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**Executive Board  
Third Regular Session**

**Rome, 11–14 October 2004**

## **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

**Agenda item 8**

*For approval*



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## **PROTRACTED RELIEF AND RECOVERY OPERATION— SRI LANKA 10067.1**

### **Assistance to Vulnerable Groups for Peace Building in Conflict-Affected Areas**

Number of beneficiaries	800,000 a year (average); women: 450,000; men: 350,000
Duration of project	Two years (1 January 2005–31 December 2006)
<b>Cost (United States dollars)</b>	
Total food cost	16,557,049
Total cost to WFP	25,906,138

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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.

Director, Asia Regional Bureau (ODB):            Mr A. Banbury

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



## EXECUTIVE SUMMARY

Sri Lanka is a low-income food-deficit country where 25 percent of the population live in poverty. Malnutrition rates are high nationwide, but in the conflict-affected districts the rates are twice the national average.

The 19-year civil conflict caused the loss of 64,000 lives and the internal displacement of about 800,000 people; a further 800,000 who remained in the conflict areas were also affected. WFP's previous protracted relief and recovery operation in 2002–2004 initially focused on internally displaced people in welfare centres but progressively shifted to assisting returnees and host villages after the ceasefire agreement was signed in February 2002. This shift from relief to recovery supported the reintegration and rehabilitation process and resulted in modifications to the ongoing operation. These will be expanded under this new phase.

The goal of the operation is to improve the food security of vulnerable people in conflict-affected areas and develop social cohesion contributing to the peace-building process. The immediate objectives are: (i) to improve access to food for conflict-affected people through food-for-work schemes to rehabilitate communal and individual assets; (ii) to improve the nutritional status of pregnant and lactating women, children under 5 and vulnerable women in the remaining welfare centres for internally displaced people; (iii) to reduce short-term hunger and improve the diet of school children and increase attendance and retention in schools; and (iv) to improve access to counselling services and skills training by people most affected by the conflict, including former child soldiers, households headed by women, unemployed young people and traumatized children.

Targeted beneficiaries will include internally displaced people, returnees integrating into society and host communities to foster reconciliation and contribute to peace-building.

This two-year operation will run in the eight districts of the northeast and the conflict-affected divisions of the four bordering districts. It will assist an average of 800,000 people per year, requiring 55,082 mt of food at a cost to WFP of US\$25.9 million.

## DRAFT DECISION\*

The Board approves PRRO Sri Lanka 10067.1, "Assistance to Vulnerable Groups for Peace Building in Conflict-Affected Areas" (WFP/EB.3/2004/8-B/3).

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\* 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.



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## CONTEXT AND RATIONALE

### Context of the Crisis

1. Sri Lanka is a low-income food-deficit country; a quarter of the population live below the national poverty line. The extent of food insecurity is reflected in serious malnutrition rates: 29 percent of children under 5 are underweight, 15 percent are wasted, 14 percent stunted and 16 percent born weighing less than 2.5 kg.<sup>1</sup> Malnutrition rates in conflict-affected districts in the north and east are alarming at double the national average.
2. The 1983–2001 armed conflict between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam (LTTE) caused the loss of more than 64,000 lives and displaced 800,000 people; a further 800,000 people who remained in the conflict-affected areas were also seriously affected. In early 2002, the Government and LTTE formalized a ceasefire agreement that led to several rounds of peace talks between September 2002 and March 2003. Progress towards a permanent solution was interrupted, however, when LTTE pulled out of the talks in April 2003, claiming that the challenges of rehabilitation, reconstruction and development were not being met and that the dividends of peace did not reach the people of the north and east. The peace talks have not yet resumed, but the ceasefire has been maintained and there has been no open conflict. Sri Lanka is now in a state of “no war – no peace”.
3. The donors at the Tokyo conference for Sri Lanka in June 2003 pledged an unprecedented US\$4.5 billion in grants and loans for rehabilitation and reconstruction, on condition of resumption of the peace talks. In September and October 2003, the Government and LTTE exchanged proposals on the shape and form of an interim administration for the northeast, but the negotiations stalled and led to a political impasse and a period of stagnation. A new parliament was elected in April 2004 and the President pledged to resume the peace talks, but political turmoil in the Government since late 2003 has caused continued frustration and the situation remains unstable. It is hoped that a return to war can be avoided, but an immense task remains in terms of peace building and reconciliation. Distrust and insecurity remain; regional disparities in development have not been addressed in any significant way. Since the ceasefire, about 320,000<sup>2</sup> internally displaced persons (IDPs) have returned to their homes hoping to rebuild their lives under a permanent settlement. If the returnees, the host communities and the IDPs remaining in welfare centres are not able to re-establish sustainable livelihoods, peace cannot become a reality.

### Situation Analysis

4. The conflict has affected all facets of Sri Lankan life, but the worst cases of poverty and food insecurity exist in the north and east and adjoining conflict-affected districts. Frequent dry spells and drought exacerbate the situation in two of the four adjoining districts.
5. Following the ceasefire agreement, the A-9 north-south highway opened up the former LTTE-controlled areas after two decades of isolation, revealing large-scale destruction of private property and community infrastructure. The conflict has seriously affected the livelihoods and food security of rural families: displacement and denial of access to

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<sup>1</sup> Government of Sri Lanka Demographic Health Services, 2000.

<sup>2</sup> UNHCR IDP Survey, updated December 2003.



agriculture, livestock, forest assets and opportunities have led to loss of production, income and employment; large tracts of agricultural land have been rendered inaccessible by landmines or have deteriorated into bush; farming equipment and infrastructure, including irrigation tanks, are in need of repair or rehabilitation. These deteriorating conditions limited the capacity of vulnerable households to maintain adequate food security and caused unprecedented poverty.

6. The conflict-affected areas lack adequate public services, particularly health services. The high malnutrition rates attest to the severity of conditions: high percentages of low-birth-weight babies are the norm; anaemia rates of 50 percent are common among women and adolescent girls.<sup>3</sup> Malnourished women give birth to children whose start in life is compromised by small size and low weight, which transmits malnutrition from one generation to the next.
7. As a result of disruption of the education sector during the conflict, education performance indicators for the north and east are much worse than in the remainder of the country. An impact survey by the German Agency for Technical Cooperation (GTZ)<sup>4</sup> at the end of 2002 showed erratic attendance and a drop-out rate of 30 percent among children aged 5–14 in the Vanni area. Other WFP surveys<sup>5</sup> in schools in the north and east and adjoining districts in September 2003 also revealed alarming rates of malnutrition: 30 percent of children were wasted, 27 percent were stunted and 51 percent were underweight — nearly twice the national averages. Many children have a low attention span because they come to school on an empty stomach.
8. Over 20 percent of households in conflict-affected areas are headed by women.<sup>6</sup> Many households headed by women lost male breadwinners in the conflict and are trying to cope materially and psychologically. During the ceasefire period, however, opportunities and support to re-establish their livelihoods and food security have been limited.
9. Children were worst affected by the conflict: psycho-social trauma is widespread and a generation has grown up knowing only conflict. Children are particularly at risk, because many have suffered prolonged homelessness or are orphans; they have received little or no education, lack health facilities and have experienced violence-induced trauma. Many are deprived of normal childhood and the basic conditions for growth and development in their formative years and need to recover lost years of formal education. Underage soldiers are being sent back to their families under a programme supported by the United Nations Children's Fund (UNICEF); vocational training programmes targeting these children are being developed.
10. Millions of Sri Lankans have been adversely affected by nearly two decades of conflict, but the people most directly affected and vulnerable are:
  - resettled/relocated families who wish to resume their livelihoods;
  - local populations in returnee/relocation areas;
  - IDPs living in welfare centres; and

<sup>3</sup> WFP-sponsored nutrition survey, 2001; anaemia rates for pregnant women are 64 percent in Mannar and 56 percent in Vavuniya.

<sup>4</sup> GTZ. *Vanni Education Rehabilitation Project: Kilinochchi, Mannar, Mulaitivu, Vavuniya; Survey of Impact*. December 2002.

<sup>5</sup> WFP-sponsored nutrition baseline survey among schoolchildren in the north and east, September 2003.

<sup>6</sup> GTZ. *Catch-Up Education* survey, 2003.



- children and young people traumatized by the conflict.

Among these groups, children under 5, schoolchildren, pregnant and lactating women and vulnerable women in welfare centres are particularly vulnerable.

## Government Recovery Policies and Programmes

11. The Government provides nationwide assistance to civilians affected by the conflict and supports welfare programmes for the poorest people wherever they reside. During 2002–2003 the Government, with local donor support and participation, developed a broad-based relief, rehabilitation and reconciliation (RRR) framework to coordinate assistance to conflict-affected communities and guide efforts for reconciliation and partnership across ethnic lines as a basis for sustainable development.
12. Under the management of the Commissioner General of Essential Services (CGES), the Government maintains an administrative capacity in the LTTE-controlled areas to provide basic services and essential relief food to IDPs. Displaced families with monthly earnings of less than LKR1,500,<sup>7</sup> about the eligibility level for the national welfare system of *Samurdhi*, are eligible for a monthly CGES dry ration. The Government also implements a nationwide programme that involves distributing a local blended food called *thriposha* to pregnant and lactating women and malnourished children under 5; but because current production meets less than 50 percent of national requirements, the *thriposha* programme does not cover the conflict-affected districts effectively.
13. Local government authorities assist IDPs during resettlement, which includes a Unified Assistance Scheme (UAS) financial package consisting of a settling-in allowance, temporary shelter, a productive enterprise grant and an allocation for the purchase of tools. The package has not been revised recently and is no longer sufficient to meet the needs of a resettling family.

## Rationale

14. The recovery activities of the protracted relief and recovery operation (PRRO) will be fully integrated with the Government programmes. They aim to rehabilitate assets and infrastructure, enable children to attend school, address nutritional and food gaps, and improve self-reliance among the most vulnerable groups in the conflict-affected areas. Targeted beneficiaries will include IDPs, people reintegrating into society and host communities in order to foster reconciliation and contribute to the peace-building process.

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## RECOVERY STRATEGY

### Beneficiary Needs

15. The PRRO strategy highlights the United Nations Development Assistance Framework (UNDAF) commitment to assist Sri Lanka by “providing emergency and humanitarian assistance to conflict-affected people, assisting in restoring the economic livelihood of adversely affected persons and providing support for efforts that contribute towards the establishment of peace and social harmony”. The PRRO supports peace building by assisting people directly affected by the conflict and supporting their efforts to become more self-reliant.

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<sup>7</sup> Approximately US\$15; US\$1 = LKR104.0 (July 2004).



16. The strategy behind this PRRO is based on the 2003 “Needs Assessment in Conflict-Affected Areas”, which identified “the revitalization of social infrastructure and services as a key priority in the transition period. Access to these services is crucial to ensure the safe and dignified return and reintegration of refugees, IDPs, host communities and other vulnerable groups.”<sup>8</sup>
17. The recovery strategy supports:
- village infrastructure rehabilitation through food-for-work (FFW) schemes;
  - supplementary food for pregnant and lactating women and small children;
  - alleviation of short-term hunger among schoolchildren, improved diet and increased attendance and retention in schools; and
  - vulnerable IDP camp populations, people enrolled in psycho-social programmes and young former combatants during reintegration into communities.
18. The PRRO goals reflect the Millennium Development Goals (MDGs). The FFW component supports “eradication of extreme poverty and hunger” and food for education (FFE) supports “the achievement of universal primary education”. The mother-and-child nutrition (MCN) component is linked to MDG 4: “Improve maternal health” and MDG 5: “Reduce child mortality”. All components contribute to “promotion of gender equality and empowerment of women”, targeting women heads of households. HIV/AIDS awareness is integrated into all programmed interventions.
19. The estimated number of target beneficiaries in each district has been determined on the basis of vulnerability analysis and the capacity of government partners to implement the various components. Most divisions of the eight districts of the north and east have priority according to WFP’s vulnerability analysis and mapping (VAM) activities. Only the food-insecure divisions of the four adjacent conflict-affected districts will be covered under this PRRO.

## The Role of Food Aid

20. Food assistance will have the following immediate objectives:
- to support social cohesion in returnee/resettlement areas through rehabilitation of communal assets;
  - to rehabilitate the livelihoods and food security of returnees/settlers and vulnerable members of the host communities through rehabilitation and creation of individual assets — clearing land, repairing houses and creating productive assets;
  - to address short-term hunger and improve the diet of primary schoolchildren, increase girls’ and boys’ attendance and retention in schools and increase participation in catch-up classes;
  - to improve the nutritional status of women and children; and
  - to sustain beneficiaries’ voluntary participation in psychosocial, vocational training and reintegration programmes.

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<sup>8</sup> United Nations, Asian Development Bank and World Bank. May 2003. *Sri Lanka: Needs Assessment in Conflict-Affected Areas*. Colombo.



## Programme Approaches

21. The PRRO emphasizes:

- focusing on conflict-affected areas and vulnerable divisions in adjacent districts that are in transition to social cohesion;
- creating and supporting conditions to consolidate social cohesion in conflict-affected districts, for example through community-based FFW activities;
- focusing on improving the livelihoods of conflict-affected people and communities;
- giving special attention to vulnerable groups such as women, widows, children and participants in psycho-social programmes;
- extending participatory approaches to identify the needs of affected people, particularly women;
- building capacity among government implementing counterparts in the north and east through training and during programme implementation;
- mobilizing additional resources locally; and
- building on partnerships and expanding joint programming to obtain complementary inputs for recovery activities.

## Risk Assessment

22. The main underlying risks of the PRRO are:

- breakdown of the peace process;
- ceasefire agreement violations that could lead to increased insecurity in PRRO areas;
- lack of adequate central government support in terms of policy, commitment, budget and staff;
- lack of support from LTTE for the PRRO interventions in the areas under their control; and
- lack of sufficient donor support pending resumption of peace negotiations.

## Objectives and Goals

23. The goals of this PRRO are to improve the food security of vulnerable people in conflict-affected areas and to develop social cohesion contributing to peace building through food-aid interventions.

24. The PRRO objectives are to:

- improve access to food for conflict-affected people through FFW schemes to rehabilitate communal and individual assets (Strategic Priority [SP]2);
- improve the nutritional status of pregnant and lactating women, children under 5 and vulnerable women in the remaining IDP welfare centres (SP3);
- reduce short-term hunger and improve the diet of schoolchildren, contributing to increased cognitive ability and higher retention and attendance rates (SP4); and
- improve access to counselling services and skills training by people most affected by the conflict such as former child soldiers, households headed by women, unemployed young people and traumatized children (SP4).



## IMPLEMENTATION PLAN BY COMPONENT

### Main Programme Components

25. The PRRO has been designed on the basis of ongoing PRRO 10067.0 in which partnerships with the Government and others were developed. A significant shift from relief to recovery took place during the 2002–2004 PRRO; by the end of 2004, the three core components will have been operational for 18 to 30 months. Minor adjustments and corrections have been made to improve their effectiveness on the basis of field monitoring, review workshops and other feedback.
26. The following activities are planned in the twelve conflict-affected districts. The number of beneficiaries per component, the proposed ration scale and total food requirements are set out in Tables 1–3.

⇒ MCN

27. This component was introduced in early 2003 under the ongoing PRRO based on the needs of the conflict-affected communities and the recommendations of a joint WFP/World Health Organization (WHO) assessment in 2001. Blended food is distributed to all children aged 6 to 36 months and pregnant and lactating women through health clinics by Ministry of Health staff. Because of supply problems, WFP's blended food is replacing *thripasha* in these districts — at a higher ration level — allowing the Government to provide more regular coverage of the *thripasha* programme in other districts. The ongoing MCN component has gradually been extended to all districts of the north and east during 2003 and 2004. The four adjacent conflict-affected districts will be covered under the new phase of the PRRO.

⇒ FFE

28. The FFE component, piloted in August 2003 as a mid-morning meal for 27,000 students in five educational districts in conflict-affected areas, is being expanded; by the end of 2004 there should be about 175,000 students in 1,000 participating schools. The FFE component is appreciated by all stakeholders not only as a means of improving the educational performance of primary schoolchildren, but also as a means of addressing their short-term hunger, increasing attendance and retention rates and improving their diet. WFP will endeavour to partner with the Government and WHO, UNICEF and the Food and Agriculture Organization of the United Nations (FAO) to ensure a more holistic approach in targeted schools, for example by providing deworming tablets, school gardens and better sanitation.
29. There is also an urgent need to help children who have missed several years of school because of the conflict. A number of externally funded agencies are supporting various after-school catch-up classes; under the current PRRO, WFP has provided food since early 2003 to such a programme in the north sponsored by GTZ. In early 2004, WFP began supporting a similar programme implemented by UNICEF; other non-governmental organizations (NGOs) are keen to collaborate with WFP in this type of intervention.

⇒ FFW

30. The FFW component of the ongoing PRRO commenced in August 2002, assisting rehabilitation in IDP returnee areas and vulnerable host communities in LTTE-controlled areas. Its objectives are to provide food to vulnerable groups and improve community



assets. The FFW schemes in the north initially focused on irrigation systems and rural roads; it expanded in 2003 to include basic infrastructure rehabilitation projects proposed by the communities. The Government and local authorities perceive FFW as an appropriate means of rehabilitating infrastructure that has not been maintained for 20 years.

⇒ *Other conflict-affected vulnerable groups*

31. **Vulnerable residual IDPs.** Hundreds of thousands of IDPs returned home between early 2002 and the end of 2004, but 100,000 remain who for various reasons cannot return to their places of origin, including households headed by women, which account for 20 percent. The current monthly dry rations provided by the Government are not sufficient and many IDPs cannot supplement them; WFP will therefore provide a monthly ration of 15 kg of rice for these 20,000 people.
32. **Psychosocial programmes for traumatized children.** Food will be provided to participants in training sessions in psycho-social programmes. Family rations will encourage families to send traumatized children to programmes that provide counselling and catch-up classes. Most of the beneficiaries are orphans and children from households headed by women. Current WFP food assistance covering 3,000 participants under a joint psycho-social programme with the Swiss NGO *Terre des hommes* will be continued during the new PRRO.
33. **Demobilization/reintegration of child soldiers.** The problem of underage child soldiers in Sri Lanka is being addressed under UNICEF leadership through an action plan agreed by LTTE and the Government. Under the plan, the few thousand reported child soldiers are to be released to UNICEF and its partners, who initially provide counselling in temporary transit centres and eventually further support for full reintegration into families and communities. A WFP family ration for each demobilized child soldier will be given for three months to facilitate reintegration.
34. **Food for training (FFT).** In a recent participatory needs assessment in four villages in the northeastern and north-central provinces, unemployment among women, especially in households headed by women, was ranked high as a community problem requiring vocational training. Other vulnerable groups needing vocational training are underage ex-combatants and young people not at school. Food will therefore be provided to support vocational training such as tailoring and home gardening for households headed by women and income-generating skill training for ex-combatants and young people, some sponsored by the International Labour Organisation (ILO), which enhance the long-term benefits of food assistance. Trainees will receive a family ration as a replacement for any income (possibly derived from incidental labour) lost during the time invested in training.

### **Beneficiaries, Food Basket and Ration Scale**

35. An estimated 730,000 beneficiaries will receive food assistance under this PRRO in 2005, increasing to 850,000 in 2006 as a result of expansion of the MCN and FFE components. The focus on mothers and households headed by women brings the proportion of women to 56.3 percent. Details of beneficiaries, rations and the food quantities are shown in Tables 1–3.



<b>TABLE 1: BENEFICIARIES BY COMPONENT AND YEAR</b>					
<b>Programme component</b>	<b>Target group</b>	<b>2005 beneficiaries</b>	<b>2006 beneficiaries</b>	<b>Women (%)</b>	<b>Men (%)</b>
MCN	Pregnant and lactating women	73 000	90 000	100	0
	Children 6–36 months	89 000	108 000	50	50
	Children 37–60 months	73 000	90 000	50	50
FFE	Mid-morning meal	175 000	215 000	50	50
	Catch-up education	44 000	52 000	50	50
FFW		238 000 (47 600)*	257 000 (51 400)*	50	50
Other vulnerable groups (OVG)	IDPs	20 000	20 000	90	10
	Psycho-social counselling	3 000	3 000	50	50
	Reintegration programme for child soldiers	5 000 (1 000 children)	5 000 (1 000 children)	50	50
	Training	10 000	10 000	50	50
<b>Total</b>	10 sub-component target groups	<b>730 000</b>	<b>850 000</b>	<b>56.3</b>	<b>43.7</b>

\* Number of participants.

<b>TABLE 2: RATION SCALE BY COMPONENT (g/person/day)</b>							
	<b>Days/month</b>	<b>Month/year</b>	<b>Rice</b>	<b>Blended foods</b>	<b>Pulses</b>	<b>Sugar</b>	<b>Oil</b>
MCN (pregnant and lactating women)	30	12		125			
MCN (children 6–36 months)	30	12		75			
MCN (children 37–60 months)	30	12		75			
FFE (mid-morning meal)	21	9	60	40	12	5	10*
FFE (catch-up education)	12	9	60	40	12	5	10*
FFW	22	3	500		60	30	
Vulnerable IDPs	30	12	500				
Psycho-social counselling	21	9	60	40	12	5	
Reintegration of child soldiers	30	3	500		60	30	
Training	30	3	500		60	30	

\* The Government will provide the oil through local purchases.



<b>TABLE 3: FOOD QUANTITIES BY COMPONENT/SUB-COMPONENT</b>			
	<b>2005</b>	<b>2006</b>	<b>Total</b>
	<b>(mt)</b>		
<b>Health and nutrition</b>			
– MCN (pregnant /lactating women)	3 299	4 033	7 332
– MCN (children from 6 to 36 months)	2 392	2 924	5 316
– MCN (children from 37 to 60 months)	1 980	2 420	4 399
<b>FFE</b>			
– Mid-morning meal	3 881	4 744	8 625
– Remedial education	554	678	1 232
<b>FFW</b>	<b>9 241</b>	<b>10 011</b>	<b>19 251</b>
<b>OVG</b>			
– Vulnerable IDPs	3 600	3 600	7 200
– Psycho-social programme	66	66	133
– Reintegration of child soldiers	266	266	531
– Training	531	531	1 062
<b>Total</b>	<b>25 810</b>	<b>29 272</b>	<b>55 082</b>

Note: Totals are rounded off.

## Food Requirements

36. The food requirements for this PRRO are estimated at 55,082 mt to benefit 800,000 people each year.

<b>TABLE 4: TOTAL FOOD REQUIREMENTS</b>			
<b>Commodity</b>	<b>2005</b>	<b>2006</b>	<b>Total</b>
Rice	14 415	15 573	<b>29 987</b>
CSB*	9 211	11 252	<b>20 463</b>
Pulses	1 482	1 662	<b>3 145</b>
Sugar	703	784	<b>1 487</b>
<b>Total</b>	<b>25 810</b>	<b>29 272</b>	<b>55 082</b>

\* Corn-soya blend

Note: Some totals are rounded off.

## Selection of Activities

37. Activities will be selected in line with WFP's Enabling Development policy, which stresses the link between short-term food consumption and long-term asset creation. The village rehabilitation committees will propose the priority FFW scheme to benefit both



host communities and returning IDPs, a participatory approach that fosters the reintegration of IDPs, supports community rehabilitation needs and promotes social cohesion.

38. MCN and FFE areas and activities will be selected in collaboration with government counterparts at all levels based on VAM. Regular consultations with UNICEF, the Office of the United Nations High Commissioner for Refugees (UNHCR), FAO, ILO, the United Nations Development Programme (UNDP), the World Bank, the Asian Development Bank (ADB), NGOs and community-based organizations (CBOs) will ensure mutual support and consistency in assessing needs, identifying interventions and deciding strategies. WFP and the Ministry of Health will continue to strengthen the Government's capacity to carry out nutritional surveillance in the north to improve targeting and programming of joint interventions.

### **Activity Approval Mechanism**

39. The National Project Steering Committee chaired by the Ministry of Relief, Rehabilitation and Reconciliation will review performance and direct the selection and implementation of activities. It comprises representatives of ministries involved in programme implementation, provincial representatives and secretaries of the PRRO districts. The committee meets monthly, approving areas and institutions for implementation and expansion of activities under all components and FFW proposals initiated at the village level and approved by district authorities. Each district has a district review committee (DRC) chaired by the district secretary with representatives from implementing departments, NGOs and WFP. Approved project proposals are submitted to the WFP Programme Coordination Unit of the Ministry of Relief, Rehabilitation and Reconciliation for presentation to the steering committee for final approval.

### **Institutional Arrangements and Selection of Partners**

40. The Ministry of Relief, Rehabilitation and Reconciliation will act as the primary government counterpart, with responsibility for coordination and logistics. Local authorities such as district secretariat staff will liaise with the WFP Programme Coordination Unit on approval of FFW schemes and funding of logistics and administrative costs of local implementation of activities. The ministry will obtain counterpart funding from the national budget to carry out these functions and will be responsible for disbursement of the funds.
41. The ministries of health, education and agriculture, their provincial departments and district staff have roles to play in programme implementation, at the national level in the steering committee for the PRRO and at the local level in being responsible for project execution in schools and clinics or in communities where the FFW component is operational.
42. The partnerships established with ADB, UNICEF, FAO and World Vision are based on the principle that each partner contributes resources to the assisted activities to increase overall impact and benefits.

### **Capacity-Building**

43. An important part of the PRRO implementation strategy is capacity-building for beneficiaries and implementing partners. Few civil servants work in the north and east — there are many vacant posts — and they have limited capacity. The PRRO therefore includes the following activities:



- building government counterpart capacity in the north and east;
- providing targeted training for implementing agencies to strengthen participatory planning, data analysis and gender mainstreaming;
- building the capacity of participants through training;
- building the capacity of national counterparts in implementation, monitoring, commodity tracking and reporting;
- building the capacity of government counterparts to raise awareness about nutrition, food insecurity and vulnerability analysis; and
- assisting health authorities in the north and east to establish a nutrition-surveillance system.

### **Logistics Arrangements**

44. Food will be shipped to the port of Colombo and stored at the warehouses of the Land Commissioner or the Ministry of Relief, Rehabilitation and Reconciliation, which will be responsible for clearing and forwarding and internal transport, storage and handling (ITSH). The current system of distribution through the Multi-Purpose Cooperative Society outlets for certain activities will continue. For certain components of this PRRO, the Ministry of Relief, Rehabilitation and Reconciliation will give the food to an implementing partner at an extended delivery point for final distribution. The existing channel of distribution for blended food through Ministry of Health clinics will be utilized. In-country transport, handling and storage costs, estimated at US\$4.5 million, will be met by the Government.

### **Monitoring and Evaluation**

45. WFP will focus on results-based monitoring to measure the performance of activities in relation to objectives and will continue to build up the comprehensive monitoring system and database being set up with the Department of Census and Statistics for each PRRO component. There will be regular monitoring by country offices, sub-offices, field offices and Government counterparts. Progress reports will be regularly presented to the National Steering Committee. Gender-disaggregated quantitative and qualitative information will be collected on selected indicators; analysis of this data will provide information on project progress. Greater emphasis will be placed on measuring the short-term, medium-term and long-term effects of interventions and on establishing a logical results hierarchy by which objectives will be reached. Various performance indicators will be used (see Annex III).
46. WFP has significantly strengthened its presence in the north and east during the current 2002–2004 PRRO. A new sub-office was established in March 2002 at Vavuniya in the north, just after the ceasefire agreement was signed. During the last quarter of 2003, new field offices were opened at Kilinochchi in the north and Batticaloa in the east. WFP has helped government counterparts to establish district monitoring units in each PRRO district, which has improved their capability.
47. WFP carried out two baseline surveys in 2003 before the pilot FFE component of the ongoing PRRO began, helped by the German quality-improvement grant and a technical consultant funded from it: (i) an educational baseline survey that will be used to track progress of FFE for an expected 4–5 years and (ii) a survey of the nutritional status of a sample of first-year and second-year students in the conflict-affected educational zones. An annual follow-up survey will be conducted on the same trial and control groups.



## Security Measures

48. Many of the LTTE-controlled areas in the north and east are classified as phase III under the United Nations Security Plan, so WFP staff have access to all areas of programme implementation. The conditions of the ceasefire agreement have opened up the LTTE-controlled areas, leading to a major increase in economic activity that has benefited the previously isolated inhabitants of these Phase III areas. No security incidents involving United Nations staff have so far been reported. The Government and LTTE are committed to maintaining the safety of staff of humanitarian agencies.
49. WFP has equipped its offices and vehicles in the PRRO areas in line with Minimum Operating Security Standards (MOSS). Security training has been conducted for all WFP staff; periodic refresher training is provided through the United Nations field security officer. All staff have been trained in basic safety and security practices in the field; interactive CDROM-based modules have been provided by the Office of the United Nations Security Coordinator (UNSECOORD).

## Exit Strategy

50. During the current phase of this PRRO, there has been a shift of focus from relief to recovery; the new phase for 2005–2006 will continue to focus on recovery and developing more sustainable livelihoods for vulnerable groups through activities that create human and physical assets.
51. WFP's support for the MCN component is unlikely to cease with the end of the new PRRO, because reducing chronic malnutrition requires long-term interventions. Investment in the education activity through FFE will also take a longer-term approach. There could, however, be a reduction in village-based FFW schemes during this PRRO phase: most FFW activity in 2002–2004 has concentrated on short-term labour-intensive village rehabilitation works that do not require many non-food items. The FFW approach brought large amounts of food into food-insecure households and helped to restore or rehabilitate basic agricultural and village infrastructures. If the peace process continues, it may be necessary to adopt a longer-term approach under a more permanent reconstruction model requiring no FFW interventions, so the FFW component may be reduced and eventually phased out of this PRRO or the next.

## Contingency Mechanism

52. The main contingency component depends on the peace process and maintenance of the ceasefire agreement. A breakdown should not automatically lead to a resumption of hostilities, but certain events could escalate tensions and lead to renewed conflict, which could once again lead to large population displacements and could oblige WFP to reorient its programme from recovery back to relief. WFP would phase out some components such as FFW and redeploy its resources towards emergency assistance to needy groups such as children, women and IDPs in camps or near schools and clinics that remain accessible and operational.

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## RECOMMENDATION OF THE EXECUTIVE DIRECTOR

53. PRRO 10067.1 "Assistance to Vulnerable Groups for Peace Building in Conflict-Affected Areas" is recommended for approval by the Executive Board within the budget provided in the attached annexes.



## ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt	Value (US\$)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Rice	29 987	247	7 406 789
– Blended food	20 463	360	7 366 680
– Sugar	1 487	290	431 230
– Pulses	3 145	430	1 352 350
<b>Total commodities</b>	<b>55 082</b>		<b>16 557 049</b>
<b>External transport</b>		<b>70.92</b>	<b>3 906 295</b>
<b>Subtotal for ITSH</b>			<b>0</b>
<b>Total LTSH</b>			<b>0</b>
<b>Other direct operational costs</b>		<b>13.62</b>	<b>750 000</b>
<b>Total direct operational costs</b>			<b>21 213 344</b>
<b>B. Direct support costs (see Annex II for details)</b>			
<b>Total direct support costs</b>		<b>54.43</b>	<b>2 998 000</b>
<b>C. Indirect support costs (7%)</b>			<b>1 694 794</b>
<b>TOTAL WFP COSTS</b>			<b>25 906 138</b>
<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The contents may vary depending on the availability of commodities.			



## ANNEX II

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff</b>	
International professional staff	703 000
National professional officers	253 000
National general service staff	897 000
Temporary assistance	40 000
Overtime	20 000
Incentives	80 000
International consultants	40 000
National consultants	40 000
United Nations volunteers	149 000
Staff duty travel	100 000
Staff training and development	60 000
<b>Subtotal</b>	<b>2 382 000</b>
<b>Office expenses and other recurrent costs</b>	
Rental of facility	36 000
Utilities (general)	30 000
Office supplies	30 000
Communication and IT services	40 000
Insurance	20 000
Equipment repair and maintenance	20 000
Vehicle maintenance and running costs	100 000
Other office expenses	40 000
United Nations organizations services	48 000
<b>Subtotal</b>	<b>364 000</b>
<b>Equipment and other fixed costs</b>	
Vehicles	132 000
Furniture, tools and equipment	50 000
TC/IT equipment	70 000
<b>Subtotal</b>	<b>252 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>2 998 000</b>



## ANNEX III

## LOGICAL FRAMEWORK SUMMARY SRI LANKA PRRO 10067.1 (2005–2006)

Results hierarchy	Performance indicators	Means of verification	Resources required	Risks and assumptions
<b>Impact</b> <ul style="list-style-type: none"> <li>Contribute to the sustainable food security of vulnerable people in conflict-affected areas and develop social cohesion.</li> </ul>	<ul style="list-style-type: none"> <li>Food-security status of most vulnerable people enhanced.</li> <li>Improved access to health and education services.</li> </ul>	<ul style="list-style-type: none"> <li>Government national statistics and survey department reports; WFP surveys.</li> <li>Reports from the Ministry of Health.</li> </ul>	55,082 mt of food commodities valued at US\$16.6 million; total cost to WFP: US\$25.9 million.	<ul style="list-style-type: none"> <li>The peace process will continue and make progress. Should the peace process break down, implementation of the PRRO would still be relevant, but the activities and scope would have to be adjusted to the changing circumstances.</li> </ul>
<b>Outcomes</b> <ul style="list-style-type: none"> <li>Employment opportunities created for vulnerable men and women.</li> <li>Improved and changed agricultural practices expected to result in an overall increase in agricultural production.</li> </ul>	<ul style="list-style-type: none"> <li>Household income levels and food availability increased.</li> <li>% of cultivated areas improved.</li> </ul>	<ul style="list-style-type: none"> <li>Reports from the Government Finance Ministry.</li> <li>Reports from the Ministry of Agriculture.</li> <li>Reports from Ministry of Agriculture; WFP monitoring.</li> </ul>	19,251 mt of commodities valued* at approximately US\$5.8 million; ODOC US\$250,000; DSC US\$1,050,000.	<ul style="list-style-type: none"> <li>Adequate resources and continued government support to WFP projects.</li> <li>Continued commitment and adequate human resources from implementing agencies.</li> </ul>
<ul style="list-style-type: none"> <li>Nutrient intake of expectant and nursing mothers and children improved.</li> <li>Knowledge and practices of expectant and nursing mothers regarding their nutritional and nutrition-related health needs and those of their children improved.</li> </ul>	<ul style="list-style-type: none"> <li>% reduction of low birth weight among newborn babies.</li> <li>% reduction of anaemia rate among women.</li> <li>% reduction of underweight, wasting and stunting among children.</li> </ul>	<ul style="list-style-type: none"> <li>Reports from Ministry of Health; WFP monitoring and evaluation.</li> <li>WFP survey.</li> <li>WFP survey.</li> </ul>	17,047 mt of commodities valued* at approximately US\$5.1 million; ODOC US\$334,000; DSC US\$930,000.	<ul style="list-style-type: none"> <li>Government and its administrative structures and non-state actors such as LTTE continue to support implementation of the PRRO.</li> </ul>
<ul style="list-style-type: none"> <li>Improved primary school attendance and retention rates.</li> <li>Diet of school children is improved.</li> <li>Reduced short term hunger.</li> </ul>	<ul style="list-style-type: none"> <li>% fall in drop-out rate among boys and girls.</li> <li>% increase in attendance among boys and girls.</li> <li>% increase in dietary intake.</li> <li>teachers' perceptions of prevalence of short-term hunger.</li> </ul>	<ul style="list-style-type: none"> <li>Reports from the Education Department at district level; WFP monitoring and evaluation system.</li> <li>WFP surveys.</li> <li>WFP surveys.</li> </ul>	9,857 mt of commodities valued* at approximately US\$3.0 million; ODOC US\$150,000; DSC US\$540,000.	<ul style="list-style-type: none"> <li>Convergence of partners' health and sanitation programmes ensured in targeted schools, especially de-worming.</li> </ul>





**LOGICAL FRAMEWORK SUMMARY SRI LANKA PRRO 10067.1 (2005–2006)**

<b>Results hierarchy</b>	<b>Performance indicators</b>	<b>Means of verification</b>	<b>Resources required</b>	<b>Risks and assumptions</b>
<ul style="list-style-type: none"> <li>Traumatized children are taken care of in psychosocial assistance programmes.</li> </ul>	<ul style="list-style-type: none"> <li>Effectiveness of the psycho-social programme.</li> </ul>	<ul style="list-style-type: none"> <li>Reports from implementing partners.</li> </ul>	133 mt of food commodities valued* at approximately US\$33,000; ODOC US\$1,000; DSC US\$6,000.	
<ul style="list-style-type: none"> <li>Child soldiers re-integrated into society and their skills and those of OVG improved.</li> </ul>	<ul style="list-style-type: none"> <li>% of child soldiers reintegrated into family and society.</li> <li>Number of trained people accessing skills and jobs.</li> </ul>	<ul style="list-style-type: none"> <li>Reports from implementing partners.</li> </ul>	1,600 mt of commodities valued* at approximately US\$500,000; ODOC US\$15,000; DSC US\$ 90,000.	<ul style="list-style-type: none"> <li>Support of district government agents continued.</li> </ul>
<b>Outputs</b> <ul style="list-style-type: none"> <li>Household/community assets rehabilitated and created.</li> </ul>	<ul style="list-style-type: none"> <li>An average of 50,000 participants a year will be engaged under FFW activities; 250,000 beneficiaries will receive food.</li> <li>1,800 ha of arable land will be brought under cultivation.</li> <li>750 km of roads will be rehabilitated in rural areas.</li> <li>200 community schemes will be rehabilitated and upgraded.</li> </ul>	<ul style="list-style-type: none"> <li>Reports from district monitoring units; WFP monitoring.</li> <li>Reports from Agrarian Department at district level.</li> <li>WFP monitoring reports.</li> </ul>	<ul style="list-style-type: none"> <li>Food, operational costs, and non-food items.</li> <li>Staff for monitoring and evaluation.</li> <li>Administrative costs for local authorities and LTSH paid by the Government.</li> </ul>	
<ul style="list-style-type: none"> <li>Training sessions in asset creation organized.</li> <li>People trained in asset creation.</li> </ul>	<ul style="list-style-type: none"> <li>135 training sessions will be conducted.</li> <li>1,500 counterpart staff in implementing agencies will be trained.</li> </ul>			
<ul style="list-style-type: none"> <li>Pregnant and lactating mothers and children receive blended fortified food.</li> </ul>	<ul style="list-style-type: none"> <li>80,000 pregnant and lactating women each year will receive fortified food.</li> <li>An average of 180,000 children a year will receive CSB.</li> <li>1,650 health workers will be trained.</li> </ul>	<ul style="list-style-type: none"> <li>Reports from Health Department at district level.</li> <li>Reports from the Ministry of Health.</li> <li>WFP monitoring reports.</li> </ul>		
<ul style="list-style-type: none"> <li>Increased access to health/nutritional training.</li> </ul>	<ul style="list-style-type: none"> <li>55 Ministry of Health clinics will have improved facilities with trained health workers.</li> </ul>			

**LOGICAL FRAMEWORK SUMMARY SRI LANKA PRRO 10067.1 (2005–2006)**

<b>Results hierarchy</b>	<b>Performance indicators</b>	<b>Means of verification</b>	<b>Resources required</b>	<b>Risks and assumptions</b>
<ul style="list-style-type: none"> <li>Children receive mid-morning meal.</li> </ul>	<ul style="list-style-type: none"> <li>190,000 school children will receive mid-morning meals each year.</li> </ul>	<ul style="list-style-type: none"> <li>Department of Education at district level.</li> </ul>		<ul style="list-style-type: none"> <li>Partners are available and have the capacity to support FFE, training and expansion of re-integration programme.</li> </ul>
<ul style="list-style-type: none"> <li>Non-food item sets provided.</li> </ul>	<ul style="list-style-type: none"> <li>500 schools will receive non-food item sets.</li> </ul>	<ul style="list-style-type: none"> <li>Department of Education at district level.</li> </ul>	<ul style="list-style-type: none"> <li>Funds from ADB, GTZ, Save the Children Fund (SCF), Terre des hommes.</li> </ul>	
<ul style="list-style-type: none"> <li>Kitchens constructed/rehabilitated.</li> </ul>	<ul style="list-style-type: none"> <li>300 school kitchen and storage facilities will be upgraded.</li> </ul>	<ul style="list-style-type: none"> <li>Department of Education at district level; reports from partners.</li> </ul>		
<ul style="list-style-type: none"> <li>Schools assisted by WFP and FAO under school-garden programme.</li> </ul>	<ul style="list-style-type: none"> <li>60 schools will receive assistance under WFP/FAO school-garden programme.</li> </ul>	<ul style="list-style-type: none"> <li>Reports from Education Department at district level, WFP and FAO.</li> </ul>	<ul style="list-style-type: none"> <li>Funds from partners available (FAO).</li> </ul>	
<ul style="list-style-type: none"> <li>Children under psychological counselling and re-integrated child soldiers receive food.</li> </ul>	<ul style="list-style-type: none"> <li>3,000 children a year will receive psychological counselling.</li> <li>Each year, 1,000 child soldiers involved in re-integration activities will receive food.</li> </ul>	<ul style="list-style-type: none"> <li>Reports from implementing partners.</li> <li>Reports from implementing partners.</li> </ul>		
<ul style="list-style-type: none"> <li>Skills-training sessions organized.</li> <li>People trained in skills-training programmes.</li> </ul>	<ul style="list-style-type: none"> <li>2,000 people, 70% of whom will be women, will be trained each year under FFT.</li> </ul>	<ul style="list-style-type: none"> <li>Reports from implementing partners.</li> </ul>		

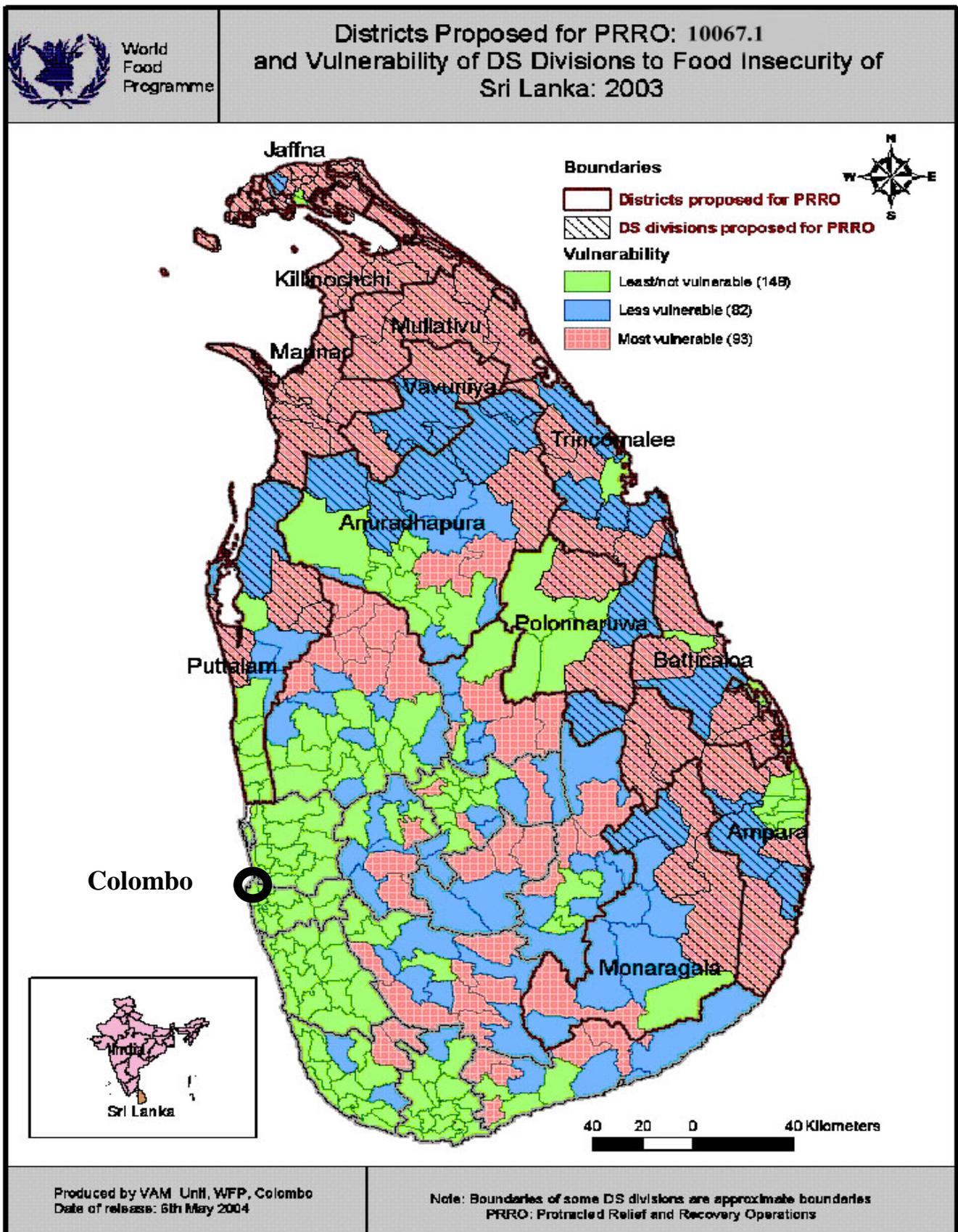
\* Cost of external transport not included.

*Note:*

- Numbers of beneficiaries refer to yearly average ones.
- Physical outputs refer to cumulative ones during the duration of the project.



ANNEX IV



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

ADB	Asian Development Bank
CBO	community-based organization
CGES	Commissioner General on Essential Services
CSB	corn-soya blend
DRC	district review committee
FAO	Food and Agriculture Organization of the United Nations
FFE	food for education
FFT	food for training
FFW	food for work
GTZ	German Technical Cooperation
IDP	internally displaced person
ILO	International Labour Organisation
ITSH	internal transport, storage and handling
LTTE	Liberation Tigers of Tamil Eelam
MCN	mother-and-child nutrition
MDG	Millennium Development Goal
MOSS	minimum operating security standards
NGO	non-governmental organization
OVG	other vulnerable groups
PRRO	protracted relief and recovery operation
RRR	Relief, Rehabilitation and Reconciliation (framework)
SCF	Save the Children Fund
SP	Strategic Priority
UAS	Unified Assistance Scheme
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNSECOORD	United Nations Security Coordinator
VAM	vulnerability analysis and mapping
WHO	World Health Organization

