involving rice seed protection is more effective if rice is in the ration. Large quantities of maize are also available for local purchase.
46. Locally made CSB would be appreciated by school children and provide a beneficial micronutrient supplement in the ESF programme. The possibility of cooperating with UNICEF in local purchases of CSB will be explored, with UNICEF providing the necessary premix.

M&E Performance

47. The overall M&E system of the PRRO is integrated into the RBM approach and is built on a planning matrix defining the results hierarchy in line with WFP's Strategic Priorities 1–4, performance indicators and assumptions/risks (see Annex III). Outputs will be monitored regularly at the country-office level. Standard tracking of commodities from the port of entry to EDPs and basic beneficiary distribution data is derived from COMPAS and from distribution reports of implementing partners. For general food distribution,



gathering this basic data is complemented by food-basket monitoring. Spot-checks at distribution sites, schools and FFW sites are undertaken by WFP food-aid monitors using standardized checklists. Analysis and reporting of M&E results are generally carried out at the central-office level and will be further enhanced to improve use of the information in decision-making.

48. In Côte d'Ivoire, post-distribution monitoring (PDM) at the household level looks deeper into the effects of WFP assistance on beneficiaries. PDM questionnaires and indicators were developed during 2003 for each type of WFP intervention. WFP trains sub-office staff, food-aid monitors and implementing partners. Government agents, if available, will be closely associated with planning, distribution and PDM of food interventions to facilitate handover from WFP to the Government as the situation improves. PDM will also be developed in Ghana.
49. Progress towards achieving objectives will be evaluated at the end of the operation by comparing the outcome indicators with baseline data against the strategic priorities. The pilot outcome indicator for SP2 will be tested in Côte d'Ivoire.
50. WFP's food-security monitoring system (FSMS) will complement M&E and feed into the analysis for PRRO decision-making for the Côte d'Ivoire region. FSMS has been operational in Abidjan since October 2003. It focuses on two main interrelated activities: (i) improving knowledge of the food-security situation in the country through an in-depth food-security baseline assessment and tracking the evolving food security situation through regular monitoring of indicators; and (ii) providing information on the outcome of WFP's major interventions in the country by means of a baseline survey and follow-up surveys of targeted areas and populations in the north and west of the country.
51. In 2005, efforts will be required to (i) strengthen the system in place and further customize and simplify tools, (ii) focus on results-oriented monitoring, (iii) systematize data collection and (iv) improve the reporting flow.

SECURITY

52. Since May 2004, security throughout Côte d'Ivoire has remained volatile; the country is under security phase III. The situation in Burkina Faso, Ghana and Mali is stable. The most immediate security threats to staff and to the delivery of humanitarian supplies are banditry in the north and west and in Abidjan and other cities, and infighting among *Forces nouvelles* factions.
53. To manage risks, WFP works in the overall security system established under the Resident Coordinator. WFP has a full-time field-security officer serving the United Nations system and a full-time security officer, who has been in place since the beginning of the crisis. WFP is fully compliant with minimum operating security standards (MOSS). Anti-blast film and a radio system for parallel data and voice transmission have been installed in all sub-offices and in the Abidjan regional and country offices. Field staff are equipped with satellite phones; all vehicles have high frequency (HF) and very high frequency (VHF) radios; all staff are supplied with VHF radio handsets.
54. Security systems have been established for WFP, such as vehicles travelling together, 24-hour tracking of vehicles and staff movements, daily radio checks with staff and evacuation plans.



BUDGET PROPOSAL AND INPUT REQUIREMENTS

55. The PRRO will require 33,677 mt of food (see Annex I) comprising 10,400 mt for general distribution, 697 mt for selective feeding, 3,910 mt for vulnerable groups, 12,465 mt for ESF and 6,198 mt for recovery. Total WFP costs are US\$27.4 million, comprising US\$21.6 million for direct operational costs (DOC) and US\$4.0 million for direct support costs (DSC).

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

56. The Board is requested to approve regional PRRO 10372.0, to run from 1 January to 31 December 2005, benefiting 922,500 people; the food cost is US\$11.3 million; the total cost to WFP is US\$27.4 million.



ANNEX I

| PROJECT COST BREAKDOWN | | | |
|---|------------------|---------------------------|-------------------|
| | Quantity (mt) | Average cost per mt | Value (US\$) |
| WFP COSTS | | | |
| A. Direct operational costs | | | |
| Commodity ¹ | | | |
| – Cereal | | | |
| Rice | 14 817 | | 4 126 535 |
| Maize meal | 6 109 | | 1 701 357 |
| Bulgur wheat | 2 914 | | 811 549 |
| Sorghum | 1 997 | | 556 165 |
| – Pulses | | | |
| Lentils | 3 239 | | 1 422 601 |
| Beans | 201 | | 88 281 |
| Peas | 514 | | 225 754 |
| – CSB | 1 594 | | 548 336 |
| – Vegetable oil | 1 784 | | 1 732 264 |
| – Salt | 435 | | 36 975 |
| – Sugar | 28 | | 8 400 |
| – HEB | 45 | | 36 000 |
| Total commodities | 33 677 | | 11 294 216 |
| External transport | | | 4 195 710 |
| Total LTSH | | | 4 545 590 |
| Other direct operational costs | | | 1 538 167 |
| Total direct operational costs | | | 21 573 682 |
| B. Direct support costs (see Annex II for details) | | | 4 032 117 |
| Total direct support costs | | | 25 605 799 |
| C. Indirect Support Costs (7%) | | | 1 792 406 |
| TOTAL WFP COSTS | | | 27 398 205 |
| ¹ This is a notional food basket used for budgeting and approval purposes. The contents may vary depending on the availability of commodities. | | | |



ANNEX II

| DIRECT SUPPORT REQUIREMENTS (US\$) | |
|--|------------------|
| Staff | |
| International professional staff | 1 201 450 |
| National professional officers | 66 000 |
| National general service staff | 402 152 |
| Temporary assistance | 409 940 |
| Overtime | 16 750 |
| Incentive (hazard pay, and rest and recuperation) | 296 500 |
| International consultants | 230 000 |
| National consultants | 4 000 |
| UNVs | 208 000 |
| Staff duty travel | 254 325 |
| Staff training and development | 85 000 |
| Subtotal | 3 174 117 |
| Office expenses and other recurrent costs | |
| Rental of facility | 95 000 |
| Utilities (general) | 31 750 |
| Office supplies | 29 750 |
| Communication and IT services | 147 250 |
| Insurance | 29 500 |
| Equipment repair and maintenance | 18 750 |
| Vehicle maintenance and running costs | 123 500 |
| Other office expenses | 24 500 |
| Contributions to United Nations and related services | 38 000 |
| Subtotal | 538 000 |
| Equipment and other fixed costs | |
| Vehicles | 140 000 |
| TC/IT equipment | 149 000 |
| Furniture and equipment | 31 000 |
| Subtotal | 320 000 |
| TOTAL DIRECT SUPPORT COSTS | 4 032 117 |



ANNEX III: LOGICAL FRAMEWORK SUMMARY OF PRRO CÔTE D'IVOIRE 10372.0 (JANUARY–DECEMBER 2005)

| Results hierarchy | Performance indicators | Risks, assumptions |
|--|---|---|
| <p>Impact</p> <p>The PRRO contributes to the sub-regional stability and household food security through food aid interventions that preserve human and productive assets and encourage the long-term recovery prospects of vulnerable people who have suffered as a result of the crisis in Côte d'Ivoire.</p> | <p>Impact level indicators</p> <p>Number of refugees repatriated and number of IDPs returned to their places of origin.</p> <p>Number of former combatants demobilized.</p> | <p>The political development and peace negotiation process, and inter-governmental dialogues continue to facilitate repatriation and return.</p> |
| <p>SP1: Save lives of crisis-affected people who are critically food insecure.</p> | | |
| <p>Outcome</p> <p>1.1 Stabilized levels of malnutrition among crisis-affected populations benefiting from WFP assistance in Burkina Faso, Côte d'Ivoire, Ghana and Mali.</p> | <p>Outcome level indicators</p> <p>Prevalence of malnutrition: weight for height (W/H), height for age (H/A) and weight for age (W/A) if feasible, among under-5 beneficiaries by gender.</p> | <p>The security and accessibility situation has improved.</p> <p>Timely contribution of funds and availability of commodities are secured.</p> <p>Ration is accepted.</p> |
| <p>Outputs</p> <p>1.1.1 Increased access to food for highly food-insecure, conflict-affected populations such as refugees in camps (Côte d'Ivoire and Ghana), IDPs and returnees (Burkina Faso, Côte d'Ivoire, Mali), people in transit and local population experiencing seasonal food insecurity (Côte d'Ivoire).</p> | <p>Output-level indicators</p> <p>Quantity of food distributed, by project category, commodity and time.</p> <p>Number of beneficiaries receiving WFP food assistance by category, age group and gender.</p> | <p>Access to beneficiary possible.</p> <p>There are no pipeline breaks.</p> <p>Other basic needs are met – e.g. health, education, protection.</p> |
| <p>SP2: Protect livelihood and support rehabilitation of productive assets and enhance resilience to shocks.</p> | | |
| <p>Outcome</p> <p>2.1 Increased ability to manage shocks and meet necessary food needs (Burkina Faso, Côte d'Ivoire, Mali).</p> | <p>Outcome level indicators</p> <p>Proportion of beneficiary household expenditures devoted to food (Côte d'Ivoire).</p> | <p>Security and accessibility situation is improved.</p> <p>Timely contribution of funds and availability of commodities are secured.</p> <p>Ration is accepted.</p> |
| <p>Outputs</p> <p>2.1.1 Target beneficiaries participate in safety-net activities and in food-supported asset creation in Burkina Faso, Côte d'Ivoire and Mali.</p> | <p>Output-level indicators</p> <p>Quantity of food distributed, by project category and commodity.</p> <p>Number of beneficiaries participating in safety-net activities and in asset-generating activities; men, women.</p> | <p>IPs available – technical expertise, resources – to work in FFW activities.</p> <p>Beneficiaries willing to undertake FFW activities.</p> |



ANNEX III: LOGICAL FRAMEWORK SUMMARY OF PRRO CÔTE D'IVOIRE 10372.0 (JANUARY–DECEMBER 2005)

SP4: Support access to primary education, particularly in conflict-affected areas and where government assistance is limited.

| | | |
|--|--|---|
| <p>Outcome (Côte d'Ivoire and Mali)</p> <p>3.1 Increased enrolment of boys and girls in WFP-assisted primary schools.</p> <p>3.2 Improved attendance of boys and girls in WFP-assisted primary schools.</p> | <p>Outcome-level indicators</p> <p>Absolute enrolment: number of boys and girls enrolled in WFP-assisted primary schools.</p> <p>Attendance rate: percentage of boys and girls in WFP-assisted primary schools attending classes at least 75% of the school year.</p> | <p>Risks, assumptions</p> <p>Security and accessibility situation has improved in Côte d'Ivoire.</p> <p>Timely contribution of funds and availability of commodities is secured.</p> <p>Ration is accepted.</p> <p>Complementary assistance is provided by other humanitarian actors in terms of non-food inputs.</p> <p>Schools are functional in major parts of the country.</p> |
| <p>Outputs</p> <p>3.1.1 A meal provided to schoolchildren in WFP-assisted primary schools.</p> | <p>Output-level indicators</p> <p>Number of boys and girls receiving food aid in WFP-assisted primary schools.</p> | <p>Access to the beneficiaries is possible.</p> <p>There are no pipeline breaks.</p> <p>Other basic needs are met – e.g. health, education, protection.</p> |

SP3: Contribute to maintaining the nutritional status of vulnerable groups, women, children and PLWHA.

| | | |
|---|---|--|
| <p>Outcome</p> <p>4.1 Improved nutritional and health status of women (Côte d'Ivoire), children (Côte d'Ivoire, Ghana), PLWHA and other vulnerable groups (Côte d'Ivoire, Mali, Ghana).</p> | <p>Outcome level indicators</p> <p>Prevalence of acute malnutrition by W/H among under-5s, by gender.</p> <p>Prevalence of malnutrition among adult women by body mass index (BMI) and low birth weight.</p> | <p>Security and accessibility situation has improved.</p> |
| <p>Outputs</p> <p>4.1.1 Enhanced coverage of eligible children/ women in supplementary feeding/MCH programmes.</p> <p>4.1.2 Increased number of PLWHA benefiting from food-assisted interventions.</p> | <p>Output-level indicators</p> <p>Number of malnourished children reached through supplementary feeding programmes.</p> <p>Number of pregnant and lactating women reached through the food-supported MCH programme.</p> <p>Number of PLWHA benefiting from food-supported interventions.</p> <p>Number of patients in social institutions benefiting from WFP food assistance, by category, gender and age.</p> <p>Percentage of micronutrient fortified food delivered through WFP-supported nutrition interventions.</p> | <p>Implementing partners are available — technical expertise, resources — to work in selective feeding activities.</p> |



Côte d'Ivoire PRRO 10372.0 Intervention areas 2005

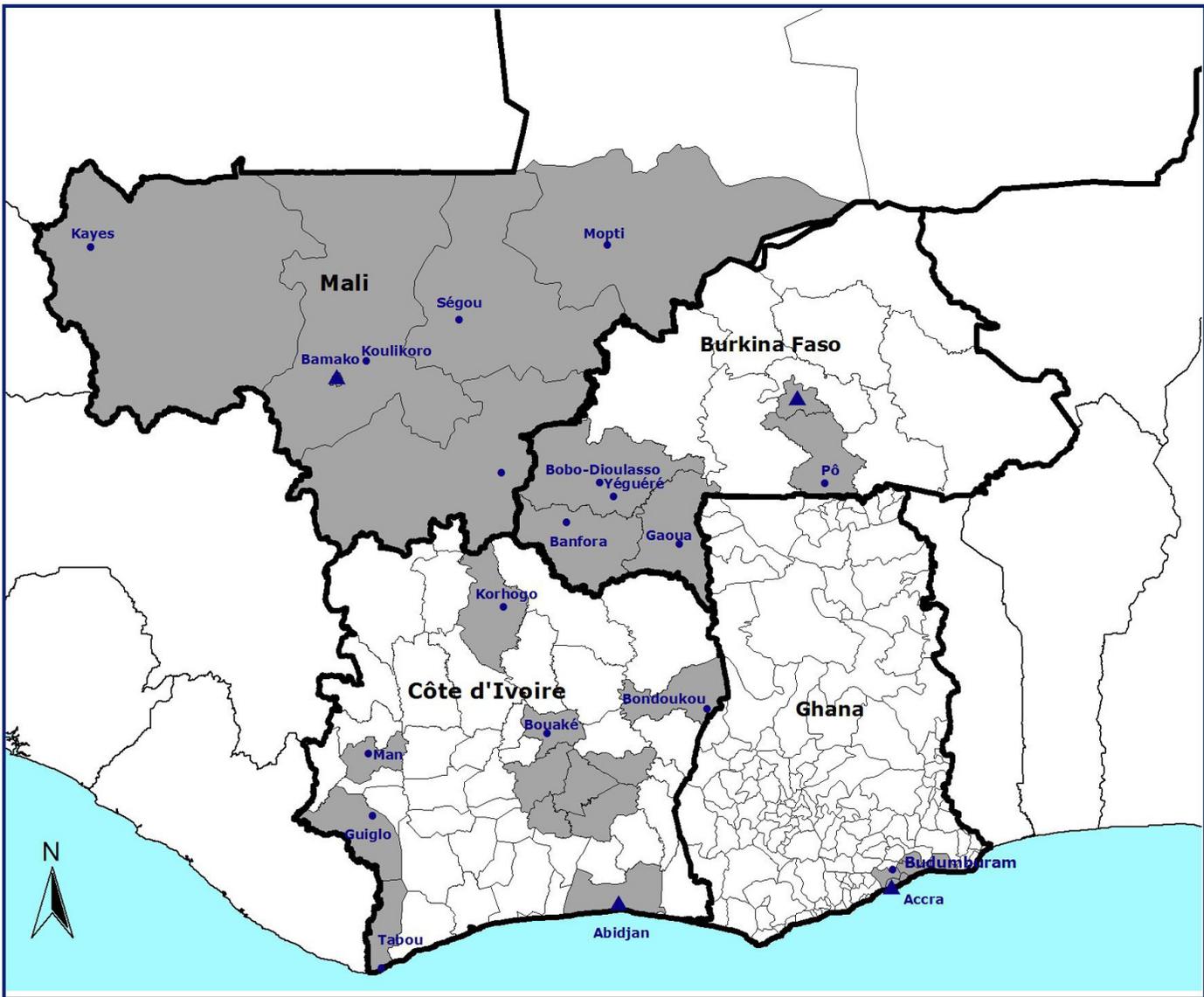
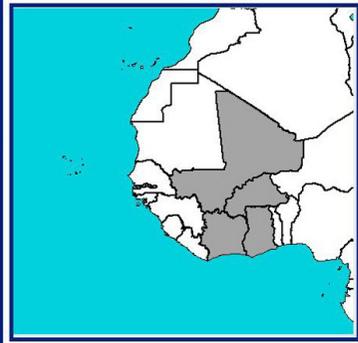


- Legend**
- ▲ Country Office
 - Target Area
 - Côte d'Ivoire PRRO
 - Targeted Areas
 - Not Targeted

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations

Spatial Files from Geographic Coordinate System, GCS WGS 1984

Map edited by ODD VAM Unit July 2004



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.

ACRONYMS USED IN THE DOCUMENT

| | |
|--------|---|
| ACF | <i>Action contre la faim</i> |
| ANADER | <i>Agence nationale d'appui au développement rural</i> (Côte d'Ivoire) National Agency for Rural Development |
| BMI | body mass index |
| CAP | Consolidated Appeals Process |
| CARE | Cooperative for Assistance and Relief Everywhere |
| COMPAS | Commodity Movement Processing and Analysis System |
| CSB | corn-soya blend |
| DDR | disarmament, demobilization and reintegration |
| DNC | <i>Direction nationale des cantines scolaires</i> (Côte d'Ivoire) |
| DOC | direct operational costs |
| DREN | <i>Direction régionale de l'éducation nationale</i> |
| DSC | direct support costs |
| EDP | extended delivery point |
| EMOP | emergency operation |
| ESF | emergency school feeding |
| FAO | Food and Agriculture Organization of the United Nations |
| FFT | food for training |
| FFW | food for work |
| FSMS | Food Security Monitoring System (Abidjan-based) |
| GDP | gross domestic product |
| GTZ | German Technical Cooperation |
| H/A | height for age |
| HEB | high-energy biscuits |
| HF | high frequency |
| IDP | internally displaced person |
| LTSH | landside transport, storage and handling |
| MCH | mother-and-child health |
| MPCI | <i>Mouvement patriotique de Côte d'Ivoire</i> (Patriotic Movement of Côte d'Ivoire) |
| M&E | monitoring and evaluation |
| MOSS | minimum operating security standards |
| MPIGO | Ivorian Popular Movement for the Great West |
| MPJ | Movement for Peace and Justice |



| | |
|--------|---|
| MSF | <i>Médecins sans frontières</i> |
| NGO | non-governmental organization |
| ODOC | other direct operational costs |
| Oxfam | Oxford Committee for Famine Relief |
| OVC | orphans and other vulnerable children |
| PDM | post-distribution monitoring |
| PLWHA | people living with HIV/AIDS |
| PRRO | protracted relief and recovery operation |
| RBM | results-based management |
| RHCSO | Regional Humanitarian Coordination and Support Office (Abidjan) |
| SFP | school feeding programme |
| SP | Strategic Priority |
| UNICEF | United Nations Children's Fund |
| UNHCR | Office of the United Nations High Commissioner for Refugees |
| UNOCI | United Nations Mission in Côte d'Ivoire |
| VAM | vulnerability analysis and mapping |
| VHF | very high frequency |
| W/A | weight for age |
| W/H | weight for height |

