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PROTRACTED RELIEF AND RECOVERY OPERATION — WEST AFRICA COASTAL 10064.3

Post-Conflict Transition in the West Africa Coastal Region

Number of beneficiaries	1,460,655 in 2005 1,234,712 in 2006
Duration of project	24 months (1 January 2005–31 December 2006)
Total food requirements	204,884 mt
Cost (United States dollars)	
Total cost to WFP	156,164,862
Total food cost	60,879,845

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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

The crisis in the Mano River countries resulting from the brutal conflicts in Liberia and Sierra Leone since the early 1990s may finally be subsiding. With United Nations forces overseeing a fragile peace in Liberia and the United Nations Mission in Liberia undertaking a disarmament, demobilization, rehabilitation and resettlement campaign, the prospects for peace in Liberia and sustained recovery in Sierra Leone and Guinea have considerably improved.

WFP's West Africa Coastal protracted relief and recovery operation for 2005–2006 foresees a general shift from relief food distribution to targeted food support to the social sectors. For Liberia, this will mean focusing on resettlement of refugees and internally displaced people in their areas of origin while supporting basic social services — particularly primary schools and agricultural rehabilitation — for these returnees. WFP aims to phase out general food distribution in Liberia by the end of the operation. Given the slow pace and frequent setbacks in a post-conflict transition process, however, it is likely that some residual emergency programming will be required in Liberia beyond 2006.

In Sierra Leone and Guinea, WFP plans to phase down and eventually phase out protracted relief and recovery operation assistance by the end of 2006. The transition to WFP country programmes will be the growing focus in these countries.

WFP assistance in the protracted relief and recovery operation will include the following:

- There will be an average monthly caseload in Liberia of 230,000 internally displaced people living in camps in 2005 and 100,000 in camps in 2006.
- Approximately 120,000 Liberian refugees from around the region are expected to receive WFP food assistance to help them move back to Liberia and rebuild their lives there.
- As Liberian refugees begin to return home, WFP's interventions in Guinea and Sierra Leone will increasingly concentrate on recovery and reintegration activities in districts where repatriated refugees have been resettling.

The number of refugees and internally displaced persons targeted for assistance has been derived through joint assessments of WFP and the Office of the United Nations High Commissioner for Refugees in all three countries. This has been complemented by sectoral assessments in the areas of agricultural rehabilitation, nutrition, education, and HIV/AIDS.

DRAFT DECISION*

The Board approves PRRO West Africa Coastal 10064.3, "Post-Conflict Transition in the West Africa Coastal Region" (WFP/EB.3/2004/8-B/6).

* 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 West Africa Coastal protracted relief and recovery operation (PRRO) is being submitted to the Board together with a complementary PRRO for the sub-region: PRRO 10372.0 “Response to the Côte d’Ivoire crisis and its regional impact in Burkina Faso, Côte d’Ivoire, Ghana and Mali”. WFP’s 2005–2006 strategy for tackling the humanitarian and food security challenges associated with post-conflict transition in the greater West Africa sub-region is outlined in Board document “WFP Strategy and Operational Approaches for Transition in the Conflict-Affected Countries of West Africa, 2005–2006” [WFP/EB.3/2004/INF/7]. The two proposed PRROs should be read in conjunction with this document.

CONTEXT AND RATIONALE

Context of the Crisis

2. In October 2003, Chairman Gyude Bryant was sworn in to head the National Transitional Government of Liberia. The United Nations Mission in Liberia (UNMIL), authorized by the Security Council in September 2003, is responsible for the disarmament, demobilization, rehabilitation and resettlement (DDRR) of an estimated 40,000 combatants. As of mid-2004, United Nations peacekeepers are overseeing a fragile peace in Liberia. These security developments, coupled with the return of humanitarian actors, have brought hope for a more peaceful future in Liberia. Democratic elections are scheduled for October 2005.
3. As of early 2004, approximately 815,000 Liberians — or one quarter of the population — were displaced internally and externally. Of these, 350,000 were in neighbouring countries and 465,000 were in camps in Greater Monrovia and central Liberia, and in spontaneous settlements.
4. In Sierra Leone, gradual progress towards resettlement, recovery and sustainable peace — including successful parliamentary and presidential elections in May 2002 — was slowed by the influx in 2003 of new Liberian refugees. Similarly, Guinea, from where significant numbers of Sierra Leonean refugees had returned during 2001–2003, was again burdened with a new influx of Liberian refugees. With the arrival of UNMIL in Liberia, prospects for sustained recovery in Sierra Leone and Guinea have considerably improved, particularly with regard to food security.
5. The unresolved political and military situation in Côte d’Ivoire continues to pose risks for the region. Renewed internal conflict in Côte d’Ivoire could quickly spread to neighbouring countries and would almost certainly be accompanied by significant cross-border humanitarian needs. The crisis in Côte d’Ivoire, once the trading and economic powerhouse of West Africa, continues to drag down recovery in the region as a whole.

Situation Analysis

6. Continued peace-building in Liberia — bolstered by UNMIL-guaranteed security and implementation of the Results Focused Transitional Framework — and the consolidation of post-crisis achievements in Sierra Leone and Guinea, represent the fundamental transition challenges for 2005–2006. The successful demobilization of combatants and the return, resettlement or integration of 815,000 Liberian refugees and internally displaced



people (IDPs) from around the region are prerequisites for re-establishing the building blocks of sustainable peace and economic recovery after years of regional conflict.

Food Security, Nutrition and Health Situation

⇒ *Impact of the crisis on food security*

7. With ceasefires and stability taking hold, food insecurity in the crisis-affected countries of West Africa is increasingly a matter of access to food rather than availability. There are pockets of high food insecurity and vulnerability that require special vigilance, however, especially in rural Liberia, where food production has been shattered, among camp populations in the region and in war-affected and returnee areas of Guinea and Sierra Leone. In these regions, newly returned families struggling to resettle are often unable to plant crops in time for the main agricultural season. This multiplies the pressure on the resident population, who are just beginning to recover from the effects of the war. Several planting seasons, along with seeds and tools, are required to re-establish basic household food security.
8. In Liberia, food security is affected by a number of factors, including: (i) continued disruption of agricultural systems and activities resulting from the displacement of farming families and communities; (ii) limited access to available food stocks because of lack of income; (iii) limited nutritional absorption capacity because of diseases, poor sanitation and quality of water; (iv) deteriorating socio-economic conditions; and (v) the breakdown of family and community coping mechanisms. IDPs are the worst affected: some of them have been displaced seven times since April 1999. As a result, Liberia remains among the world's most food-insecure countries. In 2000, an estimated 35 percent of the population were under-nourished. This proportion has probably increased because access to food was seriously restricted during the 2002–2003 attacks on Monrovia and other parts of the country. At the household level, food insecurity remains severe, with low subsistence production levels and meagre income opportunities. Unemployment stands at 85 percent; 76.2 percent of the population lives below the poverty line of US\$1 per day.
9. In Guinea, food insecurity is most critical among the refugee population in the camps of the Kissidougou and Nzerekore regions. Although still highly dependent on food aid, the refugees are increasingly covering a share of their household food needs through self-reliance activities. A recent vulnerability analysis and mapping (VAM) household food security survey¹ found that the resources generated by refugees themselves were sufficient to cover four months of their annual food needs. In general, food self-sufficiency is highest in the better-established camps. WFP food aid to the camps is being adjusted accordingly. The areas hosting refugees are moderately vulnerable to food insecurity and for this reason are not included in WFP's country programme.² However, the influx over the years of refugees and IDPs has disrupted local population livelihoods and strained the natural resources of the region, warranting some continued short-term assistance.
10. Food production and food security in Sierra Leone are gradually moving towards pre-war levels as a result of increased access to agricultural land and aggressive seed distribution programmes. Rice production has now reached 80 percent of pre-war levels with similar gains in other important food crops such as cassava, sweet potatoes and groundnuts. Small-scale coffee and cocoa cultivation – an important cash supplement for

¹ *Food security survey in the refugee camps of Guinea (Nonah, Boreah, Kountaya, Laine, Telikoro and Kouankan)*. WFP VAM, Dakar, May 2004. Survey conducted in April 2004 in collaboration with UNHCR/WFP Guinea.

² *La situation de la sécurité alimentaire en Guinée*, WFP Guinea, January 2004.



small farmers — are also recovering. The major constraints to further gains in agricultural production are lack of adequate seeds and poor roads. At the household level, food insecurity is concentrated in the post-conflict resettlement districts of Kailahun, Kono, Kambia and Pujehun.³ Unlike in Guinea, Liberian refugees in the camps of Sierra Leone are more dependent on food aid because most have been in camps for a short period.

⇒ *Impact of the crisis on nutrition and health*

11. The primary causes of malnutrition in West Africa are lack of healthcare and poor infant-feeding practices. Chronic malnutrition or stunting affects a large percentage of children in West Africa. Micronutrient deficiencies such as iron and vitamin A deficiencies in women and children are significant in the conflict zones of the region and one of the root causes of chronic malnutrition. Fortified foods can play an important role in combating chronic malnutrition, but lack of adequate health care to support mothers and children remains the primary obstacle to implementing effective preventative feeding interventions throughout the region.
12. In Liberia, available health and nutritional indicators were appalling even before the latest round of fighting in 2002–2003. Women and children have been particularly affected. In the most recent national health and nutrition survey, in 2000, infant and under-5 mortality rates were 235 per 1,000 births and maternal mortality rates were 578 per 100,000 live births; these are among the highest rates in the world. Approximately 40 percent of Liberian children under 5 suffer from chronic malnutrition. More recent studies have found that the rates of stunting and wasting are significantly higher among IDP children in camps than in towns, reflecting the hardship of the last five to ten years.⁴ Levels of global acute malnutrition (moderate and severe wasting) are relatively low, but nutrition surveys consistently report a higher rate of acute malnutrition in children 12 to 23 months of age.⁵ Serious micronutrient deficiencies have also been identified, as seen in a 2000 micronutrient survey which indicated a vitamin A deficiency in 53 percent and iron deficiency in 87 percent of children aged 6 to 25 months. The poor nutritional status of the population as a whole is inextricably linked to the fact that only 10 percent of Liberians have access to regular health care.
13. The nutritional situation of refugee camps in Guinea and Sierra Leone has stabilized or improved in recent years. A recent inter-agency anthropometric nutritional survey conducted in all eight refugee camps in Sierra Leone recorded an improvement or stabilization of malnutrition rates in six of the eight camps.⁶ In Guinea, the availability of WFP food assistance and the negligible number of new refugee arrivals in 2004 have contributed to nutritional stability among both camp and host populations. In early 2004, less than two percent of children under 5 in the camps suffered from moderate wasting,

³ *Sierra Leone Rural Food Security, Livelihoods and Nutrition Survey and Household Food Security Profiles*, WFP June 2003. Of these districts, only Kailahun — one of five VAM-identified highly food insecure regions in Sierra Leone — is targeted for coverage in WFP's newly transitional country programme.

⁴ WFP VAM assessment conducted in three towns and three IDP camps in Bong and Margibi counties, March 2004. The camp/town contrast was consistent with earlier surveys (July and August 2003) by *Action contre la faim* and World Vision.

⁵ The VAM survey found a 3.3 percent global acute malnutrition rate among children under 5 surveyed; it jumped to 8.5 percent among the younger of these children. Surveys in July and August 2003 by *Action contre la faim* and World Vision found malnutrition rates of 30 percent and severe malnutrition in the range of 6-11 percent.

⁶ Anthropometrical nutritional survey in the eight refugee camps, Oct. 2003 (Joint Assessment: WFP, UNHCR, MSF-B, MERLIN, ACF, WV).



according to results from growth monitoring. Approximately 0.2 percent of children under 5 were identified as severely wasted.

Government/Regional Policies and Responses for Transition

14. At the inter-governmental level in the West Africa sub-region, there is little operational planning for humanitarian and recovery programming in the context of transition. WFP planning for transition in the sub-region falls within the United Nations Consolidated Appeals Process (CAP), led by the Office for the Coordination of Humanitarian Affairs (OCHA) and prepared in consultation with national governments. WFP transition programming in the sub-region will be included in the 2005 regional consolidated appeal to be prepared in late 2004.
15. At the national level, WFP's proposed interventions are derived from the major transition and poverty reduction plans elaborated by governments. Following the establishment of the National Transitional Government of Liberia, a national Results-Focused Transitional Framework — prepared through a consultative assessment process with the United Nations, the World Bank, the International Monetary Fund (IMF), and the United Nations Development Group — defines priority requirements in 13 sectors for 2004–2005. In Sierra Leone, WFP's transition interventions and experience have increasingly been shaped by, and are influencing, the Poverty Reduction Strategy Paper (PRSP) process. An interim PRSP was approved in September 2001. WFP has contributed its expertise and experience to a full PRSP in food security, nutrition, primary education, rural poverty and agricultural rehabilitation; it is due to be approved by the end of 2004. In January 2003, the United Nations country team, in close collaboration with the Government, completed a United Nations Development Assistance Framework (UNDAF) for 2004–2007. In Guinea, the Government's 2002 PRSP serves as the framework for donor development interventions, including the ongoing 2002–2005 WFP country programme. Coordination of humanitarian interventions is managed by a newly created national committee, co-chaired by the Minister of Planning and the United Nations Resident/Humanitarian Coordinator.

WFP Sub-regional Response to Date

16. Between 1990 and 2004, WFP allocated more than 1.5 million mt of food to the victims of protracted conflict and crisis in the West Africa Coastal region. This PRRO, covering relief and recovery activities in Liberia, Guinea and Sierra Leone for 2005–2006, is complemented by a separate PRRO that addresses the crisis in Côte d'Ivoire and surrounding countries, including assistance to Liberian refugees there. Under a separate special operation, humanitarian air services, operating out of Abidjan, reinforce WFP's logistical and operational response capacity.

RECOVERY STRATEGY

Strategy and Objectives for WFP's Humanitarian and Transition Response

17. This PRRO will provide relief and recovery support in Liberia, Guinea and Sierra Leone. WFP's strategy is to phase out general food distribution in Liberia by the end of 2006, shifting fully to targeted food support to the social sectors. Given the slow pace and frequent set-backs in a post-conflict transition process, however, it is likely that some emergency programming in addition to ongoing transition support to social sectors will be required in Liberia beyond 2006. WFP's strategy in Sierra Leone and Guinea is to phase



down and eventually phase out PRRO assistance by the end of 2006. The transition to WFP country programmes will be the growing focus in these countries.

18. WFP's strategy for emergency assistance in the PRRO will continue to be the provision of full and reduced general rations to refugees, IDPs and other war-affected vulnerable groups who have few alternatives for maintaining basic food security. This emergency support plays an important humanitarian role as well as contributing to stability in a fragile political environment.
19. Recovery from generations of conflict, displacement, poor governance, and economic decline will be based on a dual approach that creates sustainable opportunities in conflict-affected areas by (i) supporting resettlement in areas of origin and re-establishing rural livelihoods through agricultural rehabilitation and (ii) supporting re-establishment of basic social infrastructure with an emphasis on education and primary health care. Emergency school feeding (ESF) and agricultural rehabilitation are the cornerstones of WFP's recovery approach. WFP-assisted recovery programmes — whether emergency school feeding or seed protection — can play a crucial role in re-establishing a sense of normalcy and community to war-affected populations.

Beneficiary Needs

20. The proposed PRRO 10064.3 is based on consultations involving WFP country offices and regional bureaux, the governments of Guinea, Liberia and Sierra Leone, donors and partners, including the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations (FAO), *Action contre la faim* (ACF), *Médicins sans frontières* (MSF), World Vision, Catholic Relief Services (CRS), Africare, CARE, Oxfam and national non-governmental organizations (NGOs). Each country office prepared a detailed country-level PRRO document to guide implementation. The findings and recommendations of the recent evaluation of the West Africa Coastal PRRO have also been utilized in preparation of this PRRO, particularly with regard to strengthening the regional dimensions of the operation.⁷

The Role of Food Aid

21. The two-fold role of food aid as defined under the present PRRO remains valid: (i) to save the lives of internal and cross-border populations who are critically food-insecure; and (ii) to contribute to recovery efforts through support to resettlement and through activities such as food for work (FFW), food for training (FFT) and ESF.

Overall Goal and Objectives

22. The overall objective of this PRRO is to contribute to regional stability and household food security of refugees, returnees, IDPs and affected host communities through food-aid interventions that encourage the long-term recovery of people who have suffered as a result of the conflict.

⁷ Evaluation document presented at EB.3/2004.



⇒ *Objectives*

23. The immediate objectives and corresponding strategic priorities (SPs)⁸ of this regional PRRO are to:
- **Provide life-saving food during the short term to war-affected populations (SP1).** Emphasis will be on refugees, returnees and IDPs in camps for whom few alternative food security coping mechanisms exist.
 - **Provide emergency school feeding (SP4)** and support access to basic education with particular attention to girls and community rebuilding.
 - **Provide food for recovery (SP2)** as an investment to rebuild and protect human and productive assets in order to encourage a social and economic rebound. Returnees seeking to rebuild their livelihoods in war-ravaged areas will be a major target group. Targets will also include small farmers, especially women who are struggling to adapt their livelihoods in order to achieve household food security, people living with HIV/AIDS (PLWHA) and other vulnerable groups.
 - **Provide selective feeding programmes (SP3),** in order to improve the nutrition and health status of children and mothers.
 - **Provide assistance to vulnerable groups (SP3),** including institutional feeding and support to PLWHA.

IMPLEMENTATION PLAN

Shifts in WFP Programming

24. Progress in resolving the conflict in Liberia, particularly the ongoing deployment of UNMIL and the continuing DDDR activities, is a source of hope for long-term peace and stability in the West Africa Coastal region. In this context, WFP is proposing the following main shifts within the proposed 2005–2006 PRRO:
- **Liberia.** Given the continuing areas of insecurity within Liberia and the slow pace of recovery and reconstruction activities taking place, WFP will continue to provide assistance to IDPs while providing safety nets. WFP and UNHCR have worked to identify potential displaced and returning populations, and WFP expects to assist an average monthly caseload of 230,000 IDP living in camps in 2005 and 100,000 in 2006. WFP will also work with UNHCR to provide support to Liberians expected to repatriate through 2005 and 2006 with a four-month ration as part of the standard returnee package or through distribution in IDP camps. The largest focus of WFP's assistance will be ESF, which is an essential part of resettlement activities, by helping to restart schools and encourage people to return to their homes. ESF will also serve as a vehicle to move from general relief feeding to more targeted safety nets. The addition of take-home rations for girls will serve as an incentive to send them to school. FFW and FFT assistance will be provided in resettlement communities, promoting rehabilitation and improved living conditions in these areas.
 - **Sierra Leone.** Based on the assumption that most refugees will return to their country of origin by the end of 2006, PRRO 10064.3 is planned to be a phase-out operation. With the continued repatriation of Liberian refugees, UNHCR estimates that in January 2005, only 50,000 Liberian refugees will be living in camps in Sierra Leone.

⁸ See Annex III.



This figure is expected to continually decrease through 2005–2006; by December 2006, only 3,000 refugees are expected to remain. WFP will continue to provide assistance, including monthly rations and supplementary and therapeutic feeding, to this decreasing number of Liberian refugees living in camps. WFP will also provide targeted or self-targeting safety nets to support the Government's recovery and reintegration activities in districts where recently repatriated Sierra Leonean refugees are resettling. The three districts concerned are Kono, and Pujehun, for ESF, FFT and FFW activities, and Kailahun for ESF and limited FFW activities in 2005. Kailahun will be phased into the upcoming 2005–2007 country programme school-feeding component for the 2006 school year.

- **Guinea.** Assuming that most refugees will return to their country of origin by the end of 2006, this operation will also be a phase-out for Guinea. WFP's general distribution to refugees, already reduced from the 2004 planned figure of 95,000, will decrease by one third in 2005 and another one third in 2006. WFP will continue to focus support on the integration of refugees and former militia and to assist host populations where they settle through income generation and self-reliance initiatives, including FFW and FFT activities. ESF, the largest component of the operation, will be expanded to areas with high population movement and those around refugee camps in an effort to address the disparities between host and refugee populations. By the end of this operation, these schools will be phased into the next phase of the country programme 2007–2010, which does not currently cover Guinea's Forest Region.

Key Programme Components

25. The basic relief and recovery interventions of the PRRO will be continued in 2005. These interventions include:
 - emergency response through general rations;
 - emergency response through curative feeding for severely and moderately malnourished children; and
 - recovery response through safety net programmes including ESF, FFW and FFT activities.
26. The relief component of the PRRO represents 52 percent of total food assistance. Recovery activities account for 48 percent of WFP's food assistance.

Selection of Activities and Beneficiary Description

⇒ *Emergency response through general rations*

27. Refugees, IDPs and returnees who have been displaced as a result of conflict will be assisted through a general ration. Those who are completely reliant on external food assistance will receive a full ration of 2,100 kcal/day. These beneficiaries include (i) Liberian IDPs and returnees who must remain in camps because their places of origin are inaccessible, (ii) Liberian refugees remaining in camps in Sierra Leone and (iii) Liberian refugees who are living in Nonah and Laine, Guinea's two most vulnerable refugee camps, where refugees have little access to land or the local economy. Beneficiaries with alternative resources, including refugees living in the majority of refugee camps in Guinea, will receive a reduced ration of 1,830 kcal/day. Reduced rations are planned for the Laine refugee camp as of January 2006.



28. The number of people assisted through general rations for emergency support will be reduced by more than 50 percent by 2006. Support to Ivorian refugees in Guinea will be completely phased out by the end of 2006 and support to Liberian refugees remaining in Guinea and Sierra Leone will be reviewed during that year.

⇒ *Emergency response through therapeutic and supplementary feeding*

29. Emergency response through therapeutic and supplementary feeding will be given to severely malnourished children in therapeutic feeding centres and to moderately malnourished people in supplementary feeding centres. In all countries, these activities will largely target populations in refugee and IDP camps and the surrounding areas.
30. In Guinea, the mother-and-child health (MCH) programme targets pregnant and lactating women in and around refugee camps in order to prevent malnutrition of women and infants.

⇒ *Recovery response through safety-net programmes*

31. WFP's recovery response through safety-net schemes will continue to expand to the institutional feeding of vulnerable groups, ESF, FFW and FFT programmes.
32. In Liberia, WFP will continue to provide a safety net to households and groups at risk through support to patients at hospitals and clinics, leprosy centres, homes for the elderly, disabled people and street children, and orphanages.
33. ESF programmes, which continue to play an important role in helping communities return to a more normal life, will expand in the coming years. Given the positive role that WFP's school feeding activities in Sierra Leone have played in assisting the Government to re-launch the school system after the civil war and their continued importance in the reintegration programme, WFP proposes to continue the ESF programme in Kono, Pujehun and Kailahun districts. In Guinea, WFP plans to expand the ESF programme to areas around refugee camps and areas of high population movement. It is expected that by the end of 2006, this school-feeding programme will be integrated into the next phase of the country programme. In Guinea and Liberia, school-feeding support will also include take-home rations for girls, to be set up on a selective basis as a way to encourage attendance.
34. FFW activities will be geared to promote reconstruction and rehabilitation that will provide temporary economic support to local communities, especially returnees and women. In Liberia, this assistance will be a vehicle to promote rehabilitation and improve living conditions in IDP and returnee resettlement areas. Activities in Liberia will include support for restarting agricultural activities, the rehabilitation of social infrastructure such as schools, clinics and roads, and the rehabilitation and reconstruction of water points.
35. FFT activities will help targeted individuals acquire marketable and life-sustaining skills through skills-training programmes, including social reintegration, vocational and agricultural skills. Returning populations and host communities will be particularly targeted; specific attention will be given to women and to skills training within the context of women's initiated income generation activities.
36. DDDR activities in Guinea and Liberia will continue to be supported by WFP. In Guinea, such activities will include provision of a four-month food ration to approximately 4,000 young former Guinean combatants. FFW activities will include individuals who have completed DDDR activities in neighbouring countries. In Liberia, FFT will also target demobilized ex-combatants and other war-affected youth who have missed the opportunity to receive basic primary education.



37. In contrast to previous years, the potential for recovery and rehabilitation in Liberia is now in sight. If sufficient food, seeds, tools and technical support are made available during the next two years, rice production could increase by at least 60,000 mt — one quarter of the national requirement — by the end of the 2005 crop season. Although this will raise problems of post-harvest handling, milling and storage because most drying floors, rice mills and storehouses in rural areas have been destroyed, it is possible that household food security could be attained by the end of 2006 in much of rural Liberia. This would enable the phase-out of food aid support to the productive sectors and limit its focus to the social sectors such as school feeding and supplementary and therapeutic feeding; the most vulnerable and war-affected households could be targeted.

Beneficiary, Food Basket and Commodity Requirements

38. Table 1 summarizes the beneficiary caseload by country and type of intervention. Table 2 details the food requirements by country and type of intervention.

TABLE 1: BENEFICIARY CASELOAD, BY COUNTRY AND TYPE OF INTERVENTION (mt)								
	Liberia		Guinea		Sierra Leone		Region	
Intervention type	2005	2006	2005	2006	2005	2006	2005	2006
General distributions								
Refugees	-	-	67 500	34 500	34 000	12 000	101 500	46 500
IDPs	228 333	100 417					228 333	100 417
DDRR (gen. ration)			4 000	-				4 000
Returnees	120 000	80 000					120 000	80 000
Total gen. distribution	348 333	180 417	71 500	34 500	34 000	12 000	449 833	230 917
Food for recovery								
Food for work*	98 000	80 500	62 665	39 000	37 500	37 500	198 165	157 000
Food for training	1 400	1 050	24 000	13 500	7 500	7 500	32 900	22 050
Total food for recovery	99 400	81 550	86 665	52 500	45 000	45 000	231 065	179 050
Selective feeding								
Therapeutic	1 200	1 200	325	138	500	250	2 025	1 588
Supplementary and MCH	12 000	16 000	4 132	1 747	3 500	500	19 632	18 247
Total selective feeding	13 200	17 200	4 457	1 885	4 000	750	21 657	19 835
Assistance to vulnerable groups								
Institutional	14 000	14 000					14 000	14 000
HIV/AIDS	8 000	11 000	1 500	1 500	3 000	3 000	12 500	15 500
Total assistance to vulnerable groups	22 000	25 000	1 500	1 500	3 000	3 000	26 500	29 500
Emergency school feeding								
Total emergency school feeding **	460 000	530 410	147 600	174 000	120 000	75 000	727 600	779 410
Grand total	942 933	834 577	311 722	264 385	206 000	135 750	1 460 655	1 234 712

* In Liberia, FFW includes food for agriculture (family rations) and food-for-asset activities; in Sierra Leone, it includes community works (family ration); in Guinea it includes self reliance activities (family rations), DDRR reintegration (family rations).

** In Guinea and Liberia, ESF includes take-home (family) rations.



TABLE 2: FOOD REQUIREMENTS BY COUNTRY AND TYPE OF INTERVENTION 2005–2006 (mt)				
Intervention type	Liberia	Guinea	Sierra Leone	Region
General distributions				
Refugees		12 885	9 318	22 203
IDPs	66 597	-	-	66 597
DDRR (gen. ration)	-	266	-	266
Returnees	13 320	-	-	13 320
In-transit populations	100			100
Total gen. distributions	80 017	13 151	9 318	102 486
Food for recovery				
Food for work	10 817	6 812	4 545	22 175
Food for training	147	-	898	1 044
Total food for recovery	10 964	6 812	5 443	23 219
Selective feeding				
Therapeutic	131	-	41	172
Supplementary and MCH	3 015	225	431	3 670
Total selective feeding	3 146	225	472	3 843
Assistance to vulnerable groups				
Institutional	5 110	-	-	5 110
HIV/AIDS	4 092	599	1 095	5 786
Total assistance to vulnerable groups	9 202	599	1 095	10 896
Emergency school feeding				
Emergency school feeding	52 531	6 015	5 894	64 440
Total emergency school feeding	52 531	6 015	5 894	64 440
Total tonnage	155 859	26 803	22 222	204 884

Rations

39. The PRRO rations are based on WFP specifications, adjusted when necessary to the recommendations of the 2004 joint assessment missions (JAMs) and other assessments. In order to address micronutrient deficiencies in Liberia, an additional 30 g of corn-soya blend (CSB) has been included in the school-feeding ration and other commodities in the food basket, such as cereals and vegetable oil, have been adequately fortified. Also, 100 mt of high-energy biscuits (HEB) have been programmed for Liberia in order to assist people in transit.



Partnerships

40. WFP's commitment to inter-agency coordination and cooperation is strong, as evidenced by its participation and leadership in coordination activities involving host governments, United Nations agencies, local and international NGOs, and the local donor community.
41. WFP will continue to rely on a combination of local and international NGOs to distribute WFP food, and continually review their performances to ensure that only those with the requisite technical, human and financial capacities are retained. For all operations, WFP will seek to conclude memoranda of understanding (MOUs) with implementing partners detailing the responsibilities of each party. For refugee-related activities, partners will be selected with the agreement of UNHCR in the context of tripartite agreements.
42. WFP operations increasingly emphasize self-reliance, so increased partnership with FAO is critical. WFP will continue to provide logistics support to FAO in the form of warehousing and occasional delivery of FAO seeds and agricultural tools to beneficiaries. WFP will work closely with FAO in an effort to ensure that these needed inputs are resourced and delivered in a timely manner.
43. With the approval of the PRRO by the Executive Board, WFP will conclude letters of understanding (LOUs) with the Governments of Guinea, Liberia and Sierra Leone. The LOUs will confirm agreement on activities, resource levels, roles and responsibilities.

Capacity-Building

44. WFP works to build capacity at the government level, especially through the food aid departments. Training for NGO partners in areas such as warehousing, gender mainstreaming, HIV/AIDS and monitoring and evaluation (M&E) is regularly offered by WFP. In Guinea, WFP will also provide enhanced support to improve government emergency response capacity through VAM. In Sierra Leone, WFP has helped to establish, and will continue to strengthen, the School Feeding Unit of the Ministry of Education, Science and Technology, as well as the Supplementary Feeding Unit of the Nutrition Department of the Ministry of Health and Sanitation.

Logistics Arrangements

45. WFP's integrated approaches for logistics and procurement for Coastal West Africa are detailed in the "WFP Strategy and Operational Approaches for Transition in the Conflict-Affected Countries of West Africa, 2005–2006" (WFP/EB.3/2004/INF/7).
46. Regional pipeline management has proven crucial to managing the movement of commodities in the volatile West Africa Coastal region. WFP establishes a uniform landside transport, shipping and handling (LTSH) rate based on an average of the logistics matrixes prepared and updated in each country office. The weighted transport cost average is US\$131 per mt.
47. **Liberia.** Security permitting, WFP will re-open its sub-offices and logistics bases. WFP expanded its fleet through the procurement of trucks in special operation 10263 and the transfer of ten trucks previously used in WFP's Timor-Leste operation because of the looting of the WFP transport capacity during the 2003 civil unrest.
48. **Sierra Leone.** WFP will continue to transport food from Freetown to extended delivery points (EDPs) and final delivery points (FDPs), using private sector transport wherever feasible. Some further investment is required to maintain a small fleet of 4x4 trucks at EDPs for deliveries to remote sites during the rainy season.



49. **Guinea.** WFP food will continue to be transported through Conakry port to the central warehouse of Tombo. For deliveries to more accessible areas, WFP maintains a reliable shortlist of truck owners.
50. Since October 2001, WFP has provided safe, timely and cost-effective transport of more than 15,000 WFP, partner agency and donor staff to areas of coastal West Africa through WFP's regional air-transport service. The air operation continues to be funded through successive phases of special operation 10061.

Results-Based Management (RBM) and Monitoring and Evaluation

51. The overall RBM approach provides the framework for the regional PRRO and its countries' M&E systems. The country-specific components of the West Africa Coastal PRRO were designed according to a logical framework identifying the results hierarchy along WFP's strategic priorities, in particular SP1 through SP4. During its implementation, the PRRO's outputs will be monitored regularly at the country office level on the basis of relevant performance indicators. Progress towards achievement of objectives will be periodically evaluated by comparing the identified outcome indicators with baseline data collected against the relevant strategic priorities prior to the beginning of the PRRO. In this regard, the pilot indicator for SP1, the crude mortality rate, will be tested in Liberia and Guinea.
52. Collection of quantitative and qualitative monitoring data is undertaken regularly by WFP field monitors using checklists that will be further standardised with WFP efforts to develop a corporate M&E system. Analysis and reporting of results are mainly undertaken at the central office level and will be further enhanced to better use the information for decision making. WFP Guinea has finalized the implementation of a database-supported monitoring system for ESF that will help to process relevant statistics in order to provide timely, reliable and adequate information. WFP Sierra Leone is also establishing a database-supported M&E system. Both country offices benefited from dedicated expertise through the German Quality Improvement Grant. Depending on the type of intervention, M&E activities involve a number of partners. For example, food basket and post-distribution monitoring is undertaken in collaboration with UNHCR and NGOs such as ACF in Guinea and Sierra Leone, and Save the Children UK in Liberia. WFP is also committed to participate in joint food security assessments and nutritional surveys undertaken by NGOs and United Nations agencies.
53. The summary logical framework matrix for the proposed regional operation, consolidating the three country specific logical framework matrices is presented in Annex III. It details the selected performance indicators serving as the basis for M&E according to the different expected results of the operation.

Security Measures

54. Despite increasing stability in Liberia and consolidation of peace efforts in Sierra Leone, the volatility and regional dynamics of the crisis in Côte d'Ivoire remain a source of uncertainty in the region. Guinea, once a pole of stabilization, is raising concerns regarding growing political and ethnic tensions.
55. The United Nations field-security structure provides the framework for ensuring staff safety in each of the Mano River countries. In addition WFP has a full-time security officer in Liberia. Evacuation plans are updated regularly. Efforts are still underway in Liberia, Guinea and Sierra Leone to achieve full minimum operational security standards (MOSS) compliance by August 2004; their current status is between 80 and 90 percent.



Exit Strategy

56. Peace in Liberia remains the key to stability in the West Africa Coastal region. The possibilities for phasing out relief assistance in Liberia are linked to a durable political settlement. However, this PRRO is planned to be a phase-out operation for both Guinea and Sierra Leone.
57. In preparation for the transition from relief to regular development programmes in Sierra Leone, WFP will implement a transitional country programme for 2005–2007 to facilitate the phase-out of the PRRO activities for returnee communities.
58. In Guinea, the gradual reduction of food aid to refugees will help support UNHCR's repatriation efforts. Resources permitting, WFP's planned phase out of the PRRO school feeding programme will be matched by a phase in of country programme school feeding.

BUDGET PROPOSAL AND INPUT REQUIREMENTS

59. A total of 204,884 mt of food will be required (see Annex I). This comprises 102,386 mt for general basic rations, 3,843 mt for selective feeding, 98,555 mt for safety-net programmes and 100 mt of HEB to be provided for emergency rations. WFP costs are US\$156.2 million; direct operational costs (DOC) are US\$124.5 million; direct support costs (DSC) are US\$21.4 million. WFP will continue to strive for cost containment through the use of national staff, review of LTSH rates and other efficiency measures.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

60. The Executive Board is requested to approve this PRRO for 2005–2006, designed to benefit 1,460,655 people in 2005 and 1,234,712 people in 2006, for which the food cost is US\$60.8 million and the total cost to WFP is US\$ 156.2 million.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt	Value (US\$)
WFP COSTS			
A. Direct operational costs			
Commodity*			
- Cereal	148 667		
- Rice	4 230	233.52	987 790
- Maize meal	5 234	233.52	1 222 244
- Bulgur wheat	139 203	233.52	32 506 685
- Pulses	21 755	355	7 723 025
- Blended food	19 038	334	6 358 692
- Vegetable oil	12 300	943	11 598 900
- Salt	2 278	85	193 630
- Sugar	746	280	208 880
- HEB	100	800	80 000
Total commodities	204 884		60 879 845
External transport			30 054 434
Total LTSH			26 773 723
Other direct operational costs			6 798 960
Total direct operational costs			124 506 962
B. Direct support costs (see Annex II for details)			
Total direct support costs			21 441 507
C. Indirect support costs			
Total indirect support costs			10 216 393
TOTAL WFP COSTS			156 164 862
* 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	6 602 150
National professional staff	479 200
National general service staff	5 328 482
Temporary assistance	255 500
Overtime	238 250
Incentive (hazard pay and rest and recuperation)	355 300
International consultants	380 000
National consultants	180 000
United Nations volunteers	1 147 000
Staff duty travel	1 214 375
Staff training and development	296 550
Sub-total	16 776 807
Office expenses and other recurrent costs	
Rental of facility	605 000
Utilities general	195 750
Office supplies	522 950
Communication and IT services	569 950
Insurance	107 200
Equipment repair and maintenance	201 250
Vehicle maintenance and running costs	905 500
Other office expenses	163 000
Contributions to United Nations and related services	405 000
Sub-total	3 575 600
Equipment and other fixed costs	
Vehicles	400 000
TC/IT equipment	408 100
Furniture and equipment	181 000
Sub-total	989 100
TOTAL DIRECT SUPPORT COSTS	21 441 507



ANNEX III: LOGICAL FRAMEWORK SUMMARY OF WEST AFRICA COASTAL 10064.3 (JANUARY 2005–DECEMBER 2006)		
Results-hierarchy	Performance indicators*	Risks, assumptions
<p>Impact</p> <p>The PRRO contributes to the regional stability and household food security of refugees, returnees, IDP and affected host communities through food aid interventions that encourage the long-term recovery prospects of vulnerable people who have suffered as a result of the conflict.</p>	<p>Impact-level indicators</p> <ul style="list-style-type: none"> Number of refugees repatriated and number of IDPs returned to their places of origin Number of former combatants demobilized 	<p>Political development and peace negotiation process and inter-governmental dialogues continue to facilitate repatriation and return.</p>
SP1: Save lives of crisis-affected people who are critically food insecure.		
<p>Outcome</p> <p>1.1 Stable levels of malnutrition among crisis-affected populations benefiting from WFP assistance in Guinea, Liberia and Sierra Leone.</p> <p>1.2 Stable crude mortality among crisis-affected populations benefiting from WFP assistance in Guinea, Liberia and Sierra Leone.</p>	<ul style="list-style-type: none"> Prevalence of moderate and severe malnutrition (W/H; H/A and W/A, if feasible) among under-5 beneficiaries (by gender). Crude mortality rate among beneficiary population as compared to baseline 	<ul style="list-style-type: none"> Political environment peaceful and stable Ration is accepted by beneficiaries Other basic needs are met (health, education, protection, etc.)
<p>Outputs</p> <p>1.1.1 Increased access to food for highly food-insecure refugees in Guinea and Sierra Leone, and IDPs and returnees in Liberia.</p>	<ul style="list-style-type: none"> Quantity of food distributed (by project category, commodity and time) Number of beneficiaries receiving WFP food assistance (by category, age group and gender) Number of women in decision-making positions in food-management committees 	<ul style="list-style-type: none"> Security and accessibility situation improved/stable Adequate and timely resources are available
SP4: Support access to primary education and reduce gender disparity in access to education, particularly in conflict-affected areas		
<p>Outcome</p> <p>2.1 Increased enrolment of boys and girls in WFP-assisted primary schools.</p> <p>2.2 Improved attendance of boys and girls in WFP-assisted primary schools.</p> <p>2.3 Improved capacity of boys and girls in WFP-assisted schools to concentrate and learn in Guinea and Liberia.</p> <p>2.4 Reduced gender disparity between boys and girls in WFP-assisted schools in Guinea and Liberia.</p>	<ul style="list-style-type: none"> Absolute enrolment: number of boys and girls enrolled in WFP-assisted primary schools, by country Attendance rate: percentage of boys and girls in WFP-assisted primary schools attending classes at least 80 percent of the school year, by country Teachers perception of children's ability to concentrate and learn as a result of school feeding in Guinea and Liberia Ratio of boys and girls receiving food aid in WFP-assisted schools in Guinea and Liberia. 	<ul style="list-style-type: none"> Political environment peaceful and stable Ration is accepted by beneficiaries Complementary assistance provided by other humanitarian actors in terms of non-food inputs Schools are functional in majority of the country
<p>Outputs</p> <p>2.1.1 Meal provided to schoolchildren in WFP-assisted primary schools</p> <p>2.4.1 Food provided to families as an incentive to send girls to school</p> <p>2.5.1 Food provided to women and men registered for skills-training courses.</p>	<ul style="list-style-type: none"> Number of boys and girls receiving food aid in WFP-assisted primary schools. Number of girls receiving take-home rations, number of men and women receiving food aid for skills-training activities. 	<ul style="list-style-type: none"> Access to beneficiary possible Timely contribution of funds and availability of commodities secured

* All indicators are by country, since reporting is country specific. Indicators listed in this matrix are standard indicators applied by all the countries covered by the PRRO; additional country-specific indicators exist and will be used in the country-specific M&E systems



ANNEX III: LOGICAL FRAMEWORK SUMMARY OF WEST AFRICA COASTAL 10064.3 (JANUARY 2005–DECEMBER 2006)

Results-hierarchy	Performance indicators*	Risks, assumptions
SP2: Protect livelihood and support rehabilitation of productive assets, and enhance resilience to shocks.		
Outcome 3.1 Increased ability to manage shocks and meet necessary food needs 3.2 Reduced gender disparity in skills training	<i>WAC countries are not selected for pilot testing of related indicator</i> <ul style="list-style-type: none"> · Ratio of men and women graduating from skills-training activities by age group 	<ul style="list-style-type: none"> · Political environment peaceful and stable · Ration is accepted by beneficiaries · Complementary assistance provided by other humanitarian actors in terms of non-food inputs
Outputs 3.1.1 Target beneficiaries participate in safety-net activities and in food-supported asset creation (agriculture, community works, self reliance, DDDR)	<ul style="list-style-type: none"> · Quantity of food distributed (by project category and commodity) · Number of beneficiaries participating in safety-net activities and in asset-generating activities (men, women). 	<ul style="list-style-type: none"> · Implementing partners (IPs) available (technical expertise and resources/funds) to work in FFW related activities · Beneficiary willingness to undertake FFW activities
SP3: Support the improved nutritional status of children, mothers and vulnerable people		
Outcome 4.1. Stabilised level of child malnutrition 4.2 Reduced levels of malnutrition among pregnant and lactating women 4.3 Reduced impacts of HIV/AIDS and Tuberculosis on food security among vulnerable populations	Outcome level indicators <ul style="list-style-type: none"> · Prevalence of acute moderate malnutrition (W/H) among under-5 children (by gender) · Prevalence of acute severe malnutrition (W/H) among under-5 children (by gender) · Prevalence of malnutrition among women beneficiaries in MCH programmes (BMI and low birth weight) 	<ul style="list-style-type: none"> · Political environment peaceful and stable · Ration is accepted by beneficiaries · Complementary assistance provided by other humanitarian actors in terms of non-food inputs · Other basic needs are met (health, hygiene etc.)
Outputs 4.1.1 Enhanced coverage of eligible children in supplementary feeding programmes 4.2.1 Enhanced coverage of eligible women in food supported MCH programmes 4.3.1 Increased number of PLWHA benefiting from food-assisted intervention.	<ol style="list-style-type: none"> 1. Number of malnourished children reached through food-supported nutrition interventions and age group 2. Number of pregnant and lactating women reached through food-supported MCH programme 3. Number of PLWHA benefiting from food-supported interventions 4. Percentage of micronutrient-fortified food delivered through WFP-supported nutrition interventions. 	<ul style="list-style-type: none"> · IPs available (technical expertise and resources/funds) to work in selective feeding activities



WAC PRRO 10064.3 Intervention areas 2005 - 2006



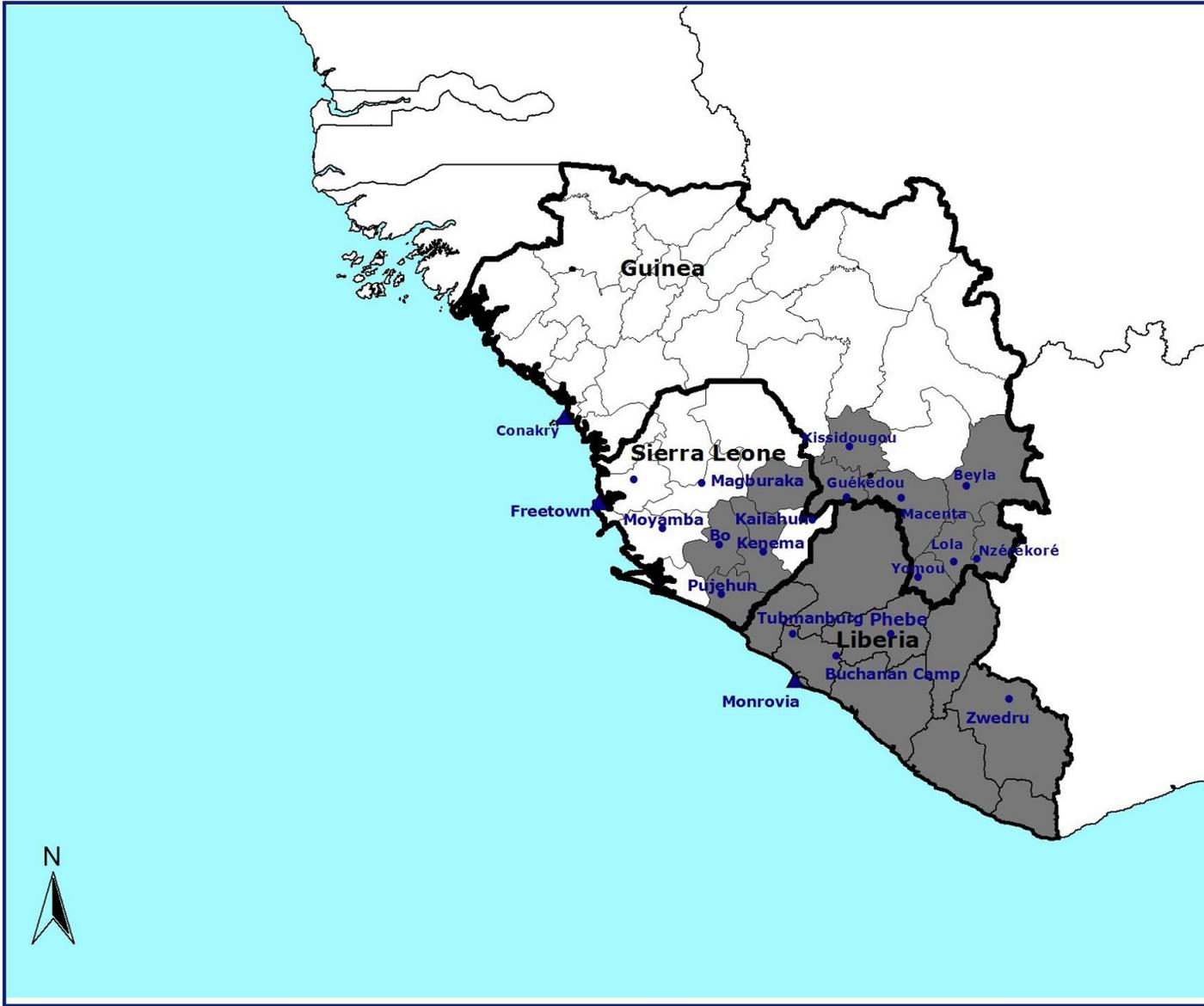
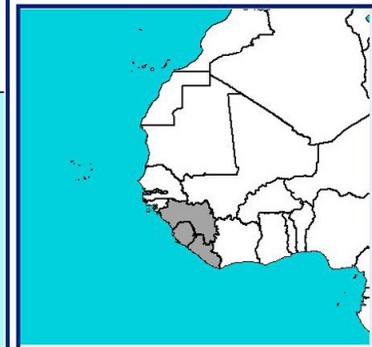
Legend

- ▲ Country Office
- Targeted Area
- WAC PRRO
- Not Targeted
- Targeted Area

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>
CAP	Consolidated Appeal Process
CARE	Cooperative for American Relief Everywhere
CRS	Catholic Relief Services
CSB	corn-soya blend
DDRR	disarmament, demobilization, rehabilitation and resettlement
DOC	direct operational costs
DSC	direct support costs
EDP	extended delivery point
ESF	emergency school feeding
FAO	Food and Agriculture Organization of the United Nations
FDP	final delivery point
FFW	food for work
FFT	food for training
HEB	high-energy biscuits
HIV/AIDS	human immunodeficiency virus/acquired immune deficiency syndrome
IDP	internally displaced person
IMF	International Monetary Fund
JAM	joint assessment mission
LOU	letter of understanding
LTSH	landside transport, storage and handling
MCH	mother-and-child health
M&E	monitoring and evaluation
MOSS	minimum operational security standards
MOU	memoranda of understanding
MSF	<i>Médecins sans frontières</i>
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
Oxfam	Oxford Committee for Famine Relief
PLWHA	people living with HIV/AIDS
PRRO	protracted relief and recovery operation
PRSP	Poverty Reduction Strategy Paper
RBM	results-based management
SP	Strategic Priority
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNMIL	United Nations Mission in Liberia
VAM	vulnerability analysis and mapping

